November 19, 2021

The Honorable Jessica Rosenworcel
Chairwoman
Federal Communications Commission
445 12th Street, SW
Washington, D.C. 20554

Dear Chairwoman Rosenworcel,

The Environmental Working Group, a nonprofit public health research and advocacy organization with offices in Washington, D.C, Minneapolis, and Sacramento, Calif., requests that the Federal Communications Commission reopen Docket #13-84, "Reassessment of FCC Radiofrequency Exposure Limits and Policies," and Docket #03-137, "Proposed Changes to the Commission Rules Regarding Human Exposure to Radiofrequency Electromagnetic Fields," to allow robust review and consideration of scientific evidence published in the past two years and in response to the court ruling in *Environmental Health Trust et al. v. the FCC*.

Since 2009, the Environmental Working Group has extensively researched the topic of the human and environmental health impacts of radiofrequency radiation emitted from wireless communication devices. EWG also closely follows regulatory approaches and recommendations on radiofrequency radiation made by authoritative health agencies around the world. The World Health Organization states on its website:

> *… during the 20th century, environmental exposure to man-made sources of EMF steadily increased due to electricity demand, ever-advancing wireless technologies and changes in work practices and social behaviour. Everyone is exposed to a complex mix of electric and magnetic fields at many different frequencies, at home and at work, and concern continues to grow over possible health effects from overexposure*.[1]

Extensive research literature points to the potential health risks of radiofrequency radiation, particularly for the developing child. Peer-reviewed studies show that the

[1] World Health Organization, web page not dated, "Supporting the development of national policies on electromagnetic fields". https://www.who.int/activities/supporting-the-development-of-national-policies-on-electromagnetic-fields Accessed Nov. 16, 2021.

bodies of children absorb more radiofrequency radiation, compared to adults, putting children at greater health risk as a result to such exposure.[2]

Scientists and public health advocates have raised concerns for decades about the adverse health effects of exposure to electromagnetic radiation. Recent research publications highlight the severity of these impacts, especially among vulnerable populations, and the need for more stringent health-based exposure standards. In 2011, the International Agency for Research on Cancer (IARC), an agency of the World Health Organization, classified radiofrequency electromagnetic fields as "possibly carcinogenic to humans."[3]

For today's generation of children, exposure to radiofrequency radiation from wireless communication devices starts from the fetal development period as a result of wireless devices in the pregnant person's everyday environment. Following birth, today's children will be exposed to radiofrequency radiation throughout their lives – an exposure scenario that is drastically different from the very limited consumer use and exposure to wireless radiation of the 1980s and 1990s, when the basis for current FCC standards was established.

This comment letter highlights two key considerations that point to the need for the FCC to reassess existing radiofrequency exposure limits and policies:

1. A 2021 peer-reviewed publication we authored that uses Environmental Protection Agency methodology to determine protective health-based exposure limits for radiofrequency radiation, based on the U.S. government's landmark 2018 laboratory study; and
2. Recent literature that documents a range of effects of non-ionizing electromagnetic radiation on different body systems that current FCC standards do not take into account.

1. Health-based limits developed with consideration for children's health

[2] Fernández C, de Salles AA, Sears ME, Morris RD, Davis DL. Absorption of wireless radiation in the child versus adult brain and eye from cell phone conversation or virtual reality. Environ Res. 2018; 167:694-699. https://doi.org/10.1016/j.envres.2018.05.013; Gandhi OP, Morgan LL, de Salles AA, Han YY, Herberman RB, Davis DL. Exposure limits: the underestimation of absorbed cell phone radiation, especially in children. Electromagn Biol Med. 2012; 31(1):34-51. https://doi.org/10.3109/15368378.2011.622827

[3] International Agency for Research on Cancer. IARC classifies radiofrequency electromagnetic fields as possibly carcinogenic to humans. Press Release N: 208. 2011. https://www.iarc.who.int/wp-content/uploads/2018/07/pr208_E.pdf Accessed Nov. 16, 2021.

A peer-reviewed article published by our organization in 2021 (Uche & Naidenko, 2021)[4] documented how the current FCC exposure limit for radiofrequency radiation is not sufficient to protect the general population, especially children, against the adverse impacts associated with radiofrequency radiation exposure. The current limit, last revised a quarter-century ago – well before wireless devices became ubiquitous – needs to be updated with the latest science to be fully health protective for all users of wireless communication technologies.

Our study, published in the journal *Environmental Health*, recommends strict, lower health-based exposure standards for both children and adults for radiofrequency radiation emitted from wireless devices. This recommendation draws on data from a landmark 2018 study from the National Toxicology Program, one of the largest long-term laboratory studies on the health effects of radiofrequency radiation exposure.[5]

EWG's study used an approach similar to the methodology that the U.S. EPA developed to assess human health risks arising from toxic chemical exposures. EWG study recommends a whole-body specific absorption rate (SAR) limit of 0.2 to 0.4 mW/kg for children, which is 200 to 400 times lower than the current federal whole-body exposure limit. For adults, EWG recommends a whole-body specific absorption rate limit of 2 to 4 mW/kg, which is 20 to 40 times lower than the federal limit (Uche & Naidenko, 2021).[4]

EWG's analysis and recommendation for a much stricter limit for radiofrequency radiation exposure is a step toward advancing a re-evaluation of the existing federal limit for radiofrequency radiation exposure while reviewing the latest research on radiofrequency radiation exposure.

2. Wide range of potential impacts of non-ionizing electromagnetic radiation on human health not accounted for in the current FCC standard

[4] Uche UI, Naidenko OV. Development of health-based exposure limits for radiofrequency radiation from wireless devices using a benchmark dose approach. Environ Health. 2021; 20(1):84. https://doi.org/10.1186/s12940-021-00768-1

[5] National Toxicology Program. 595: NTP Technical Report on the Toxicology and Carcinogenesis Studies in Hsd: Sprague Dawley SD Rats Exposed to Whole-Body Radio Frequency Radiation at a Frequency (900 MHz) and Modulations (GSM and CDMA) Used by Cell Phones. National Toxicology Program, US Department of Health and Human Services. 2018. https://ntp.niehs.nih.gov/ntp/htdocs/lt_rpts/tr595_508.pdf?utm_source=direct&utm_medium=prod&utm_campaign=ntpgolinks&utm_term=tr595

The current FCC standard was based on the 1986 recommendations of the National Council on Radiation Protection and Measurements[6] and 1991 recommendations of the Institute of Electrical and Electronics Engineers,[7] which chose an exposure level based on behavioral changes observed in laboratory animals exposed to radiofrequency radiation for a duration of minutes to hours in studies conducted in the 1970s and 1980s. With extensive current research linking radiofrequency exposure to adverse impacts, even at exposure levels below the current federal limit, the FCC needs to review the latest science and update the allowable exposure limits.

Among the reported biological effects of electric and magnetic fields are harm to fetal growth and development (Ozgur et al., 2013);[8] changes in brain activity (Wallace and Selmaoui, 2019);[9] changes in heart rate variability (Wallace et al., 2020);[10] DNA damage (Smith-Roe et al., 2020);[11] cognitive effects (Azimzadeh and Jelodar);[12] and increased risk of cancer, including gliomas,[3] parotid gland tumors (Sadetzki et al., 2008),[13] thyroid cancers (Luo et al., 2019).[14] These adverse health effects may be associated with different mechanistic pathways, such as changes in the activity of voltage-gated calcium

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[6] National Council on Radiation Protection and Measurements. Biological effects and exposure criteria for radiofrequency electromagnetic fields: NCRP Report No. 86; 1986. Available from: https://ncrponline.org/shop/reports/report-no-086-biological-effects-and-exposure-criteria-for-radiofrequency-electromagnetic-fields-1986/

[7] Institute of Electrical and Electronics Engineers. (Revision of ANSI C95.1–1982). IEEE standard for safety levels with respect to human exposure to radio frequency electromagnetic fields, 3 kHz to 300 GHz. IEEE Std C95. 1991. https://doi.org/10.1109/IEEESTD.1992.101091

[8] Ozgur E, Kismali G, Guler G, Akcay A, Ozkurt G, Sel T, et al. Effects of prenatal and postnatal exposure to GSM-like radiofrequency on blood chemistry and oxidative stress in infant rabbits, an experimental study.
Cell Biochem Biophys. 2013;67(2):743–51. https://doi.org/10.1007/s12013- 013- 9564-1

[9] Wallace J, Selmaoui B. Effect of mobile phone radiofrequency signal on the alpha rhythm of human waking EEG: a review. Environ Res. 2019; 175:274–86. https://doi.org/10.1016/j.envres.2019.05.016

[10] Wallace J, Andrianome S, Ghosn R, Blanchard ES, Telliez F, Selmaoui B.Heart rate variability in healthy young adults exposed to global system for mobile communication (GSM) 900-MHz radiofrequency signal from mobile phones. Environ Res. 2020; 191:110097. https://doi.org/10.1016/j.envres.2020.110097

[11] Smith-Roe SL, Wyde ME, Stout MD, Winters JW, Hobbs CA, Shepard KG, et al. Evaluation of the genotoxicity of cell phone radiofrequency radiation in male and female rats and mice following subchronic exposure. Environ Mol Mutagen. 2020; 61(2):276–90. https://doi.org/10.1002/em.22343

[12] Azimzadeh M, Jelodar G. Prenatal and early postnatal exposure to radiofrequency waves (900 MHz) adversely affects passive avoidance learning and memory. Toxicol Ind Health. 2020;36(12):1024–30. https://doi.org/10.1177/0748233720973143

[13] Sadetzki S, Chetrit A, Jarus-Hakak A, Cardis E, Deutch Y, Duvdevani S, et al. Cellular phone use and risk of benign and malignant parotid gland tumors – a nationwide case-control study. Am J Epidemiol. 2008;167(4):457–67. https://doi.org/10.1093/aje/kwm325

[14] Luo J, Deziel NC, Huang H, Chen Y, Ni X, Ma S, et al. Cell phone use and risk of thyroid cancer: a population-based case–control study in Connecticut. Ann Epidemiol. 2019; 29:39–45. https://doi.org/10.1016/j.annepidem.2018.10.004

channels (Blackman et al., 1991);[15] changes in the concentrations of reactive oxygen species and redox homeostasis (Ertilav et al., 2018);[16] changes in intracellular enzymes and gene expression (Fragopoulou et al.,2018);[17] and changes in membrane permeability (Perera et al., 2018).[18]

Table 1. Extensive research points to effects of non-ionizing electromagnetic radiation on individual body systems that are not considered by the current FCC standards for cell phone radiation.

Reported health effects	**Key studies**
Elevated risk of brain cancer, breast cancer, parotid gland tumors, and thyroid cancer	Choi YJ, Moskowitz JM, Myung SK, Lee YR, Hong YC. Cellular Phone Use and Risk of Tumors: Systematic Review and Meta-Analysis. Int J Environ Res Public Health. 2020; 17(21):8079. West JG, Kapoor NS, Liao SY, Chen JW, Bailey L, Nagourney RA. Multifocal Breast Cancer in Young Women with Prolonged Contact between Their Breasts and Their Cellular Phones. Case Rep Med. 2013; 2013:354682 Sadetzki S, Chetrit A, Jarus-Hakak A, Cardis E, Deutch Y, Duvdevani S, et al. Cellular phone use and risk of benign and malignant parotid gland tumors – a nationwide case-control study. American journal of epidemiology 2008; 167(4):457-67. Luo J, Li H, Deziel NC, Huang H, Zhao N, Ma S, et al. Genetic susceptibility may modify the association between cell phone

[15] Blackman C, Benane S, House D. The influence of temperature during electric-and magnetic-field-induced alteration of calcium-ion release from in vitro brain tissue. Bioelectromagnetics. 1991;12(3):173–82. https://doi.org/10.1002/bem.2250120305

[16] Ertilav K, Uslusoy F, Ataizi S, Nazıroğlu M. Long term exposure to cellphone frequencies (900 and 1800 MHz) induces apoptosis, mitochondrial oxidative stress and TRPV1 channel activation in the hippocampus and dorsal root ganglion of rats. Metab Brain Dis. 2018;33(3):753–63. https://doi.org/10.1007/s11011-017-0180-4

[17] Fragopoulou AF, Polyzos A, Papadopoulou MD, Sansone A, Manta AK, Balafas E, et al. Hippocampal lipidome and transcriptome profile alterations triggered by acute exposure of mice to GSM 1800 MHz mobile phone radiation: an exploratory study. Brain Behavior. 2018; 8(6):e01001. https://doi.org/10.1002/brb3.1001

[18] Perera PGT, Nguyen THP, Dekiwadia C, Wandiyanto JV, Sbarski I, Bazaka O, et al. Exposure to high-frequency electromagnetic field triggers rapid uptake of large nanosphere clusters by pheochromocytoma cells. Int J Nanomed. 2018;13:8429. https://doi.org/10.2147/IJN.S183767

	use and thyroid cancer: A population-based case-control study in Connecticut. Environmental Research. 2020; 182:109013.
Eye strain, damage to eye tissues cataracts	Bormusov E, P Andley U, Sharon N, Schächter L, Lahav A, Dovrat A. Non-thermal electromagnetic radiation damage to lens epithelium. Open Ophthalmol J. 2008; 2:102-6
Cardiomyopathy, heart rate variability	National Toxicology Program. 2018. Technical Report on the Toxicology and Carcinogenesis Studies in Hsd: Sprague Dawley SD Rats Exposed to Whole-Body Radio Frequency Radiation at a Frequency (900 MHz) and Modulations (GSM and CDMA) Used by Cell Phones. Wallace J, Andrianome S, Ghosn R, Blanchard ES, Telliez F, Selmaoui B. Heart rate variability in healthy young adults exposed to global system for mobile communication (GSM) 900-MHz radiofrequency signal from mobile phones. Environmental Research 2020; 191:110097
Damage to sperm, decreased male fertility	Kesari KK, Agarwal A, Henkel R. Radiations and male fertility. Reprod Biol Endocrinol. 2018; 16(1):118
Changes in brain activity Changes in blood-brain barrier	Volkow ND, Tomasi D, Wang G-J, Vaska P, Fowler JS, Telang F, et al. Effects of cell phone radiofrequency signal exposure on brain glucose metabolism. JAMA 2011; 305(8):808-13 Wallace J, Selmaoui B. Effect of mobile phone radiofrequency signal on the alpha rhythm of human waking EEG: A review. Environmental research. 2019; 175:274-86
Changes in the immune system function	Piszczek P, Wójcik-Piotrowicz K, Gil K, Kaszuba-Zwoińska J. Immunity and electromagnetic fields. Environ Res. 2021; 200:111505.

As documented in Table 1, exposure to non-ionizing electromagnetic fields can harm a variety of organs and body systems, highlighting the urgency of a public-health-focused reassessment of existing exposure limits for radiofrequency radiation. Further, exposure to non-ionizing electromagnetic fields during pregnancy has been associated with an

increased risk of miscarriage (Li et al., 2017)[19] and an increased frequency of hyperactivity and inattention during early childhood (Birks et al., 2017).[20]

In conclusion, the Environmental Working Group urges the FCC to open its record for a more comprehensive evaluation of radiofrequency radiation and update its standard to ensure the safety of wireless radiation devices for everyone, especially young children.

Submitted on behalf of the Environmental Working Group,

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[19] Li DK, Chen H, Ferber JR, Odouli R, Quesenberry C. Exposure to Magnetic Field Non-Ionizing Radiation and the Risk of Miscarriage: A Prospective Cohort Study. Sci Rep. 2017; 7(1):17541. https://doi.org/10.1038/s41598-017-16623-8

[20] Birks L, Guxens M, Papadopoulou E, Alexander J, Ballester F, Estarlich M, Gallastegi M, Ha M, Haugen M, Huss A, Kheifets L, Lim H, Olsen J, Santa-Marina L, Sudan M, Vermeulen R, Vrijkotte T, Cardis E, Vrijheid M. Maternal cell phone use during pregnancy and child behavioral problems in five birth cohorts. Environ Int. 2017; 104:122-131. https://doi.org/10.1016/j.envint.2017.03.024