Before the FEDERAL COMMUNICATION COMMISSION Washington, DC 20544

In the Matter of)	
)	
Targeting and Eliminating Unlawful)	
Text Messages)	CG Docket No. 21-402
)	
Rules and Regulations Implementing the)	
Telephone Consumer Protection Act of 1991)	CG Docket No. 02-278

REPLY COMMENTS OF 28 STATE ATTORNEYS GENERAL

I. INTRODUCTION

The undersigned State Attorneys General ("State AGs") submit these Reply Comments in response to the Public Notice issued by the Consumer and Governmental Affairs Bureau,¹ seeking comment on the Federal Communication Commission's ("Commission") proposals to, *inter alia*, "ban the practice of obtaining a single consumer consent as grounds for delivering calls and text messages from multiple marketers on subjects beyond the scope of the original consent."² Consistent with our respective and collective offices' efforts in combatting illegal robocalls and text messages, and in response to those commenters advocating for measures that will provide lesser protection for consumers, the State AGs support the Commission's intended goal of eliminating the current practices of the lead generation industry, unscrupulous voice service providers, and illegal robocallers that abuse the Commission's rules governing prior express

¹ Further Notice of Proposed Rulemaking, Targeting and Eliminating Unlawful Text Messages, CG Docket No. 21-402, Rules and Regulations Implementing the Telephone Consumer Protection Act of 1991, CG Docket No. 02-278, March 16, 2023 ("March 2023 FNPRM").

² March 2023 FNPRM at 22, ¶ 58.

written consent. In addition, the State AGs offer comments concerning the Commission's proposals with respect to text messaging.

II. PRIOR EXPRESS WRITTEN CONSENT

A. The Lead Generation Problem

Telemarketers, voice service providers, and scammers need people to call (or text). Thus, lead generation has proliferated into a billion-dollar industry³ and has become a necessary component of the robocall ecosystem. Most obviously, there is the person or entity interested in placing calls to potentially solicit customers for any number of products or services or to swindle consumers into parting with their hard-earned money or personal information. Whether for telemarketing or for scams, the entity that wants to place the calls needs to select the phone numbers to call, needs technology to dial the calls *en masse*, and needs a voice service provider to connect the calls to the recipients. Each of these necessary functions is routinely outsourced to providers all over the globe, who facilitate and profit from facilitating robocalls.

A few months into the global COVID-19 pandemic, Assurance IQ, LLC ("Assurance"), an insurance company, filed a petition with the Commission seeking an expedited ruling regarding what constitutes prior express consent under the Telephone Consumer Protection Act ("TCPA").⁴ In its Petition, Assurance requested the Commission confirm that "where it is determined that a calling party has sufficient information to establish a reasonable basis to believe that they have

³ Lead generation involves collecting personal information, including telephone numbers, from consumers and then selling that information to third parties who want to use the leads to generate business. *See also* <u>https://www.statista.com/statistics/190328/us-online-lead-generation-spending-forecast-2010-to-2015/</u> (Accessed April 18, 2023).

⁴ Petition for Expedited Declaratory Ruling Regarding the Application of 47 U.S.C § 227(b)(1) of the Telephone Consumer Protection Act, CG Docket 02-278, May 12, 2020 ("Petition").

valid consent to make the call, the caller may rely on that consent for TCPA purposes until such

time as the called party claims to the caller that he or she did not provide the consent."⁵ In its

Petition, Assurance outlined its process for obtaining prior express consent from consumers, as

follows:

Consumers seeking quotes through one of [Assurance's] web sites...are first required to answer questions to provide information relevant to the formulation of a needs assessment. This information includes the customer's name, telephone number...address, and [originating IP-address]...At the final step, in order to receive an online quote, the consumer sees, immediately above the submit or "get my quote" button, the statement, "By Clicking View My Quote, I agree to the below consents." Adjacent to that button, the consumer sees the following:

By clicking 'View My Quote', I expressly consent by electronic signature to receive marketing communication, including via calls using an automatic telephone dialing system and artificial or pre-recorded messages, emails, and text messages (SMS), from insurance companies or their agents, the owner of this website and its agents, representatives and affiliates, and <u>partner</u> <u>companies</u> to the phone number provided (including any wireless numbers). I understand that my consent to receive communications in this manner is not required as a condition of purchasing any goods or services, my telephone company may impose charges for these contacts, and I can revoke my consent at any time. If you are Medicare-eligible a representative may call you about a Medicare Advantage plan, Medicare Prescription Drug plan, Medicare Supplement plan or other Medicare plans. Not affiliated with the United States Government or the federal Medicare program.

By clicking 'View My Quote', I further agree to receive SMS notifications from Assurance short code 71953. Message and data rates may apply. Message frequency varies. You may receive alerts until you choose to opt out of this service by texting "Stop" to 71953 or replying "Stop" to any of our messages. Text "Help" to 71953 for assistance. <u>Terms and Conditions</u> and <u>Privacy</u> <u>Policy</u> and <u>Do Not Sell My Personal Information</u>

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⁵ Petition at 1 (internal citation omitted).

⁶ Petition at 2-3.

Typically, a consumer is not required to click on the "partner companies" hyperlink, nor the hyperlinks for the "Terms and Conditions" or "Privacy Policy," in order to click on the "View My Quote" button. If a discerning consumer clicks on the link for "partner companies," Assurance redirects the consumer to a separate webpage,⁷ wherein Assurance lists over 2,100 company names.⁸ By simply requesting an insurance quote from Assurance via a web inquiry, Assurance has opened the floodgates for an unwitting consumer to receive thousands upon thousands of robocalls, emails, or text messages from not only Assurance and "its agents, representatives and affiliates" (whoever they are), but "other insurance companies or their agents" (whoever they are), as well as the 2,100+ companies.

In reviewing the list of Assurance "partner companies," it is readily apparent that not all of these companies sell insurance products. Without performing an exhaustive internet search of all 2,100+ names, it appears that the list of partner companies includes businesses that sell automobile warranties or service contracts, solar panels, digital advertising, and debt relief services, to name a few. Interestingly enough, the list also appears to include lead generation and marketing companies, as well as companies with wholly generic names, such as 'American,' 'Builders,' 'Electric,' 'Erie,' 'Fabric,' 'Facility,' 'Federal,' 'Inc.,' and 'LLC,' to name a few. One can only speculate as to why such a list would contain such generic names.⁹

⁷ <u>https://assurance.com/tcpa-partner-companies</u> (accessed March 28, 2023).

⁸ See State AG Reply Comment - Exhibit 1, attached.

⁹ See State of Ohio v. Aaron Michael Jones, et al., 2:22-cv-02700-ALM-KAJ (S.D.Oh. 2022), Complaint, 7/7/2022 at ¶ 69 (alleging that when a VoIP provider of an illegal robocaller had to respond to an ITG traceback request, the robocaller needed to "buy some time" before responding in order to add "auto services" language to the list of opt-in websites in the terms and conditions).

Assurance's business practice is not an anomaly. Telemarketers (and some voice service providers¹⁰) typically rely on the purported consent provided through data brokers, bots, or weblinks on websites. Various parties create marketing websites with consent forms and then sell the data (i.e., names and phone numbers) to intermediary 'aggregators,' who compile the lead data from multiple website publishers and then sell the data to other aggregators, and so on, until the telemarketers purchase the leads for solicitation purposes.¹¹ Multiple filers submitted comments into the record in response to Assurance's Petition, providing examples and greater explanation of these practices.¹²

¹⁰ See Order, *In the Matter of Urth Access, LLC*, File No. EB-TCD-22-00034232, December 8, 2022, at 6-7, ¶¶ 15-16 (Urth Access, a voice service provider sanctioned by the Commission, claimed, in response to a Traceback, that its customers obtained consent for student loan robocalls. Urth Access provided the Traceback group with purported consent logs that included website addresses through which the illegal robocallers captured the called party's consent. However, the Commission recognized that none of the websites had any connection to student loan assistance, but rather, concerned health insurance products/services. The Commission also recognized that the consent logs failed to provide adequate disclosure that would constitute valid consent, as required by the Commission's rules. The websites included TCPA consent disclosures whereby the consumer agreed to receive robocalls from "marketing partners." These marketing partners were only visible to the consumer if the consumer clicked on a specific hyperlink to a second website that contained the names of 5,329 entities.)

¹¹ See generally "Follow the Lead" Workshop, Staff Perspective (Sept. 2016) at <u>Staff Perspective: "Follow</u> the Lead" workshop - September 2016 (ftc.gov).

¹² See, e.g., Letter from Timothy J. Sostrin, Keogh Law, to Marlene Dortch, Federal Commc'ns Comm'n, CG Docket No. 02-278 (Aug. 12, 2020); Reply Comments of James Shelton in Opposition to Petition for Expedited Declaratory Ruling filed by Assurance IQ, LLC, CG Docket No. 02-278 (filed July 6, 2020); Reply Comments of Joe Shields on the Assurance IQ LL Petition for Expedited Declaratory Ruling, CG Docket No. 02-278 (filed July 6, 2020); Comments of ZipDX LLC, CG Docket No. 02-278 (filed May 28, 2020); Letter from National Consumer Law Center, et al. to Marlene Dortch, Federal Commc'ns Comm'n, CG Docket No. 02-278 (Aug. 12, 2020); Letter from National Consumer Law Center, et al. to Marlene Dortch, Federal Commc'ns Comm'n (Oct. 4, 2022).

B. The Commission's Proposed Solution and Requests for Comment

In the March 2023 FNPRM, the Commission proposes to amend 47 C.F.R. Section

64.1200(f)(9) by adding the below-emphasized language to the current rule:

where the consumer gives consent.¹³

The term prior express written consent means an agreement, in writing, bearing the signature of the person called that clearly authorizes the seller to deliver or cause to be delivered to the person called advertisements or telemarketing messages using an automatic telephone dialing system or an artificial or prerecorded voice, and the telephone number to which the signatory authorizes such advertisements or telemarketing messages to be delivered. *Prior express written consent for a call or text may be to a single entity, or to multiple entities logically and topically associated. If the prior express written consent is to multiple entities, the entire list of entities to which the consumer is giving consent must be clearly and conspicuously displayed to the consumer at the time consent is requested. To be clearly and conspicuously displayed, the list must, at a minimum, be displayed on the same web page*

In addition to comments on the proposed language set forth above, and whether or not it

will "clarify consent" or "help to eliminate illegal text messages and calls," the Commission seeks comment on alternatives to the proposed language that would better protect consumers from the harms of illegal robocalls or text messages.¹⁴ The Commission also seeks comment on the principle that prior express consent to receive robocalls or text messages must be made directly to one entity at a time.¹⁵

The Commission additionally asks a series of questions regarding how its proposed new language would affect consumer use of comparison-shopping websites. First, it requests comments on how it can ensure consumers "can consent to obtain further information from the

¹³ March 2023 FNPRM at 34, Appendix C; *compare* 47 CFR § 64.1200(f)(9).

¹⁴ March 2023 FNPRM at 23, ¶¶ 61 and 62.

¹⁵ *Id.* at 23, \P 61.

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site without receiving numerous calls and texts from unrelated companies." Second, it requests that commenters discuss whether the new language would limit the value of comparison-shopping sites to consumers. Third, the Commission asks whether alternatives to the proposal exist that would better protect consumers from unwanted robocalls and texts that may result from use of comparison-shopping websites.¹⁶

The undersigned State AGs support the Commission's consistent and long history of requiring that prior express written consent for telemarketing be directly between a specific consumer and one specific seller. Based upon our understanding of the TCPA, the Code of Federal Regulations ("Code"), and the Commission's previous orders, there is no "lead generator loophole." Rather, those who profit from the robocall ecosystem are ignoring established law.

As such, the State AGs respectfully suggest that in lieu of amending the current language of Section 64.1200(f)(9) as proposed, the Commission instead clarify that the existing requirements for prior express written consent to receive robocalls and texts are in line with the principle that such consent must be made directly to one entity at a time. By doing so, the Commission will better protect consumers and avoid likely disputes over interpretation of the term "logically and topically associated."

The State AGs also believe that contrary to the opening comments offered by members of the telemarketing industry, the Commission's proposed new language permitting consumer consent to apply to more than one seller at a time is not necessary for consumers to continue to enjoy the benefits of comparison-shopping websites. Rather, as addressed in Section C (iii) below, within the structure of the current rule, these websites can make slight shifts to how information is

¹⁶ *Id*.

displayed in a way that continues to provide consumers the benefit of comparison, without subjecting them to unwanted robocalls and texts.

C. Discussion

(i) <u>The Current Rules Require Consent to One Seller at a Time</u>

In 1991, Congress passed the TCPA to address consumer outrage "over the proliferation of intrusive, nuisance calls to their homes from telemarketers."¹⁷ The TCPA provides that it is unlawful to make certain calls and texts¹⁸ using an automatic telephone dialing system¹⁹ or an artificial or prerecorded voice.²⁰ In addition, the TCPA vests the Commission with authority to promulgate rules to implement this prohibition.²¹ Pursuant to this authority, the Commission determined that autodialed, prerecorded, or artificially voiced calls that introduce an advertisement or constitute telemarketing are illegal unless the called party has given "prior express written consent" to be called.²²

The Code provides that the called party must provide permission to the seller. The Code defines "Seller" as "the person or entity on whose behalf a telephone call or message is initiated for the purpose of encouraging the purchase or rental of, or investment in, property, goods, or

²⁰ See 47 U.S.C. § 227(b)(1)(A) and (B).

²¹ 47 U.S.C. 227(b)(2).

¹⁷ Public Law 102-243, 105 Stat 2394 (Dec. 20, 1991) at Section 2 (6).

¹⁸ In 2003, the Commission clarified that "calls" include text messages to wireless numbers. 2003 TCPA Order, 18 FCC Record at 14115, para. 165.

¹⁹ In *Facebook v. Duguid*, 141 S.Ct. 1163, 1171 (2021), the Supreme Court clarified that "a necessary feature of an autodialer under 227(a)(1)(A) is the capacity to use a random or sequential number generator to either store or produce phone numbers to be called."

²² 47 C.F.R. 64.1200(a)(2).

services, which is transmitted to any person."²³ Furthermore, the Code defines "prior express written consent," in relevant part, as "an agreement, in writing, bearing the signature of the person called *that clearly authorizes the seller to deliver or cause to be delivered to the person called advertisements or telemarketing messages* using...an artificial or prerecorded voice...."²⁴ Hence, for advertising and telemarketing robocalls, the Code establishes that there must be express written consent *by the called party to the seller*.

Next, the Code delineates the requirements for the written agreement as follows:

(i) The written agreement shall include **a** *clear and conspicuous disclosure* informing the person signing that:

(A) By executing the agreement, *such person authorizes the seller* to deliver or cause to be delivered to the signatory telemarketing calls using an automatic telephone dialing system or an artificial or prerecorded voice \dots^{25}

Courts interpret "clear and conspicuous" to mean a notice that would be apparent to the reasonable consumer, separate from advertising copy or other disclosures.²⁶

The plain language of the existing rules makes clear that the Commission already intended for consent under the TCPA to be directly between a specific consumer and a specific seller. The Commission's orders adopting these rules confirm this interpretation. For example, in 1995, in one of the first Commission orders implementing the TCPA, the Commission observed that

²³ 47 C.F.R. §64.1200(f)(10).

²⁴ 47 C.F.R. § 64.1200(f)(9) (emphasis added).

²⁵ *Id.* (emphasis added).

²⁶ See Lundbom v. Schwan's Home Service, Inc., 2020 WL 2736419 (D. Or. 2020); Satterfield v. Simon & Schuster, Inc., 569 F.3d 946, 954-955 (9th Cir. 2009); Karpilovsky v. All Web Leads, Inc., No 17 C 1307, 2018 WL 3108884, *5 (N.D. III. 2018).

although the statute does not define "express permission" or "invitation" from a consumer to permit telemarketing calls, Congress did not intend to allow telephone solicitation calls unless the called party (a) clearly stated that the telemarketer may call, and (b) clearly expressed an understanding that the telemarketer's subsequent calls will be made for the purpose of encouraging the purchase of goods or services.²⁷

Also, in its 2012 TCPA Order,²⁸ the Commission declared it would "maximize consistency

with the Federal Trade Commission's ("FTC") analogous Telemarketing Sales Rule ("TSR")"29

by adopting its current rules on consent:

Consistent with the FTC's TSR, [the Commission concludes] that a consumer's written consent to receive telemarketing robocalls must be signed and sufficient to show that the consumer: (1) received 'clear and conspicuous disclosure' of the consequences of providing the requested consent, i.e., that *the consumer will receive future calls that deliver prerecorded messages by or on behalf of a specific seller*; and (2) having received this information, agrees unambiguously to receive such calls at a telephone number the consumer designates.³⁰

²⁷ In the Matter of Rules and Regulations Implementing the Telephone Consumer Protection Act of 1991, Memorandum Opinion and Order, 10 FCC Record 12391, 12396 (Aug. 1995) at ¶11 (emphasis added).

²⁸ Rules and Regulations Implementing the Telephone Consumer Protection Act of 1991, CG Docket No. 02-278, 27 FCC Record 1830, February 15, 2012 ("2012 TCPA Order"). https://docs.fcc.gov/public/attachments/FCC-12-21A1_Rcd.pdf

²⁹ 2012 TCPA Order, at 1831, ¶ 1.

³⁰ *Id.* at 1844, ¶ 33 (emphasis added).

The TSR also requires the seller to obtain prior express consent from the called party.³¹ When the FTC amended the TSR in 2008 to prohibit telemarketing calls delivering prerecorded messages without a consumer's express written agreement to receive such calls, the FTC responded to consumer comments expressing concern for their contact information being shared with affiliates or other companies. The FTC unequivocally stated that a "consumer's agreement with a seller to receive calls delivering prerecorded messages is *non-transferrable*. Any party *other than that particular seller* must negotiate its own agreement with the consumer to accept calls delivering prerecorded messages. Prerecorded calls placed to a consumer on the [National DNC Registry] by some third party that *does not have its own agreement* with the consumer would violate the TSR."³² Like the amended TSR, the TCPA and the Code allow sellers and telemarketers to call any person whose number has been entered on the National DNC Registry if that person has given his or her "prior express invitation or permission" to call, in writing and signed.³³ Consequently, the so-called "loophole" is just a figment of the lead generation industry's

³¹ See 16 C.F.R. § 310.4(b)(1)(v)(A) (in order to initiate any outbound telephone calls that deliver prerecorded messages to induce the purchase of goods or services, *the seller must obtain an express, written agreement from the called party*).

³² See Federal Register, Vol. 73, No. 169, August 29, 2008, at 51182 (emphasis added); https://www.ftc.gov/business-guidance/resources/complying-telemarketing-salesrule#prerecordedmessages. ("Does a consumer's written agreement to receive prerecorded message calls from a seller permit others, such as the seller's affiliates or marketing partners, to place such calls? No. The TSR requires that the written agreement identify the single "specific seller" authorized to deliver prerecorded messages. The authorization does not extend to other sellers, such as affiliates, marketing partners, or others. May a seller obtain a consumer's written permission to receive prerecorded messages from a third-party, such as a lead generator? No. The TSR requires the seller to obtain permission directly from the recipient of the call. The seller cannot rely on third parties to obtain permission.")

³³ 47 CFR 1200(c)(2)(ii) (emphasis added); *see also, Report to Congress Pursuant to the Do No Call Implementation Act on Regulatory Coordination in Federal Telemarketing Laws Submitted by The Federal Trade Commission* at 19 ("Like the amended TSR, the revised TCPA Regulations allow sellers and telemarketers to call any person whose number has been entered on the National Do Not Call Registry if that person has given his or her 'prior express invitation or permission' to call, in writing and signed.").

collective imagination. The State AGs respectfully submit that consent under the TCPA is between one specific consumer and one specific seller.

In 2015, the Commission further put the consumer in command by clarifying that "a called party may revoke consent at any time and through any reasonable means. A caller may not limit the manner in which revocation may occur."³⁴ To allow third parties to gather consent would effectively limit the manner in which consumers who seek to revoke consent can do so. Consumers would be forced to first receive robocalls from a seller and then revoke consent individually to each seller. Third-party lead generators that gather consent for multiple sellers do not generally maintain a relationship with the sellers past the sale of consumer consent data, and thus, they cannot reliably transmit a revocation of consent from a consumer.

As a result, if a consumer initially consents to receive robocalls through a third-party lead generator, or if fabricated consent is fraudulently provided to a third-party lead generator, then the consumer cannot subsequently revoke consent through the lead generator and is likely to receive an ongoing barrage of robocalls from sellers who purchase the consumer's information. Consumers who, for example, wish to receive information on mortgage rates do not need or desire mortgage related solicitations in perpetuity. Rather, in most instances, the consumer will either refinance or purchase a home, or they will change their mind after some time and no longer wish to receive solicitations.

However, when third-party lead generators collect and sell a consumer's consent, the consumer cannot effectively revoke consent after the consumer's need for mortgage information has passed. Rather, each time the lead generator sells the consumer's information, and a seller

³⁴ Rules and Regulations Implementing the Telephone Consumer Protection Act of 1991; American Association of Healthcare Administrative Management, Petition for Expedited Declaratory Ruling and Exemption; et al, FCC 15-72, ¶ 48. <u>https://docs.fcc.gov/public/attachments/FCC-15-72A1_Rcd.pdf</u>.

calls, the consumer must answer the unwanted robocall and revoke consent to the individual seller. This is another important reason why the Commission's rules should not be amended to permit web-based consent from one consumer to apply to multiple sellers, even sellers of logically or topically related services.

The March 2023 FNPRM suggests a clear line in the sand in its proposal to "ban the practice of obtaining a single consumer consent as grounds for delivering calls and text messages from multiple marketers on subjects beyond the scope of the original consent." However, the State AGs respectfully submit that the Commission's proposed solution will not achieve this result. Under the Commission's proposed amendments, multiple entities would be legally permitted to rely on the consent provided to another, totally separate entity. Instead of hyperlinks to separate websites, it is likely that hundreds, if not thousands, of so-called 'marketing partner' names will be crammed onto consent pages. Sellers, telemarketers, and voice service providers will most likely declare such practice is 'clear and conspicuous' because all the consumer has to do to see the fine print is to click on the magnifying glass icon to increase the size of the font on the computer screen.

In summary, the proposed amendment in Appendix C of the March 2023 FNPRM will not achieve the intended purpose, but it will open doors to new tricks and gimmicks. Instead, the Commission should simply clarify and reiterate that consent under the TCPA is between one specific consumer and one specific seller. If another seller wants consent to send robocalls to that consumer, then that other seller should independently obtain consent—no more hyperlinks, no more 'marketing partners,' and no more confusion.

(ii) <u>The Commission Should Confirm Compliance with the Federal E-Sign Act</u>

The Code also requires the written consent for telemarketing to comply with the federal Electronic Signatures in Global and National Commerce Act ("E-Sign Act").³⁵ The Code states that the called party's "signature shall include an electronic or digital form of signature, to the extent that such form of signature is recognized as a valid signature under applicable federal law or state contract law."³⁶ The E-Sign Act enables the validity and enforceability of electronic signatures. Pursuant to the E-Sign Act, an "electronic signature means an electronic sound, symbol, or process, attached to or logically associated with a contract or other record and executed or adopted by a person with the intent to sign the record."³⁷

Hence, basic E-Sign law requires that for every agreement made electronically, there be four separate elements to constitute consent: (1) an electronic sound or process, such as the click of a mouse; (2) that is attached to or logically associated with a contract or agreement; (3) executed or adopted by the person; (4) with the intent to sign the agreement. Simply put, one cannot intend to sign an agreement when one does not know what the agreement is. Consequently, extending permission for telemarketing to entities and for services that are not specifically identified on the webpage where the consumer clicks to give permission to a specific seller does not provide the requisite intent.

In the Commission's 2012 TCPA Order, the Commission concluded that "consent obtained in compliance with the E-Sign Act will satisfy the requirements of its revised rule, including permission obtained via an email, website form, text message, telephone keypress, or voice

³⁵ 15 U.S.C. § 7001, *et seq*.

³⁶ 47 C.F.R. § 64.1200(f)(9)(ii).

³⁷ 15 U.S.C. § 7006(5).

recording.³⁸ The Commission further concluded that "[a]llowing documentation of written consent under the E-Sign Act [would] minimize the costs and burdens of acquiring prior express written consent for autodialed or prerecorded telemarketing calls while protecting the privacy interests of consumers.³⁹

In addition to restricting prior written consent for telemarketing to one specific seller, current Commission rules require the consent to be in writing and comply with federal E-Sign Act requirements. Accordingly, the undersigned State AGs request that the Commission reiterate that practices such as those employed by Assurance, as described above, violate Commission rules. Claims by "marketing partners" (listed on a separate webpage or website) that a consumer's mouse click provided valid written consent for telemarketing are invalid. Moreover, because the E-Sign Act requires that the agreement be presented in writing,⁴⁰ there is no authority for concocting oral consent during a robocall.⁴¹

(iii) Reaffirming that the Current Rule Already Requires One Consent to One Seller at a Time Will Not Limit the Value of Comparison- Shopping Sites to Consumers.

As mentioned above, the Commission also requested the following input concerning its proposed modification of its rule regarding preexisting consumer consent to telemarketing calls and texts to allow one consent to apply to multiple sellers:

Consumers may find comparison shopping websites helpful; how can we ensure that they can consent to obtain further information from the site without receiving numerous calls and texts from unrelated companies? Commenters should discuss whether our

⁴⁰ 15 U.S.C. § 7001(c)(1).

³⁸ Small Entity Compliance Guide, CG Docket No. 02-278, May 13, 2013 ("FCC Compliance Guide"), at p. 4; *citing* 2012 TCPA Order at 27 FCC Record 1830, 1844, ¶ 34.

³⁹ FCC Compliance Guide, at 4.

⁴¹ 15 U.S.C. § 7001(c)(6).

proposal would limit the value of comparison-shopping sites to consumers. $^{\rm 42}$

In the opening comment period, several commenters that support or operate comparison-

shopping websites supported modifying the rule to expand consent to multiple sellers, arguing that

requiring one consent per consumer would reduce access to and increase the cost of credit, deprive

consumers of choice, and stifle competition.⁴³ For example, Lending Tree represents:

[The] proposal will harm consumers, consumer welfare, and the competition that comparison-shopping websites promote among multiple providers and sellers. Such a limitation undermines the very reason that a consumer seeks out and visits a comparison-shopping website, which is to obtain simultaneous offers from multiple, competing sellers and providers, rather than having to shop from seller to seller on their own."⁴⁴

Similarly, Drips, which describes itself as a "conversational outreach platform that helps

compliant businesses set appointments with consumers who have existing business relationships

or provided written consent to be contacted for specific purposes,"⁴⁵ claims:

Suggesting that consent should only be able to be made in a 1:1 fashion is an oversimplification to a nuanced problem. This would effectively kill all comparison-shopping websites, consumer choice, and online marketplaces as we know it.⁴⁶

⁴⁶ *Id*. at 3.

⁴² March 2023 FNPRM at 23, ¶61.

⁴³ See e.g., Comments of Lending Tree, LLC, CG Docket No. 02-278 (May 8, 2023) ("Lending Tree Comments"); Letter from Drips, CG Docket No. 02-278 (May 8, 2023) ("Drips Letter"); Letter from Online Lenders Alliance, CG Docket No. 02-278 (May 8, 2023).

⁴⁴ Lending Tree Comments at 12.

⁴⁵ Drips Letter at 1.

The State AGs disagree that enforcing the existing rule would harm consumer welfare and "effectively kill all comparison-shopping websites." Comparison-shopping websites such as Lending Tree provide a service to consumers by gathering potential credit options in one place, but they do not perform a hard credit pull and do not provide firm offers of credit. As a result, consent is not necessary for their services to be offered and any related benefit to be rendered. Rather, consumers could use these services and then select the lender or lenders they wish to hear from individually. It is not necessary that a consumer be required to agree to receive robocalls or robotexts from multiple, potentially hundreds of other lenders in order for them to access the services of comparison-shopping websites.

Indeed, it is permissible under the current rules for a comparison-shopping site to collect express consent from individual sellers for telemarketing calls or texts on their websites. The website simply must clearly and conspicuously disclose the names of the sellers that may contact the consumer and ask the consumer to consent specifically to each seller from which they agree to receive calls or texts. The current rule does not prevent sellers from obtaining express consent. Therefore, the current rule does not undercut the business model insofar as that model relies on sellers obtaining specific consent from a consumer on a one-by-one basis.

In short, enforcing the rules to require pre-existing written consent to call or text a consumer for purposes of telemarketing from one consumer to one seller at a time will not reduce consumer access to credit, deprive consumers of choice, or stifle competition in the comparison-shopping industry. Rather, enforcing the current rule better protects consumers by requiring that they proactively consent to receiving further information from other companies. The State AGs therefore ask the Commission to reject commenter claims that enforcing the current rule would impair the value of comparison-shopping sites to consumers.

III. TEXT MESSAGES

A. The Illegal Text Problem

With the advent of mobile phones, the speed and the ease with which we communicate with others has increased exponentially. This increased speed creates circumstances that make consumers more vulnerable to robotext fraud. Consumers rely upon their mobile phones to receive communications that are characteristically short, but often important. As such, it is easier for bad actors to disguise their identities through a text message, in comparison to an illegal robocall or phishing e-mail. During a phone call or while reading an e-mail, the would-be victim has additional time to identify the scam, whereas this is not so with a short text message containing a malicious link. Simply by tapping (inadvertently or purposefully) the link in a text, consumers may expose their phones to malware and viruses. Given the amount of personal information contained on our cellular phones, the potential financial and personal privacy harms are vast.

The evidence already before the Commission supports a need to enact effective rules to address the continuing threat scam robotexts pose to consumers. As the Commission recognized, the number of spam text messages that wireless providers blocked grew ten times, from an estimated 1.4 billion in 2015 to 14 billion in 2020.⁴⁷ In addition, consumers have reported \$231 million in losses from text message scams in the first three quarters of 2022, which is greater than the losses reported in 2020 and 2021 combined.⁴⁸

 $^{^{47}}$ March 2023 FNPRM at 3, \P 6.

⁴⁸ *Id.* at 4, \P 6.

To curb the onslaught of illegal robotexts, the Commission seeks comment on whether it should adopt processes similar to those in place for illegal robocalls. Specifically, the Commission proposes, *inter alia*, to require terminating providers to block texts from a sender after the providers are on notice from the Commission that the sender is sending illegal texts, and to extend the National Do-Not-Call ("DNC") Registry's protections to text messages.⁴⁹ The State AGs commend the Commission's attention to the particular issue of illegal robotexts, distinct from the issue of illegal robocalls, and support the Commission's efforts to review, clarify, and refine rules that aim to enhance protections for consumers and honor their requests not to be bombarded by illegal robotexts.

B. Blocking Texts upon Commission Notification

In the March 2023 FNPRM, the Commission proposes to "require terminating mobile wireless providers to investigate and potentially block texts from a sender after they are on notice from the Commission that the sender is transmitting suspected illegal texts, similar to [the Commission's] requirement for gateway providers with respect to voice calls."⁵⁰ Based on the Commission's proposal, the State AGs presume that the Commission's Enforcement Bureau would issue an official notice of suspected illegal texts to a terminating mobile wireless provider ("terminating provider").⁵¹ The terminating provider would then promptly investigate the identified text(s) and either block the texts and substantially similar texts on an ongoing basis or

⁴⁹ *Id.* at 3, \P 4.

⁵⁰ *Id.* at 20, \P 50.

⁵¹ *Id.* at 20, ¶ 52.

respond to the Commission that the terminating provider has a reasonable basis for concluding that the identified texts are not illegal.⁵²

To begin, the State AGs support the principle that all entities in the wireless messaging ecosystem have an obligation to do their part to preserve the trust in, and utility of, messaging services.⁵³ This includes those providers who ultimately deliver illegal texts to consumers. However, because State AGs, along with the Commission, also understand that the messaging and voice ecosystems each have significantly different infrastructures,⁵⁴ we are mindful that comparable success in mitigating illegal robotexts may not precisely align with the playbook that has been so effectively devised and refined by the Commission to mitigate illegal robocalls.

Therefore, to the extent that the Commission has determined that extending the robocall blocking protocols to robotexts will actually bring a measurable benefit to consumers across the country in preventing fraud, the State AGs support such a proposal. The State AGs further urge the Commission to continue exploring ways in which rules specific to the unique infrastructure, players, and technology of messaging and robotexting can be proposed and deployed to effectively and efficiently mitigate the continuing, burgeoning threat targeting our consumers.

⁵² *Id*.

⁵³ See CTIA, Messaging Principles and Best Practices, <u>https://www.ctia.org/the-wireless-industry/industry-commitments/messaging-interoperability-sms-mms</u> (last visited May 2, 2023) (enumerating a set of voluntary best practices developed in July 2019 by CTIA, the messaging industry association, and its member companies throughout the wireless messaging ecosystem).

⁵⁴ Reply Comments of Fifty-One (51) State Attorneys General, Targeting and Eliminating Unlawful Text Messages at 4, CG Docket No. 21-402 (Dec. 9, 2022).

C. Clarifying Do-Not-Call Protections for Text Messages

To the extent that it may be unclear, the Commission proposes to "clarify that the National DNC Registry protections apply to text messages as well as voice calls and to codify this clarification in [the Commission's] rules."⁵⁵ Previously, the Commission has stated that "text messages" are "calls" for TCPA purposes and has taken the position that the National DNC Registry protects consumers from unwanted marketing text messages.⁵⁶ However, the Commission has not explicitly included text messages in the codified DNC rules.⁵⁷

As the Commission recognized, the National DNC Registry has been operational for almost twenty years and currently protects over 246 million telephone numbers from telemarketing sales calls.⁵⁸ As with our respective state DNC registries, the National DNC Registry is popular among consumers, as it provides a means through which consumers can exercise a modicum of control over the marketing telecommunications they choose to receive.

The State AGs support the Commission's proposal to clarify that the National DNC Registry protections will apply to marketing text messages. Such clarification is a common-sense approach to eliminate any potential confusion in the industry and has the added benefit of providing protection to consumers regardless of whether the texting party utilizes an autodialer.⁵⁹

⁵⁷ Id.

⁵⁸ Id.

⁵⁵ March 2023 FNPRM at 21, ¶ 55.

⁵⁶ Id.

⁵⁹ *Id.* at 22, ¶ 57.

IV. CONCLUSION

The undersigned State AGs thank the Commission for the opportunity to present these comments in this proceeding and reaffirm our commitment to work with the Commission in combatting illegal robocalls and text messages. We respectfully urge the Commission to take this opportunity to shut down these unreliable and illegal methods of purportedly obtaining consent from consumers for marketing robocalls and texts. To that end, the State AGs recommend the Commission issue an Order that clarifies and confirms that its existing rules concerning "prior express written consent" contemplate consent between a specific consumer and one specific seller. This measure, as well as the other recommended measures set forth above, will ultimately better protect consumers from unwanted robocalls and text messages, which is a goal that the Commission and the State AGs collectively share.

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<u>State AG Reply Comment – Exhibit 1</u>

1st Century 21st Century **21st Century Insurance** 2insure4less **5 Star Auto Protection** 7Made Media **AAA Auto Warranty** AAA Insurance Co. AA Auto Protect AABCO AA Media Inc AARP ABCLeads A&B Insurance and Financial Abrazo Health **Absolute Health Agents** ACA Express Acceptance Acceptance Insurance Access Insurance AccordantMedia Accuquote ACE Global Marketing LLC **ACE Solutions** Acme Acordia Acquisition Tech **Acquisition Technologies** ACSC Adexec Services Admaric Insurance Agency AdMediarv Admiral Life AdoptAContractor Adrea Rubin Adrian Adams Agency Adsparkx Digital ADŤ ADT Solar Advance Consultants LLC **Advanced Vehicle Protection Center** Advantra **Advocate Health Advocator Group Aegis First Aegis Security** Aegon US Holding Corp. Aetna A & E Vehicle Services Affinity Health Plan Affirmative Affordable Healthcare Partners Affordable Health Insurance Group Affordable Insurance Group Inc. **Affordable Senior Health Solutions** AFLAC AGA **Agency Incline** AgentCubed Marketplace Agent Insider **Agent Marketing Partners** Agentra Healthcare AHCP AHH AHIA AHIX

AIB AIG **AIG Direct** AIO AIP AIS AIU **AIU Insurance** Alfa Insurance Alfonzo Insurance Allstate Agency Aliera Healthcare All Access Health Insurance All American Health Agency **Allcare United** Allcare United LLC AllDigitalPromotions **All Digital Promotions Allegiant Group** Alliance Alliance 321 Alliance and Associates Alliance & Associates **Alliance Insurance Alliance National Health** Allianz Allied **Allied Health** Allied Health Insurance Associates Allied Health Insurance Associates LLC **Allied Insurance Allied Insurance Partners** Allina Health All Nation All Risk Allstate **Allstate County Mutual Allstate Indemnity** Allstate Insurance AllWebLeads All Web Leads **Alpha Benefits Center** Alphatech Resource Holdings s.r.o Alpine Digital Group, Inc. America Auto Care **America Direct** American **American Adventure Insurance** American Alliance American Automobile Insurance American Automotive Alliance, LLC **American Banks American Benefits American Benefits Group American Casualty** American Commerce Insurance Company **American Continental** American Deposit Insurance **American Direct Business Insurance** American Economy **American Empire Insurance American Family** American Family Insurance **American Family Mutual** American Fidelity Corp. **American Financial American General**

American Health & Life Associates American Health Marketplace American Health Plans American Health Reform Solutions **American Health Solutions** American Health Underwriters American Home Assurance American Income Life **American Income Life Insurance Company** American Income Life Insurance Company Family American Insurance American Insurance Agencies **American Insurance Agencies Direct** American Insurance Agencies Direct Inc. American Insurance Company American Insurance Organization American Insurance Organization, LLC American International **American International Ins** American International Pacific **American International South** American Life & Health American Manufacturers American Mavflower Insurance American Motorists Insurance American National American National Insurance **American National Insurance Co** American National Property and Casualty American Premier **American Premier Insurance American Protection Insurance** American Reliable American Republic American Republic Insurance Co. American Savers Plan American Security Insurance Company American Select **American Select Health** American Senior Med American Service Insurance Agency American Skyline Insurance Company **American Spirit Insurance** American Standard American Standard Insurance - OH American Standard Insurance - WI American States American Workers Insurance Services Americare Americare/American Enterprise Americare Group America's Health Advisors Americas Health Brokers America's Health Care Plan **Americas Health Group** America's Insurance America's Moneyline, Inc. America's Trust America's Trust, Inc. AmeriChoice Americo Amerigroup AmeriHealth Amerilife AmeriLife Group, LLC Amerilife Marketing Group, LLC AmeriPlan Ameriprise **Ameriprise Financial Group**

Ameriquote AmeriSave Amerisure Amica **Amica Insurance** AmOne **Angelic Marketing Group** Angelic Marketing Group, LLC Anhelo Insurance Solutions LLC Anhelo Insurance Solutions LLC. ANPAC **Answer Financial** Anthem Anthem BCBS Anthem / BCBS AON Aon Corp. **APEX Health Plans** API Apliant **Apollo Insurance Group Apollo Interactive Applied General** Aragon Advertising Aragon Advertising LLC Arbella **Ardent Health Services** Arizona General **Armed Forces Insurance** Arrowhead Arrowstar Insurance Center **Art Institute** Assigned Risk Associated Indemnity **Associated Insurance Managers** Assurance IO, Inc. Assurant **Assured Benefits Direct** Assured Health Group LLC **Assured Life Assure Media** Astonish Astoria Company Atlanta Casualty Atlanta Specialty **Atlantic Auto Protection** Atlantic Blue Media **Atlantic Health Atlantic Health Advisors** Atlantic Indemnity Atlantis **Atlantis Health Group** Atomic Leads **Atreus Medicare Group** Austin Mutual AutoCarenow.com Auto Club Insurance Company **Auto Insurance Guide** Automobile Association of America Automobile Club of Southern California **Auto Owners** Auto Protection 1 **Auto Protection Club** Auto Repair Network Auto Repair Protection Services Auto Service Center **Auto Warranty Savings Center** Avendia **Avendia Management**

Avenge Digital Aviva Avmed AvMed Inc. Avomark AXA AXA Advisors **AXAD** Capital **AXA Insurance Group Badger Mutual Balanced Life Agency** Banker's Fidelity **Bankers Hill Insurance Bankers Life and Casualty Bankers & Shippers** Bankrate Bankrate, Inc. **Bankrate Insurance Banner Life Bantam Connect Bartleson Brokers** Bayside **BBRS** Group BCBS **BCBS** of Alabama **BCBS of Florida BCBS** of Michigan BC Group LLC BE Marketing Solutions Inc. Benefit Advisors Benefit Mall **Benefit United LLC** Benepath Bennett FMO **Bennett Insurance Agency** Best Agency USA **Best Health Options** Best Insurance Group Bestow **Better Health Alternatives Better Living Health Services Better Mortgage Corporation** Beyond Finance, DBA Accredited Debt Relief **BH Insurance Solutions, LLC** Bianco **Black Optek** Blueberry **Blue Choice Blue Cross Blue Cross - Anthem** Blue Cross Blue Shield Blue Cross/Blue Shield Association Companies Blue Cross of South Carolina **Blue Ink Digital Bluensure Insurance Blue Nsure Insurance** Blue Shield of California **Blue Summit Blue Summit Insurance Solutions Blue Wing Ads BMP** Insurance **Bold Media Group** Bolt Bonneville Boost **Boost Health Boost Health Insurance Boston Old Colony Bravo Health**

BridgeNet BridgeNet Insurance **Bright Health Plan Bright Health Solutions Bright Idea Insurance Solutions, Inc. Brightway** Bristolwest Bristol West **Brokers Alliance Brooke Franchise Corporation Brooke Insurance Brookstone Financial BRXTN Digital Media Budget Family Insurance Builders Burial Expense** c0aster **Cal Farm Insurance Caliber Health Solutions Caliber Home Loans** Caliber Home Loans, Inc. **California Casualty** California State Automobile Association Call4SeniorSavings.com **Call Blade** CallCore **CallCore Media Call Lead Solutions Call Trader Call Trader LLC** Cambia Camden CAN CancerInsurance.com **Candid Maven Capital Auto Protection** Capital Choice Capital District Physicians Health Plan Capital Health Advisors Inc. **Capital Health Insurance of America** Carchex **Cardinal Financial Company, Limited Partnership** Care Entrée CareMore Caresource CareZone Carezone Inc. **CareZone Insurance Services CarGuard Administration Carle Clinic Association** Carriers and partner companies include CarShield **Cascade National Ins Casualty Assurance Catholic Financial Life** CDPHP **CDX** Consultants CEGE Cege Media **Cekirk Insurance Celtic Insurance** Centene Centene Corp. Centennial **Central Bank Century Benefits** Century Insurance **Certainty Auto Protection Channel Blend**

Charter Oak Chase Insurance Group Cherry Blitz Chesapeake **Chicago Insurance** Choice Direct **Choice Health** Choice Insurance **Choice One Health** Choice One Health & Life Agency Choice Right LLC Christian Fidelity Chubb **Church Mutual** Cigna CIO **Citation Insurance Company** Citigroup Citizens Citizens Disability **Clarendon American Insurance Clarendon National Insurance Clean Energy Concepts** Clear Choice Health Clearcover ClearLink **Clear One** Click 2 Call Network **Clicks and Clients Client Consent Medicare** Cloverleaf CMG Solutions CNA Insurance **Coastline Insurance Advisors LLC** CO Farm Bureau **Colby Direct** Colonial **Colonial Insurance** Colonial Penn Combined **Comfortcare Insurance Group Comfort Care Insurance Group** ComfortCare Insurance Group **Commerce West Insurance Company Commercial Insurance Center** CommercialInsurance.net **Commercial Marketing Group Commercial Union** Commonwealth **Communicating for America** CommunityCare **Community Care** Compare.com CompareInsuranceQuotes **Compare Insurance Quotes** Comparenow Comparequotes **Comparison Market Complete** Car **Complete Healthcare Direct, LLC** Confie **Connect Health Insurance** Connect Health Insuranceli> ConnectiCare **Connect Insurance Brands Connect Life Plans** Connect Life Plansli> **Connect Medicare Advantage** Connect Medicare Advantageli>

Connect Medicare Supplement Connect Medicare Supplementli> **Connect One Health Connect Plus Conseco Life Consumer Advocacy LLC Consumer United** Contactability **Continental Casualty** Continental Divide Insurance **Continental Insurance Continental Life** Conventry **Core Healthcare Solutions Core Health Solutions Corner Shop Media Corner Stone Media** COTO INDUSTRIES LLC **Cotton States Insurance** Cottonwood **Countershot Media Country Companies Country Financial Country Insurance and Financial Services Countrywide Insurance Couvillier Advisors** Coventry **Coventry Health Care Coverage Choice LLC Coverage One** Coverage One Insurance **Coverage One Insurance Group LLC Coverage One Insurance Group, LLC Coverance Insurance Solutions** Coverdell CoverHound Covida **CPA Data Solutions LLC Creative Emarketing Creative Intellects Credible Operations, Inc Credit Union Crisp-Results** Criterion Crosspointe **Crosspointe Insurance and Financial Services LLC** Crosspointe Insurance & Financial Services, LLC CSE **CSE Insurance Group** CS Marketing Cultur, LLC **CUNA Mutual Group** Dairyland **Dairyland County Mutual Co of TX Dairyland Insurance Dakota Fire** Dashers Datalot DataMax **Dean Health** Debt.com Deerbrook **Delphi Financial Delta Auto Assurance Delta Auto Protect Dempsey Advisor** DentalInsurance.com **Depositors Emcase Design Benefit Plans**

Diablo Media Differential Consulting LLC **Digiline Media Digital BGA Digital DBA** Digital Marketing Connection **Digital Market Media** Digital Market Media, Inc. **Digital Media Solutions Digital Thrive DIQ** Partners **Direct Auto Direct Choice Direct General** DirectMail.com **Direct Property & Casualty Direct Ring Media Direct Web Advertising Disability Advisor Discount Insurance Quotes** Dixie **Dobak Holdings LLC Doc Auto Doc Auto Insurance Doc Insurance** Docktors **DoublePositive Dozer Health Draper Agency** Drips **Drivers Protection, LLC** Drobu DTRIC **Eagle Health** eAmerifamily East Coast Health Insurance **EasyHealth Insurance Services** easyMedicare.com, an affiliate of e-TeleQuote Insurance, Inc. EasyMedicare.com, an affiliate of e-TeleQuote Insurance, Inc **Ebco General EC Insurance Economy Fire & Casualty** Economy Preferred **EDeals Inc** Efinancial Egis Auto eHealth eHealth Insurance eHealth Insurance Services eHealthInsurance Services eHealthInsurance Services, Inc. Elderplan Electric **Electric Insurance** Elephant Elite Health Agency **Elite Health Plus** eMarketing Media Group EmblemHealth EMC Empire **Empire Consumer Services Empire Health Consultants Empire Health Solutions Employers** Fire **Empower Brokerage**

Endurance Warranty Servcies Enhance Insurance LLC **EnQue Solutions LLC Enrollment Services Inc.** Ensure Ensurem EPath EPIO **Epiq Insurance Equis Financial Equitable Life** Equita Group **Equita Group Final Expense Services** Erie **Erie Insurance Company** Erie Insurance Exchange **Erie Insurance Group Erie Insurance Property and Casualty** ESG Insurance LLC **Essential Group LLC Essential Group, LLC** Esurance e-Telequote ETHOS **ETN America Health Even Financial Everest Financial & Insurance Services** Everquote EverQuote, Inc EverQuote, Inc. EverQuote ODA **Every Choice Insurance Exact Match Media Excel Impact** Excel Impact, LLC **Excelium** Group Excella Benefits, Inc. **Excelling**, Inc. Excellus **Exclusive Digital Media** Explorer Ezhealthapplcom, Inc. Fabric Facility Fallon Community Health Plan **Family First** Family First Insurance Advisors Family First Insurance Advisors LLC Family First Life Family Health First **Family Health First LLC** Family Heritage Life Insurance Company of America **Family Life** Family/Rural **Farber Health Advisors** Farm and Ranch Farm Bureau Farm Bureau/Farm **Farm Bureau Financial Services** Farmers Farmers Bank of Kansas City **Farmers Insurance Farmers Insurance Exchange** Farmers TX County Mutual **Farmers Union** Farmland Federal Federated

Encompass

Federated American Federated Group Ference Insurance Agency Festive Health FFL Fidelis **Fidelity and Guaranty Life Fidelity Insurance Company Fidelity Investments Life** Fidelity Life **Fidelity National** Fidelity Security Life **Figure Lending LLC** Finalexpenseassistant.com **Final Expense Connect** FinanceBox.com **Financial Indemnity** Find Me Health Insurance Fiorella **Fiorella Insurance Agency** Fire and Casualty Insurance Co of CT **Fireman's Fund Firemans Fund** First Acceptance Insurance **First American First American Financial First Choice Group First Choice Health First Family Insurance** First Family Insurance Advisors First Family Life First Financial First General First Mutual Insurance Group (FMIG) First National **First Option Health Group First Preferred Insurance** FirstQuoteHealth.com Flexquote Florida Blue Florida Plan Advisors **Flynn Financial Co** Ford Motor Credit **Forefront Insurance** Foremost **Foremost Insurance** Foresters Forethought Formula Marketing & Analytics Formza Formza, LLC Fortegra Fortegra Insurance Fortegra Personal Insurance Agency Fortis Franklin Freedom Debt Relief Freedom health Freedom National Freeway **Freeway Insurance Freeway Insurance Services Fresh Leads Fuego Leads** Gainsco **Garland Financial Group Gaurantee Trust Life** Geber Life GEICO

Geico Casualty **Geico General Insurance Geico Indemnity** Geisinger **Geisinger Insurance Generation Life Generation Life Insurance** Genworth **Genworth Financial** Gerber Gerber Life GetAuto GetInsured Getmehealthcare GetMe Healthcare GetMeHealthCare.com GetMeHealthInsurance.com Get My Life Insured Get Seen Media Get Seen Media Group GHI **Global Equity Finance** Globe Life **Globe Life Insurance Company Globe Life Insurance Company of New York GMAC Insurance** GMAC/NGIC Go Direct Lead Gen **Go Direct Lead Generation, LLC GoDirect Leads Generation** GoHealth GoHealth.com GoHealthInsurance GoHealthInsurance.com GoHealth/Norvax Goji **Golden** Care **Golden Rule Golden Rule Insurance Golden Rule Insurance Co.** GoMedicare goMedigap Good2Go Insurance, Inc. GotQuotes **Government Employees Government Employees Insurance Government Personnel Mutual Life** Grange **Gr** Consulting Services GreatAmerican **Great American** Great Way Great West Greene **GRE Harleysville H** GreyPeaks **Grey Peaks Grinnell Mutual Group Health Incorporated** Groves Capital, Inc **Guaranteed Benefits Guaranteed Health Guaranteed Health Options Guarantee Trust Life Guaranty National Guaranty National Insurance** Guardian **Guardian Healthcare Guardian Life**

Guide One **Guide One Insurance GuidePointe Solutions** Guide to Insure **Gupta Insurance & Financial Service** Halcvon Hannigan Insurance Hanover Hanover Lloyd's Insurance Company HAP Health Alliance Happy Days Harbor Health Advisors Hartford Hartford AARP Hartford Accident and Indemnity Hartford Casualty Insurance Hartford Fire & Casualty Hartford Fire Insurance Hartford Insurance Co of Illinois Hartford Insurance Co of the Southeast Hartford Life Hartford Omni Hartford Underwriters Insurance Harvard Commonwealth Health Plan Harvard Pilgrim Haven Life Hawaii Medical Services Association Hawkeye Security **HCC Insurance holdings** Health 1nsurance.com **Health Advisors Health America** Health and Life Associates Health and Life Plans of America Health Benefit Center **Health Benefits Center** Health Benefits Direct Health Benefits One Health Caddies **Healthcare Advisors** HealthCare Alternatives Healthcareassistant.com Healthcare.com HealthCare.com Insurance Services Healthcare Direct HealthCare, Inc. Healthcare Marketplace Health Care Service Corp. **Health Care Solutions HealthCare Solutions** Healthcare Solutions Team Health Center Marketing **Health Choice One** HealthCompare HealthCompare Insurance Services, Inc. Health Connect Insurance Health Corp USA HealtheDeals Health eDeals Health Exchange Agency Health First Insurance Agency **Health First Plans Health Heritage Advisors** Health Insurance Advantage **Health Insurance Advisors** Health Insurance Alliance Health Insurance Alliance, LLC Health Insurance for Everyone **Health Insurance Guide**

Health Insurance Innovations Health Insurance Innovations (HII) HealthInsurance.net Health Insurance of America **Health Insurance Services Health Insurance Specialists** HealthIQ Health IO Health I.Q. Health & Life Advantage **Healthline Care** HealthMarkets **Health Markets** HealthMarkets Insphere HealthMarkets / Insphere HealthMarkets Insurance Agency **HealthMatchup** HealthNet Health Net Health Network Health Now New York Inc. **Health Option One** Health Options Team HealthPartners Health Partners of Philadelphia Inc. HealthPlan Advisors HealthPlanMatchup HealthPlanOne Health Plan One HealthPlan One HealthPlanOne, LLC Healthplan Outlook **Health Plans America Health Plan Services** Health Plans of America **Health Plus Health Plus of America HealthPlus of Michigan** Health Plus Solutions HealthPocket **Health Pocket** HealthPros Health Providers of America HealthQuoteInfo.com Health Savings Group **HealthShare America HealthShare American Health Sherpa** Health Solutions One Healthspire HealthSpring Health Team One Health Works Agency LLCHealth1nsurance.com **Healthy Halo** Heard and Smith Helmkin Digital Henry Ford Health System Heritage Heritage Health Advisors Heritage Life Insurance Company HHA HIA HiegPartners Hieg Partners LLC **Highland Health Direct** Highland Health Direct, LLC. Highmark Highmark BCBS HighPoint

High Quality Vehicle Protection HI HIIQ HIP Health Plan **HIP Insurance** Hippo **Hippo Insurance** Hiscox H&M Advisors HolaDoctor **Hola Doctor** Homeinsurance.com **Home Insurance King Homeland Health Homeland HealthCare** Home Savings **Home Service Companies** Hometown **Hometown Quotes** Home Town Ouotes **Horace Mann** Horace Mann Agency Horizon Horizon Health Advisors Hospital Services Association of NEPA Houstons Health Solutions How to Enroll нро HSO HST **HST Enrollment Center** Humana HyperTarget Hypertarget Marketing IAB iCan Benefit iCan Benefit Group Iconic Consultants ICW **Ideal Concepts** Ideal Concepts, Inc **Ideal Health Benefits** IDS **IFA Auto Insurance IFA Insurance Company iFlourish Labs** iFuze Marketing IGF Ins. **IGF Insurance** Ignitist IHC **IHC Group** IHC Health Plans **IIS Insurance** iLegacy Insurance iLife I Life And Health IMO Impact Energy Impact Media Imperial Health Group Imperium Financials Inavision Inboxed LLC. Inc **Independence Blue Cross** Independent Agent **Independent Carriers Independent Health Association**

Independent Health Solutions Independent Insurance Consultants Individual Insurance Agencies Infinity **Infinity Insurance** Infinity National Insurance **Infinity Select Insurance** Infinix Infinix Media ING ING US Life **Innovate Financial Group Innovation Direct Group Innovation Group of South Florida Innovative Financial Group Innovative Health Group Innovative Insurance Brokers Inquire Media** Inside Response Insphere **Insphere Insurance Solutions** InsuraMatch Insurance311 **Insurance Benefits Insurance Care Direct Insurance Central** Insurance.com **Insurance Insight Insurance Lead Broker, ILB Insurance Leads** InsuranceLeads.com **Insurance Line One Insurance Made Easy Insurance Management Associates Insurance Medics Insurance Office of America** InsuranceOnly InsuranceProz Insurancequotes insuranceQuotes.com InsuranceQuotes, Inc. **Insurance Quotes Now** Insurance Services **Insurance Solutions Direct** Insurance Solutions LLC InsuranceStep.com Insure Choice LLC Insure.com **Insured Street** InsureMe InsureMe, Inc Insurify Insurita Insur. of Evanston InsWeb Integon **Integrated Benefits Integrated Insurance Solutions** Integriant Ventures Insurance Services **Integrity Health One Integrity Vehicle Services** IntelliQuote Interstate **Interstate Brokers of America Inter Valley Health Plan Investors Life IPA Agents IPA Direct IPA Family**

iQuoteX iWebQuotes Jackson National Life J and L Consulting Group Javier Molina Agency JB Health and Associates JCG New Media Jet Media JLS John Deere John Hancock Joshua Katvl Allstate Joyce Emig Insurance Agency Inc **JRC Insurance Group** JSH Marketing Jupiter Justified Medical Group Kaiser Kaiser Foundation Health Plan Kaiser Foundation Health Plan. Inc. Kaiser Foundation Health Plan of Colorado Kaiser Foundation Health Plan of Georgia, Inc. Kaiser Foundation Health Plan of the Mid-Atlantic States, Inc. Kaiser Foundation Health Plan of the Northwest Kaiser Foundation Health Plan of Washington Kaiser Permanente Kanopy Kanopy Insurance Kanopy Insurance Center LLC **Keenan Associates** Kelly Klee Private Insurance Kelsey-Seybold Kemper Kemper Lloyds Insurance Kentucky Central KERWYN JONES **Key Insurance Advisors** Keystone K.F. Agency, Inc. Kin Kind Health Kin Insurance **Knights of Columbus Koenig Quotes** Kolor Marketing Komparison Landmark American Insurance Lands Health Laser Marketing LBCOT Insurance Leadco LeadEnvov Leader General Leader Insurance Leader National Leader National Insurance Leader Preferred Insurance Leader Specialty Insurance Lead Foundations Lead Gate Media GmbH Lead Genesis Lead Giant Leading Healthcare Leadnomics Lead Origins Leads Interactive Lead Trust Media Group League General

Legacy Insurance Solutions Legal & General America Legends United Insurance Agency, Inc Lemonade Insurance LendingTree Lendivia Level One Health Group Level Up Funding LGA Liberty Automobile Protection Liberty First Health and Life Liberty Health Liberty Health Plan Liberty Health Professionals Liberty Insurance Corp Liberty Mutual Liberty Mutual Fire Insurance Liberty Mutual Insurance Liberty Mutual Insurance Company Liberty National Liberty National Life Insurance Company Liberty Northwest Liberty Northwest Insurance LifeInsuranceMatchup LifeLine Direct LifeOuotes Lifetime Healthcare Lifetime Medicare Advisors LifeVision of America LifeWise Health Plan Lighthouse Lighthouse Insurance Lighthouse Insurance Group LightHouse Insurance Health Lincoln Benefit Life Lincoln National Lion Insurance Group Liz Byrne USHA LLC LNK Insurance Services LoanBright LoanDepot.com, LLC, mellohome, and their corporate parents, affiliates, and partners LoanSnap, Inc Lockton Affinity Group Longevity Alliance Louisiana Health Services Loyal American LPN LQ Digital LS Lead Generation LTC Financial Partners Lumbermens Mutual LVOA Madera Digital Managed Health Inc. MAPFRE **MAPFRE Insurance Company MAPFRE Insurance Company of Florida** MAPFRE U.S.A. Corp. and its affiliates Marathon Marchex **Markel American Martin Financial Martin's Point Maryland Casualty Massachusetts Mutual** Massive&Co **MassMutual**

Mass Mutual MassNexus Mass Nexus MatchMedia Match Media Group Matrix Direct Matt Rudolph Insurance Maxim Strategies Maxxlocal **Mayberry Advisors Insurance Services** Mayo Lab MCGP International **Mclaren Insurance Solutions McLaren Insurance Solutions** MedGapDirect MedGuard Alert, Inc MediaAlpha Media Alpha Media Alpha Exchange Media Champs MediaMatchGroup Media Mix 365 Medica Medical Card System Inc. **Medical Mutual of Ohio** Medicare10 Medicare10 MedicareAdvantage.com **Medicare Benefits Team** Medicare Connect Medicare Group USA LLC Medicare Help Centers **Medicare Providers** MedicareProz **Medicare Solutions** Medigap Medi-Share **MEGA Life and Health** Mega/Midwest Mellohome LLC Memorial Hermann Mendota Merastar Mercury Mercury Insurance Mercy MetLife Met Life MetLife Auto and Home Metromile Metropolitan Co. Metropolitan Insurance Co. Mid Century Insurance **Mid-Continent Casualty** Middlesex Insurance Midland National Midland National Life **Midwest Mutual** Mid-West Ntl. Life **Migo Insure** Mikayla Data Millbank Millennial Home Lending Millers Mutual Milwaukee General Milwaukee Guardian **Milwaukee Mutual** Minnehoma Minnesota Mutual

Miro Health Agency Mission Loans Mississippi Insurance Missouri General **MJ Direct MMI Group** MMM Healthcare Inc. Mobile Help Modern Health, LLC **Modern Woodmen of America** Molina Molina Healthcare Inc. **Montys Health Agency Mony Group** Mortgage Maven **Mortgage Protection Bureau** Mortgage ProtectionPlus **Mortgage Protection Plus** Morty Inc. Moss **Moss Affiliate Moss Affiliate Marketing Moss Affiliate Marketing Sellers** Motors **Mountain Financial Mountain Laurel** M Plan Inc. **Mutual Health Partners Mutual Insurance Mutual Of Enumclaw Mutual of New York** Mutual of Omaha **MVA Warranty** MVP My Health Advisors My Health Angel My Health Group **MyHippo** MyInsuranceExpert My Medicare Ally National Alliance National Auto Protection Corp. National Ben Franklin Insurance National Better Living Association National Brokerage National Brokers of America National Casualty National Colonial **National Continental** National Continental Insurance National Debt Relief National Disability National Family Assurance Group, Inc. National Fire Insurance Company of Hartford National General National General Insurance National General Insurance Company (NGIC) National Healthcare Market National Health Connect National Health Connect, LLC National Health Hub National Health Hub, LLC National Health Insurance **National Health Plans** National Health Plans dba Your Lowest Quote **National Health Solutions** NationalHomeProject National Income Life Insurance Company National Indemnity

National Insurance National Merit National Plan Advisors National Repair Solutions National Solar Network National Surety Corp National Union Fire Insurance National Union Fire Insurance of LA National Union Fire Insurance of PA National Vehicle Protection Services, Inc. Nation Health Advisors Nations Health Group Guide One Insurance Nations Insurance Solutions Nations Lending Nationwide Nationwide General Insurance Nationwide Health Advisors Nationwide Insurance Company Nationwide Mutual Fire Insurance Nationwide Mutual Insurance Nationwide Property and Casualty Native Media, LLC Nat'l Farmers Union Navy Mutual Aid Association NCWC Neighborhood Health Plan Inc. **Neilson Financial Services** Neo Ogilvy Nest Insurance Agency Net Health Affiliates NetQuote New Age Health New Age Health, Inc. New Age Health Solutions, Inc. New American Funding New England Financial New Era Newins NewOuest NewStrata New York Life New York Life Insurance New York Life Insurance Group NexLevelDirect NextGen Next Gen Next Gen Leads NextGen Leads NextGen Leads, LLC **Nexus Corporation** Nexus Enterprise Solutions NGIC NHA Nikia Media NILCO NMP Insurance Services, LLC / NameMyPremium Noridian Mutual Insurance Company North American Northern Capital Northern States Northland North Pacific North Pointe Northpointe Bank North Shore Northwestern Northwestern Mutual Northwestern Mutual Life Northwestern Pacific Indemnity

Northwest Pacific Norvax Norvax, LLC. NRG NuHealth Number One Advertising Number One Health Number One Health Insurance Agency Number One Prospecting NuStar Insurance **Nxtlevel Health** NxtLevelHealth **Oak Hill Insurance Oak Street Health** OctaneFire Offer Advisors **Offer Strategy** Offerweb OfferWeb.com Official-Auto-Insurance.com **OHealth Group Ohio Casualty** Ohio National Life **Ohio Security Old Mutual US Life** Olympia Omaha **Omega Auto Care Omni Indemnity Omni Insurance Omnis Pro Insurance ONCOR Insurance Services One Health OneMain Financial Group, LLC One Touch Direct Online Insurance Solutions Online Insurance Solutions LLC** Onviant **Onviant Insurance Agency Inc. Onyx Digital Media** OpenJar **Open Market Quotes Opportunity Financial, LLC Optimize.Ad Optimum HealthCare Oregon Mutual** Orion Ins. **Orion Insurance** Oscar **OSCAR Health Oscar Health Insurance Outlook Advisors Overflow Works** Oxford **Oxford Health Plans Oxford Insurance Oxford Marketing Partners Oxford Marketing Partners, LLC** Pacificare **Pacific Benefits Group** Pacific Benefits Group Northwest **Pacific Indemnity Pacific Insurance Pacific Life Pacific Life and Annuity** Pafco **Pafco General Insurance Palisades Media Group Palmer Administrative Services**

Palmetto Senior Solutions Palms Health Group Paloverde Parachute Insurance Services Corp Parasol Agents Network Parasol Leads Parasol Leads, Inc. Path IO Patriot General **Patriot General Insurance** Pay Per Call Market Peace of Mind Solutions **Peak Advertising Peak Property and Casualty Insurance Peak Protection Group** РЕМСО **PEMCO Insurance** Penn America Penn Mutual Pennsylvania Natl PennyMac Loan Services, LLC PFP Phoenix Phoenix Life **Physicians Health Plan Physicians Life Physicians Mutual** Physicians United Plan Pickett Group/TermLifeMatch PickMedicare Pier21 Media Pietro Ancona **Ping Leads** Pinnacle Pinney Insurance Center, Inc. **Pioneer Life** Pivot **Pivotal Concepts Pivot Health** PJP Agency PJP Health PJP Health Agency Plasmid Direct Plasmid Media, LLC Platform Advertising **Platinum Health Advisors Platinum Health One Platinum Health Solutions Platinum Leads Plymouth Rock** PMIC PolicyBind, LLC PolicyFuel Policy Fuel LLC Policy Impact LLC Policy Ninja **Policy Post** PolicyScout Policy Scout Ponto Insurance **Powderhorn Media** Precise **Precise Health Insurance Advisors Precise Leads Precise Solutions Group Precision Health Precision Health Associates Precursor Media Preferred Abstainers**

Preferred Care Preferred Health Advisors **Preferred Mutual** Premera Blue Cross Premier **Premier Business Solutions Premier Disability** Premier Financial Alliance **Premier Health Association Premier Health Choice Premier Health Solutions** Premier Insurance Benefits, LLC **Premium Marketing Premium Precision Marketing Presbyterian Healthcare Services** Presbyterian Health Plan Presidio **Presidio Interactive Presidio Interactive Corporation** Prestige **Primary Health Care** Primary Insurance Group Prime Care Prime Care Health **Prime Healthcare Benefits Prime Marketcare One** Primerica Principal Principal Financial Principal Life Priority Health **Priority** Insurance Priority One Health Pristine **Pristine Media Group Prodigy Health Agency** Prodigy Health Group **Professional Consultant Insurance Solutions** Progressive **Progressive Auto Pro Progressive Insurance Progressive Motorcycle Prokey Wiseley Hamill Propath Media** Prospect America Media, LLC **Prosperity Health** Prosurity Protech Vehicle Services LLC Protecta America **Protect America Protective Casualty Protective Life ProtectMyCar** Protect My Car **Protect Your Home** Providence **Providence Health Plan Providence Media Group** Provident Prudential **Prudential Insurance Co. Prudential of America** PURE **Puritan Health** Purple Dog Marketing LLC **Pyramid Life O3MInsuranceSolutions** Q3M Insurance Solutions, LLC Qatalyst

QHS **Qualilty Healthcare Solutions** Quality **Ouality** Health **Quality Healthcare Solutions** Quality Healthcare Solutions, Inc. **Quality Insurance Solutions** Quantum3media Quantum 3 Media Quantum Research QuickHealthInsurance.com QuickInsured Quick Life Center, LLC **Quick Quote Ouinstreet** OuinStreet Quote.com **Ouote Engine** Quotehound Ouotelab QuoteLab, LLC QuoteManage LLC Quote Manager LLC OuoteManager LLC **Quote Selection Quote Selection Insurance Services, Inc** Quotestorm **Quote Velocity** QuoteWhiz **OuoteWhiz**, LLC QuoteWizard Quote Wizard Ouotivia Radwan Financial **Ralph Perez Insurance** Ramsev Ranger Rank Media **Rank Media Agency** RateForce **RBC Liberty Insurance** RCPT2 **Real-Comp Data and Marketing** Reali Loans, Inc. Real Results **Red Auto Protection** RedVentures Redwing Consulting Services LLC **Reel Media Ventures** Regal Regence Reliance **Reliance First Capital, LLC Reliance Insurance Reliance National Indemnity Reliance National Insurance** Reliant ReliaQuote Renaissance Health Services Corp. Renew.com Renew.com Inc. **Republic Indemnity Reserve Compass LLC Resource Connect Response Insurance Retirement Solution Leaders** Revi Media **Rev Impact** RevPoint

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