August 30, 2017

VIA ELECTRONIC FILING (ECFS)

Marlene H. Dortch
Secretary
Federal Communications Commission
445 12th Street SW
Washington, DC 20554

Re: In the Matter of Restoring Internet Freedom,
WC Docket No. 17-108

Dear Ms. Dortch:

On behalf of Asian Americans Advancing Justice | AAJC, we submit the following reply comments in response to the Federal Communication Commission’s (“FCC” or “Commission”) Notice of Proposed Rulemaking\(^1\) regarding the importance of an open and free internet to the advancement of the Asian American community.

Asian Americans Advancing Justice | AAJC ("Advancing Justice | AAJC") is dedicated to civil and human rights for Asian Americans and to promoting a fair and equitable society for all. We provide the growing Asian American community with multilingual resources, culturally appropriate community education, and public policy and civil rights advocacy. In the communications field, Advancing Justice | AAJC works to promote access to critical technology, services, and media for our communities.

I. Introduction and Summary.

Ensuring a free and open internet is critically important to all Americans, but it is particularly important to the Asian American community, many of whom depend on the internet to access culturally relevant content unavailable via any other communications medium. While some studies suggest that Asian Americans are a highly connected population, these studies can be misleading and do not take into account important demographic factors that mask the fact that many Asian Americans still lack access to the internet. FCC and other government policies must account for these factors, as described below, to ensure all Asian Americans, regardless of language, income, or any other

\(^1\) In the Matter of Restoring Internet Freedom, Notice of Proposed Rulemaking, 32 FCC Red 4434 (2017) ("Restoring Internet Freedom NPRM").
barriers, are able to take advantage of the empowering opportunities enabled by the internet. This starts with maintaining a free and open internet. Thus, Advancing Justice | AAJC appreciates the opportunity to comment on the Restoring Internet Freedom NPRM.

As a general matter, Advancing Justice | AAJC welcomes the fact that commenters in this proceeding have universally indicated their support for an open internet and appreciates the fact that there are divergent views on how to achieve the end goal. However, the debate over which legal framework should regulate broadband internet access service (BIAS) fails to address the digital divide that exists for the Asian American community. Simply stated, neither regulatory scheme at issue, Title I nor Title II, has proven on a quantifiable basis to be a net benefit for the Asian American community, whether that includes consumers or independent entrepreneurs. Industry leaders and the Commission must make serious investments in studying the effects of the classification of BIAS as an information service or common carrier on this community, as well as related questions.

Regardless of the authority the Commission exercises to regulate BIAS, Advancing Justice | AAJC wishes to express its strong support for certain key principles that must be adhered to as the Commission considers how to proceed, including: the importance of transparency, a prohibition against blocking and throttling (subject to reasonable network management), and the need for enforceable rules consistent with these principles. With respect to paid prioritization, Advancing Justice | AAJC recognizes the potential benefit from, and opposes, paid prioritization that offers neither a public benefit nor a potential innovative consumer benefit.

Additionally, Advancing Justice | AAJC supports efforts to ensure consumer privacy which must be uniformly protected in a consistent manner regardless of the network, platform, or service provider being relied on to access the internet. Because access to an open internet is only relevant to Asian Americans if it is affordable, Advancing Justice | AAJC concurs with commenters who have identified the need to ensure that the Commission’s Lifeline program must continue to support broadband. The Commission has the legal authority to ensure this outcome regardless of the authority relied on in this proceeding. Along the same lines, the Commission must also act to prevent harmful digital redlining. Finally, and importantly, while Advancing Justice | AAJC appreciates the opportunity to participate in this discussion before the FCC, ensuring a lasting solution to this debate requires Congress to adopt legislation that enshrines strong and clear net neutrality protections into law to avoid the endless back and forth at the FCC.

II. An Open Internet is Essential to the Asian American Community.

The notion of Asian Americans as a “model minority” has persisted since its emergence in the 1980s, and it continues to mask the ongoing struggles of many Asian Americans to obtain equitable access to goods and services and vault the digital divide. In aggregate, Asian Americans lead the U.S. population on a per household basis for
expenditures and usage in a number of consumer categories, from food and travel to baby
products, mobile digital devices, and social media. According to one oft-cited—albeit
empirically problematic—study by Pew Research Center, Asian Americans are the most
affluent (by median household income) of all major ethnic groups in the U.S., including
non-Hispanic Whites, and are more highly educated than any other group.

Culturally, ethnically, and socioeconomically, the Asian American community is
not, and has never been, a monolith. Asian Americans of all skills and backgrounds have
immigrated to the United States for myriad reasons—including to pursue careers in
STEM, escape oppressive political regimes, and reunite with family members.
Disaggregating the datasets from across the numerous ethnicities represented within the
Asian American population exposes the reality that Asian American communities
encompass some of the highest and lowest rates of academic achievement and some of
the highest and lowest rates of poverty among all ethnic groups in the United States.
Although Chinese and Indian Americans have the highest absolute number of individuals
living in poverty at 449,356 and 246,399 respectively, Southeast Asian and Pacific
Islander Americans have some of the highest rates of poverty among all racial and ethnic

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2 Nielsen, “Asian Americans: Culturally Diverse and Expanding Their Footprint” (2016),
Report”). See Econ. & Statistics Admin. and Nat’l Telecomm. & Info. Admin., U.S. Dep’t of
Commerce, “Exploring the Digital Nation: Home Broadband Internet Adoption in the United
States” (2010) (77 percent AAPI household adoption); Nat’l Telecomm. & Info. Admin., U.S.
Dep’t of Commerce, “Digital Nation: Expanding Internet Usage” 11 (2011) (68.8 percent home
broadband adoption rate for AAPIs).

3 As OCA – Asian Pacific American Advocates previously observed to this Commission,
although the Pew Research Center and other organizations have continuously shown high rates of
broadband adoption for Asian Americans, the data collected generally has been from
overwhelmingly English-proficient Asian Americans, undersamples Pacific Islanders, and does
not disaggregate data by major ethnic subgroups. Comments of OCA – Asian Pacific American
Advocates at 2, WC Docket No. 11-42 (filed Aug. 31, 2015),
https://ecfsapi.fcc.gov/file/60001223377.pdf (hereinafter, “OCA Comments”). One-third of
Asian Americans have limited English proficiency, and these studies most likely did not account
for such individuals. See generally Asian American Center for Advancing Justice, “A
Community of Contrasts: Asian Americans in the United States” (2011), available at
“Asian Americans in the United States”); Lee Rainie, Pew Research Center, Asian-Americans
and Technology (2011), available at
http://www.pewinternet.org/Presentations/2011/Jan/~/media/Files/Presentations/2011/Jan/2011%20-
20pdf%20-%20Asian%20Americans%20-%20DC.pdf (English polls result in “substantially
upscale APA population [with higher] educational attainment and household income”).


5 OCA Comments at 2.

6 Id. at 8.

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groups in the United States. These groups likewise experience very low rates of broadband adoption. Thus, the myth of the model minority has too long obfuscated very real disparities between Asian subethnic groups.

Chairman Pai has repeatedly affirmed that closing the digital divide is a touchstone of his chairmanship. “For consumers stuck in the digital darkness,” FCC Commissioner Clyburn aptly noted, “every day is another full of denied opportunities.” Access to world-class fixed and wireless broadband networks at affordable rates in all communities, and the innovative services enabled by such networks, are essential to ensuring digital equity for every American. Broadband is key for modern education, access to healthcare and government services, securing and maintaining employment, managing the daily needs of families, and participating in the modern political process. Thus, the Commission must support balanced policies that protect consumers’ rights to an open internet, advance digital literacy, and promote broadband deployment, engagement, and adoption by communities of color.

Indeed, when Asian Americans are connected, they are avid users of technology. For example, Asian Americans boast the overall highest smartphone adoption rate. They spend an average of 12 hours and 23 minutes a month watching videos on the

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7 See Asian Americans in the United States at 1. Indeed, according to a report by the National Coalition for Asian Pacific American Community Development, almost 2 million Asian Pacific Americans (APAs) live at or below the poverty line the United States. See National Coalition of Asian Pacific Americans, “Community Development Spotlight: Asian American and Pacific Islander Poverty” (June 2013), available at http://nationalcapacd.org/sites/default/files/a12/aapi_poverty_reportweb_compressed.pdf.

8 See OCA Comments at 2-3; accord. National Multicultural Organizations Comments at 5.


11 See generally National Multicultural Organizations Comments at 1-2; Senator Kamala Harris Comments at 3; Mobile Future Comments at 4; National Consumer Law Center Comments at 3; Computer and Communications Industry Association Comments at 4; Progressive Policy Institute Comments at 2.

internet, which is twice as much as the general population. They view 1,000 more web pages per month than any other group, and they visit websites more frequently and for longer durations than any other group. Among the largest differences in internet usage between Asian Americans and the general population is with YouTube, where Asian Americans are 38% more likely to visit YouTube, 62% more likely to spend more time on the site, and 72% more likely to visit more YouTube pages. This results in part from the fact that Asian American content often involves smaller markets and less profitable distributors. As a result, few mainstream media outlets have sought to cater to Asian Americans' preferences and resolve lingering issues of Asian American underrepresentation and misrepresentation in the media. This is further exacerbated by growing media consolidation, to the exclusion or marginalization of minority voices.

As a result, Asian Americans have increasingly used the internet as a platform to create new media content that is relevant to—and avidly consumed by—the growing Asian American community. With its lower barriers to entry, the internet has taken on a central role in distributing information. The ability to preserve a diversity of voices has become intertwined with issues of both digital equity and social justice. Thus, Advancing Justice | AAJC encourages the Commission to promulgate rules that promote the participation of small, independent, and minority entrepreneurs within new media and to ensure that the content they produce remains freely accessible to all.

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15 Id.

16 The highest rated mainstream television shows among Asian Americans are shows that have Asian American actors, suggesting a strong desire among Asian Americans to see people who resemble them. See State of the Asian American Consumer at 12.


III. The Advancement of Core Open Internet Principles Is Essential.

Some commenters have argued that Title II regulation is overly-burdensome, and particularly detrimental to communities of color, in an industry that has flourished and innovated for decades under light-touch regulation. Others have argued that the Commission must continue to rely on Title II for regulating broadband internet services.

As a general matter, Advancing Justice | AAJC concurs with the observation of the National Multicultural Organizations that “[t]he debate is not over whether there should be an open internet, but how best to achieve that objective while also ensuring continued innovation and enhanced broadband access for all communities.” There are still a significant number of questions regarding whether Title I or Title II as a basis for the FCC’s authority will have a net positive impact on the Asian American community. What impact has the Title II authority over the last two years made on Asian American consumers, entrepreneurs, and edge providers? How has digital access for these communities been impacted by the change in legal authority? Has investment and innovation been impacted in the Asian American community? While these questions remain outstanding, Advancing Justice | AAJC advises that the FCC’s actions must be consistent with a core set of open internet principles that enjoy wide support: transparency, no blocking, no throttling, and no discriminatory paid prioritization.

a. Transparency

The record demonstrates that transparency rules are widely supported among all stakeholders: all consumers deserve to know what they are paying for. Further, transparency promotes digital literacy among lower income, lower educated, and immigrant communities. Accordingly, Advancing Justice | AAJC continues to recommend that the Commission ensure that consumers are informed of the network management practices, performance characteristics, data caps, speed, and other commercial terms of their ISPs.

For LEP Asian Americans, other language minority groups, and underserved communities, having open internet disclosures available in multiple languages is critical for broadband awareness and adoption. To this end, ISPs should be encouraged to make

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19 See, e.g., National Multicultural Organizations Comments at 4; League of United Latin American Citizens Comments at 2; Hispanic Leadership Fund Comments at 1-2; Hispanic Technology and Telecommunications Partnership and MANA—A National Latina Organization Comments at 1; U.S. Hispanic Chamber of Commerce et al. Comments at 1; Black Women’s Roundtable Comments at 2-3.

20 See, e.g., Public Knowledge and Common Cause Comments at 15-42; Free Press Comments at 41-73; Voices for Internet Freedom Coalition Comments at 33-44; Electronic Frontier Foundation Comments at 16-28; The Internet Association Ex Parte at 1.

21 National Multicultural Organizations Comments at 2.
open internet disclosures available in multiple languages used in different communities. Furthermore, Advancing Justice | AAJC continues to encourage the Commission to conduct community outreach and to work with community organizations to ensure such requirements meet the educational, cultural, and linguistic needs of these groups.

b. No Blocking

ISPs must continue to be prohibited from blocking lawful content, subject to reasonable network management. Advancing Justice | AAJC continues to support a consumer’s right to access lawful content, applications, services, and to use non-harmful devices. Whatever means the Commission establishes to achieve this outcome must be consistent with the goals of maintaining internet freedom, maximizing investment, and respecting the rule of law. Asian Americans depend upon their ability to access the content they want from the devices they want. However, without further information on which method of enforcing the no blocking principle has the greatest positive impact on the Asian American community, we cannot support or oppose a specific mechanism.

c. No Throttling

ISPs should be prohibited from throttling content, subject to reasonable network management. Advancing Justice | AAJC strongly supports a consumer’s reasonable expectation to have access to the entirety of the lawful internet upon signing up for broadband service. This includes the expectation that an ISP will not impair or degrade lawful internet traffic for that consumer as a means of circumventing the no blocking rule. Similar to Advancing Justice | AAJC’s view on the no blocking principle, without further information on which method of enforcing this principle has the greatest positive impact on the Asian American community, Advancing Justice | AAJC cannot support or oppose a specific mechanism.

d. Paid Prioritization

As Advancing Justice | AAJC has stated previously, the Commission should explicitly consider and protect against the negative impact of paid prioritization on minority communities. We continue to be concerned about the potential impact any paid prioritization can have on the Asian American community given this community’s heavy reliance on data-intensive video streaming.

However, Advancing Justice | AAJC does not support blanket prohibitions on prioritization and recognizes that some form of prioritization, including paid prioritization, can be beneficial to consumers. A categorical ban on all paid prioritization

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23 See supra notes 12-18 and accompanying text.

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would be too blunt a tool since certain forms of prioritization, especially at the direction of end users, can be pro-competitive and otherwise beneficial. One example would be a surgeon who relies on video-based telehealth services. In this instance, the surgeon should be able to utilize prioritized traffic to ensure her ability to perform a successful procedure, even when the service at issue is not a specialized/non-BIAS data service. Advancing Justice | AAJC also acknowledges that in an evolving industry, there must be room for ISPs to experiment with innovative products that create customer benefits. One point of consideration in this evolution must be the impact on historically disadvantaged communities with lower incomes and educational opportunities, as well as entrepreneurs who cater to smaller niche markets (such as the Asian American community) where there is a demand for content from a smaller audience which does not result in large revenues. Finally, without further information on which method of enforcing fair paid prioritization practices has the greatest positive impact on the Asian American community, Advancing Justice | AAJC cannot support or oppose a specific mechanism.

e. Enforceability

As stated throughout this submission, there is a severe gap in understanding which legal authority over ISPs will yield the best protections and make stronger steps to bridge the digital divide for the Asian American community. Additionally, more information is still needed to understand which mechanism best protects the free and open internet principles that Advancing Justice | AAJC supports. However, Advancing Justice | AAJC does support the continued role of the FCC’s ombudsman to maintain some authority in enforcing the principles outlined. In addition, the FTC must retain the ability to protect against any deceptive and anticompetitive behavior. By ensuring that the FTC enforces industry open internet commitments, consumers would benefit from uniform enforcement over the entire digital ecosystem.

IV. Congress Must Act to Ensure An Open Internet.

For the last decade, the debate on how to regulate broadband internet access services and whether and how to impose open internet rules has regularly shifted with the political winds. A substantial amount of time and resources have been spent by stakeholders at the FCC and in the courts based on changes in direction by the agency as a result of election results. As the National Multicultural Organizations have observed, “[w]ith every swing in the political pendulum comes a reopening of the debate over how to achieve open internet policy objectives within an ambiguous statutory environment ... [in] a regulatory see-saw that destabilizes markets, inhibits innovation, and depresses job growth.”24 Neither the consumer nor the industry benefits from this regulatory uncertainty. The FCC, with its limited resources, is also harmed by a need to continually go back to the drawing board to address the issue when the agency’s staff could otherwise be spending its time addressing policies to further stimulate broadband deployment and adoption.

24 National Multicultural Organizations Comments at 2-4.
Stakeholders across the internet ecosystem, from major ISPs to edge providers and minority organizations agree that we need a bipartisan legislative solution to insulate internet regulation from the uncertainties of politics and litigation and to provide regulatory stability for innovation to prosper. Thus, Advancing Justice | AAJC supports comprehensive and bipartisan legislation codifying the net neutrality protections discussed herein.

V. The FCC's Inquiry Should Not Negatively Impact Broadband Adoption or Online Privacy Protections.

Increasing access to broadband for all Asian Americans is a critical public policy goal. Maintaining and promoting an open internet is critical to that objective, but increasing broadband adoption requires that open internet policies must be combined with other related policy actions, including efforts to support affordable access for low-income Asian Americans, end digital redlining, and ensure consistent privacy and data security protections across the internet ecosystem.

a. Maintain Support for Broadband in the Lifeline Program

25 See Verizon Comments at 5; AT&T Comments at 7; Cox Communications Comments at 3-4; CenturyLink Comments at 61-62; Comcast Comments at 9-10; CTIA Comments at 6; NCTA Comments at 6; see also David L. Cohen, “Comcast Supports Net Neutrality on the Internet Day Of Action” (July 12, 2017), http://corporate.comcast.com/comcast-voices/on-the-internet-day-of-action-comcast-supports-net-neutrality (“[W]e believe the best way to end the game of regulatory ping pong that has been played in the net neutrality space for the past decade, would be for Congress to act and give clear legal authority and legislative direction. In the end, bipartisan legislation is the best course to pursue.”).

26 See e.g. Post of Mark Zuckerberg, Facebook (July 12, 2017), https://www.facebook.com/zuck/posts/10103878724831141 (“We’re also open to working with members of Congress and anyone else on laws to protect net neutrality.”); Internet Association, Statement on Fight For The Future’s “Betrayal” Billboards, Jul. 18, 2017, https://internetassociation.org/statement-fight-for-future-betrayal-billboards (stating that the Internet Association has “indicated a willingness to work with Congress to ensure strong enforceable net neutrality rules are left intact.”); Letter from Bruce Gustafson, Senior Advisor, Application Developers Alliance, to Marlene H. Dortch, Secretary, FCC (June 5, 2017), available at https://ecfsapi.fcc.gov/file/10605946822027/FCC%20Ex%20Parte%20Commissioner%20ORielly%20Meeting.pdf (stating that “we believe that the proper way forward is a set of Net Neutrality rules, established by Congress, to finally put this issue to rest.”)

27 National Multicultural Organizations Comments at 4-7; Black Women’s Roundtable Comments at 7; U.S. Hispanic Chamber of Commerce et al. Comments at 1; League of United Latin American Citizens Comments at 2, 4; Hispanic Technology and Telecommunications Partnership and MANA -- A National Latina Organization Comments at 3.

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In 2015, we submitted comments to the Commission in support of the Lifeline Program and emphasized how the wage, education, and language proficiency gaps contributed to the digital divide within the Asian American community.\textsuperscript{28} According to the 2015 1-Year ACS, there are currently 2.14 million Asian Americans and Pacific Islanders living in poverty.\textsuperscript{29} We are concerned about any reformation to the Lifeline Program that would diminish broadband access for these low-income and other underserved Asian American households. We remain in strong support of the Lifeline Program and urge the Commission to maintain support for broadband within this program, which the Commission has the authority to do, regardless of the legal authority relied upon in this proceeding.\textsuperscript{30}

b. End Digital Redlining

Reports of redlining and other discriminatory actions call for strong regulation by the Commission. We concur with the comments of the Black Women’s Roundtable:

"[W]e strongly urge the Commission to adopt and enforce a set of robust anti-discrimination policies that will ensure that all consumers, regardless of their geographical location or level of income, will not in any way be hindered, disadvantaged, discriminated against or structurally excluded from the expansion and deployment of high-speed fixed or wireless broadband Internet technologies due to redlining or any other tactical methods of exclusion."\textsuperscript{31}

c. Ensure Uniform Privacy Protections Across the Online Ecosystem

Related and equally important to open internet requirements is the ability for users online to ensure that their privacy is protected. Consumers, confident that their privacy will be equally inviolate regardless of the type of service or platform they use, will be more eager to participate in the internet economy. A comprehensive and comprehensible regulatory approach to the privacy ecosystem will embolden consumers and incent greater broadband adoption. Thus, the FCC in this proceeding should assess how it can ensure uniform and consistent online privacy protections for consumers while also adopting enforceable open internet requirements. The Federal Trade Commission ("FTC") has observed that "just one type of large platform provider" of many that may gain access to information about a consumer’s online activity and large amounts of

\textsuperscript{28} Comments of Asian Americans Advancing Justice | AAJC at 2-9, WC Docket No. 11-42 (filed Aug. 31, 2015).

\textsuperscript{29} National Coalition for Asian Pacific American Community Development, AAPI Poverty Profiles, http://www.nationalcapacd.org/aapi-poverty-profiles/.

\textsuperscript{30} See Voices for Internet Reply Comments at 53-62; National Consumer Law Center & United Church of Christ Comments at 4-9; LULAC Comments at 2; National Multicultural Organizations Comments at 4-7; Black Women’s Roundtable Comments at 7; Free Press at 71.

\textsuperscript{31} Black Woman’s Roundtable Comments at 5.
similar consumer data are already available for purchase from other entities in the internet ecosystem. As such, imposing different obligations upon ISPs than on edge providers, e.g., ad networks, social media platforms, and search engines that have comparable access to similar data, is confusing to consumers and could negatively impact broadband adoption and use of online services. As the Commission and Congress considers potential open internet rules and legislation, Advancing Justice | AAJC encourages the consideration of the need for uniform and consistent online privacy protections for consumers across the internet.

VI. Conclusion

Advancing Justice | AAJC supports an open internet based on widely accepted principles that would prohibit providers from blocking, throttling, or unfairly discriminating against any lawful online content. A bipartisan legislative solution that includes strong consumer protections and encourages investment and innovation will serve not only the growing Asian American community, but communities nationwide. In the absence of congressional action, the Commission must act to preserve an open internet and ensure access for all Americans consistent with the comments above. Doing so will bring our most vulnerable populations out of digital darkness and better allow them to reap the benefits of the connected future.

If you have any questions or would like to discuss further our comments, please contact Asian Americans Advancing Justice | AAJC senior staff attorney K.J. Bagchi at kbagchi@advancingjustice-aajc.org or 202-296-2300 ext. 119.

Sincerely,

Koustubh “K.J.” Bagchi
Senior Staff Attorney
Asian Americans Advancing Justice | AAJC

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