# **TRANSCRIPT OF PROCEEDINGS**

IN THE MATTER OF: ) ) DETERMINATION OF RATES AND TERMS) Docket No. FOR DIGITAL PERFORMANCE OF SOUND) 19-CRB-0005-WR RECORDINGS AND MAKING OF ) (2021-2025) EPHEMERAL COPIES TO FACILITATE ) THOSE PERFORMANCES (WEB V) )

OPEN SESSIONS

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1 UNITED STATES COPYRIGHT ROYALTY JUDGES 2 The Library of Congress -----X 3 4 IN THE MATTER OF: ) 5 ) 6 DETERMINATION OF RATES AND TERMS) Docket No. 7 FOR DIGITAL PERFORMANCE OF SOUND) 19-CRB-0005-WR RECORDINGS AND MAKING OF ) (2021-2025) 8 9 EPHEMERAL COPIES TO FACILITATE ) 10 THOSE PERFORMANCES (WEB V) ) -----X 11 12 BEFORE: THE HONORABLE JESSE M. FEDER 13 THE HONORABLE DAVID R. STRICKLER 14 THE HONORABLE STEVE RUWE 15 16 Library of Congress 17 Madison Building 18 101 Independence Avenue, S.E. 19 Washington, D.C. November 19, 2020 20 21 10:30 a.m. EST 22 REMOTE HEARING 23 VOLUME XXI 24 25 Reported by: Karen Brynteson, RMR, CRR, FAPR

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1 PROCEEDINGS 2 (10:30 a.m. EST) 3 THE CLERK: It's 10:30. Let's raise the 4 curtain. 5 MR. SACK: The curtain is raised. 6 CHIEF JUDGE FEDER: Good morning. And 7 welcome. This is the day set down for closing arguments in Docket No. 19-CRB-005-WR, Determination 8 of Rates and Terms For Digital Performance of Sound 9 10 Recordings, and Making of Ephemeral Copies to 11 Facilitate Performances; in other words, Web V. This is the 21st and final day of this 12 13 hearing. We will be hearing from the parties in the 14 following order: SoundExchange won the coin toss; 15 and, in fact, we did toss a coin to determine this. They will proceed first, followed by Pandora, 16 17 SiriusXM, Google, NAB, the NRBNMLC. And then if 18 SoundExchange has remaining time out of their three hours and 45 minutes, they -- and has more to say, 19 20 they may proceed. 21 Following that, the Judges have reserved the

21 Following that, the Sudges have reserved the 22 right to seek additional oral argument, either on 23 their own volition, sua sponte, or for good cause 24 shown upon an oral motion of one of the parties. 25 We have seven and a half hours of closing

arguments scheduled. That's a lot to fit into one 1 We will be having a half-hour lunch break, 2 dav. instead of the usual hour. It will be either --3 4 depends on when SoundExchange finishes. It will 5 either be directly after SoundExchange's presentation 6 or after Pandora/SiriusXM's presentation, depending 7 on how much time SoundExchange chooses to reserve. So it's a very full day. Without further 8 ado, let's commence with the closing arguments. 9 10 Mr. Handzo, over to you. 11 CLOSING ARGUMENT BY COUNSEL FOR SOUNDEXCHANGE MR. HANDZO: Thank you, Judge Feder, Judges. 12 13 For the record, I'm David Handzo on behalf of 14 SoundExchange, the American Federation of Musicians, 15 SAG-AFTRA, A2IM, Sony Music Entertainment, Universal Music Group Recordings, Warner Music Group, 16 17 Jagjaguwar, and I'm going to be referring to that 18 group collectively as SoundExchange. One process point before I begin. It is my 19 20 understanding that all of the participants and 21 attendees who are in this proceeding are allowed to 2.2 see restricted information that is on the screen, so that when we go into restricted session, which I will 23 24 need to do sometimes, we will only need to cut off 25 the audio. We won't need to cut off the video frame.

1 So with that, I have to say at the outset 2 that it has been a long trial and a long year. 3 Fortunately, the trial is ending even if the year 4 seems like it never will.

5 I'm going to start with SoundExchange's rate 6 proposal, which you see here. SoundExchange is 7 seeking commercial service subscription rates for 8 2001 of .0031 per play, commercial ad-supported rates 9 for 2001 of .0028 per play with a CPI adjustment over 10 the years, and a minimum fee of a thousand dollars 11 per channel per year.

Now, I want to start this morning by taking a little bit of a look back at the Web IV decision and the market as it existed at that time. And I'm certainly aware that in these proceedings the Judges don't adjust rates. You set them anew. Even so, I think it's useful to look back and see how we got to where we are now.

Directionally, the changes in the market
since Web IV all point to higher rates for commercial
webcasting.

The first change is that opportunity cost has clearly risen for the record companies since the time of Web IV. Now, I don't recall from the Web IV record any real quantification of opportunity cost

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for ad-supported services, but I do recall that the survey evidence in that case suggested to the Judges that there was what the Judges characterized as a bi-modal chasm and that only a small part of the market, the downstream market, would be willing to pay for subscription services.

And, presumably, the thought at the time was
that since very few people who use ad-supported
services would have any willingness to pay for music,
the opportunity cost must be low.

11 And since then, we know that lots of consumers have, in fact, purchased subscriptions. 12 13 You see the -- just one indication of that here in 14 this bar chart. But there's obviously a lot more 15 willingness to pay for music and for subscriptions than was understood at the time of Web IV. Now we 16 17 know that lots of those people who are on 18 ad-supported services can be persuaded, with the right measures, to buy music. 19

Now, we'll argue later about how much
opportunity cost there is here and how to measure it.
But, surely, it's higher than it was at the time of
Web IV. And that points to higher royalties.
Second, since the time of Web IV, the
per-unit revenues for ad-supported services, in

particular, are up. In his written direct testimony, 1 2 Mr. Phillips from Pandora talks about how since Web 3 IV Pandora has achieved greater success in increasing 4 its revenues from its ad-supported service. And then 5 I -- I won't read the next part of the slide, which 6 is restricted, but you see testimony there about 7 another service and what's happened with its 8 revenues.

And a bargaining model would suggest that as 9 10 those per unit revenues go up, the parties would be splitting the surplus and, therefore, the effective 11 per-play rates would go up as well. And that's 12 13 consistent with the metrics that you see in the 14 marketplace agreements, which tend to be 15 percentage-of-revenue rates, which would drive up effective per-play rates as the revenue goes up. 16 17 So that too is another indicator that rates 18 should be going up in this case compared to Web IV. The third change is that the subscription 19 20 interactive market that served as a benchmark in Web 21 IV, and serves as a benchmark here, has changed in 22 ways that affect whether and to what degree there should be a competition adjustment for that 23 24 benchmark. 25

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Now, the Services will say no, there has

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been no change since Web IV. The majors were must-haves then and they're must-haves now. But you have to look at both the buyers and the sellers. And there can't really be any serious doubt that the subscription interactive services, especially Spotify and Apple, have substantially grown and become more important.

8 And there can't be any serious doubt that 9 their ability to influence market share directly or 10 indirectly has grown as well. And that clearly 11 increases their bargaining power and so we believe at 12 this point there would be no effective competition 13 adjustment necessary. Even if there was, it would 14 clearly be small.

And then another change since the time ofWeb IV.

17 JUDGE STRICKLER: Mr. Handzo, this is Judge 18 Strickler. How are you this morning, sir? MR. HANDZO: Good, thank you. 19 20 JUDGE STRICKLER: Question for you. You 21 said that there should be -- a moment ago, there 22 should be no effective competition adjustment, or if there is one, it clearly should be small. 23 24 If the Judges were of a mind to say that

25 the -- whatever -- whatever increased market power

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1 exists with regard to the -- the services, Apple and 2 Spotify, as -- as your argument goes, what would be 3 the appropriate effective competition adjustment, if 4 one is necessary?

5 MR. HANDZO: Let me just say, first of all, б Judge Strickler, that I'm hoping to persuade you that 7 your question is moot because there should be no adjustment. But we have proposed, and I will -- I 8 will get to this, but in the way that Professor 9 10 Shapiro makes his proposed adjustment, I think if you do it correctly, what you see would be an adjustment 11 something on the order of 2 percent. 12

13 Alternatively, I think Dr. Peterson uses the 14 Web IV adjustment as part of his approach, and our 15 belief is that if you were to use that evidence, we think it's stale, but if you were to use it, you 16 would then have to adjust that downward to account 17 18 for the changes in rates since the time of Web IV, and that would produce an adjustment of something 19 20 like 4 to 5 percent.

21 But I will get to this a little bit more. 22 JUDGE STRICKLER: I know you will. But just 23 while we're on the thread for a moment, the 24 adjustment -- the adjustment that I -- and correct me 25 if I'm wrong -- that you primarily rely on within the

interactive market to show that there's a 1 2 countervailing power on the part of Spotify and 3 perhaps Apple as well is the decrease in the rate 4 from 55 percent to 52 percent. 5 Now, if I remember correctly that -- I'm б sorry. Go ahead. 7 MR. HANDZO: I'm sorry. I don't mean to interrupt, but I believe that actually is restricted 8 9 information. So --10 JUDGE STRICKLER: Well, I was doing it off the top of my head, so I'm sure I'm wrong. 11 MR. HANDZO: I -- no doubt. In fact, I'll 12 13 confirm that. 14 JUDGE STRICKLER: Very good. So are you 15 saying that whatever the percentage is in the -- in any reductions in rates from the period in time you 16 17 rely on to the period -- to the start of the period 18 to the end of the period or to the new period, that 19 that percentage needs to be subtracted from the --20 the -- the effective competition adjustment that was 21 made in Web IV? 2.2 MR. HANDZO: Yes. That's one way to do it. It's not the only way, but it is one way. And I 23 24 think Mr. Orszag testified to that in his testimony, 25 that that was a way to look at it. Another way to

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look at it might be to look at a difference in rates between certain on-demand subscription services that we believe have the most market power and the others that we believe have less. That would result in actually a slightly even lower adjustment than what I'm proposing. Those would be two ways to look at it.

8 But, basically, yes, you're correct.

9 JUDGE STRICKLER: Thank you, Mr. Handzo.

MR. HANDZO: And just back to that same vein of what has changed in the market and the increase in market power of the subscription interactive services, these -- this slide, which is restricted, so I won't read anything, but does have what has happened to the rates since Web IV.

One more change in the market that I wanted to talk about, and that was that at the time of Web IV, the Judges reduced the ad-supported rate paid to the majors because the records suggested a lower rate for Indies. And so in Web IV, you blended those two and came up with a lower blended rate.

The evidence in this case, which, again, I'm just not going to -- I'm not going to read what's on the slide because it's restricted, but that's an issue that Mr. Orszag looked at, and we would argue

that based on the record in this case, no such 1 2 downward adjustment would be necessary, which, again, 3 would tend to raise the rates above what they were at 4 the time of Web IV. 5 So all of those factors, we think, 6 directionally point up. And now I want to get a 7 little bit more into the record to talk about exactly how and why and what we think it should be. 8 This is my -- my roadmap and where I'm going 9 10 to start. I'm going to start with subscription non-interactive services and go through the 11 benchmarking and then get to the bargaining models. 12 13 And then at the end, I will turn things over to my 14 colleague, Mr. Warren, who I assure you is 15 appropriately dressed today, so that he can deal with -- talk about the non-commercial religious 16 17 broadcasters. 18 CHIEF JUDGE FEDER: You mean he is wearing his Metallica T-shirt? 19 20 MR. HANDZO: I think we have it handy, if he 21 needs to change into it, yes. 2.2 JUDGE STRICKLER: I think he's free to wear it under his jacket and shirt and tie. 23 24 MR. HANDZO: I'll resist the temptation to 25 go any further in light of the time limitations. But

starting with subscription non-interactive services
 and the benchmarking for that, Mr. Orszag and
 Professor Shapiro both start their benchmarking
 exercise with subscription interactive services as
 their benchmark.

6 And both have to make adjustments for 7 interactivity, and both profess to apply the ratio 8 equivalency concepts, accepted by the Judges in Web 9 IV as a way to adjust for interactivity, at least in 10 part.

11 So I'm not going to talk about whether ratio 12 equivalency applies here, since the Judges found that 13 it did in Web IV for subscription markets, and no one 14 suggests that that has changed.

15 So there are three big-picture issues that I think we then need to address, which I've laid out on 16 the slide. But the first is have you applied ratio 17 equivalency? There actually is a dispute here. 18 The second is when you're looking at the benchmark 19 20 market, are you analyzing it based on all plans 21 authored by subscription interactive services or just 22 full-price plans? And then the third issue is the number of interactivity adjustments. Mr. Orszag has 23 24 one; Professor Shapiro has two.

25 So turning to that first question, how do we

apply ratio equivalency? Mr. Orszag calculated rates
 in a manner intended to result in the target services
 paying the same percentage of revenue as benchmark
 services.

5 Professor Shapiro and the services say 6 that's wrong and you really have to start with 7 per-play rates in the benchmark market and adjust 8 them.

9 And whether that results in the target 10 services paying the same ratio of revenue to royalty 11 in the benchmark -- as the benchmark services is 12 really not relevant to their approach.

The argument is that ratio equivalency means what it says. It's the ratio of revenue to royalty, and it's -- that ratio of revenue to royalty is predicted to be the same from the benchmark and the target markets. That's what the prior decisions say, starting with Web III.

In Web III, SoundExchange's expert in that case was Dr. Michael Pelcovits. The Judges described his approach saying that his approach was, quote, "it is reasonable to predict that the ratio of per-subscriber royalty fees to consumer subscription prices will be essentially the same in both the benchmark and target markets."

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1 So that language talks about a ratio. But a 2 percentage is just a way of expressing a ratio, so I 3 think it's basically saying the percentage should be 4 the same in both markets, and the Judges accepted 5 that approach. You had some concerns with Dr. 6 Pelcovits's data but not with the approach.

And then in Web IV, Professor Rubinfeld said 7 he was adopting Dr. Pelcovits's approach. 8 He testified, as the Judges recite in the decision, that 9 10 he calculated what the effective percentage of 11 revenue was in the benchmark market and then, you know, quoting the Judges, they said, "Thus, given 12 13 Dr. Rubinfeld's assumption that the ratios should be 14 equal in both markets, the per-play royalty rate for 15 the non-interactive service, D (i.e., the statutory rate) would also have to provide the record companies 16 with the same minimum percentage of revenue out of C 17 18 (the average monthly retail non-interactive subscription prices)." 19

20 So, again, I just don't see how you read 21 that language as saying anything other than, 22 regardless of whether the rates are paid on a 23 per-play basis or a per-subscriber basis or a 24 percentage-of-revenue basis, the effective royalty 25 paid in the target market should wind up being

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1 essentially the same percentage of revenue as the 2 percentage of revenue paid in the benchmark market. 3 JUDGE STRICKLER: Mr. -- Mr. Handzo -- Mr. 4 Handzo --

5 MR. HANDZO: Yes.

6 JUDGE STRICKLER: -- the first bullet point 7 you have up there on slide 11, you -- you quote us, 8 and the point is relating subscription revenues to 9 royalties in the interactive market and royalties in 10 the non-interactive market.

11 You would concede, would you not, that in Web IV, what we were dealing with in doing -- in 12 13 applying the ratio was a per-play rate that was 14 understood by the Judges to be the effective rate; 15 that is to say, that while there were various prongs in the interactive market, the prong that was 16 understood to be controlling in that market or 17 18 dominant -- although there is some dispute on that in 19 this record -- is the per-play rate, rather than 20 a percent of revenue rate? Would you acknowledge 21 that that was the factual backdrop as the Judges 2.2 understood it in Web IV?

23 MR. HANDZO: I think the factual backdrop at 24 that time was that per-play rates were the dominant 25 metric at the time, not percentage-of-revenue rates.

JUDGE STRICKLER: And -- and because of that 1 2 fact or assumption, whatever you would call it at the moment, that is, in fact, what the Judges did in Web 3 IV; they related subscription prices, the -- the 9.99 4 5 that was in the market retail at that time to the 6 per-play royalty rate in the -- in the benchmark 7 market to the 4.99, which was the retail price in the non-interactive target market, to -- to find or solve 8 9 for D, which was the denominator in the target 10 market.

II Isn't -- isn't that what was done in Web IV? MR. HANDZO: Yes, I believe that's correct, just one -- one nuance there, I think. I think you referred to effective per-play rates. What Professor Shapiro -- Professor Rubinfeld was using in Web IV was the headline per-play rates. But --

JUDGE STRICKLER: Well, is there any 17 18 difference on that? If it turns out, given the fact 19 or the assumption that it was the per-play headline 20 rate that controlled, it was both a per-play rate and 21 happened to be the effective rate. There was no need 22 to convert to get to the effective rate. It had -it -- it was the rate that everybody effectively and 23 24 explicitly paid if the per-play prong was the one 25 that applied, right?

MR. HANDZO: I -- I think that's right. 1 I'd 2 have to confess I'm not as conversant with the Web IV 3 record as I should be, but -- but, again, I think it is correct, Number 1, that Professor Rubinfeld used 4 5 headline per-play rates but it was the Judges understanding of the record that those headline 6 7 per-play rates were the governing metric, rather than 8 a per-sub or a percentage-of-revenue rate. And that's why in that case the approach was to adjust 9 10 the per-play rates, as you suggested. 11 JUDGE STRICKLER: Well, it seems --MR. HANDZO: Of course, the market has 12 13 changed now. 14 JUDGE STRICKLER: It seems to me -- because 15 this is a large issue in this case, a bone of contention between Mr. Orszag, certainly, and 16 Professor Shapiro, it seems to me that we never had 17 18 to deal with the issue of how to use an effective per-play rate in Web IV, if the effective -- excuse 19 me, an effective rate in Web IV, if the effective 20

21 rate turned out to have been or would have been the 22 percentage-of-revenue rate.

23 So it seems to me, and correct me if you 24 disagree, that it might be the case that your 25 argument is that there is a different -- it's not

that you're -- you're correctly applying or 1 2 incorrectly applying Web IV or that Professor Shapiro 3 is correctly or incorrectly applying Web IV; it's 4 that the facts have changed, that the prong that --5 that applies -- and I think your evidence suggests 6 that there would not -- there is not even a per-play 7 prong any longer in the market -- it's your point that we have a different factual situation here in 8 Web V, which is that we have to make a conversion to 9 10 the effective per-play rates and the true dispute is 11 how you go about making that conversion. And that's the true dispute between Professor Shapiro and Mr. 12 13 Orszaq.

14 Is that an accurate portrayal of your 15 position?

MR. HANDZO: I would say not exactly. I think it is certainly true that the facts on the ground have changed in the way that you described, but I don't think that really causes any problems with figuring out how to apply ratio equivalency.

21 And, for example, in Web III, I think what 22 Dr. Pelcovits was using was not per-play rates. It 23 was actually per-subscriber rates. So the -- the 24 underlying notion of ratio equivalency never actually 25 turned on which metric you were using. It was always

we can do the adjustments to get where we need to go
 based on the underlying concept.

And, actually, that may help lead me to my next slide, because I think that the reality is -and this, of course, is the equation that you used from Web IV -- it doesn't really matter how you get to the results of making the ratio of royalty to revenue in the target market match the ratio of revenue to royalty in the benchmark market.

Now, you -- the Judges offered this equation, but in the Web IV decision, you observed that it could be solved in a number of different ways. It doesn't matter which order you solve the equation. You said so in a -- in a footnote in Web IV.

So Mr. Orszag took the ratio of B -- of A 16 17 over B and multiplied it times C to solve the 18 equation. Mathematically, that works just fine, but 19 you can also do it Professor Shapiro's way as well, 20 which I think was to take the ratio of C and A and 21 multiply it times B. But they both solve the 22 equation in the same way. It just doesn't matter. And it also doesn't matter whether you use 23 24 per-play, per-sub, or percentage of revenue. Mr. 25 Orszag explained why, and I think we ran through this

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1 math in our proposed findings of fact.

2	If you're solving the equation the way Mr.
3	Orszag did, so A over B, you can use total revenue
4	for A over B and you get a certain ratio, you can use
5	revenue per play and revenue and royalty per play
6	for A over B and you get exactly the same ratio. It
7	just it doesn't matter which ones you use.
8	So I think fundamentally the concept is
9	you're going to wind up with the same ratio of
10	revenue to royalty in the two markets, but whether
11	you get there by per-play, per-sub, or percentage of
12	revenue does not actually really affect the
13	calculations.
14	JUDGE STRICKLER: Mr. Handzo, you're know no
14 15	JUDGE STRICKLER: Mr. Handzo, you're know no doubt correct in what you just said, but it leads me
	_
15	doubt correct in what you just said, but it leads me
15 16	doubt correct in what you just said, but it leads me to an important question. And I reviewed the the
15 16 17	doubt correct in what you just said, but it leads me to an important question. And I reviewed the the post-hearing submissions, and I'm not sure I I
15 16 17 18	doubt correct in what you just said, but it leads me to an important question. And I reviewed the the post-hearing submissions, and I'm not sure I I fully grasp your response to a claim that relates to
15 16 17 18 19	doubt correct in what you just said, but it leads me to an important question. And I reviewed the the post-hearing submissions, and I'm not sure I I fully grasp your response to a claim that relates to this made by the services.
15 16 17 18 19 20	doubt correct in what you just said, but it leads me to an important question. And I reviewed the the post-hearing submissions, and I'm not sure I I fully grasp your response to a claim that relates to this made by the services. And it's a claim made by Professor Shapiro.
15 16 17 18 19 20 21	<pre>doubt correct in what you just said, but it leads me to an important question. And I reviewed the the post-hearing submissions, and I'm not sure I I fully grasp your response to a claim that relates to this made by the services.</pre>
15 16 17 18 19 20 21 22	<pre>doubt correct in what you just said, but it leads me to an important question. And I reviewed the the post-hearing submissions, and I'm not sure I I fully grasp your response to a claim that relates to this made by the services.</pre>

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your numbers came out to be or whatever the 1 2 appropriate percentage calculation was, but because 3 SoundExchange decided for rational -- very rational and reasonable reasons that it wanted a per-play rate 4 5 rather than a percent-of-revenue rate, because there's a lot of problems in measuring revenue, 6 that's what made it such a rational and reasonable 7 thing to do, once you convert back to a per-play rate 8 based on the percent of revenue in the -- in the 9 10 benchmark market, that is the interactive market, the claim -- the claim by Professor Shapiro and the 11 services is there's no reason to believe that any 12 13 particular service in the non-interactive market 14 will, in fact, pay that percentage-of-revenue rate. 15 It depends on their -- the amount of revenue they It depends on the number of plays they have, 16 have. 17 which is obviously a necessary denominator to be able 18 to divide in to the -- to the royalty -- to the total royalties to get a per-play royalty. 19

20 So do you agree or disagree with -- with the 21 services' point that you, in fact, will not get a 22 ratio equivalency, that is to say, the same percent 23 of revenue, in the -- in the target market except 24 maybe by happenstance?

25 MR. HANDZO: Well, I think you'll get

actually a match between the per-play rate and the 1 2 percentage of revenue that we're pointing to for a 3 very, very, very large percentage of the market. I'm not going to say the number, because I think it is 4 5 restricted. But the way the math works -- and we 6 showed this in proposed findings of fact -- for 7 Pandora, you do get to that percentage using our proposed per-play rate. So for that really huge 8 9 segment of the market -- and actually when Mr. Orszag 10 did the calculations, he was using both Pandora and 11 iHeart.

So you really do get to it for the vast 12 13 majority. And then there's parts of the market where you actually wouldn't necessarily want to get exactly 14 15 there anyway, because, for example, with simulcasters -- and you addressed this issue in Web 16 17 IV -- simulcasters are using music less intensively. 18 And so there, because they are, you would have either had to have -- if you're using percentage 19 20 of revenue, you would have had to have a different 21 percentage of revenue to account for their less use 22 of music. But this way, using per-play, you account for it automatically because they pay less, they --23 24 they have fewer plays, so their royalties are -- are 25 lower and so it adjusts more or less automatically.

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But I think the -- the answer is I don't 1 2 think you're ever going to get a rate that works 3 exactly as it's supposed to for every single member 4 of the market, but this rate, as calculated by Mr. 5 Orszag, does actually get to the appropriate percentage of revenue for the very, very substantial 6 7 majority of the market. And we've demonstrated that 8 mathematically.

9 JUDGE STRICKLER: And -- and in that 10 mathematical demonstration, did it come out exactly 11 the same as the -- as the percent of revenue in the 12 benchmark interactive market?

MR. HANDZO: Yes, it came out -- I forget -but, you know, very, very, very close.

15 JUDGE STRICKLER: Thank you.

MR. HANDZO: So I said there were three 16 17 big-picture issues. Let me move on to the next one. 18 There we go. The second one, and the other point of dispute between Mr. Orszag and -- and Professor 19 20 Shapiro, is when you solve the ratio equivalency 21 equation, as Mr. Orszag does, to adjust for 22 interactivity, do you use, as -- as inputs for A and B in the benchmark market just the full-price 23 24 individual plans from the benchmark market or plans 25 including all discount plans?

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1 Mr. Orszag used only the full-price 2 individual plans in the benchmark subscription 3 interactive market. And the reason for that was that 4 the target market services, particularly Pandora, 5 really don't offer discount plans. So Mr. Orszag 6 felt that that was making an apples-to-apples 7 comparison.

But this is an example of where, I think, 8 9 under Mr. Orszag's approach to ratio equivalency, 10 which we believe is correct, it actually doesn't make a big difference whether you use the revenue and 11 royalty from full-price plans for A and B in the 12 13 benchmark market or the revenue and royalty for 14 all -- including all plans for A and B in the 15 benchmark market.

In fact, that ratio using all plans produces 16 17 a modestly higher percentage of revenue in the 18 benchmark market, compared to only using full-price plans as Mr. Orszag did, which means if you use all 19 20 plans, as Professor Shapiro says you should, Mr. 21 Orszag's rates go up a bit. And there's actually a 22 table that I'll show you in a little bit that -- that 23 does that.

24 So -- but there's a more critical point here 25 in terms of the dispute between Mr. Orszag and

Professor Shapiro. Let me just go back one, if I
 may, back to our equation.

3 Under the Shapiro approach, he starts by 4 calculating the effective per-play rate. So he's 5 using -- in the benchmark market. So he's using that 6 for B in this equation. And he's calculating that 7 using all plans, including discount plans in his benchmark market, rather than full-price plans. And 8 so the effective rate per play by doing that is much 9 10 lower than it would be if he was using full-price plans only. 11

No surprise. The effective per-play rate is lower when you include discount plans because if you have two, three, four, five, six people using a subscription but not two, three, four, five six times the revenue, you're going to get a lower effective per-play rate.

So, so far so good, but then Professor Shapiro adjusts that effective per-play rate B, using the ratio of A to C. But for A to C, he's using list prices for full-price individual plans, even though he includes discount plans when he calculates B. So for his effective per-play calculation,

24 he includes plays for people who don't pay full
25 price, and he adjusts those effective rates as though

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1 they all do pay full price.

2	Now, Professor Shapiro's response, as I
3	recall, was, well, that's a clean comparison using A
4	to C as full-price retail plans. But it really
5	isn't, because basically what that seems to assume is
6	that there's some universal value of interactivity,
7	all people and for all uses of interactive
8	interactivity by the services. And that's just
9	clearly not true.

10 And we know it's not true because the whole 11 point of discount plans is price discrimination. 12 Everyone says so, including Professor Shapiro. Price 13 discrimination, by definition, is lowering the price 14 to people with a lower willingness to pay.

15 So Professor Shapiro is looking at the value 16 of interactivity, based on only the subset of people 17 who have the highest willingness to pay for it, not 18 the value of interactivity based on the people who buy discount plans and who have shown that they value 19 20 that interactivity less. And he's doing that even 21 though he's calculating effective per-play rates 22 using plays that come at least, in part, from those discount plans and those people who are willing to 23 24 only pay less.

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25 So another one of Professor Shapiro's
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responses here is, well, gosh, we don't really know 1 2 how to calculate ARPU in the benchmark market. We 3 don't really know what ARPU is in the benchmark 4 market. Maybe none of this would make any difference, even if I used ARPU for -- doe discount 5 6 plans instead of list prices for full-price plans. 7 Maybe it doesn't matter.

The record companies are 8 That too is wrong. clear that when you calculate ARPU, they include the 9 10 number of users for each subscription. So a 14.99 family plan with three users would produce an ARPU of 11 \$5. 12

13 And although the services say there's no 14 ARPU information in the record for interactive 15 subscription services, that's not correct. The record company ARPU figures for subscription 16 17 interactive services appears in the written direct 18 testimony of Ms. Adadevoh and Mr. Piibe. And it's very simple math, as Mr. Orszag explained, to change 19 20 that from record company ARPU in service ARPU. You 21 just gross it up based on the percentage of revenue 22 that the record companies get.

And that produces ARPU figures in the 23 24 interactive subscription market, which -- I can't 25 tell from my notes whether this is restricted on are

not, so I won't say the numbers, but they're 1 2 considerably lower than the -- the retail prices. 3 JUDGE STRICKLER: This argument that you're 4 making at the moment --5 MR. HANDZO: And --6 JUDGE STRICKLER: This argument -- I'm 7 sorry, Mr. Handzo. This argument you're making at 8 the moment, this is the argument, just so I understand correctly, that the services have taken 9 10 issue with as we've -- with regard to admissibility, their argument being that this is something that Mr. 11 Orszag tried to present that wasn't in his direct or 12 13 rebuttal papers. And we ruled at the hearing, and 14 now -- on that issue, and I take it your position is 15 Mr. Orszag didn't need to do it because -- by creating a new analysis, because the analysis was 16 17 already self-evident in the -- in the record; is that 18 your argument? 19 MR. HANDZO: Basically, yes. I mean, two 20 things. Number 1, the services did not object to Mr. 21 Orszag testifying about the theory for why what

22 Professor Shapiro did was wrong.

And then he, Professor -- Mr. Orszag had
actually calculated ARPU. The services did
successfully object to that. But then Mr. Orszag did

testify without objection that there was another way to get there, which is the way I just described, which is the record company ARPU is in the record, always has been from the time of the filing of the written direct cases, and you can calculate it from that.

7 And he did testify to that without 8 objection. So the -- the way that I'm getting at it 9 now has not been objected to and is fairly in the 10 record. There's no evidentiary issue there.

11 JUDGE STRICKLER: Thank you.

MR. HANDZO: There's also, by the way, some 12 13 testimony from Dr. Leonard, who had an ARPU number 14 that he was quoting from an industry source, and that 15 also is in the record without objection. So from the record company ARPU, which you can calculate service 16 level ARPU, and an industry source cited by 17 18 Dr. Leonard, we can see that if you include discount 19 plans, the ARPU for the interactive subscription 20 services isn't the 9.99 that Professor Shapiro uses, 21 and you can see what it is there down at the bottom 2.2 of the slide.

If you compare that for ARPU for
non-interactive services, or C in the equation,
Professor Shapiro uses Napster, Pandora Plus and

Slacker for his value of C and it's 4.99. That's the
 list prices.

3 Now, we know from Pandora documents that 4 Pandora's ARPU -- again I am not going to say the 5 number; it's restricted, but you have it here on the 6 slide -- it's not a lot different. So not a lot 7 different from their list price. So if you basically took all of that 8 information, the Pandora ARPU, and then the ARPU 9 10 we've calculated for interactive subscription services, the ratio of -- that Professor Shapiro uses 11

12 to -- for his interactivity adjustment would be very 13 different and very much lower than what he, in fact, 14 used.

15 But, again, fundamentally it comes down to -- I mean, whether or not this ARPU information is 16 in the record, and it is, it's just a fundamental 17 18 error by Professor Shapiro of mixing and matching effective rates that he calculates using discount 19 20 plans with an interactivity adjustment not using 21 discount plans. 2.2 JUDGE STRICKLER: Am I correct --

23 MR. HANDZO: And it's just a fundamental24 problem.

25 JUDGE STRICKLER: Am I correct, Mr. Handzo,

that there was a problem -- I thought there was a 1 2 consensus on this -- there's a consensus on the fact that there is no consensus in the industry as to how 3 4 to calculate ARPU when you have a family plan, for 5 example, where you have multiple users and you have 6 to figure out, I guess the problem is, who is -- how 7 many users do you have? Is the user the -- the entire subscription or is the user each -- a separate 8 user for each person who is authorized under the 9 10 plan? Wasn't that a problem that -- that both sides seem to agree had not ripened into a consensus in the 11 12 industry?

MR. HANDZO: No, I don't think so. I don't think there is a consensus that there was no consensus. I think the testimony from the fact witnesses was clear about how these things are calculated. They testify about it in their written direct testimony. It's clear from how they calculate it in -- in their written testimony.

And I think also if you look at the industry sources that Dr. Leonard cites, it's clear, at least by implication, that the ARPU numbers that are being cited there are based on the number of users for each subscription plan, not the -- the number of subscriptions.

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JUDGE STRICKLER: I'm probably going to be mistaken here, but was it -- was the citation to Dr. Leonard's testimony a footnote that -- that cited to a Rolling Stone article?

5 MR. HANDZO: It was a footnote that cited to 6 an article, whether it was Rolling Stone or another 7 media source, I don't recall, but yes, you're 8 correct.

9 JUDGE STRICKLER: Thank you.

10 MR. HANDZO: I will just point out that it 11 was entirely consistent with the ARPU that we 12 calculated using the record company ARPU data, and 13 the whole point of Dr. Leonard's testimony was to 14 show that ARPU has been declining substantially for 15 non-interactive subscription services.

16 So let me just move on to the sort of third 17 big issue between Mr. Orszag and Professor Shapiro, 18 and that is, in addition to his first interactivity 19 adjustment, Professor Shapiro has a second one.

20 And his theory is that in calculating the 21 value of interactivity in part by using the list 22 prices for mid-tier services like Pandora Plus, he's 23 overestimated or perhaps underestimated the value of 24 interactivity.

25 So in his equation -- and I'm just going to

go back one more time, hopefully. Oops. There we 1 So in this equation for C, he's using list 2 qo. prices for Pandora Plus and Napster and others, and 3 4 he says, well, those services have some additional 5 non-statutory functionality, and so my C is too high, 6 which means my adjustment is too low, so I need to 7 adjust it down. And that's why he does his second interactivity adjustment. 8

The problem is that -- that that additional 9 10 functionality that he is talking about simply has no 11 impact on the price that he uses for his first interactivity adjustment, for C. So there's no need 12 13 to -- for any further adjustment. C, in Professor 14 Shapiro's equation, would be 4.99 per month, with or 15 without the non-statutory functionality. That's -that's, I think, a fact pretty clearly established in 16 17 the record. So that additional functionality just 18 didn't have any impact on the prices that he used for his calculations. 19

20 So two responses from Professor Shapiro. 21 The first is that, well, maybe Pandora would have 22 changed its price if it hadn't gotten this additional 23 functionality. You will recall that Pandora licensed 24 that additional functionality in 2016, 2017, and they 25 changed the name of the product from Pandora One to

Pandora Plus. But at the time, they didn't change 1 2 the price. It was 4.99 before they got the 3 additional functionality, and it remained 4.99 after. 4 So Professor Shapiro says: Well, okay, but 5 maybe they would have reduced the price if they 6 didn't get that additional functionality. But he 7 relies on Mr. Phillips from Pandora and Mr. Phillips's written testimony, which says no such 8 9 thing. So he just doesn't have that support for 10 that. It's the sheerest speculation. 11 The second response of Professor Shapiro is: 12 Well, Pandora paid more, so they must have been 13 paying for something. But he doesn't know what, 14 because he never asked Pandora, and Pandora never 15 said in the course of this hearing. So whether this additional functionality was intended to benefit 16 17 Pandora Plus or some other part of Pandora's digital 18 ecosystem, we don't really know. But Professor Shapiro opines that it was probably about growing the 19

20 number of subscribers.

Even if that were so -- and, again, we just don't really have any evidence that it was -- growing the number of subscribers wouldn't impact the royalty rates the way anyone calculates it. If you look at the way Mr. Orszag calculates the royalty rates, the

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1 way Professor Shapiro does for his benchmarking 2 analysis, or the way Professor Shapiro and Professor 3 Willig do for their models, the royalty rate is 4 driven by the revenue per subscriber or revenue per 5 play, but it has no -- it's not affected at all by 6 the number of subscribers.

So unless additional functionality affected
those per unit numbers, and it didn't, no further
adjustment is necessary.

10JUDGE STRICKLER: Well, Mr. Handzo --11MR. HANDZO: Let me see if I can --

JUDGE STRICKLER: Mr. Handzo, before you go 12 13 on, assuming the A in the ratio equivalency formula 14 is supposed to reflect retail revenue, if one were to 15 make that assumption, I think the argument that the services make relying on Professor Shapiro is that, 16 17 well, if you keep the price the same, 4.99 in the 18 retail market, but you add functionality to make it somewhat interactive, that you're going to increase 19 20 quantity, and revenue increases either through an 21 increase in price or through an increase in quantity 22 or some combination of both. So it, therefore, increases the overall revenue and, therefore, there's 23 24 more revenue for the -- for the royalty receiver, if 25 you will, to be able to share on a

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1 percentage-of-royalty basis.

2	I thought that was his argument. Assuming
3	that is his argument, that you agree that that's his
4	argument, how how do you respond to that?
5	MR. HANDZO: Well, if that's his argument
6	I'm not sure it is but if that's his argument,
7	it's wrong, and it's demonstrably wrong. And the
8	reason I can say it's demonstrably wrong is there was
9	an analysis by Pandora I'm not going to refer to
10	it by name; I think I'll be able to point it out in a
11	slide later but we went through in our proposed
12	findings of fact and used Pandora's own analysis to
13	show that that functionality was actually not adding
14	any value per play or per subscriber.
15	Whether or not it added more subscribers,
16	again, that's back to my prior point, more
17	subscribers doesn't change the royalty calculation
18	the way anybody does it. And we can show from
19	Pandora's own analysis that it does not change the
20	revenue per play or per subscriber. It just doesn't
21	change any of those per-unit economics that drive the
22	royalty rates.
23	So it's just a factually wrong argument, if
24	that is indeed Professor Shapiro's argument.
25	So let me see if I can get back to the

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the right place here. Okay. I think I'm in the
 right place.

Now, in addition to the interactivity adjustment for benchmarking, there's also a skips adjustment to be made to address the fact that the interactive services do not pay for skips and statutory services do.

And Professor Shapiro agrees that 8 Mr. Orszag's methodology for adjusting for 9 10 interactivity does, in fact, include by its nature a skips adjustment. And what we're looking at here is 11 Figure 4 from Professor Shapiro's written rebuttal 12 13 testimony where he has walked through this. And I'm 14 going to use it to show why Mr. Orszag's analysis has 15 a skips adjustment embedded in it, but it also nicely walks through Mr. Orszag's math. 16

17 And here's how the math works. You start in 18 -- let's start in the left-hand column using 19 Spotify's subscription undiscounted plans as a 20 benchmark, which is what Mr. Orszag does. The 21 percentage of revenue for interactive subscription at 22 the top is the -- essentially the result of the A over B part of the Web IV ratio equivalency equation 23 24 that I've now shown you about four times.

25 And C in the ratio equivalency equation is

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the total revenue line for the target services. So that's, I think, the line right after where it says "limited interactive subscription."

So you take those two and you solve for D, the total royalty, which we see there. And then you turn it into a per-play rate by dividing the total number of plays. That's the plays for all services line. And that gives you Mr. Orszag's per-play rate.

9 But because those total plays are 10 predominantly Pandora and Pandora's play count 11 includes skipped plays, that takes care of the skips 12 adjustment for Mr. Orszag, and Professor Shapiro 13 actually agrees with that. He agreed during his oral 14 testimony at trial.

So even though he shows, on -- towards the bottom of that slide, an additional skips adjustment, he actually now agrees that you would not apply that skips adjustment to Mr. Orszag's methodology here, that it would not be necessary; it would be double counting, in effect.

21 And so, as a result, for Spotify 22 undiscounted plans, the way Mr. Orszag does it, you 23 get -- again, I don't recall if this is restricted, 24 so I'll just direct you to the -- the number that 25 says royalty per play in the middle of the -- the

1 slide.

But then you can go over one column and look at the Spotify all plans numbers where Professor Shapiro does the same calculation using all plans, including discount plans, but using Mr. Orszag's methodology.

7 And, as I said earlier, because of 8 Mr. Orszag's approach to using ratio equivalency, 9 which we believe is correct, what happens is if you 10 use all plans, the rate actually goes up a little bit 11 because the percentage of revenue is a little higher.

12 So for Mr. Orszag, as long as he's right 13 about his approach to ratio equivalency, whether you 14 use all plans or full-price plans doesn't actually 15 make a great deal of difference. The real question 16 is who applied the ratio equivalency correctly.

Now, in this table, Professor Shapiro lists some additional adjustments at the bottom. We've already agreed that -- or he agreed, that the skips one is unnecessary in this analysis. I've already addressed the second interactivity adjustment, which he calls the limited -- limited interactivity adjustment.

24JUDGE STRICKLER: Before you leave that --25MR. HANDZO: And the bottom --

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JUDGE STRICKLER: Before we leave that one, Mr. Handzo, I'm sorry, there was another point I wanted to raise about that very point, the limited interactivity adjustment.

I thought what -- and i -- I would like to 5 б hear your response. I thought it was Professor 7 Shapiro -- Shapiro's point that the limited interactivity adjustment or the value of -- of the 8 limited interactivity, according to him, anyway, is 9 10 that it's a cleaner measure, a more direct, I think is the actual word he uses, a more direct measure of 11 interactivity when you distinguish between what the 12 13 statutory rate is for a non-interactive service, 14 which is -- a subscription, which is .0023, and the 15 higher number that I won't mention, because I assume it's confidential and restricted, the higher amount 16 that -- that Pandora paid to be able to get access to 17 18 recordings for its limited interactive service.

And he said while -- while measuring interactivity at the retail level, which we did in Web IV and which you just discussed, is a -- an indirect proxy for the value of interactivity, a more direct measure is the difference between what Pandora actually paid to be able to have that limited interactivity in terms of royalties, minus the amount

that it otherwise would have paid if it didn't have 1 2 that interactivity, which is the statutory rate. 3 Can you reply to that? 4 MR. HANDZO: Sure. I think you are 5 correctly articulating his argument, but then in a 6 different part of -- of his examination, I know when 7 I cross-examined him, he agreed that the services demand for interactivity -- interactive functionality 8 is a derived demand. And it's derived from the 9 10 demand for that functionality in the downstream 11 market.

12 And so in order to figure out what the 13 functionality is worth, if it's a derived demand that 14 he agrees that it is, then you need to look at the 15 demand and what people are willing to pay in the 16 downstream market, which is precisely what he's not 17 doing with this limited interactivity adjustment.

And as for his notion that it's somehow 18 cleaner, it's really not, because it gets you into 19 20 questions of: Well, you have to figure out why did 21 Pandora agree to -- to do this? And what benefit 22 were they trying to get? And maybe they weren't trying to get a benefit for this particular service. 23 24 Maybe it was really more related to some other part 25 of their business, or maybe it was related to perhaps

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buying a little bit more market share, which wouldn't actually affect the royalty rates for the reasons I just discussed.

So it's really not clean at all. You kind 4 5 of start to have to get into, well, why did they do 6 it? What was the point? What were they getting out of it? None of which is in the record here. Whereas 7 the really clean way to do it is it's a derived 8 demand. Professor Shapiro agrees that it's a derived 9 10 demand. So let's look at the value in the downstream market and we're not seeing any value in the 11 12 downstream market.

So there is no reason to do this additional adjustment.

15 JUDGE STRICKLER: Thank you.

MR. HANDZO: So that -- that takes me to the bottom of this slide, effective competition, and that's -- that's a long conversation. So I'm going to get to that a little later.

With that, I'm going to switch to ad-supported services. And we have all three economists, Mr. Orszag, Professor Shapiro, Dr. Peterson, used Spotify's ad-supported -- Spotify as a benchmark, Spotify's interactive service, with

25 the obvious difference that Professor Shapiro and Dr.

Peterson use Spotify's ad-supported service and Mr.
 Orszag uses Spotify's subscription service. But,
 again, that's not actually a particularly key issue,
 even though we all spill a lot of ink on it. And
 I'll come back to that issue, but that is not where I
 want to start.

Again, the issue is how do you adjust for interactivity using ratio equivalency and how? So I do want to kind of start with whether you adjust using the ratio equivalency concepts from Web IV, and I don't think you should conflate whether and how.

12 The Judges in Web IV established the 13 conditions for when ratio equivalency will apply. 14 And the services argue that it does not apply when a 15 subscription service is used as a benchmark for an 16 ad-supported service. And we've addressed that at 17 considerable length in our reply findings, so I'm not 18 going to repeat it here.

But it doesn't really matter. I don't think there's any serious argument that ratio equivalency would not apply when ad-supported service is a benchmark for an ad- -- ad-supported target service. I think Professor Shapiro implicitly assumed that it does, because his adjustment in his written testimony essentially involved ratio equivalency

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because he was using his adjustment from the subscription market, which was based on ratio equivalency.

But as well, I mean, I think, there's no 4 5 difference between the ad-supported services, б Spotify, and the target services, in terms of 7 functionality, except for interactivity. And, of course, that's what we're adjusting for using ratio 8 equivalency. But there's no other material 9 10 difference. There's no difference in the way they're 11 used.

And willingness to pay is consumers are -are -- is based on willingness of consumers to listen to ads and advertisers willing to pay for it. So there's really no reason to think there's any difference in willingness to pay between the benchmark and target markets, if you're using ad-supported.

And so in Web IV, where there was no difference except interactive functionality between the benchmark and target markets, the Judges accepted that the requirements for ratio equivalency were -were met.

24 So with that, we get to the question of how 25 to apply it. And with Mr. Orszag, it's -- it's

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essentially the same as before. It's the ratio of revenue to royalty in the subscription interactive market, but then Mr. Orszag applies that to the revenue in the ad-supported non-interactive market, and divided by the number of plays for the ad-supported non-interactive market.

7 And by doing it that way, he takes into 8 account the lower willingness to pay in the 9 ad-supported market. And that's what distinguishes 10 him from Professor Rubinfeld's approach, which the 11 Judges rejected in -- in Web IV.

But a key point here is that if you think 12 13 Mr. Orszag was wrong to use the subscription market 14 as a benchmark and that he should have used the 15 ad-supported Spotify service as a benchmark, then it actually doesn't make very much difference because --16 17 and I won't read the numbers -- but at the bottom of 18 the slide, you see the percentage of revenue paid by Spotify for its subscription service versus its 19 20 ad-supported service, and the reality is it wouldn't 21 make a lot of difference to Mr. Orszag's analysis 22 which one you used. And I will show you that later. Now, that's how Mr. Orszag did it. With 23 24 respect to Professor Shapiro's adjustments for 25 interactivity for the ad-supported market, Professor

Shapiro didn't actually determine the value of
 interactivity for the ad-supported market. He
 determined the value of interactivity for the
 subscription market and then assumed that
 interactivity had the same value for ad-supported
 services.

7 And he agrees, I think, in his testimony, 8 that he used subscription as a proxy for ad-supported 9 services. He really has no basis to do that. The 10 demand for interactivity and, more generally, for 11 music in the upstream market is a derived demand, as 12 I talked about before, derived from the downstream 13 market.

For subscription, that derived demand in the downstream market is represented by the subscription prices paid by consumers. For ad-supported in the downstream market, the services are monetized by a combination of users willing to listen to ads and advertisers willing to pay for them.

20 And those two things are very different. 21 The subscription, you know, demand in the downstream 22 market is very different from the demand evidenced by 23 willingness to listen to ads and willingness of 24 advertisers to pay for it, which is why Mr. Orszag in 25 his analysis uses the revenue in the ad-supported

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market for his analysis, but Professor Shapiro does
 not.

3 JUDGE STRICKLER: Mr. Handzo --4 MR. HANDZO: So --

JUDGE STRICKLER: Mr. Handzo, just to sort 5 of clean this up a bit, I -- I appreciate the point 6 7 you're making and it was made at the hearing, that the value in the downstream market is -- is indicated 8 by two things. One is the tolerance of listeners to 9 10 listen to advertising, which we can't really put a direct monetary basis on it. We don't even know for 11 sure that it's a bad thing because the very fact that 12 13 advertisers are willing to pay means there's some 14 value, consumers are getting some value out of the 15 advertising.

So when -- when Mr. Orszag does his equivalency, he's -- he's really using not whatever value one could try to put on the disaffection of listeners for ads; he's using the -- the advertising revenue and comparing the advertising revenue, in essence, between the two markets, interactive and non-interactive. Isn't that correct?

23 MR. HANDZO: Yes. He is using the 24 advertising revenue. And I think you're correct that 25 the advertising revenue is a function of two things.

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It's a function of willingness of consumers to listen
 to ads and a function of the willingness of
 advertisers to pay for them.

JUDGE STRICKLER: Well, you -- you may -you may well be right about that, but it seems to me that what -- what -- the important point, and correct me if I'm wrong, that you're making here is that you therefore don't make an interactivity adjustment if all you're doing is looking at how much advertisers are willing to pay.

MR. HANDZO: Well, no, I think you actually would be making an interactivity adjustments because, let's say hypothetically, that if you compare the benchmark and the target markets and what you find is that interactivity is causing users to be more engaged with the service and listen to more ads, and so that's going to increase your advertising revenue.

18 Or if you found -- nobody actually thinks this is right, but if you found that advertisers were 19 20 more willing to pay for ads on a service that is 21 interactive because maybe they're just getting to a 22 different market where they have more, you know, information about that market or the people who are 23 24 listening, so they're willing to pay more for ads, so 25 you can have situations where interactivity actually

1 does increase the advertising revenue because people 2 will listen to more ads or advertisers will pay for 3 it.

4 So there -- there can be an interactivity 5 adjustment that reflects the value of interactivity 6 in the downstream markets for an interactive service 7 that's ad-supported versus a non-interactive service 8 that's ad-supported.

9 Now, in this case, as I'm going to get to, 10 you're not really seeing that value. But, 11 conceptually, you certainly could see it. You 12 certainly can imagine a world in which users are much 13 more willing to tolerate ads because they really 14 value the -- the service and the interactivity that 15 it provides.

16 So it -- I think it is not correct to say 17 this means there's no interactivity adjustment. I 18 would disagree with that.

But, actually, again, you're -- you're generally one step ahead of me, Judge Strickler, in terms of the slides that I'm about to get to. So, you know, this slide, which, again, frankly, I'm not quite sure why it's restricted, but I won't read what's in it.

25 But these were the sort of propositions that

I put to Professor Shapiro on cross, with respect to how you value interactivity and how it's valued in the downstream market and -- and whether it's a derived demand and how you look at willingness to pay.

6 And he agreed with all of those 7 propositions. So given that, and I'll just give you 8 a minute to -- to look through it, since I can't read 9 it out loud and my next slide will kind of turn on 10 it, but basically he's agreeing that ad-supported 11 service, willingness to pay is derived from selling 12 ads.

13 So let me just, with that, look at the 14 implications of that. If we're looking at 15 interactive service versus non-interactive service, both ad-supported, are we really seeing in the data 16 17 whether -- that there's any difference in the value, 18 is interactivity adding any value here in the downstream market? And the answer is it really is 19 20 not.

It's not adding revenue per play, no surprise, because, Dr. Leonard says, and I think everybody agrees, advertisers aren't likely to be willing to pay more for interactivity. But it also appears to be the case that consumers are not willing

1 to listen to more ads either.

2	And I don't have this in the slides but, you
3	know, in his cross-examination and this is in the
4	proposed findings of fact Professor Shapiro agreed
5	that, given he agrees that it's that there's a
6	derived demand for the interactivity, it's derived
7	from value in the downstream market, he agreed that
8	it would be reasonable to look at that derived demand
9	by evaluating revenue per play and by evaluating ARPU
10	and comparing the two.
11	So, again, I think we have that whole quote
12	in our proposed findings of fact. I don't have it
13	here, but he did agree. And when you look at them,
14	what you see is that interactivity is just not adding
15	any value or much value in the downstream market for
16	ad-supported service.
17	So that's why we think Professor Shapiro is
18	totally wrong to just assume that the value of
19	interactivity is the same between a subscription
20	market and an ad-supported market. It's not just
21	not.

That takes me to Dr. Peterson, who makes no pretense in his interactivity adjustment of -- of using ratio equivalency. He adjusts by the difference between the statutory rate and the direct

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1 license rate for licenses that have some

2 non-statutory functionality.

3 That's divorced from value in the downstream market. There's -- he's made no showing that it 4 5 raises revenue at all; that is, that additional 6 functionality does. Pandora is not getting any value 7 in the downstream market. And we've analyzed their internal documents, which we refer to in the 8 restricted -- the grayed-out part of this slide, and 9 10 we know that there's just not any additional value 11 there.

Professor -- or Dr. Peterson tried in his 12 13 written direct testimony to argue that the additional 14 functionality that Pandora licensed actually did 15 allow them to sell additional video ads and raise their revenue per -- per play, but it turns out on 16 cross he had to agree that he couldn't show that 17 18 because actually Pandora was selling those video ads long before it got this functionality. 19

The reality is, I think, if you look at -and this goes back, Judge Strickler, perhaps, to a question you asked earlier in a different context -why is it that Pandora licensed the additional functionality? It doesn't provide -- its licenses don't provide any greater functionality generally for

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the ad-supported services, not more skips, not more replays, not caching. The interactivity relates only to their Premium Access service. Otherwise, as Mr. Phillips says, Pandora's ad-supported service is fundamentally the same product as it was at the time of Web IV.

7 So they're only using that additional 8 functionality that they have licensed for Premium 9 Access sessions. And as the services say in their 10 reply findings of fact, those premium access sessions 11 fall outside the scope of the statutory license, 12 which is kind of our point.

13 Whatever the value of that additional 14 functionality under the direct license was, it 15 relates to a different part of the business. It's not aimed at growing or monetizing the ad-supported 16 service. It's money that Pandora is paying for 17 18 premium -- the money that Pandora is paying for Premium Access, it's money it's paying to help a 19 20 different part of its digital ecosystem, not money 21 intended to help this ad-supported part of its 22 digital system, digital ecosystem, which is what we're setting the rates for. 23

24 So with that, let me turn to a couple of the 25 services' objections to Mr. Orszag's interactivity

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analysis. First thing is they say you can't take the 1 ratio of revenue to royalty in the benchmark market, as Mr. Orszag does, using Pandora's ad-supported service because Pandora is not a good proxy.

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5 To be clear, Mr. Orszag used both Pandora 6 and iHeart. But it is true that Pandora dominates. 7 And it is also true, however, that Professor Shapiro also used Pandora as his proxy for the market, as did 8 Professor Willig when they did their modeling. 9

10 And none of the services' economists were able to articulate what a good proxy would be if 11 Pandora is not. Google, Dr. Peterson kind of 12 13 shrugged and said, well, he doesn't know if Google 14 would be a good proxy. Any other service? Dr. 15 Peterson can't think of one. Dr. Peterson said, well, there's 3400 webcasters out there, and he 16 17 vaguely talked about finding their central tendencies 18 in the market, as though the statute requires the Judges to set a rate not for willing -- willing 19 20 buyers and willing sellers, but for the central 21 tendencies of buyers.

2.2 We have a -- we're dealing with a willing buyer/willing seller standard here, and it seems odd 23 to suggest that the sellers would set a rate lower 24 25 than what the biggest buyer with a very large

percentage of the market would pay. There's no
suggestion that the record companies could price
discriminate here. Obviously, you can't under the
statutory license. So there's no reason to think
that the record companies would choose to price down
for the small part of the market that's not
represented by Pandora.

8 One thing I just -- I'm just going to touch 9 on this because it comes back to something, Judge 10 Strickler, that you were talking about a little bit 11 before, you know, is there -- is there an 12 interactivity adjustment for ad-supported services? 13 And I think my answer is yes, there is.

14 But if you look at value in the downstream 15 market, that adjustment is going to be extremely small, if -- if anything. And I would -- for support 16 17 for that, I would actually point you to the --18 Google's proposed findings of fact. In particular, Google's proposed findings of fact at paragraph 30. 19 20 And what they said is, "the value of interactivity 21 stems from a service's ability to earn more revenue 22 in the downstream market and the greater risk of cannibalization experienced by the record company." 23 24 So if we look at Spotify, its rates are 25 relatively low because of its promotional value; in

other words, the record companies don't see the opportunity cost or cannibalization risk there. So that reason for having higher interactive rates, as articulated by Google, doesn't really exist for Spotify.

And then to the other part of the equation, Google says, well, the value of interactivity also stems from the services' ability to earn more revenue in the downstream market.

10 Well, that's exactly what we're looking at. 11 We looked at that. We looked at ARPU. We looked at 12 revenue per play. And we're not seeing that 13 interactivity is increasing the services' ability to 14 earn more revenue in the downstream market.

15 So the reasons that Google gave, which we 16 agree with, for why interactivity might be valuable, 17 don't -- aren't met here when we're using Spotify as 18 the benchmark market.

So I talked through interactivity, and I
think I'm running behind on time, right Andrew? Yes,
I am, okay. So I'm going to try and skip a few
things here.

But one of the obvious questions here is, circling back to the question of which interactive service benchmark are we going to use, subscription Spotify or ad-supported Spotify, you know, the issue
 with a benchmark is always, as Mr. Orszag explained,
 benchmarks are almost always different from the
 target market. So you have to adjust.

5 And one of Mr. Orszag's concerns about 6 Spotify ad-supported as a benchmark was it is viewed 7 by the record companies as being very promotional. 8 And so if you're going to use it, you'd have to 9 adjust.

10 But as the case developed, you had all this 11 testimony about how Spotify is uniquely good at upselling, and then you sort of had a back and forth 12 13 with Professor Shapiro and Mr. Orszag in which 14 Professor Shapiro -- Mr. Orszag essentially proposed a way to adjust for that, and Professor Shapiro 15 appeared to agree with it. And so the adjustment was 16 17 if you want to use Spotify's free service, 18 ad-supported service as benchmark, you're going to have to adjust the effective rates up by about 19 20 14 percent.

Now, not a complete solution from Mr. Orszag's perspective because there are other aspects of the contractual agreement that that doesn't account for, but there was at least agreement to that degree.

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Now, Dr. Peterson is not --1 2 JUDGE STRICKLER: Mr. Handzo, can you go 3 back one slide for a second, please? 4 MR. HANDZO: Sure. Thank you. The number 5 JUDGE STRICKLER: б that's grayed out there, so I won't say it, is that 7 after making the 14 percent adjustment or without the 14 percent adjustment? 8 9 MR. HANDZO: That is after making the 10 14 percent adjustment. 11 JUDGE STRICKLER: After. Thank you. MR. HANDZO: So it's -- right. 12 13 So one of the arguments from Dr. Peterson 14 is, well, we shouldn't really adjust the Spotify 15 benchmark up because it's promotional because, gosh, you know, all services should be promotional. 16 They 17 all should have an incentive to upsell. 18 The problem is twofold. First of all, not all webcasters have premium tiers to upsell to. 19 20 Simulcasters, for example, do not. But there's --21 Dr. Peterson said there's 3400 webcasters out there, 22 and I'm pretty sure that about 3390 of them don't have premium services to upsell to. But even those 23 24 that do, don't do what Spotify does. They're just 25 not as good at it. And even Mr. Phillips from

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Pandora said, you know, we're not very good at this
 upselling thing.

And -- and a service like Pandora may have very different incentives because Spotify is willing to degrade its ad-supported service by increasing ad load over time. Pandora, not so much.

Pandora's focus is its ad-supported service.
That's its flagship service. That's what it says.
It's not going to degrade that service in order to
move people you will the funnel; whereas Spotify is
willing to do it because, for Spotify, the
subscription is much more important.

13 So the incentives are actually not the same 14 even for the services that may have a premium tier to upsell to. Certainly, we know that they don't all 15 achieve the same success, and the record companies 16 17 aren't really interested in good intentions; they're 18 interested in results. They get them from Spotify. 19 They don't get them from anyone else. So you 20 wouldn't get that kind of discount for anyone else.

21 And then the last thing is that we're 22 setting a statutory rate for statutory services. 23 Nothing in the statute requires a service to have a 24 subscription interactive tier to upsell to. Nothing 25 in the regulations would impose the contractual

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1 provisions that Spotify has agreed to.

2 So we shouldn't set a rate that has a 3 promotional discount built into it for statutory 4 services that don't have to promote.

5 So with that, I do want to, at long last, 6 get to the issue of effective competition. How far 7 behind am I? Twelve minutes. All right. I somehow 8 have to make up 12 minutes here. Not going to be 9 easy to do in effective competition, but let me try.

10 The big picture in -- since Web IV, the 11 interactive services, Spotify and Apple, have greatly 12 increased in market power. Now, the services focus 13 on the major theme must-haves, but we think you have 14 to look at the offsetting market power of the buyers. 15 And I think the Judges have recognized that in prior 16 cases, like Web II and SDARS III.

17 So before I leap into the facts, I do want 18 to dispose of some red-herrings. And I've a number 19 of slides and I'll probably skip some in the interest 20 of time, but this one, I don't want to skip.

You know, the services seem to suggest that you don't have -- even if this -- the service can affect market share, that's not going to affect the negotiated prices unless you're actually seeing the record companies offering lower rates in return for

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1 higher market share.

And that's just not what is required here. The Judges said so a number of times in Web IV. You don't need to have an offer from the record company. You can have a threat by the service that does just the same thing.

You don't actually have to have the service altering anybody's market share. Again, just the threat can produce lower rates, the threat to steer. You don't actually have to see anybody's market share changing. In fact, in equilibrium, the expectation is that everyone will wind up back at their original market share or at the same market share.

14 So the notion that we have to see some 15 offers from the record companies seeking greater 16 market share or that we have to see market share 17 actually change simply isn't true. All you need to 18 see is the threats from the -- the service.

19 Then the next red-herring, I do need to talk 20 about this as well is, well, the record companies can 21 snuff out steering-based competition with 22 antidiscrimination clauses. And that's really not 23 correct for a number of reasons.

Oh, I'm sorry. I am reminded that for -- atthis part of the argument, I should go into

1 restricted session. Thank you, Andrew. 2 CHIEF JUDGE FEDER: Okay. We will now go 3 into restricted session. Will the host please cut 4 off the public feed. 5 MR. SACK: Your Honor, please stand by. We б are beginning to clear the room now. 7 If you're an attendee in the Zoom meeting who is not allowed to attend restricted session, 8 please leave the session by clicking the red leave 9 10 button on the bottom right-hand side of your screen 11 or click the "X" on the top right-hand side. 12 Your counsel will inform you when you're 13 allowed to return to the proceeding. 14 Please stand by, Your Honors and counsel, 15 while we work to clear the room. (Whereupon, the hearing proceeded in 16 17 confidential session.) 18 19 20 21 2.2

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1 ΟΡΕΝ SESSION 2 CHIEF JUDGE FEDER: Okay. As soon as the 3 host reopens the public feed, we can begin. Mr. 4 Sack? 5 MR. TOTH: The public feed is live, Your 6 Honor. 7 CHIEF JUDGE FEDER: Thank you, Mr. Toth. We 8 are back in public session. 9 You may proceed, Mr. Handzo. 10 MR. HANDZO: Thank you, Your Honor. 11 In addition to the benchmarking approach 12 offered by Mr. Orszag, we, of course, have a modeling, bargaining model and opportunity cost 13 approach offered by Professor Willig. And the rates 14 15 that result from Professor Willig's analysis 16 are .0029 per-play for ad-supported, .0030 for 17 subscription. 18 Now, the obvious place to start in talking 19 about this topic is which bargaining models to use, 20 Shapley or Nash-in-Nash. I think everyone agrees that it doesn't actually matter a great deal which of 21 22 those two models you use, if the majors are 23 must-haves for statutory services, in that case, the two models produce very similar results. And I think 24 Professor Willig's written direct testimony shows you 25

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1 that.

But we do have three kind of big picture issues to talk about here. First, I think, is does the Shapley Value, as used by Professor Willig, produce results that are consistent with effective competition.

7 The second is, is Nash-in-Nash capable of 8 providing useful information, if you assume, as 9 Professor Shapiro does, that no major is a must-have, 10 but a successful service would need at least two 11 majors. And Professor Willig has explained why it 12 will not do so.

And then the third question is, is there any
role here for the late-arriving Myerson Value
concept. So let me start with Shapley.

I assume this is a picture of Lloyd Shapley, 16 17 though I never met the man. But Shapley was a model, 18 as you know, used by the Judges in the Phonorecords III case and it was chosen by Professor Willig here 19 20 as his primary model because, as he explained, its 21 virtue is that it produces fair results giving each 22 participant the value that it brings to the 23 enterprise.

And even if the majors are must-haves, it does not give them rates reflecting complementary

1 oligopoly power, and here's why.

The Shapley model, by its design and as used by Professor Willig, considers the outcomes of a wide variety of orderings of which players enter the bargain and when.

6 So if you have one service and three 7 must-have record companies, and you assume the 8 service and the record companies -- you assume that 9 the service and record companies A and B bargain. No 10 one brings any incremental value because they don't 11 have must-have record company C in the bargain.

12 So A and B get nothing incremental from the 13 proposed joint venture, nor does the service, because 14 you don't have a viable business.

15 Then record company C enters the bargain.
16 It is credited with a lot of incremental value
17 because there wasn't a viable service until it
18 arrived.

But in a different ordering, in a different ordering, you would have C entering the bargain before A and B, in which case it's C that gets nothing incremental from the proposed venture or, in yet a different ordering, you might have record companies A, B, and C in the bargain, but the service is not, in which case A, B, and C record companies

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1 get nothing incremental from the venture.

2 And then when the service enters the bargain 3 last, it's the one that now makes the business viable and is credited with creating the surplus value. 4 5 So by considering all of those different б orderings or arrivals in the bargain, each of the 7 participants might have holdout value in one ordering, but not holdout value in another ordering, 8 or really any incremental value at all in other 9 10 orderings. 11 So by averaging all of those out, the record 12 companies do not get the must-have value that they 13 would otherwise have even if they aren't must-haves. 14 I should say they wouldn't get the holdout value that 15 they might have if they were otherwise must-haves. And the service under this Shapley approach 16 17 has an equal opportunity to function as the must-have 18 that creates the valuable deal. Now, the Judges recognized this virtue of 19 20 Shapley in Phonorecords III. You see a quote here.

21 I won't bother to read it, but it has been recognized 22 before.

Now, the service, services' attacks on
Professor Willig's use of Shapley, one attack is
that, according to the service economists,

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particularly Professor Shapiro, Shapley permits
 collusion.

No, it doesn't, and Professor Willig has explained why. And I will try and do justice to his explanation. But in Shapley, each player brings an outside value, a value it can obtain on its own without a successful coalition.

8 And then there's the incremental value that 9 a player might get on top of that outside value if 10 there's a successful coalition, that is a successful 11 -- a coalition that has all of the must-haves in it. 12 So if party A is a must-have, and it arrives 13 at the bargain before party B, which is also a 14 must-have, then party A gets only its outside value

14 must-nave, then party A gets only its outside value 15 and not any incremental value.

And in this way there's no collusion and no holdout value for party A in this order. But the services say: Professor Willig's Shapley model with multiple sellers produces higher royalties than a model with record companies as a single entity with monopoly power.

That's not evidence of complementary oligopoly power built into Professor Willig's Shapley model. Basically all that is showing is having more players means the surplus available to be split gets

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divided in more ways and then, therefore, in smaller
 shares.

3 So if you have a surplus of X and two 4 must-have players, a service and the record company, 5 each player gets an equal share. So the service gets 6 half of X.

7 But if you have four players, a service and 8 three record companies, each of them a must-have, and 9 each of those four players gets an equal share, and 10 the service now only gets 25 of X and each record 11 company gets 25 percent of X.

12 Although, offsetting that, as Professor 13 Willig explained, what would happen in that situation 14 is the pie being split, likely winds up being larger 15 because these three record companies compete with 16 each other. And by competing with each other, they 17 are producing more value, more -- more sound 18 recordings, more valuable sound recordings.

19 So actually the enterprise as a whole 20 benefits from having the multiple record companies in 21 the bargain but it does mean that the surplus gets 22 split up in more ways and so you wind up with a 23 smaller share for each player.

24 The irony here is that Professor Shapiro, in 25 rebuttal, offers his Myerson Value, which in his

version actually does permit side deals or collusion.
 And we spell that out in some detail in paragraphs
 821 through 830 of our opening proposed findings of
 fact.

5 And we actually walk through the equations 6 that are in Professor Shapiro's Myerson Value 7 calculations.

8 And Professor Willig explained this in his 9 testimony at pages 3868 through 3876 -- and I can't 10 go through that in detail -- but Professor Willig 11 explained exactly why Professor Shapiro's Myerson 12 Value does permit that kind of collusion or side 13 deals.

14 Professor Shapiro says: Oh, no, my Myerson 15 Value doesn't permit bribes. But that's not the point. We're not saying or Professor Willig wasn't 16 17 saying that some bag of cash needs to pass. The 18 point is that in his -- in Professor Shapiro's Myerson Value, the record companies can adjust what 19 20 each receives and exchange value between them, 21 precisely what the services inaccurately accuse 22 Professor Willig's Shapley Value of doing.

23 So it doesn't have to be a bag of cash but 24 there is built into Professor Shapiro's Myerson Value 25 the potential for an exchange of value, that permits

collusion in his model, even though it doesn't exist
 in Professor Willig's Shapley Value.

3 So let me just turn then to Nash-in-Nash, 4 which is Professor Shapiro's principal model. And as 5 before, you get the same results as Shapley if the 6 majors are must-haves. And we believe the evidence 7 shows that they are for reasons that I'm going to get 8 to.

9 But consider the use of Nash-in-Nash, if the 10 record companies are not must-haves, because that's 11 how Professor Shapiro uses the model. And the 12 problem there is that Nash-in-Nash models a series of 13 bilateral negotiations, assuming that for each 14 negotiation all the other pairs have or will reach an 15 agreement.

16 So, in a sense, the record company that 17 Professor Shapiro is setting the rate for in his 18 Nash-in-Nash model effectively is always the last to 19 the bargaining table.

And because Professor Shapiro credits the LSEs as part of this analysis, the result of those two things being last to the bargaining table and using the LSEs means that the way Professor Shapiro models it, each label brings very little value to the -- to the service.

1 So while Professor Shapiro faults Professor 2 Willig for treating majors as entities that add 3 significant value, Professor Shapiro goes very much 4 to the opposite extreme and models them as 5 contributing very little value.

6 A related problem is that Nash-in-Nash 7 cannot address what would happen if a service needs 8 at least two majors, even if it doesn't need all 9 three.

10 If a service needs two majors, then the 11 failure to reach a deal with any one, even 12 temporarily, means the remaining two now are 13 must-haves for the service.

And that dynamic would inform the bargaining strategy of the majors, as well as the service. So the service would have an incentive to commit to a higher royalty to the major record company that is bargaining first in order to prevent a blackout that would then make the other two majors must-haves.

JUDGE STRICKLER: Mr. Handzo, wasn't it Professor Shapiro's point that you can't seek, in the model, you can't seek wins to negotiations, the negotiations are all deemed to occur simultaneously, such that none of the majors would know which one might ultimately be the odd man out?

MR. HANDZO: Well, I think that -- I don't 1 2 recall the testimony exactly. I think that may be what Professor Shapiro is -- is saying, but that's --3 4 I think that's highlighting one of the problems here, 5 is that he's modeling it in a way which, because of 6 the way the model works, every record company has to 7 assume that every other record company has reached an agreement, you can't model this dynamic that I'm 8 talking about now, which is the way the real world 9 10 would work.

In the real world obviously you're not going to have everybody sitting down at the table at the same time. In the real world, you will have sequential negotiations. And that's the dynamic that Nash-in-Nash can't capture.

So it's a complex bargaining dynamic that Nash-in-Nash simply can't deal with. Nash-in-Nash, as I think you were saying, models a hypothetical market which assumes that all other deals would not react to the class of negotiations between a service and one of the majors. That's what's built into the model's DNA.

23 So Nash-in-Nash cannot address the situation 24 that can occur in the real world where a service 25 needs two of the three majors, and the failure to

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1 reach an agreement with one will affect the

2 negotiations with the other. And in the real world,
3 those negotiations will happen sequentially. They're
4 not all going to happen --

5 JUDGE STRICKLER: That's -- that's a good --6 a good response, and it's a good response in the 7 terms of making a distinction between the real world 8 and the model, but it's a problem inherent in any 9 economic model in that it divorces from reality to 10 try to show something important in the market.

11 Couldn't you make the same argument with 12 regard to the Shapley Value model, that it is very 13 useful, but the idea that there are arrival orderings 14 is -- is -- is not realistic and there's these 15 multiple different arrival orderings?

16 That's not what happens in the market. 17 That's an artifact of the model. But the model, as 18 you point out, tells us something very useful even 19 though it's not realistic?

20 MR. HANDZO: Well -- I -- I really need 21 Professor Willig at the podium for that question, I 22 think, Judge Strickler, but I'll do my best.

I think the -- the virtue of Shapley,
though, is that it is not presuming any one order.
Precisely the virtue of Shapley is that it is

actually looking at a number of different orderings
 and then averaging them out, so that you're not
 assuming one particular order or another.

4 And to the extent that Shapley might not be 5 exactly what would happen in the marketplace, in some 6 ways that may be part of the reason for using Shapley 7 in this context, because I think part of Professor Willig's point was, by using Shapley, we're 8 eliminating any holdout value or at least, you know, 9 10 adjusting for it in a way that might not happen in 11 the market, but that's the value of Shapley in this context, is that we're using Shapley to model a 12 13 market that wouldn't have the effective competition 14 concerns that the Judges have with the real 15 marketplace.

So it actually winds up being a very nice compliment to what Mr. Orszag does, which is the benchmarking approach. And now we're looking at a model, the purpose of which is actually to model a world in which the record companies wouldn't be able to use their holdout value even if in the real world they might have it.

23 So hopefully that does address your -- your24 question.

25 JUDGE STRICKLER: Thank you.

MR. HANDZO: So I actually need to go into
 restricted session, I'm afraid, for the next couple
 of slides.

CHIEF JUDGE FEDER: For about how long?
MR. HANDZO: Probably about ten minutes.
CHIEF JUDGE FEDER: Okay. We will be going
into restricted session for about ten minutes. Will
the host please clear the room.

MR. SACK: Stand by. We are beginning to 9 10 clear the room now. If you're an attendee in the 11 Zoom meeting who is not allowed to attend restricted session, please leave the session by clicking the red 12 13 leave bottom at the bottom right-hand side of your 14 screen or click the X on the top right-hand side. 15 Your counsel will inform you when you are allowed to 16 return to the proceeding. 17 Please stand by, Your Honors, while we work 18 to clear the room. (Whereupon, the trial proceeded in 19 20 confidential session.) 21 2.2 23 24

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1OPEN SESSION2MR. SACK: Your Honor, the room is unlocked3and the feed is live.

CHIEF JUDGE FEDER: Thank you. We are back
in public session. You may proceed, Mr. Handzo.

6 MR. HANDZO: Thank you. So the next 7 question here is, if consumers know, are they going 8 to care that a non-interactive service has lost 9 content? And I think the answer is yes.

10 There's -- you have heard the experts 11 Professor Zauberman, Professor Tucker, Professor 12 Simonson talk about option value, vocalism, loss aversion, impact bias, I mean, there is a whole 13 14 social science vocabulary that has grown up around 15 these concepts that say consumers care about this 16 stuff. And consumers have choices. There is other 17 places they can go to.

18 So the LSEs simply can't tell us what 19 happens if consumers are told or learn through some 20 source that their service has lost significant 21 content. LSEs can't tell us that because the LSEs 22 were secret. But surveys can tell us that. 23 Now, first, Pandora's own survey expert, 24 Professor Hanssens, shows that 61 percent of

25 respondents said that they would reduce their

listening if some of their favorite artists and some
 new releases were missing. 61 percent is a little
 difficult to square with the findings of the LSEs,
 which say there is almost no effect by losing a major
 label's content.

Now, the services responds that, well,
Professor Hanssens told respondents to assume that
they were dissatisfied. Fair enough. So that's why
we ran Professor Simonson's modified Hanssens'
survey, replicates the Hanssens survey, but without
telling people that they are dissatisfied.

12 And the Simonson Survey yields results very 13 similar to Hanssens in that it, too, finds that close 14 to 60 percent of respondents would reduce their 15 listening.

Professor Simonson then went a step further to determine the percentage of plays lost. In other words, Professor Simonson determines how much those listeners would reduce their listening.

20 And you find overall a substantial 21 diminution in listening, about 35 percent.

Now, if you substitute those results for the
LSE results in Professor Shapiro's opportunity cost
analysis, it raises opportunity cost substantially.
Now, one small note that I should say

because it's not in the proposed findings, some of the services claim that the Simonson Survey excluded simulcast only listeners. That's actually not correct. Like Professor Hanssens, they had respondents who used iHeart TuneIn and Slacker, as well as Pandora, and those first three do have simulcast-only listeners.

8 But one last point here on this whether, you 9 know, consumers would find out from other sources and 10 would they care. Professor Shapiro says he adjusted 11 for that. But his adjustment was quite -- is really 12 literally plucked out of thin air. He adjusts by 13 using the upper end of the confidence interval for 14 the LSE results.

And there is just no basis to think that's a right or useful adjustment. The confidence intervals are just that. It's the range of possible values for the results of the experiment as it was run. It has nothing to do with fixing flaws in the experiment or addressing issues that the experiment did not test.

21 So the adjustment is simply not related in 22 any way to an empirical assessment of the effect of 23 letting users know about the loss of content. So 24 that's the second key problem.

25 And before I go any further, I do think it

is fair to ask, based on the results of the Simonson 1 2 modification of the Hanssens Survey, would Pandora survive a loss of 35 percent of its plays? 3 4 And Professor Willig testified that 5 35 percent loss could cause a service to fail and 6 that has the same implications as treating each 7 record company, each major record company as a must-have. But there is some reason to think that 8 would be particularly true for Pandora. 9 10 You know, what I am showing you is a slide from SiriusXM/Pandora's opening statement deck 11 showing the decline in monthly average users since 12 13 Web IV. 14 Now, pile a 35 percent decline in listening 15 or plays on top of that existing trend and you have a service that might well be in a death spiral. 16 Services do operate at a loss for periods of time but 17 18 usually that's only when they are growing. Pandora is not. 19 20 So let me just quickly go through some of 21 the other problems with the LSEs. Number 1, they 22 were run for a very short period of time, were trying to predict the impact of a permanent loss. 23 24 And even Dr. Reiley agrees that 25 extrapolating these results out over time reflects

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simply his best guess. And there is really no good
 reason to think that his guess was correct.

As Professor Tucker explained, there is a lot of Pandora users who don't use the service much, just a few hours a week. So for them the suppression is going to take a lot longer to detect, longer than this experiment ran.

8 But as Professor Tucker points out, those 9 are also the users who are least committed to the 10 service. So once enough time passes for them to 11 notice, they may join the millions of other users who 12 have left Pandora.

The ad load experiment that Dr. Reiley in part relied on in order to determine the long-term effect just isn't much help here. Hearing ads is simply not the same experience as hearing a different mix of music. It's a different form of degradation of the service and pretty immediately obvious.

19 The fourth problem is that the LSEs address 20 only current users, not potential future users. And 21 Professor Shapiro agreed that if Pandora lost the 22 content of a major label, Pandora would lose users 23 for two reasons: It would lose some current users, 24 but it would also lose some number of prospective 25 future users who would not sign up.

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And as I've said, Pandora is losing current users. And unless it can continue to add new users, it has got a big problem. The LSEs do not address how people who do not currently use Pandora, but might consider it in the future, would be impacted by the loss of major label content.

7 And Professor Shapiro agreed that the LSEs don't address that. This is not a small issue. 8 In the AT&T/Time Warner case where Professor Shapiro was 9 10 an expert witness, he acknowledged there that it was critical or crucial, his words, to model the impact 11 12 of going dark on prospective users, not just existing 13 users. Critical or crucial, those were his words.

14 The services may try and dismiss the AT&T 15 case on the grounds that it's somehow different. But it wasn't in any way that matters. If you go read 16 17 the decision, the government's claim there was that 18 if AT&T acquired Time Warner, it could withhold Time 19 Warner content from AT&T's competitors, which would 20 then drive the subscribers from those competitors to 21 ΑΤ&Τ.

22 So in that sense, the same issue there as 23 here. What's the impact of losing content? And 24 there Professor Shapiro said we need to know how many 25 current users will leave the service but it is

critical to know how many potential subscribers won't
 subscribe. Something the LSEs and the services did
 not test here.

Professor Shapiro says there's no reason to
think the loss of content affects potential new users
any differently than existing users. But he really
doesn't have any basis to say that, not empirical
evidence, not even really any economic theory.

And, in fact, he did agree on 9 10 cross-examination that existing users have the habit of using the service, and prospective users do not. 11 So in Professor Shapiro's words, there's an inertia 12 13 to leaving for existing users that doesn't apply to potential new users, which suggests that there would 14 15 be a larger impact on potential new users compared to existing users. 16

LSEs don't address it. Professor Shapiro
couldn't effectively adjust for it, even though it's
something that he said was critical.

Fifth problem. LSEs were not run on subscription services. Even though the LSEs were run only on ad-supported services, Professor Shapiro applies them uncritically and unadjusted to calculate opportunity cost for a subscription service.

25 That's a problem. Subscribers listen more,

a lot more. So they logically are more likely to
 detect the loss of content more quickly.

And subscribers pay money. So they likely have higher expectations. And Professor Shapiro admits that both of those things may be right, and he admits that he doesn't know the effect of running the LSEs on a subscription service because they didn't run that experiment.

9 Professor Shapiro compounds the problem 10 because his loss numbers from the LSEs are then --11 which wasn't run on subscription service -- he then 12 uses those numbers and applies a diversion ratio to 13 them for -- based on a survey of SiriusXM 14 subscribers, not Pandora subscribers.

15 So the problem with that is SiriusXM 16 subscribers use a bundled product. So asking them in 17 the Hanssens Survey what they would do if SiriusXM's 18 Internet went away is unhelpful because, of course, 19 they are mostly going to divert from SiriusXM 20 Internet to SiriusXM satellite.

21 So Professor Shapiro's opportunity cost for 22 subscription services, were based on the LSEs, which 23 were not run on a subscription service, and then 24 diversion ratios from the Hanssens Survey, which 25 didn't survey consumers who subscribed to a pure play

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1 Internet music service.

So you just can't accept his opportunitycost analysis for subscription services.

There is also implementation problems with the LSES. I am going to skip that for now. So we believe the evidence supports Professor Willig that the majors are must-haves. Without them a service loses most or all of its plays. In contrast to Professor Shapiro who says the services lose only very few based on the LSEs.

11 Now, another point of contention here is, concerning opportunity cost, is where do those plays 12 13 go, once we figure out how many leave, what's the 14 diversion ratio. Professor Willig based his 15 opportunity cost analysis on the survey by Professor Zauberman. And I am not going to dwell on all of the 16 survey stuff here. I think it suffices for the 17 18 moment to say there were three relevant surveys here that addressed diversion for commercial webcasting 19 20 services, Zauberman, Simonson, and Hanssens. And all 21 three find very substantial diversion to subscription 2.2 interactive services.

And, in fact, the highest diversion ratio isfrom Pandora's survey expert, Professor Hanssens.

25 So I've talked about the level of lost plays

without the content of a record company and the
 diversion ratios. And I think Professor Willig is
 right on both.

4 One other issue I need to talk about on 5 opportunity cost, and it's an issue where Professor 6 Shapiro just went wrong. Sorry for the dense script 7 on this slide but it's not an easy concept to 8 explain.

9 Let me try. We think the LSEs are 10 non-informative, and there is a straightforward way 11 to determine what happens if a service loses the 12 content of a major, even if you assume the major is 13 not a must-have. You run a survey.

And in step 1 in the survey you ask people what they would do if they lost some of their favorite artists and new releases. And you see what percentage of respondents would reduce listening.

And then in step 2 in the survey, you then ask those respondents who said they would reduce listening what they would do to replace it? That gives you the diversion ratio.

And then you have a straightforward percentage of respondents who would buy a new subscription if major label content were lost. And that's what the modified Hanssens Survey does.

Professor Shapiro tries to perform step 1 through the LSEs, which are not useful for all of the reasons that I have already given you. But even if you accepted the LSEs, Professor Shapiro has a further problem.

6 The LSEs don't tell him how many people 7 would change their listening behavior. The LSEs only 8 tell him how many plays would be lost. And that's a 9 problem for Professor Shapiro because he has to 10 somehow translate the percentage of lost plays into a 11 number of new subscriptions.

12 So let's take Pandora and Sony as an 13 example. Let's say Sony does not license Pandora and 14 some number of plays divert away from Pandora to 15 other sources of music, including subscription 16 interactive services.

With respect to that diversion to new subscriptions, what we need to know to calculate Sony's opportunity cost is not how many plays diverted to those subscription services, but, rather, how many new subscriptions were purchased.

And Professor Shapiro agreed with that. He said: "In order to understand opportunity cost, we really need to know how many new subscriptions will be purchased."

I don't remember whether that was my 1 2 question or his -- whether he just said -- that was 3 his answer, but he said yes to that, in any event. 4 So we need to figure out how many new 5 subscriptions there are. And, of course, that's 6 because royalties to the record companies paid by a 7 subscription service are not paid on a per-play 8 basis. They are paid on a percentage of revenue or a 9 per-sub basis.

10 So if I was a Pandora user, and because I 11 was no longer hearing Sony artists I decided to buy a 12 new subscription to a new interactive service, the 13 royalties that Sony would receive as a result of that 14 new subscription would be the same whether I divert 15 five plays per month from Pandora or 50 or 500.

And since the LSEs don't purport to tell Professor Shapiro how many new subscriptions will be purchased if a new -- if a record company's content is lost, he needs to find some way to translate lost plays into new subscriptions.

21 So what Professor Shapiro does is he simply 22 makes an assumption. He assumes that each Pandora 23 user who buys a new subscription will divert 800 24 plays per month from Pandora to that new 25 subscription.

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1 So, for example, if 80,000 plays per month 2 divert from Pandora to new subscription interactive 3 services, Professor Shapiro in effect assumes that 4 means that 100 new subscriptions would have been 5 purchased.

6 But what if his assumption is wrong? 7 Suppose that the average Pandora user who buys a new subscription service diverts only 100 plays per 8 month? In that case, those 80,000 diverted plays 9 10 actually would represent 800 new subscriptions, not 11 100. And Professor Shapiro would have badly 12 underestimated the opportunity cost associated with 13 new subscriptions.

Now, I'm explaining all of this in a bit of detail because you won't find any of this explanation in Professor Shapiro's written testimony. It really came out on cross.

But now that we know how his calculations work, we can show that they are wrong. And we can show that they are wrong using the Hanssens Survey. Professor Hanssens asked respondents which alternative sources of music they would use if Pandora lost some of their favorite artists and new releases?

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25 And in response to, I think, Question 50, 82
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respondents told Professor Hanssens that they would
buy a new subscription to an interactive service.
In response to a question regarding the same
hypothetical, respondents also told Professor
Hanssens what percentage of plays they would divert
to those new subscriptions.
So you can use those two data points coming

8 from the same survey and the same set of responses to 9 show that, on average, respondents who said they 10 would buy a new subscription to an interactive 11 service would divert about 67 plays per month to it, 12 away from Pandora, not 800, as Professor Shapiro 13 assumes.

We do that math in our proposed findings of fact. And that shows that Professor Shapiro has, in effect, underestimated the number of new subscriptions by a factor of 12, even if, even if you accept his use of the LSEs, which, of course, we don't.

All right. So I have worked my way through opportunity cost. And the next issue was financial inputs. I am going to try and speed through that one.

24 Obviously to do the modeling you need to 25 know not only what the opportunity cost is, but you

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also need to know what surplus is being created,
what's the surplus available to be split. And the
primary dispute here really appears to be should you
use historical financial data, as Professor Shapiro
did in the first instance, or should you use
projections as Professor Willig did. And Professor
Willig has explained why his approach is right.

8 I mean, we're trying to determine the 9 surplus for that future period of time. So that's 10 the relevant time period. Looking at a projection 11 for that time period is the right thing to look at.

12 And the one thing I think you can say with 13 respect to historical data is that this is a rapidly 14 changing industry. Pandora is rapidly changing. 15 Everything is rapidly changing.

And so if you look at historical data and 16 17 try and -- you know, what are the odds that the 18 historical data for 2018 is going to accurately tell you what the -- what the service is going to look 19 20 like in 2025. I would say the odds are almost zero. 21 It's not going to happen. Right? Because the future 22 is -- the one thing that is certain in the record business is that the future is going to be different 23 24 than the past.

25 So looking at historical is just the wrong

1 way to do it. And as it turns out, Professor Willig 2 had some very good projections because they are 3 Pandora's projections. And they weren't -- they were 4 prepared for reasons that give him confidence in 5 them, used for the merger, filed with the SEC, given 6 to the Pandora Board.

7 And I know there's -- there's some further 8 dispute about which future projections do you use, 9 the merger proxy ones or the LSEs. We cover that in 10 our findings. Truth of the matter is that actually 11 doesn't really matter much. It doesn't really make 12 much -- have much impact on the results, and both 13 Professor Shapiro and Willig agree on that.

So the real question is historical versus --JUDGE STRICKLER: You mentioned -- you mentioned -- you mentioned, Mr. Handzo, I think you may have misstated. You said the merger proxy or the LSEs. You meant the LRSs, right, the Long-Run Scenarios?

20 MR. HANDZO: I'm sorry, yes, thank you for 21 correcting that. You are correct.

JUDGE STRICKLER: That's all right.
MR. HANDZO: In any event, we believe that
Professor Willig was right to use projections and
that he used the correct ones and the ones that

Pandora relies on for filing with the SEC and for
 important business decisions.

3 So just then to kind of wrap up here on the 4 modeling, obviously we do have a number of disputed 5 issues here. And so Professor Willig in his rebuttal 6 testimony provided some sensitivity analyses. And we 7 have got those in the proposed findings of fact. I'm not going to take the time to walk through each of 8 the four sensitivity analyses that Professor Willig 9 10 performed, but you see the basics of them here.

What I do want to talk about, though, is one of those sensitivity analyses. And that's Professor Willig's option or Scenario Number 1.

14 So in Scenario Number 1, Professor Willig 15 used a Shapley model assuming that no one major is a 16 must-have, but a service does need at least two of 17 the majors.

18 So this addresses the services' criticism 19 about whether each of the majors is a must-have, 20 because it relaxes that specification. And in this 21 sensitivity analysis, Professor Willig accepted the 22 LSE-based power ratio of .7 for the purpose of 23 determining opportunity cost.

24 So, that is, the power ratio as I understand 25 it is how much listening is lost if a service loses a

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1 major record company. And .7 means that the service 2 loses less than the record company's market share. 3 So Professor Willig is accepting those LSE-based 4 power ratios for this analysis, even though we think 5 those LSEs are flawed.

6 He accepts Professor Shapiro's retention 7 ratio. And what this shows is, using the Shapley 8 Values, if you have two majors that are must-haves, 9 even if it's not all three, even if no one of them is 10 necessarily a must-have, you still wind up with the 11 rates that you see highlighted here.

Now, again, I'm not quite sure why these are restricted, but you see them, so I won't say them out loud.

15 With that, I'm going to move on to the next 16 segment of my argument. And I am slowly but surely 17 catching up on time, apparently, so maybe I won't 18 have to talk as fast when I talk about the 19 simulcasters.

The NAB argues that simulcast rates should be lower than webcasting rates and it offers 15 direct licenses between Indies and iHeart as its benchmark.

24 And before I turn to the rates in those 25 direct licenses, I want to address whether

simulcasting should, indeed, receive different and
 lower rates compared to webcasting.

That is a familiar argument lost by the NAB in Web I, Web II, Web IV, and it was moot in Web III where the NAB voluntarily agreed to rates that were almost identical to the webcasting rates.

7 Now, much of the NAB's argument here is 8 pretty much the same as it has been at past cases. 9 So, for example, the NAB argues about DJs and 10 non-music content. It argues about public interest 11 for broadcasters. It argues about the level of interactivity that broadcasters and simulcasters 12 13 offer, differences in ad monetization. All of those 14 things were rejected by the Judges as reasons to set 15 a different rate for simulcasters in Web IV and we really don't think there is anything different here. 16 So I don't think I need to say more than just to show 17 18 you the excerpts from the Web IV decision.

I do want to talk a little bit more about promotion, because that's another area where NAB says it is particularly promotional, that is, simulcasters are particularly promotional compared to webcasting, and that's another reason in their view why simulcasts should get a lower rate.

25 Now --

1 JUDGE STRICKLER: Before you get into the 2 evidence, Mr. Handzo -- excuse me. Before you get 3 into the evidence, I have a general guestion for you. 4 Are you arguing that given what was decided 5 in Web IV in the preceding webcasting cases, that as 6 a matter of law or prior authority, precedent, that 7 we are -- we cannot set a separate rate for simulcast, or are you saying it's a -- totally on the 8 facts, that the -- that the NAB has not made a 9 10 sufficient case for a lower rate? 11 MR. HANDZO: I am not saying that as a 12 matter of law, the Judges cannot set a separate rate 13 for simulcasting. I think the Judges decide every case anew. And if there is new and different 14 15 evidence that persuades you to do something different, of course you are perfectly entitled to do 16 17 that. So that's not the argument. 18 I do think it is the case, though, that 19 where this argument has been made and lost so many 20 times before, it is appropriate to look back and see 21 whether there is anything new being offered here that should cause you to reconsider your prior decisions, 22 because I do think there is value to the precedents 23

- 24 here.
- 25

So unless there is something new, I would

1 hope that the Judges would want to follow past

2 precedent. And there is just not a lot new here. To 3 the extent that there is, I am going to come to it in 4 a minute.

5 The other thing I think I would say is where 6 you have got all this prior precedent saying no 7 separate rate for simulcast, that does at least put a 8 burden of going forward on the NAB to show you why 9 the outcome should be different here.

10So they are the ones who would have the11burden here. So I hope that answers your question.

12 JUDGE STRICKLER: It does. Thank you.

MR. HANDZO: So with respect to promotion, again, one of the ways that NAB tries to distinguish simulcasting from webcasting, in Web IV the Judges pointed out that there was a lack of empirical evidence to support the claim that simulcasting is more promotional than webcasting.

And the NAB still has not filled that void. Dr. Leonard concedes that he has conducted no kind of empirical analysis that would show a differential effect with respect to promotion as between simulcasters and custom webcasters.

Having said that, there's -- there's two ways you can look at promotion here. You can look at

1 promotion simply on webcasts, separate from

2 broadcast. And that's what actually Dr. Leonard 3 seems to do.

I -- I asked him, when you talk about the promotional effect of simulcasting, are you talking about simulcasting by itself or simulcasting as a part of the larger radio broadcast business? And his answer was, well, I'm talking about the promotional benefit of a play on simulcast to a simulcast listener.

11 So if you look at it that way, if you look 12 at simulcast separately from broadcast, then 13 simulcast lacks the most important thing that 14 broadcast offers, a really big audience with a really 15 big reach.

And I think the record company executives and -- and possibly even some of the iHeart witnesses agree that the value of broadcast is that big market, and that simulcast alone doesn't offer it.

20 So if you're looking at simulcast alone it 21 simply doesn't have the promotional value that 22 broadcast does because it is just a -- a tiny 23 fraction of the broadcast coverage in the market. 24 Alternatively, you could look at simulcast 25 as a package with broadcast. And if you do that

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there's a different problem. Simulcast is the tip of
 the tail of the broadcast dog. I think, according to
 Dr. Leonard, simulcast plays are about -- or
 listening hours is about 3 percent of total listening
 hours for broadcasters.

And what that means is that the programming decisions by the broadcasters are driven by what's best for broadcast. And the NAB actually says so in its reply findings.

10 In the context of explaining why NAB thinks 11 major labels are must-haves for simulcasters, NAB 12 says "simulcasters content decisions are dictated by 13 their over-the-air broadcasts, which can play any 14 sound recording without payment." And that is kind 15 of our point.

Offering a lower price for the few simulcast plays isn't going to induce programmers to play those sound recordings on their broadcast transmission. They are going to play the music that generates the best ratings for the broadcast stations, not the music that is cheapest for their simulcast.

I am not going to read the quote here because it is restricted, but I think it gives you a flavor of how iHeart thinks about this. When you program, if you're programming the same content for

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broadcast and simulcast, what you're doing is you're 1 2 thinking what's going to give me the best ratings on 3 broadcast. You're not going to try and save a few 4 pennies on the 3 percent represented by simulcasting. 5 So there is no reason to believe that any б promotional broad -- any promotional value on 7 broadcast would lead record companies to offer a lower price for simulcast because the price for 8 simulcast play is not likely to influence what the 9 10 programmers decide to play on broadcast. 11 So one thing that the NAB says is different this time around are direct licenses. And actually 12 13 not really, because it's the same ones they offered 14 in Web IV, just slightly more than half as many as 15 they had in -- in Web IV. But the licenses just don't prove anything 16 17 that the NAB wants them to prove. 18 And at this point I think actually I need to go into restricted session, because I am going to 19 20 talk about the direct licenses. 21 CHIEF JUDGE FEDER: All right. About how 22 long? MR. HANDZO: Well --23 24 MR. SACK: Stand by, please. 25 CHIEF JUDGE FEDER: Hold on, Mr. Sack.

1 MR. HANDZO: It will probably be about 15 2 minutes. 3 CHIEF JUDGE FEDER: Okay. We will go into 4 restricted session for about 15 minutes. Will the 5 host please clear the room. 6 MR. SACK: Apologies, Your Honor. Thank 7 you. 8 We are beginning to clear the room now. Ιf you're an attendee in the Zoom meeting who is not 9 10 allowed to attend restricted session, please leave 11 the session by clicking the red leave button on the 12 bottom right-hand side of your screen or click the X 13 on the top right-hand side. 14 Your counsel will inform you when you are 15 allowed to return to the proceeding. Please stand by, Your Honors, and counsel, while we work to clear 16 17 the room. 18 (Whereupon, the trial proceeded in confidential session.) 19 20 21 2.2 23 24 25

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1 OPEN SESSION 2 MR. SACK: The room is unlocked and the 3 stream is live. Thank you. 4 CHIEF JUDGE FEDER: We are back in open 5 session. 6 You may proceed, Mr. Warren. 7 MR. WARREN: Thank you, Your Honors, and 8 good afternoon. It's nice to see you all again. 9 SoundExchange's proposal relating to the 10 non-commercial broadcasters is simple and it's 11 straightforward. It has two components, a minimum 12 fee up to the 159,140 ATH per month threshold, and 13 then the per-performance commercial rate. And that's 14 really it. 15 The reason it is so simple is because it's 16 the same structure devised by the Judges in Web II 17 and subsequently endorsed by the Judges in Webs III 18 and IV. 19 Since Web II, the Judges have found that 20 economic logic dictates the structure. That's 21 because below a certain threshold that minimum fee 2.2 makes sense given the relatively low usage of non-commercial webcasters, but above a threshold the 23 record companies would not extend a discount like 24 25 that.

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The risk of cannibalization and competition 1 2 with commercial webcasters would simply be too high. The only differences that SoundExchange proposes now 3 4 are increasing the minimum fee and, of course, changing the commercial rate. 5 6 CHIEF JUDGE FEDER: One moment. Somebody 7 has an open mic and is shuffling papers. If you are 8 not Mr. Warren, please mute your microphone. 9 MR. WARREN: Thank you, Your Honor. Ι 10 appreciate that. 11 What I am saying is the only real change SoundExchange proposes are increasing the minimum fee 12 13 and, of course, changing the commercial rate. Those 14 are issues that Mr. Handzo has just addressed and so 15 I won't belabor them here. So besides the fact that it is consistent 16 with the Judges past decisions, does the structure 17 18 still make sense today? And to answer that question, of course, we have to look at the familiar willing 19 20 buyer/willing seller framework. 21 So we can start with the willing buyer side 2.2 of this. And that means considering the willingness 23 to pay of non-commercial webcasters. So what does 24 that look like? 25 Well, the world of the non-comms is split

between hundreds of tiny mission-driven non-profits that pay just the minimum fee, and then a handful of non-commercial webcasters that pay for excess usage. Over 97 percent of non-comms pay just the minimum fee, and that results in usage at up to a 99 percent discount off commercial rates.

7 NRBNMLC has not presented evidence
8 indicating that those small webcasters are unwilling
9 and unable to pay this fee and there is certainly no
10 evidence to suggest a bigger discount is warranted.

What about the other side, the non-commercial webcasters that exceed the usage threshold? Well, many of them actually pay only a small amount of per-performance royalties. And it's just a handful whose usage is materially above the ATH threshold.

17 Those are the ones that we should focus on.
18 And the Web II appeal, the D.C. Circuit
19 noted the reality that the largest non-commercial
20 webcasters already get a huge discount.

The name and the number are restricted, so I won't read them, but in the middle of the slide you can see a statistic concerning the effective discount for the largest non-commercial webcaster.

25 Is that discount insufficient? No.

NRBNMLC's only evidence on that score comes from Family Radio, but neither of their experts actually rely on Ms. Burkhiser testimony, and, in fact, in their findings NRBNMLC disavows the relevance of Family Radio's members as "not part of the willing buyer/willing seller inquiry."

7 So that's the beginning and end of the story 8 on Family Radio. The reality per Professor Steinberg 9 is that just two companies account for the vast 10 majority of all of the reporting that's necessary for 11 access fees.

12 So I have reproduced here a graph from Mr. 13 Ploeger's testimony. The reason I've done that is to 14 emphasize just how concentrated the non-comms market 15 is when we're talking about usage above the ATH 16 threshold. As you can see, the vast majority is a 17 single non-comm.

Now, is that non-comm an outlier?
Absolutely yes. Is it irrelevant to the willing
buyer/willing seller analysis as NRBNMLC suggests?
Absolutely not.

The question isn't who is most representative. The question is who is the buyer that will use the license the most? On the commercial side, that's Pandora. On the

non-commercial side, it's the single webcaster
 highlighted here.

There's a reason it's the only webcaster with separate counsel, the only non-commercial webcaster with separate counsel in this proceeding. They have an outsized interest in where the statutory rate is set.

8 So is that webcaster a bare bones operation 9 with a rock bottom willingness to pay? Absolutely 10 not. You see here that in 2018 they ran a \$54 11 million surplus, making them more profitable than NPR 12 plus New York Public Radio combined, and making them 13 more profitable than Pandora down here.

But the reality is even beyond that one webcaster, statutory royalties are not a meaningful expense for any of the other non-comms that use above the threshold. So you can see here -- and this was presented by Professor Tucker -- revenue for certain of these non-commercial webcasters as compared to statutory royalties.

21 And you will see that the statutory 22 royalties are just very, very small, low single digit 23 percentage of the largest non-comm's revenue. So 24 there isn't a meaningful willingness to pay 25 constraint here.

That brings us to the willing seller side of 1 2 the hypothetical negotiation. What rate would a record company accept? Again, it depends. Below the 3 ATH threshold there is, again, unlikely to be 4 5 meaningful competition with commercial counterparts, 6 but above there is much greater risk if the 7 non-commercial webcasters play similar music in similar amounts to commercial webcasters. 8

9 If that's the case, record companies would 10 not have an incentive to extend a heavy discount. 11 So, do commercial webcasters and large 12 non-comms, in fact, play similar recordings at 13 similar frequencies? The record is very clear on 14 that point. The answer is yes.

Mr. Ploeger presented evidence concerning a review of randomly selected commercial and non-commercial station playlists. And you will see here that there's a very high degree of overlap. Fully 97.7 percent of the total plays on the non-comms were of recordings played on the commercial stations.

Now, that's notable and worth pausing on given what the Judges said in Web II. They said "music programming found on non-commercial stations competes with similar music programming found on

1 commercial stations."

2	Now, NRBNMLC simply fails to distinguish or									
3	otherwise discount the cross-elasticity that would									
4	result between non-commercial and commercial									
5	stations. Notably, Professor Steinberg admitted on									
6	cross that he had not done any study of his own to									
7	evaluate whether music is played on commercial versus									
8	non-commercial religious broadcasters, with what									
9	frequency, or to what degree there was overlap.									
10	His testimony, and I quote: "I can say									
11	something but I don't have numbers to back that up."									
12	We do.									
13	As it turns out, Professor Cordes' economic									
14	theory supports the playlist data that we just looked									
15	at, and undermines NRBNMLC's attempts to discredit									
16	it.									
17	He said, as a matter of economic logic, it									
18	makes sense that large non-comms would meaningfully									
19	compete with commercial webcasters. Why is that? It									
20	is because non-comms are what he calls high									
21	elasticity demanders.									
22	They are willing to stream more recordings									
23	per hour if offered a lower price. And they can do									
24										
	so without advertisements, unlike commercial									

Professor Cordes also testified that even if a non-commercial webcaster does not intend to compete with a commercial webcaster, a competitive situation could still be created if the non-commercial webcaster reaches a certain size because of its popularity.

7 And, finally, Professor Cordes testified 8 consistently with Mr. Orszag and Professor Steinberg 9 in saying that there is no logical inconsistency 10 between a religious webcaster fulfilling its mission 11 and reaching as big an audience as possible by 12 offering Christian content with wide appeal.

13 Now, given all that, it is not a surprise 14 that record companies approach the situation with 15 skepticism towards extending any kind of discount to large non-commercial webcasters. And we saw Aaron 16 Harrison testify on behalf of UMG that that record 17 18 company does not distinguish between non-commercial and commercial webcasters when extending a blanket 19 20 license.

21 So to put the point vividly, during 22 Professor Cordes's cross, he was shown a URL from 23 iHeartRadio. And that shows that when a user 24 accesses a popular commercial Christian station, in 25 this case The Fish, iHeart tells that user that

K-LOVE, a non-commercial station run by EMF, is "a
 similar station."

Again, that explains why record companies would not give a bigger discount off the commercial rate to an entity like EMF. So what has NRBNMLC said about opportunity cost? Not much.

Professor Steinberg again admitted on cross that he had made no empirical attempt to assess this, leaving NRBNMLC in a similar situation to where they were in Web IV, when the Judges said "they had nothing to say about the seller's side of the equation."

13 That's true today. The most they have done 14 is present cherry-picked anecdotes of discounts to 15 non-profits, remodeling services, software, even a 16 single piano donated to a single webcaster. There's 17 no indication those examples are illustrative and 18 certainly no quantitative effort to use them to 19 justify a further discount.

20 So where SoundExchange wants to extend the 21 rate structure used in Web II, NRBNMLC wants to blow 22 it up altogether. The proponent of such a 23 significant change bears the burden of showing that 24 it's warranted, and NRBNMLC has not met that burden. 25 So what is its proposal? That's been a bit

1 of a moving target.

2	From September of last year through July									
3	31st of this year, NRBNMLC proposed essentially a									
4	tiered minimum fee structure, \$500 annually per									
5	station or per channel for one annual block of ATH									
6	usage and double that fee for double the usage,									
7	triple the fee for triple the usage, and so on up the									
8	staircase.									
9	The Judges have never endorsed that									
10	proposal, and NRBNMLC itself abandoned it on July									
11	31st, 2020.									
12	That's when NRBNMLC submitted their amended									
13	rate proposal, after the close of written testimony.									
14	And what they have proposed here they style									
15	as two alternatives or two options, both purportedly									
16	based on SoundExchange's settlement with CPB and NPR.									
17	It's worth pausing on the timing here before I									
18	explain what their concept is.									
19	SoundExchange is put in the position of									
20	arguing against a rate proposal offered up for the									
21	first time after the conclusion of discovery and									
22	after the submission of all expert reports.									
23	There are not only fairness concerns here to									
24	SoundExchange, who is limited in developing an									
25	evidentiary record, heeds the NRBNMLC's actual									

proposal, it leaves the Judges with the unenviable
 task of adjudicating new proposals with an incomplete
 record.

In any event, let's talk about what NRBNMLC now proposes. So in the top part of the slide you see what they call alternative 1, and the bottom part what they call alternative 2.

8 So let's talk about alternative 2 first. 9 NRBNMLC proposes to pay an annual lump sum fee on 10 behalf of a group of up to 795 webcasters, each of 11 whom would be apportioned usage from a big annual 12 block.

13 It's not clear on what basis NRBNMLC will 14 identify the 795 webcasters, whether those webcasters 15 can elect into or out of the pool, and what happens 16 if they disagree about how much usage each one is 17 supposed to get.

There is just no record developed by NRBNMLC on any of those points. They ask the Judges to leave the details to their unchecked discretion. There is no obvious basis for the Judges to delegate to the committee of a trade association in that manner.

And, needless to say, the alternative 2 structure has never been endorsed by the Judges in the past.

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I suggested the word alternative is a
 misnomer. Here is why. What happens to the
 non-comms that NRBNMLC doesn't let in the alternative
 2 club. Well, they are subject to NRBNMLC's
 alternative 1.

6 That's why there is a plus sign on this 7 side. This isn't an either/or choice between two 8 options. The structure at the top needs to be 9 justified even if the structure at the bottom is also 10 adopted.

11 So what does alternative 1 do? Two big 12 changes. First, it annualizes the ATH threshold and, 13 second, it cuts the royalty for above threshold usage 14 from the full commercial rate where it has been since 15 Web II to a third of that rate.

I will briefly touch on the annualization 16 17 issue, though it's the more minor of the two points. 18 And that really has to do with seasonal usage around 19 the holidays. As I'm sure Your Honors know, starting 20 about now Christmas music will be ubiquitous and 21 unavoidable. And during the holidays users will 22 flock to Internet channels geared to Christmas music. That music is the same regardless of whether the 23 24 station is a nonprofit or a commercial webcaster, and 25 that really creates a high degree of cross-elasticity

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1 in the downstream market.

2	An annual ATH threshold sweeps that
3	competitive situation under the rug and it allows
4	non-commercial webcasters with holiday themed
5	channels to average that intense usage in December
6	across an entire year.
7	It's a discrete issue but it's still an
8	unfair one, and NRBNMLC has not justified it with any
9	sound economics or emperics.
10	Okay. The more consequential piece, of
11	course, is cutting the commercial rate by a third.
12	It is not clear why the Judges should travel back 20
13	years to Web I, which is where NRBNMLC seems to have
14	sourced this one-third ratio.
15	At trial Ms. Burkhiser dismissed as ancient
16	history Family Radio's programming decisions from
17	2011. Of course Web I was a decade before even that,
18	
ŦO	so can fairly be called prehistoric in nature.
19	so can fairly be called prehistoric in nature. The industry just looks nothing like it did
19	The industry just looks nothing like it did
19 20	The industry just looks nothing like it did in 2001. There were no connected cars, smart
19 20 21	The industry just looks nothing like it did in 2001. There were no connected cars, smart speakers, Smartphones, and, as this graph shows,
19 20 21 22	The industry just looks nothing like it did in 2001. There were no connected cars, smart speakers, Smartphones, and, as this graph shows, streaming was in its infancy.

one of the most salient economic considerations here.
 So besides Web I, NRBNMLC repeatedly looks
 to Webcasters Settlement Act agreements in which they
 said and rely on liberally in their findings. It is
 not clear why they think they can do this.

6 Those agreements are non-precedential, by 7 their express terms, and also as a matter of law. 8 I've reproduced the statute here. I won't read it. 9 But the bottom line is that Judges shall not take WSA 10 agreements into evidence or otherwise take them into 11 account.

12 And the reason for that is Congress says 13 those agreements are compromises motivated by unique 14 circumstances, not the kind of negotiation that would 15 happen in the hypothetical marketplace between a 16 willing buyer and a willing seller.

So even if the Judges could consider these,
which they can't, they really wouldn't be probative
at all given that they are not WB/WS negotiations.

20 And that brings us to the biggy for NRBNMLC, 21 which is the most recent settlement between CPB and 22 NPR on the one hand and SoundExchange on the other. 23 This is not the first time NRBNMLC has

24 attempted to use one of these settlements as a
25 benchmark. They tried it in Web II and they tried it

1 in Web IV. And it failed both times.

You know, to look back to a colloquy that Mr. Handzo had with Judge Strickler, we're not suggesting that the Judges are bound by this precedent, but it is informative in that there is really -- if the facts haven't changed, there is really no reason the Judges should reach a different conclusion now.

9 And as it turns out, despite this being a
10 new renewed settlement agreement, the facts just
11 haven't changed enough to compel a different outcome.
12 So I am very quickly going to wrap up -- I
13 know I am the only thing standing between everyone
14 and lunch -- by just reviewing the four steps of

11 and failed by Jase reviewing the four steps of 15 evaluating a benchmark. And I will do this hopefully 16 fairly quickly.

17 The Judges have said as of last year there 18 is really four factors. I won't repeat them but they 19 are on the side and we're going to quickly go through 20 each one.

21 So are the parties to the benchmark 22 comparable to the parties in the hypothetical 23 transaction? They're not. On the willing buyer 24 side, you have got CPB and NPR. CPB doesn't operate 25 stations or transmit sound recordings. It uses

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government funds to pay royalties pursuant to a
 settlement. And NPR is a consortium of over 500
 stations.

4 That's very, very different than an 5 individual webcaster that you would see in the 6 hypothetical negotiation in the target market.

7 Same thing on the seller side. You have got SoundExchange as the other party to the purported 8 9 benchmark. SoundExchange is not a copyright owner 10 and it is not a record company. It's, of course, a statutory designated collective, very different than 11 what you might see in the type of direct license that 12 13 had been offered up on the commercial side of the 14 case.

Lest there be any doubt about the uniqueness of these parties, they said so in their motion to the Judges to adopt the settlement, noting that public radio has a unique history and is motivated by unique business, economic, and political circumstances.

20 Okay. What about the comparability of the 21 rights? Two quick points here. In the CPB/NPR 22 settlement, SoundExchange was extended two very 23 important benefits that resulted in lower rate. 24 One is consolidated reporting. Instead of 25 having to process hundreds and hundreds of reports of

use, NPR bundles them all up and hands them in a
 nice, neat package to SoundExchange, saving a ton of
 work.

Second, SoundExchange has the benefit of
getting a single lump sum payment rather than having
to process payments over time. And Professor
Steinberg himself acknowledged that this was a
benefit that he had not actually quantified in his
own benchmarking analysis.

10 I'll quickly race through these, different 11 economic circumstances for the CPB settlement. Again, you have got federal funding and backing that 12 13 gives CPB more leverage. You have the volatility of 14 congressional appropriations that fund CPB, reduces CPB's willingness to pay, and -- and both of those 15 would really push the rate down. 16 They are 17 directionally pointing the same place.

And, finally, whether the proffered benchmark reflects adequate competition. Once, again, this has to do with CPB's market power as a consolidated buyer, really different than what you would see in an individual negotiation between a webcaster and the record company.

In the interest of time, which I don't have,I will skip discussing Professor Steinberg's

adjustments to the benchmark and I will just say 1 2 that, you know, a non-comparable benchmark remains 3 non-comparable whether it is adjusted or not. And 4 what Professor Steinberg failed to do was really 5 engage in that comparability analysis to see whether 6 this is even a useful benchmark in the first place, 7 and it isn't. So at the bottom, NRBNMLC makes a request 8 9 they have made time and time again to the Judges, 10 adopt as a benchmark a settlement between

11 SoundExchange and CPB/NPR that's fundamentally

12 different in kind of a target market.

13 SoundExchange asks the Judges to reach the 14 same result they have in the past with the exception 15 of increasing the minimum fee and changing the 16 commercial rate.

And I believe that's my time. So perhaps we
can, unless Your Honors have any questions, perhaps
we can break for lunch.

20 CHIEF JUDGE FEDER: Judge Strickler, Judge 21 Ruwe, any questions? You're muted, Judge Strickler. 22 JUDGE RUWE: No questions from me. Thank 23 you. 24 JUDGE STRICKLER: No, no questions.

25 CHIEF JUDGE FEDER: Thank you. Thank you,

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1 AFTERNOON SESSION 2 (2:38 p.m. EST) 3 CHIEF JUDGE FEDER: Okay. If everyone will 4 take their places, we can get started. 5 Actually, I believe we need to get Weil 6 Gotshal up on the screen and take Jenner down. 7 Okay, Mr. Marks, will you be starting in open session? 8 9 Okay, we still -- we still need your sound. 10 JUDGE STRICKLER: You're muted, Mr. Marks. 11 CHIEF JUDGE FEDER: They're working on it. Okay. I think your mic is open now, Mr. 12 13 Marks. 14 MR. MARKS: Can you hear me now? 15 CHIEF JUDGE FEDER: Yes, we can. Okay. Will you be starting --16 17 MR. MARKS: I apologize, Your Honors. 18 CHIEF JUDGE FEDER: Will you be starting in 19 open session? MR. MARKS: I will be starting in -- I will 20 21 be starting in open session. I'm going to do my best 22 to stay in open session until the end of the day, and just refer to restricted information on the slides 23 24 and direct the Judges' attention to it without

25 actually revealing restricted information.

CHIEF JUDGE FEDER: Okay. Terrific. 1 A] 2 If you're ready to begin, please proceed. right. 3 MR. MARKS: Yep. 4 CLOSING ARGUMENT BY COUNSEL FOR PANDORA AND SIRIUSXM 5 MR. MARKS: Good afternoon, Your Honors. 6 I'll be presenting first on behalf of the services 7 today. I'll be followed by Mr. Steinthal. He'll be followed by Mr. Wetzel. And Ms. Ablin will follow 8 Mr. Wetzel. If there's time left, one of us may 9 10 return. 11 My presentation, broadly speaking, will 12 cover four topics. 13 The first, the Pandora/SiriusXM proposal, which has been adjusted to take account of the 14 15 evidence as developed through trial; the record evidence concerning the music streaming marketplace, 16 17 what has changed since Web IV and what has not; what 18 the trial evidence including, critically, the experimental evidence shows about the use of a 19 20 bargaining model to determine reasonable rates; and 21 the use of benchmarks for rate setting here. 2.2 As to that last topic, I'll focus 23 principally on Dr. Shapiro's benchmark analysis and 24 why his approach is correct. 25 Mr. Steinthal will take the lead on

addressing the many flaws in Mr. Orszag's approach
 and the many reasons Mr. Orszag's approach is
 unreliable.

Based on the evidentiary record as it developed at trial, Pandora and SiriusXM made several modest changes to our proposed rates and terms. As amended for 2021, we have proposed a per-play rate of .11 cents per-play for ad-supported services and a per-play rate of .16 cents for subscription services.

10 As I will discuss in greater detail when 11 discussing the economic expert testimony, the 12 evidence shows that those are the rates that best 13 satisfy the statutory objective, to determine the 14 rates that would emerge between a willing buyer and a 15 willing seller in an effectively competitive market.

We propose that those rates be adjusted each year for the remainder of the rate period at issue, by changes in general price levels as measured by the most recent Consumer Price Index for all consumers and all items.

And we propose to carry the -- the non-rate terms subject to several specific adjustments, which I won't address today but which are addressed in the services' proposed findings at paragraphs 328 to 356. Let me now turn to the music streaming

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marketplace. SoundExchange, as you heard this 1 2 morning, is seeking more than a 30 percent increase in the current statutory rates for subscription 3 webcasters and more than a 50 percent increase in the 4 5 current statutory rates for ad-supported webcasters. 6 These are truly remarkable propositions in 7 light of how the music streaming marketplace has developed under the current rates. In Web IV, 8 SoundExchange tried to make the case that 9 10 non-interactive streaming was inhibiting the growth of the market for interactive streaming. Well, what 11 does the evidence in this proceeding show? Massive 12 13 growth in the usage of interactive streaming 14 services. As Mr. Orszag and Dr. Tucker testified, 15 there have been many tens of millions of new subscribers to interactive services since the Web IV 16 17 record closed.

You have massive growth in record industry revenues from interactive streaming. You have massive growth in record industry revenues from streaming overall. And you have massive growth in total record industry revenues.

There is zero evidence that any of these trends are likely to change if rates are reduced to the levels proposed by Pandora and SiriusXM.

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SoundExchange has attempted to justify the
 astronomical rate increases they propose on various
 contentions that market conditions have changed. But
 they have utterly failed to make that case.

5 I'll start with the newest one, which was 6 offered just today for the first time by Mr. Handzo 7 when he claimed that opportunity costs of licensing 8 non-interactive webcasters have risen since Web IV. 9 That's just a brand new claim.

10 There's no evidence of that. There was no 11 calculation of record company opportunity cost in Web 12 IV. Indeed, the decision noted that Dr. Rubinfeld 13 had not calculated opportunity costs.

14 So there's no way to compare and make the 15 claim that it's different now than it was then or that it has gone up or that it has gone down. 16 And the idea that it's significantly higher, Professor 17 18 Shapiro has -- has demonstrated -- and I'll get into this in more detail -- that today the opportunity 19 20 cost of licensing non-interactive streaming remains 21 quite low.

22 So let me turn to the two major contentions 23 -- contentions about changes in marketplace that 24 SoundExchange actually made during the trial. First 25 is the claim that at least with regard to their

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selected benchmarks, the licensing market for
 interactive services has become effectively
 competitive.

Not so. There is still no meaningful price
competition between record labels and licensing
interactive services. Each of the majors remains
indisputably a must-have for on-demand services. And
the witnesses from the major labels who testified at
trial admitted as much.

10 Those admissions are part of restricted 11 testimony, so I won't quote them on open session, but 12 they are addressed in detail in the services' 13 proposed findings at paragraphs 57 through 159, and I 14 expect Mr. Steinthal may have some more to say on 15 that subject later today.

16 Second, just as SoundExchange tried but 17 failed to do in Web IV, SoundExchange once again 18 tries to show that non-interactive services and the 19 interactive services have converged.

This effort fails as well. The evidence shows that non-interactive services and on-demand services remain complements. Just as the record showed in Web IV, the evidence here shows that there is a broad spectrum of consumer desires for music consumption, ranging from consumers with little or no

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interest in music consumption to music aficionados 1 2 who consume a great deal of music, care deeply about specifically what music they listen to, and are 3 4 willing to spend money -- more money on music than 5 casual listeners. Most people fall somewhere in 6 between, and their interest in control over music 7 selection fluctuates over the course of given day, 8 month, or year.

9 Non-interactive services and on-demand
10 streaming services complement each other to satisfy
11 those different consumer desires. Pandora listeners,
12 on average, use four other services per month. And
13 SiriusXM subscribers listen on average to more than
14 five other services per month.

Non-interactive services simply are not an obstacle to the growth of on-demand services, and many of them now offer interactive tiers themselves, like Pandora Premium, to funnel users interested in on-demand functionality into a paid offering.

20 SoundExchange tries to bridge the gap 21 between non-interactive and on-demand services by 22 emphasizing that playlist listening is an available 23 on interactive services when consumers do not want to 24 pick each specific song and the order in which it is 25 played.

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The evidence, however, shows that the 1 2 overwhelming percentage of listening to on-demand services continues to inter- -- excuse me --3 4 continues to involve interactive functionality that 5 is not available to statutory services. With respect 6 to playlists, the majority of listening is to 7 user-generated playlists, where users pick the songs and fully control the listening experience. 8

Even with respect to playlists generated by 9 10 on-demand services, the experience is still far more interactive than listening to a non-interactive 11 service. Users can see exactly what songs are 12 13 available and will be available. They can jump 14 around the list to listen to whatever songs they want 15 in whatever order they want. And they can replay tracks to their heart's content. 16

And even if subscribers to on-demand services sometimes listen more passively, it is precisely the availability of on-demand listening that allows those services to charge twice as much for subscriptions than mid-tier services that do not offer that same on-demand functionality.

There is no credible dispute that consumers,
record labels, and services alike view interactivity
as providing substantial incremental value.

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Subscribers are willing to pay more to get it,
 typically twice as much more in an apples-to-apples
 comparison. Record labels certainly demand higher
 prices for it, charging substantial premiums whenever
 services like Pandora seek to add interactive
 features. And the size of the premium scales up with
 the degree of interactivity.

8 And services are willing to pay more when 9 they want to offer interactive features. That's true 10 for subscription services and is true for 11 ad-supported services.

12 There certainly has been no convergence in 13 how record companies treat on-demand services and 14 services without on-demand functionality when they 15 license in unregulated transactions.

16 I'll turn now to the bargaining model 17 evidence. As I noted at the outset of trial, there 18 is some conceptual agreement between Professor 19 Shapiro and Professor Willig on how to construct a 20 model to determine the outcome of negotiations 21 between a willing buyer and a willing seller in an 22 effectively competitive market.

23 Number 1, they agree that the lower bound of 24 the range of possible results is the opportunity cost 25 to the record label if a deal is struck. They agree

1 that the upper bound of the range is informed by the 2 webcaster's willingness to pay, and they agree that a 3 bargaining model can be used to determine the outcome 4 within that range.

5 But that's about where the agreement ends. 6 Contested issues include how do you measure lost 7 listening, if any, on the service if there's no deal? How do you measure where that lost listening would 8 What percentage of plays diverted to other forms 9 ao; 10 of listening would be of recordings owned by the 11 suppressed label? That was referred to as the retention ratio during trial. 12

How do you measure royalties earned by the suppressed label from plays diverted to other forms of listening? How do you measure webcaster willingness to pay? What's the right bargaining to use and how do you specify the model?

18 I'll take each of these issues in turn19 today.

20 So how do you measure lost listening? As 21 you, by now, know quite well, to measure the extent 22 of lost listening in the event of a failed 23 negotiation between a webcaster and a record label, 24 Professor Shapiro asked Pandora to conduct the label 25 suppression experiments, and he provided the

1 instructions for them to do so.

The label suppression experiments provide the Judges a controlled experiment showing what actually happens over many months when an actual non-interactive service suppresses an actual record label. Separate experiments were run for five different labels.

And what did they show? That even after six 8 months, suppressing the content of a record label has 9 10 a negligible impact on listening. Professor Shapiro 11 considered whether an even longer period of suppression or publicity about the failed negotiation 12 13 and resulting suppression would have more of an 14 effect on listening, and he made reasonable, we 15 submit conservative, adjustments for both possibilities. 16

Even with these adjustments, the conclusion to be drawn from the label suppression experiments is clear: No label, not even the largest, is a must-have for a non-interactive webcaster.

And that conclusion has significant
ramifications for the specification of an appropriate
bargaining model and the outcome that model produces.
Because the implications of the label
suppression experiments are so devastating to its

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case, SoundExchange has offered testimony from a
 self-described cadre of rebuttal experts and has
 devoted hundreds of pages of written testimony and
 proposed findings to attacking them.

I'll address their criticisms in turn. 5 6 SoundExchange's principal criticism is that in the 7 real world, users would be informed of the failed negotiation and loss of access to the label's 8 repertoire in news articles, tweets, or similar 9 10 public relations efforts by labels, artists, and competitors. As noted, Professor Shapiro considered 11 that issue and made an adjustment to account for it. 12 13 SoundExchange's contention that his

14 adjustment was insufficient cannot withstand scrutiny 15 against the record developed at trial.

First, all of the examples offered by Professor Tucker of marketing campaigns involved on-demand services or other interactive forms of consumption where consumers are looking for something specific at a specific on time and expect to receive it.

We don't dispute that the loss of a major label would be devastating to an on-demand service. Everyone agrees that majors are must-haves for on-demand services. But there is no basis for a

similar conclusion here with a service, not the
 consumer, chooses the content and is prevented by
 statute from informing the consumer of what is
 coming.

5 Even today in his closing argument, the б example that Mr. Handzo put up on the screen relates 7 to YouTube, and all the quotes relate to YouTube. But YouTube, again, is an on-demand service. There's 8 no dispute that on-demand services are must-haves and 9 10 would suffer. And there would be publicity and there would be issues, if they failed to reach a deal with 11 12 a major.

13 Second, none of SoundExchange's experts could explain how critical messages would reach the 14 bulk of Pandora's user base of more than 50 million 15 active -- monthly active users. Whereas Pandora has 16 17 access to the e-mail addresses and ears of every 18 single one of its users for counter-messaging, labels and competitors would have to rely on other forms of 19 20 mass media, Twitter, Facebook, to deliver their 21 messages. And there's no credible evidence of how 22 effective those efforts would be at finding Pandora users who would, A, notice and, B, care. 23 24 Third, SoundExchange's experts conceded that

25 consumers do not generally know which content is

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associated with which labels. And consumers have
 widely varying tastes, so just identifying a few
 popular artists that the service would like would be
 unlikely to have any broad impact.

5 Fourth and relatedly, SoundExchange's 6 witnesses conceded that many artists have recordings 7 available on more than one label. So the loss of a 8 label doesn't mean the loss of an artist in many 9 cases. They admitted that they did no analysis of 10 this issue.

11 Fifth and most important, their speculation about what would happen in the real world does not 12 13 match what actually happens in the real world. As 14 Chris Phillips from Pandora testified, from time to 15 time and for various reasons, certain artists have been unavailable on Pandora's ad-supported service, 16 notwithstanding the statutory license. His 17 18 unrebutted testimony is that in those circumstances, Pandora does not notify users, it continues to 19 20 generate stations based on those artists, it has not 21 experience blow-back from consumers or competitors, 22 or any noticeable degradation in listening.

And SoundExchange simply has no answer for the actual -- for the actual experience of another significant service, whose name is restricted, which

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has operated a non-interactive service without a
 major label.

This slide shows the record evidence -- this next slide shows the record evidence adduced about publicity from the label and its affiliated artists about the absence of that label's repertoire from that service. That's the entire sum of the record evidence of that type of marketing.

9 This next slide shows the record evidence 10 adduced about marketing by other services that their 11 competitor does not offer access to that label's 12 content.

Same thing: As a witness for that service testified, there have been no such communications. Those are set forth in detail in our -- in the services' reply findings at paragraphs 867 to 69. It is SoundExchange's analysis that is untethered from the real world, not Professor Shapiro's.

SoundExchange's next criticism of the LSEs
is that the suppression in the experiments was not
perfect.

22 Well, first, SoundExchange gets its facts 23 wrong. As Dr. Reiley explained, Professor Tucker 24 used the wrong data field in her -- for her accounts 25 of those who allegedly did not listen or listened

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only to a small number of tracks. Users couldn't be
 in the experiment if they didn't listen to Pandora
 during the period.

4 Second, that the treatment groups for the 5 experiments include a large number of light listeners 6 just reflects the realities of the Pandora user base, 7 not any sort of error. Professor Tucker admitted it 8 is appropriate to include light listeners if you're trying to compute average listening impact across 9 10 listeners. And the fact that those users listen so 11 little just means that the suppression would have very little effect on them. 12

13 Third, there's no evidence or reason to 14 believe that going from a 90 percent to a 100 percent 15 suppression would have an outsized non-linear difference in listening than we see, than the effect 16 17 of zero to 90 percent. It's not --18 JUDGE STRICKLER: Mr. Marks -- Mr. Marks? MR. MARKS: Yes. 19 20 JUDGE STRICKLER: This is Judge Strickler. 21 How are you today, sir? 2.2 MR. MARKS: I'm -- I'm fine, Your Honor. 23 Thank you.

JUDGE STRICKLER: You just said a moment ago there's no evidence or reason to believe that going

from a 90 percent to 100 percent suppression would
 have an outsized non-linear difference in listening.
 MR. MARKS: Yeah.

JUDGE STRICKLER: But the fact that there's 4 5 no evidence in that regard, whose burden was it to 6 present evidence to show that there would or would 7 not be a difference, outsized or otherwise, from 90 percent to 100 percent suppression? It was -- it 8 was your client's experiment and your evidence, so if 9 10 there's no evidence to show that potential difference or the absence of that potential difference, why 11 doesn't that burden fall on -- on your client? 12

13 MR. MARKS: Well, thank you, Your Honor, but 14 there -- we did present evidence. What we -- what we 15 have is evidence from both the steering experiments and the label suppression experience -- experiments. 16 As Dr. Reiley testified, there is a linear 17 18 relationship. And he also testified that his expectation is that the -- the linear relationship 19 20 would continue.

In light of that testimony, I think it's SoundExchange's burden, if their criticism is that the last -- that the last inch is all of a sudden going to be a hockey stick in terms of lost listening, it's their burden to prove it.

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JUDGE STRICKLER: Well, leaving that issue aside for a moment, I want to go back to your point trying to bring in the evidence regarding the Web IV steering experiments.

5 I mean, there was --

6 MR. MARKS: Yeah.

7 JUDGE STRICKLER: There was a point where 8 there was a problem with regard to listeners 9 complaining about steering, if it reached a certain 10 threshold. That was also the case with regard to the 11 -- to the other agreement, the iHeart/Warner 12 agreement, as was discussed in the -- in the Web IV 13 determination.

14 So there can come a point on the margin when 15 you can't steer any more. There may come a point 16 where too much suppression becomes noticed. I'm 17 still not sure I understand why that wouldn't be your 18 -- your burden to show that complete suppression 19 would not have lost listeners to recognize and 20 defect.

21 MR. MARKS: Thank you, Your Honor, and let 22 me clarify. I do think that we have made that 23 showing. While it is true that -- that there --24 there was a small amount of leakage in -- in the 25 experiments, there is also the testimony that users

don't know which songs are performed on which labels.
So we think it's not a logical leap that -that if there is one song a month that slips through,
it's not affecting the user behavior in any material
way and that it's not likely to have any kind of
significant impact on the conclusions.

7 JUDGE STRICKLER: Well --

8 MR. MARKS: The notion that you have to 9 throw out the results as a result of that seems to us 10 to be an evidentiary burden that's -- that would be 11 truly astonishing and is not -- is not consistent 12 with how -- how this Board or courts generally have 13 treated experimental and survey evidence.

14 JUDGE STRICKLER: Well, if you throw out an 15 entire major label that, say for argument's sake, has 25 percent market share, it's not just going to be 16 17 one song a month; it's going to be a number of songs. 18 And I understand your point that the listeners don't have any idea which artists are associated with which 19 20 label, but you're -- you're increasing the 21 number of artists that the listeners are not going to 2.2 hear.

23 Is it your point that that's going to be 24 simply irrelevant?

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25 MR. MARKS: Our point isn't that it's
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irrelevant, Your Honor. Our point is that the relationship would be linear and that there's no reason to think that it wouldn't be linear. We're not saying that there wouldn't be a difference between 90 percent and 100 percent. We're just saying that the difference would -- would be modest, given the numbers.

Our point is only that it's -- it's that 8 9 last -- it's that last percentage or two or five of 10 difference that SoundExchange is hanging its hat on, and we're suggesting that there's no reason to 11 believe and there's no evidence to suggest that 12 13 that's going to have a -- a different impact than any 14 other percentage or any other set of 5 percentage 15 points.

16 It's that the relationships -- we're not 17 ignoring it. We're just saying it doesn't change the 18 results -- results materially.

19 JUDGE STRICKLER: Thank you.

20 MR. MARKS: SoundExchange also complains 21 that the experiments are underpowered, but Dr. Reiley 22 explained why SoundExchange is incorrect. The sample 23 sizes are plenty large enough to generate results at 24 the level of precision, requested by Professor 25 Shapiro, for the purposes of his analysis.

1 At bottom, SoundExchange is grasping at 2 straws, claiming that every perceived imperfection 3 requires disregarding the experiments in their 4 entirety. Complete perfection in re-creating the 5 actual conditions of a label blackout or bust.

That's not the standard and it's certainly 6 7 not one that SoundExchange applies to its own evidence. One need look no further than the survey 8 evidence that SoundExchange has asked the Judges to 9 10 rely on in this case instead of using the label suppression experiments. That survey evidence is 11 orders of magnitude further removed from mirroring 12 13 and measuring the reality of a label blackout.

14 None of the survey questions even mentions a 15 record label. None of the questions establishes a 16 baseline for how much listeners were using the 17 service before the contemplated change in conditions. 18 None measures any actual behavior. They just ask 19 respondents to predict how they might respond to an 20 imagined condition they had not experienced.

There is just no escaping the fact that Pandora shut off access to five different labels for six months and the effect on listenership across a variety of metrics was negligible. And we respectfully submit that the Judges should not ignore

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1 that reality.

If the Judges want to use a bargaining model for rate setting here and, for whatever reason, do not want to use the label suppression experiment results as adjusted by Dr. Shapiro or make their own adjustments to them, there is one alternative that has been embraced as a possibility by both Professor Shapiro and Professor Willig.

9 As Professor Shapiro testified, the next 10 best alternative for estimating lost listening would 11 be to assume that the service would lose listening 12 hours in proportion to the suppressed label's market 13 share on the service prior to suppression.

Professor Willig used that very same assumption with respect to independent labels in his written direct testimony, and he used that assumption with major labels as well in one of his so-called rebuttal scenarios.

19 The results of adopting this assumption in 20 place of the label suppression experiments are closer 21 to but still below current rates, and those results 22 are set forth in Figure 14 of Professor Shapiro's 23 written rebuttal testimony.

In his written direct testimony, ProfessorWillig did not attempt to measure lost listening at

1 all. He just made two assumptions. For the three 2 major labels, he assumed that failure to reach a deal 3 will cause the service to shut down completely. And 4 for independent labels, as I mentioned, he assumed 5 that the lost listening would be proportional to 6 their market share, what has been called a power 7 ratio of 1.0.

Professor Willig admitted at trial that he 8 didn't give his must- -- his must-have assumption 9 10 much thought or do any analysis to inform it. The evidence at trial demolished the unfounded assumption 11 that each of the major labels are must-haves for a 12 13 non-interactive service. The best SoundExchange can 14 muster is some documents that relate to the 15 importance of specific content to on-demand services. Once again, everyone agrees that the Majors are 16 17 must-haves for on-demand services.

And the other documents that SoundExchange relies on are a mischaracterization of some Pandora consumer surveys in which SoundExchange misstates perceived limitations about the number of songs that Pandora chooses to play with the 100 million recordings to which Pandora has access.

As Mr. Phillips explained, the former is, by Pandora's choice, a tiny fraction of the latter. And

he explained that if Pandora lost access to a major label, it would still have many ten -- many tens of millions of records -- of recordings available that it does not currently play but it could add to its service if desired.

6 And let me put the Pandora documents that 7 were excerpted in the slides shown by Mr. Handzo this morning into context. Those were listeners who had 8 churned from the service, not those who stayed. 9 Even 10 though these were users who the churned from the service, less than 10 percent of them said the size 11 12 of the catalogue was important to them. That was a 13 prompted response. Without prompts, the number of 14 churned listeners who said size of catalogue was 15 important to them was less than 5 percent.

16 So this is the -- this is what they're 17 hanging their hat, is that less than 5 percent of 18 people thought size of catalogue is important to make 19 the argument that size of catalogue important? That 20 is, indeed, some very weak rule.

21 JUDGE STRICKLER: Mr. Marks --

22 MR. MARKS: Professor --

23 JUDGE STRICKLER: Mr. Marks, excuse me.

24 MR. MARKS: Yeah.

25 JUDGE STRICKLER: As I recall, Professor

Willig emphasized that -- that he understood the data 1 2 to show that the ability of a service to play hits was -- was of particular importance and that if any 3 service -- and I don't think that he distinguished 4 between interactive and non-interactive in this 5 6 regard -- any service that lost a -- an important, 7 I'll potentially use that vaque word, an important percentage of the hits would have a -- would suffer a 8 9 severe economic downturn.

10 Do you have a response to that criticism? 11 MR. MARKS: I do. That the documents he relied on for that were -- were documents from 12 13 on-demand services. Again, this is the point we're 14 making. He -- he would look at evidence that relates 15 to on-demand services, where it was important that people had the latest Beyonce album or had the 16 17 ability to play certain hits, and then extrapolated 18 from that, that it's also important to Pandora to have access to every hit and that if it didn't have 19 20 some number of the top hits, Pandora users would 21 leave.

That's not the testimony. Pandora's testimony from its witnesses has been that users don't come to Pandora to hear any one particular song. And if they want to -- you know, Pandora

chooses music that it thinks the user will like,
based on the information the consumer has given to
them. If somebody seeds a station with a hit,
Pandora may eventually play that hit at some point,
but they don't play it immediately, and when they
don't have access to the song, they don't play it at
all.

8 So, again, Professor Willig is basing his 9 testimony on documents that were related to on-demand 10 services, not Pandora's situation.

11 JUDGE STRICKLER: Well, the last point you made seems somewhat important in this regard, because 12 13 you're saying if I as a listener to Pandora tried to 14 seed a station with the latest Beyonce hit and that 15 was with a label that was not available on -- on Pandora, you would just not play that song but you 16 17 might -- if I remember correctly from the testimony 18 at the hearing, you would play music that was -- that 19 your algorithm showed that was related to it, but I 20 -- but if I wanted to seed the station with a hit 21 from a blacked-out label, I would find out that I 22 couldn't do it, right?

23 MR. MARKS: I'm sorry, I -- I missed the 24 question. If you wanted to -- you could still seed 25 the station. I'm sorry, this is an important point

to clarify. You absolutely could still seed the station with that song and Pandora will create a station based on the musical properties of that song, even though it won't play you the actual song you request.

6 So that's addressed in detail in the7 testimony of Mr. Phillips.

3 JUDGE STRICKLER: Okay. So if I -- thank9 you for that clarification.

But if I seeded the station for a particular Beyonce song, you would be able to seed the station, but I would never actually hear, obviously, the Beyonce song if you blacked out that label; whereas if you had not blacked out that label, that Beyonce song may have come up in the rotation?

16 MR. MARKS: Correct. And that's -- that's 17 exactly the situation Pandora has experienced and Mr. 18 -- Mr. Phillips explained that there has never been 19 any blow-back on those circumstances where, for 20 whatever reason, they're not making content from a 21 particular artist available. They still create the 22 station. If they still deliver the content, they 23 don't get complaints.

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JUDGE STRICKLER: Thank you.CHIEF JUDGE FEDER: Similarly in that same
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1 hypothetical, you wouldn't hear any other Beyonce
2 songs, at least any other Beyonce songs recorded on
3 that label, correct?

MR. MARKS: You wouldn't hear the songs from 4 5 that label that are Beyonce, but you would hear other 6 artists that are similar to it. And if Beyonce has 7 recordings available on another label, you would hear that other label's recordings of Beyonce songs, so 8 9 that people would still be hearing Beyonce songs from 10 time to time. CHIEF JUDGE FEDER: So --11

MR. MARKS: Or you'd hear, what is it,
Destiny's Child? You'd hear Destiny's Child -CHIEF JUDGE FEDER: Yeah.

MR. MARKS: -- her band before Beyonce,whatever it is.

17 CHIEF JUDGE FEDER: Right. So -- but, 18 conceivably, you could have a Beyonce or a Bruno Mars 19 or whatever station that never plays that particular 20 artist?

21 MR. MARKS: We -- Pandora has had those
22 stations. It has those stations today.

CHIEF JUDGE FEDER: Okay. Thank you.
MR. MARKS: Again, that's addressed in the
testimony, trial testimony of Mr. Phillips.

Professor Willig's analytical error in his rebuttal testimony is no less profound. He attempts to quantify the lost listening in the event of a label blackout by using survey evidence designed to measure where users who were dissatisfied with the change in the service would go for music as a substitute.

8 But that puts the rabbit in the hat. Those 9 surveys don't measure whether all Pandora users would 10 even notice a label blackout or let alone care. 11 Professor Willig -- sorry, those surveys build into 12 the assumption the very premise of the survey to test 13 where those -- where those users who do notice and do 14 care would go.

15 Let me -- let me turn to that next topic of 16 measuring where the lost listening goes -- would go.

While the Hanssens surveys or for that matter Simonson Survey cannot be used to estimate the amount of lost listening, there's no dispute that the Hanssens surveys can be used to assess where any lost listening would go. That's the purpose for which they were designed, and that's how Professor Shapiro uses them.

The Zauberman Survey is not useful at all.Consistent with Professor Willig unfounded and

factually incorrect assumption that each major label
 is a must-have, the survey only addresses what would
 happen if a service went out of business entirely.

The many other flaws in the Zauberman Survey
are addressed at length in the services' Proposed
Findings and Reply Findings.

So let me turn to the -- the question of 7 determining the average royalty for diverted 8 performances. Knowing where diverted plays would go 9 10 allows one to -- to calculate an average royalty per 11 diverted performance. Some alternative forms have relatively high royalties such as on-demand 12 13 listening. Others, such as terrestrial radio, 14 provide no royalties at all.

15 The Hanssens Survey shows that some of the lost listening would divert to listening to on-demand 16 17 services, including some listeners who would listen 18 to a new subscription service and some listeners who would listen to an existing service. It's undisputed 19 20 that listening to an existing service does not 21 generate any incremental royalties but that new 22 subscriptions do.

23 The dispute is over how many new
24 subscriptions there would be. If 5,000 performances
25 --

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JUDGE STRICKLER: I -- excuse me, Mr. Marks. 1 2 I know you -- you said you're not going to be 3 covering this, this point, but am I correct that the 4 Zauberman Survey did not distinguish between survey 5 respondents who did -- who went to a subscription 6 on-demand service, who had one already, already had a 7 subscription, versus those who would have to purchase 8 a new one?

9 MR. MARKS: I believe that's correct, Your 10 Honor.

JUDGE STRICKLER: Okay. Thank you. MR. MARKS: So that with new subscriptions, the question is if you have 5,000 subscriptions --5,000 performances get diverted, is that 10 subscriptions with 500 performances, 500 subscriptions with 10 performances, or some other number?

18 Again, it's not disputed. The evidence clearly shows that people listen to music in varying 19 20 amounts and utilize listening options with varying 21 degrees of intensity. For example, people willing to 22 pay \$10 a month for an on-demand service typically use that service far more in any given month than the 23 24 average consumer listens to an ad-supported webcaster. 25

Professor Shapiro reasonably assumes that those -- that the listeners who would be inclined to divert from Pandora to a new subscription service would use that new service with the same degree of intensity as the average subscriber to an on-demand service, 800 plays per month. But his analysis is not sensitive to that assumption.

8 As he explained at trial, there is little 9 impact on his end results if you assume the new 10 subscriber will only listen half as much as the 11 average on-demand subscriber, 400 plays per month, or 12 a quarter as much, 200 plays per month.

13 Professor Willig's testimony, on the other 14 hand, requires absurd assumptions about the 15 utilization of new subscriptions. His problem is that he takes the diversion ratios from the surveys, 16 17 which measure only those users dissatisfied enough 18 with the label blackout to actually shift listening to an alternative platform, and then applies that 19 20 number to the entire Pandora listening base.

It was uncontested at trial that if one makes this incorrect assumption, as he does in his rebuttal analysis, it implies that new subscribers to a \$10 service would shift just 2.6 plays per month and that new subscribers to a \$16 a month

subscription to SiriusXM satellite radio would shift
 just one play per month.

It is absurd to assume that more than 20 percent of Pandora's user base, more than 10 million people, would start paying \$10 a month or \$16 a month for new subscriptions in response to a label blackout on Pandora that had such a minute effect on their non-interactive listening.

9 Indeed, Professor Shapiro explained that if 10 that were the case, SiriusXM would make far more 11 money by suppressing Universal on Pandora because the 12 massive uptick in new satellite radio subscriptions 13 would far outstrip the decline in Pandora's ad 14 revenue.

15 The other contested issue relates to the 16 manner in which Professor Willig calculated royalties 17 on CDs, MP3s, and vinyl. In the interest of time, 18 I'll refer the Judges to the proposed findings on 19 that issue.

20 Another point of contention between 21 Professor Shapiro and Professor Willig is how to 22 estimate the retention ratio; that is, the percentage 23 of diverted plays that would be of recordings owned 24 by the suppressed label.

25 Professor Willig's assumption that a label

could retain 100 percent of diverted performances, an
 assumption made at various points through his
 analysis, is simply indefensible.

This is true for several reasons, including 4 5 the fact that some of the diverted performances would 6 move to forms of listening where the music user does 7 not select what songs she will hear, as well as the fact that music listeners generally don't know which 8 artists and songs are associated with particular 9 10 labels and so would not be in a position to select solely songs from the blacked-out label. 11

His assumption that a label might retain 90 percent or even a majority of diverted plays fare no better. They are equally unrealistic, if marginally less extreme.

Professor Peterson explained how Professor 16 17 Willig's extreme assumptions about the retention 18 ratio are just one of the ways he stacks the deck to preserve market power for the labels, even when he 19 20 nominally drops his must-have assumption. If the 21 label is guaranteed to retain the same or a similar 22 number of plays in the event of a blackout, it has no incentive to keep its recordings on the 23 24 non-interactive service and thus has all of the 25 leverage in the negotiations.

1 The assumptions are not only unreasonable, 2 therefore; they run counter to the statutory 3 objective of determining the rates that would emerge 4 in an effectively competitive market.

5 Professor Shapiro made the far more 6 reasonable assumption that the non-licensing record 7 company's share of diverted performances would be the same as its natural performance share on the 8 webcaster. And as we explained at trial, as he 9 10 explained at trial, that is supported by empirical evidence in the record. Dr. Reiley testified that in 11 the Premium Access sessions, which are an on-demand 12 13 environment, there was no noticeable uptick in the 14 share of plays for the suppressed label.

15 So the disagreements about how to measure lost listening, diversion ratios, the average 16 royalties earned from diverted plays, and retention 17 18 ratios result in the gulf between Professor Shapiro's calculation of record company opportunity cost and 19 20 Professor Willig's calculation of that same cost. At. 21 every step of the analysis, the record evidence shows 22 that Professor Shapiro has used reliable evidence and 23 made reasonable assumptions. The opposite is true as 24 to Professor Willig.

25 I'll now turn to the question of webcaster

willingness to pay. Professor Willig and Professor 1 2 Shapiro both use Pandora as a proxy for the rest of the webcasting industry. As the record shows and as 3 I expect my colleagues will note as well, Pandora is 4 5 more effective at monetizing ad-supported listening 6 than any other service, let alone any other 7 webcaster. Its significant investments in building on-line audio advertising market and its prodigious 8 efforts to its revenue listening per hour are -- are 9 10 well documented throughout the record and the testimony of Mr. Phillips and the designated 11 testimony of Mike Herring. 12

Professor Shapiro's use of Pandora as a proxy makes his analysis more favorable to SoundExchange and therefore conservative. The opposite is true with respect to Professor Willig's use of Pandora as a proxy because his -- that also makes his analysis more favorable to SoundExchange.

19 There are a few important differences in 20 their use of Pandora information. The first is that 21 Professor Willig uses older and stale projections of 22 Pandora's future financial performance; whereas 23 Professor Shapiro uses the most recent year of actual 24 Pandora financial data. For all other aspects of his 25 analysis, Professor Willig uses actual data rather

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1 than projections.

2	Mr. Handzo mentioned this morning that the
3	industry is rapidly changing and so you should use
4	projections. But that doesn't make any sense because
5	he's using older projections that were prepared in
6	advance of a merger and don't reflect what actually
7	happened, rather than using more recent data that
8	does.
9	The second difference is that
10	JUDGE STRICKLER: Excuse me, Mr
11	Mr. Marks. I take your point, but doesn't that
12	that problem infect the most recent historical if
13	the market is, in fact, rapidly changing so that
14	projections are not necessarily going to be accurate,
15	doesn't that equally infect the the historical
16	most recent historical data because that would be
17	just as likely to change as any projections?
18	MR. MARKS: I think I'll take the point
19	that we may be dancing on the head of a pin here,
20	Judge Strickler. My point is that the projections
21	are based on assumptions that are probably outdated
22	in a in a rapidly changing environment. That's
23	the only point I was making.
24	JUDGE STRICKLER: I don't think we're
25	dancing on the head of a pin. I think we're sort of

like -- who's the cartoon character, Wile E. Coyote, 1 2 who's run out of ledge and he's just dancing on air, and we're all trying to predict the future. But the 3 metaphor breaks down there, of course, but the point 4 5 is the future -- that's the thing about the future. 6 It's unknowable and there's some level of 7 uncertainty. There's -- and if it's radical 8 uncertainty, we have no -- and as Professor Willig 9 said to us, oh, that's the problem you Judges have as 10 well. We're all trying -- to the extent we're all trying to predict the future, we're going to have to 11 do it with the tools at our disposal. 12

And the mere fact that it's rapidly changing doesn't answer the question as to which set of data is -- is more helpful.

MR. MARKS: And that's why we submit that the most -- the newer data and the more recent data is going to be better than -- than older data that we think is stale.

The second difference is that Professor Willig misinterpreted Pandora's financial statements and misallocated costs that vary with changes in the number of listening hours on Pandora's ad-supported service and fixed costs that do not.

25 Professor Shapiro's analysis correctly

allocated those costs. Professor Shapiro's analysis 1 2 was informed by his discussions with Jason Ryan, who 3 is the Pandora executive most familiar with its financial statements. In fairness, Professor Willig 4 5 did not have the same kind of access to Mr. Ryan and 6 Mr. Ryan's explanations of how to properly allocate 7 costs, but that doesn't change the fact that Professor Shapiro's allocations are correct and 8 Professor Willig's are not. 9

10 And the third difference --

11 JUDGE STRICKLER: Mr. -- excuse me, Mr. In that regard, didn't Professor Willig in 12 Marks. 13 his rebuttal testimony essentially adopt many of -of Mr. Ryan's explanations based on -- on the 14 15 greater, more granular level of data that he had with regard to the scenario 1, I think it was, the 16 17 scenario 1 projections? That's one question. Well, 18 let's take that one first. Go ahead.

MR. MARKS: The -- the answer is yes, he accepted many of them, and those -- those disputes are off the table. But there are other ways in which he didn't allocate correctly, and that's the focus of -- of the post-trial filings.

JUDGE STRICKLER: But now, Professor Willigalso said that at the end of the day, with regard to

his calculations, opportunity cost is so large, 1 2 according to what he calculates, that the 3 willingness-to-pay disputes are really pretty small 4 because they're not going to increase or decrease the 5 level of -- of royalty relative to -- to what the 6 opportunity costs generate because that eats up 7 basically so much, and there's no surplus left to really divide in the bargaining model. 8

9 MR. MARKS: Well, he -- as we think the 10 evidence at trial shows, he's just wrong on the 11 opportunity cost.

JUDGE STRICKLER: But -- but is there anything that you'll be able to point to in -- in your Proposed Findings, Reply Proposed Findings, that show how much the -- the dispute that continues to exist post-Willig rebuttal with regard to willingness to pay --

18 MR. MARKS: I --

19 JUDGE STRICKLER: -- would influence the
20 outcome?

21 MR. MARKS: I believe that is set forth in 22 our Proposed Findings. I don't have the citation at 23 my fingertips, but perhaps while one of my colleagues 24 is going, we can get that citation for you and come 25 back to you.

1 JUDGE STRICKLER: Thank you, Mr. Marks. MR. MARKS: That brings us to the question 2 3 of what is the right bargaining model to use to 4 determine the point in the range between the record 5 companies' opportunity costs and the webcasters' 6 willingness to pay that best reflects the outcome of 7 a negotiation in a competitive market. Professor Shapiro used a Nash-in-Nash 8 bargaining model and explained at length why it's a 9 10 good fit for the willing buyer/willing seller 11 framework. It involves multiple bilateral 12 negotiations, each one between one record company and 13 one service. 14 Each negotiation depends on the incremental 15 gains from licensing to both parties. And split-the-difference bargaining divides the gains 16 17 from trade equally. 18 Each bilateral negotiation is taken on its own with no coordination among record companies. 19 20 Each negotiation takes as given the rates negotiated 21 with other record companies and other services. 2.2 That's the Nash equilibrium. Using the results from the label suppression 23 24 experiments, which show that no record company is a 25 must-have, the Nash Bargaining Solution reflects

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carriage competition and does not reflect the
 complementary oligopoly power that the major labels
 possess and exercise in the market to license
 interactive services.

5 There should be no debate that Nash-in-Nash 6 is a suitable bargaining model here. Professor 7 Willig used it in his written direct testimony, 8 albeit as a check on his primary model, and at trial 9 he again acknowledged its many virtues.

Professor Willig, as you know --JUDGE STRICKLER: Mr. Marks -- Mr. Marks, a question, and this is a little -- I should have asked you this earlier, but you made mention of the label suppression evidence again as a basis for making the -- the value determinations here.

Are you offering the label suppression 16 17 evidence results as evidence of the way the market 18 actually would be in a -- in the absence of the statutory license, or are you -- or are you also 19 20 asking or alternatively saying that this is a 21 hypothetical as to what the market would look like 22 for non-interactive services in a hypothetical world where there was no must-have, even if they are 23 24 must-haves? Do you understand my question? 25 MR. MARKS: I -- I think I do. I think what

we're saying is that the label suppression 1 experiments show that no major label is a must-have. 2 3 We don't believe that major labels are a must-have. 4 If you look at the actual experience of a 5 significant company that operates a non-interactive 6 service without one of the majors, we think that's 7 further evidence in the record, but what we think the suppression experiments show and it's consistent with 8 the design of a non-interactive service, we don't 9 believe that there's -- that major labels are 10 11 must-haves. And we don't think that there's evidence in the record that reflects that they would be. 12 13 JUDGE STRICKLER: Thank you. 14 MR. MARKS: As you know, Professor Willig 15 uses Shapley Value analysis, but as Professor Shapiro, Dr. Peterson, and Dr. Leonard all explained, 16 17 that model is not suited to the task at hand. Tt's 18 based on cooperative game theory, and although useful in some instances, it's an inappropriate methodology 19 20 for setting the determination -- for setting the 21 outcome of bilateral negotiations between a willing 22 buyer and willing seller. The -- the criticisms of the Shapley Value 23 24 are well documented in the testimony of the services' 25 expert, but I'll just mention most glaringly, as

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Professor Shapiro explained, Shapley Value fails to
 reflect negative contracting externalities which
 arise when one party is affected by contracts signed
 by other parties.

5 Any one of the majors would care deeply 6 whether or not it's the only label left out in the 7 cold and all the other labels are licensing a 8 non-interactive service.

9 JUDGE STRICKLER: Mr. Marks?

10 MR. MARKS: And Professor Willig's -- yeah. 11 JUDGE STRICKLER: This morning Mr. Handzo 12 made mention of that claimed criticism, the -- the 13 failure of the Shapley Value to show negative 14 contracting externalities. If I remember correctly, 15 he said that the services never actually identified 16 those negative contracting externalities.

Was your answer just now the identificationof those contracting externalities?

MR. MARKS: It -- well, that's my summary of it, but those are addressed -- it's set forth in Professor Shapiro's written rebuttal testimony, and I would refer Your Honors to that, the discussion of Professor Shapiro's written rebuttal testimony, for the actual evidence, rather than just my summary of it.

JUDGE STRICKLER: Is that also encapsulated 1 2 in your proposed findings or reply proposed findings? 3 MR. MARKS: I believe it is, Your Honor. 4 JUDGE STRICKLER: Thank you. 5 MR. MARKS: I'll have to check. I don't -б I don't have a perfect recall of the extent to which 7 we laid out the discussion on that point or just summarized it and referred back to Professor Shapiro, 8 but I'm sure it's cited in there. 9 10 JUDGE STRICKLER: Thank you. 11 MR. MARKS: Okay. Because Shapley Value does not account for negative contracting 12 13 externalities imposed on one record company by 14 coalitions consisting of a webcaster and other record 15 companies, it understates record companies' incentives to join the webcaster coalition by 16 17 licensing to them. 18 There is, however, as Professor Shapiro explained at trial, a variant of Shapley Value that 19 20 does account for negative externalities, Myerson 21 Value. Professor Shapiro also calculated the Myerson 2.2 Value and showed at trial that the use of Myerson Value generates very similar results to Nash-in-Nash 23 24 bargaining. 25 Professor Willig offered two equally weak

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responses to Professor Shapiro's Myerson Value
analysis. The first was an irrelevant distraction
about how he thinks that the use of the term "Myerson
Value" is a misnomer. It's not. Professor Shapiro
uses the term exactly how it's used in the academic
literature, and the examples are cited in his written
rebuttal testimony and our post-trial filings.

The second was a completely unsubstantiated 8 claim that the Myerson Value model involves side 9 10 payments to labels. Professor Shapiro testified that Professor Willig is flat wrong in making this 11 assertion. There are no side payments in his model. 12 13 And one can look at the recursive Nash-in-Nash 14 Bargaining Model that he did as well, which is a set 15 of bilateral negotiations so there couldn't be those kinds of side payments, and you get to the same 16 17 outcome as Myerson Value.

Last topic on this subject of bargaining models is the specifications. Professor Willig has criticized the manner in which Professor Shapiro specifies his bargaining model, but they all fall flat.

First, he criticized Professor Shapiro for
including multiple record companies and only one
service. But as Professor Shapiro explained, because

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1 non-interactive webcasting generates

2 lower-than-average royalties compared to other forms 3 of music listening, including multiple services would 4 have lowered the average per-performance royalty on 5 diverted plays and generated a lower opportunity 6 cost. The criticism doesn't help SoundExchange.

Secondly, he criticizes Professor Shapiro
for solving separately for ad-supported webcasters
and subscription webcasters, rather than at the same
time. But here again, as Professor Shapiro
explained, doing so would have generated lower rates.
And, third, he criticizes Professor Shapiro

because each bilateral negotiation in his Nash-in-Nash model takes the outcome of other negotiations between the service and other record companies as a given. But that's a criticism of Nash equilibrium itself and the way in which it captures effective competition.

Nash equilibrium is the norm in industrial organization literature. And, in any event, using a recursive Nash-in-Nash Bargaining Model instead, as Professor Shapiro showed, still would just lead to Myerson Value, which, as noted, is similar to the outcome of Nash-in-Nash. It would not lead to Shapley Value because there are no negative

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1 contracting externalities here.

2 Last couple of notes on this topic, the outcome of Professor Shapiro's analysis is the same 3 4 as the rates that we have proposed. Here, these 5 results are robust too; using a power ratio of 1.0 6 instead of the LSEs to measure lost listening. 7 Reasonable changes in the number of diverted plays per new subscription, reasonable changes to the 8 retention ratio, use of merger proxy projections 9 10 instead of LRS data, use of Myerson Value or recursive Nash-in-Nash, instead of Nash-in-Nash, 11 reasonable changes to the number of services and 12 13 labels specified in the model. 14 The first change would bring the results 15 closer to, but still somewhat below, current rates. The other changes would have more modest effects on 16 17 Professor Shapiro's proposed rates. 18 SoundExchange's attempt to depict Professor Shapiro's analysis as sensitive depends entirely on 19 20 make large and unjustified changes to his model. As 21 Professor Shapiro explained at trial, if you make 22 large changes to the inputs, you're going to get changes to the outputs. That doesn't prove the model 23 24 is sensitive; it shows the model is not brain dead, 25 that inputs matter.

The rebuttal scenarios presented by 1 2 Professor Willig are not sensitivity tests as all. For every change Professor Willig makes to his model, 3 he makes an offsetting change in the other direction 4 5 to some other assumption. That doesn't show his 6 model is robust. All it proves is that Professor 7 Willig is adept at manipulating the moving pieces of his model to generate the same results. 8 The next few slides illustrate that point. 9 10 I won't go through them in detail in the interest of time. We discuss them in detail in paragraphs 175 to 11 180 of the Pandora/SiriusXM proposed findings, and 12 13 I'll refer Your Honors to that discussion. JUDGE STRICKLER: Mr. Marks? 14 15 MR. MARKS: Yes.

JUDGE STRICKLER: A question for you. I --I note that the results that come out of the bargaining model that Professor Shapiro proposes are the same on the ad-supported and the subscription webcasting service levels as you're proposing in your proposed rates in this proceeding.

And I peeked ahead. I wanted to see what you had with regard to your benchmark, which is on slide 40, and those numbers are different. Is it accurate to say that -- at this point, that -- that

Pandora and SiriusXM are proposing to primarily rely on the -- the bargaining model approach rather than the benchmark approach?

MR. MARKS: Not -- not at all, Your Honor. 4 5 But thank you for the -- thank you for that question. 6 That impression is left only as a function 7 of my dealing with this topic first because Mr. Steinthal is going to take the lead on the 8 benchmarking approach. If you look at the results of 9 10 the benchmarking analysis, those are expressed as a 11 range. And depending on the analysis, he has accounted for several different issues that are laid 12 13 out in our proposed findings. But if you'll see, for 14 instance, the ad-supported service benchmark rate 15 calculation, he expresses as adjusted the outcome as a range from .0006 to .0012. Our proposal is .11. 16 17 It's towards the high end of his range.

18 If you make one other adjustment, you get a range of 7 to 13. Again, we're at 11, towards the 19 20 high end of the range. If you look at what's 21 happening on the subscription side, it's a -- it's a 22 similar situation where there's a range that we think supports the rate proposal. And we're selecting a 23 24 number within that range, and indeed we're selecting 25 a number at the high end of the range.

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1 So it's very much our position whether you 2 use a benchmarking analysis or a bargaining model, 3 that either methodology would support the Pandora and 4 SiriusXM rate proposal.

5 JUDGE STRICKLER: Thank you.

6 MR. MARKS: In the interest of time, I want 7 to make sure that I give my fellow services their 8 fair share of the time here. I'm just going to make 9 a very few observations on Professor Shapiro's 10 benchmark analysis. It's set forth in detail in 11 Pandora and SiriusXM's proposed findings.

I think Your Honors understand that, for the ad-supported webcasters, he starts with the average effective per-play rates paid by Spotify and SoundCloud for their free tiers. He makes the same three adjustments to that benchmark rate, same three types that were made in Web IV, interactivity, skips, and effective competition.

He also considers a potential adjustment to address SoundExchange's claim that Spotify's free tier rate reflects a unique ability on Spotify's part to convert free tier users to paid subscribers over time. And he marches through and the slides -- both the slides and our post-trial filings explain that's -- that would be about a 14 percent uptick.

I just wanted to explain, we think that's 1 2 very conservative. That's -- that's accepting at face value the claim that Spotify is uniquely --3 4 uniquely good at promoting users of its ad-supported 5 tier to its -- into paid subscribers on its paid 6 tier. But what that overlooks is if you're trying --7 if what you're trying to get at is the promotional value of a non-interactive webcaster, it doesn't 8 9 matter where those users go when they convert to a 10 paid subscription. So it may be, even if it is -even if it were the case that Spotify is better at 11 converting its ad-supported users into subscribers to 12 13 its service, what matters is, is the non-interactive 14 service promotional of any on-demand service? And we -- we submit that we don't think that 15

SoundExchange has made the case that Spotify is better at getting users of the non-interactive services who then decide they want on-demand listening to subscribe to any on-demand service.

We think that's true of non-interactive services generally, that they're users complements, and that all non-interactive services have people who are also then going ahead and buying subscriptions to -- to other services.

25 The others, just -- again, in the interest

of time, I'll defer. I'll defer at this point and 1 2 just refer the Judges to Pandora's post-trial filings 3 on Professor Shapiro's benchmark analysis and his 4 responses to the criticisms made by SoundExchange. If there's time at the end, I'll come back and 5 6 address it in further detail. 7 CHIEF JUDGE FEDER: Thank you, Mr. Marks. 8 Okay. Can we get Mr. Steinthal up and take 9 Weil Gotshal down. 10 MR. STEINTHAL: Working on it, Judge. 11 CHIEF JUDGE FEDER: Okay. But we've lost 12 Judge Ruwe. 13 JUDGE RUWE: I'm here. I'm just drinking a 14 glass of water. 15 CHIEF JUDGE FEDER: Oh. All right. That's 16 fine. 17 Okay, Mr. Steinthal, are you going to start 18 in open session or restricted? MR. STEINTHAL: I'm going to start in open 19 20 session, though I confess most of what I'm going to 21 do is going to have to be restricted because --2.2 CHIEF JUDGE FEDER: Okay. MR. STEINTHAL: -- there will be a lot of 23 24 record citations along the way. 25 CHIEF JUDGE FEDER: All right. Please

1 proceed.

2 CLOSING ARGUMENT BY COUNSEL FOR GOOGLE, INC. 3 MR. STEINTHAL: Good afternoon, Your Honors. 4 I reviewed my opening statement on Google's 5 behalf in advance of appearing before you today and 6 can confidently state that we delivered what we said 7 we'd deliver during the opening. Today I hope to walk you through the key 8 aspects of the trial evidence that fully support the 9 10 position I advocated on Google's behalf on day one. 11 I'll start by addressing Google's rate proposal and Dr. Peterson's benchmarking analysis in 12 13 support of that proposal. As promised, Dr. 14 Peterson's approach was straightforward and 15 consistent with this Board's past rulings. Specifically, I'll address the following 16 17 aspects of Dr. Peterson's analysis: First, that Dr. 18 Peterson's choice to start with benchmarking, rather than theoretical modeling, is in line with past CRB 19 20 practices and precedent. 21 Second, why Dr. Peterson's benchmarks are 22 superior to the subscription benchmarks used by Mr. 23 Orszag in support of SoundExchange's proposal. 24 Third, Dr. Peterson applied appropriate 25 adjustments to his benchmarks, consistent with what

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1 the Judges adopted in Web IV.

2 And, fourth, I'll discuss Google's proposal 3 for a separate rate to account for emerging 4 non-portable, non-subscription services. 5 In the second part of my presentation, I'll 6 address SoundExchange's case in support of its 7 proposal for ad-supported streaming. Unlike Dr. Peterson's approach, the hearing 8 showed that several essential assumptions upon which 9 10 SoundExchange's case was premised utterly failed. 11 Both of SoundExchange's experts made a number of tenuous and unproven assumptions in their modeling, 12 13 when just losing on any one of those assumptions 14 would be fatal to their rate proposal. And they 15 failed on several. Those assumptions led the SoundExchange 16 17 experts so far astray that their models generated 18 fundamentally inexplicable results, so much so that they generated higher per-play rates for statutory 19 20 non-interactive webcast services than are being paid

21 by the benchmark interactive Spotify service.

Let me start by reminding Board of Google's rate proposal, which pertains only to the non-subscription commercial webcasting category. For that category, Google proposes a rate of .13 cents

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1 per-play.

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2 Google also proposes that the Board 3 recognize non-portable webcasting as a distinct 4 segment and that the board set a rate for 5 non-portable webcasting at one-half the 6 non-subscription commercial webcasting rate. 7 At the hearing, Google supported its rate proposal through the testimony of T. Jay Fowler, 8 Waleed Diab, and Dr. Peterson. Google also submitted 9 10 written testimony from Dan Pifer and Arpan Agrawal. 11 I'd like to focus first on the testimony of Dr. Peterson. He took a well-charted course in this 12 13 litigation. To start, he engaged in a benchmarking 14 analysis, rather than seeking to build theoretical 15 models. His model is entirely transparent and cogent. There are no hidden or unproven assumptions 16 in Dr. Peterson's model. 17 18 His proposed rates for ad-supported statutory services start with the rates paid by 19 Spotify for its ad-supported service and then apply 20 21 well-explained adjustments, each of a nature this 22 Board has applied in the past. His approach is wholly in accord with both 23 24 the willing buyer/willing seller rate standard the

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Board must apply in this proceeding, as well as the

1 Board's long-expressed preference for benchmarking.

As you've heard, the Copyright Act tasks the board with establishing rates and terms that most clearly represent the rates and terms that would have been negotiated in the marketplace between a willing buyer and a willing seller.

7 In doing so, the Board is to set a rate that 8 accounts for substitutional and promotional effects, 9 as well as the relative contributions of the 10 Copyright Owners and the services. In past 11 proceedings, this Board has recognized that the best 12 way to account for these statutorily mandated 13 considerations is through the use of benchmarks.

In Web IV, this Board used a benchmarking approach and explained, and I quote, that "there is a presumption that marketplace benchmarks demonstrate how parties to the underlying agreements commit real funds and resources, which serve as strong indicators of their understanding of the market."

The Judges also plainly stated in Web IV that where, and I quote, the Judges "have sufficient confidence in the available benchmark analysis. They will proceed without reference to other guideposts." It's not surprising that CRB case law shows

25 a strong preference for benchmarking. Over the

course of many years, other rate-setting bodies, 1 2 including the ASCAP and BMI rate courts, have also 3 employed benchmarking as the primary tool for 4 determining rates. And for good reason. 5 Purely theoretical, economic models require 6 that economists make various assumptions, which can 7 often distort the results of the model, which is exactly what happened in this case. 8 As Dr. Peterson and other service economists 9 10 explained at trial, these assumptions skewed 11 Professor Willig's Shapley model and caused it to generate proposed rates much higher than even the 12 13 unadjusted interactive Spotify benchmark. His 14 modeling became so laden with assumptions that it became detached from reality, as I will explain 15 16 later.

Given the pitfalls of theoretical modeling, it's no wonder that this Board has historically preferred benchmark approaches to rate setting. In fact, in past cases where the Judges have employed a method other than benchmarking, it was typically only after ruling out the existence of a suitable benchmark.

For instance, in certain SDARS cases, theBoard has looked to other guideposts only after

ruling that it had, and I quote, "little confidence,"
 unquote, in any available benchmarks.

3 Relatedly, in the very recent Phonorecords III case, the D.C. Circuit actually remanded the 4 5 proceeding back to the Board on the grounds that the 6 Board needed to fully explore the viability of a 7 proffered benchmark, in that case the Phonorecords II settlement, before moving on to the consider the 8 exact same type of game theory modeling that 9 10 Professor Willig champions in this case.

Put simply, if the Board is going to follow its own guidance from past rate-setting cases, it means starting with benchmarking before entertaining other options.

15 And in this proceeding, there's no real dispute about whether an available benchmark exists 16 17 for setting rates for non-subscription statutory 18 webcasters. Nor is there any doubt about Dr. Peterson's selection of the Spotify benchmark. 19 20 Indeed, both sides agree that the benchmarking should 21 start with the amounts paid to the major labels by 22 Spotify.

23 The disagreement between Google and
24 SoundExchange's experts is regarding what particular
25 rates within the Spotify licenses to use for

benchmarking purposes. Spotify operates both a \$9.99 per-month subscription service and a non-subscription ad-supported service. Mr. Orszag uses as his benchmark the rates paid by Spotify to the major labels for its subscription service, even when proposing rates for non-subscription Section 114 services.

8 Dr. Peterson, in contrast, explained at 9 trial why the sounder approach in establishing rates 10 for non-subscription statutory services is to use the 11 rates Spotify pays for its ad-supported service.

12 It is telling that, in Web IV, the Judges 13 outright rejected the Spotify subscription benchmark 14 as a starting point for establishing rates for 15 non-subscription statutory services, due to 16 differences between subscription and non-subscription 17 users, differences that the trial showed persist 18 today.

Dr. Peterson's benchmarking approach addresses the Board's concerns articulated in Web IV, by benchmarking from Spotify's ad-supported effective per-play rates. Just like statutory non-subscription users, users of the Spotify ad-supported service have demonstrated zero willingness to pay in a monetary sense for the service. 1 These are unquestionably the same type --2 the same type of users which makes the Spotify 3 ad-supported benchmark a much sounder place, compared 4 to the Spotify subscription service, to begin the 5 benchmarking analysis for ad-supported statutory 6 services.

7 I'll discuss this in more depth later in the
8 context of the shortcomings of Mr. Orszag's approach,
9 but the bottom line is that Dr. Peterson used the
10 best available benchmark.

I I'll now move to a slightly different topic: How, after selecting his benchmark, Dr. Peterson applied reasonable adjustments that are in line with the Board's approach in Web IV.

And for this, Your Honors, we're going to have to go into restricted session for the remainder of my presentation, which will probably be 30 to 40 minutes.

19 CHIEF JUDGE FEDER: Okay. We will go into 20 restricted session for 30 to 40 minutes. Will the 21 host please close the room.

22 MR. SACK: Thank you, Your Honors. Please 23 stand by. We're beginning to clear the room now. 24 If you're an attendee in the Zoom meeting

If you're an attendee in the Zoom meeting who is not allowed to attend restricted session,

1	please leave the session by clicking the red "leave"
2	button on the bottom right-hand of your screen or
3	click the "X" on the top right-hand side. Your
4	counsel will inform you when you're allowed to return
5	to the proceeding.
6	Please stand by, Your Honors and counsel,
7	while we work to clear the room.
8	(Whereupon, the trial proceeded in
9	confidential session.)
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OPEN SESSION
 CHIEF JUDGE FEDER: We are back in open
 session.
 Mr. Marks, I believe you are prepared to
 answer Judge Strickler's question. Please proceed.
 MR. MARKS: I am. Thank you, Your Honor.

Your Honor, the fact that Shapley Value
considers all orderings of arrival does not address
the complementary oligopoly power of multiple
must-have labels.

We put up on the screen paragraph 183 of the 11 12 services' joint proposed findings of fact and conclusions of law. That has -- that has a quote 13 14 from Professor Shapiro that Shapley Value in the 15 context here absolutely does not eliminate concerns 16 about monopoly power or complimentary oligopoly 17 It does not do it. power.

Professor Shapiro explained at length why that's the case. And his testimony is cited in our findings.

21 Professor Shapiro and Professor Leonard
22 showed that Professor Willig's Shapley Value analysis
23 with three must-have record labels is higher than a
24 Shapley Value analysis with a single monopolist
25 seller. If the label is must-have, it can shut the

service down. That power gives it enormous leverage
 in the negotiations and has nothing to do with the
 order in which it arrives.

4 It can shut the service down. It has
5 shutdown power whether it shows up first, second,
6 third, or last.

7 And because they are -- because the record 8 labels here, the major record labels here are not 9 must-have, there are significant negative contracting 10 externalities. I talked about that this morning. 11 That's what leads you to Myerson Value.

12 All of the magnitude of this difference is 13 laid out -- was laid out by Professor Shapiro. And 14 it is referenced and discussed in our Proposed 15 Findings at paragraphs 183 to 86, 224 to 228, and in 16 our reply -- in the services' Reply Findings from 570 17 to 572.

I have one other cite to provide, which is that Judge Strickler had asked the issue about whether or not Professor Willig had fixed the issues in response to Mr. Ryan's testimony.

We point out in paragraphs 277 to 286 of the services' Joint Findings and 669 to 679 of the Reply Findings, that lays out chapter and verse all the ways in which Professor Willig failed to fully

respond to the criticisms of his analysis on that 1 2 score. 3 With that, I will turn it over to Mr. 4 Wetzel. 5 JUDGE STRICKLER: Thank you. 6 CHIEF JUDGE FEDER: Thank you, Mr. Marks. 7 Will the host please take down Weil Gotshal 8 and, Mr. Wetzel, please start your camera. Are you going to be beginning in open session or in 9 10 restricted session? 11 MR. WETZEL: We can begin in open session, 12 Your Honor. 13 CHIEF JUDGE FEDER: Okay. Thank you. All 14 right. So you may proceed. 15 CLOSING ARGUMENT ON BEHALF OF NAB MR. WETZEL: Good around, Your Honors. 16 Joe 17 Wetzel of Latham & Watkins for the National 18 Association of Broadcasters. We're nearing the end of a long road, but as 19 20 Judge Feder aptly put it yesterday, we end where we 21 In August I stood up and described how began. 22 SoundExchange had failed to meaningfully grapple with the evidence NAB brought to this proceeding, evidence 23 24 that addressed specific and fair questions raised by 25 the Judges in Web IV based on the record in that

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1 case.

In this proceeding NAB brought two universes of benchmark evidence, the iHeart/Indie renewal benchmarks and the PRO benchmarks. Due to their recency, and limitations in the Web IV record, neither universe was available to the Judges the last time they set rates for webcasters.

8 In response, SoundExchange didn't bring a 9 shred of evidence to rebut those benchmarks. Not a 10 single one of its members to say that Dr. Leonard's 11 analysis of those agreements was wrong, not a single 12 affidavit, not a single document or internal analysis 13 from any of its members. That evidentiary void 14 speaks volumes.

15 The same goes for NAB's PRO benchmarks. 16 SoundExchange again didn't offer a single fact 17 witness, affidavit, or document undermining Dr. 18 Leonard's analysis of those benchmarks. It didn't 19 ask a single question of any fact witness about PRO 20 rates for simulcasters or Pandora.

21 NAB's evidence and analysis of the PRO
22 benchmarks is in the record absolutely unrebutted.
23 NAB also presented survey evidence demonstrating
24 simulcasts extremely low rate of diversion from or
25 substitution for both interactive streaming and

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1 custom radio listening.

That survey evidence was a key input for Dr. Leonard's opportunity cost analysis. And that analysis conservatively showed that the opportunity cost for simulcast on a per-play basis was far, far below the current statutory rate for ad-supported services.

8 It also corroborated Dr. Leonard's benchmark 9 analysis. In rebuttal here, SoundExchange offered no 10 competing survey or analysis of simulcast listeners. 11 In fact, SoundExchange's survey experts, one 12 carelessly and one deliberately, overlooked simulcast 13 listeners when running their surveys.

Dr. Willig even conceded that he hadn't thought about modeling a hypothetical negotiation about rates to be paid by simulcasters at all. That revealing admission tells you everything you need to know.

What became a theme of these proceedings, NAB's robust evidence and analysis, were not met by in kind evidence or analysis from SoundExchange. SoundExchange seemed to hope it didn't have to build a case against NAB's. It just assumed that the case against a differentiated rate was in the

25 baq. It didn't lift a finger to rebut NAB's case

because it thought it could hang its hat on past
 determinations by different panels on different
 records and call it a day.

4 Its experts admitted as much. You recall 5 Dr. Tucker's famously incorrect testimony about 6 limitations inherent in the statutory license because 7 she thought it cannot account for significant 8 differences between non-interactive webcasting 9 services. She's flat out wrong on that.

In response to a question from Judge
Strickler, Dr. Willig said he made a conscious
decision not to separate out simulcasters at the very
beginning of his work in this case because of his
understanding of precedent.

He also claimed the absence of any knowledge about why or if that precedent would change, but that's not surprising. We just saw that he didn't consider the issue at all. He prejudged the differentiated rate issue.

20 Because of these presumptions, 21 SoundExchange's rebuttal of NAB's case consists of 22 nothing more than shallow, unsupported assertions by 23 its experts and lawyers, nowhere close to what's 24 required for it to prevail under the statute. 25 Before getting specifically into what NAB's

evidence shows and why SoundExchange's arguments
 fail, I want to address the most pernicious argument
 in SoundExchange's case against NAB.

4 That argument concerns the interplay of 5 competition and the statutory requirement for 6 differentiated rates for different types of 7 non-interactive services. Citing various filings 8 like 10-K's that identify broad classes of media 9 competitors, SoundExchange argues essentially for a 10 hard-and-fast rule.

11 If two services compete with one another for 12 audience or advertisers, at all, they should receive 13 the exact same rates under the statute.

14 That's not a rule that exists anywhere in 15 the text of the statute, though. And it's, in fact, fundamentally incompatible with the statutory 16 17 backdrop for this proceeding. It's incompatible with 18 the statute's mandate that rates and terms shall distinguish among the different types of services 19 20 then in operation based on a number of criteria, 21 including but not limited to, the nature of the use 22 and the degree to which the use of the service may substitute or may promote the purchase of 23 24 phonorecords by consumers.

25 SoundExchange's proposed rule would evade

this inquiry altogether. SoundExchange's proposed 1 2 rule is also inconsistent with the 3 interactive/non-interactive dichotomy codified in the 4 statute. 5 Congress established a narrow public 6 performance right in sound recordings, and an a even 7 narrower compulsory license covering that right. Only digital audio transmissions of sound 8 recordings require a license at all for the new 9 10 performance right. And only a subset of those services engaged in digital audio transmissions is 11 eligible for the statutory license, the 12 13 non-interactive services. 14 Congress adopted this 15 interactive/non-interactive dichotomy because interactive services are most likely to have a 16 17 significant impact on traditional record sales and, 18 therefore, pose the greatest threat to the livelihoods of those whose income depends upon 19 20 revenues derived from those sales. 21 In other words, Congress understood 2.2 interactive services to be highly substitutional of other revenue streams; whereas non-interactive 23 24 services were not. So Congress treated them 25 completely differently under the law.

Fighting this bedrock understanding,
 SoundExchange's entire case against NAB and, more
 generally, depends on collapsing the distinctions
 recognized by Congress and embodied in the Copyright
 Act.

6 SoundExchange argues that because 7 non-commercial simulcasters may sometimes compete for listeners with commercial simulcasters, they should 8 pay the same rate. And because commercial 9 10 simulcasters sometimes compete with services like 11 Pandora for listeners or ad sales, they should pay the same rate. Because Pandora sometimes competes 12 13 with on-demand services, it should pay the same rate 14 as those services, and so on.

Under SoundExchange's transitive property of rate setting, if you compete for audience to any degree, the statutory inquiry is short-circuited. Apparently nothing else matters.

Forget about Congress's memorialization of the fundamental differences between interactive and non-interactive services in the statute itself. Forget about the requirement to set differentiated rates for different categories of non-interactive services.

SoundExchange invites Your Honors to skip

25

past all of the evidence based on its transitive
 property of rate setting.

3 SoundExchange also asks Your Honors to
4 ignore the record of differences between simulcasters
5 and the other participants here because other
6 non-participant services might seek or require a
7 further differentiated rate in the future.

8 The record here supports different rates as 9 between simulcast services and custom radio services 10 like Pandora. The theoretical requirement for 11 further differentiation on a different record doesn't 12 make the statutory mandate optional.

13 We need look no further than the diversion 14 ratio evidence to see that SoundExchange's transitive 15 property of rate setting is wrong. As Judge Strickler observed and Dr. Willig agreed, the reality 16 of whether services are, in fact, substitutes for 17 18 each other is found in the diversion ratios generated by consumer surveys. And here is what that reality 19 20 reflects.

As you can see, simulcasts divert only a tiny percentage of listening from subscription interactive services, 1.4 percent. So the idea that SoundExchange's proposed interactive benchmark should set rates for simulcasters is preposterous.

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The same is true for simulcasts in other 1 non-interactive services like Pandora. The diversion 2 3 ratio there is still just a single digit percentage. Evidence shows that simulcast is a closer 4 5 substitute for television and video options than it 6 is for Pandora. It is a closer substitute for print 7 options than for Spotify subscriptions. That's due to radio's non-music features; news, talk, local 8 9 content.

10 The statute requires Your Honors to consider 11 those degrees of substitution when setting rates for 12 simulcasters. Expressed visually, this is the degree 13 of overlap or competition we're actually talking 14 about. Barely any.

15 If you walked into FTC or DOJ waving a bunch 16 of 10-K's around to argue that there is a competition 17 issue with these types of services under common 18 ownership, you would be laughed out of the room. The 19 same goes for SoundExchange's rate proposal for 20 simulcasters.

In response to NAB's diversion evidence, the best SoundExchange can muster is that diversion ratios less than 100 percent can trigger scrutiny under FTC and DOJ Horizontal Merger Guidelines. But the Merger Guideline example Mr. Orszag cites, refers

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to a 33 percent diversion ratio, much, much higher 1 2 than the diversion ratio between simulcast and custom 3 radio. And, unsurprisingly, much closer to what we see for simulcasts and over-the-air broadcasts, which 4 5 are the same content, just over a different medium. 6 NAB's diversion ratio evidence winds up with NAB's witness testimony. As Bob Pittman testified, 7 iHeart didn't launch its custom radio and 8 subscription on-demand services to cannibalize its 9 10 radio and simulcast audience. It launched them to compete in separate and distinct product categories. 11 The custom radio product competes with other 12 13 custom radio products, and its on-demand product 14 competes with other on-demand products. 15 As for Wheeler Broadcasting, despite SoundExchange's best efforts to put words in his 16

mouth, Leonard Wheeler testified that his primary concern with not offering simulcast to his listeners would be the possibility of losing listeners not to wall-to-wall music streaming services like Pandora, but to other local broadcasters who do provide a simulcast option.

As Steve Newberry put it, simulcast and custom radio are competitors like Bourbon and milk, not exactly close. Evidence on interactivity helps

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explain why simulcasts aren't close competitors for other music services. Simulcasts and custom radio and on-demand services have very different features and characteristics that define them as different products.

6 They sit on a spectrum of least interactive, 7 which affords the least control and least resembles 8 ownership of music to most interactive, which 9 substitutes more directly for purchasing activity.

10 IHeart's internal analyses reflect this 11 industry paradigm. They show iHeart's understanding 12 as a provider of simulcast, custom radio, and 13 subscription on-demand products that simulcast 14 listening scratches a different consumer itch than 15 listening to custom radio or to interactive services.

16 As Mr. Pittman put it, simulcast listening 17 is about community; whereas more interactive services 18 are about me time.

Mr. Orszag similarly described a spectrum of services with broadcast radio on one end as the most lean-back offering out there, fully on-demand services sit on the other end, with a gray area of mixed functionality in the middle.

24 Universal's Aaron Harrison also agreed, as25 he did in Web IV, that there's a spectrum of

interactivity, the simulcast at one end; interactive
 services on the other; and custom radio somewhere in
 between.

Differences in interactivity matter. As I said in openings, and as UMG's Harrison recognized, you pay more to get more. He explained that UMG charges interactive services what it does because those services are replacing or substituting for purchasing activity.

10 Indeed, as Congress recognized, some 11 services just pose more of a threat to sound 12 recording owners of their revenue streams than 13 others. Simulcast as the indisputably least 14 interactive, least threatening to labels' other 15 revenue streams should get the lowest rate under the 16 statute.

17 One final point on SoundExchange's 18 competition argument before I move on. Parts of SoundExchange's own case show that even SoundExchange 19 20 doesn't believe what it is saying about competition 21 in response to NAB's case. When SoundExchange tries 22 to suggest that the interactive services market is highly concentrated, here is what it shows, Your 23 24 Honors.

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25 It defines the market as comprising
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1 interactive services and interactive services alone. 2 It doesn't include non-interactive services in that competition analysis. No simulcasters, no Netflix, 3 4 no Facebook. Of course they don't. Including them 5 would have been absurd on its face. So too is the 6 idea that de minimis competition between categories 7 of streaming products should drive them all to the 8 same rate here.

9 The fact that SoundExchange defines a market 10 narrowly to cry that Spotify has market power and 11 broadly to argue that radio competes with Spotify 12 tells you everything you need to know about the 13 quality of their argument. It is expediency over 14 principle.

I want to turn now to SoundExchange's general theme that Web IV somehow doomed NAB's case from the start. Like many of SoundExchange's arguments, it is an overreading of the past findings.

Web IV held that as the proponent of a rate structure that treats simulcasters as a separate class of webcasters, NAB bears the burden of demonstrating that simulcasting differs from other forms of commercial webcasting in ways that would cause willing buyers/willing sellers to agree to a lower royalty rate in the hypothetical market.

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1 And that based on the record in that 2 proceeding, the Judges didn't believe that NAB had 3 satisfied that burden. NAB has gone above and beyond 4 this stated burden here, presenting real-world 5 benchmark evidence, in both the sound recording and 6 publishing sides of the industry, and so much more.

7 This evidence came in effectively 8 uncontradicted by other evidence from SoundExchange. 9 And it collectively demonstrates that a per-play rate 10 alone can't fully account for material economic 11 differences between simulcasts and custom radio as 12 products.

Now I would like to talk more about NAB's benchmark evidence in response to Web IV. The first category is post-Web IV renewed agreements between iHeart and independent record labels covering the exact same activities for which Your Honors are setting rates here.

19 They are the most on point benchmarks in the 20 record, and they should not be ignored. On their 21 face, the agreements treat simulcast and custom radio 22 with vastly different royalty terms.

SoundExchange argues as if the Judges in Web
IV made an all-time determination that agreements
with this rate structure couldn't be benchmarks.

1 That's just not true.

The Web IV determination declined to rely on the iHeart/Indie benchmarks in that case because the Judges lacked data that would permit them to calculate the per-play rates, and they lacked expert analysis of how to calculate the royalties paid under the benchmarks.

The problem for SoundExchange here is that 8 9 the missing data and analysis from Web IV is 10 precisely what Dr. Leonard supplied in his written testimony and at the hearing. Using actual 11 performance data under the agreements, Dr. Leonard 12 13 calculated the effective per-play rates for simulcast 14 and custom radio under the iHeart renewal benchmarks. 15 For good measure, he did so conservatively,

16 allocating all of the royalties paid under the 17 agreements, fully addressing the Judges' concerns set 18 forth in the Web IV determination. SoundExchange did 19 not independently analyze or dispute the iHeart data 20 relied upon by Dr. Leonard, and it didn't challenge 21 the accuracy of his calculations.

Those calculations reveal what the Judges could not glean from the Web IV record, that the actual per-play rates, not just the headline rates in the agreements, are lower for simulcast, even when

you conservatively allocate all royalties paid under 1 2 the agreements to just webcasting activity. 3 NAB's --4 JUDGE STRICKLER: Mr. Wetzel? 5 MR. WETZEL: Yes, sir. 6 JUDGE STRICKLER: How are you this 7 evening -- this afternoon, sir? MR. WETZEL: I am well. Thank you, Judge. 8 JUDGE STRICKLER: How do you respond to Mr. 9 10 Handzo's point that if you look at the Big Machine agreement and you allocate all of the terrestrial 11 12 royalties over to the -- over to webcasting, that you 13 actually get a higher -- a higher rate than a 14 statutory rate? MR. WETZEL: Sure. And I will come to that 15 more -- in more detail later. My response to that is 16 17 that there is -- there is not a single piece of 18 testimony in the record supporting that view of the 19 agreements. 20 Dr. Leonard testified why it made no 21 economic sense to view the agreements that way. Tres 2.2 Williams testified that the agreements were not 23 designed to -- to be viewed that way or were not 24 understood that way by iHeart. 25 And, frankly, Mr. Handzo's allocation

methodology and analysis omits an enormous amount of 1 2 data that was analyzed by Dr. Leonard that -- that when viewed correctly, shows that the overall rates 3 4 paid under these agreements are far below the 5 statutory rate, that Mr. Handzo wants to focus on one 6 particular aspect of the agreement and -- and create 7 a really high rate over here, while disregarding the absurd result that would put on the other side of 8 creating a super, super low, well below the statutory 9 10 rate for -- for custom radio, is just not -- it is not a realistic way to view it. 11

12 SoundExchange couldn't find a single expert 13 to endorse that view of the world. No one brought it 14 up on rebuttal. And -- and it is just -- it has just 15 not been adopted by anyone.

JUDGE STRICKLER: Well, we don't know how Big Machine construed the allocation of the royalties because there was no Big Machine witness; am I correct about that?

20 MR. WETZEL: That's correct. And that was 21 within SoundExchange's ability to -- to procure, as 22 Big Machine is a SoundExchange member. And -- and I 23 have -- I have some material on that later. 24 JUDGE STRICKLER: Well, you may have 25 material on my next question as well, but since we're

1 talking about these benchmarks, how do you respond to
2 SoundExchange's point made by Mr. Handzo this morning
3 that these agreements that were renewed, that were
4 relied upon by Dr. Leonard, were dwarfed in volume by
5 those that were not renewed or were never created in
6 the first place?

7 MR. WETZEL: Well, Your Honor, I think that there's -- the record is that it's really hard to 8 make benchmarks. It's really hard under the existing 9 10 statutory license, you're fighting against a series 11 of transaction costs for smaller entities. You're 12 fighting against the concern by larger labels, more 13 sophisticated labels that those benchmarks could be 14 used against them to set rates for Pandora, even 15 though it's a different type product in the context of these proceedings. 16

17 And we see that the messaging to the 18 industry has been for the -- the messaging has been careful not to enter into these benchmarks because 19 20 they can be used against us in these proceedings. 21 And it doesn't -- it doesn't matter whether 22 SoundExchange disclaimed that and said we're not telling you what to do, but we're just suggesting 23 24 that you do it. That's -- that's the messaging 25 that's out there. And that's endemic to the

1 environment that we're in.

2	The fact that we found a series of
3	benchmarks where people have determined that all of
4	those things considered, transactions costs, the
5	potential use as a benchmark, there's still good
6	cause, there's still good economic reason to do these
7	deals, I think is a powerful indicator of the
8	strength of those benchmarks for simulcasters, in
9	particular.
10	JUDGE STRICKLER: Thank you.
11	MR. WETZEL: As you can see on the range of
12	rates calculated by Dr. Leonard, NAB's proposal falls
13	at the conservative or high end of each range there.
14	Calculations also show that the average effective
15	per-play rates without allocation falls well below
16	the Web IV statutory rates.
17	We just discussed Mr. Handzo's lay testimony
18	about Big Machine's effective rate this morning. NAB
19	is the only party that brought expert testimony
20	analyzing these agreements.
21	And Mr. Orszag had a full opportunity to
22	rebut that allocation, that methodology of looking at
23	them, and he did not.
24	Rather, Mr. Orszag chose instead to argue
25	that there's some unspecified value in the form of

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1 non-statutory benefits under the iHeart benchmarks.

And we discuss in detail in paragraphs 64 to And we discuss in detail in paragraphs 64 to To fits Proposed Findings, in paragraphs 1185 to 1203 of the services' Joint Reply Findings, why each of those arguments fails to carry the day.

6 But I'm going to focus here on a more 7 fundamental issue that I touched on with respect to 8 SoundExchange's attempts to rebut NAB's evidence, 9 SoundExchange's failure to even attempt to quantify 10 any of these alleged non-rate benefits when it was in 11 their interest and ability to do so, and that failure 12 is fatal to its position.

13 A common theme of SoundExchange's rebuttal 14 seems to be to try to turn its burden of rebuttal 15 back on NAB. Under its view, NAB not only had the 16 burden of producing an affirmative benchmark 17 analysis, but also to disprove any speculative 18 arguments SoundExchange could muster. And that's 19 just not how this works.

As the Judges in Web IV explained, and I am going to read it in full because I think it lays bare just how weak SoundExchange's case against the iHeart benchmarks is here. The parties have a strong self-interest to establish values for non-statutory items that would support their positions. Thus the

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Judges would anticipate that the record companies and SoundExchange would present specific evidence of the monetary value for the non-statutory consideration they received under the contract that must be added to the stated headline rate on a per-play basis.

6 More particularly, the Judges would expect 7 that the record companies' internal valuation and 8 spreadsheets would set forth their understanding of 9 these monetary values and not merely the existence of 10 some unquantified value.

Similarly, the Judges would anticipate
receiving expert testimony from SoundExchange's
economic witnesses ascribing monetary value to each
additional contractual consideration allegedly
benefitting the record companies, especially if there
weren't any documents to back that up.

17 In a separate context, the Judges said if 18 there's a party that seeks to increase or decrease an otherwise effective benchmark rate to account for 19 20 other items of value and they cannot provide evidence 21 of value when it was in their self interest to do so, 22 the Judges can't arbitrarily adjust or ignore an 23 otherwise proper and reasonable benchmark. In other 24 words, if you want to argue there is material 25 non-royalty or non-statutory value baked into a

willing buyer/willing seller agreement, vague
 arguments about ideological or idiosyncratic benefits
 don't cut it.

4 SoundExchange bore the burden of producing 5 evidence supporting its arguments but instead it made 6 no effort to quantify its alleged non-rate benefits. 7 No specific evidence of the monetary value to its 8 members, no internal valuations or spreadsheets, no 9 expert testimony ascribing actual monetary value to 10 the non-rate benefits.

11 Those arguments should meet the same fate 12 they did in Web IV.

JUDGE STRICKLER: So essentially you are making -- using the Web IV quotes to make basically a burden of going forward argument with regard to evidence?

17 MR. WETZEL: Exactly, Your Honor. We -- we 18 produced agreements. We had an expert analyze them at face value. And SoundExchange has -- has replied 19 20 just by saying hey, there might be these other --21 this other value out there, without putting forth a 22 single witness, a single analysis, no concrete attempt to determine that these -- these items of 23 24 value were material in a way that should influence 25 the Judges' consideration of these benchmarks.

1 JUDGE STRICKLER: Thank you. 2 MR. WETZEL: Your Honors, at this point I am 3 going to need to proceed in restricted session for 4 about five minutes. 5 CHIEF JUDGE FEDER: Okay. Will the host б please close the hearing room. 7 MR. SACK: Stand by. We're beginning to 8 clear now. 9 If you are an attendee in the Zoom meeting 10 who is not allowed to attend restricted session, 11 please leave the session by clicking the red "leave" 12 button on the bottom right-hand of your screen or 13 click the "X" on the top right-hand side. 14 Your counsel will inform you when you are 15 allowed to return to the proceeding. 16 (Whereupon, the trial proceeded in 17 confidential session.) 18 19 20 21 2.2 23 24 25

1 ΟΡΕΝ SESSION 2 MR. SACK: Your Honor, now the room is open 3 and the feed is public. 4 CHIEF JUDGE FEDER: We're back in public 5 session. 6 You may proceed, Mr. Wetzel. 7 MR. WETZEL: We spoke to this briefly before 8 too, but I'll try to keep it short. 9 With nowhere left to turn, SoundExchange 10 argues that Your Honors should ignore the iHeart benchmarks because they don't cover a big enough 11 12 percentage of iHeart's plays, but there are several 13 problems with that argument. 14 First, it asks Your Honors to reject some 15 evidence in favor of none. SoundExchange offers no 16 benchmarks evidencing what willing buyers and willing 17 sellers would agree to for a license covering the 18 exact rights in question here. 19 Second, on the stand Mr. Orszag abandoned 20 the idea that an agreement covering a small share of plays should not be representative. The evidence 21 2.2 showed that iHeart's Indie benchmarks covered over 23 20 percent of iHeart's Indie label plays, in the 24 ballpark of the Merlin benchmark proffered by Mr. 25 Orszag. And, of course, the Judges are familiar with

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the Merlin benchmark in Web IV. 1

2	Another problem with SoundExchange's
3	coverage argument, as I mentioned, is that it ignores
4	the the head winds against directly licensing in
5	the marketplace. Dr. Leonard testified that labels
6	avoid direct licensing due to transaction costs
7	sometimes, for a number of reasons. They may
8	outweigh the benefits of direct licensing;
9	particularly for the little guys.
10	Dr. Leonard also testified that larger
11	record companies with the most at stake might avoid
12	entering into agreements that could potentially act
13	as benchmarks for webcasters in these proceedings,
14	for all webcasters, not just simulcasters. And this
15	is more than a theoretical concern.
16	Tres Williams testified that he observed
17	this phenomenon firsthand in his own licensing
18	negotiations. The record also shows that around the
19	time of Web IV, SoundExchange engaged in a campaign
20	against direct licensing by its members. We have
21	we have talked about this before.
22	Before Web IV, it said any direct deals
23	might be used against artists and record companies as
24	evidence. After Web IV, SoundExchange came back and

24 evidence. After Web IV, SoundExchange came back and said direct deals could provide a precedent and 25

undermine recording artists. And it said that's
 exactly what happened to us in Web IV.

This is the messaging that is out there in the marketplace. It doesn't matter that it came a couple years ago or after some iHeart licenses were struck. And it doesn't matter that, as I said, SoundExchange qualified this by saying you don't -you can do whatever you want.

9 That message is emblematic of the industry 10 view, embraced and driven by the major labels, that 11 negotiations with webcasters begin and end with the 12 statutory rate.

13 We didn't hear a single witness from the 14 other side testify otherwise about this. The fact 15 that iHeart's direct deals exist in the face of these headwinds is power evidence of a categorical 16 17 difference between simulcasts and other webcasting 18 services. The only webcaster direct licenses in evidence are with iHeart, NAB's largest simulcaster, 19 20 not Pandora.

No other commercial webcaster succeeded in striking a willing buyer/willing seller dealer other than at statutory rate since Web IV, from what we can see. The iHeart benchmarks don't suffer from inadequate coverage.

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1 2 major labels' avoidance of benchmarks and smaller 3 labels without the wherewithal to bear the 4 transaction costs of direct licensing. It is just 5 that.

6 If the Judges have any concerns about the 7 coverage of iHeart's benchmarks, the NAB's second universe of benchmarks is completely immune to 8 SoundExchange's coverage criticism. 9 Those agreements 10 cover the complementary rights licensed to webcasters by performing rights organizations; ASCAP, IBM, and 11 12 SESAC.

13 NAB's PRO benchmarks show that the licensors 14 of publishing rights almost unequivocally charge 15 materially lower rates to simulcasters than they do to custom radio services, lower rates on a per-play 16 17 basis.

18 This completely new category of evidence is important because the two largest performing rights 19 20 organizations, ASCAP and BMI, are required by 21 antitrust consent decrees to license 22 similarly-situated licensees on similar terms. ASCAP and BMI can only charge different 23 24 rates to simulcasting custom radio services because 25 those two types of service are economically

They fall in the Goldilocks zone, between

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dissimilar products in the eyes of the willing buyers
 and willing sellers in the marketplace for licensing
 music rights to webcasters. That understanding has
 come into clear focus since Web IV.

5 Now, frankly, SoundExchange swung and missed 6 in its attempt to rebut these never-before-presented 7 benchmarks. And it has regrettably chosen to push 8 falsehoods and conspiracies in lieu of substantive 9 evidence in response to NAB's PRO benchmarks.

10 It all began when Mr. Orszag, without doing 11 any analysis, speculating that Dr. Leonard's 12 understanding of the PRO landscape was wrong.

13 That was the sum and substance of 14 SoundExchange's original rebuttal to the PRO 15 benchmarks. But the hearing quickly demonstrated 16 that Orszag's information was out of date. And he 17 admitted not knowing the PRO rates paid by Pandora 18 since Web IV.

19 The answer, of course, was staring him in 20 the face in the 10-K's that he relied on. And 21 Dr. Leonard's analysis was doubly confirmed by an 22 internal Pandora royalty analysis.

Nevertheless, SoundExchange inexplicably
persists in what's simply untrue, that the difference
in rates paid by custom radio and simulcast are

1 "explained by the fact that licensees pay the PROs on 2 a percentage-of-revenue basis." It is in their Reply 3 Findings.

4 And I honestly have no explanation for this 5 statement by SoundExchange. The record is crystal 6 clear that Pandora has not paid a 7 percentage-of-revenue rate to the PROs for its ad-supported service at any time since Web IV. 8 Pandora's 10-K's say it, its royalty 9 10 analyses say it. Pandora pays a percent of sound 11 recording royalties, which we all know are calculated 12 on a per-play basis. Unequivocally it does not pay 13 a percent of its revenue. And the predicate for 14 SoundExchange's critique fails.

SoundExchange's arguments that flow from its mistaken understanding also fail. Dr. Leonard explicitly accounted for the difference in plays on simulcast and custom radio when analyzing the PRO benchmarks.

The math is in his testimony. He repeatedly explained how he did so and how the difference in rates paid by the two types of services is decidedly not explainable by the difference in plays. But let's take a minute to show how

25 SoundExchange could have at least gut-checked its

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argument. You will recall that Mr. Huseny and Mr.
 Orszag discussed some simple math you could use to
 calculate the effective per-play PRO rates for
 Pandora, on one hand, and a simulcaster, on the
 other.

6 Pandora is easy. You take the percent of 7 sound recording royalty from its royalty analysis 8 document and multiply it by the statutory per-play 9 rate. On the right that's what Pandora paid PROs, 10 excluding GMR, on a per-play basis in 2017 and 2018.

11 For simulcasters, we can use iHeart as an 12 example. If you add the

undisputed percent-of-revenue rates for ASCAP, BMI, and SESAC, you get a total percent of simulcast revenue paid by iHeart to PROs, again excluding GMR, for the same years.

Mr. Orszag suggested you might need plays excluding GMR, but he was wrong. Neither of these rate structures depends on whether a play is a GMR play or not. We have an apples-to-apples comparison, what Pandora and iHeart paid for everything else on a per-play basis.

23 We get the total simulcast revenue and plays 24 or at least plays over 15 seconds from iHeart's 25 royalty statements in evidence. There is no

allocation issue here because iHeart has always had
 to pay terrestrial radio performance rights for music
 compositions.

This slide shows the simple math resulting in a materially lower PRO rate per-play for iHeart simulcasts during 2017 and 2018. And the disparity between Pandora and the simulcaster gets even bigger for smaller simulcasters that don't monetize as well as iHeart does.

10 The notion that the difference in PRO rates 11 paid by Pandora and simulcasters is explainable based 12 on music intensity alone or that they were even meant 13 to be is 100 percent false. We can't say that 14 enough.

15 Grasping at straws, SoundExchange resorts to 16 speculation about unseen tradeoffs in the Pandora 17 licenses. As Mr. Handzo put it, a quid pro quo that 18 might have been.

In the face of the evidence presented by
NAB, it was SoundExchange's burden to produce
evidence in support of such a theory. There is not a
shred of evidence in the record establishing a
so-called tradeoffs.

In fact, SoundExchange's lone attempt atrelying on evidence to infer the existence of a

tradeoff falls completely flat. It actually confirms
 the absence of one.

3 SoundExchange argues that Pandora must have 4 gotten a tradeoff because its subscription tier pays 5 lower PRO rates than its ad-supported tier. That 6 argument betrays a complete misunderstanding of the 7 evidence and the industry.

8 Pandora's royalty analysis shows the rates 9 it pays for its subscription tier. I am not going to 10 say them out loud here, but those headline rates will 11 look very familiar to Your Honors.

12 And as the Judges are aware, interactive 13 services pay both public performance rights and 14 mechanical royalties for music compositions.

So SoundExchange's focus on performance rights alone misses half the picture when you're talking about Pandora's subscription tier. This was discussed during Dr. Leonard's testimony.

SoundExchange resorts to further innuendo about how the rates reflected in Pandora's royalty deck raise a red flag because they are much different than the outdated rates relied on by Mr. Orszag.

It is not NAB's job to explain why Pandora and the PROs entered into the willing buyer/willing seller transactions confirmed in Pandora's public

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1 filings and its internal royalty analyses.

2 SoundExchange, as the opponent of that 3 evidence, bears the burden of rebutting it. And, again, it presented zero evidence backing its 4 5 speculation about the PRO benchmarks.

It neither requested nor offered into 6 7 evidence from -- from -- excuse me, it neither requested nor offered into evidence the license 8 agreements from Pandora. It didn't ask a single 9 10 question of Pandora's witnesses on the subject when 11 it had them on the stand, not one question. We don't 12 get to question Pandora.

13 SoundExchange also tries to downplay the 14 significance of the Pandora PRO benchmarks as one 15 agreement involving one licensee. But it is hypothetical for SoundExchange to suggest that 16 17 Pandora is not somehow representative of the custom 18 radio product market after it used Pandora as a proxy for the entire non-interactive marketplace throughout 19 20 its case. They were the 800-pound gorilla in Mr. 21 Handzo's presentation this morning.

2.2 On the simulcast side, NAB's PRO benchmarks, again, included licenses with ASCAP, BMI, and SESAC. 23 24 Those licenses in turn were in place with thousands 25 of commercial radio stations, representing the vast

1 majority of commercial broadcasters.

2	They blanketed the marketplace for
3	publishing rights for simulcasters. Here,
4	SoundExchange brings a completely new argument in
5	response to the PRO benchmarks that the radio
6	industry, arguing for the first time in its reply,
7	again, that those agreements may be artificially low
8	if the Radio Music License Committee is using its
9	market power to suppress rates. That's nonsense.
10	First of all, the notion that RMLC has power
11	in any coherently-defined product market is absurd.
12	Radio makes up a small fraction of the licenses that
13	PROs sell, and it has no choice but to buy those
14	licenses.
15	And the idea that RMLC exerted market power
16	over ASCAP, BMI, and SESAC, when each had recourse to
17	judicial rate-setting is nonsensical and should be
18	rejected in its own right.
19	The SESAC rate was ordered by a panel led by
20	retired Judge Vaughn Walker. The BMI license was
21	approved and entered by Judge Stanton. And ASCAP
22	agreement reflected an increase over rates approved
23	and entered by Judge Cote.
24	If these RMLC agreements were the product of
25	

some conspiracy to extract sub-competitive rates, 25

then at least three current and former federal judges
 are in on it.

In all events, SoundExchange made no attempt to carry the burden of proving up such an allegation at the time the hearing. Its reliance on unproven allegations made by a non-party to NAB's benchmarks in an effort to inject uncertainty at this late stage is highly inappropriate.

One final note on NAB's PRO benchmark 9 10 evidence before I move on. That evidence lays waste to Orszaq's ratio equivalency theory. I won't 11 belabor the point here, since it is addressed in our 12 13 findings, but NAB's evidence shows that the percent 14 of revenue paid for publishing rights by Pandora's 15 subscription on-demand service, by Pandora's ad-supported custom radio service, and by 16 17 simulcasters are not anywhere near the same.

As Dr. Leonard explained, the theoretical fulcrum for Mr. Orszag's subscription interactive benchmark is demonstrably false in the real world licensing transactions reflected in the PRO agreements. It fails the ratio equivalency test, as Dr. Leonard put it.

All of that, all of that is why NAB's new benchmark evidence fills a key evidentiary gap in Web

IV for evidence that differences between simulcasting
 and other webcasters would drive differentiated
 per-play rates, not just in the hypothetical
 marketplace, but they do in the real world.

5 I am only going to briefly address 6 opportunity cost because we discussed this analysis 7 in detail in our proposed findings. But let's be 8 clear. There is nothing in the record demonstrating 9 an increase in opportunity costs since Web IV or even 10 allowing the comparison that Mr. Handzo suggested 11 this morning.

12 Interactive streaming revenue, as Mr. Marks 13 said, has grown virtually unchecked alongside 14 entrenched non-interactive services. They're 15 different products. And the evidence suggests 16 webcasters are not standing in the way of interactive 17 services' growth.

Dr. Leonard calculated the opportunity costs for simulcast to fall between .07 cents and .1 cents per-play. No other expert undertook this specific analysis for simulcasts. And the result was far lower than what Dr. Willig calculated for non-interactive services in general. Taken at face value, these two opportunity

25 cost analyses provide further support for a

differentiated rate. Dr. Leonard's analysis also
 corroborates his benchmarking analysis.

3 The range of simulcast rates he calculated 4 overlaps the 95 percent confidence interval his 5 opportunity cost analysis generated. In response, 6 all SoundExchange can do is criticize Dr. Leonard's 7 analyses because the overlap is not more complete, arguing that the opportunity cost analysis somehow 8 undermines Dr. Leonard's benchmark analysis. 9 Not. 10 true.

11 First, the analyses are different. One is based on benchmarks baking in numerous 12 13 considerations, including promotional value that 14 lowers the royalty. The other is a theoretical 15 exercise based on survey evidence that measures only substitutional value, excluding the effect of 16 promotional value or opportunity benefit, as Judge 17 18 Strickler put it.

Second, as Judge Strickler observed, the rights in question here have almost no marginal cost. So licensors benefit from rates that would approach the true opportunity cost.

SoundExchange also tries to attack the
Hauser Survey, underlying Dr. Leonard's analysis.
Again, I won't get into detail here, as we discussed

Professor Hauser's expert testimony in NAB's proposed 1 2 findings. SoundExchange didn't touch him on cross. 3 Ultimately, SoundExchange's attacks on Professor Hauser are just a red-herring intended to 4 5 distract from the fatal flaws of their own surveys. 6 It was SoundExchange's survey expert, Professor 7 Zauberman, who was discredited at the hearing. He admitted numerous issues with his survey. 8

9 And his testimony concluded with him conceding a 10 mistake in his definitions, the most important thing 11 Willig said, which permeate his survey questions. He 12 had to agree that his error did not reflect best 13 practices in his field.

14 Likewise, SoundExchange's other survey 15 expert, Professor Simonson, deliberately excluded 16 simulcast listeners from the survey pool. That's a 17 fact, no matter how Mr. Handzo spins what he did.

18 The Hauser Survey thus stands alone in its 19 analysis of the simulcast listeners. Separate from 20 the so-called three relevant surveys for Pandora that 21 we heard about earlier today.

Dr. Willig went on to mis-apply Zauberman's fatally-flawed survey results in a way that led to inflated opportunity costs for the services that were the focus of SoundExchange's analysis.

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1 Those errors, and Mr. Steinthal went into 2 some of them, included a failure to adjust for 3 complementary oligopoly power, which infected every 4 step of his analysis. And the lack of any input for 5 promotional value whatsoever, which biased his rates 6 upwards.

7 Those are all discussed at length in NAB's 8 and the services' Proposed Findings. Those flaws 9 ensure that Dr. Willig's opportunity costs would be 10 inflated, overstated, and of no help in this 11 proceeding. Certainly not for simulcasters.

12 A brief word on promotional value, 13 highlighting yet another important colloquy from 14 trial. NAB also provided evidence that record labels 15 continue to view radio play as highly promotional.

As Dr. Leonard explained, and Universal's Aaron Harrison confirmed, simulcast is an exact replica of the over-the-air broadcast shares in radio's promotional attributes on a

20 listener-for-listener basis.

This intuitive point was not credibly contradicted. The evidence indisputably shows that record labels continue to invest tens of millions of dollars each year to get their songs added to radio playlists, without distinguishing between radio and

1 simulcast.

2 They make no corresponding investment in3 pure non-interactive services.

Basic economic logic tells us the major labels aren't acting irrationally here. There is a reason for the investments that these sophisticated global businesses are making. And that's because radio play, regardless of the transmission medium, promotes revenues.

By the way, that's how the majors pitch to Tom Poleman and iHeart. It's not in any way incompatible with Indies choosing to compete to get on Mr. Poleman's radar with lower simulcast rates in direct deals. All of this helps to explain why we see benchmarks setting lower rates for simulcasters than for custom radio or interactive services.

17 SoundExchange, once again, had nothing valid 18 to say in response. This was underscored by 19 Dr. Ford's bizarre effort to characterize this 20 competition by the majors for radio play as a form of 21 mutually assured destruction because -- between the 22 major labels.

That held up poorly under questioning by Your Honors. Dr. Ford couldn't answer why, if there were no promotional value to being on radio

playlists, labels wouldn't just stop spending this 1 2 money and let their competitors occupy the field. 3 Dr. Ford also admitted that he had done 4 nothing that one would expect an expert to do in 5 order to actually test his theory. For example, he 6 agreed that as a general matter, benchmark evidence 7 bakes in promotional value, but his testimony was that he'd seen no evidence of simulcast having 8 9 promotional value.

10 No evidence? Dr. Ford admitted that he 11 didn't address or consider the benchmarks, Your 12 Honors, because he wasn't even aware of their 13 existence. That kind of incomplete, unsupported 14 opinion testimony should get zero weight here.

Before I wrap up, I want to quickly address SoundExchange's proposal to double the current minimum fee. SoundExchange justifies its demand by pointing to an alleged increase in its overall cost per channel but that analysis misunderstands the point of the minimum fee.

The minimum fee is not meant to cover SoundExchange's overall operating expenses. Rather, as the Librarian of Congress has acknowledged, the purpose of the minimum fee is to cover the incremental cost of licensing.

In other words, the cost to the license 1 2 administrator of adding another license to the system. Even assuming that SoundExchange could, as a 3 legal matter, justify an increase in the minimum fee 4 5 by pointing to an increase in its overall, rather 6 than incremental administrative costs, the amount it 7 has told Your Honors it spends on a per channel basis is entirely overblown. 8

9 The \$55 million figure SoundExchange uses 10 for its per channel administrative expense 11 calculation includes expenses completely unrelated to 12 processing and distributing royalties.

For example, Mr. Ploeger admitted that it includes almost \$5 million in costs related to property and equipment depreciation and over \$8 million in costs associated with litigating rate-setting proceedings.

18 SoundExchange is asking Your Honors to have 19 the smallest webcasters and non-commercial stations 20 fund the war chest it uses to try and increase their 21 rates here.

22 SoundExchange's non-expert calculations are 23 also flawed because they artificially stop counting 24 channels at 100, even when a licensee like Pandora 25 has millions of channels. That arbitrary cutoff

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1 warps the average beyond recognition.

It doesn't matter that a minimum fee caps out at 100 stations. Larger entities pay SoundExchange so much in statutory royalties that the minimum fee doesn't come into play for them very often.

7 What matters is whether the minimum fee 8 covers the incremental costs of administering an 9 additional license. And SoundExchange made no record 10 that that cost has somehow doubled. It has no 11 explanation for the fact that under the current 12 minimum, SoundExchange actually distributes excess 13 fees as royalties to its members.

14 My colleague, Ms. Ablin, may address this 15 issue further, but at the end of the day 16 SoundExchange's request to double the minimum fee is 17 utterly unjustified.

18 In conclusion, whether we're talking about the minimum fee or NAB's case-in-chief, SoundExchange 19 20 has not made the evidentiary record it needs to 21 prevail here. NAB filled the evidentiary gaps from 2.2 Web IV with benchmarks, survey evidence, opportunity cost analysis, and qualitative evidence supporting a 23 24 lower per-play rate for simulcasters; one well below 25 the current statutory rate.

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Giving simulcasters a lower per-play rate for the music they use in their programming, it won't give them a competitive advantage against Pandora or other wall-to-wall music services, and it won't threaten labels' other revenue streams. That's because a lower per-play royalty for simulcasters won't change the qualities that define them.

8 It won't change the fact that simulcast is 9 the least interactive and the most lean-back type of 10 webcasting. And it won't make simulcast any more of 11 a substitute for record sales or on-demand 12 subscription fees than it is today.

As Dr. Leonard testified, the evidence at the hearing is that when push comes to shove, radio broadcasters compete by differentiating themselves based on their non-music content. And that's in a world where they pay no royalties to sound recording companies.

By definition, that non-music content will remain a part of the simulcast, regardless of what happens here. Recognizing the substantial economic differences between simulcast and custom radio, including differences in interactivity and potential substitution for record companies' other revenue streams, will not alter those fundamental

differences. Most importantly, it's what the law
 requires.

3 Thank you, Your Honors. We respectfully ask 4 that you adopt NAB's proposed rates and terms. 5 CHIEF JUDGE FEDER: Thank you, Mr. Wetzel. 6 Any questions from the Judges? 7 JUDGE STRICKLER: Nothing further. JUDGE RUWE: No, thank you. 8 9 MR. WETZEL: Thank you, Your Honors. 10 CHIEF JUDGE FEDER: Ms. Ablin, please turn on your camera. And, Mr. Wetzel, please turn off 11 12 your camera. 13 Ms. Ablin, will you be starting in open 14 You are muted. session? 15 MS. ABLIN: Yes, I will, Your Honor. My apologies. And I need to adjust my volume, I think. 16 17 MR. SACK: We're not able to hear you, Judge 18 Feder. 19 CHIEF JUDGE FEDER: Can you hear me? 20 MR. SACK: Now, we can. 21 CHIEF JUDGE FEDER: I was just observing 2.2 that that's a 2020 issue. 23 MR. SACK: Correct. 24 MS. ABLIN: Give me a moment here, and I 25 will --

JUDGE RUWE: Karyn, it sounds pretty good. 1 2 MS. ABLIN: The volume is okay? 3 JUDGE RUWE: I think so. 4 MS. ABLIN: All right. 5 CHIEF JUDGE FEDER: Your slides are not up, б if you're going to be using slides. 7 MS. ABLIN: Yes, I am working on that. I think they should appear momentarily. All right. 8 Are you able to see them, Your Honor? 9 10 CHIEF JUDGE FEDER: Yes. 11 MS. ABLIN: Thank you. Just bear with me one more moment. 12 13 CHIEF JUDGE FEDER: Your slides are not on 14 the document share yet, though. 15 MS. ABLIN: Yes. And that is coming up 16 momentarily as well. So I'm ready to proceed. 17 Would you prefer we wait until they are up 18 on document share? JUDGE RUWE: Go ahead, with what's appearing 19 20 in Zoom. 21 MS. ABLIN: Okay. They will be there in 22 just a moment, so -- I think they should be there 23 now. 24 CLOSING ARGUMENT ON BEHALF OF NRBNMLC 25 MS. ABLIN: Good afternoon or, rather, good

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evening, Your Honors, since I am on the East Coast. 1 2 It has been a long day but we're almost there. 3 In the interest of time, because I have got 4 a lot to cover, I'm going to get right to the key 5 points. 6 So the key question in setting 7 non-commercial rates is the starting point. And there are stark differences between the two parties' 8 9 proposals. 10 The NRBNMLC has proposed benchmark agreements setting rates for a large swath of 11 non-commercial broadcasters and agreed to by every 12 13 major record company, as well as independent record 14 label representatives. 15 Those agreements reflect broad non-commercial buyer buy-in and near universal seller 16 17 buy-in, and they set rates for precisely the same 18 rights as those being valued in this proceeding and 19 for precisely the same license term. 20 By contrast, SoundExchange's approach is not 21 based on any agreements or even theoretical modeling 22 pertaining to non-commercial services. It, instead, invites the Judges to set 23 24 above-threshold rates for non-commercial services 25 based on rates and agreements with large commercial

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on-demand services. Those agreements involve 1 2 different buyers; namely, large commercial services, 3 such as Spotify, Apple, Amazon, and Google, that earn 4 billions of dollars in revenue. Even the largest 5 non-commercial broadcasters earn revenues that are a 6 tiny drop in the bucket compared to these entities. 7 SoundExchange did not even attempt to adjust above-threshold rates to account for these 8 fundamental differences between nonprofit and 9 10 for-profit services. The agreements also involve 11 different rights on demand transmissions instead of

12 statutorily-compliant webcasting.

13 SoundExchange also relies on some abstract 14 theorizing by Professor Willig, claiming that his 15 "modeling approach is instructive" for setting non-interactive webcaster royalty rates, but as 16 17 Professor Willig himself admitted, he analyzed no 18 data and offered no opinions about non-commercial services, but instead acknowledged that 19 20 non-commercial rates were outside the scope of his 21 analysis.

22 Regardless of whether Your Honors adopt 23 SoundExchange's proposal precisely, though, there's 24 no basis for setting above-threshold non-commercial 25 rates at commercial levels on this record. And as I will discuss in a bit, both NPR and non-NPR non-commercial broadcasters of all sizes have the same nonprofit traits that put them in a different market segment from commercial broadcasters and cause them to negotiate lower rates than those currently set.

7 The NPR agreement itself is proof of that. 8 There also is no evidence of listener diversion by 9 non-commercial broadcasters and certainly no evidence 10 that non-NPR broadcasters are more likely to divert 11 listeners than are NPR broadcasters. And as I will 12 also get to, if anything, the evidence points in the 13 opposite direction.

14 So, in short, the NRBNMLC's rate proposal, 15 which is the only proposal before Your Honors based 16 on benchmark evidence from the non-commercial market, 17 is by far the superior benchmark in the record for 18 setting non-commercial willing buyer/willing seller 19 rates.

20 So it's well-trodden ground by now that a 21 critical hallmark of a good benchmark is 22 comparability with the target market. And in 23 Section 114 rate-setting cases, like this one, the 24 Judges have made clear that the test for whether a 25 benchmark market is comparable involves consideration

of such factors as whether it has the same buyers and
 sellers as the target market and whether they are
 negotiating for the same rights. That test is
 squarely met here.

5 The NPR agreement involves the same sellers, 6 record companies through SoundExchange, including all 7 major labels and Indie representatives as well, the same types of buyers; namely, non-commercial 8 broadcasters, both large and small, the same works, 9 10 sound recordings, the same rights, which are the same non-interactive webcasting and ephemeral recording 11 rights that are being valued here, and even the same 12 13 license term, which is '21 to '25.

14 In short, using an actual comparable 15 non-commercial benchmark, such as the NPR agreement, is far superior to using commercial agreements or 16 17 theoretical models based on commercial licensee 18 information. And it also removes the need to rely on conclusory and one-sided conjecturing by only the 19 20 seller side of the market, with no buy-in by willing 21 buyers about supposed risks of listener diversion. 2.2 And that's exactly what the NRBNMLC's rate

23 proposal does. It includes two different options 24 that both very closely follow the NPR agreement's 25 metrics.

1 The first option adopts the threshold 2 structure identified in the NPR agreement itself 3 under the calculation of license fee provision, 4 displayed on the screen for the two most recent NPR 5 agreements.

6 That provision states that the license fee 7 includes an annual minimum fee, additional usage 8 fees, and an administrative convenience discount 9 based on the advantage of receiving a large advanced 10 payment on behalf of multiple stations.

Option 1 follows that structure by proposing an annual minimum fee of \$500 and an above threshold usage fee equal to one-third of the per-performance rate that the Judges set for commercial broadcasters.

15 The specific numbers used in option 1's 16 threshold structure came from a document that 17 SoundExchange provided in discovery in response to a 18 request for a detailed description of the valuation 19 of any rate or other term in either of its two most 20 recent agreements with NPR.

And SoundExchange described that valuation document, which is Trial Exhibit 3022, as "reflecting its analysis of potential value of the NPR agreement."

25 And at this point, Your Honor, I have just

one slide that's displayed that would require going 1 2 into restricted session for probably five minutes or 3 less. It is just this one slide. 4 CHIEF JUDGE FEDER: Will the host please 5 clear the room. 6 MR. SACK: Your Honor, please stand by. 7 We're beginning to clear the room now. If you are an attendee in the Zoom meeting 8 who is not allowed to attend restricted session, 9 10 please leave the session by clicking the red "leave" 11 button on the bottom right-hand of your screen or click the "X" on the top right-hand side. 12 13 Your counsel will inform you when you are 14 allowed to return to the proceeding. Please stand 15 by, Your Honors, and counsel, while we work to clear 16 the room. 17 (Whereupon, the trial proceeded in 18 confidential session.) 19 20 21 2.2 23 24 25

1 OPEN SESSION 2 MR. SACK: Your Honor, the public feed is 3 reestablished. 4 CHIEF JUDGE FEDER: Thank you, Mr. Sack. We 5 are back in open session. 6 Please go ahead. 7 MS. ABLIN: Thank you, Your Honor. 8 As I mentioned, the NRBNMLC's option 1 9 incorporates a one-third ratio, rather than a 10 specific number, and there are several reasons for 11 that. 12 The first is that, as Professor Steinberg and Cordes have testified, non-commercial webcasters, 13 including large ones, occupy a different market 14 15 segment from commercial entities and have lower 16 willingness to pay those above-threshold rates. So 17 expressing the above-threshold rate as a ratio less 18 than one of the commercial rates reflects this 19 segmentation. And then, second, it's the parties' 20 21 perception of the expected value of an agreement that 2.2 -- that matters to the willing buyer/willing seller 23 inquiry, which talks about rates the parties would negotiate. The numbers used in the valuation of the 24 25 2016 to '20 agreement was based on a per-performance

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fee that was one-third the commercial broadcast rate
 at the time.

3 And then, third, the NPR agreement itself is 4 an upper bound to the rates that non-NPR stations 5 would pay for at least a couple of reasons. And one 6 I will address at more length later, but it's the 7 additional source of stable funding from the government that NPR stations and CPB are allowed to 8 9 have that increases their willingness to pay 10 vis- $\alpha$ -vis the non-NPR stations that don't have access 11 to that funding.

12 And then, secondly, as SoundExchange admits, 13 the music ATH that's covered by the NPR agreements is 14 very music-intensive. In other words, that music ATH 15 consists solely of sound recordings. And that 16 explains the very high sound recordings per hour 17 number that SoundExchange used in its -- in its 18 valuation document.

19 So that makes the NPR agreements music ATH 20 allotment much more valuable than the regular ATH 21 minimum fee allotment that option 1 proposes to use, 22 as it enables NPR stations to webcast many more ATH 23 within their music ATH allotment.

24 But, finally, if -- if the Judges do prefer 25 using a concrete number over a ratio, Trial Exhibit

3022 also provides at least a reasonable basis for 1 2 discerning what that number would be or at least the 3 upper bound of that number for non-NPR stations. 4 Now, annualization: I touched on this a 5 minute ago, but the option 1 also proposes to 6 annualize the cap. And that is supported by a couple 7 of things, in addition to Trial Exhibit 3022, which we talked about, the NPR agreements themselves 8 support it because the caps in there are annual, not 9 10 monthly. 11 And so they allow those stations to do 12 precisely, you know, to broadcast seasonal or 13 transmit seasonal programming and balance that out 14 through the rest of the year to the extent that 15 spikes their -- their listenership. 16 Now, the NRBNMLC's option 2 proposes to 17 adopt the NPR agreement's flat-fee structure 18 directly, just using a 1.5 multiplier to the fee, the music ATH cap, and the station count. 19 That 20 alternative consists of the same flat-fee structure, 21 the same prepayment concept, the same covered station 22 concept, and the same definition of music ATH, as 23 does the NPR agreement itself.

This option also proposes to apply, though, the option 1 rates, just to ensure that there is a

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rate set for all non-commercial webcasters, including 1 2 those that would not be covered by this lump sum. 3 So given the -- given that the NRBNMLC's 4 proposal is closely based on the NPR agreements, 5 which provide direct evidence of rates that 6 non-commercial broadcasters would agree to, 7 SoundExchange has launched a number of attacks, I think I have counted at least 11, on the NPR 8 9 benchmarks that are the proverbial throwing spaghetti 10 at the wall. 11 So none of these arguments, though, undermines the superior comparability of these 12 13 agreements as benchmarks as compared with the 14 commercial on-demand and commercial modeling that 15 SoundExchange has offered. So I will try to go through these very 16 quickly, because, as I said, I think there are around 17 18 11 of them. The first is that SoundExchange claims that 19 20 the sellers and buyers are actually different in the 21 benchmark and target markets because allegedly CPB 22 and SoundExchange are the -- are the buyer and seller, rather than broadcasters and record 23 24 companies, but that is just not true. 25 Those entities are simply the negotiating

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agents for the buyers and sellers of Section 114
 permits. The buyers and sellers, as has been well
 settled, are those entities using and granting the
 rights and not their negotiating agents.

5 And the Judges made this clear in Web III by 6 calling the buyers, for example, in the 7 NAB/SoundExchange agreement, which also was negotiated by an agent, they said there that the 8 broadcasters represented as a group by the NAB were 9 10 the buyers, and the sellers were the same Copyright 11 Owners whose copyrights are at issue in this case, 12 although represented by SoundExchange.

13 SoundExchange also claims that the rights 14 granted in the NPR agreements are different but, in 15 fact, those agreements grant precisely the same statutory webcasting rights at issue here. 16 17 SoundExchange points to some non-copyright-related 18 terms in the agreement, like advanced payment, but those are not the rights that are being valued in 19 20 this proceeding, again as Web III confirmed.

They have also argued that different works are being licensed, simply because more works are licensed under the NPR agreement than -- than an individual label would license. And that -- that is a particularly ironic claim, I think, that, in fact,

cuts in favor of the NPR agreements, because the
 broader the swath of licensed works under an
 agreement, the more likely it represents rates that
 most willing sellers would agree to with most willing
 buyers.

And, in fact, SoundExchange itself in other proceedings has -- has criticized benchmarks for not licensing a broad-enough swath of works, as it did most recently in Web IV.

10 So SoundExchange also claims or questions the Judges' authority to adopt the option 2 advanced 11 payment structure but that's also wrong. The Judges 12 13 have broad authority under Section 801 to make 14 determinations and adjustments of reasonable terms 15 and rates as provided by Sections 112 and 114 and, as well, to adopt as a basis for those statutory rates 16 17 an agreement that some or all of parties have 18 reached.

19 There is simply no difference in the Judges' 20 authority to adopt these rates, regardless of whether 21 the Judges set those rates or the parties propose 22 them in the first instance and then they are later 23 adopted.

24 SoundExchange -- another challenge is that 25 to the provision that allowing them to receive a

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large flat fee, allowing SoundExchange to receive a
 large flat fee in advance on behalf of multiple
 stations is beyond the Judges' authority.

And that, again, is somewhat ironic, given that that advance flat fee is a significant benefit to SoundExchange that it touted, in fact, in the NPR agreements.

8 So while SoundExchange now takes issue with 9 the payor of that fee not actually performing sound 10 recordings, the same is true under the NPR 11 agreements. And, in fact, in any event, the entities 12 performing sound recordings will ultimately be on the 13 hook, if they don't comply with the statutory rates 14 and terms.

So that -- that is a more than sufficient mechanism to make sure that, you know, there is compliance here.

So SoundExchange also points to the Judges' rejection of the NPR agreement in Web II. We heard about that this -- this, I guess, early this afternoon from Mr. Warren, but the agreement in Web II that was under consideration looks nothing like the ones that are proposed as benchmarks here. First, the NPR agreement at issue in Web II

was entered into in 2001 and covered a 74-month

25

period from '98 to 2004, but it was proposed to apply
to a much later term, 2006 through '10.

By contrast, the NPR agreement here was
reached just last year and covers the same license
term being valued, 2021 to '25.

6 Second, the NPR agreement in Web II charged 7 an undifferentiated lump sum for the entire 8 multi-year license period; whereas the agreements 9 here specify precise annual fees.

10 And, third, the NPR agreement in Web II did 11 not specify any music usage included within that fee 12 and the station count doubled over the term. By 13 contrast, the NPR agreements under consideration here 14 specify permitted annual music usage and station 15 limits that are included in that base fee.

16 The circumstances leading to the prior 17 rejection of the NPR agreement do not do anything to 18 undermine the usefulness as a benchmark of the very 19 different agreements here.

20 So the circumstances also were very 21 different in Web IV, which we heard about as well 22 earlier today. So there, the NRBNMLC did not model 23 its rate proposal in structure or fee metrics any way 24 on the NPR agreement, other than for the 2000-foot 25 observation that that agreement charged a flat fee.

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1 That contrasts sharply with the NRBNMLC's 2 proposal here, which closely mirrors the fee metrics 3 of the NPR agreements and, in addition, the Judges 4 did not have before them in the Web IV record 5 evidence that is available here that enables a 6 threshold structure to be set based on the NPR 7 agreement's metrics.

8 So SoundExchange also points to allegedly 9 higher music intensity by non-NPR broadcasters, but 10 that premise is unsupported. There are hundreds of 11 music-intensive NPR stations and plenty of non-NPR 12 stations that transmit talk programming, including 13 larger broadcasters like Family Radio and Moody.

14 In addition, music intensity, as I mentioned 15 before, is accounted for by the NPR agreement's fee 16 metric, which only counts sound recordings towards 17 music ATH that NPR stations actually play.

18 If it's true that NPR stations are on balance, less music-intensive than non-NPR stations, 19 20 it simply means that the NPR stations can transmit 21 more general ATH under the agreement than non-NPR 2.2 stations would be able to. And that is a principle that SoundExchange itself has acknowledged in 23 24 claiming that in its reply findings, that a 25 per-performance rate structure resolves any

differences in the number of sound recordings used.
 So SoundExchange also points to an allegedly
 greater variety of music played by non-NPR
 broadcasters, but, Number 1, genres of music have
 never been relevant to the rate set, as Mr. Ploeger
 testified. And, Number 2, again, the premise is
 unsupported.

8 NPR does focus on three specific genres. 9 It's not all they play, but they focus on classical, 10 jazz, and alternative. And I won't read the numbers 11 here, but as the slide shows, there are many stations 12 identified with respect to each of them.

And, conversely, non-NPR, non-commercial services play many different genres. With respect to below-threshold stations, Mr. Ploeger admitted to such variety in his testimony. And regarding above-threshold broadcasters, there also is significant variety.

19 The chart here shows just some of the 20 channels operated by above-threshold licensees that 21 have incurred significant royalties that include 22 formats, such as church, praise, and worship music, 23 classical music, and hymns and inspirational music. 24 So, third, only major record companies 25 control a substantial majority of recorded music.

They each have a catalogue that spans multiple
 genres, including Christian music.

3 So different rates for particular genres, at least with respect to them, would not appear to 4 5 affect the overall bottom lines of those companies. 6 And then, finally, SoundExchange's own 7 proposed benchmarks for non-commercial services are with services that transmit a variety of genres. So 8 SoundExchange appears to violate this alleged point 9 10 of non-comparability. 11 So the next attack launched is an attempt to undermine the NPR benchmark by claiming that actual 12 13 performance, rather than the negotiated metrics, 14 should be accounted for, but there are several flaws 15 with this. First, as I said before, expectations are 16 17 what matter to the willing buyer/willing seller 18 inquiry. And the Web I CARP recognized that in that initial report. 19 20 Here the NPR rates are what was negotiated 21 in the marketplace. And the fees and music ATH cap, 22 in particular, were heavily negotiated, as this quote in the slide shows, which I won't read to keep us in 23 24 open session. 25 But, in any event, NPR's actual usage was

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actually -- and I will tread generally here again, to
 keep us in open session -- was remarkably close to
 the stated allotments of both station counts and
 music ATH.

5 So for stations, the first point is that the 6 number of stations included in an agreement does not 7 affect the core fee and music use metrics. It just 8 says how many -- how many people can share that 9 metric.

But, in any event, as the chart shows, the actual station counts by NPR closely tracked the cap in multiple years, even though some of those years were based on only partial data.

With respect to music use, the same is true. Again, I will keep this general, but this chart shows that NPR's music use or estimated music use also -also closely tracks the cap. And they heavily negotiated where this -- this -- the upward movement in the red line shows an increase to that cap for the upcoming license term.

Now, government funding: So SoundExchange has claimed that the availability of an additional source of funding undermines the comparability of the NPR agreement, but that -- that is actually backward, as Professor Steinberg has testified.

1 That additional source of funding simply 2 makes CPB and NPR stations less price sensitive 3 because they know they're -- it is being paid for by 4 somebody else. And so while NPR stations can rely 5 upon both public and private donations, non-NPR 6 broadcasters are forced to rely only on private 7 donations.

8 Now, SoundExchange has suggested that the 9 government's so-called backing of CPB increases CPB's 10 negotiating leverage and reduces its willing to pay, 11 but CPB, again, is a private entity, which Professor 12 Tucker acknowledged during her testimony.

13 There's no evidence of any government 14 involvement in the negotiations that would increase 15 CPB's leverage. And, moreover, virtually the entire 16 record industry is on the other side of that 17 negotiation, so there is certainly no basis for 18 assuming outsized bargaining power on CPB's side.

SoundExchange also claimed for the first time in its reply findings and again today that CPB has implied power to lobby appropriators, but, again, there's no record evidence whatsoever that that has happened or is even likely to happen.

And so given that this factor actually exerts a downward push on rates and terms for non-NPR

stations, we have not asked for that type of downward adjustment, but we do think that it makes the NPR metrics an upper bound that, if anything, should be adjusted in that direction, if any adjustment occurs at all.

6 Consolidated reporting: So this was a big 7 one. SoundExchange spent a lot of time talking about And they claimed that the existence of 8 it. consolidated reporting in the NPR agreement is a huge 9 10 benefit that it received that needed to be accounted for in the benchmarks, but there are several reasons 11 to refute that. 12

So, first, the NRBNMLC specifically asked
SoundExchange twice in discovery to describe and
identify documents that describe the value,
SoundExchange's valuation or any label's valuation of
consolidated reporting in the NPR agreements, but
SoundExchange did not do so.

19 It did produce two other documents that it 20 said included valuations of the agreements, but 21 neither one of them placed any value on consolidated 22 reporting. And it specifically conceded in its 23 interrogatory response that it did not perform any 24 additional analysis of value and that neither did any 25 of the major labels.

So perhaps most importantly, as the Judges long have held, and I believe Mr. Wetzel touched on this a bit, because only the relative difference between the benchmark market and the hypothetical target market would necessitate an adjustment. The absence of solid empirical evidence of such a difference obviates the need for that adjustment.

So given the failure to value this reporting 8 provision when requested to do so, there's no basis 9 10 or need to adjust the agreement to account for it. 11 Second, still sticking with consolidated reporting, SoundExchange did not include it as one of 12 13 the inputs. And that was identified as constituting 14 a license fee input. It listed other factors, but 15 not this one.

16 If the value were really that much, one 17 would have expected it to be identified in that 18 provision. SoundExchange tries to dismiss that 19 provision as a recital, but that term was published 20 in the regulations. And it unequivocally shows the 21 key elements defining how the parties valued the 22 license fee.

23 So, third, consolidated reporting also was 24 not included in the NPR agreement's rates and terms 25 submitted for publication. One can scarcely ask the

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NRBNMLC's expert to analyze any alleged reporting
 benefits when those terms were not even included in
 the agreement and SoundExchange did not -- provided
 no valuation for them, even when repeatedly asked.

5 And then, fourth, to the extent that the 6 agreement, the NPR agreement addresses reporting at 7 all, the NPR -- the NRBNMLC's alternative 2 or option 8 2 includes the same provision, which says that we 9 will submit reports of use and other information 10 concerning performances as agreed upon with the 11 collective.

12 SoundExchange points to the second sentence 13 of our rate proposal, but that was simply included to 14 make sure that there were some reporting requirements 15 that applied to this group of stations.

And, in any event, while the evidence 16 17 strongly shows that this issue was a makeweight, we 18 are willing to provide, if it will be useful, a sworn declaration that commits to provide consolidated 19 20 reporting that resembles the census reporting from 21 the top 30 percent of music ATH and sample reporting 22 for everybody else of two seven-day periods per calendar quarter, that SoundExchange's counsel 23 24 pointed us to during the examination of Mr. Ploeger 25 as, you know, the broad outline of those terms. So

we are ready to do that, if that would be useful. 1 2 So there is just absolutely no reason for 3 this consolidated reporting provision to be an 4 impediment to the use of the NPR agreement here. 5 So SoundExchange also claims that the NPR 6 agreement is not a marketplace benchmark but a 7 regulated rate, but that's revisionist history. The NPR agreement is like many other 8 agreements that have been used before in Web I and in 9 10 Web III that SoundExchange itself proposed. They have attempted to capture -- they have attempted to 11 characterize non-interactive statutory agreements as 12 13 somehow less helpful than non-comparable commercial 14 on-demand services, but that's a pretty ironic 15 attempt, given that these agreements involve much more widespread acceptance. 16 17 If that were the law, that any agreements 18 that were so widely accepted to be proposed as a

19 basis for rates were somehow less informative 20 benchmarks, it would take out of consideration an 21 entire swath of agreements that the statute 22 specifically invites the Judges to look to when 23 setting rates.

It also claimed earlier today that it did not have a fair chance to rebut our use of the NPR

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agreement as a benchmark. That's not correct. 1 And, 2 in any event, it is of SoundExchange's own doing. 3 Professor Steinberg discussed the evidence promptly as it came in, and the timing was driven by 4 when that evidence came in. He did not have 5 6 available to him the NPR agreement when direct 7 testimony went in. He promptly, once that agreement was reached, he amended his direct testimony. 8 We promptly asked for valuation documents in 9 10 direct discovery at the first opportunity but did not get them in time for that valuation to be included in 11 amended testimony, but we did get them just a few 12 13 days before rebuttal testimony was due. 14 And that's what Professor Steinberg did talk 15 about a threshold structure being appropriate based on the NPR agreement because at that point he had the 16 17 evidence to -- to value the agreement at that point. 18 Moreover, SoundExchange had a full opportunity to cross-examine Professor Steinberg and 19 20 to respond to the proposal through its own witnesses' 21 trial testimony. And, in any event, the regulations 2.2 would authorize proposals to be amended all the way through the deadline for Proposed Findings. 23 24 So it is not accurate to say that we somehow

25 acted inappropriately here.

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Next topic: So the nonprofit traits that
 Professor Steinberg and Cordes addressed at length
 are not just abstract qualitative traits that
 differentiate non-commercial entities from for-profit
 entities but they matter in economically meaningful
 ways that drive down rates.

For example, the non-distribution constraint limits the market behavior of nonprofits in ways that reduce their willingness to pay. For example, it incentivizes nonprofits to pursue less profitable activities. It bars their access to equity financing, et cetera.

13 And, importantly, that trait applies to both 14 non-NPR and NPR stations. The same is true for the 15 mission focus. It leads to differentiated 16 programming that decreases the likelihood of listener 17 diversion, as well as less profitable programming 18 that lowers the willingness to pay. That applies to 19 both types of stations.

20 And those traits result in nonprofit buyers 21 agreeing to lower webcasting rates with record 22 company sellers for the licenses at issue. The NPR 23 agreement is proof that that occurs.

And one more note here. It has been suggested that nonprofit's ability to run ads gives

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them a competitive advantage vis-α-vis commercial services, but that ad ban is actually a constraint on non-commercial behavior. There is certainly nothing barring commercial services from limiting or reducing their ads, if they choose to do so, if they think it would help their bottom line.

7 And the fact that they haven't done so, 8 suggests that they have carried the ad load that's 9 most likely to maximize their listenership and 10 related profits.

11 Competition and cannibalization: So 12 SoundExchange has spent a lot of time claiming that 13 we compete with commercial services, but those 14 arguments miss the point when a benchmark is used.

The only question that matters under a
benchmark approach is relative competition or
diversion vis-α-vis commercial services, caused by
NPR versus non-NPR stations. And because it's
already baked into a benchmark, only that -- that
relative differences matter.

Here there is no proof that listener diversion is any more likely by non-NPR broadcasters than by NPR broadcasters. And to the contrary, the evidence suggests that NPR stations are the ones that pose a greater risk of diversion.

I won't read the numbers on this chart so 1 2 that we can stay in public session, but the reported 3 data depicted in this chart, which is in evidence, 4 shows that each and every musical genre played most 5 heavily by NPR stations is significantly more popular 6 with both frequent and casual listeners than is the 7 contemporary Christian genre that SoundExchange focuses on so heavily. 8

9 A further indication of the greater 10 diversion risk posed by NPR broadcasters over non-NPR 11 ones comes from a statement in Web II that 12 SoundExchange cited nine times in its Reply Findings 13 alone that music programming found on non-commercial 14 stations competes with similar programming found on 15 commercial programming.

And SoundExchange claims that the statement was not linked in any way to NPR or limited to NPR but that's demonstrably not true. The Judges relied on two and only two Findings of Fact to support this statement. And what were those findings? They both came from SoundExchange's findings and both referred exclusively to NPR stations.

23 It would be highly ironic and contravene the 24 willing buyer/willing seller standard if 25 SoundExchange were to succeed in using this

statement, based solely on NPR evidence to set rates 1 that are disparately higher for non-NPR stations. 2 3 So even putting aside the evidence 4 indicating that NPR stations are more likely to cause listener diversion, there's just no record evidence 5 of non-commercial listener diversion. Both Professor 6 7 Steinberg and Mr. Mr. Orszag testified as much. Mr. Orszag said he didn't conduct any studies. 8 The major labels admitted to the same, that 9 10 their companies had not conducted any studies. 11 And I now have three slides, but I know I am running short on time, so I will try to -- I will 12 13 just -- I will handle them by saying that 14 SoundExchange pointed to three exhibits that have not 15 been admitted to the record. None of them shows competition between non-commercial and commercial 16 stations, including one that relates specifically to 17 18 two stations that were in the same market. 19 If -- I just invite Your Honors to read, 20 this is covered in our findings, to read some of the 21 content that comes out of these three documents. Т 22 will say with respect to the document on the screen -- which to keep us public, I won't 23 24 identify -- it actually shows that if there was any 25 competition at all with respect to the commercial

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station at issue, the competition came from other commercial stations, rather than a non-commercial station.

It also showed that less than one-third of 4 5 the listeners -- again, I won't name the station --6 listened only for the music, which shows that you 7 can't measure radio station programming in a meaningful way and assess it for potential 8 competition by plucking it out, plucking out only the 9 10 sound recordings and viewing them in isolation the way that SoundExchange's playlist overlap study did. 11 I will skip these two studies and refer Your 12 13 Honors to our findings on them. They are both not 14 admitted in the record yet. 15 And with respect to the playlist study, which we are all familiar with by now, I will just 16 say that SoundExchange now apparently is walking back 17 18 its claim by saying that it was not a goal of this study to establish direct competition, and we agree. 19

20 And it has also admitted that a listener 21 will only listen to one service at a time, which 22 means that when you combine groups of ten stations in 23 bulk, you can't really learn anything about actual 24 listener experience.

25 Again, I will refer Your Honors to our

findings regarding the playlist study here, except to 1 2 say that SoundExchange did not perform a similar study to assess overlap of any NPR stations. And so 3 4 even if this type of overlap mattered, which it 5 doesn't, there's no basis for it to serve as an 6 adjustment to the NPR agreement.

7 that the services' time is up. So if you could wrap 8 9 it up in the next couple of minutes, that would be 10 helpful.

11 Your Honors to claims about EMF. EMF's revenues are 12 13 a drop in the bucket compared to commercial services. 14 They also try to compare EMF with NPR 15 stations. The NPR stations have -- well, broadcasters operate fewer stations, so there is no 16 17 big shock that revenues would be different.

18 Your Honors can look at the fee disparity, which I talked about in my opening, so I will skip 19 20 all that. On burden of proof, just because this was 21 mentioned earlier today, I will say we -- we've heard 22 SoundExchange admit that the burden of -- every proceeding is a new proceeding. So it's not a 23 24 one-sided burden, but both parties have the -- have 25 the task of establishing the reasonableness of their

CHIEF JUDGE FEDER: Ms. Ablin, I am informed Okay. I will then just refer MS. ABLIN:

And SoundExchange has not done that here. 1 rates. 2 Instead they have relied on a different 3 record and statements from a different record. 4 Let's skip ahead. Then on references to WSA 5 agreements, Webcaster Settlement Act agreements, we agree that Your Honors can't use them as benchmarks. 6 7 We're simply relying on -- we're simply citing them to show what -- what the facts on the ground were in 8 the marketplace, which the registers made clear is 9 10 appropriate. SoundExchange itself has cited to many 11 terms from these same agreements. The same is true of Exhibit 3022. The fact 12 13 that it relies on a WSA Agreement does not preclude 14 the use of that agreement because it is appropriate 15 for the Judges to consider agreements containing provisions, even though they are copied from or 16 17 identical to WSA terms. 18 I will skip all of the minimum fee provisions and get just to my conclusion. It will 19 20 just be another minute. And thank you for Your 21 Honor's indulgence for that race through -- race

22 through these last slides.

23 The NRB's proposal is based on a highly 24 comparable benchmark involving the same types of 25 non-commercial buyers and sellers, rights works, and

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license term. Again, it shows not only near
 universal seller buy-in but critically non-commercial
 buyer buy-in as well, which is not present in the
 prior non-commercial rates that have been set.

5 It is derived from key evidence regarding 6 how the NPR agreement was valued that was not in the 7 prior evidentiary record before Your Honors. Adoption of the NRBNMLC's proposal would remove the 8 sharp fee disparity that currently exists among 9 10 services based solely on whether they have chosen to 11 affiliate with NPR, and it would bring non-commercial rates back in line with the rates that willing 12 13 sellers and buyers repeatedly have agreed to that 14 most clearly reflect non-commercial willing 15 buyer/willing seller rates.

SoundExchange, by contrast, asks the Judges 16 17 to set above-threshold rates based on commercial 18 benchmarks or models that have nothing to do with non-commercial services. So imagine if the shoe were 19 20 on the other foot and non-commercial broadcasters had 21 negotiated an agreement that resulted in rates 22 charged to NPR stations that were over three times higher than those charged to the religious stations. 23 Certainly the NPR stations would be before 24 25 Your Honors strongly advocating for treatment

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1 comparable with their similarly situated

2 non-commercial friends operating religious stations,3 and they would have a point.

4 The effect of the current structure is to 5 make it significantly more difficult and expensive to 6 communicate one type of nonprofit message over 7 another, even though both types of nonprofit broadcasters operate under the same constraints that 8 lower their willingness to pay. And there has been 9 10 zero evidence showing that non-commercial religious broadcasters are more likely to divert listeners than 11 are NPR broadcasters, and even some evidence points 12 13 in the opposite direction.

14 So we appreciate Your Honors' willingness to 15 take a fresh look at the new evidence in this case, including the NPR agreements and their valuation. 16 17 And we urge Your Honors to adopt NRBNMLC's rate 18 proposal, which is modeled on the NPR agreement, which is by far the best evidence of non-commercial 19 20 willing buyer/willing seller rates. 21 And thank you very much. 2.2 CHIEF JUDGE FEDER: Thank you. Anv

23 questions from the Judges?

JUDGE STRICKLER: Nothing further, YourHonor.

1 JUDGE RUWE: No, thanks. 2 CHIEF JUDGE FEDER: Okay. Thank you, 3 Ms. Ablin. I'm going to address this guestion to the 4 5 court reporter, Ms. Brynteson. Do you need a break 6 or can we go on to SoundExchange? 7 THE REPORTER: We can go ahead, Your Honor. 8 CHIEF JUDGE FEDER: Thank you. Okay, 9 Ms. Ablin, could you take your screen down? 10 MS. ABLIN: Yes, Your Honor, I am working on 11 that. 12 CHIEF JUDGE FEDER: And, Mr. Handzo or Mr. 13 Warren -- Mr. Warren. 14 My understanding is you have approximately 15 23 minutes reserved from this morning. Is that correct? Or is that --16 MR. WARREN: Yes. That -- that sounds 17 18 roughly right, Your Honor, although we may beg a little additional indulgence, given that the services 19 20 ran long by, I think, about ten minutes, according to 21 the court reporter's count, but we will -- we will 22 endeavor not to require that time. 23 CHIEF JUDGE FEDER: Okay. Please proceed 24 with -- and are we starting -- going in open session? 25 MR. WARREN: I am public all the way

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1 through. And I have promised Mr. Handzo I will keep 2 this to a minute or less, and so I will try my best 3 to do that.

4 CLOSING ARGUMENT ON BEHALF OF SOUNDEXCHANGE, et al. 5 MR. WARREN: A few brief points in response to Ms. Ablin's presentation. It's notable to me how 6 7 little citation there was to the expert testimony put in the record by NRBNMLC during Ms. Ablin's closing. 8 9 And that's, again, because the NPR settlement was 10 such a late-breaking development, as NRBNMLC's actual 11 benchmark.

Ms. Ablin suggests that it was somehow SoundExchange's burden to establish overlap between NPR stations and commercial stations. Well, that's not true at all. It is NRBNMLC's burden to establish the comparability of the NPR settlement benchmark.

Notably, none of their experts attempted to address the intensity of music usage by NPR or more to the point none of their experts compared the usage of music by NPR to the usage of music by commercial webcasters.

You heard Ms. Ablin say that it's relative competition, relative cannibalization that matters. We agree. And that's exactly the analysis that NRBNMLC failed to conduct. As for the variety of music, you saw a couple slides from Ms. Ablin talking about jazz and rock and other genres played on NPR. That analysis was never offered by NRBNMLC's experts. In fact, the first time it showed up in the record was in NRBNMLC's Reply Findings. That is far too late in the game to be permissible.

8 The last and only other point I want to 9 offer is that Exhibit 3022 on which Ms. Ablin has 10 placed such great reliance, this is the slide with 11 all of the green boxes and lines, is nothing more 12 than a comparison between one non-precedential, 13 non-binding WSA Agreement and another

14 non-precedential, non-binding WSA Agreement.

Ms. Ablin tries to stretch the Register's decision in that the existence of a WSA Agreement can be considered to encompass what appears to be a very fulsome, detailed analysis of the terms and rates of those non-precedential agreements. That she cannot do.

Therefore, the effort to convert using that document, the NPR settlement into a threshold rate structure should not be permissible. And that's all I have. I will hand it to Mr. Handzo.

25 CHIEF JUDGE FEDER: Thank you, Mr. Warren.

1 MR. HANDZO: Thank you. And good evening, 2 Your Honors. 3 I am actually going to need to go into 4 restricted session, I believe. 5 CHIEF JUDGE FEDER: Okay. Will the host б please clear the room. 7 MR. SACK: Thank you, Your Honor. We're 8 beginning to clear the room now. 9 If you are an attendee in the Zoom meeting 10 who is not allowed to attend restricted session, 11 please leave the session by clicking the red "leave" button on the bottom right-hand of your screen or 12 13 click the "X" on the top right-hand side. 14 Your counsel will inform you when you are 15 allowed to return to the proceeding. Please stand by, Your Honors and counsel, while we work to clear 16 17 the room. 18 (Whereupon, the trial proceeded in confidential session.) 19 20 21 2.2 23 24 25

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CERTIFICATE I certify that the foregoing is a true and accurate transcript, to the best of my skill and ability, from my stenographic notes of this б proceeding. 11/19/20 Signature of the Court Reporter Date 

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