

ACCESS AND UTILIZATION OF THE URBAN  
COMMUNICATIONS MEDIA FOR PUBLIC ANNOUNCEMENTS

by

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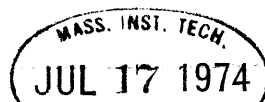
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This thesis is dedicated to:

William D. Wright

an inspirer of this work and citizens groups  
interested in communications across the country.

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The intent of this thesis was two-fold; to assess the availability of the urban communications media for public service announcements, and to assess the use of urban communications media by public communicators.

Although many factors influence the availability and usability of social services, a major factor is the communication of information. During the past few years a great deal of planning energies were expended on the design and improvement of social services but almost no attention has been given to the potential of the mass media and communications resources in the solution of any urban problems.

This study is the compilation of the results of interviews and other information obtained from the media, public service agencies, and citizen and community groups interested in the potential of the communications industry.

The studies concluded that neither public service agencies or the mass media is attempting to distribute public service information on a significant scale. The media devotes little effort to public service announcements and public service agencies probably devote less. Also the results indicate that public service agencies do not recognize the need to inform people of their services.

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CHAPTER I

INTRODUCTION

"The challenge in urban planning is no longer how to make cities larger, but rather how to make them more liveable and efficient in performing the functions useful to their inhabitants."

National Academy of Engineering  
Committee on Telecommunications

DEFINITION OF THE URBAN COMMUNICATIONS PROBLEM

There are many factors of communication which pose special problems. These factors include the nature, content, duration and availability of communications media and/or technology as well as the forces, channels, and influence of communication because they affect both the individual and the society as a whole. A careful evaluation of these factors is therefore necessary for the welfare of society.

Most persons get the greater part of their information about public issues and current events from the mass media -- newspapers, magazines, television, radio, and movies. This information affects both the individual and the public, and possibly has an effect on the way in which we relate to our urban environment, and the way in which we behave in that environment.

During the past few years much of planning has been geared toward the delivery of social services. Of the many problems that exist in the plans for social service delivery, one of the most important is the problem of informing the members of the public about social service offerings. People and planners interested in providing health care, welfare, legal aid, housing and other information must reach large sectors of the public. In some cases their purpose is simply to inform the public of current happenings yet, at other times they seek to educate or even to influence the public in a direction of opinion or behavior. "Cities exist for



people, and not the reverse. The conditions of city life require systems of service that are efficient and productive and geared to needs."<sup>1</sup>

Almost no attention has been given to the problem of the communicators who are attempting to distribute this vital information and/or the effects of this information on members of our society and the urban environment. Such an analysis, inherently, cannot be limited to technology or isolated examples of the use of telecommunications in one segment of our urban problems. What is needed is a total scope of the needs and a methodology for solving the problems of communicating information to the public.

Planners have traditionally ignored the role of communications in our urban environment. Even when the subject was partially addressed, it was discussed as a segment of our transportation problems. It has not been given attention as a valid area of concern for the well-being of our human and, at times, physical environment. Communications subject areas range from the spoken word to the printed pages, from the audio to the visual, and to the audio-visual. Presently, the technology can transmit images and words far faster than man can travel with the aid of his transportation technology. The effects of "communications", as well as its technology, must be analyzed; this work must not be limited to the communications researchers to denote its affects on

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<sup>1</sup> Subcommittee on Urban Affairs of the Joint Economic Committee: Congress of the United States, Urban American Goals and Problems, U. S. Government Printing Office, Washington, D.C., 1967, p. 58.

society as a whole, and not as it affects isolated individuals. Problems will remain in every aspect of communications, until urban planners evaluate the total impact of each area on our urban environment and help to plan the future growth and development of urban communication systems. This is as essential to human well-being as is sleep or food or shelter.

Former FCC Commissioner Nicholas Johnson has commented that,

"The city is man's greatest monument to the importance of communications. As a matter of logic and history, the need for contact between man and man constituted the principal impetus for the creation of cities.

But now, as critics of contemporary megalopolis are quick to point out, the city has undergone a Frankensteinian mutation. Its vast population, its crowded streets and congested living and working spaces, its cumbersome political and economic institutions, have made the city a place where communication is costly, inconvenient, and in great measure altogether impossible.

It is remarkable that professionals concerned with the future of our cities have paid communications so little heed.

Those in the communications business and those directly responsible for our cities' welfare must make it their urgent business to take account of the communications revolution, and to put its gifts at the services of urban man."<sup>2</sup>

In planning literature, the problems and the needs of communications and communications media receive very little attention. Most planning agencies do not utilize communications media and fail to

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<sup>2</sup>Johnson, Nicholas, "Urban Man and the Communications Revolution, Nation's Cities, July 1968.

communicate with the persons for whom they are planning. Most communicate only with their funding sources and other peer planners. The catch phrase for the seventies which is common to planners and communicators alike is: our resources must be stretched to meet the needs of the greatest number of people possible.

It appears that only a minority of people with problems will receive aid from broadcasters or planners, until a communications channel is devised by or for that minority. In the 1960's, that channel manifested itself through riots, and now in the 1970's, the trend is kidnapping. Civil disorders remain as the only communication mechanisms open to excluded groups. It is the discretion of these two powerful groups of society -- planners and communicators -- to combine their resources in an attempt to obliterate the need for further use of such channels.

I have chosen to analyze one portion of the vast communication problem which is plaguing government, planners, social service agencies, and society as a whole. The problem is one of "access to the mass media". It is hoped that I will discern how accessible the media is to one of the most vital communicators in our urban environment -- social service agencies. The accessibility of the urban communications media for public service announcements, is perhaps, one way of assessing the media's role in helping to solve some of the problems which plague our urban environment.

Crime, delinquency, health epidemics, hunger and many other problems are being fought by social service agencies. The fight will not be won if they are excluded from the media which communicates the values, goals, priorities, and information of our society.

"The traditional concept regarded the city as a collection of people and forms concentrated into an area of land. It is changing to a concept of the city as a center of communications..."<sup>3</sup>

#### OVERVIEW OF EXISTING LITERATURE

The information available on "public service announcements", "communication from public service agencies", and "access to the mass media" is very limited. For the most part, there are only segments of books, magazines and journals partially addressing the issues. Very few research studies have been conducted to ascertain the function, the role, or the methods of delivering information to the public about public service agencies.

The vast majority of the literature on the mass media does not even make reference to the category "public service announcements". Most literature is concerned with central issues such as programming content, ownership, employment, news, regulation, effects on children and society, and future technology. The most significant

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<sup>3</sup>Canty, Donald (ed.), *The New City*, Praeger Publishers, New York, 1969, p. 38.

literature on access to the media was written by Jerome A. Barron, a specialist in communications law.

Mr. Barron, in making his extremely convincing case for a new interpretation of the First Amendment, proclaims that the First Amendment right is no longer limited to protecting the right to speak, but must also guarantee the opportunity to be heard. "We are on the verge of a more comprehensive and sensitive idea of what freedom of expression should mean in a technological age....the difficulty of access to the media of communication has made the right of expression somewhat mythical," he wrote. The George Washington and Harvard Law Reviews and the Indiana University Press have published the majority of Mr. Barron's writings on the subject.<sup>4</sup>

A study conducted by Former FCC Commissioner Nicholas Johnson, in part, revealed the singular attempt to deal directly with the media's responsibility of airing public service announcements. By examining the performance of network affiliates in the top fifty markets, he ascertained the number of public service announcements carried by those stations.

"Although we believe that the quantity of psa's broadcast by a station in any given week is a measure of its performance in the

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<sup>4</sup>Barron, Jerome A., Access to the Press - A New First Amendment Right, Harvard Law Review, June 1967.

An Emerging First Amendment Right of Access to the Media?, George Washington Law Review, March 1969.

Freedom of the Press for Whom?: The Right of Access to the Media, Indiana University Press, Bloomington, Indiana, 1973.

public interest, it must be recognized that the number by itself reveals very little about a station's performance....what the figure does not reveal may be even more significant than what it does,"<sup>5</sup> Mr. Johnson commented when discussing the shortcomings of the study.

Communication literature in public service agencies was almost nil. And when available, it tended to note techniques for preparing releases and other related information. While this type of information is important, Charles Grosser in a book entitled "New Directions in Community Organization: From Enabling to Advocacy" sees it as only part of the role of public service agencies. As one of the most significant writers on the role of publicity in public service agencies, he says, "Clearly the organizer-planner deals with the very aspects of human behavior most strikingly influenced by the media -- the good life, redistribution, and social change -- and it is being increasingly recognized that working with the communications media is an intrinsic part of community-organization practice."<sup>6</sup>

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<sup>5</sup>Johnson, Nicholas, Broadcasting in America, FCC Reports, Volume 42 (Second Series) No. 1, U.S. Government Printing Office, Washington, D.C., August 1973, p. 22.

<sup>6</sup>Glosser, Charles F., New Directions in Community Organization: From Enabling to Advocacy, Praeger Publishers, New York, 1973, p. 214.

CHAPTER II

THE MASS MEDIA: A FRAMEWORK FOR ACCESS

"Our cities have many problems in urgent need of solutions.... modern communications technology, thoughtfully applied, can help in relieving many of these problems and in upgrading the level of city life."

National Academy of Engineering  
Committee on Telecommunications



A BRIEF HISTORY OF THE "RIGHT" TO ACCESS

The authors of the First Amendment did not envision the present day "monopolized mass media" means of expression when they wrote:

"Congress shall make no law.....prohibiting the free exercise....(or) abridging the freedom of speech, or of the press..."<sup>7</sup>

The original notion of free speech was a face-to-face communication -- the unlimited resource of oral communications and the press was a one-page production that could easily be produced by almost anyone and distributed with little, if any, difficulty. An extremely important issue now is: "whose freedom of speech were the forefathers attempting to protect?" The day when anyone could easily print and distribute a paper to all the towns people or gather the masses to a central speaking place disappeared long ago. Whose freedom of speech should we protect? Is it the owners or the publishers? Or is it the editors or journalists? Maybe it is the advertisers, but hopefully it is the publics right to freedom of speech.

Broadcast radio and television stations are required by law to carry public service announcements, but no minimum standards exist and no quotas or specific numbers have been established. While newspapers are not required to print anything because of their proported

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<sup>7</sup>The Constitution of the United States, First Amendment.

"First Amendment" right, they too carry some public service announcements.

"The aim of those who sponsored the First Amendment was to prevent the government from interfering with expression. In their day, anybody with anything to say had comparatively little difficulty in getting it published. The only serious obstacle to free expression was government censorship. Presses were cheap....The right of free public expression has therefore lost its earlier reality. Protection against government is now not enough to guarantee that a man who has something to say shall have a chance to say it. The owners and managers of the press determine which versions of the facts and which ideas shall reach the public. Under these circumstances it becomes **an imperative** question whether the performance of the press can any longer be left to the unregulated initiative of the few who manage it."<sup>8</sup>

In the case of newspapers the problem is extremely climacteric. There is no federal regulatory agency to entertain the question of public access to newspapers. Although the Department of Justice and the Federal Trade Commission exercise some control over newspapers' business practices, newspaper content is shielded by a claim to First Amendment protection.

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<sup>8</sup>The Commission on Freedom of the Press, *A Free and Responsible Press*, The University of Chicago Press, Chicago, Illinois, 1947, p. 13.

"The main qualification for owning a newspaper, magazine, or broadcast station in this country is enough money to buy it. Besides cash, mass media owners have one thing in common: power....Many media owners use this power sparingly. Others resort to it freely; they view the media as convenient outlets for their own economic aims, personal whims, and ideological convictions."<sup>9</sup>

The airwaves are supposedly a natural resource and because of its limited nature to be used for the most public good -- "in the public interest, convenience, and necessity."<sup>10</sup> The 1934 Communications Act declares that the airwaves are public property and that broadcasters are licensed for three years, the license to be renewed only if the broadcaster has served the public interest. And in the case of *Red Lion vs the Federal Communications Commission* it was ruled that "(a)lthough broadcasting is clearly a medium affected by a First Amendment interest....differences in the character of the new media justify the differences in the First Amendment standards applied to them."<sup>11</sup>

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<sup>9</sup>Sandman, Peter, David Rubin, and David Sachsman, *Media: An Introductory Analysis of American Mass Communications*, Prentice Hall Inc., Englewood Cliffs, New Jersey, 1972, p. 95.

<sup>10</sup>Communications Act of 1934, Sections 307a, 307d, 309a, 310b, 316a, 303f, 47 USC.

<sup>11</sup>*Red Lion Broadcasting Co. vs Federal Communications Commission*, 395 U.S. 367, June 1969.

The freedom of the First Amendment should not be construed to imply an absolute freedom for the mass media. According to Wilbur Schramm, freedom breaks into at least three parts -- "freedom to know; freedom to tell; and freedom to find out,...the first is a social right, belonging to all people."<sup>12</sup>

"What we need is a communications system that gives the individual consumer the greatest resources to satisfy his needs for information and enrichment, and that strengthens his capacity to achieve personal development....We need a communications system whose built in 'lean' is toward increasing the range of information .....simultaneously and conveniently available to each user."<sup>13</sup>

It should be noted that access is not guaranteed, under any circumstances. To the assertion that the media is a toy of the wealthy and available only to those who can afford to pay for air-time, the Communications Act states that broadcasting is not a common carrier operation and is therefore not required to either give or sell time to all who seek to go on the air.

On August 3, 1971 the U.S. Court of Appeals recognized and declared a First Amendment right of the public to purchase time for editorial advertisements in the case of the FCC vs Business Execu-

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<sup>12</sup> Schramm, Wilbur, Responsibility in Mass Communication, Harper and Row, New York, New York, 1957, pp. 106-107.

<sup>13</sup> Lacey, Dan, Freedom and Communications, University of Illinois Press, Urbana, Illinois, 1961, pp. 78-79.

tives Move for Vietnam Peace. However the Court did not order that any groups ads must be accepted by a station. It simply removed the flat ban on editorial ads; it forbids the total exclusion of controversial issues for broadcast advertisements. The FCC and broadcasters still determine how many and which advertisements to allow on the air.

Today, the First Amendment rights have vanished. Unless one can get mass media coverage, the likelihood of his having an effect on the public is extremely poor. When the Constitution was written there were only eight dailies and less than a hundred weekly newspapers. Radio and television were non-existent. Today the only effective media are the monopolized mass media.

Without effective means of expression, the rights of free speech and press are worthless. There are no assurances of access to any of the means of expression which are presently effective. It is extremely difficult to explain to people ignorant of the power and operations of the mass media that the mass media should be more accessible for the public good. People contend that we see an extremely large amount of exactly what the public wants to see. The major problem is that there often exists a large discrepancy between what one wants and what one needs. To appropriately analyze the media's performance and the problem of access to the media, we need to start seeking an answer to the question, "Do we get enough of the information that we need to adequately cope with our urban environment?"

Information is necessary for our society to function. Communication serves to increase our chances for survival in the world in numerous ways. Harold D. Laswell<sup>14</sup> says that communications is one of the most helpful aids in coping with our urban environment in that it provides us with information on the present environment, information that is passed on to the next generation to aid them with their struggle with the environment. In situations where people lack information or the communications media does not supply sufficient information there exists uneasiness according to a study conducted by Allport and Postman.<sup>15</sup>

Based on these conclusions about the problem of access to the media I think that the role of public service announcements and the problems of determining who will gain access to the mass media through them is a very important issue which must be further explored.

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<sup>14</sup>Laswell, Harold D., *The Structure and Functions of Communications in Society*, Institute for Religion and Social Studies of New York City, 1948.

<sup>15</sup>Allport, Gordon W. and Leo Postman, *The Basic Psychology of Rumor* in Wilbur Schramm, *Process and Effects of Mass Communication*, University of Illinois Press, Urbana, Illinois, 1955.

INTRODUCTION TO THE MEDIA SURVEY

Due to the importance of radio, television, and newspapers as means of communication, it is crucial to examine both what they choose to carry and not carry from public service agencies. It is equally important to underscore why they may fail to do so. Also, it is important to denote the barriers to the public service agencies' access to the mass media, and if possible determine what extent these are legitimate barriers.

Newspapers, radio, and television are the major means of the mass dissemination of information to the public. These media provide instantaneous exposure to practically the entire population. There are over 927 television and 7,000 radio stations currently broadcasting in the United States. More than 1,500 newspapers currently print daily editions. According to Broadcasting Yearbook, although there were only 5,000 television sets in 1946, this number had grown to exceed 105,290,000 sets in 1972. Radio, television, and newspapers are found in almost every American home.

What is the responsibility of the mass media for providing information on public services? How should that responsibility be divided between the local, state, and national interests? Is there a responsibility or obligation for the mass media to provide listeners and readers with information on vital public services?

We must remember the power of the mass media as appropriately explained by the Commission on Freedom of the Press. "The modern press itself....can facilitate thought and discussion. They can stifle it. They can advance the progress of civilization or they can thwart it....They can play upon or down the news and its significance; foster and feed emotions....Their scope and power are increasing every day as new instruments can spread lies faster and farther than our forefathers dreamed when they enshrined the freedom of the press."<sup>16</sup> The Commission further emphasized these problems when it said, "Today our society needs....a method of presenting and clarifying the goals and values of the society; and .....a way of reaching every member of the society by the currents of information, thought, and feeling which the press supplies."<sup>17</sup> Mass media has become a necessity for almost every American home. It is the most important carrier of information. Its power controls the lives of the unheard. If they do not publish or air ideas, those ideas may never reach the ears of the public.

The urban communications media is a tool in the hands of those who use it, and despite present limited access, its capabilities for good informative purposes in aiding the public are almost unlimited. Since the media should be utilized for the public

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<sup>16</sup>The Commission on Freedom of the Press, A Free and Responsible Press, The University of Chicago Press, Chicago, Illinois, 1947, p. 3.

<sup>17</sup>ibid., pp. 20-21.



good, it is my contention that the mass media should grant access to those agencies providing public services. The question now is, to what extent is the urban communications media available to one of the most important communicators in our urban environment -- public service agencies?

The essential purpose of this part of the thesis is to ascertain, if possible, the general patterns of the media's practice of making the media available for public service announcements. Public service announcements were chosen for measurement in this study, since the vast majority of information distributed by public service agencies via the mass media is in the form of 10, 20, or 30 second public service announcements. Can the public be adequately informed about public services when so little a time segment is allotted? This is the paramount question and is the crux of this thesis.

A study of media gate keepers, to ascertain what decisions are made concerning public service announcements, therefore, is not only important but necessary, for they are the ones who determine what we read, see, and/or hear.

THE PROBLEM OF EVALUATING PSA PERFORMANCE

Although the Federal Communications Commission requires all broadcast stations to carry some public service announcements, the only means of measurement are notations in program logs that the spot was a PSA and an entry in the Statement of Program Service section of the license renewal application. The broadcaster simply states the number of public service announcements broadcast during a typical week.

Former FCC Commissioner Nicholas Johnson has analyzed the present requirements for broadcasters to air PSA's and concluded that:

"Form 303 will tell you how many public service announcements the licensee runs in the course of a week, but it will not tell you when they are run (are they bunched together between old movies at 2:30 in the morning?), or how responsive they are to local needs (as distinguished from Army recruitments or Red Cross appeals).... The figure does not disclose, for example, how the psa's are distributed during a typical broadcast day. Because they are aired free of charge it is likely that a station will run them most frequently during the hours when its rates are lowest and it sells the least commercial time -- i.e., late night and early morning."<sup>18</sup>

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<sup>18</sup>Broadcasting in America, FCC Reports, Volume 42 (Second Series) No. 1, U.S. Government Printing Office, Washington, D.C. Aug. 1973, p. III.

Despite the Commission's failure to place significant emphasis on public service announcements in the renewal of license application, it has been extremely vocal on the subject of "public service." It has explained that "...the principal ingredient of the licensee's obligation to operate his station in the public interest is the diligent, positive and continuing effort by the licensee to discover and fulfill the tastes, needs and desires of his community or service area, for broadcast service."<sup>19</sup>

The grandiose preferences which the Commission has expressed for public service programming was eloquently phrased by former Chairman of the FCC Newton Minow when he said, "the valuable grant to use a scarce public channel should go to those who provide more public service in preference to those who choose to provide less."<sup>20</sup>

According to former Commissioner Johnson, the FCC "has often been confronted with the opportunity to develop minimum standards in areas of programming....The major problem seems to arise from the broadcaster's (and most Commissioners') refusal to accept the fact that there is most emphatically a difference between censorship of

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<sup>19</sup> FCC "Report and Statement of Policy re: Commission en banc Programming Inquiry, 25 Federal Regulation 7291, Government Printing Office, Washington, D.C., 1960, p. 7294.

<sup>20</sup> Minow, Newton edited by Lawrence Laurent, Equal Time: The Private Broadcaster and the Public Interest, Atheneum Press, New York, New York, 1964, p. 94.

programming and assurance of adequate levels of service in areas important to the listening or viewing public...."<sup>21</sup>

As early as 1934, the National Association of Broadcasters, the broadcasters trade association, assured a House Committee that in evaluating the broadcasters' public service, the broadcasting of a considerable portion of programs devoted to and concerned with human betterment should be part of the determination of whether or not the station has rendered an adequate public service.

However, Donald Canter of the University of Southern California pointed out that, "Television public service advertising is not, for the most part, reaching its potential as a communications source in the public interest; it may fairly be called a wasted national resource,"<sup>22</sup> when addressing the Twenty-Seventh Annual Conference on Public Opinion during the Summer of 1973.

As noted earlier, the print media is totally unregulated in terms of content. Newspapers claim to be concerned with information and accuses television and radio of being entertainment mediums. However, newspapers, too, are entertainment mediums. Their articles are based on mass public appeal and supposedly on what will attract the larger number of readers. This type of content criteria descri-

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<sup>21</sup>Op. Cite., Broadcasting in America, p. 9.

<sup>22</sup>Canter, Donald L., Government Policy and Public Service Advertising, Public Opinion Quarterly, Summer 1973, p. 409.

minates against public service announcements. Only flashy, attractive articles are capable of attracting large numbers of people and the dull, uninteresting facts about public problems and needs are omitted.

RELATED STUDIES

One of the earliest studies of media gate keepers was conducted in 1950 by David Manning White. The study revealed "how highly subjective, how based on the 'gate keeper's' own set of experiences, attitudes and expectations the communication of 'news' really is."<sup>23</sup>

Only one gate keeper, the wire editor of a non-metropolitan newspaper was analyzed. However, I should point out that the study was extremely valuable in that it scrutinized this gate keeper's actions. His prime responsibility was to decide which national and international news would compose the front and jump pages of the paper. The study ascertained his reasons for selection or rejection of the three press association wire services and concluded that almost half were discarded purely from lack of space. A great amount of the remaining copy was eliminated because the same story was selected from another wire service.

Paul Snider duplicated the White study in 1966 and used the same wire editor.<sup>24</sup> Another gate keeper study was conducted in 1967

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<sup>23</sup>White, David Manning, The Gate Keeper: A Case Study in the Selection of News, Journalism Quarterly, Fall 1950, p. 387.

<sup>24</sup>Snider, Paul B., Mr. Gates Revisited: A 1966 Version of the 1949 Case Study, Journalism Quarterly, Autumn, 1967.

and was a survey of newspaper managing editors to determine the influence publishers on their decisions.<sup>25</sup>

Another follow-up to the White study was conducted in 1967 by Lewis Denohew who studied coverage of the Medicare issue by a group of Kentucky newspapers. Similar to the preceding studies, Mr. Denohew wanted to find out, "what forces are related to the decisions by newspaper gate keepers to run certain pieces of information and to 'bury' others?"<sup>26</sup> He concluded that there wasn't much to indicate that either perceived community opinion or community conditions are important aspects in news selection while publisher attitude was an important factor. A 73% correlation was found between the publisher's attitude and the type of coverage that the Medicare issue received.

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<sup>25</sup> A Report of the Activity by Publishers in Directing Newsroom Decisions, Journalism Quarterly, Spring 1969.

<sup>26</sup> Denohew, Lewis, Newspaper Gate Keepers and Forces in the News Channel, Public Opinion Quarterly, Spring 1967, p. 64.

METHODOLOGY

This is a pilot study and no final conclusions about the urban communications media should be drawn from it. The observations may, however, offer some useful guidelines for the preparation of more complete and detailed surveys. Due to the relatively short amount of time devoted to this research, not all of the gate keepers of the urban communications media were interviewed. A study of that nature would require several years of extensive research.

"Gate keepers" are the decision makers for what "goes in" and what "stays out" of a medium. "A gate keeper is any person in the newsgathering process with any authority to make decisions affecting the flow of information to the public....he examines the qualifications of each person in line and decides whether or not to let him in."<sup>27</sup> Kurt Lewin, the social scientist who first applied the term "gate keeper" to phenomenon applicable to communications, provided the framework for testing forces which affect media coverage.<sup>28</sup>

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<sup>27</sup> Op. Cite., Sandman, p. 103.

<sup>28</sup> Lewin, Kurt, Channels of Group Life, Human Relations, Vol. 1, No. 2, 1950.



The gate keepers in this study are those which make the day-to-day decisions of what will reach the public. Gate keepers for radio stations and television stations were the persons identified by the station's switchboard operator as the person who handles or is in charge of public service announcements for the station. The city editor of the newspaper was utilized as the gate keeper of that medium, since he is the person who receives all press releases not addressed to an individual or department of the paper.

Categories of the stratified sample were newspapers, radio stations, and television stations. Two radio stations whose license renewal applications were delayed by the FCC and are presently participating in hearings before the Commission, WENN and WJLD, will be treated separately later in this chapter and are excluded from this sample. Four of the remaining thirteen stations were selected randomly; the two daily newspapers were used; and all four -- the three commercial and one public -- television stations were included.

Interviews were conducted on weekdays beginning January 29, 1974 and ended January 31, 1974. I identified myself, then stated that the information would be compounded for a thesis on how public service organizations distribute information in urban areas. Questions were structured to obtain answers to two basic questions:

- 1) How do gate keepers evaluate public service announcements?
- 2) What does a gate keeper look for in making his decisions?

Questions are in Appendix A, Exhibit I.

The responses I received from the broadcast interviewees, even after probing for more detailed explanations, were extremely imprecise and evasive. No doubt a good explanation for this unwillingness to reveal information on the part of the interviewees is somehow due to the extremely broad definition of public service announcements by the FCC. Coupled with their fear of the challenges which could be brought to the broadcasters' renewal of license application based on such information, the interviewees considered the least said as better.

According to the FCC, "A public service announcement is an announcement for which no charge is made which promotes programs, activities, or services of federal, state, or local governments or the programs, activities, or services of non-profit organizations and other announcements regarded as serving community interests..."<sup>29</sup> This definition establishes an all-encompassing category to which very little broadcast time is devoted and no specific minimum exists.

In the case of newspaper interviewees, their relationships to a license renewal application challenge may have triggered a similar fear. The local dailies were named in a challenge to WAPI-TV, one of the local television stations. Challengers have objected to the joint operating agreement between the two papers, since one of them is owned by the television station's owner.

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<sup>29</sup>FCC Rule 73.670 Note 4.

The following are a few of the numerous examples discovered, which reveal the blatant, as well as subtle, means that the media gate keepers employ to exert control over mass dissemination of "public service" information. The purpose of exploring these examples is not merely to document the fact that bias exists in the gate keeper functioning, but it is hoped that the examination will lead to inferences concerning the effects of these biases on the dissemination of public service announcements.

Questions utilized for this study are located in Appendix A, Exhibit I.

"The Birmingham stations commit themselves to public service in accordance with the individual station's purpose, history, and goals."

Laura Lowman  
Birmingham Magazine

THE SAMPLE OF MEDIUMSRADIO STATIONS

There are fifteen radio stations, including both AM and FM, in the greater Birmingham metropolitan area. This area ranks forty-first in the top one hundred United States radio markets. According to an article in the January 1974 edition of Birmingham Magazine, "The majority of Birmingham radio stations are making a cooperative effort to expand community service through the newly formed Birmingham Radio Council."<sup>30</sup>

The Birmingham Radio Council was formed in September of 1973 to "further broadcast radio and show what an impact it (radio) can have," Wynn Alby, the Council's chairman explained. Every radio station in metropolitan Birmingham with the exception of WAPI is a member of the Council. The stations cooperate in public service projects and "get together and try to put force behind several projects in addition to the regular public service announcements that are broadcast," he added.

The first project of the Birmingham Radio Council was aimed at curbing shoplifting during the Christmas holidays in 1973. All member stations aired announcements once per hour for the duration of the broadcast day, beginning three weeks before Christmas. Unfortunately, no estimates of the success of this project were ever made.

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<sup>30</sup>Lowman, Laura, Upbeat Tone, Birmingham Magazine, January 1974, p. 44.

The following are synopsis of the stations utilized in this survey;

WSGN-AM is a popular format station with a listening range 120 miles from the city. It seeks a mass appeal audience and has several young disc jockeys on staff. The station boasts that it has placed either first or second in radio surveys of the area since 1957. It has airtime 24 hours per day.

WYAM-AM features country and western and gospel formats. A special emphasis is also placed on sports programs. Airtime is from 5am til midnight Monday thru Saturday and 7 am til midnight on Sundays.

WVOK-AM has the largest audience of any radio station in the state and features a popular format also. The station's 50,000 watts extend into 75 counties in the states of Alabama, Mississippi, and Georgia. The station broadcasts from daylight until dark.

WDJC-AM is in its own words, "the only full time Christian station." The entire twenty-four hour broadcast day is devoted to religious programming.

One of the stations in the sample -- WVOK-AM -- is presently involved in a challenge to its license renewal application. A petition to deny was filed by the Alabama Human Relations Council during the latest license application period. Charges against the station included their public affairs and public service programming.

It has been alleged that the station logged a program length

commercial as a public affairs program. WVOK claimed to devote a total of fourteen minutes, excluding commercial matter, weekdays at 1:15 pm, to the discussion of various viewpoints on a variety of issues. The program, Voice of Dixie, was according to the station "the principal vehicle for addressing community problems."<sup>31</sup> A monitoring of the station's programming by the petitioners revealed that music and commercial matter occupied more than half of the show. "Voice of Dixie is in fact a mixed format show, with identifiable segments of public affairs and entertainment. The public affairs segment is clearly not fifteen minutes."<sup>32</sup> The petitioners further stated that the Voice of Dixie show and its improper logging might have involved "a willingful misrepresentation and/or subordination of the public interest to the licensee's private interests."<sup>33</sup>

In addition to the afore mentioned, the petitioners charged that on WVOK, "there are few PSA's on behalf of Black organizations..<sup>34</sup>

Presently, WVOK and the Alabama Human Relations Council are attempting to negotiate six categories: a local advisory council, the ascertainment of community needs, programming, news and public affairs, employment, and the promotion of minority and poor people's groups.

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<sup>31</sup> Application for Renewal of License of Radio Station WVOK, 1973, Exhibit 6.

<sup>32</sup> Petition to Deny Renewal of Broadcast License WVOK, 1973, p.5.

<sup>33</sup> Ibid. p. 9.

<sup>34</sup> Ibid. p. 15.

NEWSPAPERS

Two daily newspapers serve the metropolitan Birmingham area. The Birmingham News publishes the evening paper and the Sunday paper, and the Birmingham Post Herald publishes the morning paper every day except Sunday. The daily circulation, according to Editor and Publisher, for the Birmingham News and the Birmingham Post Herald is 129,550 and 43,235 for the City of Birmingham and 176,550 and 76,038 total, respectively. Only one other paper is published within a six county area of Birmingham and its circulation is only 11,000 daily.

Both papers, The News and The Post Herald, were named in a charge of anti-trust, media monopoly in the license renewal application challenge of a local television station, WAPI, because the papers operate under a joint operating agreement and one is owned by Newhouse, the owner of WAPI-TV. This joint operating agreement allows the papers to share all facilities except editorial staffs and editorial facilities. The petitioners, the Magic City Communications Coalition, claims that it "appears to give Newhouse effective control of both papers....The joint operating agreement provides Newhouse with a hammerlock on advertisers, and the effects of this are not to be denied."<sup>35</sup> The petitioners

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<sup>35</sup> Reply to Opposition to Petition to Deny Renewal of Broadcast License WAPI, 1973, p. 9.



also argued that the joint operating agreement contributes to the "Newhouse domination of the dissemination of thoughts and ideas in Birmingham."<sup>36</sup>

#### TELEVISION STATIONS

Birmingham is the fortieth largest television market in the United States. There are three commercial and one educational television stations located in the city, all of which have network affiliations. Two of the stations, WAPI and WBRC, have a coverage area of over 20 counties in the north central portion of the state, a radius of one hundred and twenty-five miles. WBGW covers a radius of fifty miles and WBIQ is part of a state-wide network.

Call Letters	Type	Channel	<u>STATIONS</u>	
			Network Affiliation	Airtime
WBMG	UHF	42	CBS	7 am - midnight
WBRC	VHF	6	ABC	unlimited
WBIQ	VHF	10	NET	8:30 am - 11 pm
WAPI	VHF	13	NBC	5:55 am - 1 am

Source: American Research Bureau

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<sup>36</sup>Ibid. p. 9.

PRIME TIME CIRCULATION 1972

(6:30 - 10pm Sunday - Saturday)

	Metro Market	ADI Market
WAPI	43,970	66,510
WBRC	67,112	110,850
WBMG	32,399	36,950
WBIQ	2,314	3,695

Source: American Research Bureau

Two of the television stations have also been involved in license renewal challenges. In 1968 a challenge was brought by Alabama citizens and national media reform organizations against the license renewal application of the Alabama Educational Television Commission. The challengers charged that AETC operates one of the most sophisticated plants in the country, for educational broadcasts and received grants totaling over a million dollars, including HEW grants. AETC operates a statewide network of nine educational television stations, including WBIQ in Birmingham. The network refused to carry programming of particular interest to Black people, and in addition censored programming on controversial issues, even when such programming was provided by NET (National Educational Television) network, the station's network affiliation. The petitioners further contended that AETC was guilty of racial discrimination in hiring and promotion. Although the charges were substantiated, the license was renewed during the fall of 1973.

At present the license renewal application of television station WAPI has been delayed by a challenge from a group of Birmingham residents who formed the Magic City Communications Coalition. The petitioners specified three major charges; the most significant was that Newhouse has a monopolistic, unlawful concentration of both economic and programming control over the mass media in Birmingham. The other two charges were that the station practices both racial and sexual discrimination in hiring and promotion of employees and the station provides inadequate programming in general and for the Black community in particular. Note was also made of the substandard scheduling of news and public affairs programming.

Another minor charge was that WAPI does not accurately reflect the number of public service announcements that it airs. The Coalition charged, "WAPI does not document its fanciful claim of 300 public service announcements for the composite week. Attachment G contains a complete print out of the 274 public service announcements contained in the composite week logs. The twenty-six additional public service announcements claimed by WAPI-TV just do not show up on the logs."<sup>37</sup> WAPI admitted that the "PSA pre-scheduled at 7:59:20 was not broadcast as indicated by the fact that no broadcast time was given..."<sup>38</sup> This is clearly a violation of FCC logging rules.

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<sup>37</sup> Reply to Opposition to Petition to Deny Renewal of Broadcast License WAPI, 1973 p. 37.

<sup>38</sup> Opposition to Petition to Deny Renewal of Broadcast License WAPI, 1973 p. 155.

Due to the licensee's "cross ownership of cable, television, AM-FM, microwave, newspaper, and national newspaper interests in one market,"<sup>39</sup> the Magic City Communications Coalition has asked the FCC to conduct an "inquiry into the public interest considerations of granting the renewal of WAPI-TV in view of the vastness of the Newhouse's media empire in Birmingham."<sup>40</sup> The so-called "Newhouse empire" is not confined to the Birmingham market. In January 1974, the Justice Department's Anti-Trust Division filed complaints against the Newhouse newspaper-television combination in St. Louis. The Samuel I. Newhouse family reveals the following ownerships outside the Birmingham market:

<u>Radio</u>	<u>CATV (Cable Television)</u>
WSYR AM-FM Syracuse	CATV in twenty-two (22) New York cities and Anniston, Alabama.
WTPA-FM Harrisburg	
KOIN AM-FM Portland (50%)	<u>Newspapers</u>
<u>Television</u>	Harrisburg Patriot and News
WSYR Syracuse	Portland Oregonian
WSYE (Satelite TV) Elmira	Oregon Journal
WTPA Harrisburg	St. Louis Globe-Democrat
KOIN Portland (50%)	Jersey City Journal
KTVI St. Louis	Newark Star Ledger
<u>Magazines</u>	Long Island Press and Star Ledger
Vogue	Staten Island Advance
Mademoiselle	Huntsville Times
Glamour	New Orleans Times Picayne and States Item
House and Garden	Denver Post (20%)
	Springfield Union News and Sunday Repuli-

<sup>39</sup>Op. Cite., Reply to Opposition p. 9.

<sup>40</sup>Petition to Deny Renewal of Broadcast License WAPI, 1973 p. 7.

Newspapers (contd)

can

Mobile Register and Press (controlling  
interest)

Pascagoula Chronicle

Cleveland Plain Dealer

GATE KEEPERS COMMENT ON ACCESSHOW PUBLIC SERVICE ANNOUNCEMENTS ARE SELECTED

One of the most critical issues in this survey of media gate keepers is, "how does a gate keeper determine which public service announcements to use?" The responses revealed that each station, as well as each medium, establishes its own criteria for the selection of public service announcements. Not all stations regard the same elements with the same degree of importance. The responses ranged from "those that we feel best fit the community" to "those that best fit our format."

An interviewee at one of the commercial television stations expressed the most blatant bias when he explained that he selects public service announcements on the "merit of those who submit announcements." When asked to explain what was meant by "merit" he replied, "Some agencies are requested to submit balance sheets showing their income before public service announcements can be run for them. The balance sheet must reflect an acceptable level of service. Not more than 15% of its money can be spent on salaries. Most of the money must go for the organization's purpose."

Consequently, a balance sheet is used by that station to determine a public service agency's usefulness and vitality in the community. There are many agencies which provide services which are not only necessary, but beneficial to a community which would not reflect, as the interviewee phrased it, "an acceptable level of service" in a balance

sheet. These agencies include, but are not limited to, counseling services for youth, family planning for the poor and/or unformed, educational information to the high school drop out, consumer and legal protection outlets.

The interviewee further stated that these organizations are not supposed to "just pay the salaries of a few people." However, the other side of the story concerns the fact that unless public service agencies are given access to the mass media to reach potential users, the agencies will become defunct. Often the very finances which the gate keeper is concerned with are minimal because the agency can not obtain mass media exposure necessary to attract clients and/or funding sources. The balance sheet technique tends to allow only well financed public service agencies to gain access to the mass media and deters some very legitimate ones on purely economic grounds.

An array of measures seem to cover the basis for releasing public service announcements. While half of the radio stations' gate keepers emphasized that the announcements must fit the stations' format policies, half of the television stations choose public service announcements on the basis of content and quality. All of the newspapers base their selections on stories which affect the largest number of people. None of the above, however, serve to meet the need of public announcements reaching the public for the public welfare.

TIME AND SPACE DEVOTED TO PUBLIC SERVICE ANNOUNCEMENTS

The average number of public service announcements a station uses per day reveals insightful information concerning the total amount of time a station devotes to public service announcements in comparison to all other programming.

TABLE I

AVERAGE NUMBER OF PSAs EACH DAY

	Radio	Television	Newspapers
Received	9	23	40
Used	12	33	3

TABLE II

AVERAGE TIME DEVOTED TO PSAs EACH DAY

	Minimum	Maximum	Total Broadcast Day
Radio	120 Seconds or 6 Minutes	330 Seconds or 6 1/2 Minutes	17 Hours 42 Minutes
Television	330 Seconds or 6 1/2 Minutes	990 Seconds or 16 1/2 Minutes	16 Hours 48 Minutes

This information reveals that on the average, radio stations broadcast from .16 to .5 percent of its airtime to PSAs and television stations utilize an average of .63 to 1.5 percent of all of its airtime for public service announcements.



Newspapers carried only three of forty public service announcements submitted to them and as one editor put it, "I select by brevity." Only 7.5 percent of the public service announcements submitted to the newspapers were used per day and the editors said that very little space was devoted to them.

Although a look at Table I would seem to indicate that the broadcasters utilized all the public service announcements submitted to them, this is not the case. The stations often times run the same PSA several times per day and at their discretion can discard all the other announcements submitted for airing. While precise information as to the extent of this practice cannot be obtained, a partial picture can be delineated. Notice in Table I that broadcasters used more public service announcements per day than they received. It is not hard to explain that some announcements are aired more than once per day and the gate keepers said that they do not use all announcements submitted to them (see section on Rejection of PSAs).

#### PUBLIC SERVICE ANNOUNCEMENT PRIORITY

Now that we have considered how announcements are selected and the resources devoted to them, the question of public service announcement priority by media gate keepers need be discussed. The results clearly show that most stations and papers place an emphasis on the "local interest." Fifty percent of the radio and television stations and all of the newspapers said that most of their

medium's public service announcements fall into the "local" category. The responses to the question of PSA priority according to local, state, or national categories are shown in Table III.

TABLE III

PRESS RELEASE CATEGORIES

	Local	State	National	Evenly <sup>@</sup>	Total
Radio	2	1	--	1	4
Television	2	1	1	--	4
Newspapers	2	--	--	--	2

Categories developed according to the type of information the public service announcement was to transmit did not reveal any priority. Fifty percent of the television stations and twenty-five percent of the radio stations said that they try to evenly distribute PSAs into all the informational categories. The results are shown in Table IV.

TABLE IV

PRESS RELEASE CATEGORIES ACCORDING TO INFORMATION TYPES

	Job	Consumer	Health	Education	Community Events	Evenly <sup>@</sup>
Radio	1	--	--	--	2	1
Television	--	--	--	1	1	2
Newspapers	1	--	--	--	11	--

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<sup>@</sup>Evenly means that the stations attempt to distribute the press releases evenly into all the categories.

Although there was no consensus on informational category priority, the gate keepers said that the category of PSA does have an effect on their choice of public service announcements. Anyone seeking media time and/or space must determine which category the individual medium emphasizes. Seventy-five percent of radio and newspaper gate keepers and one hundred percent of newspaper gate keepers agreed that category does affect their choice of announcements.

#### REJECTION OF PUBLIC SERVICE ANNOUNCEMENTS

The main concern of the broadcast stations in rejecting public service announcements was "over-commercialized" public service announcements. One of the most vivid examples of a commercialized public service announcement was part of a campaign suggested to a television station to be jointly sponsored by Shell Oil Company and the Heart Association. For one week, a sheet was to be placed over one of the gasoline pumps, appropriately called "The Heart Pump", at all the Shell stations in the city. All the profit from those pumps would be donated to the Heart Association. In addition to promoting the Heart Association, the gate keeper thought that the publicity would also serve as advertising for Shell Oil Company.

Another example of the broadcasters' concern over commercialized PSAs, according to a radio gate keeper, was that the PSA distributor is "actually interested in plugging a product. For instance a national corporation that sells a make-up product will send PSAs about how a

girl can utilize things to look better and more attractive. Although it does not mention their products, it is directly leading to that product."

Fifty percent of radio stations and seventy-five percent of television stations gave "commercialization" as a primary reason for rejecting PSAs. The remaining television station was only interested in state-wide announcements and rejected those of a strictly local interest, while the remaining radio stations rejected announcements which "did not fit the station's format."

One of the two newspapers rejected PSAs if they had too narrow an interest. The gate keeper commented, "A press release that pertains to 2,000 people; I tend to throw it away. If I get a press release that connects with a half million or 400,000 people, it is going right into the paper. It has to be a broad interest story. I throw a good half of my mail away without opening it because there's nothing in it. I've seen stuff come by here before. I know that it is nothing but crap." It is interesting to note that the other gate keeper attributed his rejections to simply "not enough space to accomodate."

#### THE EFFECTS OF APPEARANCE ON PSA SELECTION

Newspapers were evenly split on whether appearance had an effect on the selection of PSAs. One gate keeper commented that it

is the paper's policy to "rewrite everything" while the other newspaper's gate keeper revealed that he "selects on brevity." The gate keeper of the evening newspaper added that he tries to explain to PR people that his paper is "interested in people. It is hard for public relations people to recognize news. What they want to know is how big a sheet of paper do we use; where should they start to write; and should the margins be here. Who cares? I couldn't care less. If I get a handwritten note in here that's news, that is what I want. I'd rather have a phone call than a crappy press release."

The overwhelming response from radio and television gate keepers was, "no, we get a lot of things scribbled on an index card." Seventy-five percent of these gate keepers said that appearance, such as neatness, letterhead or layout style had no effect. Results to this question are shown in Table V.

TABLE V

APPEARANCE EFFECTS ON PSA SELECTION

	Yes	No	Total
Radio	1	3	4
Television	1	3	4
Newspapers	1	1	2

READY-TO-USE PSAs

PSAs that are ready-to-use appear to have more than an even chance to be used by both broadcast stations and newspapers. All of the newspapers' gate keepers, seventy-five percent of the radio stations' gate keepers, and fifty percent of the television stations' gate keepers expressed a preference for and said that they would more readily use public service announcements that are print-ready, filmed and/or taped.

A dissenting radio gate keeper remarked, "no, we would prefer to do them ourselves, but it does depend on how well they are done, more than anything else. If something is very well done, we'll use it."

Knowing what the station prefers might aid media seekers in the preparation of materials. For example, one television station hasn't a preference for ready-to-use PSAs because it simply prefers to prepare booth copy--a live announcer reading over a slide. Another example is a preference by one radio station to utilize electrical transcriptions--a special 33 1/3 rpm disc recorded specifically for broadcast purposes. Gate keeper preferences for ready-to-use PSAs are in Table VI below.

TABLE VI

PREFERENCE FOR READY-TO-USE PSAs

	Yes	No	Total
Radio	3	1	4
Television	2	2	4
Newspapers	2	--	2

WENN AM-FM AND WJLD-WJLN AM-FM RADIO:A CASE STUDY ON FCC REGULATIONS VIOLATIONS

This section will analyze some of the violations of FCC rules by two Birmingham radio stations -- WENN and WJLD-WJLN -- which have had their license renewal applications delayed by the FCC. The Commission said that it would like to "determine all the facts and circumstances surrounding the filing of complaints by Robert McKinney alleging that the Hertz Broadcasting of Birmingham, Inc. denied McKinney advertising time on WENN."

In a letter of May 24, 1971 and again on September 24, 1971 Rev. McKinney alleged that WENN would not sell him commercial time. He said that Joe Lackey, the station manager told him that the "logs were filled up and that Paul White, an announcer for WENN had bought all of the time ..." Also he alleged that one of the other disc jockeys for the station suggested that he could purchase air time if he would give him part of his interest in the promotion of shows.

McKinney sent the Commission a notarized letter dated March 11, 1972 in which he withdrew all the charges because he said that he was "confused on the issues." Another affidavit was sent to the Commission dated March 29, 1972 in which he further explained the reasons for withdrawal of the complaint. In this letter he alleged that George Johnston, WJLD station manager, "had given him free of charge, 200 announcements on WJLD and four weekly one hour programs

on WJLN as inducement for filing the complaints against WENN." He further implied that George Johnston offered him money to file the complaints.

MISREPRESENTATIONS TO THE COMMISSION AND LOGGING VIOLATIONS BY WENN

The vice-president of WENN, Bertram L. Wieland, said in a January 5, 1972 letter that "a number of control policies are now in effect at the station" regarding the selection and playing of records and disc jockey interest in shows, plays, or dances or their own productions.

During March of 1973, the FCC said in a Bill of Particulars that it had "information that the policies outlined in the January 5, 1972 letter were not in effect as recently as March of 1973. Moreover, such policies had not been in effect previousl. Monitoring of WENN substantiated this." On August 10, 1973, president of the station Louis O. Hertz admitted that the January 5, 1972 letter contained many "inaccuracies."

Weiland's letter of January 5, also claimed that as of June 1, 1971 when Hertz Broadcasting assumed control of the station, written policy had required that all announcers pay the rate card for promoting their own activities. The Commission found that, "In fact, however, WENN disc jockeys had received special rates in some cases. Invoice copies and time orders showed that a special "announcers rate" was given to employees promoting their interests."



Thirty second spots were \$2.40 each for a disc jockey, while a 30 second spot for a promoter indicated that he paid \$4.65.

"The Commission has information establishing that Hertz's representations in his letters of April 3 and April 19, 1972, were false regarding the control exercised by the licensee over the presentation of commercials," according to the Bill of Particulars mentioned earlier, "WENN was tape recorded on March 1 and 2, 1973 and the following irregularities were noted:"

(a) Logged as a thirty second spot, the announcement was actually forty-two seconds. It was a taped announcement and was played on February 27, 28 and March 1, 2, 1973.

(b) Another spot logged at ten seconds was 26 seconds long and was broadcast on March 1, 2, 1973.

(c) A third announcement was logged at ten seconds and was 44 seconds in length on March 1, 1973.

(d) A 44 second announcement was logged as 30 seconds on March 1, 1973.

(e) A sixty second spot was actually 77 seconds at 10:37 am. Another announcement was identically logged and was actually 144 seconds when broadcast at 2:40 pm on March 2, 1973.

(f) At 10:16 pm on March 1, 1973 a 27 second was improperly logged under another name and for only ten seconds when the announcement was 27 seconds. No announcement was made for the name appearing in the log.

Further violations include the July 8 - 25, 1971 announcements for the World Series of Gospel. Proper sponsorship identification was

not made, in violation of Section 73.111 of the FCC Rules. Lawrence Furniture Company sponsored the announcements and the logs state that the "World Series of Gospel" was the sponsor.

Hertz did not deny any of the violations. However, he noted that the "instances of improper logging....represent a dramatic reduction," in the August 10th letter. Hertz improperly logged announcements a greater portion of the time that he admitted. During the four day monitoring, the FCC found that 67 announcements were mislogged and the duration was distorted by from 3 to 114 seconds each.

#### LOGGING AND SPONSORSHIP VIOLATIONS BY WJLD

Monitoring of WJLD by the FCC revealed violations of FCC Rules, Sections 73.112, 73.119 and Section 317 of the Communications Act of 1934. Section 73.112 provides for the proper radio logging procedures; Section 73.119 is also concerned with the logging procedures and requirements; Section 317 requires the true identity of sponsors.

Tape recorded monitoring by the FCC revealed that WJLD sold a book entitled "In Black America" which they had purchased for sale to their audience. The announcements and the program logs did not indicate that WJLD was the sponsor of the books. No indication was made in the announcement that they were commercials. The duration of the announcement was entered into the logs as required for February 19, 20, 21, 22, 23, 28, and March 7, 1973.

Logging-sponsorship identification rules were further violated by WJLD not correctly entering sponsorship in the program logs for a sixty second commercial announcement on February 28, 1973.

"Platter Party" promotions were aired several days and were logged as ten second commercial matter. Platter Party announcements were promotions for paid appearances by WJLD disc jockeys and considered partial compensation instead of additional salaries. WJLD failed to enter on the logs the sponsors mentioned in each announcement on February 17, 19, 20, 21, 22, 23, 24, 28 and March 7, 1973.

#### LOTTERY INFORMATION ON WENN AND WJLD

Program logs indicated to the FCC that lottery information was broadcast by WENN from July 8 through July 25, 1971 and by WJLD from July 21 through July 25, 1971. The FCC Rules, Section 3.192 and Section 1304 of the Criminal Codes prohibit the broadcast of lotteries by broadcasters.

#### OVERCOMMERCIALIZATION BY WENN

The Smith and Pepper law firm alleged in a complaint to the FCC in January of 1972 that WENN was over-commercialized. The firm charged that WENN broadcasted from 23 to 36 minutes of commercials per hour from 3:00 to 4:45 pm on December 1, 2, 10, 15, 16, and 17, 1972. It further noted that WENN had promised in its renewal

application a limit on commercial announcements of 18 minutes per hour and stated that they would only broadcast in excesses of two minutes.

PUBLIC SERVICE ANNOUNCEMENTS ON WENN

The Commission found in its monitoring of WENN that ".... although a number of public service announcements were entered on the program log for March 2, 1973, none were broadcast during the program, and no corrections were made on the log." The Commission found the following discrepancies:

From nine to ten pm PSAs for the:

U.S. Department of Transportation  
 Christian Children Fund  
 CARE  
 Birmingham Urban League  
 HUD  
 Foster Parents Plan  
 U.S. Coast Guard  
 Headstart  
 were entered on the log, but no announcements  
 were broadcast according to the tapes.

The hour from ten to 11 pm was logged for  
 PSAs from:

American Medical Association  
 U.S. Navy  
 Highways Bring Better Living  
 Social Security  
 Birmingham Urban League (2 spots)  
 U.S. Army  
 Merchant Marines  
 U.S. Savings Bonds  
 Better Business Bureau  
 but none of them were broadcast.

Eleven to midnight was logged for  
PSAs from:  
Army Reserve  
Headstart  
YMCA  
Department of Agriculture (2 spots)  
Forest Fire Prevention  
Better Business Bureau  
Highways Bring Better Living  
Hire the Handicapped  
Veterans Administration  
National Safety Council  
Equal Opportunity Employer  
but none were broadcast.

The FCC commented, "It should be noted, however, that all commercial announcements were broadcast as scheduled during the above periods."

CONCLUSIONS

While the urban mass media of communications appear to be extremely promising means for distributing social service information, this analysis of the gate keepers' selection processes of public service announcements indicates that such is not the case.

No exact criteria exist for either the selection or priority of public service announcements. To maximize the probability that an announcement will be used, public service announcements must be tailored to the individual station or paper and its preferences for both type of information and announcement preparation techniques. Not all outlets regard the same elements with the same degree of importance.

Due to the fact that broadcast stations and newspapers are businesses which make their profits from advertising, all commercial overtones must be eliminated regardless of the potential service of the project.

Most of the gate keepers prefer a "local interest" in PSAs and ready-to-use PSAs. Contrary to the opinion of most public relations people, general appearance, characterized by neatness, layout style, and letterhead have a limited effect on the decision to use a public service announcement by either newspaper, radio, or television gate keepers.

In addition to the tips on how groups can more easily gain access to the media under present conditions, the research indicated

that it is very important that there be increases in the number of public service announcements. I insist, inasmuch as it is clearly within the contemplation of the First Amendment right to free speech, and especially within the contemplation of radio broadcasting, that all media outlets be required by Congress and the FCC to act as common carriers in the distribution of information about the various social services being offered by public service agencies. This would not include announcements about guest speakers or other entertainment oriented affairs.

The burden of the First Amendment right should not be limited to broadcasters. Newspapers too have a duty to print information vital to the public's welfare, and if they should choose not to because of their claim for a First Amendment right, there should be a penalty imposed. The "freedom of the press" and "freedom of speech" guaranteed to us by the First Amendment are obsolete and should be treated as such, as in the case of radio broadcasters. The entire mass media of communications are such an important part of everyone's life that they must be regulated to insure that the public is not in fact being denied the First Amendment rights. If gate keepers are allowed to continue in their practices of discarding information from the mass media for any reason they want to, it will be the people who suffer.

Newspapers should be required to devote at least one page per edition to the offerings of public service agencies. Broadcasters in this study were found to devote less than two percent of the total

broadcast day to public service announcements. They should be required to devote five percent of the broadcast day to PSAs from local public service agencies. Announcements of both newspapers and broadcasters should be granted on a revolving basis to insure that all public service agencies have an opportunity to inform the public of any and all services available to aid them. This would insure that no single agency or group of agencies could monopolize the public's forum.

There must be standards set for the mass media dissemination of public service announcements. At present, there exists no criteria upon which citizens can evaluate the media's performance in this area. There exists a need for criteria for the measurement of each medium's performance, in view of the fact that the mass media presently monopolizes the mass dissemination of thoughts, facts, and ideas in our urban environment. General criteria which could be used as a basis for evaluating the adequacy of public service announcements should be devised.

There must also be more research devoted to analyzing the nature, content, and effectiveness of public service announcements as they are presently presented. The case studies of WENN and WJLD-WJLN indicate that there is a tendency on the part of broadcasters to place little or no significance on this type of programming.



CHAPTER III

PUBLIC SERVICE AGENCIES: THE DUTY TO COMMUNICATE

"....even though there have been many critics of existing welfare systems and numerous proposals for changing these systems, a truly paradoxical fact is how little we seem to know about public assistance in America."

Anthony H. Pascal  
Cities in Trouble: An Agenda  
for Urban Research

PUBLIC SERVICE AGENCIES AND COMMUNICATION

Due to the impact of urbanization and industrialization, public service agencies have somewhat changed to reflect the social order of today. Issues such as environmental impact, unemployment, and health care are affecting larger numbers of the public than ever before and therefore create more concern. "Without power, influence; economic resources, and access to the communications media..... a group's attempts to change existing social arrangements take place under highly adverse circumstances."<sup>41</sup>

A new generation has brought a radical change in our approach to urban and national problems. The riots in the sixties by Blacks, the the demonstrations against racial injustice and the Vietnam War, the industrial pollution of air and water, and the general conscientiousness of the youth in the 1960's and 1970's have all spurred an awareness of America's urban and national needs and problems. Prior to this upsurge in interests, and mood for change in the past two decades, America's problems existed unexposed and unnoticed. The youth along with the minority groups in this country created media for expressing the needs for change and social services and were extremely successful in gaining mass media attention.

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<sup>41</sup>Grosser, Charles F., *New Directions in Community Organization: From Enabling to Advocacy*, Praeger Publishers, New York, New York, 1973, p. 120.

"Social workers have viewed dealing with the communications media as demeaning and have always looked askance at publicity. Deliberate program planning to achieve maximum coverage -- or even worse, a program designed specifically to exploit the media -- has been regarded as manipulative and inimical to client self-determination."<sup>42</sup>

A close look at the way in which social service agencies go about informing the potential clients about their services may throw some light on the nature of one of the most complex problems in our urban environment and perhaps suggest some of the necessary steps to improve the social conditions of the urban environment.

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<sup>42</sup> Ibid. p. 212.

INTRODUCTION TO PUBLIC SERVICE AGENCY SURVEY

City life requires service agencies geared toward human needs.

Social service agencies are an outgrowth of the health, welfare and charitable organizations of the 1930's. Most of the ideas of "social service" were formulated during the 1930's and are no more than responses to emergencies or crises. One probable explanation for this continued trend of "responses to crises" is that most social problems receive no attention until they reach the public "eyes and/or ears", or in other words, until they receive mass media coverage.

Very few of us would even question the critical nature of human problems in both the rural and urban parts of this country. Large segments of the urban population are being left behind by our affluent society as prices and unemployment simultaneously rise. The numbers have increased substantially since the completion of the last Census of Population in 1970 and is evidenced by the change in definition of the poverty level since that date. The change raised the poverty level by several hundreds of dollars. Our economy is daily approaching inflation. Social problems are no longer limited to health and welfare; transportation, education, and criminal justice are but a few of the issues that plague citizens, legislators, and urban planners alike. Many of the social problems create national stumbling blocks to the realization of the "American Dream".

There is no doubt of the need for whatever help the social service agencies can offer, considering the acute problems -- housing, health care, juvenile delinquency, and illicit drugs -- facing us today.

Social service agencies are concerned with the correction or change of a social problem. The most often used method for creating change is to influence public opinion. Mass communications media is not merely an ideal tool, but the only contemporary tool, in the process of influencing public opinion. Some social service agencies simply wish to utilize the media to inform the public of current happenings, while it is the duty of others to educate the public.

Communications for social service agencies includes every attempt that helps and/or hinders the amount of knowledge, use, and understanding the public receives about public service agencies. Due to the 1930's attitudes on social service agencies, namely that broad scale programs are undesirable because they created more pauperism by providing necessities to the "shiftless" of our society who desire only to reap the benefits of charity, very few agencies attempt to seek potential clients. In 1962 the Advisory Council on Public Welfare, a statutory council, exclaimed, "widespread lack of public understanding and acceptance of our society's responsibility has played a major role in slowing the growth and development of a public welfare system capable of adequately meeting needs and fulfilling its potential."<sup>43</sup>

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<sup>43</sup> Advisory Council on Public Welfare, *Having the Power, We Have the Duty*, U.S. Government Printing Office, Washington, D.C., June 1966, p. 103.

Concurring with this opinion, Richard Cornuelle argues that, "The part of the system least understood was the network of non-governmental institutions which serve public needs."<sup>44</sup>

"The Americans make associations to give entertainments, to found seminaries, to build inns, to construct churches, to diffuse books, to send missionaries to the antipods....Whenever at the head of some new undertaking....in the United States you will be sure to find an association....Nothing...is more deserving of our attention... The political and industrial associations strike us forcibly; but others elude our observation because they are necessary," wrote<sup>45</sup> Alexis de Tocqueville.

Public knowledge of social services usually lag many years behind the advent of services. While this is true, public knowledge of social service offerings is necessary to obtain support for the work; to effect behavioral changes of individuals and groups; and to secure new laws or the enforcement of old ones to insure the effectiveness of the proposed services.

Public service agencies must communicate important information to both selected audiences and the general public. This commu-

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<sup>44</sup> Cornuelle, Richard C., *Reclaiming the American Dream*, Random House, New York, New York, 1965, p. 22.

<sup>45</sup> de Tocqueville, Alexis, *Democracy in America*, Volume II, Second Book, Vintage Edition, Chapter V.

nication may determine both the availability and utility of the agencies' services for the needy. Former FCC Commissioner Nicholas Johnson commented, "In such fields as housing, health care, education, welfare, legal assistance -- to name just a few -- we have already established massive federal and local governmental programs. But, as is often remarked, the people who have the problems often do not know that there are outposts of government equipped to offer a cure.... And all local agencies should recognize in television, and especially radio, a probably unparalleled means of reaching their constituencies."<sup>46</sup>

This thesis will analyze the public communicator's attempts both to gain access and to utilize the urban communications media for informing residents of public service agency offerings. To be effective in their communication attempts, public service agencies must choose an appropriate medium, one that is capable of reaching the necessary audience, and the agencies must gain access to that medium. The specific concern of this section is with the attempts, if any, of public service agencies to reach the public. It is impossible for public service agencies to render services to the public if the public does not even know that they exist. It is necessary that social service agencies attempt to communicate if they are not to repeat the existing failures of the current agencies.

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<sup>46</sup>Johnson, Nicholas, Urban Man and the Communications Revolution, Nation's Cities, July 1968.



"When 300 Model Cities program public information officers from throughout the nation met in Minneapolis for three days last year....All shared the belief that the communication function is essential...."<sup>47</sup>

Increasingly, certain groups of the population are excluded from American social and economic life as is evidenced by the unemployment rate and the number of persons enumerated by the Census as having incomes below the poverty level. These groups include women, Blacks, other minority groups, the poor, the un- or under-educated, the physically handicapped, and the emotionally insecure. The very trends which contribute to a rising expectation in this society have proved to limit the opportunities for these groups. Many of these affected groups require the aid of several public service agencies.

If social service agencies are to remove the barriers which impede people from realizing the opportunities which the mainstream of American people enjoy, they must communicate with the people who have not yet realized the opportunities. Social service agencies must communicate that they care and that they can and will help solve the problems.

"If communications media can sell products and help to elect public officials, it is necessary to question why it cannot or will not help educate us on urban and social problems. We must also

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<sup>47</sup>Klugman, Dina, Communications and Community, Nation's Cities, February 1973, p. 36.

question why it does not lead the way to solutions of our nation's problems," commented George Boykin, a Brand Manager at Quaker Oats. An appropriate answer lies with the failure of citizens, planners, legislators, and public communicators to force the issue and demand that the media communicate such important information.

Social service agencies are thrust daily into the position of potentially "vital communicators." The need to foster a sense of belonging and a sense of responsibility among American citizens is growing more important every day according to the vast amount of literature on alienation. Toward this end, the offerings of social service agencies must be made available to the public. Public service agencies must assume their roles of "vital communicators." Their offerings must become known to the public. There exists a valid need for public service agencies to utilize the urban communications media.

RELATED RESEARCH

Departing from traditional research on anti-poverty agencies, Eustance and Carol Theodore conducted a study on individual awareness and participation in a local community action agency. The study took place in a light industrial, mid-Atlantic U.S. city. Conclusions were that "in terms of organizational recognition the poverty program has clearly made an impact in this community....Unprompted awareness of the CAA....and recognition of specific CAA programs and projects was indicated by less than half the respondents....This lack of program recognition limits effectiveness....individuals cannot be served by programs which they do not know exist."<sup>48</sup>

This is the only study my research revealed that attempted to deal with the problem of public service agencies communicating to the public about their offerings and about the agency itself.

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<sup>48</sup>Theodore, Eustace D., and Carol N. Theodore, *Citizen Awareness and Involvement in Poverty Action, Social Problems*, 1971.

METHODOLOGY

A random sample of ten public service agencies in Birmingham, Alabama was selected from a listing of sixty-four agencies. The list was prepared from a Directory of Community Services of Birmingham and Jefferson County published by the First National Bank of Birmingham and listings in the Yellow Pages of the Greater Birmingham Telephone Directory under the categories -- associations, social service organizations, and youth organizations.

Excluded from the sample were:

1. agencies or departments of the City of Birmingham or the State of Alabama,
2. educational institutions (regular schools),
3. labor unions,
4. local affiliates of national organizations

Either the public relations person or the director of the agency was interviewed. One agency was not contacted because the phone had been disconnected and there was no new listing for the organization. This organization was the Greater Birmingham Alliance to Stop Pollution. A second agency, Parents Without Partners, was eliminated because it is a local affiliate of a national organization. The remaining eight agencies composed the sample and were interviewed during the week of March 20, 1974 through March 27, 1974.

After analyzing the results of the interviews, four additional agencies were included, randomly selected as outlined above. Very few of the responses from the previous eight interviews could be used in evaluating the effectiveness of urban media for public service announcements. It was my hypothesis that an additional four agencies would indicate if my sample had been either biased or inappropriate. One of these four additional agencies was not interviewed because it also had a disconnected telephone and no new number listed. Interviews of the three additional agencies were conducted March 29, 1974 through April 2, 1974. There was no difference in the answers from these agencies.

Though the interviews were intended to be in-depth, and designed to ascertain as much information as possible, most respondents were unable to answer a majority of the questions. (The questions intended for this section are in Appendix A, Exhibit II.) Questions 3, 2, 27, and 28 were selected to obtain demographic data about the agency. The agency's attempts to gain access were to be evaluated by the responses to questions 1, 4, 6, 7, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, and 23. Any results of the access to the media was then to be enumerated in the answers to questions 5, 8, 9, 10, and 11. Questions 24, 25, and 26 were designed to ascertain the agency's use of supplementary or other media.

SAMPLE PROFILE

There are more than sixty local, non-governmental public service agencies serving the Birmingham urban area. Although few are comprehensive social service agencies, the totality of services rendered by these agencies are extremely abundant in the area of health and medical care. Almost two-thirds of the agencies deal with the physically handicapped and other medical ills of the Birmingham population.

The nature of the Birmingham environment, plagued with the steel mills and mining operations, create an egregious health problem. The pollution count has been so critical in the past that several steel plants have been closed by Federal mandate. Air and water pollution are major problems and are still creating health problems for the area.

No operation or office in the area deals with the coordination of services and referrals. One of the agencies dates back to the 1930's, as a response to the problems created during the depression. The relative roles of the public service agencies vary considerably. The following are brief comments about the offerings of each agency interviewed:

Birmingham Educational Foundation for the Blind caters to preschool and school aged blind children in an attempt to improve the educational opportunities for blind people in Jefferson County.

The Birmingham Training Center for Brain Injured Children has, for the past two years, attempted to aid the physically handicapped children for whom there are no other facilities in the Birmingham area. The Center works with those children who are extremely handicapped but educapable and students of public school who are educationally handicapped.

Catholic Social Services provides services to both individuals and families with personal or family related problems. Services include: help with illegitimacy, adoption services, foster home placements, delinquency, and child behavior and other similar problems.

The Childbirth Education Association tries to aid the parents of unborn children for the childbirth experience. It makes the experience more comfortable for the husband, wife, and expected child.

The Community Service Council, Inc. began operating in the 1930's and was then called The Coordinating Council of Social Forces. Comprehensive plans are prepared for community health, welfare, and recreation services to insure the oderly and balanced development of such services to meet the needs of the area. The primary concern and activities of this agency are in the area of health care.

Crises Center is a telephone counseling service designed to any problems and if necessary set up either a personal interview or a referral to another agency.

Freedom House renders services to the youth, ages 18 - 30, in five areas: a) free medical clinic, b) legal aid, c) job coun-

selling and placement assistance, d) counseling services, and the  
e) crises telephone line.

Legal Aid Society provides legal services to indigent persons who meet the poverty level qualifications as defined by OEO. Free legal services are provided in the areas of housing, misdemeanors, consumer purchases, loan company problems, welfare matters, juvenile and domestic relations. Several legal areas are not covered by this agency (i.e., criminal cases, capitol offenses and felonies after arraignment, cases generating fees or money claims of over \$50.00). Legal Aid is also attempting to develop a legal educational program to make people more aware of their legal rights.

Positive Maturity is a senior citizen advocate which attempts to change society's image of the older American. The agency provides services to people over 55 by utilizing existing programs and stimulating the establishment of new services when needed to fulfill the ambitions and provide activities for active older people.

Sunset Unlimited is concerned with the recreational and social needs of the elderly. Open four days a week, Sunset Unlimited offers a place for activities such as games, reading, television, arts and crafts, and lunch.

Youth Development Headquarters, Inc. operates several youth-oriented projects in an attempt to provide constructive guidance and inspiration to young people in Birmingham. Projects include training programs in shoe repair and automobile repair; operation of a record



bar and cosmetic lounge; jazz and gospel shows in Kelly Ingram Park; clothing and Christmas gift appeals for the needy, especially children. The Headquarter building is also used to house and feed needy young people, including college students.

EFFORTS TO GAIN ACCESS TO THE MASS MEDIA

Most of the public service agencies did not indicate any consciousness of the problem of communicating with potential clients. The predominant attitude was that such agencies should not have to seek out its clientel. Although some agencies received an occasional article or a request for information to be used in a newscast, there were few formal attempts to gain media attention.

No agency has funds earmarked for "mass media" advertising. This indicates that most social service agencies take a perfunctory view of their communicator roles -- it bespeaks a failure to attempt to use the mass media -- a failure to let people know that the services exist.

Only one of the 11 agencies utilizes the mass media for an annual or major campaign. This agency, the Community Service Council, distributed approximately 15 press releases in an effort to gain intensive media coverage. The campaign began four or five weeks in advance of the event and press releases were sent to personal contacts at the television stations and newspapers.

The media provided both slides and copy for the agency. No coverage other than in the news category was sought. Press releases were prepared and one release was xeroxed for all stations and papers. In spite of the fact that the agency has no budget for media work, it sought coverage for about two major and twenty-four minor activities.

The remaining agencies' attempts for media access were as follows:

The Birmingham Educational Foundation for the Blind does not work with the media unless information is requested. It receives no media coverage and runs no type of informational campaign.

Two attempts were made last year to utilize the mass media by the Birmingham Training Center for Brain Injured Children. Media announcements were solicited for an anniversary celebration and to recruit volunteers to help at the Center. No other form of assistance was requested or received. Two newspapers, one daily and one weekly, and one television station were issued press releases.

Separate press releases were written for each medium and mailed to the paper or station in general. The Center has no personal contact at any station or paper, nor do they have an up-to-date media list. The TV station and newspapers were selected based on the personal opinion of the director, on their availability to the widest audience.

The Catholic Social Services does not use radio, television, or newspapers in attempting to inform the public of its activities. Information is printed in the Catholic Newspaper. The respondent pointed out that "we are in the book of resources and other agencies know that we exist. That's how we get most of our referrals. We talk to groups, lawyers, and anyone else who provides referrals."

The only communication Childbirth Education Association provides is printed sheets distributed through the waiting rooms of obstetricians. In the past, this agency has had several newspaper articles written about it. No coverage was solicited in the past year and no media budget is available. In the future, this agency plans to seek public service announcements.

The main mass media exposure for Crises Center has been radio sports shows and television talk shows. Public service announcements are sought periodically to inform the public of the purpose of the Center. "We don't like to abuse it by over-use. We will run an announcement for a while and then stop it and try to determine if the media has helped. We plan to start to use the mass media more frequently," said the respondent.

Freedom House's media budget is extremely limited and allows for only the production of posters. The local Red Cross public relations director occasionally provides assistance to this agency on media relations. Although only approximately fifteen press releases were sent out last year, Freedom House was covered in at least five newspaper articles, five talk show appearances, and several PSA spots on one television station.

No informational campaign was conducted last year by the Legal Aid Society. Normally, this agency does not utilize press releases but will grant an interview if requested. Legal Aid has currently decided not to utilize the mass media due to possible problems of "client confidence."

Positive Maturity has received a very significant amount and quality of print media coverage since it began operating a couple of years ago. A file of newspaper clippings about the agency date back to January 10, 1971. This file included releases to all sections of newspapers. Personal contacts are maintained with the media as well as an up-to-date media list.

Although Sunset Unlimited has been included in some United Appeal publicity, it has not solicited or received any media coverage due to a lack of staff.

Youth Development Headquarters, Inc. does not send out press releases nor does it seek media coverage, although it has in the past received a few spots. Two radio stations, two TV stations, and one of the newspapers have voluntarily provided some time and space for the organization.

RESULTS OF THE ACCESS

Only four agencies could delineate the results of access to the media. Perhaps this is due to the limited interest the agencies have in utilizing communications media.

The Birmingham Training Center for Brain Injured Children found that one of their press releases caused undue problems. The only PSA they received last year resulted in a misrepresentation of the organization's intentions. PSAs were aired on one of the television stations and the responses indicated that the announcement implied that the agency was seeking employees. Yet, in fact the agency was seeking volunteers.

The only agency to actively seek mass media exposure, The Community Service Council, received the most quantifiable responses. Most responses were letters and there were a few phone calls. The agency has estimated that the media utilized at least half of their announcements and reached 60 percent of the target audience. The newspapers provided the best coverage utilizing ten of fifteen releases.

Crises Center usually receives most of its calls immediately after its PSAs are aired. Press releases are sent to the media at timed intervals to insure that the agency can access the stimulus for callers.

Freedom House uses a duplicate PSA several times a year. Announcements are run several weeks, twice during the year. When television PSAs have been used, they have prompted people to call Freedom House because the callers mention the TV spots in their conversations.

USE OF SUPPLEMENTARY MEDIA

Eight of the eleven agencies utilized various forms of supplementary media. Posters for window displays, brochures, and seminars were the main forms of supplementary media used by the agencies. The following chart lists the forms of supplementary media each agency utilizes:

AGENCY	MEDIA
Birmingham Training Center for Brain Injured Children	posters
Catholic Social Services	seminars
Childbirth Education Association	brochures and seminars
Community Service Council	brochures and slide-tape shows
Crises Center	brochures
Freedom House	posters and brochures
Legal Aid	newsletters and seminars
Positive Maturity	brochures

No attempts have been made by public service agencies to utilize outdoor advertising, telephone company publications, transit advertising, handbills, films, calendars, writing pens, or any other form of supplementary media.



SUMMARY

People are more and more concentrating in complex urban environments. If there is inadequate awareness of the services available to people who have problems coping with our environment, this will only tend to exacerbate the problem. Although this is only a conjecture, it is plausible that public service agencies are egregiously contributing to the problem by not communicating to people that assistance is available.

Social service agencies are not engaged in a concerted effort to provide information to the public concerning their available services. Most public service agencies had made no attempt to gain mass media exposure for their services, but rather depend solely upon referrals from other agencies and individuals. These methods will not bring the needy to the agencies. The press has been guilty of carrying too little information about public service offerings. Both the media and public service agencies have the duty to provide services to the public. It is quite clear that agencies cannot achieve their goals if those in need do not even know that they exist. How can one utilize services when he does not even know what the services are nor where they are? It appears that public service agencies are not aware of the need for them to communicate with potential clients.

Regardless of how critical the urban scene appears at first glance, there are many who cannot and will not survive without assis-

tance. The mass media reveals to those in need only the outstanding and most often unequalled quality for themselves. Entertainment and advertising create a national value for "the American Dream." While mass media does little, public service do less to rescue those who cannot attain that dream.

Many groups are already disenchanted with "the American Dream" and values. It has already been clearly demonstrated in the upheavels of the 1960's and early 1970's that when groups of our society become discontented and are not offered some type of relief, civil disorders erupt. If public service agencies continue to take a perfunctory view of their communicator roles, urban problems eventually will again reach the crisis level. This time it may be too late to try and begin to communicate with affected people.

Granted, mass media exposure may be difficult to obtain, but there are a host of supplementary media which can be used as substitutes. At present, the system of communicating with potential clients depends entirely upon two factors; the availability of public service announcements and the individual's own explorations in search of an agency's help.

Efforts must be made to communicate to and with the public through all channels. It is appropriate and extremely necessary that public service agencies begin to both actively and professionally seek communications media. The selection of media must be exhausted to reach all potential clients in need of the services. It must be pos-

sible for even the uninterested person to find the agency which can most adequately assist in solving problems. With the daily growing numbers of persons which need assistance in our urban environment, informational campaigns cannot be geared only to those who are affected today. The general public must be included; those unaffected persons today, might be the needy tomorrow.

The mere existence of a social service agency is by no means sufficient to insure the availability and/or utility of its services. The general public must be fully aware of its purpose, where it is located, and most importantly, that it is capable and willing to lend assistance.

CHAPTER IV

CASE STUDIES ON THE STRUGGLE FOR MEDIA ACCESS

CASE STUDIES ON THE STRUGGLE FOR MASS MEDIA ACCESS

Associated with the mass media's utility in public service announcements is the general problem of access to the communications media. In order for the reader to more fully understand the problem of utilizing the mass media for public service announcements, the following case studies have been compiled.

An understanding of the problem of access to the media is not limited to social service agencies seeking public service time from broadcasters or space from the newspapers. Many diverse segments of the community have battled for years to participate in this country's mass communications media. Although some groups will seek only one program, others pursue participation in all segments of mass media activities.

BLACK EFFORTS FOR SOUL IN TELEVISION

Black Efforts for Soul in Television (BEST) is a national organization which has attempted to utilize existing laws to apply pressure upon the broadcast industry, and where applicable aid in the formulation of new laws, in an attempt to open the public airwaves and insure that television programming is made more meaningful to Black people.

As early as November 1969, BEST testified against the Pastore Bill (S 2004) the Nixon appointments of Dean Burch and Robert Wells to the FCC and several other important pieces of communication legislation and policy. The Pastore Bill would have given broadcasters protection at license renewal time against challenges. It would have required that a licensee be ruled disqualified by the FCC before a new application for the station's license could be filed. Bill Wright, the former spokesman for BEST, accused Senator Pastore of writing a racist bill that could serve to bar Blacks from the broadcasting industry. Black people would have had little to do with the communications media which affects them.

BEST represented by Absalom Jordan, Jr. referred to the nominee Dean Burch as a white, rich, racist. He added that the FCC did not need a Burch or a Wells.

In 1972, Bill Wright the extremely articulate and energetic spokesman for BEST demanded that the White House name a Black person to the

FCC and assisted other minority groups in applying the necessary pressure which resulted in Benjamin Hooks becoming an FCC Commissioner.

A model which inspired other citizens groups across the country was developed when BEST participated in a challenge against D.C. television station, WMAL, in August of 1969. BEST has also geared some efforts toward the stimulation of local activity through the establishment of over ten BEST chapters in major cities across the country.

"Responsibility is the key word," Bill Wright said in an interview by Broadcasting Magazine in 1969. "They have been shoving 'law and order' down our throats, and we're going to accomplish our goals in the legal way. We're going to shove 'law and order' down their throats. We're using Federal Communications Law."

W L B T - T V

Television station WLBT in Jackson, Mississippi is an excellent illustration of the battle for access to the mass media of communications. WLBT was the nation's first television station to undergo reform because of civil rights. A series of complaints against WLBT date back to 1955 alleging over-commercialization, discrimination against Blacks, and unfair news treatment. In 1958, the station's license was renewed because the FCC claimed that the cases were isolated examples of unfairness. The unfairness continued, and in 1964 a petition was filed with the FCC in challenge to the license renewal of the station by the United Church of Christ.

The United Church of Christ, Office of Communications charged that WLBT discriminated in its employment practices and programming against Blacks. The petition was refused by the FCC because the Commission claimed that public bodies had no right to legal standing in its procedures. The right had to be based on "a legally protected interest or an injury which is direct and substantial."

However, a landmark decision was issued when the FCC decision was appealed in the U.S. Circuit Court of Appeals, Washington, D.C. The Court said that the public did in fact have standing to intervene in the FCC's licensing procedures. Citizens indeed have standing



to intervene in the determination of services from local broadcast stations. Furthermore, the Court ordered the Commission to hold a hearing on the licensee's fitness for license renewal. At the hearing in May 1967 in Jackson, the evidence presented by the United Church of Christ was rejected by the hearing examiner who recommended renewal of the license. He said that he could find no evidence to support the charge and the FCC concurred in granting a new license.

On June 20, 1969, when the case was returned to Court, another landmark decision was issued. The FCC decision was unanimously reversed. It was ordered that the WLBT license be vacated and that new applicants be sought. A Jackson based citizen's group, Communications Improvement, Inc. requested permission to operate the station on an interim basis and promised to donate the entire net profit to non-profit broadcast organizations in Mississippi. The request was granted by the FCC in June 1971.

William Dilday is presently station manager of WLBT and has initiated several innovative programs. A Black man himself, Dilday has increased Black employment from 15 to 35%. An example of changes in programming is a thirty minute interview of leaders of the Republic of New Africa, a Black group earlier involved in a shoot-out with Jackson police. Another example of the station's unusual public affairs programming was demonstrated when the station gave J.B. Stoner's anti-Black and anti-Jewish States Rights Party a forum, too. Most viewers would see WLBT as just another station in terms of programming with the exception of public affairs programming.

"I think the big thing we've done around here is to open the airwaves to the whole spectrum of life and thought in this community," said Mr. Dilday. WLBT outscored its two competitors in both ratings and revenue in 1972. "The important thing is that this station is on top even though we've been hiring young Blacks off the streets, with no experience and training them on the job," he boasted. However, he added that the television industry is trying to ignore what WLBT is doing.

"They're trying to ignore us because we're refuting all the things they say can't be done. What we're proving is that you can train Blacks on the job in this industry and still make a profit, maybe not maximize profits, but still make money. If we can do this here in Jackson, which is supposed to be hell, then why can't it be done in a place like New York, which is supposed to be heaven?" explained Mr. Dilday. Rev. Kenneth Dean, Communications Improvement, Inc. Board Chairman and Director of the Mississippi Council on Human Relations added that they have "achieved a kind of equality of programming and employment. There is no reason why any station in the United States cannot do the same things we've done here without complications."

THE "SAY BROTHER" COMMITTEE

When WGBH-TV, Boston, Massachusetts removed the "Say Brother" show, a locally originated production from the air in 1970, a committee of concerned citizens formed the "Say Brother Committee." According to Chuck Turner, a member of the Committee, the group set as its goal the return of "Say Brother" to the air with Ray Richardson as producer.

One of the strategies of the Committee, in an attempt to force the station to restore the show to the air, was a boycott of the station. However, Ray Richardson died quite unexpectedly and the committee "focused on finding a new producer and returning the show to the air with as much control by the Black community as could be established," added Mr. Turner.

"Channel 2, WGBH-TV, a public channel has a higher standard of duty in terms of public access because of the public expenditures it receives," explained Clarence Dilday, Esq. another member of the Committee. He added that WGBH, a public television station was established to fill the void that commercial television doesn't, and he feels that, "every channel should have a community committee to provide input to the station. Broadcasters are granted licenses to serve the public, therefore, we must have more input from public groups."

WGBH and the Committee jointly agreed to guidelines a new producer, John Slade. The three jointly worked on the issues of content, procedures, and employment. Although several problems came up during the two seasons of Mr. Slade's productions, the Committee continued to function on a limited basis. In July of 1972, Mr. Slade left the show.

At the present time the Committee's membership has expanded and it has assisted WGBH in selecting a new producer, once again. Topper Carew has replaced Mr. Slade. "The Committee is working with the new producer on an on-going basis to make sure that the station deals fairly with the program, staff, and community," according to Mr. Dilday.

The Committee's guidelines, mentioned earlier are summarized below. The Committee's Guidelines provide for:

1. Establishment of a community committee representative of and selected by and for the Black community, to work with WGBH management and the Say Brother staff.
2. In accordance with all laws, rules, and policies governing broadcasters, the management will not censor or refuse to air any show without Community Committee consultation.
3. A Community Committee member will sit in on all interviews of prospective producers of the "Say Brother" show. The Committee can recommend candidates and will have an equal voice in the final selection of a producer.
4. Staff adequate to meet the needs of the show will initially consist of six persons and any work-study students or trainees.
5. No staff member will be fired or suspended without a hearing before the Community Committee and WGBH management representatives. If removed from the show's staff, the staff member will be reassigned to another WGBH program or project as would any other WGBH staff member.

6. The "Say Brother" staff will have access to all facilities at WGBH for specific productions, restricted only by standard budgeting and scheduling procedures.

7. The "Say Brother" program will be by, for and about the Black community and each program will express this.

THE ELMA LEWIS SCHOOL OF FINE ARTS  
&  
THE NATIONAL CENTER OF AFRO-AMERICAN ARTISTS

The Elma Lewis School of Fine Arts and the National Center of Afro-American Artists have "never paid a dime for advertising" according to Larry Blumsack their public relations director. "Anything in print, I want to be in -- Telephone Company publications, Banking News, Business News, and all trade publications," he said. He said that he attempts to reach his audience through as many media as possible and although he has never sought coverage on a national as well as international coverage.

Although Mr. Blumsack has no staff and no budget for his public relations work, his background probably contributes to his keen insight and talent for working with the media. A former professional photographer, he has also worked as an actor, a director, and a college instructor in theatre. One of his realizations is that "the cold hard facts of the situation are -- it's a business and you must find a reason why the business should help you."

One problem that has arisen from media coverage is the media built image that both, The Elma Lewis School of Fine Arts, and The National Center of Afro-American Artists, are rich. More public relations work must be done with the community to explain that they are not rich.

Another problem is the conflict between what the institutions want to project and what others want to project. According to Mr. Blumsack the "institutions are here to serve and change quality of life. We don't just sing and dance -- for example -- we're running programs at Norfolk Prison."

The reasons Mr. Blumsack enumerated as contributing to the organizations outstanding media coverage included:

1. Time other than public affairs and public service announcements is sought. Various governmental proclamations and supplementary media are actively solicited.
2. He knows the media and how to get to the right sources. Managers, reporters and all levels of a medium are contacted. You must do more than write a press release, you must deal with people and get what you want.
3. The institutions relationship with the media as well as the PR man's relationship are very important. You must build respect with the people you're dealing with and carry some clout. Since the media can make you or break you, you must learn to use it to your advantage.
4. All stations, all programs, and all newspapers must be included.
5. Attempt to make the media responsible and not just get things in. The media will respond to anyone who knows what they're doing and what they're talking about.
6. Copy sent to the media is ready for use--no spelling and grammatical errors. If a letter has a mistake, it's retyped; if it has a single misspelling it doesn't go out the door.
7. He knows the writers and what the writers want and use. Angles and directions are offered, a different approach for the different media.
8. An updated media list is kept and press releases are generally sent addressed to individuals and not just the medium.

9. The media is watched, and PR man knows what they are doing across the board. Also, he keeps up with what is going on with legislation, organizations, etcetera to insure that the institutions get all the breaks they can.

10. Nobody does anything with the media unless the PR man clears it -- both releases and general coverage.



THE BOSTON COMMUNITY MEDIA COMMITTEE

The Boston Community Media Committee was established to "provide a continuing and significant dialogue between minority communities and the media so that they may inform, sensitize and educate each other on subjects of mutual concern of a long-range, short-range, and emergency nature." The Committee's activities have included minority employment, the offering of scholarships, advise to members on community-media relationships, media material preparation for groups and a variety of other projects.

BCMC started in 1966 at the height of Black student uproars with 60 media and community leaders to deal with the problem of media distortion of news and facts. A Black Caucus developed from within the BCMC and on June 30, 1973 a broadcaster seeking a transfer of license for RKO-General, Inc. entered into an agreement with the BCMC Black Caucus. In addition to the general problem of distortion of facts and news, Black members are concerned with the media's portrayal of Black people and the distortion of most Black programming. The Black Caucus attempts to insure that the Boston media be responsive to the demand for an accurate self-portrayal of Black people and the participation by Black people in all aspects of the mass media and the communications industry, including economic inputs.

The RKO-General License was to be transferred to Heftel Broadcasting Corporation and the Black Caucus sought an agreement to become part of the license application insuring Black participation in the station's operations. In addition Heftel would be required to become a member of the BCNC. Unfortunately, the FCC replied to the agreement with the following comments by Vincent J. Mullins, acting secretary:

"We have carefully considered the Heftel-BCNC agreement....and have concluded that the agreement would appear to improperly curtail the assignee's discretion in the areas of programming, program scheduling, and employment practices....Your agreement because of the specificity of its terms....generally, permits no latitude....the Commission has this day granted the WROR-FM assignment application and the assignee and BCNC are advised that implementation of their agreement....would be contrary to the public interest."

The FCC decision to approve the license transfer and deny the BCNC agreement is being appealed in spite of the fact that Heftel decided not to go through with the purchase. According to James Dilday, Esq., one of the BCNC legal committee members, "the BCNC along with Citizens Communications Center has filed a notice of appeal in the D.C. Circuit. Although there is no question as to the transfer of license, the BCNC agreement was abrogated and held void by the FCC. The BCNC was therefore adversely affected by the denial and is seeking litigation to see if the FCC did act unlawfully. This denial can effectively keep community groups from negotiating with potential licensees."

BCMC's Roving Action Committee has prepared media material for several Boston organizations. Announcements were prepared for the Spanish speaking community in an attempt to aid victims of the Chelsea fire disaster. The Roxbury Defenders Committee, the Ecumenial Center of Roxbury, and the South End Drug Council are but a few of the more than fifteen groups the BCMC has aided in preparing material.

Other types of announcements are also distributed by the BCMC. The Humphrey, Browning, and MacDougall advertising agency prepared radio and television copy to promote the organization's activities and goals to the general public. Arthur Eskew related, "I'm hopeful of making BCMC a household word when it comes to minorities and the media."

During 1973, the BCMC conducted two ascertainment of community needs programs which included several innovative techniques. Ads were run in the Bay State Banner and on radio station WILD, and direct mailings were sent to every known minority organization. These ads requested comments, suggestions, and/or criticisms about what's going on in the community and were successful in eliciting many responses.

A scholarship program for minority students interested in the media was started last year and there are plans for expansion of this program for next year. The scholarship provides full coverage of the student's tuition and fees and is part of an effort to increase minority employment in the media.

A conference to train public service and minority agencies on media use was held during January 1973. Tips on where to hold press conferences, the best time of the day to get coverage, and other media relation practices were discussed. In addition a manual for community organizations on techniques for media coverage was prepared by the Media Caucus and Legal Caucus.

"1973 saw an increase in the accessibility of media to minorities. It also saw a better use of media by minorities. There is much more of an educational program needed in the minority community to reach those who need the assistance of media. BCMC will hold seminars in 1974 for this purpose," according to Mr. Eskew, the director.

The BCMC is presently funded by contributions from organizations which are members. The goals for 1974 as outlined by Mr. Eskew, includes the solicitation of outside funding, upgrading of minority employment in the media, upgrading of minority-oriented journalism and programming, and the development of a communications center.

THE MASSACHUSETTS LEGISLATURE

The Legislature of the Commonwealth of Massachusetts recently became a media gate keeper when "An Act Creating a Bureau of Public Information" was introduced by Rep. Doris Bunte. According to a commentary on the bill, "at the present time, the responsibility for the dissemination of information regarding public services and programs, public employment opportunities, and consumer services falls upon the individual departments...within the Commonwealth. The decentralization of this process does not make proper use of all the modern modes of communication....the public information officer.... without access to television and radio...can offer a reply only on a one-to-basis. Thus if a person does not inquire, information that could be of great value to him will pass him by."

The intent of this piece of legislation was two-fold:

1) to insure that the Commonwealth fulfills its obligation of service to its citizens by centralizing the various department public information functions and then make the best use of communications media to get information distributed, and

2) to assist the broadcast media in fulfilling its obligations of both broadcasting in the "public interest, necessity, and convenience" and providing public service announcements. The bill requires all broadcast stations in the Commonwealth to "afford the Bureau of Public Information reasonable opportunity for the mass dissemination of information."

Rep. Bunte met with media representatives and they were generally favorable except to the mandatory language. Pam Bush, editorial director for Channel 7, testified in favor of the legislation.

A very hostile opponent to the legislation was the Committee on State Administration because they disagreed with proposed changes in the way the State disseminates its information. Basically, their feeling was that those who want to know about jobs should find out on their own.

The committee voted to give the bill an unfavorable report and efforts to overturn the vote on the House floor were unsuccessful, also. Although nothing came of other bills simultaneously introduced by other parties which called for public advertising of jobs before being filled, it is important that others are also concerned with a more equitable distribution of public information.

A copy of the bill is in Appendix A, Exhibit III.

NATIONAL BLACK MEDIA COALITION

A new national citizen group concerned with local broadcast service and participation by Blacks in this country's communications industry is believed by some to be a replacement for BEST, since its spokesman for many years, Bill Wright, departed from the Washington battleground.

The National Black Media Coalition is a nationally-based coalition of more than 40 Black local and regional organizations from across the country. It has met with the FCC Commissioners twice already -- March 6, 1973 and November 8, 1973 -- attempting to establish a dialogue with the FCC. In the second meeting, the Coalition said that it "hope(d) to re-identify and offer new and more specific steps that the Commission can take to solve some of the problems and concerns of minority persons regarding the broadcast and cable communications media."

Because of the probability that the Commission can and will ignore the Coalition's complaints as it did between the two Coalition meetings, the Coalition left behind a petition for rulemaking and notice of inquiry which totaled 45 pages. The petition proposed several dozen proposed rule changes. Some of the changes would include:

1. a decentralization of the FCC into District Offices to maximize local participation.

2. establish a Commission policy to promote minority-group ownership of the media.
3. Improve all of the Commission's Equal Employment Opportunity programs and policies.
4. expedite the decision making process.
5. require the implementation of agreements made between community groups and communicators.
6. correct the problems of misrepresentation and underrepresentation of minorities in the media.
7. improve the quality of programming in general, especially public affairs.
8. require that certain standards be met in the airing of public service announcements.
9. make necessary changes in the petition to deny process to improve the role of the public intervenor.

The NBMC is not just waiting for the Commission to respond, but is rather serving as an informational and resource center for any groups interested in the improvement of broadcast and cable services.

The recommended decentralization of the Commission to make the use of its processes easier for citizens groups has already begun to materialize. The Commission will hold its first regional meeting on May 23 and May 24, 1974. These are the first such meetings in the history of the FCC. According to Wallace E. Johnson



of the FCC, the meetings will be held in Atlanta for five southern states. "The purpose is to bring the government to the people. The idea is to go to various regions and assess the problems people have with the industry and to provide both the people and the industry with the Federal rules and regulations related to the issues. We also hope to get some feedback from both groups." The public will meet the Commission on the first day and the broadcasters on the second.

This action by the FCC can be directly attributed to the demands and pressure of the National Black Media Coalition.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

Neither mass communications media nor public service agencies are making conscientious efforts to inform the public of the social problems in the urban area. Neither exposes the resources designed to help eradicate the problems. Without a diligent effort by the mass media and public service agencies to both inform the public of the nature of the problems and inform the needy of ways to eradicate the problems, then, the problems will continue.

The primary function of communicators and the service agencies should be "to inform the public". Their major role is to reveal where what services are located. The perspective of these studies (on which this thesis was based) was to: (1) assess the potential contribution of mass communications media to informing the public, and (2) assess the "communications" function of public agencies as it relates to utilizing urban communications media for informing the public.

Both of these groups have, as communicators, the responsibility for informing the public. Both can lend assistance, yet for various reasons are unwilling.

Donald Canty says that the city faces two urban crises -- desperation of some urban residents and urbanization itself. Communications technology and public service agencies were developed and expanded to deal with precisely these problems, but it appears that they lag in implementation. The challenge of the future is to use both these communicators -- the agencies and the mass media --

to improve the quality of life in our cities. New policies, programs, as well as, institutional arrangements are necessary to assure that both public and private resources are utilized fully in solving our urban problems. Further, we must test the ability of these resources to regenerate the American spirit and way of life.

To summarize the major issues involving communications media availability, access, and use is no easy task. There appears to be at least five major conclusions concerning the "urban communications problem" which can be drawn from an examination of the surveys in the earlier chapters:

(1) Little time and/or space is devoted to public service announcements by the mass media.

(2) The media does not actively solicit public service announcements. It plays a passive role in this area of communication.

(3) Public Service agencies do not make serious attempts to utilize mass media or supplementary media.

(4) These agencies do not take the communications function as seriously as they should, and many do not even recognize a communications function.

(5) Both public service agencies and communications media have failed to communicate vital public information.

The most significant recommendations resulting from this work includes:

(1) The Federal Communications Commission and the Congress need to mandate the mass media in the interest of citizens. Public service agencies and community organizations should be the instigators of the legislative changes.

(2) The future role of the communications media is a powerful one and deserves attention. There is a need for a systematic analysis of the role of communications in the life of urban man. In an effort to explore the best possible utilization, the urban communications media must be assessed by urban planners to provide for the most efficient use of communications resources.

(3) Mass media must make itself more accessible for public announcements. This can be accomplished by two methods; the media can either furnish information on the preparation of PSAs or it can prepare the announcements itself.

(4) Since the levels and incidence of public service announcements vary with the locality, it would certainly be easier and probably more fruitful for media gate keepers, public service agencies, and community organizations to jointly attempt to remove the barriers which impede meaningful and responsible use of the mass media through the formation of a media interest committee. This committee would be composed of a representative from each outlet that falls into either of the three categories. Information could be exchanged and the issue of the responsibility of all three groups to communicate with the public can be explored. A new arrangement among public service agencies, the media, and the public is crucial.

(5) To strengthen and coordinate local efforts to use the media and to meet the public's diverse need for information, it is essential that all public service agencies hire a public relations man and allocate money to public relations work. Greater attention to the communicator function is imperative.

One of the most economic and feasible approaches to the new pace in public communications is a cooperative PR unit, financed in a joint effort. This approach would tend to eliminate most financial problems which hinder public communications. New and expanded programs to develop and refine the flow of information to the public would be devised by a staff of eight to ten PR people. The staff would gather, up-date, and distribute information on each agency and offer a systematic approach to existing uses of the media. Such a systematic approach would also tend to establish more effective media use.

(6) The public relations person for public service agencies must be trained in public relations work.

(7) Agencies which are too financially restricted to either hire a PR man or join a cooperative unit should utilize the gate keeper surveys or contact a sample of each medium in their service area to ascertain local media preferences.

APPENDIX A

Exhibit I

Questions Asked Media Gate Keepers

1. How do you determine which public service announcements or press releases to use?
2. How many public service announcements or press releases are used per day? received?
3. In what categories do most public service announcements fall?
  - a) state\_\_\_ national\_\_\_ local\_\_\_
  - b) job information\_\_\_ consumer information\_\_\_ health care\_\_\_ educational opportunities\_\_\_ community events\_\_\_
4. What are your prime reasons for rejecting a PSA?
5. Does the category of PSA affect your choice?
6. Do you select PSAs by appearance such as neatness, letterhead, or layout style?
7. Do you more readily use PSAs that are print-ready, taped, and/or filmed?



Exhibit IIPublic Service Agency Questions

1. Did this organization run a major or an annual campaign last year?
2. To what audiences was that campaign directed, in terms of age, sex, race, income?
3. What was the goal of the major campaign?
4. How many press releases were there sent to radio, television, and newspapers?
5. How many did each medium use?
6. Would you say that intensive media coverage was sought?
7. Was a media strategy planned?
8. Did the medium that gave you the best coverage reach the audience you sought?
9. How many people in that audience did the media reach?
10. Please identify the public responses to your campaign?
11. Can you determine which medium contributed to which response?
12. How many weeks in advance of the campaign closing date did you begin seeking media coverage?

13. Did you seek coverage other than in the news category, such as talk shows, feature articles, television specials?
14. Did you prepare you own copy, tapings, and/or newsfilms? did the medium? did anyone else assist you?
15. Did you seek the assistance of any ad agency, public relations firm or school?
16. To whom were press releases addressed:
  - a) a personal contact, b) a specific editor, or c) the station or paper in general?
17. Were press releases prepared to suit the individual medium or was the same release xeroxed or duplicated for all media?
18. Do you have a personal contact at any radio station, television station, or newspaper that you notify when you seek publicity?
19. How were the mediums selected for use?
20. Approximately how many events did you seek coverage for last year?
21. Do you have a media budget?
22. Do you keep an up-to-date media list? How often do you up-date it?
23. Do you exclude any station or paper from your media or mailing list? If yes, why?
24. Have you ever attempted to utilize outdoor advertising?
25. Have you ever sought transit advertising?

26. What supplementary media have you used?

calendars\_\_\_\_ writing pens\_\_\_\_ handbills\_\_\_\_ cards\_\_\_\_ films\_\_\_\_

slide-tape shows\_\_\_\_ brochures\_\_\_\_\_

27. What are the functions of this agency?

28. How long has it been operating?

Exhibit III

**HOUSE . . . . . No. 2476**

By Ms. Bunte of Boston, petition of Doris Bunte, Melvin H. King, Royal L. Bolling, Sr., Royal L. Bolling, Jr., and Barney Frank relative to establishing a bureau of public information in the Executive Office for Administration and Finance. State Administration.

**The Commonwealth of Massachusetts**

In the Year One Thousand Nine Hundred and Seventy-Four.

**AN ACT CREATING A BUREAU OF PUBLIC INFORMATION.**

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

- 1 SECTION 1. Chapter 7 of the General Laws is hereby
- 2 amended by inserting after section 30 T the following section: —
- 3 Section 30U. There shall be a bureau of public information
- 4 in the executive office for administration and finance, hereinafter
- 5 called the bureau, which shall be responsible for the dissemina-
- 6 tion of information regarding all public programs and services
- 7 provided in the public interest, consumer service information,
- 8 and examination and employment information available to
- 9 citizens of the commonwealth by its various departments and
- 10 agencies. The duties of the bureau shall include:
- 11 1.) Review of current methods of providing information on
- 12 services to the citizens of the Commonwealth.
- 13 2.) Preparation of a complete and accurate listing of all public
- 14 service programs and employee opportunity information
- 15 available to the citizens of the Commonwealth. Bureau is
- 16 required to maintain an up-to-date listing of such services.
- 17 3.) Establishment of guidelines and administrative methods
- 18 which will insure the widest and most efficient dissemination of
- 19 such information.
- 20 4.) Preparation and implementation of a plan to utilize the

APPENDIX B

Exhibit IResource People Contacted

Rep. Doris Bunte	- The Commonwealth of Massachusetts
Diane Reafroe	- Massachusetts Black Caucus
George Boykin	- Quaker Oats
James McCuller	- National Black Media Coalition
Bob Britton	- WSGN Radio
Joani Muller	- WYAM Radio
Chuck Turner	- Say Brother Committee
Beanie Reach	- WVOK Radio
Leroy Ambers	- F.I.R.S.T.
Ben Cleary	- WDJC Radio
Everett Holle	- WAPI Television
William H. Dilday	- WLBT Television
Laura Lowman	- free lance writer
Sid Burgess	- WBRC Television
Ted Lawry	- WBMG Television
Warren Graves	- Citizens Communication Center
Henry Bonner	- WBIQ Television
Clarence Dilday	- Say Brother Committee
Clarke Stallworth	- Birmingham News
Sid Thomas	- Birmingham Post Herald
Patricia Dundee	- Sterling Manhattan Cable

Wynn Alby	- Birmingham Radio Council
William B. Ray	- Broadcast Bureau, Federal Communications Commission
Larry Blumsack	- Elma Lewis School of Fine Arts and National Center of Afro-American Artists
Arthur Eskew	- Boston Community Media Committee
James Dillard	- Boston Community Media Committee
Debbie Smith	- Community Service Council
Paula Brayden	- Crises Center
Jackie Long	- Youth Development Headquarters
Jim Collinson	- Positive Maturity
Jim Polk	- Sunset Unlimited Day Care Center
Betty Sterrett	- Parents Without Partners
Leland Gray	- Freedom House
Deane Corliss	- Childbirth Education Association
Bennett Haynes	- Legal Aid Society
Sister Francis Hillow	- Catholic Social Services
Barbara Smith	- Birmingham Training Center for Brain Injured Children
Wallace E. Johnson	- FCC

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