Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

Received

In the Matter of

ECHOSTAR SATELLITE CORPORATION

Application for Extension of Special Temporary
Authority to Operate a Direct Broadcast Satellite

DIRECTSAT CORPORATION

Application for Special Temporary Authority
to Operate a Direct Broadcast Satellite

File No. 138-SAT-STA-96

JOINT REPLY OF ECHOSTAR SATELLITE CORPORATION AND DIRECTSAT CORPORATION

In this proceeding, EchoStar Satellite Corporation and Directsat Corporation request temporary use of frequencies that would otherwise lie fallow in order to provide the public with an expanded range of video programming that is not currently being provided either on these frequencies or any other DBS frequencies. Tempo Satellite, Inc., the licensee who is currently failing to make any use of these frequencies, opposes these requests, thereby seeking to ensure that no one else uses them either.

In its Consolidated Opposition, Tempo raises three distinct arguments: that the requested special temporary authorizations ("STAs") are legally barred; that they would not serve the public interest; and that they would confuse consumers and seriously prejudice Tempo's own use of the frequencies, if and when that ever occurs. These arguments are flawed as a matter of both law and policy, and the Commission should grant the requested STAs without delay. ¹

A. The Communications Act Does Not Prevent the Commission From Granting the Requested Authorizations.

Earlier this year, the Commission granted EchoStar an STA to operate on five of the channels assigned to Tempo at the 119° orbital location.² Tempo did not object to the grant of that STA, so long as that authorization contained an explicit condition requiring EchoStar to discontinue use of those extra channels if and when Tempo launched its satellite to make use of them. EchoStar willingly accepted that condition, and in fact both EchoStar and Directsat have proposed to include such a condition in the STAs they currently seek.³

Tempo now argues that section 309(f) of the Communications Act, 47 U.S.C. § 309(f), only permits the Commission to grant STAs to persons that have applied "for a construction permit for the facilities covered by the request for special temporary authorization." However, this restrictive interpretation glosses over the actual language of section 309(f) and is not

Of course, in any event the Commission should extend the existing STA granted to EchoStar until such time as Directsat has launched and tested its first satellite at 119° and is ready to begin operations.

² EchoStar Satellite Corp., 11 F.C.C.R. 5351 (Int'l Bur. 1996)("STA Order").

³ EchoStar Application at 5; Directsat Application at 6-7.

⁴ Consolidated Opposition at 4.

supported by the case law. Moreover, Tempo ignores the fact that EchoStar and Directsat have in fact applied for permanent authority to use additional DBS channels.

Tempo's statutory argument is based on the dependent clause that begins section 309(f):
"When an application subject to subsection (b) has been filed" (emphasis added). This language
makes it clear that an STA under section 309(f) is not "free-standing" -- that is, it must be
appurtenant to some other application. However, Tempo overstates the import of this language
when it claims that no STA may be granted unless EchoStar and Directsat apply for exactly the
same license Tempo now holds. The very case cited by Tempo suggests, on the contrary, that the
policy concern implicated by section 309(f) is to "bar[] any use of the air waves by those whose
public interest qualifications have not been established." This policy interest will be fully
protected by a grant of the requested authority to EchoStar and Directsat because they are already
authorized to provide the very service that is at issue here. Their public interest qualifications
have thus been previously validated by the Commission and remain unchallenged even by Tempo.

Furthermore, even were Tempo's erroneous statutory construction to be accepted and section 309(f) actually required an application for the *additional* channels that are at stake here, both EchoStar and Directsat have already filed such an application. Tempo asserts that "[n]either

⁵ Folkways Broadcasting Co. v. FCC. 379 F.2d 447, 449 (D.C. Cir. 1967). In *Folkways*, the court considered temporary operation by an applicant whose application had been granted by the Commission but vacated and remanded by the Court of Appeals. The Court held that since the remand "in effect returned [the] application to a pre-grant status," 379 F.2d at 448, it was inappropriate to permit interim operation before the Commission reached a final decision in the remanded case.

^{6 &}lt;u>EchoStar Satellite Corp.</u>, 7 F.C.C.R. 1765 (1992); <u>Directsat Corp.</u>, 8 F.C.C.R. 7962 (MMB 1993). In addition. EchoStar was also granted authorizations for two Ku-band FSS satellites. <u>Assignment of Orbital Locations to Space Stations in the Domestic Fixed-Satellite Service</u>, DA 96-713 (Int'l Bureau, May 7, 1996).

EchoStar nor Directsat has filed (nor could they file) any application for authority to use in the aggregate more than 21 channels at the 119° W.L. orbital position." However, the truth is that both EchoStar and Directsat have filed such applications. Both companies originally sought authorization to operate on 16 paired east/west channels, but each was granted only 11 paired channels with the right to "receive reservations for additional channels, up to the total number of half-CONUS channels necessary to fulfill the proposal in its application, if DBS allocation are surrendered by other permittees or canceled by the Commission." Moreover, EchoStar also has an application for assignment of eleven additional channels that has been pending for over seven years.

Thus, both EchoStar and Directsat have applications on file for additional DBS channels, although the status of some of those applications is currently clouded by litigation. These applications are particularly relevant in light of the serious questions that have been raised about whether Tempo's channels should be revoked for lack of due diligence. Nonetheless, in spite of

⁷ Consolidated Opposition at 4.

⁸ Continental Satellite Corp., 4 F.C.C.R. 6292, 6300 (1989).

^{9 &}lt;u>See EchoStar Satellite Corp.</u>, 7 F.C.C.R. 1765, 1770-72 (1992)(deferring assignment of channels pending submission of additional contracting and technical information). In addition, the Commission recently removed its requirement that channels be issued in matching east/west pairs. <u>Revision of Rules and Policies</u> for the Direct Broadcast Satellite Service, FCC 95-507 at ¶ 124 (Dec. 15, 1995).

Although the Commission subsequently canceled a DBS permit, neither EchoStar nor Directsat received any further channel assignments, a decision both companies have appealed. See DIRECTV, Inc., et al., Docket Nos. 96-1001, 96-1005, 96-1010, and 96-1011 (D.C. Cir.).

See Supplemental Petition to Deny of MCI Telecommunications Corporation and the News Corporation Limited, filed May 10, 1996, in File No. 844-DSE-P/L-96 (outlining the many uses Tempo has proposed for its satellites over the years, including its current stated intention to launch them into Canadian-licensed orbital locations, and the resulting warehousing of valuable U.S. DBS resources).

the fact that these applications were clearly referenced in EchoStar's and Directsat's applications, ¹² Tempo totally ignores them. The uncontradicted fact of their pendency should, without more, dispose of any argument that the Commission lacks legal authority to grant the requested relief.

As noted above, Tempo acquiesced to the grant of EchoStar's initial STA just five months ago. Having failed to raise any objection at that time, it should not now be heard to complain that extending that STA or granting Directsat an identical authorization would violate the Communications Act. The timing of Tempo's change of heart is telling. As both EchoStar and Directsat argued in their requests, grant of the STAs will enable them to offer a more comprehensive and competitive DBS service to the public, furthering the Commission's goals by bringing much-needed competition throughout the multichannel video programming distribution ("MVPD") market, which is currently dominated by cable television. ¹³ Operating with its STA, EchoStar has begun to make substantial inroads into cable subscribership, especially that of Tele-Communications, Inc. ("TCI"), the largest cable multiple system operator in the country and Tempo's corporate parent. TCI has recently embarked on a national campaign against satellite direct-to-home systems in general, and EchoStar in particular. ¹⁴ It is not surprising that TCI, through its subsidiary Tempo, would extend this campaign to the Commission and attempt to thwart competition by opposing STAs that would render its competitors' system more robust.

¹² EchoStar Application at 2 n.5; Directsat Application at 2 n.3.

¹³ See EchoStar Application at 4-5: Directsat Application at 4.

¹⁴ See materials attached hereto which are illustrative of TCI's campaign.

The Commission should look through this transparent attempt by an entrenched incumbent MVPD to forestall or weaken competition by any means possible, and recognize Tempo's sudden opposition for what it really is -- a desperate attempt to protect a former monopolist's market share.

In summary, the plain language of section 309(f) poses no legal bar to the authorizations requested by EchoStar and Directsat; the policy behind the clause in question does not reach the instant case; and in any event EchoStar and Directsat currently have applications pending before the Commission which satisfy the erroneously restrictive interpretation urged by Tempo. There is therefore no doubt about the Commission's legal authority to grant the requested STAs, and Tempo's anticompetitive gambit to resist competition in the MVPD market must fail.

B. The Requested Authorizations Will Serve the Public Interest.

As a fallback to its legal argument, Tempo contends that EchoStar and Directsat have failed to establish an appropriate public interest justification for the requested relief. Tempo belittles the "expanded range of programming options" which both EchoStar and Directsat intend to provide on the channels in question, urging the Commission to treat the potential for such programming as "business reasons," or mere "[c]onvenience to the applicant, such as marketing considerations." ¹⁵

¹⁵ Consolidated Opposition at 5-6.

This argument betrays Tempo's insensitivity to the public interest in *putting DBS spectrum* to use. Tempo, which received its authorization for these channels in 1992, has yet to provide the first hour of programming to the public on these frequencies. EchoStar and Directsat stand ready to do so on a temporary basis, for only as long as Tempo declines to do so. Tempo asks for evidence that the additional programming cited by EchoStar and Directsat could not be provided over the 21 channels they already may use at 119°, but this misses the point. It is true that EchoStar and Directsat can offer more educational, public interest, and entertainment programming with 32 channels than they can with 21, as demonstrated in their applications for the STAs. However, the most salient point is that EchoStar and Directsat will use the eleven channels at issue here until Tempo launches -- and Tempo will not. Surely the public interest is served where otherwise wasted valuable public spectrum resources are put to productive use.

The Commission has been so emphatic about promoting the delivery of actual DBS service to the public that Tempo's attack on this public interest justification is mystifying. The Commission recognized eight years ago that it is "imperative that inefficient use of DBS assignments, whether intentional or inadvertent, be prevented, particularly if it becomes evident that incumbent permittees are unjustifiably preventing additional promising parties from attempting to deliver DBS services." It also recently reaffirmed its three primary policy goals for the DBS service, namely (1) efficient use of a valuable public resource (DBS channels); (2) promotion of DBS as a competitor to cable; and (3) prompt delivery of DBS service to the

¹⁶ United States Satellite Broadcasting Co., 3 F.C.C.R. 6858, 6861 (1988).

public.¹⁷ Granting the requested STAs would serve all three of these objectives by putting unused channels to productive use, making EchoStar and Directsat more robust competitors to cable systems, and achieving these results almost immediately. The desire to expedite the development of the DBS service is so strong that it even led the Commission to revise its methods of assigning DBS resources and requirements for due diligence in order to ensure the fastest possible implementation of service. ¹⁸ Given the Commission's obvious conclusion that ensuring the productive use of DBS resources as soon as possible serves the public interest, Tempo's opposition on this point cannot be taken seriously.

Moreover, grant of the requested STAs will serve the public interest by enabling EchoStar and Directsat to transmit educational and culturally diverse programming that could not otherwise be accommodated by their own channel assignments alone. Although Tempo challenges this fact, it is a matter of common sense that a coordinated system with 32 channels can offer much more programming than can one with only 21 channels. Each addition of capacity beyond that necessary for "core" programming allows greater flexibility for niche and public interest program offerings as well as for testing of new and innovative technologies, such as High Definition Television, data transmission, and other services that can expand the choices available to the public.

^{17 &}lt;u>Advanced Communications Corp.</u>, 1 Comm. Rep. (P&F) 276 at ¶ 67 (Oct. 18, 1995).

Revision of Rules and Policies for the Direct Broadcast Satellite Service, FCC 95-507 (Dec. 15, 1995).
Neither EchoStar nor Directsat agrees with the Commission's conclusion that the newly implemented system for assigning DBS channels by auction will result in accelerated development of the service.

By offering to *provide service* over otherwise wasted capacity, EchoStar and Directsat propose to further all three of the important public policy goals the Commission has enunciated for this service. Moreover, that additional capacity will enable transmission of additional public interest programming not currently available from any DBS provider. Tempo's argument that the provision of service to the public is a mere matter of the service providers' convenience is frivolous.

C. Tempo Fails to Demonstrate That It Will Be Prejudiced By the Requested STAs.

Tempo's last argument against the requested relief is that the eventual termination of service pursuant to the requested STAs will cause customer confusion and prejudice Tempo's operations on these frequencies, if and when Tempo begins to operate at 119°. However, the Consolidated Opposition fails to specify a single instance of prejudice to Tempo. Perhaps Tempo is hinting at possible prejudice when it states that a launch by Tempo "would be the putative cause' of [service] termination," but the reasoning behind this suggestion is obscure. None of the consumer notifications suggested by EchoStar and Directsat mention Tempo by name, and it is difficult to see how anyone other than a sophisticated industry insider would know of any connection between a Tempo launch and a concomitant alteration in EchoStar's or Directsat's offerings. That being the case, it is even harder to understand why anyone who understood the connection would be confused. In other words, most consumers will be unaware of the connection, and the rest will understand well enough not to hold Tempo responsible.

Furthermore, the Commission should be very skeptical of Tempo's ostensible solicitude for the well-being of EchoStar's and Directsat's customers. As we have seen, Tempo's second

argument against the STAs is that the additional services proposed by EchoStar and Directsat are really not that big a deal; but in the final section of its opposition Tempo nonetheless maintains that consumers will strongly object the instant EchoStar and Directsat stop providing those allegedly inconsequential services. In contrast to Tempo's inconstant concern for our subscribers, EchoStar and Directsat have proposed to offer a greater variety of programming choices using scarce DBS resources that would otherwise go unused. They have also proposed a three-step program that will repeatedly provide full disclosure as to the temporary nature of their operating authority to those who subscribe to programming made possible by that extra capacity. These notification arrangements fully comport with the Commission's normal disclosure requirements for programming made possible by an STA. 20

Unlike TCI, Tempo's corporate parent and the nation's largest cable operator, EchoStar and Directsat have never had the benefit of a captive subscriber base. We are well aware that subscribers to the DISH network have other options for multichannel video programming. Our business judgment, however, is that our customers will appreciate the additional service offerings we can provide over Tempo's unused channels, even if those offerings are only temporary. If we are wrong, we will be harshly disciplined in the marketplace, but that is our mistake to make. The fact is that even if we are wrong, grant of the STAs will not lead to consumer confusion and will not prejudice Tempo in the least. Indeed, Tempo would *benefit* if its launch created a large group

¹⁹ EchoStar Application at 6-7; Directsat Application at 7-8.

²⁰ STA Order at ¶ 6.

of dissatisfied DISH subscribers. The Commission should therefore ignore Tempo's self-serving arguments about how EchoStar and Directsat can best serve their own customers.

Conclusion

For the foregoing reasons, EchoStar and Directsat respectfully submit that the Commission should grant the instant application for special temporary authority because the use of the requested channels will serve the public interest and will not result in either harmful interference or consumer confusion.

Respectfully submitted,

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Dated: August 26, 1996

CERTIFICATE OF SERVICE

I HEREBY CERTIFY that on August 26, 1996, a copy of the foregoing Joint Reply of

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TCl ad campaign targets satellite dish competitors

Messages criticizing offerings, equipment indirectly include key ally Primestar

By Bill Menezes

Rocky Mountain News Staff Writer

An aggressive ad campaign by cable giant Tele-Communications Inc. takes a few slaps at the rival Dish Network satellite TV service— and by implication at TCI's Primestar satellite venture.

TCI ads on four pages in Sunday's Rocky Mountain News—part of a national anti-satellite campaign—jab at shortcomings of direct broadcast satellite services such as Dish, a unit of Englewoodbased Echostar Communications.

Radio ads begin later this week in Denver and other select markets.

Such direct attacks are a common way of peddling cola and burgers but they mark an escalation of cable's attempts to meet the com-

petitive threat posed by the direct satellite business that has signed up 2.5 million customers in two years.

Dish, DirecTV and other satellite services have run hard-hitting ads of their own recently attacking cable industry rate increases.

"There have been some fairly aggressive advertising campaigns from some of our DBS competitors that required response," said TCI spokeswoman LaRae Marsik. "This is just the beginning."

Two of the ads lambaste the fact that to watch different channels on different TV sets. DBS users must buy an additional converter for each set. Another ad decries DBS's inability to show local broadcast stations.

"I mean, they beam in this signal from outer space, but they can't tell you if you're going to need an umbrella tomorrow," laments a woman in one of the ads.

What the ads don't mention is that one of Dish Network's outer space neighbors is Primestar Partners, the direct broadcast satellite service owned by TCI and five other cable companies.

Primestar customers can't get local stations through their receiving dishes, either. Primestar customers also must have a separate converter for each television but unlike Dish and DirecTV they don't have to buy their own equipment.

"I guess we're making an impact, otherwise I doubt we'd see these kinds of ads." said Echostar president Carl Vogel.

Primestar executives say they aren't targeted by the campaign, noting their service is going after customers not served by cabic. But they admit future competition will be more directly against TCI and other cable companies as Primestar continues growing and seeking new markets.

"Quite frankly, this is a voice from the cable operations," Marsik said of the campaign. "They are very two distinct and different isinesses for TCI. although they implement each other in certain cas."

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A Star Wars Battle: TCI, EchoStar Clash On Several Fronts

BY KIM MITCHELL

able industry-DBS hostilities escalated last week when Tele-Communications Inc. launched a national ad campaign slamming EchoStar Communications Corp. after the DBS service provider launched a \$199 dish offer in several markets where TCI has raised rates.

Adding fuel to the fire: EchoStar last week said it would extend that \$199 offer throughout the U.S. until year's end and perhaps through 1997.

The discount is a bold move for

See Battle on page 46

More Star Wars Battles: TCI, EchoStar Clash Head-On

Battle from page 1

EchoStar's five-month-old service that it has dubbed the "Dish Network": Some of its DBS rivals have said the company can't afford to promote the offer over the long haul.

Still, EchoStar's offer apparently has made an impact on its DBS competitors: AT&T Corp., which holds a minority stake in DirecTv, launched its own \$199 DBS equipment offer to its most loyal long-distance customers. The offer, open to millions of AT&T "True Rewards" members, will run through year's end.

AT&T also has extended its \$100 "instant rebates" on RCA DBS receivers to Aug. 25 in conjunction with Thomson Consumer Electronics Inc. stretching its \$199 mail-in rebate for another month. The two rebates mean that RCA's \$599 DSS models now sell for \$399.

What's more, distributors of MSO-backed Primestar Partners' DBS package have launched a S99 installation of fer for customers who sign up for two years. The offer includes a free first month of programming.

Denver-based TCI — the nation's largest MSO with 14.2 million subscribers and a Primestar investor — and newcomer EchoStar, which counts about 100,000 customers, have been locked in a particularly furious battle since June when the DBS service launched its \$199 offer in eight TCI markets.

TCI's ads take aim at DBS' inability to deliver local programming and its unrea-

sonably priced whole house wiring — two issues central to cable's competitive marketing efforts against DBS. TCI's anti-DBS campaign that has print, radio and TV elements is being tailored to the competitive needs of each of the company's markets, the MSO said, noting that the effort will be "fairly widespread" among the MSO's 3,000 or so cable systems.

While some markets' operators will run a broad-based anti-DBS message, others will single out EchoStar or DirecTv.

Last week, a TCI spokesman said the MSO's new ad campaign is a response to the beating the company is taking in DBS providers' ads. "There's been some fairly aggressive advertising campaign from some of our competitors," the spokesman said. "They required a response."

EchoStar executives said they were pleased by TCI's reaction. "Obviously, we're making an impact," an EchoStar spokesman said. "It's great publicity."

To qualify for EchoStar's \$199 hardware offer, customers must purchase a \$300-a-year programming package.

EchoStar also is offering its UHF Premium system for \$299 with the purchase of the \$300 programming package. That package lets customers view different satellite channels on two TV sets and includes a remote that allows operation of the satellite receiver through walls and other objects.

The marketing ploy is part of EchoStar's drive to reach 500,000 subscribers by year's end and 1 million customers by autumn 1997. The company's

goal is to outpace DirecTv, which racked up 1 million subscribers about 17 months after launching service.

EchoStar's Dish Network cracked the 100,000-subscriber mark late last month, thanks largely to sales generated in the eight TCI markets. EchoStar executives said their DBS brand outsold DirecTv and Primestar combined in those eight markets, sometimes by as much as a five to-one margin.

But at a DBS conference in June, industry executives were wary of EchoStar's focus on deep discounting, noting that the offer's economics would be impossible to sustain. What's more, critics said retailers would lose interest in promoting DBS if their profits drop.

EchoStar's offer could translate to a \$70 million loss for the company this year and \$40 million in 1997, according to Steven Blum, the president of the Carmel Group, a Carmel, Calif-based research company.

Still, based on estimates that EchoStar would have 1.7 million subscribers in 1998 and little churn, the company could generate a \$30-million profit by that time, too, he added.

EchoStar executives contend that they'll break even on the \$199 and \$299 promotions soon after the first year thanks to their margins on programming packages.

"Subsidizing the initial acquisition of subscribers is nothing new to video delivery systems," said Larry Smith, EchoStar's VP-programming/distribution.

Alan Breznick contributed to this story.



WHAT YOU DON'T KNOW ABOUT SATELLITE DISHES IS CLASSIFIED INFORMATION.

Why are satellite dish owners eager to dump their dish? Could be because people aren't happy with what they're finding out about satellite dish technology. Like the fact that satellite dishes don't carry local network channels. That means The Dish Network can't provide you with local news. sports, or the weather forecast. And if you want to watch different channels in different rooms, at the same time, they charge you a fortune for every additional television you want hooked up. So to avoid ending up in the classifieds, stick with TCI.



WE'RE A LITTLE MORE DOWN TO EARTH.



BUY THE

DISH HETWORK AND

EET STUCK

WITH THE OVERHEAD."

That's what I found out when I did a little detective work. First of all, you have to buy the dish for S199. Installation could run another S200. Then there's the monthly programming fee, but they make you pay for an entire year up front. Now here's the thing that really got me. You can't watch different channels on different TV sets at the same time without paying an extra S550 for one additional hookup! Are you kidding me? Listen, if you're looking into buying a satellite dish, think again. You can save yourself a lot of money by doing what I'm doing, I'm staying with TCI.



WE'RE A LITTLE MORE DOWN TO FARTH



BUY THE

DISH NETWORK AND

YOUR LOCAL FORECAST IS

OUT THE WINDOW:

If The Dish Network tries to tell you they have all the television programming you need, they're all wet. And you might be, too. Let me explain. See. The Dish Network can't carry local network news, sports and weather. I mean, they beam in this signal from outer space, but they can't tell you if you're going to need an umbrella tomorrow! And forget it if you want to find out who won the big high school playoff game, or how the local race for mayor is shaping up. With The Dish Network, you could forget what town you're in. So, you're still thinking about buying a sate!!!.e dish? Hey, I made up my mind. I'm staying with TCI.



WE'RE A LITTLE MORE DOWN TO EARTH.



BUY THE

DISH NETWORK AND YOU'LL

HIT THE ROOF.

I was thinking about buying a satellite dish, until I found out about the service policy.

Quite a sweet deal. For them. See, if the dish breaks down, you're the one who has to climb a ladder, scramble across the roof, dismantle the dish, pack it up, and send it back. Then comes the really hard part. You have to wait. And wait some more. Probably the whole time you'd be trying to forget that if you ever had a problem with TCI, they'd come right to your door. Guaranteed, So, I think it goes without saying. I'm staying with TCI.



WE'RE A LITTLE MORE DOWN TO EARTH.



"THE DISH HETWORK'S REAL CHARGE TO HOOK UP YOUR HOME IS OUT OF THIS WORLD."

It pays to read the fine print, believe me.

That's where you get the real story. Like I'm looking into buying The Dish Network, and I find out it only goes to one room. If you want to watch different channels in different rooms, they charge you, get this, 5550 for one additional hookup: 550 bucks! I couldn't believe it! We have four TV's in our house and everybody likes to watch different programs. It would cost me an absolute fortune! I mean, that satellite isn't the only thing that's sky high! Once I got the real scoop, it didn't take long to come to a decision. I'm staying with TCI.



WE'RE A LITTLE HORE DOWN TO EARTH.