Before the FEDERAL COMMUNICATIONS COMMISSION Washington, DC 20554

Complaint of)
Campaign Legal Center and Sunlight Foundation)
Against)
The Gannett Company, licensee of WCNC-TV, Charlotte, NC)
For Violations of the Communications Act § 315 and FCC Regulation § 73.1212)

To: Enforcement Bureau

COMPLAINT

The Campaign Legal Center and the Sunlight Foundation file this complaint regarding violations of the Communications Act and the Federal Communications Commission's ("FCC") regulations by the Gannett Company licensee of WCNC-TV. In February 2014, WCNC-TV ran a political ad sponsored by Patriot Majority USA ("Patriot Majority"). The station failed to disclose information about Patriot Majority and the ad in its online political file as required by the Communications Act and the FCC's regulations.

I. Facts

A. Parties

The Campaign Legal Center is a nonpartisan, nonprofit organization that promotes awareness and enforcement of political broadcasting laws. The Campaign Legal Center's mission is to represent the public interest in the enforcement of media and campaign laws. Through public education, advocacy for federal rulemaking proceedings, and congressional

action, the Campaign Legal Center seeks to shape political broadcasting policies and promote effective enforcement of the public interest obligations of the media.¹

The Sunlight Foundation is a nonpartisan nonprofit that advocates for open government globally and uses technology to make government more accountable to all. Sunlight accomplishes these goals at municipal, federal, and international levels by building tools that empower democratic participation and by working with policymakers and civil society organizations to employ a technology-centric and transparency-oriented approach to their work. The Sunlight Foundation has built tools that empower individuals and journalists to better and more easily understand political spending across the United States, which depend on data found within broadcast stations' political files and elsewhere.²

WCNC-TV is an NBC-affiliated broadcast station in Charlotte, North Carolina. Charlotte is the 25th largest Designated Market Area in the country, serving more than 1.1 million households.³ The Gannett Company, licensee of WCNC-TV, is headquartered in Tysons Corner, VA. Gannett is a national media holding company that operates newspapers, television broadcast stations, and digital media brands.⁴

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¹ See Campaign Legal Center, www.campaignlegalcenter.org (last visited Apr. 2, 2014).

² For instance, Political Ad Sleuth and Ad Hawk are two such tools. *See* Political Ad Sleuth, http://politicaladsleuth.com (a searchable database created from FCC online public file documents); Ad Hawk, http://adhawk.sunlightfoundation.com (a mobile app allowing identification of political ads).

³ Local Television Market Universe Estimates, The Nielsen Company, (2013), http://www.tvb.org/media/file/TVB_Market_Profiles_Nielsen_TVHH_DMA_Ranks_2013-2014.pdf.

⁴ Gannett, Our Company, http://www.gannett.com/article/9999999/WHOWEARE/100427016 (last visited Apr. 7, 2014).

B. The Advertisement

In March 2014, WCNC-TV broadcast a political ad sponsored by Patriot Majority. Patriot Majority is a political advocacy group and Super PAC whose mission is to "create jobs, promote economic development and preserve the American Dream for all families."⁵

The Patriot Majority ad, entitled "Bad Company," refers to Thom Tillis. Tillis is the Speaker of the House in the North Carolina House of Representatives. He is also a 2014 Republican candidate for the U.S. Senate in North Carolina, challenging incumbent Democratic Senator Kay Hagan. The ad, transcribed below, discusses health care reform and Medicare.

[Narrator:] In North Carolina, we put families first. But Senate candidate Thom Tillis sides with health insurance companies. He'd let them deny coverage for pre-existing conditions, and raise rates for women needing mammograms.

Tillis supports a plan that would end Medicare as we know it and force seniors to spend up to \$1700 more for prescriptions. Thom Tillis, he's with the special interests, hurting North Carolina families.

Patriot Majority spent \$77,000 to broadcast this ad at WCNC-TV for the week of March 21, 2014, and \$500,000 in total running the ad.⁹

⁵ Patriot Majority PAC, About Us, http://www.patriotmajority.org/about (last visited Apr. 7, 2014).

⁶ Exhibit A, attached, is a screenshot of the ad and a News Observer article confirming that the ad aired at stations across North Carolina in February of 2014. The ad is available at https://www.youtube.com/watch?v=Vxi-CIzU4nA.

⁷ Philip Elliott, *US Chamber of Commerce throws backing to Thom Tillis in North Carolina's GOP Senate primary*, US News (Apr. 10, 2014), http://www.usnews.com/news/politics/articles/2014/04/10/us-chamber-of-commerce-backs-tillis-

⁸ See John Frank, *Outside Group Launches Attack Ad on Thom Tillis*, News Observer (Feb. 12, 2014), http://www.newsobserver.com/2014/02/12/3614927/outside-group-launches-attack.html.

II. Argument

The Patriot Majority ad triggers WCNC-TV's political file disclosure requirements in the Communications Act and the FCC's regulations. WCNC-TV, however, failed to disclose the required information.

A. The Communications Act and the FCC's regulation requirements.

When broadcasters run political ads, they must meet specific disclosure requirements set forth in the Communications Act and the FCC's regulations.

Section 315(e)(1) of the Communications Act requires that broadcast licensees maintain records regarding any request to purchase broadcast time that "communicates a message relating to any political matter of national importance, including (i) a legally qualified candidate; (ii) any election to Federal office; or (iii) a national legislative issue of public importance."¹⁰

For such requests, the licensee must disclose "the name of the candidate to which the communication refers and the office to which the candidate is seeking election, the election to which the communication refers, or the issue to which the communication refers (as applicable)."¹¹

Similarly, FCC regulations require licensees to disclose information about paid broadcasts if those broadcasts concern a "political matter" or discuss a "controversial issue of public importance," and the ad is paid for by "a corporation, committee, association or other unincorporated group, or other entity."¹²

¹⁰ 47 USC § 315(e)(1)(B)(i)–(iii) (2014).

¹¹ *Id.* § 315(e)(2)(E).

¹² 47 CFR § 73.1212(e). *See also id.* § 73.1943. Currently, a station in the top-50 designated market areas and affiliated with a top-four network must upload its political file to the FCC's online database; however, all television stations will be required to do so beginning in July 2014. *Standardized and Enhanced Disclosure Requirements for Television Broadcast Licensee Public Interest Obligations*, Second Report and Order, 27 FCC Rcd 4535, 4536–37 (2012).

B. The Patriot ad triggers the disclosure requirements of § 315(e)(2) of the Communications Act and § 73.1212(e) of the FCC's regulations.

The Patriot Majority ad run by WCNC-TV triggers the disclosure requirements of § 315(e)(2) of the Communications Act and § 73.1212(e) of the FCC's rules for two reasons. First, the ad refers to Thom Tillis. He is a "legally qualified candidate" for the U.S. Senate in North Carolina because he maintains a public campaign website where he collects donations, issues press releases, and regularly updates campaign information. Tillis also raised \$1.7 million for his campaign in 2013. The patriotic requirements of the PCC's rules for two reasons.

Second, the ad communicates a message relating to both a "political matter of national importance" and a "controversial issue of public importance" for purposes of the Communications Act and the FCC's regulations. The ad discusses health insurance coverage and Medicare. Health care reform is the quintessential legislative and controversial issue of public importance. It was President Obama's key initiative and has been the subject of nationwide debate and court challenges, including at the Supreme Court. Medicare is a national issue because it is a federal government-funded insurance plan that affects nearly 50 million Americans. It is also a controversial issue because it is subject to nationwide debate and media coverage, and its funding has recently come under attack.

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¹³ See Thom Tillis, US Senate, http://thomtillis.com/ (last visited Apr. 15, 2014).

¹⁴ See Cameron Joseph, *Tillis Continues Mediocre Fundraising Pace*, The Hill (Jan. 24, 2014), http://thehill.com/blogs/ballot-box/196395-tillis-continues-mediocre-fundraising-pace.

¹⁵ E.g., State Laws and Actions Challenging Certain Health Reforms, NCSL (April 14, 2014), http://www.ncsl.org/research/health/state-laws-and-actions-challenging-ppaca.aspx.

¹⁶ Total Number of Medicare Beneficiaries, http://kff.org/medicare/state-indicator/total-medicare-beneficiaries/ (2012 numbers) (last visited Apr. 20, 2014).

¹⁷ E.g., Tom Howell, Jr., *House Votes to Thwart Cuts to Medicare Payments; Quick Vote Stirs Controversy*, Washington Times (Mar. 27, 2014), http://www.washingtontimes.com/news/2014/mar/27/house-gop-struggles-pass-medicare-doc-fix/.

C. WCNC-TV failed to disclose the information required by law.

WCNC-TV uploaded the following to its online political file for the sale of airtime for "Bad Company": the contract, which discloses rates, dates, and times the ad ran, in compliance with section 315(e)(2)(A)-(D); and the National Association of Broadcasters (NAB) Form PB-18, "Agreement Form for Non-Candidate/Issue Advertisements." Copies of both are included in Exhibit B.

WCNC-TV properly disclosed the candidate referred to in the ad, but failed to disclose the issue addressed by the ad. The NAB form provides the space for stations to meet the disclosure requirements of § 315 of the Communications Act. The form asks whether the ad communicates a "message relating to any political matter of national importance." If yes, then the station must, in the next section, disclose the name of the candidate, the office being sought, the date of the election and/or the issue to which the ad refers. The form gives several examples of legislative issues of national importance, including the "Affordable Care Act." WCNC-TV indicated on the NAB form that this ad communicates a message relating to a political matter of national importance. The station even attached the "Agreed Upon Schedule" on page 5, which is only necessary for ads that communicate a message of national importance. Despite these considerations, WCNC-TV never disclosed the issue referred to in the ad. This constitutes a violation of the Communications Act.

Conclusion

The Communications Act and FCC rules are intended to inform the public about the amount of spending and source of funding when broadcast stations air paid programming concerning candidates, elections, and political matters of public importance. WCNC-TV has failed to disclose this important information. Thus, the Campaign Legal Center and the Sunlight Foundation respectfully request that the FCC take prompt action to ensure that this information is made available to the public through WCNC-TV's public file. We further request that the FCC

take other measures, such as assessing forfeitures and issuing a Public Notice reminding broadcast stations of their obligations, to ensure that this and other broadcast stations include all of the legally required disclosures in the future.

Respectfully submitted,

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Dated: May 1, 2014 Counsel for Campaign Legal Center

and Sunlight Foundation

Exhibit A

This screenshot is from the Patriot ad "Bad Company," available at: https://www.youtube.com/watch?v=Vxi-CIzU4nA.



Outside group launches attack ad on Thom Tillis

John Frank, News Observer February 12, 2014 http://www.newsobserver.com/2014/02/12/3614927/outside-group-launches-attack.html

A so-called "dark money" group is coming to Democrat Kay Hagan's aid in North Carolina, unleashing a new TV ad Wednesday that attacks Republican frontrunner Thom Tillis.

Patriot Majority USA, a nonprofit that doesn't disclose its donors, is putting \$500,000 toward running the ad for the next eight days, a spokesman said.

The 30-second spot doesn't mention Hagan but it appears to be a response to ads from Americans for Prosperity attacking the first-term senator for supporting the federal health care law. AFP – which is backed by the brothers Charles and David Koch brothers –has spent more than \$6.5 million, on its effort with some estimates putting the price tag at \$8 million-plus.

In the "Bad Company" ad, Patriot Majority fights back on the same turf: the health care law. It attacks Tillis for opposing the Affordable Care Act, saying his stance means he "sides with health insurance companies." The ad also claims Tillis "supports a plan that would end Medicare as we know it" for backing U.S. Rep. Paul Ryan's proposed budget. A version of the claim was dubbed by fact-checker PolitiFact as the 2011 "lie of the year."

The kicker – "Thom Tillis, he's with special interests, hurting North Carolina families" – reiterates a theme Democrats are trying to use against Tillis. It also is the theme GOP rival Greg Brannon is using against the House speaker, who also faces Charlotte pastor Mark Harris and two other lesser-known candidates in the primary race.

Tillis campaign spokesman Jordan Shaw called on Hagan to speak out. "While Kay Hagan denounces the use of outside funds against her, liberals in DC are spending hundreds of thousands of dollars falsely attacking Thom Tillis," he said in a statement. "Where is Kay Hagan's statement condemning these ads? Liberals in DC know that Thom Tillis is the candidate to beat Kay Hagan, so they're trying to use the same tired scare tactics to save Hagan's rubber stamp for the Obama agenda."

Hagan criticized Americans for Prosperity for not disclosing its donors and bashed the special interest money behind the effort. Now she is getting help from the same type of group. Hagan campaign spokeswoman Sadie Weiner on Wednesday said the senator supports the DISCLOSE Act to make all groups disclose donors and "increase transparency and accountability for all outside groups – Democratic or Republican."

But Weiner stopped short of criticizing Patriot Majority for running the ads.

A Patriot Majority USA spokesman did not say where in the state the ad would appear but the size of the ad buy means it won't reach the same voter-awareness levels as the AFP ads.

Exhibit B

NAB Form PB-18 Issues

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roadcast Length	Time of Day, Rotation or Package	Days	ncerning the following issue:	Times per Week	Number of Weeks
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	3 20 40)		

THIS PAGE MUST BE COMPLETED FOR PROGRAMMING THAT "COMMUNICATES A POLITICAL MATTER OF NATIONAL IMPORTANCE." FOR ALL OTHER ISSUE ADS, PLEASE GO TO PAGE 3.

Programming that "communicates a political matter of national importance" includes (1) references to legally qualified candidates (presidential, vice presidential or congressional); (2) any election to Federal office (e.g., any references to "our next senator", "our person in Washington" or "the President"); and (3) a national legislative issue of public importance (e.g., Affordable Care Act, revising the IRS tax code, federal gun control or any federal legislation).

and (3) a national legislative issue of public importance (e.g., Affordable Care Act, revising the IRS tax code, federal gun control or any federal legislation).
Does the programming (in whole or in part) communicate "a message relating to any political matter of national importance?" Yes □ No
For programming that "communicates a message relating to any political matter of national importance," list the name of the legally qualified candidate(s) the programming refers to, the offices being sought, the date(s) of the election(s) and/or the issue to which the communication refers (if applicable):
Thom Tillis, US Sente, Primay 5/6/14
I represent that the payment for the above described broadcast time has been furnished by (name and address):
Patent Majorit DSA Noshing har, OC 20033-5522
and you are authorized to announce the time as paid for by such person or entity (hereinafter referred to as the "sponsor").
List the chief executive officers or members of the executive committee or the board of directors below (or attach separately):
Cruty Vanya, Tresurer

For programming that "communicates a message relating to any political matter of national importance," attach Agreed Upon Schedule (Page 5)

Cnij Vinga, Trasver

THIS PAGE MUST BE COMPLETED FOR PROGRAMMING THAT DOES NOT "COMMUNICATE A POLITICAL MATTER OF NATIONAL IMPORTANCE"

I represent that the payment for the above described broadcast time has been furnished by (name and address):

and you are authorized to announce the time as paid for by such person or entity (hereinafter referred to as the "sponsor").

List the chief executive officers or members of the executive committee or the board of directors below (or attach separately):

TO BE COMPLETED FOR ALL ISSUE ADVERTISEMENTS

THIS STATION DOES NOT DISCRIMINATE OR PERMIT DISCRIMINATION ON THE BASIS OF RACE OR ETHNICITY IN THE PLACEMENT OF ADVERTISING.

The Sponsor agrees to indemnify and hold harmless the station for any damages or liability, including reasonable attorney's fees, that may ensue from the broadcast of the above-requested advertisement(s). For the above-stated broadcast(s), the sponsor also agrees to prepare a script, transcript, or tape, which will be delivered to the station at least _______ before the time of the scheduled broadcasts.

2/10/14	In Duntain	202-338-8700
Date	Signature	Contact Phone Number
TO E	V BE SIGNED BY STATION REPRESEN	TATIVE
☐ Accepted	☐ Accepted in Part	☐ Rejected
Signatura	Printed Name	Title

TO BE SIGNED BY ISSUE ADVERTISER (SPONSOR)

AGREED UPON SCHEDULE

For All Issue Advertisements That Communicate a Message Relating to Any Political Matter of National Importance

		Weeks
0		
	0	

Attach proposed schedule with charges (if available):

AFTER AIRING OF BROADCASTS:

Attach invoices or Schedule Run Summary to this Form showing:

- (1) actual air time and charges for each spot;
- (2) the date(s), exact time(s) and reason(s) for Make-Good(s), if any; and
- (3) the amount of rebates given (identify exact date, time, class of broadcast and dollar amount for each rebate), if any.

Note: Because the FCC requires that the political file contain the actual time the rate for spots "communicating a political matter of national importance" air, that information should be included in the file as soon as possible. If that information is only generated monthly, the file should include the name of a contact person who can provide the times that and rates for specific spots aired. The FCC's online political files include a folder for "Terms and Disclosures." NAB suggests that, for stations subject to the online public file rule, the names of contact person(s) be placed in that folder.

Rate Pri Rtg Type Spots

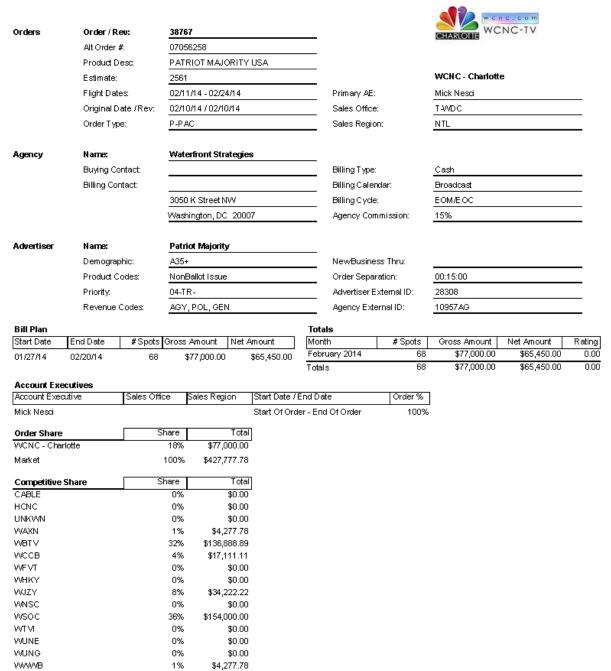
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Amount

\$600.00

Len Spots

ORDER



Break Start/End Time Days

Rate

5:00 AM-6:00 AM M--TF--

Rating

Start

Start Date End Date

N 2 WCNC 02/13/14 02/17/14

End

Inventory Code

News @ 5a M-F

News @ 5aM-F

Spots/Week

<u>Weekdays</u>

Print Date: 02/10/14 14:12:04 Page 2 of 3

WCNC - Charlotte

Order / Rev: 38767

Advertiser: Patriot Majority

Alt Order #: 07056258

Product Desc: PATRIOT MAJORITY USA

Flight Dates: 02/11/14 - 02/24/14 Estimate: 2561

Start Inventory Code Break Start/End Time Days Len Spots Rate Pri Rtg Type Spots End Amount N 2 WCNC 02/13/14 02/17/14 News @ 5a M-F CM 5:00 AM-6:00 AM M--TF--.30 \$200.0002-NF 0.00 NM \$600.00 News @ 5a M-F Start Date End Date Weekdays Spots/Week Rate <u>Rating</u> Week: 02/11/14 02/17/14 \$200.00 M--TF-0.00 N 3 WCNC 02/13/14 02/17/14 Early News ROS M-F CM 5:00 PM-6:00 PM M--TF--:30 3 \$350.0006-LF 0.00 NM \$1,050.00 5:00 PM-6:00 PM (5:00 PM-6:00 PM)
 Start Date
 End Date
 Weekdays

 Week: 02/11/14
 02/17/14
 M--TF- Rate Rating Spots/Week \$350.00 0.00 N 4 WCNC 02/13/14 02/17/14 News @ 6a M-F CM 6:00 AM-7:00 AM M--TF--:30 3 \$400.0002-NF 0.00 NM \$1,200.00 News @ 6a M-F Start Date End Date <u>Weekdays</u> Spots/Week Rate Rating \$400.00 Week: 02/11/14 02/17/14 M--TF--0.00 N 5 WCNC 02/13/14 02/17/14 Today Show СМ 7:00 AM-9:00 AM M--TF--:30 \$500.0002-NF 0.00 NM \$1,500.00 Today Show <u>Start Date</u> <u>End Date</u> Week: 02/11/14 <u>02/17/14</u> <u>Weekdays</u> Spots/Week Rate Rating \$500.00 M--TF--3 0.00 N 6 WCNC 02/13/14 02/17/14 Olympic Winter Zone СМ M--TF--:30 3 \$1,000.0004-TF 0.00 NM \$3,000.00 Various Olympics Zone <u>Start Date</u> <u>End Date</u> <u>Weekdays</u> <u>Spots/Week</u> Rate Rating M--TFSS 3 \$1,000.00 Week: 02/11/14 02/17/14 0.00 7 WCNC 02/15/14 02/15/14 Early Morning ROS Sa-S0M 6:00 AM-10:00 AM----3-:30 \$900.0002-NF 0.00 NM \$2,700.00 Early Morning ROS Sa-Su <u>Start Date</u> <u>End Date</u> <u>Weekdays</u> Rating Spots/Week Rate \$900.00 Week: 02/10/14 02/16/14 0.00 8 WCNC 02/16/14 02/16/14 Early Morning ROS Sa-S0M 7:00 AM-10:00 AM----3 :30 3 \$1,200.0006-LF 0.00 NM \$3,600.00 7:00 AM-10:00 AM (7:00 AM-10:00 AM) Start Date End Date Weekdays Spots/Week <u>Rate</u> Rating 3 \$1,200.00 Week: 02/10/14 02/16/14 N 9 WCNC 02/13/14 02/17/14 Late News Olympics M-SIM M--TFSS \$600.0002-NF 0.00 NM \$1,200.00 Various :30 Late News Olympics M-Su Weekdays Spots/Week Start Date End Date <u>Rate</u> Rating Week: 02/11/14 02/17/14 M--TFSS 2 \$600.00 0.00 N 10 WCNC 02/13/14 02/17/14 News @ 6p M-F СМ 6:00 PM-6:30 PM M--TF--:30 \$500.0002-NF 0.00 NM \$1,500.00 News @ 6p M-F Start Date End Date Weekdays Spots/Week <u>Rate</u> Rating Week: 02/11/14 02/17/14 M--TF--3 \$500.00 0.00 N 11 WCNC 02/13/14 02/17/14 Olympic Winter Day M-FCM M--TF--1 \$1,500.0002-NF 0.00 NM Various :30 \$3,000.00 Olympics Daytime M-F Start Date End Date Weekdays Spots/Week Rate Rating 1 \$1,500.00 Week: 02/10/14 02/16/14 ---TF--0.00 Week: 02/17/14 02/23/14 1 \$1,500.00 0.00 12 WCNC 02/18/14 02/20/14 Olympic Winter Day M-FCM :30 1 \$1,500.0002-NF 0.00 NM \$1,500.00 Various -TWT---Olympics Daytime M-F 13 WCNC 02/18/14 02/20/14 News @ 5a M-F \$200.0002-NF 0.00 NM 5a-6a -TWT---:30 \$200.00 News @ 5a M-F 14 WCNC 02/18/14 02/20/14 Early News ROS M-F CM 5:00 PM-6:00 PM -TWT---:30 \$350.0006-LF 0.00 NM \$350.00 5:00 PM-6:00 PM (5:00 PM-6:00 PM) 15 WCNC 02/18/14 02/20/14 News @ 6a M-F CM 6a-7a -TWT---:30 \$400,0003-TF 0.00 NM \$400.00 News @ 6a M-F 16 WCNC 02/18/14 02/20/14 Today Show CM 7a-9a -TWT---.30 \$500 0002-NE 0 00 NM \$1,000,00 Today Show 17 WCNC 02/18/14 02/20/14 Olympic Winter Zone СМ Various -TWT---:30 1 \$1,000,0004-TF 0.00 NM \$1,000.00 Olympics Zone 18 WCNC 02/18/14 02/20/14 Late News Olympics M-SDM -TWT---:30 \$600.0002-NF 0.00 NM \$600.00 Late News Olympics M-Su 19 WCNC 02/18/14 02/20/14 News @ 6p M-F 6p-630p -TWT---:30 \$500.0002-NF 0.00 NM \$500.00 News @ 6p M-F

Print Date: 02/10/14 14:12:04 Page 3 of 3

38767 Order / Rev:

Advertiser: Product Desc: PATRIOT MAJORITY USA Alt Order #: 07056258 WCNC - Charlotte

Patriot Majority

Flight Dates: 02/11/14 - 02/24/14 Estimate: 2561

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