

**KODA VOICE LLC
ROBOCALL MITIGATION PLAN**

I. Background

The Federal Communications Commission (“FCC” or “Commission”) has adopted rules requiring voice service providers, like Koda Voice LLC (“Koda”), to, among other things, file certifications and robocall mitigation plans in the FCC’s Robocall Mitigation Database (“RMD”). 47 CFR § 64.6305; *see also Call Authentication Trust Anchor*, WC Docket No. 17-97, Sixth Report and Order and Further Notice of Proposed Rulemaking, FCC 23-18 (Mar. 17, 2023) (“*Sixth Caller ID Authentication Report and Order*”).

The FCC requires that all voice service providers certify in the Commission’s RMD whether they have implemented the STIR/SHAKEN authentication framework, and that all of the calls that it originates, carries or processes are subject to a robocall mitigation program consistent with the Commission’s rules.¹ The provider’s mitigation plan “shall include reasonable steps to avoid originating illegal robocall traffic and shall include a commitment to respond within 24 hours to all traceback requests from the Commission, law enforcement, and the industry traceback consortium, and to cooperate with such entities in investigating and stopping any illegal robocallers that use its service to originate calls.” 47 C.F.R. § 64.6305(a)(2).

Despite imposing a general duty to mitigate “robocalls,” the Commission’s codified rules do not define “robocall.”² The TRACED Act defines “robocall violation” as “a violation of subsection (b) or (e) of section 227 of the Communications Act of 1934.” TRACED Act § 11(d), Pub. L. No. 116-105, 133 Stat. 3274 (2019); *id.* at § 13(d)(f)(3) (defining a “suspected unlawful robocall” as a “call that the Commission or a voice service provider reasonably believes was made in violation of subsection (b) or (e) of section 227 of the Communications Act of 1934.”

¹ See <https://docs.fcc.gov/public/attachments/DA-24-73A1.pdf> (WCB Jan. 25, 2024 Public Notice).

² The Commission’s TCPA-related regulations, 47 C.F.R. § 64.1200, use the undefined term “illegal traffic,” 47 C.F.R. § 64.1200((k)-(m)), while its STIR/SHAKEN-related regulations define the FCC’s public-facing Robocall Mitigation Database, but not the “robocalls” that are to be mitigated. 47 C.F.R. § 64.6300. Thus, neither of the regulations that bear directly on the project of robocall mitigation expressly define “robocall.” *Cf. In re Advanced Methods to Target & Eliminate Unlawful Robocalls*, CG Docket No. 17-59, Report and Order and Further Notice of Proposed Rule Making, 32 FCC Rcd. 9706, 9725 ¶ 56 (Nov. 17, 2017) (declining to define “illegal robocall,” and acknowledging that “the record shows confusion regarding how the proposed definition of ‘illegal robocall’ should apply to the call blocking rules.”); *In re Core Communications, Inc., et al. Tariff F.C.C. No. 3*, WC Docket No. 21-191, Order, 36 FCC Rcd. 9997, 9999 (June 23, 2021) (In a related context, stating that the “Commission defines a robocall as a call made using an automatic telephone dialing system or an artificial or prerecorded voice.”) (citing 47 U.S.C. § 227(b)(1); 47 CFR § 64.1200(a)). Koda therefore focuses on the two types of unlawful calls—227(b) and 227(e) of the TCPA—that Congress expressly addressed.

Thus, Koda's training and mitigation efforts focus, as they must, on potentially unlawful calls that violate either (a) 47 U.S.C. § 227(b) (governing non-emergency calls initiated with a prerecorded or artificial voice or an automatic telephone dialing system, as that term has been interpreted by the Supreme Court in *Facebook, Inc. v. Duguid*, 592 U.S. 395 (2021)) or (b) 47 U.S.C. 227(e), or the Truth in Caller ID Act, which prohibits people from causing "any caller identification service to knowingly transmit misleading or inaccurate caller identification information with the intent to defraud, cause harm, or wrongfully obtain anything of value," absent an applicable exemption.

Koda notes that, by design, its services are provisioned to significantly curtail end users' opportunity to make so-called "robocalls" in the first place. First, its system is incapable of generating the telephone numbers its end users may use Koda's voice services to call. Like traditional phone service, Koda's end users must supply and choose the phone numbers it calls with Koda's service. Thus, its end users should be incapable of making calls with an "automatic telephone dialing system," as the U.S. Supreme Court interprets that term. Moreover, Koda's end users can only use caller IDs that they have subscribed to and been assigned by Koda, or ported into Koda's network, as their outbound caller ID, such that, absent some hacking event, which would violate Koda's AUP, Koda's end users cannot manipulate their caller ID. Thus, by design, Koda's end users are likewise prevented from using Koda's services to violate 47 U.S.C. § 227(e).

The FCC's rules provide that the provider's plan should describe how it "complies with its obligation to know its customers pursuant to § 64.1200(n)(4), any procedures in place to know its upstream providers, and the analytics system(s) it uses to identify and block illegal traffic, including whether it uses any third-party analytics vendor(s) and the name(s) of such vendor(s)." 47 C.F.R. § 64.6305(d)(1)(ii). The Commission has acknowledged that, "we do not currently require [] providers other than gateway providers to engage in 'know-your-upstream-provider' procedures, [but] if they have put such procedures in place, they must be documented in their robocall mitigation plan," and that "we do not specifically require providers to use call analytics." *Sixth Caller ID Authentication Report and Order* ¶ 40 & n.155-56. Koda only uses the analytics (using that term in its ordinary, undefined sense) identified herein.

The Commission has explained that a robocall-mitigation program is "sufficient if it includes detailed practices that can reasonably be expected to significantly reduce" the provider's origination of illegal robocalls, and the voice service provider complies with the practices described in its plan. *Sixth Caller ID Authentication Report and Order* ¶ 31. Koda is dedicated to developing and taking reasonable steps. This document outlines Koda's robocall mitigation plan.

II. Koda's Know Your Customer ("KYC") Standards

Koda is a voice service provider that focuses its business and operations on the business end user and domestic wholesale customer segments of the voice services communications market. As part of its customer-onboarding process, Koda undertakes various commercially reasonable precautions to verify a given customer's identity as part of entering into a formal written

agreement.

Koda investigates the prospective end-user customer's background, such as checking for a company website, the amount of time the business has been open, and other indications of a legal, operating business. Among other data points collected and, as appropriate, verified, as part of those processes Koda gathers the following customer-identifying facts and circumstances:

- Customer business name and any DBAs,
- Company email, phone number, and website domain,
- state or country of incorporation, with proof thereof,
- physical business location, and
- contact person(s)

Koda also collects various written details about the prospective customer's intended use case for their Koda service, including the nature of their business and campaign, how they ordinarily acquire the numbers they typically call, and, if their proposed use case includes sales calls and/or is not solely live-agent calls, their scrubbing practices vis-à-vis wireless numbers and numbers on the DNC Registry, among other considerations.

As part of its wholesale-customer-onboarding process, Koda undertakes various commercially reasonable precautions to verify a given customer's identity. Among other data points collected and, as appropriate, verified, as part of those processes Koda gathers the following customer-identifying facts and circumstances:

- Customer business name,
- state of incorporation,
- physical business location,
- contact person(s),
- federal tax ID number,
- FCC Filer ID and FRN,
- STIR/SHAKEN status,
- FCC Robocall Mitigation Database link.

Koda's verification practices include confirming a carrier customer's reported status in the FCC's Form 499 Filer database of registered carriers, and the Commission's Robocall Mitigation Database to ensure the listing is current and active and aligns with Koda's conversations during the onboarding process. Koda also conducts, as applicable, credit checks and checks references with a prospective customer's other carrier-suppliers, and runs searches on publicly available internet sources to assess whether there has been any adverse press regarding the carrier's traffic.

As part of the contracting process, in addition to agreeing to Koda's AUP, discussed below, the

carrier customers also agree to authenticate (or have already received authenticated) all traffic they hand to Koda pursuant to STIR/SHAKEN, and agree that Koda will decline to carry any unsigned traffic they may attempt to deliver to Koda. Koda does transmit all STIR/SHAKEN data it receives in the call flow.

All prospective end-user customers will participate in an enrollment process supervised by Koda staff. Koda investigates the prospective customer's background, such as checking for a company website, the amount of time the business has been open, and other indications of a legal, operating business. Among other data points collected and, as appropriate, verified, as part of those processes Koda gathers the following customer-identifying facts and circumstances:

- Customer business name,
- Company email, phone number, and website domain,
- state or country of incorporation,
- physical business location,
- contact person(s), and
- Federal Tax ID (EIN).

Koda then verifies the customer's corporate name and status with the records of the state where the customer's corporate status originated.

III. Koda's Acceptable Use Policy

As part of its customer-onboarding process, Koda's customers contractually agree to various terms and conditions, including a commitment to comply with Koda's Acceptable Use Policy (AUP). Among other things, this AUP prohibits:

- Using the Services to engage in any activities that are illegal, abusive, false, fraudulent, deceptive or misleading, or any activity that exploits, harms, or threatens to harm children.
- Engaging in any unsolicited advertising, marketing, or other unlawful activities using the Services, including, without limitation, any activities that violate laws applicable to advertising, electronic communications, and telemarketing, including, but not limited to, Section 5 of the FTC Act (15 U.S.C. § 45), the CAN-SPAM Act (15 U.S.C. §§ 7701-7713), the Telemarketing Consumer Fraud and Abuse Prevention Act (15 U.S.C. §§ 6101-6108), the Federal Trade Commission Telemarketing Sales Rule (16 C.F.R. § 310 et seq.), the Telephone Consumer Protection Act (47 U.S.C. §§ 227), the Federal Communications Commission regulations (47 C.F.R. 64.1200 et seq.) and orders implementing the Telephone Consumer Protection Act, and all federal and state Do Not Call and calling-time restriction laws and regulations.
- Creating a false identity, forged email address or header, phone number,

or otherwise attempting to mislead others as to the identity of the sender or the origin of a message or phone call, including failing to comply with the Truth in Caller ID Act.

Koda's contracts with its customers stipulate that Koda is authorized to suspend and/or terminate all Services in the event of an AUP violation.

IV. Telephone Number Authorization and STIR-SHAKEN Capabilities

Koda has fully implemented the STIR/SHAKEN authentication framework across its entire network, and all end-user traffic originated on its network will be authenticated at the appropriate level. With respect to its non-gateway intermediate provider status, Koda has implemented STIR/SHAKEN into its network and is capable of and will authenticate any calls required to be authenticated that it carries.

As noted above, Koda provides its intermediate voice services solely to other U.S.-based, domestic, FCC-registered originating and intermediate voice service providers. As such, it is not the originating provider capable of authenticating the calling party's relationship with the caller ID ascribed to a call originating by U.S.-based voice service providers. Nevertheless, its network accepts and accurately transmits all STIR/SHAKEN-related data it receives in the call path, consistent with 47 C.F.R. § 64.6302.

As noted above, Koda's end users can only use telephone numbers to which they have subscribed from Koda, such that Koda has a documented, verified relationship between the originating end user and their telephone number(s) used to originate their calls. In the event a Koda end user would use numbers secured from a different service provider, Koda would require competent documentary evidence (such as in the form of an LOA, contract or invoice) evidencing the end user's right to use the associated phone number(s) from the unaffiliated provider(s) to receive an "A" level attestation on such calls. Thus, as noted above, given Koda's caller ID practices, its customers should be incapable of a spoofing violation prohibited by 47 U.S.C. § 227(e).

V. Proactive Network Monitoring and Analytics

Koda has various internal monitoring and reporting systems in place to analyze traffic on its network for potentially suspicious traffic patterns that are likely to be associated with illegal robocalls or other potentially unlawful usage. For example, Koda's switch provider and monitoring systems can assess traffic based on various criteria, including data relating to short-duration calls, SDP/SDR, answer-seizure ratios, call-failure (404) ratios, and ANI Cardinality Ratio, a measure of uniqueness in the ANI distribution to help identify any suspicious calling patterns. Koda does not currently deploy any third-party robocall analytics vendors.

If Koda detects a pattern consistent with illegal robocalls, or has reason to suspect illegal robocalling or spoofing is occurring on its network, Koda will take prompt action to identify the

party that is using its network to carry these calls and take appropriate action. Koda also can conduct routine spot checks of recordings customers save on Koda's system, enabling Koda to periodically verify that their usage is consistent with the representations made during onboarding, and to otherwise investigate potential claims.

VI. Commitment to Timely Traceback Responses and Cooperation

Koda commits to respond fully and in a timely manner, within 24 hours, to all traceback requests from the Commission, law enforcement, and the industry traceback consortium, and to cooperate with such entities in investigating and stopping any illegal robocallers that use its service to originate, carry, or process illegal robocalls. Koda will dedicate sufficient resources to provide timely and complete responses to such requests, and will investigate suspicious activity found by its monitoring systems or reported to it by appropriate parties and take appropriate action.