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for more thought and observation before the many existing rules on regulation of programs are extended to it."

285. Munn and Chase state that since STV offers primarily box-office entertainment and does not involve problems of politics and personal attack found in editorial and advertising programs over free TV, the subject of "fairness" does not enter. ACLU, on the other hand, maintains that it regards the fairness doctrine and Section 315 of the Act as essential to assure that STV will operate in the public interest, because they "help to promote the concept of balance and fairness which undergird diversity, and we see no reason why they should not be vigorously enforced."

286. Conclusions. The purpose of this issue was to elicit information in recognition of the fact that STV might have different features from those of conventional TV and that therefore changes in the Act or the Commission's rules might be indicated. Those of the commenting parties who say that because STV has been judged to be broadcasting all broadcasting rules should apply to it are, in effect, saying that there are no differences between the two services. We are not sure that this is correct. However, neither do we know for certain at this point what the differences are that might require different regulation through the Act or our rules. We are of the view, therefore, that, for the present, the better course of action is to adopt Section 73.643(e) of Appendix C which proposed that, except as otherwise waived by the Commission in issuing STV authorizations, the rules applicable to free TV broadcast stations be applicable to STV operations. ^{48/} (In addition, of course, all of the other STV rules adopted today are new and in addition to present TV broadcasting rules.) We have no evidence on this matter other than that provided by Zenith and Teco (see para. 282). The path we pursue is consistent with that evidence and with the recommendation of those parties, and is not fundamentally at variance with the views of all parties. The rule will provide a necessary flexibility in a relatively unknown area. At a later stage, should we find that additions, deletions, or other changes are indicated, we shall act accordingly.

Rules

287. The rules which we adopt appear in Appendix D. They are based on careful consideration of all of the comments filed in this proceeding. Although parties did not comment on some portions of the rules which we proposed in the Further Notice, we believe that they are reasonable and in the public interest and adopt them. These include the requirement that holders of STV authorizations shall complete construction of STV transmitting facilities within a period of eight months after issuance of the authorization, and that

^{48/} The rule which we adopt is modified to say "the rules and policies applicable to" free TV stations so as to include the fairness doctrine for which we have no rule.