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DIANNE FEINSTEIN
CALIFORNIA

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United States Senate

WASHINGTON, DC 20510-0504
http://feinstein.senate.gov

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Federal Communications Commission
Office of the Secretary

The Honorable Tom Wheeler
Chairman
Federal Communications Commission
445 12th Street, SW
Washington, D.C. 20554

Dear Chairman Wheeler:

I write to express concern about the impact that the Federal Communications Commission's (FCC) proposal to eliminate existing network non-duplication and syndication exclusivity rules may have on consumers.

As you know, network non-duplication rules were first promulgated by the FCC in 1965 and enable local broadcasters to protect their privately-negotiated exclusive rights to network content in their local areas. The syndication exclusivity rules, first adopted in 1972, provide similar protection with respect to syndicated content, such as game shows. As a recent Government Accountability Office (GAO) report noted, "FCC's exclusivity rules are part of a broader broadcasting industry legal and regulatory framework, including must carry, retransmission consent, and compulsory copyrights."

This GAO report also noted that eliminating the exclusivity rules could allow cable companies to "provide television stations from other markets to their subscribers," which "could reduce stations' investments in content, including local news and community-oriented content." I am concerned about the impact that eliminating these rules in isolation would have, especially for low-income communities that may rely solely on local stations for critical news, local programming, and updates in an emergency.

It also is important to consider the impact of eliminating these rules on the statutory copyright licenses for retransmission of broadcast content. This is an issue Congress recently has considered. In December 2014, Congress enacted the STELA Reauthorization Act, which requires a GAO study on these licenses and

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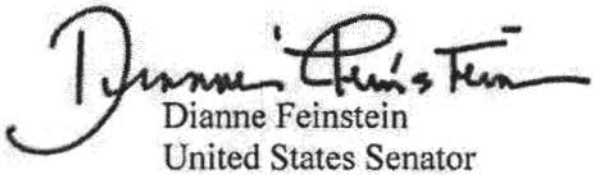
what changes in communications law and regulation would be needed if they were phased out. This GAO report is due in mid-2016, but it has not yet been completed.

In short, how television video content is distributed to the American people is a complex issue governed by several different legal parameters. Eliminating one longstanding element of that system may have unpredictable consequences that could end up harming consumers, particularly those who are low-income and rely on local stations for critical information. I therefore urge caution and careful review in proceeding down this road, and also urge the FCC to carefully review the GAO report due in mid-2016 before taking final action.

Sincerely,



Dianne Feinstein
United States Senator

CC: Commissioner Mignon Clyburn
Commissioner Jessica Rosenworcel
Commissioner Ajit Pai
Commissioner Michael O'Rielly

FEDERAL COMMUNICATIONS COMMISSION
WASHINGTON

OFFICE OF
THE CHAIRMAN

November 10, 2015

The Honorable Dianne Feinstein
United States Senate
331 Hart Senate Office Building
Washington, D.C. 20510

Dear Senator Feinstein:

Thank you for your recent correspondence regarding the impact that the Commission's proposal to eliminate existing non-duplication and syndication exclusivity rules will have on consumers. Your views will be entered into the record of both our ongoing retransmission consent and exclusivity proceedings.

Congress instructed the Commission in the Satellite Television Extension and Localism Act Reauthorization Act (STELAR) to open a proceeding to examine the "totality of circumstances" involved in retransmission consent negotiations. The purpose of this proceeding, which is ongoing at the Commission, is to examine both forces that act to drive up cable rates, as well as the ability of consumers to fairly access video programming. An integral part of any review of the retransmission consent regime is consideration of the Commission's exclusivity rules.

As you are aware, consumers are often the victims of retransmission disputes. Frequent press accounts have highlighted that the negotiations between broadcasters and cable operators over retransmission rights often result in program blackouts where cable consumers are denied the ability to see a particular channel until the dispute is resolved. The Commission's exclusivity rules serve to exacerbate this problem for consumers by prohibiting the importation of distant signals, as well as strengthen the position of broadcasters in retransmission disputes, thereby constituting a distortion of free market processes.

In the early days of the cable industry, cable companies often supplemented their programming with signals imported from distant broadcasters. Congress provided a compulsory copyright license for the programming carried on the distant signals with an important condition: that the signals and their constituent programming would only be covered by the compulsory license if the importation of the distant signals were consistent with FCC rules. This statutory provision, codified at 17 U.S.C. 111 and 119, is the reason that the FCC exclusivity rules have any relevance today.

A great deal has changed since the compulsory copyright law was enacted. Two things seem especially relevant: private contracts between and among programmers, networks, and broadcasters typically include exclusivity provisions; and, in 1992, Congress passed retransmission consent legislation giving broadcasters the right to negotiate with cable and DBS companies over the right to transmit their signals.

There are many who argue that retransmission fees drive up consumers' cable bills without any corresponding benefit. Indeed, some broadcasters have told Wall Street they expect continuing double digit increases in the retransmission fees they charge cable companies. These fees, of course, are ultimately paid by consumers.

An elimination of the exclusivity rules is unlikely to have an immediate effect on programmers, broadcasters, cable companies, or consumers. This is because, as noted, current broadcast program contracts and network affiliation agreements normally contain their own exclusivity provisions prohibiting a program from being imported into a market if it is being shown on a local broadcast station. In these circumstances, retaining the exclusivity provisions may well be redundant and a federal intrusion, without cause, into the marketplace.

Faith in the free market would suggest that government get out of the way, absent an indication of harm. Since the rules appear redundant to existing contractual provisions based on the record, their elimination would not be the trigger for such harm. However, the presence of the exclusivity rules prohibits the market from operating in a fair and efficient manner and aggravates the harm to consumers during retransmission consent disputes. Simply put, there is a possibility that the exclusivity rules protect broadcasters from the marketplace by substituting an anti-market government mandate and in the process contribute to high cable and DBS prices.

I appreciate your thoughtful input on this issue. I am sure it will continue to be discussed as we pursue Congress's mandate on retransmission consent negotiations.

Sincerely,

Tom Wheeler