



FEDERAL COMMUNICATIONS COMMISSION
WASHINGTON

OFFICE OF THE
CHAIRWOMAN

November 17, 2023

The Honorable Susan Collins
United States Senate
413 Dirksen Senate Office Building
Washington, DC 20510

Dear Senator Collins:

Thank you for your letter expressing concern about artificial intelligence (AI) voice cloning technology and how it can be used to defraud and scam consumers. The Federal Communications Commission has already taken steps to begin to address this growing problem as part of our broader efforts combat illegal robocalls and robotexts. We are focused both on exploring how evolving technologies like AI can be used for scams and how it can be used to help stop this junk on our networks from ever reaching our phones.

Recognizing that these issues are new, the Commission has increased our efforts to partner with other stakeholders in order to expand consumer awareness of illegal robocalls and robotexts, including those generated by AI. Last month, I joined AARP to discuss the increasing threat of these calls and texts, and what could be done to harness technology to better identify fraud. On top of this, the agency's Consumer and Governmental Affairs Bureau has developed partnerships with non-profit organizations, such as the National Diversity Coalition, to help inform the most vulnerable consumers about common and emerging robocall scams. We are also continuing our partnership with the Federal Trade Commission to educate consumers on spoofing awareness campaigns.

In addition, we have expanded our partnerships to address robocalls and robotexts with State Attorneys General from across the country. We recognize that we have different legal responsibilities but a shared interest in working together to get this junk off the line. As a result, the Commission now has a Memorandum of Understanding with Attorneys General in 48 states, the District of Columbia, and Guam. These memoranda allow us to share information that will assist in efforts to prosecute bad actors behind robocalls under both federal and state law. Equally important is our coordination with the Industry Traceback Group (ITG). The ITG uses provider data to traceback and identify the source of illegal robocalls. This information and collaboration is essential to our enforcement efforts.

Finally, I agree that AI voice cloning and the way it can be used to scam consumers is alarming. That is why I am pleased that at the Commission's November 15, 2023 meeting, my colleagues agreed to start an inquiry into how AI is being used right now to generate fraudulent

calls, but also how it is being used to recognize patterns in our network traffic. We want to hear about the implications of emerging AI technology on robocalls and robotexts, and how AI technologies such as voice cloning may fall within the existing prohibitions on artificial or prerecorded voice messages in the Telephone Consumer Protection Act of 1991. The inquiry also seeks comment on ways to verify the authenticity of AI-generated voice or text content from trusted sources, such as through the use of watermarks, certificates, labels, signatures, or other forms of labels. This may be beneficial when callers rely on AI technology to generate content such as emulating a human voice on a robocall or creating content in a text message.

I understand the risks that AI technology poses, but also see an opportunity for us to harness the benefits to prevent scams and fraud perpetuated through our communications networks. Our approach to robocalls and robotexts has been, and will continue to be, multi-faceted— through enforcement, providing consumers with new tools and educating them about new scam tactics, championing new technologies, and closing loopholes. I look forward to developing the record in our inquiry.

As to your question about whether additional authorities are needed, I continue to believe that an update to the definition of autodialer in the Telephone Consumer Protection Act of 1991, which was narrowed by the Supreme Court’s decision in *Facebook v. Duguid* in 2021, would be helpful. Without an updated definition, some technologies now used to make massive numbers of junk calls are no longer covered by the law and the scam artists responsible for them can evade actions designed to protect consumers. If we discover that additional authorities would be helpful in the course of our inquiry into AI and robocalls, I will be sure to keep you updated.

Please let me know if I can be of any further assistance.

Sincerely,

A handwritten signature in black ink, appearing to read "Jessica Rosenworcel", with a long horizontal flourish extending to the right.

Jessica Rosenworcel



FEDERAL COMMUNICATIONS COMMISSION
WASHINGTON

OFFICE OF THE
CHAIRWOMAN

November 17, 2023

The Honorable Amy Klobuchar
United States Senate
425 Dirksen Senate Office Building
Washington, DC 20510

Dear Senator Klobuchar:

Thank you for your letter expressing concern about artificial intelligence (AI) voice cloning technology and how it can be used to defraud and scam consumers. The Federal Communications Commission has already taken steps to begin to address this growing problem as part of our broader efforts combat illegal robocalls and robotexts. We are focused both on exploring how evolving technologies like AI can be used for scams and how it can be used to help stop this junk on our networks from ever reaching our phones.

Recognizing that these issues are new, the Commission has increased our efforts to partner with other stakeholders in order to expand consumer awareness of illegal robocalls and robotexts, including those generated by AI. Last month, I joined AARP to discuss the increasing threat of these calls and texts, and what could be done to harness technology to better identify fraud. On top of this, the agency's Consumer and Governmental Affairs Bureau has developed partnerships with non-profit organizations, such as the National Diversity Coalition, to help inform the most vulnerable consumers about common and emerging robocall scams. We are also continuing our partnership with the Federal Trade Commission to educate consumers on spoofing awareness campaigns.

In addition, we have expanded our partnerships to address robocalls and robotexts with State Attorneys General from across the country. We recognize that we have different legal responsibilities but a shared interest in working together to get this junk off the line. As a result, the Commission now has a Memorandum of Understanding with Attorneys General in 48 states, the District of Columbia, and Guam. These memoranda allow us to share information that will assist in efforts to prosecute bad actors behind robocalls under both federal and state law. Equally important is our coordination with the Industry Traceback Group (ITG). The ITG uses provider data to traceback and identify the source of illegal robocalls. This information and collaboration is essential to our enforcement efforts.

Finally, I agree that AI voice cloning and the way it can be used to scam consumers is alarming. That is why I am pleased that at the Commission's November 15, 2023 meeting, my colleagues agreed to start an inquiry into how AI is being used right now to generate fraudulent

calls, but also how it is being used to recognize patterns in our network traffic. We want to hear about the implications of emerging AI technology on robocalls and robotexts, and how AI technologies such as voice cloning may fall within the existing prohibitions on artificial or prerecorded voice messages in the Telephone Consumer Protection Act of 1991. The inquiry also seeks comment on ways to verify the authenticity of AI-generated voice or text content from trusted sources, such as through the use of watermarks, certificates, labels, signatures, or other forms of labels. This may be beneficial when callers rely on AI technology to generate content such as emulating a human voice on a robocall or creating content in a text message.

I understand the risks that AI technology poses, but also see an opportunity for us to harness the benefits to prevent scams and fraud perpetuated through our communications networks. Our approach to robocalls and robotexts has been, and will continue to be, multi-faceted— through enforcement, providing consumers with new tools and educating them about new scam tactics, championing new technologies, and closing loopholes. I look forward to developing the record in our inquiry.

As to your question about whether additional authorities are needed, I continue to believe that an update to the definition of autodialer in the Telephone Consumer Protection Act of 1991, which was narrowed by the Supreme Court’s decision in *Facebook v. Duguid* in 2021, would be helpful. Without an updated definition, some technologies now used to make massive numbers of junk calls are no longer covered by the law and the scam artists responsible for them can evade actions designed to protect consumers. If we discover that additional authorities would be helpful in the course of our inquiry into AI and robocalls, I will be sure to keep you updated.

Please let me know if I can be of any further assistance.

Sincerely,

A handwritten signature in black ink, appearing to read "Jessica Rosenworcel", with a long horizontal flourish extending to the right.

Jessica Rosenworcel