

Chairman Charles Grassley  
Ranking Member Patrick Leahy  
Committee on the Judiciary  
United States Senate

16 December 2015

We the undersigned human rights and civil liberties organizations and trade associations write to convey our significant concerns with the Requiring Reporting of Online Terrorist Activity Act (S. 2372). The RROTA Act would require all providers of Internet communications services to report to government authorities when they obtain “actual knowledge” of apparent “terrorist activity” on their services – a broad term that could encompass both speech and conduct. We sent a version of this letter on 4 August 2015 when this proposal took the form of a provision in the draft Intelligence Authorization Act of Fiscal Year 2016 (S. 1705).

Unfortunately, the RROTA Act would create strong incentives for providers to over-report on the activity and communications of their users, in order to avoid violating the law. This proposal risks bringing wholly innocent people under the scrutiny of the U.S. government in a procedure that includes no limits on the use of the reported information and no safeguards against abuse. Such a reporting requirement would create a chilling effect on constitutionally protected speech and would impermissibly burden individuals’ First and Fourth Amendment rights. Further, online service providers are already permitted under law to make voluntary reports to law enforcement in emergency circumstances and when a communication appears to pertain to the commission of a crime.<sup>1</sup>

We understand the serious concerns that motivate this proposal; however, the reporting obligation described in the RROTA Act has several fundamental flaws:

**The RROTA Act creates a vague obligation that would likely lead to significant over-reporting by providers.** The bill would require providers to report apparent “terrorist activity,” an undefined but potentially very broad category of speech and conduct. This vague requirement would leave providers uncertain as to the content or other activity that would trigger this obligation. Electronic communication service providers, which include user-generated content hosts, cloud services, Internet service providers, and others support online expression and exchange of information that is “as diverse as human thought”<sup>2</sup> – a diversity that makes it incredibly difficult, if not impossible, for a provider to accurately judge the context of every communication, or the intent of every speaker, whose speech touches its service. Whether a given comment is a true threat of violence, an expression of a sincerely held religious belief, or simply a joke among friends is a determination that providers are ill-suited to make, particularly when the consequence is reporting a person to the government under the suspicion of involvement in terrorist activities. Providers who obtain actual knowledge of the content of communications and other activity on their services will face a strong incentive to report a broad range of content and exchanges in order to remain in compliance with the law, potentially bringing an unnecessarily large

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<sup>1</sup> 18 U.S.C. § 2702(b)(7)-(8).

<sup>2</sup> Reno v. ACLU, 521 U.S. 844, 852 (1997).

number of innocent individuals under heightened government scrutiny. The potential for this scrutiny will unavoidably exert a chilling effect on protected speech and will burden individuals' First Amendment rights to speak and to access information.

**Providers would be required to report the content of private communications directly to the government.** The RROTA Act would require providers to submit the “facts and circumstances” associated with alleged terrorist activity to “appropriate authorities” to be designated by the Attorney General. Undoubtedly, the “facts and circumstances” in some cases will include the contents of private communications – emails, private messages on social media, files and photos stored on cloud services – which law enforcement would ordinarily be required to obtain a warrant to access. If the RROTA Act thus requires providers to turn over such communications to the government, it would conflict with existing protections for individual privacy in the Electronic Communications Privacy Act and under the Fourth Amendment. Further, there are no limitations in the bill regarding what may be done with the information in the providers' reports, creating the prospect that people's personal information and communications would be stored in a government database, linked to suspicion of involvement in terrorist activity, in perpetuity. Nor does the RROTA Act include any provision for providing notice to reported users, meaning that individuals who come under government scrutiny for involvement in “terrorist activity” would have no opportunity to contest these allegations to the government.

**The RROTA Act would damage user trust in U.S.-based businesses on a global scale.** By creating a broad reporting obligation on online service providers subject to U.S. jurisdiction, this proposal would impair the ability of U.S.-based businesses to provide services to users in the U.S. and abroad. Trust in U.S. providers was damaged around the world after revelations of the vast scope of the surveillance conducted by U.S. intelligence agencies. Many providers have worked diligently in the intervening years to regain their users' confidence in the privacy and security of their services. These efforts would be thoroughly undermined by the creation of a new obligation on these providers to inform on their users directly to the U.S. government based on an undefined set of criteria and with no protections for users' rights. Moreover, for providers who operate online communications services such as social media, email, or instant messaging services, it will be trivial for their users – in the U.S. and overseas – to leave their service for a competitor who is not subject to U.S. jurisdiction.

**The RROTA Act will be ineffective.** The reporting requirement in the RROTA Act is likely to be ineffective for a number of reasons. Cautious providers who over-report would contribute an unmanageable glut of false leads and inaccurate reports that would waste law enforcement resources to assess. Bad actors, along with wholly innocent users concerned about their privacy, can switch to “offshore” services that are not subject to the RROTA Act's reporting obligation.

It is also not clear that the reporting mandate in the RROTA Act is necessary. Providers already may report evidence of the commission of a crime to law enforcement. Under the Electronic Communications Privacy Act, a provider may voluntarily disclose the content of communications to law enforcement if the provider inadvertently becomes aware of the

content and believes it to pertain to the commission of a crime.<sup>3</sup> ECPA further permits the reporting of communications content to a governmental entity if the provider has a good-faith belief that it is necessary to do so in an emergency situation.<sup>4</sup>

The RROTA Act's reporting requirement threatens individuals' constitutional rights to privacy and freedom of expression and would burden U.S.-based providers without providing a clear benefit to law enforcement. For these reasons, we urge you to reject this flawed proposal.

Signed,

American Civil Liberties Union  
American Library Association  
Association of Research Libraries  
Bill of Rights Defense Committee  
Campaign for Liberty  
Center for Democracy & Technology  
Center for Financial Privacy and Human Rights  
Computer & Communications Industry Association  
The Constitution Project  
Constitutional Alliance  
Consumer Action  
Consumer Federation of America  
Consumer Watchdog  
Defending Dissent Foundation  
Distributed Computing Industry Association  
Electronic Frontier Foundation  
Fight for the Future  
FreedomWorks  
Global Network Initiative  
Human Rights Watch  
Interactive Advertising Bureau  
Internet Infrastructure Coalition  
National Association of Criminal Defense Lawyers  
NetChoice  
New America's Open Technology Institute  
Niskanen Center  
Project Censored/Media Freedom Foundation  
R Street Institute  
Restore the Fourth  
RootsAction.org  
Software & Information Industry Association  
TechFreedom  
X-Lab

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<sup>3</sup> 18 U.S.C. § 2702(b)(7).

<sup>4</sup> 18 U.S.C. § 2702(b)(8).