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ABSTRACT

The development, organization, operation, programing and financing of educational television (ETV) in New York State (NYS) are reviewed. Legislative intent and authorization for ETV--which includes both public television (PTV), open to the general public, and instructional television (ITV), usually designed for specific classroom instructional purposes--are discussed, and television's (TV) effectiveness in terms of educational purposes and potentials is evaluated. The report begins with a general review of ETV in NYS and then investigates the effectiveness, material sources, logistical services and productivity of classroom TV at the primary and secondary levels. Chapter III analyzes classroom TV in the State University, including its development, administration, potential utilization, cost-effectiveness and reasons for its current underutilization. PTV in the state is surveyed, with attention devoted to its instructional services, public programing, program production services and statewide network. Chapter V studies PTV finances, especially PTV station expenses, and state and other sources of funding and the report concludes with an overview and look at the future of ETV, including both its ITV and PTV components. Eleven appendixes provide additional detailed data. (PB)

THE LEGISLATURE — STATE OF NEW YORK

Legislative Commission On Expenditure Review

Educational Television in New York State

Program Audit
3.1.73
July 6, 1973

STATE OF NEW YORK
LEGISLATIVE COMMISSION ON EXPENDITURE REVIEW
111 WASHINGTON AVENUE — ALBANY, NEW YORK 12210

JOHN J. MARCHI
Chairman

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Director

PROGRAM AUDIT SUMMARY
EDUCATIONAL TELEVISION IN NEW YORK STATE

Over the last 20 years, New York State has invested millions of dollars to develop and improve the capacity of educational television at public schools, colleges and public television stations. Today, the State's ETV systems and facilities are a valuable and extensive educational and cultural asset, but one that is not utilized to its expected potential.

Educational television consists of two interrelated often indistinguishable components, PTV and ITV. The former, PTV, refers to programming broadcast by the State's ten non-commercial television stations to the general public, but it may also include open-circuit broadcasting of instructional service programs. ITV, on the other hand, refers specifically to the use of television for instruction, predominately in the classroom, whether broadcast by open-circuit signal or by institutional closed-circuit systems.

This audit reviews the development, organization, operation, programming and finances of ETV in New York. It discusses legislative intent and authorization for ETV and evaluates television's effectiveness in terms of educational purposes and potentials.

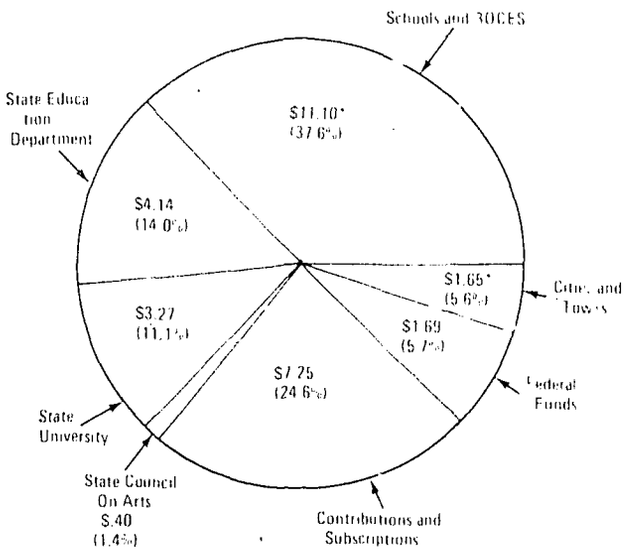
The State's direct involvement in ETV began in 1954 when the Legislature authorized the organization, construction and operation of non-commercial public television stations. Funds were provided for programming and experimentation; and, the Board of Regents was authorized to extend educational opportunities through television. After 1960, the State provided financial assistance to stimulate ETV development in public schools and the State University and to operate PTV stations. During the past twenty years, New York State has become deeply involved in both classroom and public programming components of ETV.

In the 1971-72 fiscal year, the State appropriated approximately $8 million for direct support of educational television. Additional expenditures were made by local governments for PTV station support; school districts and BOCES for ITV services, and, the federal government through the Corporation for Public Broadcasting and Department of Health, Education and Welfare grants. Substantial funds were also received from non-governmental sources — business, foundations and public subscriptions. The total cost of financing ETV in New York during 1971-72 is estimated to be $29,500,000.

Chart S-1 shows how ETV is financed in New York. Schools and BOCES provide almost 38 percent of the funding, the State about 27 percent, contributions and subscriptions about 25 percent, and the remainder furnished from federal and local government sources.

Chart S-1

Financing ETV in New York State
By Source, 1971-72
(Millions)



Total Expenditures $29,497,343

*Estimated

INSTRUCTIONAL TELEVISION

The legislation which authorized aid for primary and secondary ITV stated that its purpose was "the improvement of classroom instruction." The State University also proposed to develop campus television for improved teaching effectiveness and efficiency.

New York has adopted the medium of classroom TV as a valid instructional tool and has provided

direct financial support for its extension at primary and secondary levels and at the State University. However, experience and research have shown that only when teacher interest, preparation, training and commitment enable TV to be integrated into the course sequence is the quality of instruction enriched or fundamentally improved. After 20 years of use, classroom television at elementary, secondary and higher education levels is still viewed largely as a fad, luxury or frill. It has not significantly altered the traditional teacher-textbook instruction techniques.

PRIMARY AND SECONDARY

Five basic roles of primary and secondary classroom TV were observed during the audit. Television was used in direct teaching, for general student enrichment, as an integrated course element, for individualized student instruction and as a medium for in-service teacher training.

Direct teaching. In the early stages of classroom television, the effectiveness of TV in direct teaching was considered equal to or better than the traditional teacher-textbook method. Even given equal effectiveness, school administrators perceived a tremendous savings in education costs if one teacher could instruct many more students via television.

In 1958, the Education Department undertook a classroom TV experiment in Cortland, the Regents Closed Circuit Project, in which teachers lectured from studio to classroom. Problems were experienced in scheduling, administrative and technical procedures and equipment maintenance. The school schedule and curriculum had to be arranged around broadcast schedules, and teachers were unfamiliar with integration of televised material into the course curriculum. Most important, one-way communication proved simply ineffective for most school subjects. The "talking face" of the television set lacked sensitivity and feedback to the individual students in the classroom.

This research, as well as other experiments, indicated that direct teaching by television had limited uses. The LCER staff observed, however, that in areas as typing, foreign language pronunciation, and certain vocational skills, where routine drills are necessary for learning, direct teaching by TV appears to be adequate.

Enrichment is a term which covers a vast range of uses from general entertainment, in which TV is utilized as an unrelated course supplement, to the portrayal of accurate, quality material related to the general focus of a course. The series entitled "The Underwater World of Jacques Cousteau," "National Geographic Specials," "Ripples" and "Masterpiece Theatre" are examples of programs observed in use as quality enrichment in the classroom.

Integral course element. The most demanding role for TV in the classroom is its use as an integral part of a course. In this situation the teacher uses media materials as a primary resource much like a textbook, film series or guest expert. This requires considerable interest, preparation and training on the part of the teacher. Media material must be "fitted" to the course and the classroom context, then reinforced via analysis, discussion or application. This process requires that the teacher not only solve problems of selection and scheduling but also approach the uses of TV with a positive and creative attitude. Our field visits have indicated that teachers willing to make the commitment to integrate TV into their teaching approach are still a distinct minority. This observation has been confirmed by TV media and other experts.

Individualized instruction. This concept allows a student to select audio-visual study materials on demand in a learning carrel equipped with a TV set and earphones. One of the dial access systems observed by the LCER staff had just six programs available, most of them taped off the air. Present technology makes a large selection (50 to 100 programs) prohibitively expensive and few schools can afford this expenditure.

Once the video cassette system is perfected, the potential of individualized TV learning promises to be one of the most important educational technology dimensions of the future. The video cassette works just like present audio tape cassettes except that both picture and sound are available on the same tape. However, various communication officials voiced strong reservations about present experimental systems which they claimed were technically too complex and expensive for extensive individual student use. These reservations are reflected in the fact that there are only three districts in the State utilizing this learning approach to any appreciable degree.

In-service training. One of the most important elements of effective utilization of classroom TV is in-service teacher training. Placing a TV set in the classroom and making materials available does not insure that the teacher will effectively use them. All media specialists interviewed declare that even the most reliable technical and material distribu-

tion systems are useless if teachers do not have appropriate training in their use.

In summary, television at the primary and secondary levels can be utilized in a variety of roles, but its most effective use appears to be as an integrated element of a planned course sequence. TV may also be used as a direct teaching tool but its effective use in this capacity is mainly confined to subjects which require only one-way information exchange.

Support Services

Several State and local agencies provide direct support in the development and operation of primary and secondary classroom television. The State Education Department's Division of Research and Educational Communications provides technical assistance to school districts and BOCES in the development, support, and evaluation of all phases of classroom TV. The division administers an Aid-to-Schools program which has channeled over $10 million in capital and operating assistance funds to 171 school districts over the past 12 years. The Education Department's Bureau of Mass Communications is responsible for production and distribution of video tapes for classroom use. It maintains a video tape library of 1,400 master video tape titles available to school systems on request.

Numerous users identified problems with the BMC video tape library which were detrimental to their own operations. First, the technical quality of many tapes "dubbed" (reproduced) from library masters was not sufficient to provide a consistent quality of picture in extensive and complex field distribution systems. BOCES, for example, have experienced serious technical and quality problems with these tapes as they branch into distribution systems utilizing public or inter-school cable systems and open-circuit rebroadcasting in conjunction with public TV stations. Second, many of the tapes are out of date, and the video tape catalogue does not include a production date which would allow clients to note the age of available material. Third, much of the material available in the library is esoteric or discussion oriented. Recordings and lectures by famous persons may have a limited audience appeal for the classroom, particularly when the same approach on more contemporary topics may be observed on public and commercial stations. Fourth, there is little field consultation and coordination with schools before bureau programs are produced. Finally, the emergence of video taping capability at the school level makes possible off-air taping of quality programs with minimal technical and administrative problems for classroom users. Developing and existing local tape libraries, furthermore, reduce the delay between the order and the delivery of tapes from distant sources.

Increasingly, BOCES are providing television service to schools including installation and maintenance of TV systems, fixed schedule program distribution, and regional tape libraries. They are also becoming an intermediary between schools and PTV stations with respect to instructional programming and funding. For schools, BOCES coordinate program scheduling requests; and for PTV stations, they replace declining school assessments with dependable contract support. Since school districts receive aid for BOCES services but not for PTV station assessments this BOCES role has become a new dimension of the school district-PTV station relationship.

Off-Air Taping

At the present time, the most significant original source of classroom TV material is public and commercial open-circuit TV broadcasts. Before the massive introduction of the video tape recorder, teachers had to use programs at the time they were broadcast. Now, in-school video tape recorders allow a school to tape open-circuit broadcasts, and use these tapes how and when they please.

Without doubt, off-air video tape recording unless specifically authorized is illegal. Nevertheless, most communication managers believe that if they only use the recordings for internal educational purposes, there is little if any danger of legal complications. In any case, off-air "pirating" is a federal copyright problem, which will be settled only when the networks and distributors believe the issue is worth pursuing. Regardless of the copyright problem, schools are increasingly using TV programs taped off-the-air. Because of their convenience and quality, these off-air tapes are an attractive alternative to usage of BMC tape library resources.

In-House Production

Many school districts throughout the State have production as well as distribution and receiving equipment. The quality of in-house production, however, is related to the experience and professionalism of the faculty members managing the facility. In-school productions observed by LCER staff included: news programs, specials on drugs and other social problems, sports events, and

student productions exploring the dimensions of the TV medium. In the area of student productions, faculty members claimed that student learning and achievement in production areas (technical, literary, acting) were more important than the actual output. In some cases, schools offered TV as an extra-curricular activity much the same as sports and specialty clubs, while in others, many of the student productions were part of a formal curriculum offering.

Progress and Potential

Over the last 12 years the State has invested well in excess of $10 million in financial and supportive services to primary and secondary classroom television. This sunk cost has resulted in the development of school ETV facilities which have technical capabilities far beyond those needed under current use and classroom applications. Utilization of these to increase classroom teaching efficiency is just beginning.

If classroom TV is to realize its very great potential for increased teaching efficiency and productivity, it must be used as an integral part of education and not just as a supplement to existing teacher-textbook methods. Reorganization of the classroom schedule, more distinct division of teaching responsibilities, changed teacher rewards and promotions to encourage innovative use of the TV medium and revised State aid formulas are some basic changes necessary for increased educational productivity. In short, television can only help increase productivity if existing educational institutions change to support the effort.

An experimental program of the Division of Research and Educational Communications, "Increased Cost Effectiveness in Instruction through Technology," proposes that half the school day be devoted to high content, high appeal television instruction in order to save an estimated 25 percent of annual teacher salary costs. The estimated economies associated with this program are based on statewide implementation.

The success of this proposal will depend upon the willingness of teachers, their unions, students, parents and school administrators to accept televised teaching as a teacher-textbook substitute and to restructure the classroom situation to accommodate this change.

STATE UNIVERSITY

Since 1965, SUNY has spent over $15 million to develop television instruction at 21 campuses. Television appeared on the SUNY campuses with expectations that it could perform as an alternative to the instructor. It was originally expected to be a prime instructional instrument, replacing teachers, and providing the central component for a complete instructional system. Campus television was envisioned as a *live* as well as taped medium, through which a professor could lecture with maximum coverage. The physical plant and much of the campus equipment was acquired under the influence of this "total teaching" concept, but after a period of time this concept was abandoned.

Today, television is used most frequently as only a supplement to traditional university instruction. It suffers from underutilization because redesigned teaching methods necessary to accompany TV technology have not been implemented to achieve both an increase in productivity and a decrease in total costs. Instructional television has remained peripheral to instruction.

Underutilization

While statistics are not available to document the extent of underutilization of campus TV facilities, LCER field visits and interviews confirmed widespread underutilization. Site visits to Brockport, Fredonia and New Paltz colleges' communication centers, revealed underutilization of equipment and facilities, substitute uses for studio areas and nominal production of TV courses. Every communication director interviewed agreed that the centers' TV and other facilities were underutilized.

Several factors contribute to this widespread underutilization. First, center television equipment and facilities were designed and acquired for television production demands that have not materialized as expected. Second, there are inadequate faculty rewards for preparation of instructional programming. The traditional university criteria for promotion tend to be research and publication activity and not innovative teaching with television. Also, faculty members seem to be reluctant to produce programs because the university copyright policy is that tapes produced are the property of the university, not the faculty member. Neither does the faculty member have any control over the revision and use of his tapes nor does he have any share in the profits from their use. Third, there is a general resistance on the part of faculty members to use another's academic work. This means that there is little exchange of tapes and few restrictions on duplication of instructional materials when similar materials already have been produced.

The most frequently cited reason for underutilization was inadequate operating funds. The university has generally failed to follow up its substantial capital investment with the money necessary to adequately operate equipment. Even with existing demand, there are insufficient funds for purchasing tapes, hiring personnel and repairing equipment.

One explanation for the low level of operating funds allocated is that when the recent budgetary problems arose, many communication centers had operating budgets frozen at existing levels. Since the budgetary freeze went into effect in 1971, most of these centers have become totally equipped, yet operating budgets are still set at pre-1971 levels. These fiscal constraints make full operation and utilization extremely difficult.

Finally, underfunding of the centers is partly a result of SUNY's budgetary system. In the SUNY budget system, television and other media are treated as a support cost of the campus instructional budget. The basic formula to justify dollars for the campus and the academic department is based on full time equivalent student/faculty ratios. This ratio mandates that as the FTE generated by a campus or department grows, additional faculty and support funds are justified. By equating costs to fixed numbers of students, the SUNY budget formula does not account for or encourage departments to use media facilities to achieve greater productivity—saving faculty teaching time by teaching additional students with the same amount of time. On the contrary, any increase in productivity tends to be translated into a departmental budget request for an increased number of faculty positions. Since there are no formal campus incentives or rewards for departmental savings, the funding of educational communications centers tends to be linked to their own promotional efforts and the receptive attitudes of academic departments.

Increasing Productivity

The lack of full use of classroom television in SUNY appears to be in part attributable to the failure of the University administration to provide incentives to academic departments to increase teaching efficiency and to finance the educational communication centers in a manner to achieve a maximum return on the State's over $15 million investment.

This is particularly distressing in light of: (1) SUNY studies projecting substantial cost savings when television is properly employed to teach high enrollment courses; (2) the credible performance of several campus communications centers in spite of severe financial limitations.

Chart S-2 illustrates the relationship of SUNY's campus television capital and operating costs to units of television output. Since 1969-70, capital and operating costs have subsided, but output has continued to increase. In short, the University has benefited from increasing classroom TV productivity, even though capital costs have decreased and operating costs have leveled off. It is likely that SUNY would benefit from further productivity gains, if classroom television were more fully utilized.

PUBLIC TELEVISION

In 1954, the Legislature envisioned PTV based on community supported stations removed from State "ownership, operation, programming or subsidy." Over the years, this concept has been amended to permit extensive, direct assistance. In 1971-72, PTV station grants and support of the New York Network cost more than $5 million.

Public television operates in New York through locally sponsored non-profit corporations, chartered by the Board of Regents (State Education Department) specifically to secure, prepare, deliver and broadcast educational television and radio programs. As of October 1972, nine corporations held active Regents' charters with all but one maintaining an operating station. Two other noncommercial television stations in New York City are operated by non-chartered agencies under provisions of the General City Law.

Even though PTV has a community focus, the Board of Regents has responsibility for station oversight. Supervision, however, has been notably weak in two areas:

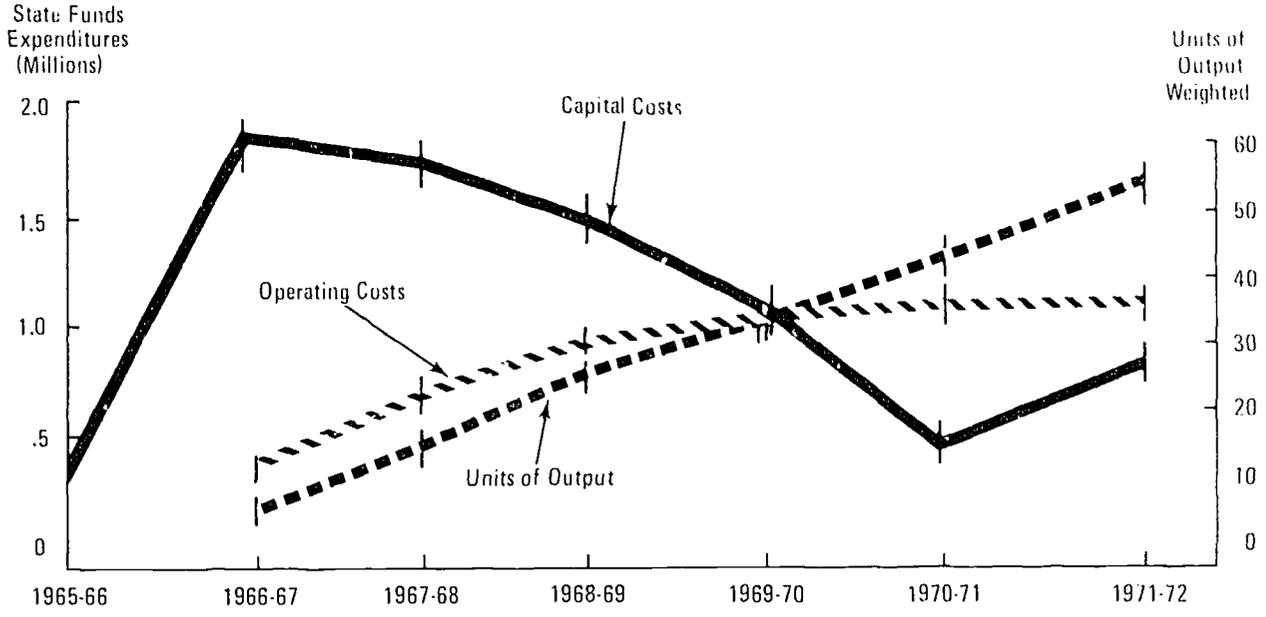
- The SED did not issue procedures for station fiscal and operational oversight until after a severe fiscal crisis at WSKG in Binghamton forced them to do in 1971, twenty years after statutory authorization.

- The SED does not have a systematic procedure for monitoring, evaluating and planning statewide programming and production which encourages development of a high quality local orientation or statewide utilization.

Although originally perceived as an intercon-

Chart S-2

Expenditure Output Comparison
State University Campus Television
1966-67 to 1971-72



nection for SUNY-wide instruction, the New York Network now provides a direct link with national and regional rebroadcast systems such as PBS and the Eastern Educational Network. As such, the network has become an indirect subsidy and a vital form of assistance to the State's PTV stations.

The network has an impressive technical capability and considerable flexibility in its method of providing interconnections. It does not yet, however, provide a truly statewide interconnection since it excludes WNYE in New York City and WLIW in Garden City. Furthermore, full statewide production and distribution potentials are not being realized because of a lack of meaningful cooperation between SED, the network, and the PTV stations.

School Television Services

Perhaps the most pressing problem of the State's PTV stations is the declining revenues from school television service programs. This program is intended to serve only the school districts in a station's coverage area which have subscribed and paid a predetermined fee. Each subscribing district then becomes eligible for membership on the station's STS committee, which determines the type of school programs to be broadcast. Table S-1 compares increases and decreases in station revenues from school television services.

Over the five year period from 1969 to 1973, school television services income decreased almost by one-half. Five of the seven stations shown experienced significant revenue reductions from this source, from 42 to 81 percent decreases.

This decline shows the extent to which school districts are unwilling to pay for a service that can be received by anyone having a television set. The problem has been recognized by all PTV stations, the Education Department, and the Legislature.

The 1973 Executive Budget recommended a substantial assumption of STS costs by the State. The 1973 legislative session approved increased STS aid to PTV stations with the stipulation that the aid be channeled through local ITV councils. The ITV councils are to be an adjunct of the present ETV councils, and are to be representative

Table S-1

PTV Station School Services Income
1968-69 to 1972-73

	1968-69	1972-73	Percent Increase (+) or Decrease (-)
Albany-Schenectady WMHT	$ 156,797	$ 60,900	-61.2%
Binghamton WSKG	79,054	15,000	-81.0
Buffalo WNDT	88,033	98,600	+12.0
New York City WNET	514,375	300,000	-41.7
Rochester WXXI	91,653	45,000	-50.9
Syracuse WCNY	286,592	70,000	-75.6
Watertown* WNPE	30,339	90,000	+196.6
Total	$1,246,843	$679,500	

*Station began broadcasting in 1971.

Table S-2

Estimated PTV Station Usage of
SED Programs Offered
1971-1972

SED Programs as a Percentage of Station Programming	Number of Stations Using SED Programs	
	Instructional	Non-Instructional
0% (None)	7	6
1.0-5.9	5	1
6.0-10.9		1
11.0-25.0	1	
Total	8	8

Seven stations reported use of State offered production at zero to six percent of instructional programs. Six stations indicated that they did not use any of the bureau's non-instructional program offerings.

of local educational institutions. As a financial conduit, PTV councils will have the ability to influence the local PTV stations' daytime instructional programming.

Program Production

Lack of PTV station funds is felt most in the critical area of local program production. Local production activities have declined and stations have elected to rely on the simple and inexpensive network programs. Thus the bulk of local PTV station programs in fact originate from non-state and out-of-state sources. The stations appear to be sacrificing local program production in an effort to achieve financial solvency.

The Education Department's Bureau of Mass Communications produces instructional and non-instructional programs for PTV stations as well as instructional programs for classroom use. However, the nature and technical quality of these productions often renders them unsuitable for PTV station consumption. Table S-2 shows the extent of usage of bureau materials by PTV stations for 1971-72.

THE FUTURE OF ETV

A plan for the full utilization of community based ETV does not exist. In the critical area of program production, the Education Department provides little opportunity for local participation and advice regarding content. Concurrently local station production for both instructional and public programming has declined, accompanied by a reliance on non-station or out-of-state program sources supplied via the New York Network. With rapid changes being made in communications technology, public television can no longer be viewed as a medium with a limited audience appeal. The increase in community donations to PTV illustrates that quality public programming is in demand.

The Board of Regents has not evaluated, defined or planned the comprehensive utilization of the State's multi-million dollar investment in classroom and public television. PTV stations, schools and BOCES, the Education Department and the State University operate as uncoordinated entities. If this fragmented approach continues, it is difficult to ascertain how both the technological opportunities and the State's classroom and cultural production needs can be effectively or efficiently met.

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FOREWORD

The Legislative Commission on Expenditure Review was established by Chapter 176 of the Laws of 1969 as a permanent legislative agency for, among other duties, "the purpose of determining whether any such department or agency has efficiently and effectively expended the funds appropriated by the Legislature for specific programs and whether such departments or agencies in the actual implementation of such programs have failed to fullfill the Legislative intent, purpose, and authorization." This program audit, "Educational Television in New York State," is the nineteenth staff report.

The report is concerned with all aspects of Educational Television in New York State. Legislative intent is noted and there are evaluations of television's effectiveness in terms of educational objectives.

The summary points out that television at the primary and secondary school levels can be employed in a number of roles but its most valuable use seems to be as an integrated element of a planned course sequence. While television also may qualify as a teaching tool, it has limited application as a "one-way" conduit of information in all but an extremely few and costly instances where students may ask questions of the instructor who then can provide appropriate responses.

This report concentrates on factual analysis and evaluation. Recommendations and program proposals are not included since these are in the realm of policymaking and therefore the prerogative of the Legislature.

For each of the audits a uniform procedure is followed. After the preliminary draft is completed, copies are delivered to the agency involved in carrying out the particular legislative policies under scrutiny. The comments which the agency wishes to make in regard to the preliminary draft are subsequently either included in the body of the report or presented in the Appendix. In this way it is expected that any necessary changes will be made before the report is printed.

Requests were forwarded to each of the three agencies primarily concerned with Educational Television and adequate time was allowed for unhurried comments which they might consider appropriate for improvement of any aspect of the report. Only one reply was received and this, signed by Chancellor Ernest L. Boyer of the State University of New York, may be found in the "Agency Response" section of the Appendix.

The program audit was conducted by David E. Roos, James R. Ruhl, and David Hecker. Editorial assistance was provided by Ray D. Pethtel and James J. Haag.

The law mandates that the Chairmanship of the Legislative Commission on Expenditure Review alternate in successive years between the Chairman, Assembly Ways and Means Committee and the Chairman, Senate Finance Committee. Senator John J. Marchi is the Chairman for 1973 having succeeded Assemblyman Willis H. Stephens.

On behalf of the staff I wish to thank the many individuals on legislative staffs in various State agencies who were generous with their time and talent and thereby improved the quality of this program audit.

July 6, 1973

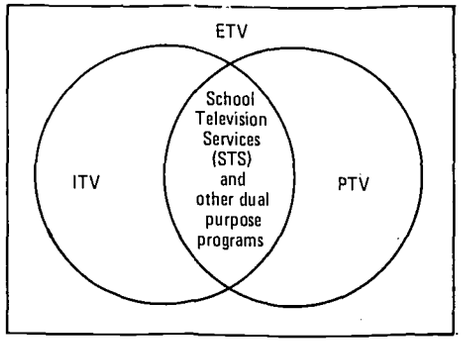
Troy R. Westmeyer
Director

I NEW YORK STATE AND EDUCATIONAL TELEVISION

Television's potential to serve as a medium of classroom instruction, cultural enrichment, and general education has been recognized since the earliest open-circuit TV experiments. The Carnegie Commission on Educational Television in its 1967 report noted, "the great power of television, . . . is that it continues to educate us long after we have left the classroom." Questions regarding the most effective application of TV in education are, however, just as old as the medium. One issue has been a discussion of the source and extent of support necessary to utilize television's full potential. In New York this latter question has centered on the State's proper role in developing and financing its operations. The primary purpose of this audit is to review the development and extent of New York State's involvement with educational television and to evaluate the effectiveness of this involvement.

The term "educational television," as used throughout this audit, consists of two components, "public" and "instructional" television. "PTV," concentrates on the presentation of a wide variety of programming directed toward the general public through non-commercial TV stations. "Instructional" (classroom) television "ITV," on the other hand, serves as an instrument for formal instruction at the elementary, secondary, higher and post-graduate levels, on a structured or unstructured basis. Instructional television services may be rendered by either PTV stations or by the in-house television facilities of educational institutions.

There is, however, a large area of overlap between PTV and ITV. As shown below, this overlap is particularly noticeable in public television's programming for primary and secondary classrooms—School Television Services (STS).

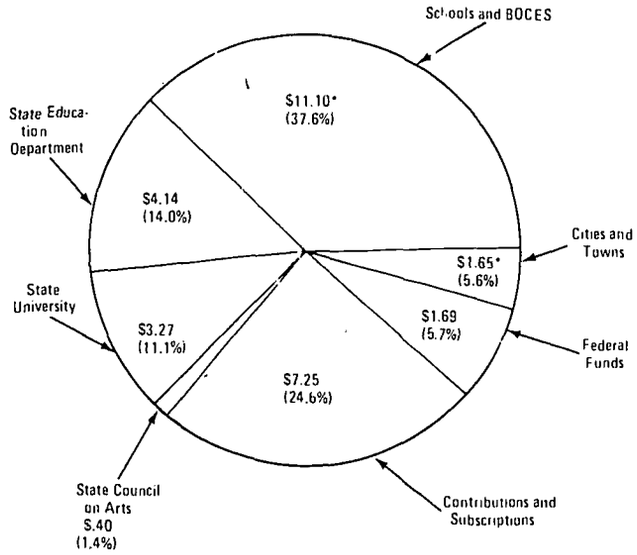


New York State spent in excess of $7.8 million for educational television during 1971-72. Additional expenditures by school districts and Boards of Cooperative Educational Services (BOCES), cities and counties, the federal government and by PTV stations from private sources bring the total cost of ETV in the State to nearly $29.5 million as shown in Chart 1.

Chart 1

Financing ETV in New York State
By Source, 1971-72

(Millions)



Total Expenditures $29,497,343

*Estimated

Source: Prepared by LCER staff, February 1973.

A review of the role of radio as an educational broadcast resource is also included in the appendices. Although educational radio predates ETV by more than thirty years, only recently has the State committed any appreciable funds for its development and utilization.

Historical Development

In 1950, the Federal Communications Commission (FCC) announced it intended to reserve,

nationwide, a number of television channels for non-commercial educational use. In New York, the Board of Regents devised a plan to use these reserved channels whereby the State would build and operate a statewide ETV network, with one station established for each proposed non-commercial channel.[1] Overseeing this network would be the Board of Regents supported by a statewide advisory committee and separate program councils for each proposed station. Opposition to the concept of a State constructed and owned television system developed in both the legislative and executive branches and the required legislation was never approved. Instead, the Legislature created a commission to study the use of television for educational purposes and its accompanying problems, such as operation, management, control, and costs.[2] At the same time, the FCC assigned ten channels to New York State exclusively for non-commercial use.

In February 1953, the State commission issued its report and recommended further experimentation in the medium's educational uses be conducted. They noted that while TV programming for educational and cultural purposes was desirable, they could find no evidence that state-owned and operated stations were necessary. They further stated that full implementation of the Regent's plan would be too costly ($8,250,000 annually for an 11-station network) and that commercial stations could supply all the time necessary for ETV programming since:

> . . . it is not the function of the State to duplicate these [commercial current events and news] programs or to compete with private enterprise in this area any more than . . . in the operation of radio stations, newspapers or other instruments of communication.[3]

The findings of the Commission sparked a statewide debate on educational television that was not resolved until the following year. At that time the Legislature authorized the construction and operation of ETV stations by non-profit community councils and associations chartered by the Board of Regents as independent educational corporations.[4] This bill marked the beginning of educational television in New York and established responsibility for open-circuit educational broadcasting at the community level. The Education Department was also provided a $25,000 ETV appropriation for development and supervision of the medium.

Further studies and experiments were conducted, and in 1958, legislation authorizing State assistance for ETV programming and experimentation was approved, with an accompanying appropriation of $600,000.[5] Later that year the Education Department began closed-circuit instructional experiments in Cortland County and open-circuit instruction over WPIX, Channel 11 in New York City. During the following year, WNED, Channel 17 in Buffalo also began broadcast operations as the State's first chartered, non-commercial, educational television station. By 1961 legislation authorizing local assistance to school districts and BOCES for capital development of classroom TV at the primary and secondary level was approved.

In 1962, a statewide plan for the development of educational television (the "Starlin Plan") was completed which recommended an extended program of State capital and operating grants to implement four phases of closed-circuit university and public open-circuit station construction with network interconnection.[6] Under this plan, the Education Department had the major developmental role, resulting in the expanded use of interconnected classroom television and the final establishment of 27 PTV stations and 18 low-power TV translator (rebroadcast) installations. The Legislature, however, did not appropriate funds for implementation at that time.

A State system of station interconnection was announced in 1964 and authorization for the Regents to make capital grants to PTV stations was approved two years later. In 1967 the New York Network, linking five PTV stations, began operation, and shortly thereafter the federal government made a major commitment to educational television by creating the Corporation for Public Broadcasting (CPB).

As of October 1972, ten public stations were in operation in the State, with most of them interconnected through a statewide network. Many pupils in the State's public schools had been exposed to some form of classroom television, and the State University had made a major capital commitment ($8.7 million) to television through the establishment of educational communication centers, with one located at almost every SUNY campus. Thus, by 1972 educational television had evolved into a major State program requiring a multi-million dollar annual expenditure.

LEGISLATIVE INTENT

The Board of Regents has responsibility for supervising all education in New York State and as

a vehicle for extending education, ETV was accepted as being within the Regent's purview. However, the proper degree of direct State involvement was questioned from the start. A resolution of this question was initially achieved when the Legislature rejected outright the concept of State ownership and operation of open-circuit television broadcasting facilities.

Public Television

In the first statements dealing with the organization of educational television in New York, the Legislature held that "... the board of regents [should] be charged with the duty and responsibity of supervising the organization and operation of nonprofit, non-commercial educational television corporations. . ."[7] After this statutory recognition, the Legislature authorized the present system of Regents chartered community ETV councils. This sytem placed ultimate responsibility for initiating and maintaining an educational television system at the community level, with the State determining the educational and operational guidelines.[8]

While the immediate problem of organizing open-circuit ETV delivery systems, and providing for their administration, was resolved in 1954, legislation concerning the fiscal involvement of the State had to wait four more years.

In general, the 1958 Education Law set the current framework for ETV by which the Regents are authorized to:

- extend to the people at large increased educational opportunities and facilities, stimulate interest. . .recommend methods, . . .and otherwise organize, aid and conduct such work. . .

- contract with institutions in the university, school districts, boards of cooperative educational services or other non-profit educational agencies for acquisition . . . a variety of production and related educational television materials, for the use of the department, or for the production of educational television programs . . .

- lease to school districts, BOCES or ETV councils, television facilities which may include, transmitters, microwave relay facilities, production centers, closed-circuit systems and any equipment necessary therefore, constructed or acquired, and owned by the state, leased by the state, or contract with such groups for the operation of such facilities.[9]

Thus, contrary to the principal of avoiding direct State ETV financial or operational involvement that was annunciated only four years earlier, the 1958 statutory additions provided the legal basis for a substantial State investment in television equipment, production, and operational support. Furthermore, the Commissioner of Education was permitted to issue rules and regulations, providing standards for research and experimentation, operation and programming of educational television by the State and the school districts, BOCES and other institutions, corporations and agencies.[10] Lastly, the restriction against direct State operation of a television station was removed.

Additional amendments during the 1960's authorized local governments to enter into maintenance and operation contracts with public television stations and permitted the Board of Regents to make direct capital grants of money, materials and equipment to the stations.[11]

In 1971 the Legislature approved the principle of direct State aid payments based on a specific funding formula for support of public television stations. In prior years, the State had assisted stations through contracts for air time services equal to approximately one-third of a station's budget. The 1971 supplemental appropriation, however, provided that payments for educational television not exceed one-third of approved operating expenses of educational television councils according to a definition of approved operating expenses and a schedule of payments established by procedures issued by the Commissioner of Education.[12] Through this and earlier appropriations, the Legislature provided a commitment of fiscal support to the State's public television stations.

Approving these statutes, the Legislature recognized that public television could not begin to develop if left only to local fiscal resources. The admonishments against a massive State involvement were modified to the extent that the Legislature accepted a substantially greater financial role to develop PTV in a manner best serving the needs of the public.

Classroom Television

State support for classroom television paralleled the development of public television. In 1958, the Education Department was authorized to lease television facilities to school districts and contract for their TV operations, but major capital investment on the part of the schools remained a local responsibility. Then, in 1961, this situation was significantly altered by the creation of a new Aid-to-Schools (ATS) program for primary and secondary classroom television.

Under this program, the Legislature appropriated monies from the Local Assistance Fund to stimulate the development and use of educational television and provide educational services and facilities for pupils in public schools.[13]

In order to receive State aid, school districts and BOCES are required to prepare a detailed plan listing proposed ETV programs, operations, costs and equipment. The plan is submitted to the Commissioner of Education. If approved, the applicant is placed on a list eligible for assistance. Assistance is provided in the form of both capital and operational grants, with the State providing 50 percent of the approved original facility and equipment acquisition and installation costs. Operational aid extends over a five-year period, with 50 percent of the first year's cost met by the State; this reimbursement is then reduced by ten percent each subsequent year.

CONCLUSION

The development of educational television since 1954 has shown that New York State has deeply involved itself in both aspects of ETV—public and classroom television.

In public television, New York has made a legislative commitment to the concept of community owned and operated public television stations; and while broadcast localism has remained at the core of the State's approach, a major financial responsibility to aid public television has been accepted.

In classroom television, New York has adopted the medium as a valid instructional tool and provided direct financial support for its extension to both the State University System and to the elementary and secondary levels.

II PRIMARY & SECONDARY CLASSROOM TV

The primary and secondary classroom is provided TV services from a variety of State and local agencies. State responsibility for initiating, supervising and developing TV in the classrooms of local school districts resides with the Division of Research and Educational Communications, Bureau of Research and Evaluation in the State Education Department (SED). The two objectives of the division are:

- Assisting schools and communities to incorporate modern telecommunications technology such as public television, CATV and various types of closed circuit television and electronic teaching aids, into the instructional process;
- Providing leadership in the design and development of innovative software systems for the emerging field of instructional technology.[1]

The division offers a State technical assistance program designed to give aid and advice to school districts or BOCES for all stages of classroom TV development. Building design and construction, equipment and specifications, administration of State contract buying, workshops, seminar and convention presentations, and evaluation of a school district's communications program are some of the services provided. The division also administers a local assistance program which provides financial aid-to-schools to establish classroom TV systems.

Second, the division is conducting an experimental effort to increase cost effectiveness through instructional technology, through a program called ICEIT.

Table 1 outlines the source of funds for the division and program expenditures for fiscal years 1971-72 and 1972-73. Only these years are included because the division was reorganized in May of 1971.

Since 1961-62, the Education Department has expended $9,488,260 for primary and secondary classroom TV through its Educational Television Aid-To-Schools (ATS) Program.

Table 1

Income and Program Expenditures by Source and Year
State Education Department
Division of Research and Educational Communications

Fund Source	1971-72	1972-73
State Purposes	$223,580	$ 222,554
Local Assistance	449,500	219,000
Federal Funds	99,765	1,292,409
Total	$772,845	$1,733,963
Program Expenditures	**1971-72**	**1972-73**
Technical Assistance	$240,545	$ 211,207
Aid-To-Schools	505,500	1,043,317
ICEIT	26,800	479,439
Total	$772,845	$1,733,963

Source: NYS Education Department, Division of Research and Educational Communications, August 1972.

Table 2 provides an annual summary of funds made available to the Aid-To-Schools Program since its inception. A total of $9,434,839 has been appropriated by the Legislature, with another $544,000 transferred to the program by the Budget Director.

Table 2

Local Assistance Funds Available for Classroom Television
State Education Department ATS Program

Fiscal Year	Appropriation	Budget Interchanges	Total Available	Expenditures
1961-62	$ 200,000	--	$ 200,000	$ 184,880
1962-63	600,000	--	600,000	597,856
1963-64	600,000	--	600,000	563,928
1964-65	600,000	--	600,000	594,054
1965-66	800,000	$150,000	950,000	942,911
1966-67	799,000	44,000	843,000	838,382
1967-68	815,012	--	815,012	814,979
1968-69	1,352,059	--	1,352,059	1,285,025
1969-70	1,500,000	--	1,500,000	1,439,990
1970-71	1,500,000	350,000	1,850,000	1,706,711
1971-72	449,500	--	449,500	449,500
1972-73[a]	219,268	--	219,268	10,044
Total	$9,434,839	$544,000	$9,978,839	$9,488,260

[a] To September 30, 1972

Source: NYS Education Department, Division of Finance, October 1972.

A listing of the 171 school districts and BOCES which have received State Aid-To-Schools for educational television is provided in the Appendices. The aid figures approved for individual school districts include both capital and operating funds.

A detailed inventory of ETV facilities in New York State is presently being conducted by the department. Compilation of the data is expected to be completed in 1973. The study is entitled "Survey of Educational Communications 1971-72" and will be available from the Division of Research and Educational Communications.

EFFECTIVENESS

Although a reliable distribution system free of technical "bugs" is a prerequisite for the utilization of TV in the primary and secondary classroom, its effectiveness is a direct result of the teacher's interest, preparation and training in its use. In other words, the effectiveness of classroom TV is not dependent on simple student exposure but instead *how* the teacher presents, integrates and reinforces the media with course material. Some basic roles for the effective use of TV in the classroom can be identified, although no reporting system is available to provide quantitative information. In addition, effectiveness concepts cover vast areas of the teaching art which are impractical to evaluate except in a specific teaching situation.

TV as "Enrichment"

Enrichment is a term which covers a vast range of uses. At one end of the range is the entertainment function, in which TV is utilized as an unrelated course supplement. A presentation of the film " The Battle of the Bulge " for a Friday afternoon math class near the end of the school year provides one observed example. On the other hand, enrichment which portrays accurate, quality material related to the general focus of a course performs an information function somewhat akin to extracurricular reading assignments. The series entitled, "The Underwater World of Jacques Cousteau," "National Geographic Specials," "Ripples" and "Masterpiece Theatre" are examples of programs which were observed to be used as quality enrichment in several classroom situations.

TV as an Integral Course Element

The most demanding role for TV in the classroom is using media material as an integral part of the course. In this situation the teacher uses media materials as a primary resource much like a textbook, film series or guest expert. An example of this technique is demonstrated when an English teacher has the class read a book and also view the movie version on a classroom TV set. Classroom comparisons are then made which set forth the advantages and disadvantages of each communication medium. In this case, an implied goal may be to have students become more "electronically literate," that is, become more aware of the quality and influence of audio and video media to which our electronic society is constantly exposed. This integrated approach can be used in all types of subject areas although the purposes are usually more for information than for assessment of differing media presentations.

When TV is an integral part of any primary or secondary course, it requires considerable interest, preparation and training on the part of the teacher. The teacher must "fit" the media material to the course and classroom context, then reinforce the TV presentation via analysis, discussion or application. This process requires that the teacher not only solve problems of selection and scheduling but also approach the uses of TV with a positive and creative attitude.

Field visits made by LCER staff have indicated that teachers willing to make the commitment to integrate TV into their teaching approach in order to gain maximum effectiveness are still a distinct minority. This observation is confirmed from other expert sources. A recognized TV media specialist has stated:

> Most educational TV specialists are uncomfortably aware that all ITV activities in all the schools of the nation could vanish tomorrow with hardly a ripple in our schools' functions on any level. Most teaching in the U.S.A. today is accomplished by traditional methods. And, by and large, slides, film strips, overhead projectuals, 16- and 8-millimeter films, programmed instructional devices and naturally, textbooks, are each and all more integral to even the most "modernized" education in our schools and colleges than is TV of any sort.[2]

And, in 1970 a congressional committee report on instructional technology found:

> Instructional technology is today largely supplementary to the two primary media

> of instruction: the textbook and the teacher. Eliminate either of these and the educational system would be transformed. Eliminate all of the technology, and education would go on with hardly a missed lesson.[3]

TV as Direct Training

In the early stages of classroom television it was assumed that the media was powerful enough to command student attention. Thus one-way, direct TV teaching was considered equal to or better than the traditional teacher and textbook methods. Given equal effectiveness, school administrators perceived a tremendous savings in education costs if one teacher could instruct many more students via television than was previously the case. Over the years both assumptions, effectiveness and cost reduction, have undergone scrutiny and qualification.

In 1958, the Education Department began a classroom TV experiment in Cortland, the Regents Closed Circuit Project, which was totally financed through SED appropriations. In this experiment, teachers lectured from studio to classroom without student feedback or videotape recording devices. Major problems emerged involving scheduling as well as administrative and technical procedures. Administrators and teachers not only had to plan the school schedule and curriculum around broadcast schedules but be concerned about equipment maintenance. In addition, teachers were generally unaware of TV's role as only a part of the total teaching process. The idea of integrating televised material into the course curriculum was a new and unfamiliar concept. In addition, there was no video tape equipment to permit programs to be supplied to the classroom on demand, rather than on a take-it-or-leave-it basis. Finally, and most important, one-way communication proved to be simply ineffective for most school subjects. The "talking face" of the television set lacked sensitivity and feedback to the individual students in the classroom.

The results of this research, as well as other experiments reported in a study by the National Association of Education Broadcasters indicated that direct teaching by television had limited uses.[4] The LCER staff has, however, observed that in such areas as typing, foreign language pronunciation, and certain vocational skills, where routine drills are necessary for learning, direct teaching by TV appears to be adequate.

Individual TV Teaching

Another type of instructional TV use which was observed by LCER staff was individualized TV. This concept allows a person to select audio-visual research materials on demand in a learning carrel equipped with a TV set and earphones. However, one of the dial access systems observed by the LCER staff had just six programs available, most of them taped off the air. Present technology makes a large selection (50 to 100 programs) prohibitively expensive and few schools can afford this expenditure in light of its current, limited use.

Nonetheless, once the video cassette system is perfected, the potential of individualized audio-visual learning promises to be one of the most important educational technology dimensions of the future.[5] The video cassette works just like present audio tape cassettes except that both picture and sound are available on the same tape. However, various communication officials voiced strong reservations about present experimental systems which they claimed were technically too complex and expensive for extensive individual student use. These reservations are reflected in the fact that there are only three districts in the State utilizing this learning approach to any appreciable degree.

TV Utilization Training

One of the most important elements of effective utilization of classroom TV is in-service teacher training. Placing a TV set in the classroom and making materials available does not insure that the teacher will effectively use it. As a result, all media specialists interviewed declare that even the most reliable technical and material distribution systems are useless if teachers do not have appropriate training in their use.

The intensity of in-service training programs in school districts visited usually were directly related to the length of time the TV service was in effect. If a school was just starting TV service, in-service training was very important to introduce the teachers to the role of TV in the classroom. As the program matured, training stabilized or declined while the logistics of supplying teachers with materials increased.

Conclusion

Television at the primary and secondary levels can be utilized in a variety of roles, but its most effective use has been shown to be as an integrated element of a planned course sequence. TV may

also be used as a direct teaching tool but its effective use in this capacity is mainly confined to subjects which require only one-way information exchange.

When television is used as an integrated element of a course, teacher interest, preparation and training in the use of TV as a classroom tool is of paramount importance. In addition, a variety of reinforcing mechanisms such as exercise, discussion, and laboratory application must be planned. Lastly, effective utilization requires a positive attitude by teachers toward the TV medium and a willingness to wrestle with such problems as detailed course planning, program selection, scheduling and technical delivery. To date, most media experts and LCER staff observations indicate that for technical, administrative and attitudinal reasons, existing classroom TV systems are not fully or effectively utilized. Statistical data to confirm this conclusion, however, are not available.

MATERIAL SOURCES

The types of educational programs used and their source is constantly shifting according to teacher demand and program availability. However, the basic sources can be readily identified and trends described.

The State Video Tape Library

The Education Department's video tape library, a part of the Bureau of Mass Communications, contains approximately 1,400 master video tape titles which are available to classroom systems on request. A catalogue which includes a description of each telecourse is available and there is no charge to the requestor for the reproduction or shipping of tapes.

Numerous users identified problems with the library which were detrimental to their own operations. First, the technical quality of many tapes "dubbed" (reproduced) from library masters is not sufficient to provide a consistent quality of picture in extensive and complex field distribution systems. BOCES for example, have experienced serious technical and quality problems with these tapes as they branch into distribution systems utilizing public or inter-school cable systems and open-circuit rebroadcasting in conjunction with public TV stations. In short, the more complex and extensive the distribution system, the less margin for compatibility error on the part of the supplier and the user. At the present time, substantial compatibility problems exist between the video tape library and larger, complex field users.

Secondly, many of the tapes are out-of-date. This problem is compounded by the quality of contemporary TV specials to which students are exposed on public and commercial stations. Also, the State video tape catalogue does not include a production date which would allow clients to note the age of the available taped materials.

Thirdly, much of the material available in the library is esoteric or discussion oriented. Recordings and lectures by famous persons may have a limited audience appeal for the classroom, particularly when the same approach on more contemporary topics may be observed on public and commercial stations.

Public and Commercial Television Stations

At the present time, the most significant original source of classroom TV material is public and commercial open-circuit TV broadcasts. Before the massive introduction of the relatively inexpensive, compact and technically reliable in-school video tape recorder, teachers had to use programs at the time they were broadcast. Now, however, the availability of in-school video tape recorders allows school to tape open-circuit broadcasts, and use these tapes when and in what manner they please.

Without doubt, off-air video tape recording unless specifically authorized is illegal.[6] Nevertheless, most communication managers assume that if they only use the recordings for internal educational purposes, there is little if any danger of legal complications. In any case, off-air "pirating" is a federal copyright problem, which will be settled only when the networks and distributors believe the issue is worth pursuing.

Regardless of the copyright problem, schools are increasingly using TV programs taped off-the-air for a variety of reasons. The quality and utility of education programs has increased dramatically over the last few years on both commercial and public stations. Teacher exposure to quality programs after school not only increases their awareness of the educational value of TV but often provides an opportunity to preview materials before they are laboriously ordered, mailed and delivered from distant tape libraries. Teachers can easily acquire guides for both public and commercial programs. The publication, *Teachers Guides to Television*, for example, gives detailed listings, explanations, and support references to commercial and public programs in advance of their showing. Every public television station in New York State with a school TV service also provides school subscribers with

schedules and guides to daytime instructional programs. Because of these factors, it is not unusual for school districts and BOCES with video tape recorders to routinely tape many commercial and public programs for their own video tape libraries.

In-House Production

Many school districts throughout the State have production as well as distribution and receiving equipment. Usually there are such basic items as a studio, cameras, control console, video tape recorders, tape libraries, lights and backdrop equipment. The quality of in-house production is related to the experience and professionalism of the faculty members managing the facility. In-school production facilities were used for such things as news programs; specials on drugs and other social problems; sports events; and student productions exploring the dimensions of the TV medium. In the area of student productions, faculty members claimed that student learning and achievement in production areas (technical, literary, acting) were more important than the actual output. In some cases, schools offered TV as an extra-curricular activity much the same as sports and specialty clubs, while in others, many of the student productions were part of a formal curriculum offering.[7]

Conclusion

Over the last decade, program sources for the primary and secondary classroom have shifted significantly. Initially, the State video tape library was a major source of classroom TV materials. However, with the introduction of the small, relatively inexpensive, in-school video tape recorder, schools can now obtain high quality, high appeal and up-to-date educational materials directly off-the-air with very few technical difficulties. In addition, off-air video tape recording considerably diminishes teacher preview and administrative problems associated with a distant tape library. Because of these factors, there is almost universal agreement among TV media specialists that off-air "pirating" will continue to increase—short of legal action to prevent it.

Where a studio is available, teachers can obtain materials from an in-house source. The quality of these productions is related to the experience and professionalism of the faculty members managing the studio. School district justification for in-house production capacities are twofold. First, the studio provides a valuable learning experience for the students participating in a TV creation. Second, a closed circuit distribution system is a powerful communication device for administration, faculty and students alike.

LOGISTICAL SERVICES

The logistics system which delivers the TV program to the classroom is much more complex than the picture on the screen connotes. Presently, there are five logistical services provided to the primary and secondary classrooms by three separate sources. A summary of these services is presented in Table 3.

Reception Systems

The simplest reception device is a TV set with VHF "rabbit ears" antenna and a UHF loop to receive local commercial and public stations. The only cost involved is for receivers and stands. Reliability and flexibility of reception is limited only by the usual difficulties of open-circuit reception (weather, structural interference, transmitter problems) and the fact that teachers must use programs when they are broadcast. There is no capacity for disseminating in-school information.

With the installation of a closed-circuit system coupled to a master antenna, not only can schools be guaranteed good reception but an additional capability is provided—that of originating educational programs and administrative information. The cost of installing closed-circuit, master antenna wiring approximates $250 to $300 per room, although hardware (cameras, video tape recorders, tapes storage, etc.) to support a closed-circuit system is an added expense that can be substantial.

Maintenance Services

BOCES have become increasingly involved in providing TV services to the extent that they are often contracting with schools for installation services including writing specifications, evaluating bids, supervising installation and inspecting performance.

Large school districts with many classrooms may still provide their own maintenance services, but many districts centralize repair services through contracts with BOCES. Repair service contracts are particularly valuable if added on to reception systems originally designed and installed by BOCES. In the past, public stations offered repair services as part of comprehensive school services programs. However, most stations have dropped this service as school districts became more self-

Table 3

Summary of Classroom TV Logistical Services By Type

Organizations	Services to Classroom				
	Reception Equipment	Maintenance Services	Fixed Schedule Distribution	Demand Distribution via Video Tapes	Production Capacity
School Districts	--Receiver --Closed Circuit TV --Master Antenna --Video Tape Recorder	Provided by contract or in-house depending on size of system.	Receive programs from open-circuit ITFS, cable or translator systems.	Demand servicing based on extensive use of video tape libraries derived from off-air recording and State Tape Library. Larger, well-financed districts have tape libraries.	Larger, well-financed districts have studios for student learning and in-school communication. Portable production capacity often available.
BOCES	School Districts may contract with BOCES for technical aid in planning and installing TV systems.	School District may contract with BOCES for maintenance services.	Fixed service broadcasting via cable, ITFS, translators and microwave. BOCES beginning to program daytime instructional services for public stations.	BOCES acting as video tape library for member districts. Off-air taping and distribution of programs for schools.	BOCES offering TV services to schools usually have a limited local production capacity.
Public Television Stations School TV Services	NONE	Repair services rarely provided by local PTV stations as part of their School Services program.	In the past, PTV stations assessed school districts for daytime instructional programs. This system has deteriorated as schools "pirate" signals without paying assessments. The recent tightening of school budgets has also exacerbated this situation.	Limited demand distribution capacity.	WNET and WNYE in New York City produce extensively for school use.

sufficient and as the BOCES began undertaking these services.

Fixed Schedule Distribution

The primary TV distribution system for classroom instruction is fixed schedule programming which the teacher must use when first broadcast by open-circuit transmission from a local, public TV station on a take-it-or-leave-it basis. In some cases the broadcast signal is channeled through a cable system or a translator (an open-circuit transformer which strengthens a distant signal and rebroadcasts it to a new geographic area).

In some larger school districts and BOCES an "Instructional Television Fixed Service" (ITFS) system is used. ITFS is a means of broadcasting a strong microwave signal, usually providing more than one channel, to a number of member institutions which convert the signal and distribute it throughout a building via a closed-circuit system. Transmission is line of sight and can be interfered with by obstacles and is limited by the earth's curvature. The purpose of ITFS is to broadcast a take-or-leave-it signal to member institutions usually where public broadcast signals are too weak and unreliable or where a school system wants to program and distribute a broadcast schedule with different content than the local public station. One of the most extensive ITFS systems in New York State is operated by the Roman Catholic Archdiocese of New York which includes six recurring stations located from Rhinecliff in northern Dutchess County to Staten Island.

BOCES have begun to establish various types of fixed schedule distribution systems. For example, the Nassau County BOCES offers ITFS services to six school districts; Cayuga County BOCES offers cable service to 52 percent of the county's students by using one of the channels in the Auburn Cable TV system; Cattaraugus County BOCES has installed an extensive translator system which picks up WNED, Buffalo and WPSX, University Park, Pennsylvania. On June 21, 1972, the fixed schedule distribution capacity of five BOCES in the Southern Tier was buttressed by a $746,551 TV facility grant from the Applachia Regional Commission as detailed in Table 4.

BOCES activity in fixed schedule distribution is not confined to school distribution, installation and maintenance services but is rapidly becoming

Table 4

Appalachia Regional Commission Grants to BOCES

BOCES	A.R.C. Grant	State Share	Local Share	Total	Project Description
Delaware County	$709,007	$55,171	$113,849	$462,090*	Translator service for Delaware, Schoharie, Otsego and Greene Counties. Reception equipment for 21 Standford area school districts.
Cattaraugus County	161,785	31,830	31,830	224,945	Equipment to [illegible] and translator system.
Chautauqua County	385,264	48,158	48,158	481,580	Translator service for Chautauqua County and microwave system linking between Chautauqua, Cattaraugus and Erie Counties.

*$93,144 of this total was provided by a National Defense Education Act Grant.

Source: NYS, Executive Chamber Press Release (A.R.C. Grants for Southern Tier) P.M. Friday, July 21 1972.

an important part of daytime PTV instructional programming and financial support. Originally, it was expected that public television stations would provide this instructional service financed from income received through school district assessments. However, schools facing severe budgetary restrictions began pirating public television programs. Additionally, since school districts receive State aid for BOCES services but not for the public television assessments, it is to a school's advantage to support open-circuit instructional broadcasting through BOCES.

A pattern of BOCES-public television cooperation has begun to emerge with BOCES having a financial advantage when dealing with schools and the public television station serving as the open-circuit distribution outlet. In this cooperative relationship, BOCES coordinate school programming requests through a steering committee which, in cooperation with the public television station, determines the broadcast schedule for the ensuing year. In short, BOCES becomes the source of financial support and program coordinator for the public station's daytime instructional broadcasting.

As of October 1972, two PTV stations and area BOCES have this cooperative relationship, WNED/17, Buffalo and Erie County BOCES; and, WNPE/16-WNPI/18, Watertown-Norwood and the Lewis, Jefferson and St. Lawrence County BOCES. Other stations and BOCES are exploring the possibility of a similar relationship although several public TV stations have objected to BOCES influence over daytime programming.

Demand Distribution via Video Tapes

Demand distribution, supplying a program for the teacher on request rather than by pre-arranged schedule, is a direct result of the development of video tape and the video tape recorder (VTR).

The VTR was introduced to classroom TV during the mid-sixties and it has had significant impact. Very few schools are introducing TV into the classroom without closed-circuit and master antenna reception systems. The reasons are simple. With a video tape capability, schools can tape high quality programs off the air and distribute them on demand through the closed-circuit system. Video tape recording has also prompted development of decentralized tape libraries to service demand distribution with minimal delay.

The initial tape source was the State tape library. Over the years, however, a decentralization trend has taken place and tape libraries have been formed in larger school districts and BOCES for several reasons. First, present off-air sources can provide quality, low-cost programs to anyone with a video tape recorder. In addition, the increased financial commitment of some school districts and particularly the pooling of resources through BOCES have enhanced development of extensive tape stocks which can be "bicycled," or mailed to classrooms on demand. Lastly, the technical expertise of field personnel and particularly the employment of media specialists in schools has minimized the technical and managerial problems of teachers arranging for TV presentations as well as other media material e.g., films, displays, audio cassettes, etc.

In the future, the trend to regional and sub-regional video tape libraries is expected to continue. New technological innovations in video tape recorders provide an inexpensive ($1,300) color cassette recorder which is simple to operate and provides a stable and dependable output. Likewise, local sources can provide quick "turn-around" for tape requests measured in hours rather than months as may be the case with the State tape library. Over the long run, the emergence of local tape libraries may lead to the practical elimination of daytime, fixed schedule programming in the classroom. However, there is little likelihood that schools will discontinue use of a local public station's broadcasting, since it is still a good source for off-air video taping.

Production Capacity

When television was first introduced as an educational tool, it was assumed that local production studios were mandatory for direct teaching. Gradually, this concept of the role and utilization of local productions has changed. The direct teaching, "talking face" experiments were found to have minimal appeal. Local production

quality simply could not compete with professionally produced programs. And, the expense of producing high-appeal local school programming was generally prohibitive because of the high cost of artistic talent necessary in writing, directing and training production personnel.

Realization of the limitations and expense of local production capacities changed the thrust of TV investments so that school districts began investing in small portable production facilities rather than studios. It is possible for schools to purchase a small shoulder camera and half-inch video tape recorder for about $1,600.

BOCES are not putting much emphasis on production. Erie County, one of the largest BOCES in the State offering a comprehensive range of TV to its schools, has very limited production facilities. Statewide, the consensus seems to be that if local productions are required, the facilities and talent of nearby public television stations can be rented.

Communication experts agree that the State should use more of its resources to contract for the production of shows with statewide educational and cultural appeal. For instance, in fiscal year 1971-72 the Bureau of Mass Communications contracted for the production of just seven programs. However, these officials also stated that the decision as to which programs are produced need to be made in consultation with the localities for better utilization. Likewise, production contract programs may be funneled into the public stations in order to alleviate their continuing financial plight. Distribution of the State produced programs could then be channelled through the highly efficient New York Network as well as local tape libraries and "bicycling" systems.

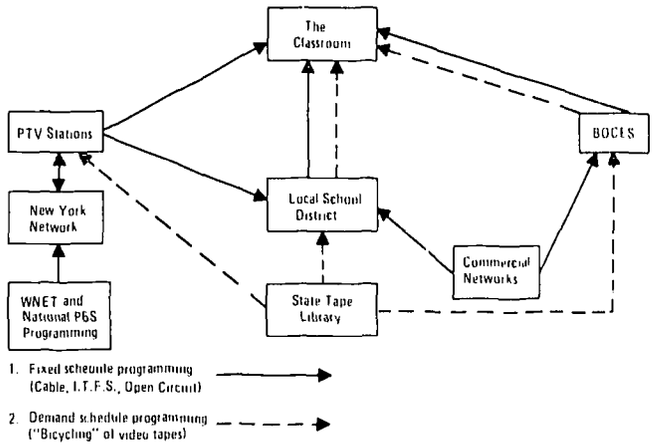
Conclusion

Classroom TV can be viewed as originating from a variety of interrelated sources as illustrated in Chart 2.

Three conclusions result from this analysis. First, the BOCES role in classroom TV is fast becoming critical. The school districts need BOCES as a state-aided source of classroom TV installation, maintenance and program distribution services. The public broadcast stations need BOCES as a dependable financial source. Even though there is friction between BOCES and public broadcast stations regarding control of daytime programming, it seems only a matter of time

Chart 2

Classroom Program Sources and Relationships



Source: Prepared by LCER staff, February 1973.

before the stations will have to accept the financial advantage BOCES have in the school services area.

Second, video tape technology, the emerging technical and managerial competency of BOCES and school districts, and the ease of off-air recordings indicate need for an assessment of the role of the State video tape library.

Third, there needs to be a clarification of the role of contract TV production managed by the Bureau of Mass Communications. Some of the following questions should be answered within the near future: (1) Should there be a State-sponsored program production effort, and if so what should be the magnitude of this effort? (2) Should State production focus exclusively on classroom utilization or should there be some programs produced with nighttime adult appeal? (3) Should there be more formal field participation by school districts, BOCES and public broadcast stations in choosing program topics and perhaps in helping to finance the production of these topics? (4) Should production contracts be limited to public broadcast production facilities in order to help alleviate their financial plight but without sacrificing production quality?

PRODUCTIVITY

Educational productivity is a combination of the effectiveness and efficiency of the educational system.[8] Effectiveness is concerned with how well

students *learn* and, traditionally, this has been indicated as the area of greatest concern for educators. Efficiency is achieving effectiveness at the least possible cost. It is this factor which has begun to emerge as an increasingly important variable of the productivity equation especially within the context of New York State's involvement in primary and secondary classroom television.

Department Policy

Over the years, the State Education Department policy regarding TV took account of both effectiveness and efficiency.

> The State Department of Education has completed a decade of study, experimentation and evaluation of educational television. We are convinced that educational television offers the potential for more and better education, [effectiveness] economically achieved [efficiency].[9]

Even though the department stressed this dual objective, the first decade of classroom TV was dominated by effectiveness concerns. Initially, educators had to determine TV's effectiveness in the education process before they could use it as a cost cutting device. In addition, there was little incentive during the sixties to economize because of the State's overwhelming commitment to education.

However, after 20 years of experimentation and experience, some effectiveness questions have been answered. First, it has been clearly shown that TV does not have inherent student attraction. Transfer of interest from home TV to classroom TV is minimal. Second, in order for classroom TV to have an attraction, the presentation must be both done well, and an integral and interesting part of the curriculum. Third, to assure that material "sticks," it must be reinforced by exercise, discussion or application.

Now, the Division of Research and Educational Communications in the State Education Department is beginning to seek ways to use TV to increase classroom productivity. Need for this research effort is reinforced by the fact that approximately ten million dollars has been invested to install reliable delivery systems in primary and secondary classrooms throughout the State. Finding more efficient use of these systems seems to be the next logical step.

ICEIT

ICEIT, "Increased Cost Effectiveness in Instruction through Technology," is an experimental program under the auspices of the Division of Research and Educational Communications in the Education Department. The concept involves preparation of group television programs which will replace the regular primary teacher for one portion of the day. Under traditional conditions, 25 to 30 primary school children are exposed to one classroom teacher for all or most of the day. The goal of ICEIT is to substitute a TV program and a para-professional supervisor for the teacher for one-half day providing instruction for a total of 50 students in two one-half day sessions.

As presently envisioned, ICEIT will be confined to grades one through six because of manageability of the subject matter. Additional adaptations to the secondary level may be feasible once the concept is proven. The cost projections and savings prepared by the Division of Research and Evaluation are presented in Table 5. It should be noted that costs are calculated *statewide* which assumes complete local acceptance.

Table 5

Statewide Annual ICEIT Cost Projections for Fourth Grade

Present Yearly Cost:		
For 12,000 4th grade classrooms - 12,000 teachers x $11,875 =		$142,500,000
Redesign for ICEIT Yearly Cost:		
For 6,000 4th grade teachers needed for system - 6,000 teachers x $11,875 =	$71,250,000	
For 6,000 non-professional teacher assistants 6,000 x $4,000 =	24,000,000	
Total annual system operation including equipment amortization, maintenance and distribution costs and production costs for 180 programs and kit materials	10,990,200	
Total cost for ICEIT Program		106,240,200
Redesign for ICEIT Yearly Cost Reduction		$ 36,259,800

Source: NYS Education Department, Division of Research and Evaluation, July 1972.

The substance and approach of the ICEIT program involves both passive and active participation on the part of the students. First, subject matter is presented on the screen. Then the students are asked to do workbook exercises which relate to the screen material. During one day, over a two and one-half hour period, lessons in the following areas were observed by LCER staff:

(1) Observational accuity—before and after scenes with differences to be

noticed by student,
(2) American History illustrated with folk heroes,
(3) Ecology theme of resource preservation and life cycle presentation,
(4) Technology theme with emphasis on inherent ecological abuses of technology.

In the future it is envisioned that the substance of the program will be expanded to provide additional material on a regular 180-day basis.

The costs and format of ICEIT are only a small part of the educational implications. If ICEIT works, possible reorganization and restructuring of the classroom situation are little less than revolutionary.

Classroom Reorganization: Reorganization of the classroom schedule is one obvious effect of the ICEIT program. What is not so obvious is a reorganization of student information sources and a very new concept of the division of labor in the classroom.

With one-half of the day devoted to basic skills with a fully qualified teacher and one-half of the day devoted to ICEIT information under the supervision of a teacher aid, the ICEIT series must be a self-contained information unit. This means that the classroom teacher will not be primarily responsible for organizing and presenting current and historical information. Also, students will be much less dependent upon the traditional sources of classroom information—the teacher and the textbook. In short, the acquisition of classroom information as opposed to classroom skills will be the basic responsibility of a TV series prepared by the State.

Classroom Effectiveness: ICEIT is designed not only to be a self-contained information unit, but also a self-contained teaching unit. By using such reinforcing devices as workbook exercises, student participation, repetition, attention-getting devices, and concentration exercises, ICEIT is designed to make direct teaching by TV a viable mode of instruction. In addition, ICEIT as a self-contained teaching unit eliminates the extensive attitudinal adaptations, in-service training and teacher initiative presently required if TV is to be properly used as an integral element of a traditional course presentation.

Accountability: With a more distinct division of labor, there can be more distinct accountability. Under the ICEIT system, the teacher's primary responsibility would be to teach basic skills—reading, writing and arithmetic. Existing exams could test the teacher's effectiveness. To carry the process to its logical conclusion, rewards could be a product of teacher achievement. Likewise, current and historical information would be a responsibility of the Education Department.

Saleability: Ideally, the saleability of ICEIT would be based on the attractiveness of local school districts solving the perplexing problem of productivity. Realistically, however, districts will probably continue to solve budget "crunches" in the future as they have in the past—by cutting services rather than by reorganizing the local school system to increase productivity. Consequently, the designers of ICEIT envision adding a productivity factor into the present "Aid to Public School" formula. With the revamping of the school aid formula and the perfection of ICEIT, the Education Department would hopefully provide both incentive and solution to local school productivity issues.

Students in ICEIT Experimental Class

Photograph Courtesy of NYS Education Department

Conclusion

Over the last ten years, the State has invested over ten million dollars in local assistance monies in primary and secondary classroom TV with two results. First, there is now some knowledge of the effectiveness of TV vis-a-vis the student. Second, the State aid to approximately 170 school districts has resulted in TV systems capable of performing more than only a supplementary information role. ICEIT is an experimental attempt to utilize this ten million dollar sunk cost to its fullest potential; but there continue to be enormous obstacles.

There needs to be an awareness and acceptance by primary and secondary administrators and teachers that educational costs cannot continue to increase as they have in the past. Productivity must be viewed by all professionals in the educational process as one educational objective. Teaching students well is no longer enough, it must also be done more economically.

Reorganization of the classroom schedule, more distinct division of teaching responsibilities, and different sources of information are some basic changes necessary for increased educational productivity. To be efficiently utilized, TV must be accepted as a communications medium which can be used as an *integral part* of education and not just an *addition to* existing teacher-textbook methods.

Lastly, revamping of traditional teacher rewards and promotions and State aid formulas are needed to implement the goal of increased educational productivity. In short, television can only help increase productivity if existing educational institutions change to support the effort.

The Carnegie Commission has succinctly summarized the problems of classroom TV in the State:

> An enormous investment has already been made in experimentation and research with instructional technology in the United States . . . The technology and know-how that have emerged from these efforts are, to a considerable extent, available for application, but defects in communicating results of experiments to institutions, and inadequate incentives and procedures for effective development, distribution, and utilization of new instructional programs, keep them from general use. Prudence dictates making an early effort to begin to capitalize on the investments we have already made.[10]

III CLASSROOM TELEVISION IN THE STATE UNIVERSITY SYSTEM

DEVELOPMENT AND ADMINISTRATION

Television was first introduced as an instructional medium in the State University in 1956. At that time the Albany and Brockport State Teachers' colleges began using a closed-circuit system as an aid to teacher training. In 1960, the Governor's Committee on Higher Education (the Heald Committee) recommended that, "Opportunity for college-level education should be expanded by the establishment of a statewide system of educational television;"[1] and, by 1964 the SUNY Master Plan stated:

> Advantage also will be taken of the products of modern technology .... Programmed instruction and closed circuit television have already been profitably employed in various units of the University .... The University is convinced that these and other means made possible by modern technology will revolutionize instruction in the years ahead. It will, therefore, encourage the faculty in the development of educational techniques to make optimum use of new instructional devices.[2]

The plan then continued by detailing how, through an educational network, television could join the university system together and provide an expanded use of SUNY's individual campus instructional resources, as well as increase intra-university communications.

The acceptance and encouragement of the use of television was repeated by the Board of Regents who, in their 1964 statewide master plan for higher education, recommended "that institutions serving large enrollments . . ., plan as rapidly as possible to develop on-campus educational television facilities."[3] In addition, the Regents went on to recommend "that individual institutions (public and private) consider the development of a 'college communications center' and programs of training of faculty in the use of all parts of such a center."[4] The Regents had intended that these centers "facilitate a coordinated and complete use of educational communication materials and equipment, such as radio, television, programmed instruction, library resources, and computer-related instructional aids."[5]

By 1966, the acceptance of both television and the recommended "communications centers" was relatively complete on the part of SUNY; and, in that year's revision of the Master Plan, a new recommendation was added:

> That Instructional Resources Centers be established on each campus of State University to provide advice on use of modern educational technology for the improvement of instruction and to provide and maintain the equipment required in that technology.[6]

This recommendation, however, was somewhat after the fact since, by 1966, most of the campuses of the rapidly expanding university had such programs and the required facilities—now termed Educational Communication Centers (ECC's)—either under construction or planned, with one already in operation.

By 1972, 13 out of SUNY's 34 campuses, had ECC buildings and most of the other campuses had instituted a communications program which used television for instructional purposes. Table 6 shows that, from 1966 to 1973, SUNY's capital expenditure for television was $8,728,093. For this same period, the costs of operating the TV portion of these facilities reached $6,543,711. The total cost for the ECC program is much greater since each center uses television as only one element of their communications program (e.g., audio tape, film, etc.). In order to illustrate in financial terms the emphasis given television in relation to this total program, Table 6 also provides a percentage comparison of the TV operating expenditures in relation to the total cost of operating each ECC. Total operating costs for all ECC centers during the 1966-73 period amounted to about $27 million.

Television's position in the State University in 1972 can best be described as campus-oriented. Beginning in 1965 a degree of centralized direction for all educational technology was provided by the

Table 6

State University of New York Campus Television Expenditures 1966–1973[a]

Campus	TV Expenditures Capital	TV Expenditures Operating	TV Operating Expenditures as Percentage of Total E.C.C. Operating Expenses
Albany Center	$ 434,480	$ 745,264	23%
Binghamton Center	528,500	262,427	28
Buffalo Center	80,000	118,600	8
Stony Brook Center	258,000	208,416	14
Brockport College	699.690	721,496	28
Buffalo College	741,000	536,155	29
Cortland College	665,223	306,840	29
Fredonia College	630,200	118,133	12
Geneseo College	721,500	478,585	40
New Paltz College	804,650	250,533	13
Oneonta College	469,200	727,452	52
Oswego	662,500	438,749	38
Plattsburgh College	634,000	293,016	23
Potsdam College	660,150	181,571	17
Canton Ag & Tech	--	19,713	8
Delhi Ag & Tech	--	117,105	24
Morrisville Ag & Tech	90,000	139,508	63
Syracuse Forestry	147,000	39,560	11
Cornell Human Ecology	427,000	349,627	100
Maritime College	12,000	--	--
Upstate Medical Center	63,000	316,959	26
Other Campuses	-0-	174,002	
Total	$8,728,093	$6,543.711	

[a]1972-73 figures are appropriated but not yet fully spent.

Source: LCER/SUNY *Campus Television and Educational Communications Center Survey*, July 1972.

University's Office of Educational Communications. This unit was dissolved in 1970. Since then, the responsibility for maintaining SUNY's educational communications and television operations has rested at each campus, and its Educational Communications Center. Any central administrative responsibilities still necessary, such as an educational recordings library, are now conducted within the scope of the office of SUNY's Vice Chancellor for Academic Programs. Without a doubt, SUNY has intended a major role for television which is clearly demonstrated by its $15 million, six-year capital and operational investment in the medium.

POTENTIAL UTILIZATION/COST RELATIONSHIP

Over the last three years, the Office of Vice Chancellor for Academic Programs and Health Affairs in the State University has been conducting research on the question of productivity in higher education.

> Over 20 years of educational research has, at least, demonstrated this fact. These [communications] media are no substitute for human interaction between faculty and students, but they can be used to replace lectures, demonstrations, and other expository functions of instruction which are so much a part of lower division, introductory courses . . . in certain cases, it costs less to use communications media to handle some instructional tasks than it would if a "live" instructor handled them. If the media can perform the task as well or better than an instructor, it would be rational to use media instead of an instructor.[7]

This statement contains three significant points. First, TV is not a *total* teaching tool, but only a means of providing instruction for part of a course. Second, TV must be used selectively. This means developing televisable material as "core information" which can be used in large courses or for a variety of courses throughout the university system. Third, it is asserted that "it costs less to use communications media to handle some instruction tasks." This last point has been the subject of several cost studies, two of which are outlined below.

Cost Study #1:[8] This hypothetical cost study projected enrollment in Introductory Economics to the fall semester of 1975 at 19,000 students—just about double the fall 1966 enrollment. Excluding increases in the basic costs of instruction, such as higher faculty salaries, and assuming that the patterns of instruction in these courses remained the same, it was estimated that the cost of teaching this course by conventional means on 44 SUNY campuses during 1975 would be about $953,000.

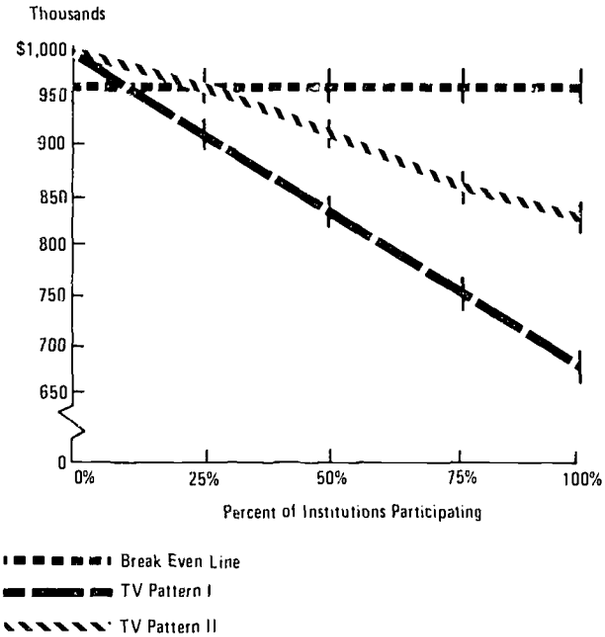
One alternative instructional pattern utilized television. This alternative, TV Pattern I, involved 15 one-half hour television programs which would be produced as basic materials for the course and replace one lecture (one contact hour) per week for a semester. If all 44 SUNY campuses replaced one contact hour per week with the same television lesson, it was estimated that the cost of instruction for this course offering could be reduced by $265,000.

A second alternative, TV Pattern II, was also developed. This pattern consisted of one contact hour of lecture (44 students/section); one-half hour television lesson (200 students/section) and one contact hour of small group discussion (20 students/section) each week. If all 44 institutions were to adopt TV Pattern II, it was estimated there would be an annual savings of $121,000 over the costs of conventional instruction.

The "break-even" points for TV Patterns I and II are located in Chart 3 at the points where the television pattern lines (diagonals) cross the conventional pattern line (horizontal). For TV Pattern I, the "break-even" point is approximately 13 percent of the 44 institutions, or about six campuses. The "break-even" point for TV Pattern II is approximately 26 percent of the 44 institutions, or about 12 campuses.

Chart 3

"Break Even" Points for TV Instruction Patterns I and II Graph of Relative Costs and Savings



Note: Savings are readily determined by subtraction of the Pattern cost from the $953,000 (Conventional) line.

Source: Cost Study #1, p. 53.

One critical assumption which was not tested in either of the instructional patterns was that "course savings" would eventually be reflected in overall cost reductions for the university. In other words, would the replacement of one contact hour of a teacher's time (Pattern I) result in one additional contact hour of instruction in another course or some other necessary task?

Cost Study #2:[9] Cost Study #2 was an analysis of three courses which were using TV for instruction over several semesters. The three courses were Astronomy 104 — Albany, Biology 101 — Brockport, and Economics 101 — Oneonta.

In academic year 1967-68, the State University calculated what were termed *reasonable estimates* of the student credit hour (SCH) costs of these three courses for the fall semester. These estimates are shown in Table 7. Comparisions of these costs were made with average expenditures per student credit hour.

Table 7

Media Mode vs. Conventional Mode Cost Comparison

Expenditure Item	Astronomy 104	Biology 101	Economics 101
Contact Cost /SCH	$ 8.05	$10.68	$3.88
Media Cost/SCH[a]	4.45	.39	3.06
Total Cost/SCH	$12.50	$11.07	$6.94

[a]The Media/Cost/SCH *does not* include costs of capital equipment used in producing or distributing television, motion picture, or audio instruction.

Source: Cost Study #2, see above n.9.

Table 8 shows that expenditures per student credit hour for these three courses were *lower* than the average student credit hour costs of other lower division courses in the same discipline given on the respective campuses during the same period.

Table 8

Costs Per Student Credit Hour for Media Courses vs. Conventional Courses

Albany Lower Division Physical Sciences		Brockport Lower Division Biological Sciences		Oneonta Lower Division Social Sciences	
Subj. Field	Cost/SCH	Subj. Field	Cost/SCH	Subj. Field	Cost /SCH
Phys	$47.10	Botany	$23.40	Area Stud.	$16.40
Chem	32.40	Zoology	19.30	Psych	14.90
Earth Sci	29.10	(Bio 101)	11.07	History	12.50
Atmos Sci	28.70			Poli Sci	12.30
Geol Sci	20.30 19.00			Sociology Geog	11.60 8.20
(Astron 104)	12.50			(Econ 101)	6.94

Source: Cost Study #2, see above n.9.

In addition, as shown in Table 9, the costs per student credit hour for these three courses were *lower* than the average expenditure per student credit hour for all lower division courses given on the respective campuses.

Table 9

Costs Per Student Hour of Media Courses vs. Average Cost of Conventional Courses

Campus	Lower Division Avg. Cost/SCH	Media Course Cost/SCH	Difference in Cost/SCH
Albany	$14.91	$12.50	$2.41
Brockport	13.85	11.07	2.78
Oneonta	15.91	6.94	8.97

Source: Cost, Study #2, See Above n.9.

The study concluded that the three courses did, in fact, have lower instructional costs than comparable courses and further resulted in "residual savings" in instructor time. It is interesting to note that in all likelihood "residual savings" were found to have been used to reduce teaching loads rather than to improve faculty-student contact in other courses or to reduce university expenditures.

UTILIZATION

Despite the savings potential claimed by SUNY, the educational communications centers have generally been plagued by underutilization or faced with the necessity to re-adapt original space and equipment to changing demands and technologies. One specific example of underutilization was described by the State Comptroller in a 1971 audit report on the State University Construction Fund. The audit found that after the 1968 completion of Fredonia's communications complex, the Speech-English Department courses most expected to use the TV-Radio facilities were discontinued.[10] It was noted during a subsequent visit to the Fredonia campus by LCER staff that the TV facility was not in active use until three years after completion. Examples of underutilization and facility adaptation were observed during numerous site visits.

Brockport College, June 22, 1972: The Education Communications Center (Edwards Hall) contains nine lecture halls of varying sizes, accommodating from 60 to 468 students. Four of the small lecture halls (60 seats) were originally designed to make use of rear projection film and slides. However, these four halls are now only equipped with television monitors because the slide and film screens were placed in such a way as to make rear projection difficult. The cost to equip and remodel the room to utilize slide and film rear projection could not be justified. The Educational Communications Center had two areas planned as television studios, but only one is used because there is not sufficient TV production. The remaining area was never equipped as a TV studio; it is now being revamped into a graphics production studio.

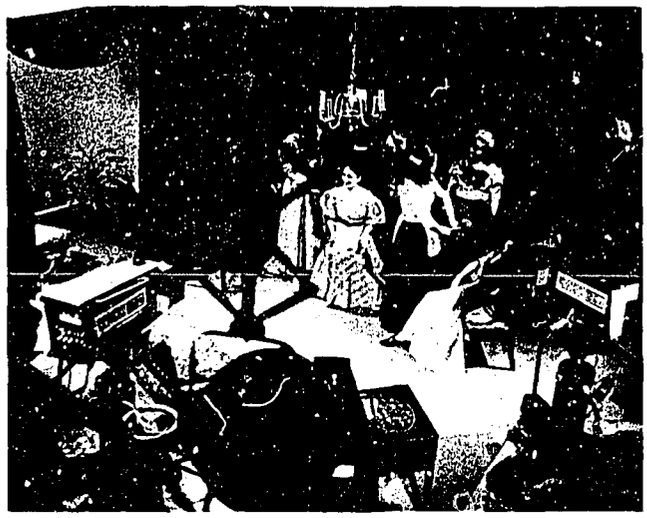
The center's studio now sends television live or on tape to the center's lecture rooms. Cable has also been installed connecting the ECC with other academic buildings on campus; this cable system enables teachers to use videotapes from a master control without bringing the class to one of the lecture rooms. When the campus was first visited during the summer of 1972, the cable was not operational because of defective work by the contractor. Since then, a new contractor has finished the job with court proceedings pending against the original contractor.

Fredonia, July 25, 1972: Even though Fredonia completed the Educational Communications Center in 1968, the center did not begin a multi-media operations program utilizing TV until September 1971. From 1968 to 1971, much of the equipment purchased by and delivered to Fredonia remained unpacked because of a lack of staff and operating funds. Despite the continuing low level of operational support being given the Educational Communications Center by the campus, there are plans for an additional studio to be part of a new Education Social Science Building. The original justification for this additional studio was based on projected enrollment. However, present justification for the studio is that it will be used by a community college and BOCES with a possible tie-in to a proposed local cable company.

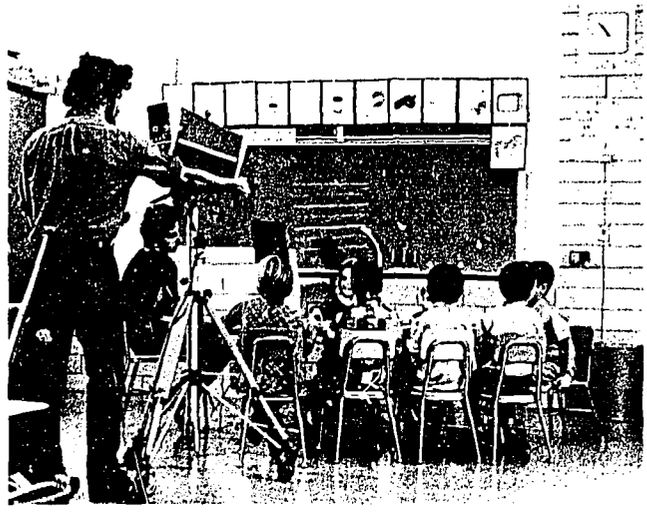
New Paltz College, July 11, 1972: As at other campuses, the New Paltz Educational Communications Center has tried to adapt its space, equipment and production to changing demands and available funds.

Specifically, a rear projection room is now used as a front projection room because the rear projection approach was found cumbersome and inefficient for current usage demands.

TV projection demands have not increased as originally expected. Consequently, of the three areas originally designated as TV studios, one TV studio in Coy Kendal Science Building has been revamped to a media learning center while another in the lecture center is used mainly as a media methods classroom.



Student ETV Production at SUNY, Brockport



TV Utilized in Brockport College Campus School

Photographs Courtesy of Educational Communications Center, State University College, Brockport, New York

UNDERUTILIZATION ANALYSIS

It is very difficult to statistically document the extent of underutilization of campus TV facilities because of the enormous effort required to compile and compare potential vs. actual facility use for all the SUNY campuses. Nevertheless, every communications center director interviewed by the LCER staff agreed that the center's TV and other facilities were definitely underutilized. Once admitting the problem, the media experts explained in detail why this was the case.

Original Expectations vs. Actual Use

Campus television was originally expected to be a prime instructional instrument, replacing teachers and providing the central component for a complete instructional system. It was envisioned as a *live* as well as taped medium through which a professor could lecture with maximum coverage. Yet, SUNY personnel now note that "... the initial uses of television for college instruction merely replaced all classroom instruction with television viewing in an attempt to use the medium as a tool for 'total teaching.'"[11] The physical plant as well as much of the campus equipment were designed and acquired under the influence of this "total teaching" concept, but after a period of time this concept was abandoned.

In order to accommodate the need for interaction between the teacher and the students, televised instruction is now used as a means of providing instruction for only a part of a course. On many campuses, for example, it is general policy that no more than one-third of any three-credit course should be taught by television. Moreover, most programs are recorded on tape and seldom shown live.

This changing role for television on college campuses may help explain some underutilization. The need for facilities and equipment is not as great, given the present way television is used, since facilities were designed for more demanding space and equipment requirements commensurate with more television production. These facilities were also built to accommodate the demands of the 1980 projected student enrollments. It well may be that when the planned enrollments are reached, ECC facilities will be more fully utilized. In the meantime, however, electronic obsolescence can be expected to significantly increase capital costs before 1980.

Faculty Reward System

Another factor explaining underuse and disinterest in television facilities can be characterized as the lack of an adequate faculty reward system. Preparation of an instructional program requires extensive time; and those involved in innovative work with television may not have the time to do research, to publish, and to accomplish other tasks which are the traditional criteria for promotion and other rewards. It has been suggested that if

innovative teaching and development of TV materials were recognized and rewarded, far more faculty members would be involved in television course development. Until the university reward system changes, however, the incentive to publish or conduct research will continue to outweigh the allure of exploring new ways to improve teaching.[12]

Much of the faculty's reluctance to produce programs and use television as an integral part of instruction involves the university's copyright policy. Tapes are the sole property of New York State. Consequently, a faculty member's control over a tape once it is produced depends on the attitude of the university. For instance, a video tape made a number of years ago may become outdated through passage of time. Yet, under the present system, the originator lacks any control over his own taped remarks. Furthermore, if the university sells or rents a tape made by a faculty member, he is not entitled, under the present State interpretation of existing copyright laws, to share in the proceeds. Faculty members generally believe they are entitled to certain ownership rights—such as having some say over how and when the tapes are used and sharing in the profits from the rental or sale of their tapes. Until the problem is resolved, faculty reluctance to make full use of television will undoubtedly continue.

There is a general resistance of many faculty members to use another's academic work. This attitude results in little exchange of video tapes among campuses or even between faculty within academic departments on the same campus. Lack of faculty interest in the medium also means that there is no formal mechanism to promote the exchange of tapes nor is there any vehicle to preclude production of duplicate programs at different campuses.

Lack of Operating Funds

The most frequently cited reason for underutilization of facilities was inadequate operating funds. The University has generally failed to follow up its substantial capital investment with the money necessary to adequately operate equipment. Even with existing demand, there are inadequate funds for purchasing tapes, hiring personnel and repairing equipment. The SUNY central Educational Recordings Library in Albany has been without funds for the acquisition of new tapes since 1970, and at some campuses there is neither enough money nor staff to properly maintain equipment much less to use facilities fully. For example, the total capital inventory at SUNY New Paltz has increased by $350,000 over the last two years, but during this period the rest of the equipment has aged and the money allocated for maintenance has decreased by 75 percent over the last four years. At this level of support, the University cannot expect a return commensurate with its original investment.

One explanation for the low level of operating funds allocated to the ECC's is related to the fact that when the recent budgetary problems arose, many centers had operating budgets frozen at existing levels. Since the budgetary freeze went into effect in 1971, most of these centers have become totally equipped, yet operating budgets are still set at pre-1971 levels. The fiscal constraints make full operation and utilization extremely difficult.

Finally, underfunding of ECC's is partly a result of SUNY's budgetary system. In the SUNY budget system, television and other media are treated as a support cost of the campus instructional budget. The basic formula to justify dollars for the campus and the academic department is based on full-time equivalent faculty-student ratios. This ratio mandates that as the FTE's generated by a campus or department grow, additional faculty and support funds are justified.

The present formula does not allow a department to use media facilities to save faculty teaching time or teach additional students with the same amount of time, because any "savings" tends to be translated into a departmental budget request for an increased number of faculty positions. Likewise, there are no campus incentives or rewards for departmental savings, and the funding of Educational Communications Centers tends to be linked to their own promotional efforts and the receptive attitudes of academic departments. As a result, the ECC's are often in the position of operating on a "catch-as-catch-can" basis.

On the other hand, if an ECC does "sell" its services and produce some departmental savings, no credits are given to the center. Paradoxically, instead of saving money by using media materials (including TV) to increase teaching productivity, existing SUNY budget procedures call for more faculty and support funds with increased FTE student loads. In short, there is no budget mechanism which provides savings incentives to academic departments or furnishes credits to Educational Communications Centers which help create departmental savings.

THE UNIVERSITY OF THE AIR

Perhaps one of the most imaginative uses of television has been at-home instruction for post-secondary courses. From 1956 to the present this concept has been in operation by the Chicago City College's *TV College*. Other noteworthy efforts were NBC's *Continental Classroom* and SUNY's *University of the Air*.

In 1960, the Heald Committee recommended that television be used to increase post-secondary education, noting that such use might, "add to the student's college study experience in cases where he might otherwise be unable to continue his study" and "bring outstanding teachers and courses to even the most remote parts of the State."[13] This was followed by the *1966 Master Plan* which specifically recommended:

> That a *University of the Air* be established to produce college-level courses to be offered to the people of the State via educational television, radio, and motion picture, and to coordinate such audio-visual productions with the campuses of State University offering course credit.[14]

In the spring of 1966, a pilot, two-course program was started with credit being offered only at the Albany and Buffalo campuses. During this period, in which PTV stations WMHT/17 in Schenectady and WNED/17 in Buffalo broadcasted courses, there were a total of 591 individual registrations — 189 for credit and 402 for non-credit. The program was expanded to include other SUNY campuses as well as two community colleges. In September 1967, the *University of the Air* (UNIVAIR) became a statewide program with SUNY and the City University of New York (CUNY) accepting its credit offerings. With the inauguration of the New York Network a few weeks later, the course programs became instantly available to every public television station in the State. SUNY and the public stations agreed that courses would broadcast on Saturday from 9 A.M. to 5 P.M. and that a second weekly broadcast would be made during available time. The PTV stations thus became the primary vehicle for course delivery.

In structure, the *University of the Air* was a SUNY program and Queens College provided the CUNY academic administration in New York City. Students taking the television courses would enroll at the nearest participating SUNY campus, community college, or Queens College. Any other cooperating CUNY campuses would accept transfer credit from Queens College, and it was expected that transfer credit would be available at every participating campus for UNIVAIR work. The program was intended to be campus-oriented from the start. In 1969, however, during a period of fiscal austerity, CUNY withdrew from the program and, two years later, UNIVAIR was terminated because it had not "satisfactorily fulfilled its objectives."[15]

During its eleven semesters of existence, UNIVAIR had a registration of 5,169 credit and 17,503 non-credit students involved with courses ranging in subject matter from American History (*Rise of the American Nation*) to astronomy (*Eye on the Universe*). UNIVAIR program activity figures are shown in Table 10.

Table 10

University of the Air Program Activities
1965–1971

Academic Year	Courses Available	Participating Stations	Participating Campuses	Credit Course Offerings	Registrations* Credit Students	Registrations* Self Study
1965-66-Spring	2	2	2	4	189	402
1966-Fall	3	5	7	15	251	461
1967-Spring	3	5	8	14	591	510
1967-Fall	5	7	12	36	964	2,948
1968-Spring	6	7	11	42	710	1,665
1968-Fall	5	7	11	39	653	2,766
1969-Spring	7	8	16	60	777	4,403
1969-Fall	3	9	14	30	343	3,237
1970-Spring	3	9	13	29	269	736
1970-Fall	6	5	5	21	422	375
1971-Spring	6	5	5	21	-	-
Totals	-	-	-	-	5,169	17,503

*One person taking one course.

Source: State University of New York, Office of Educational Development, *The State University of New York's University of the Air (A Final Report)*, by Harold W. Roeth, July 1, 1971, Appendix C.

Of these credit registrants, 77 percent were registered in the SUNY system and 23 percent registered for transfer credit at CUNY. Also, not shown on Table 10 were 1,524 students who used UNIVAIR courses on campus and 43 who were enrolled in special non-credit status at Queens College. Final enrollment tabulations were not compiled. The latest program effectiveness indicator was provided in 1969, when a UNIVAIR survey found that 40 percent of the students

involved either withdrew or did not complete courses, 88 percent of those remaining received a passing grade, and 12 percent failed.[16]

Since the University of the Air was administered within the SUNY Office of Educational Communications, State operating funds were allocated to that group. During its lifetime, the UNIVAIR appropriations included production costs as well as air time payments to PTV stations broadcasting the courses. The total budget for the period of UNIVAIR's greatest activity, 1967-71, reached $1,122,982, but additional production, distribution and administrative costs were incurred. Table 11 shows the actual UNIVAIR operational budgets for its last four years.

Table 11

SUNY
University of the Air
1967–1971 Budgets

Fiscal Year	Total Budget	Personal Service	Maintenance & Operation*	Full-Time Positions
1967-68	$ 116,444	$ 41,500	$ 74,944	2
1968-69	646,411	93,481	552,930	3
1969-70	306,767	41,438	265,329	3
1970-71	53,360	21,760	31,600	1
Total	$1,122,982	$198,179	$924,803	

*Includes equipment and production as well as Air-Time Service grants to ETV stations of $380,360 in 1968-69 and $180,500 in 1969-70.

Source: State University of New York, New York Network, September, 1972.

An additional $120,105 was included in the 1967 to 1969 New York City budgets for CUNY's expenses with approximately $44,300 of this amount expended.

Although students enrolled in UNIVAIR courses purchased materials and study guides at cost, the university derived income through tuition. This income was paid by the student directly to the campus at which he enrolled. As a result, the funds were not available to offset statewide UNIVAIR's costs. SUNY adopted a standard $13.50 per credit hour tuition, but the community college and CUNY tuitions varied from $10,00 to $18.00 per credit hour. Estimated State income for non-matriculated SUNY credit registrants was $141,871.50, but precise tuition income figures are not available.

The problems faced by the *University of the Air* which eventually led to its abolition were essentially the same ones confronting television within the university system: accessibility and acceptance. Appearing before the Legislature's fiscal committees in 1970, Chancellor Samuel Gould noted that, in order to reach the largest possible audience, "We need prime time if we [are] ever going to make a program like this go."[17] SUNY felt that since television was being used as the only means of program distribution for the courses, a substantially greater amount of scheduled air time was necessary for complete program dissemination. The Chancellor further noted that, "The other element is to be able to get the acceptance of the courses by the various institutions that you can involve — *acceptance for credit toward a degree. This is the real problem.* [Emphasis added.][18]

In the final analysis, the *University of the Air* did not lead to a definite academic goal. It was an instructional adjunct which was neither fully accepted nor integrated into the total academic process. In effect, "the learner was faced with the dilemma of not knowing whether he or his efforts would be later accepted by the system."[19]

CONCLUSION

Television in the State University system has become the victim of its own potential. It appeared on the SUNY campuses with expectations that it could perform as an alternative to the instructor, a vehicle for "total teaching." However, it was not until a substantial capital and operational investment had been made that different methods of utilization began to be explored and understood.

Today, television is used frequently only as a supplement to traditional instruction. It suffers because the redesigned teaching methods necessary to accompany any major technological introduction have not been implemented in a manner conducive to achieving both an increase in productivity and decrease in total costs. Instructional television has remained peripheral to instruction.

From a variety of viewpoints, utilizing TV in the State University system to increase productivity simply does not pay. From the viewpoint of faculty members, neither the promotional opportunities, copyright rewards nor the incentive to prepare quality teaching programs are currently sufficient. From the viewpoint of the academic departments, the rewards for increased productivity exist, but are the wrong type. Under the present budget system, increased productivity often results in increased faculty; and while this may provide departmental aggrandizement, increased positions do not produce savings to the University. From the viewpoint of the Educational

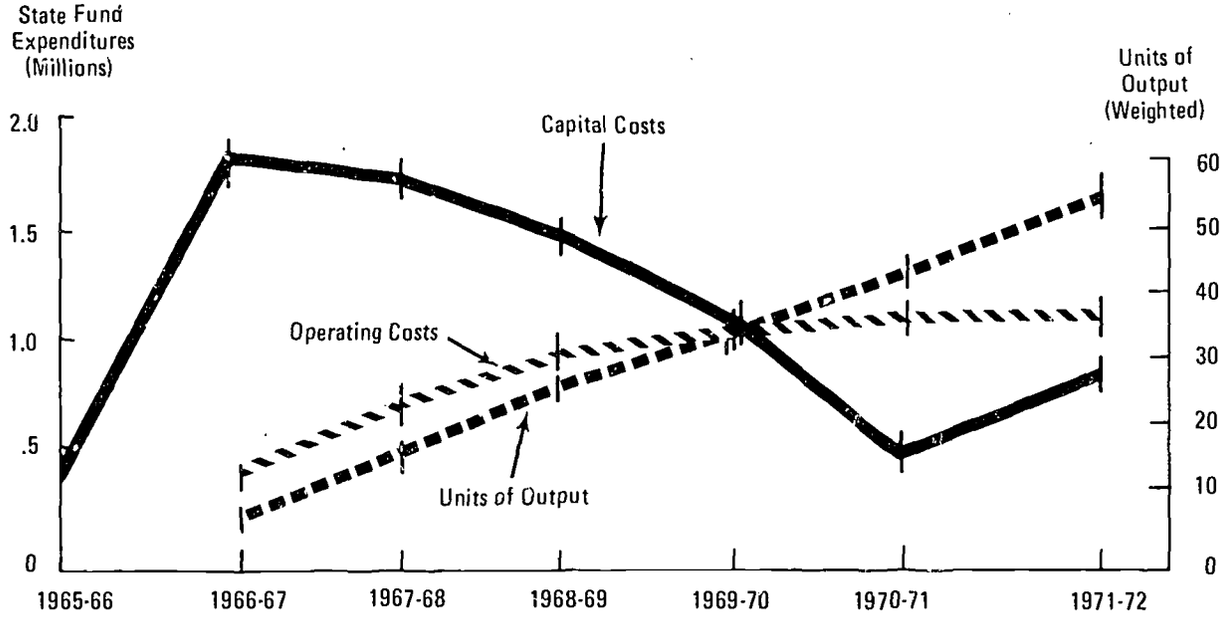
Communications Centers the situation is extremely dismal. The Centers are suffering from inadequate operational funds, even though many have a lavish capital plant. But the present budgetary system does not provide operational incentives to the centers to fully utilize their capital plant. In short, the Centers have very little seed money and no incentives to use their facilities for increased educational productivity.

Yet, there is no doubt that the medium, when properly used, can lessen overall educational costs. As is illustrated on Chart 4, since 1966 the output of television in the SUNY system first increased at a steady rate and then began to level off while the capital costs, following the original investment, have declined steadily only to begin another rise after 1970 in what appears to be a second round of capital investment. Of importance, however, is the fact that, while the operating and capital costs stabilized to a degree, the measurable units of media output continued to rise.[20] The fact that SUNY campus television, despite its problems, has still been able to show an increased output from stabilizing costs cannot help but to indicate a favorable cost/output ratio for the medium.

Nevertheless, questions as to television's proper role in SUNY still remain. While instructional television serves many purposes, its real function on the campus has not been adequately defined to preclude its haphazard and wasteful use. And even though the total utilization of television in the SUNY system apparently has begun to increase, the problems of campus acceptance and integration remain. In light of the over $15 million capital and operational expenditure, these problems are truly significant.

Chart 4

Expenditure Output Comparison
State University Campus Television
1966-67 to 1971-72



Source: LCER staff compliations, February 1973.

IV PUBLIC TELEVISION IN NEW YORK STATE

The ETV activities of non-commercial stations involve both instructional and non-instructional aspects, in many ways indistinguishable from each other in form. The Carnegie Commission on Educational Television found in its 1967 report, *Public Television: A Program for Action*, that most non-commercial television stations offered a variety of programs beyond those produced specifically for classroom use. This component of non-commercial television, even though not designed to be instructional, was considered a part of ETV and termed "public programming." The Commission felt that this type of television was by nature "educational" and that the essence of public programming was that it promised a way to "enlarge the life of every citizen."[1]

Public programming can fit into several categories. Under some conditions it is viewed as an alternative to commercial television, an independent means of creativity, expression, information, and entertainment which operates on a basis parallel to commercial broadcasting. In other cases, it is viewed as a supplement to commercial offerings, often providing an outlet for material which is not economically suited for commercial television.

Public television operates in New York through locally sponsored non-profit corporations, chartered by the Board of Regents specifically to secure, prepare, deliver and broadcast educational television and radio programs.[2] Table 12 presents a detailed listing of broadcast stations.

Table 12

Educational Television Organizations and Broadcasting Stations In New York State

Location and Name	Chartered	Began Broadcasting: Commercial Station	Began Broadcasting: Owned Station	Designation
Albany-Schenectady				
Mohawk-Hudson Council on Educational Television	6/53	9/53	3/26/62	WMHT, Channel 17
Binghamton				
Southern Tier Educational Television Assn.	6/61	9/61	5/12/68	WSKG, Channel 46
Buffalo				
Western New York Educational Television Assn.	4/55	–	3/30/59	WNED, Channel 17
Corning				
Southern Finger Lakes Educational Television Council	12/62	–	Inactive since 1964	
Garden City				
Long Island Educational Television Council	12/62	a	1/26/69	WLIW, Channel 21
New York City				
Metropolitan Educational Television Assn.	6/54	9/57	-- Dissolved 12/60 --	
Educational Broadcasting Corporation	5/61[b]	–	9/16/62	WNET, Channel 13[c]
Municipal Broadcasting System[d]	–	–	11/01/62	WNYC, Channel 31
Board of Education[e]	–	9/58[f]	4/03/67	WNYE, Channel 25
Plattsburgh				
Northeastern New York Educational Television Assn.[g]	12/68	7/72	–	h
Rochester				
Rochester Area Educational Television Assn.	3/58	9/58	9/06/66	WXXI, Channel 21
Syracuse				
Educational Television Council of Central New York	12/62	10/64	12/20/65	WCNY, Channel 24
Watertown				
St. Lawrence Valley Educational Television Council	6/58	4/58	8/04/71	WNPE, Channel 16
			9/05/71	WNPI, Channel 18

[a] Broadcasting conducted over a non-commercial station, WNYC, Channel 31, 7/65.

[b] Originally chartered as "Educational Television for the Metropolitan Area." Charter name amended 4/62

[c] Designation changed from WNDT in 10/70.

[d] Non-commercial municipally owned and operated station not chartered by the Regents.

[e] Owned and operated by the NYC Central Board of Education as an instructional facility.

[f] Broadcasting conducted over a non-commercial station, WNDT, Channel 13 from 1962 — 1967.

[g] Chartered as an Association by Regents — provides a broadcast facility but no in-house production capability.

[h] Association station scheduled to begin broadcasting in late 1973 as WNNE, Channel 57.

Source: Compiled by LCER staff, November 1972.

As of October 1972, nine corporations held active Regents' charters with all but one maintaining an operating station. Two other noncommercial television stations in New York City — the City Board of Education (WNYE/25) and the Municipal Broadcasting System (WNYC/31) — are operated by non-chartered agencies under provisions of the General City Law.[3] Map 1 outlines approximate geographic coverage areas for each station.

The term "public television station," is used in this audit to refer to all of the State's noncommercial stations including:

ETV Councils: chartered by the Regents, usually consisting of a major community broadcasting station and broadcast studio facility.

ETV Associations: chartered by the Regents, provides a broadcast facility but no in-house production capability.

Other Stations: New York City Board of Education (WNYE) and Municipal Broadcasting System (WNYC), operating under the General City Law with extensive broadcast and production facilities.

To assist the Regents and the Education Department in public television, a Regents Advisory Council on Educational Television (now Telecommunications) was created in 1958, and reestablished in 1964. This body is composed of individuals appointed by the Commissioner, and approved by the Regents, "to advise . . . in formulating basic policy governing the development of educational television."[4]

The Bureau of Mass Communications (BMC) is the administrative unit of the Education Department responsible for generally overseeing the State's community ETV organizations and acting as the conduit for State and federal aid funds. The bureau is involved in planning the utilization of new forms of instructional technology while providing program support services to PTV stations, schools and BOCES. Finally, the BMC produces video and audio tapes and prints ETV guides to publicize cultural, arts and humanities education opportunities.

Chart 5 depicts the structure of public broadcasting by area of responsibility in New York State as of September 1972. The chart shows the relationships between each State and local agency involved in PTV and indicates lines of authority as well as technical or financial assistance patterns.

PTV INSTRUCTIONAL SERVICES

Of the State's ten public television stations currently broadcasting, eight offer daytime instructional programming to elementary and secondary schools through a School Television Services (STS) program. Since distribution is restricted to one open-circuit channel, there is a practical "ceiling" on the number of programs that can be broadcast during the school day. However, broadcast television has the advantage of wide coverage and low distribution costs.

Although any TV set can be used to receive the open-circuit signal, it is intended to serve only the school districts in a station's coverage area which have subscribed to the STS program and paid a pre-determined fee. Each subscribing district then becomes eligible for membership on the station's STS committee which, acting on recommendations from teachers and station staff, determines the type of school programs to be broadcast. The PTV stations maintain the contractual responsibility for broadcasting and provide teacher guides and other relevant information to participating members.

For the 1971-72 school year, the PTV school television services broadcast 135 different program series, of which 118 were in-school instruction or enrichment and 17 were professional in-service training for use by either teachers or administrative personnel. For the 1972-73 year, these totals dropped to 126 series, of which 110 are in-school and 16 in-service. Table 13 shows the STS program series totals by year and subject matter. The New

Table 13

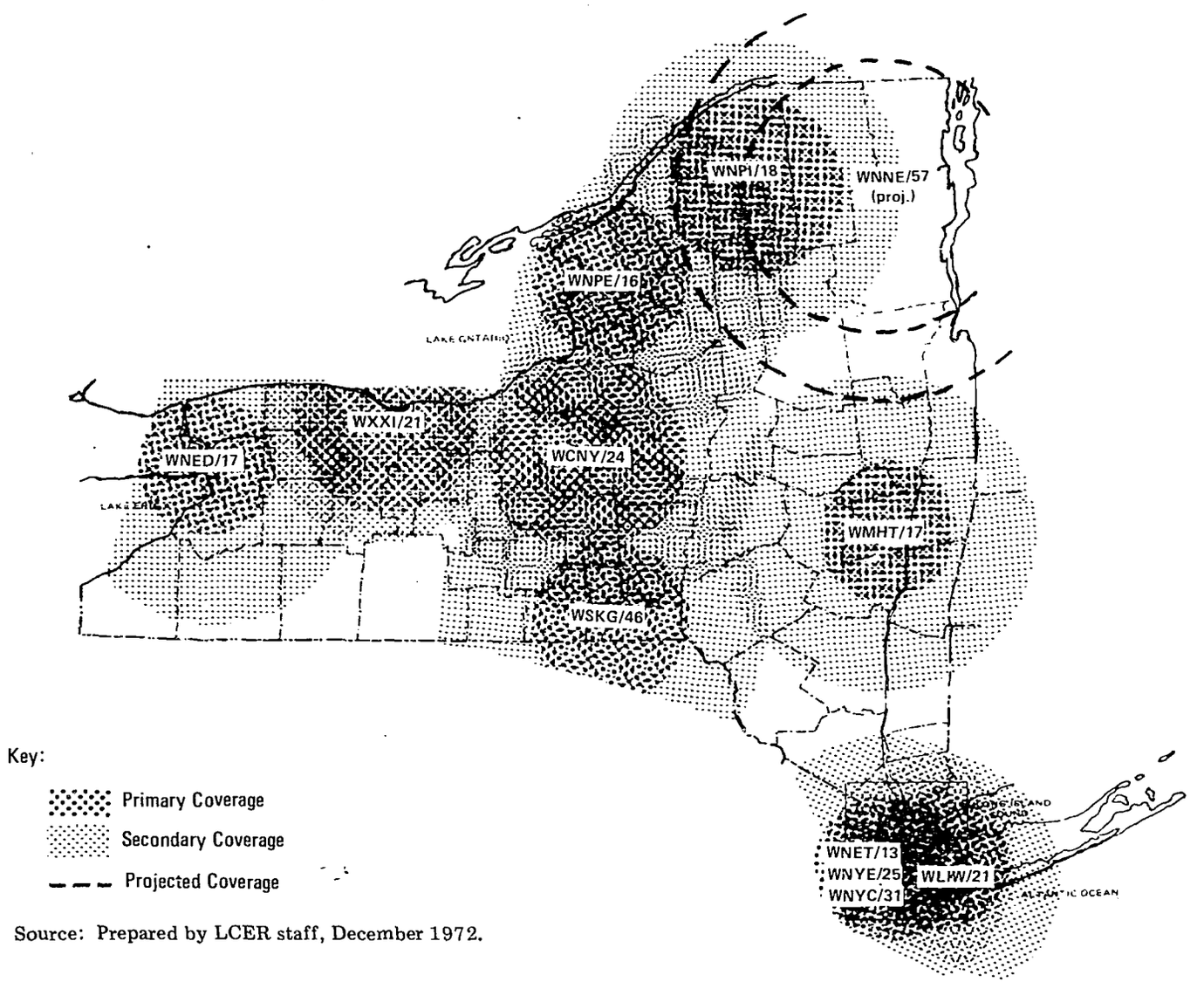
STS Series Programming, by Subject Matter

	1971-72				1972-73			
	WNYE/25		All Stations		WNYE/25		All Stations	
	No.	%	No.	%	No.	%	No.	%
Art and Music	5	11.4%	17	12.6%	5	10.6%	14	11.1%
Foreign Language	3	6.8	7	5.2	3	6.4	4	3.2
Health/Safety/ Physical Education	2	4.5	5	3.7	1	2.1	4	3.2
Language/Drama Literature	6	13.6	22	16.3	7	14.9	19	15.1
Mathematics	2	4.5	5	3.7	2	4.3	4	3.2
Science/Physics/ Environment	5	11.4	23	17.0	4	8.5	21	16.7
Social & Behavioral Science	5	11.4	21	15.6	7	14.9	29	23.0
Other	5	11.4	18	13.3	4	8.5	15	11.9
In-Service Teacher Training	11	25.0	17	12.6	14	29.8	16	12.7
Total	44	100.0%	135	100.0%	47	100.0%	126	100.1%
Percent WNYE/25 of All Stations		32.6%				37.3%		

Source: PTV Station 1971-72 and 1972-73 STS Teachers Guides.

Map 1

Coverage Areas
N.Y.S. Public Television Stations
(Approx.)

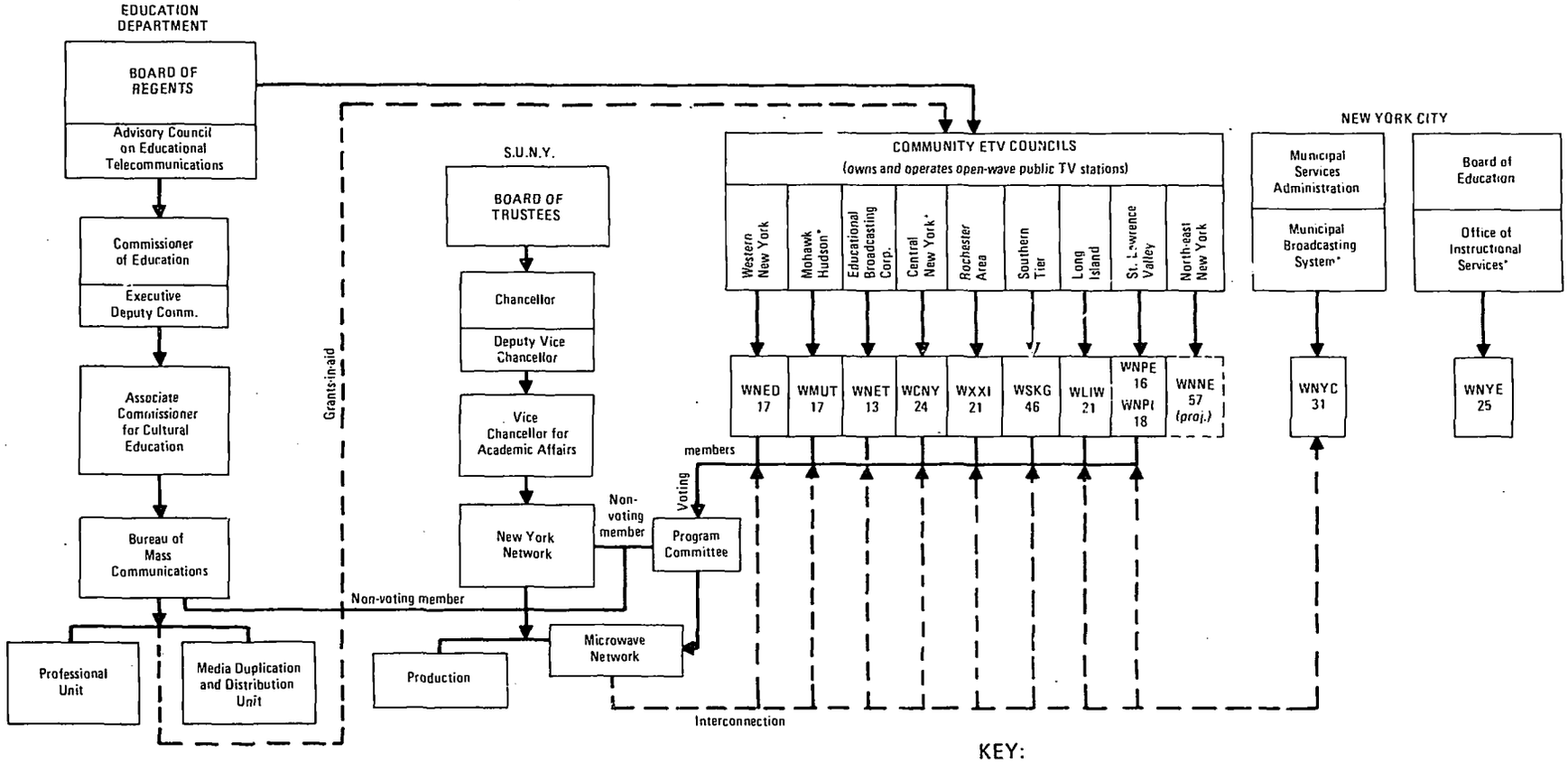


Source: Prepared by LCER staff, December 1972.

Chart 5

The Structure of Public Television in New York State

SEPTEMBER, 1972



KEY:

* also operate a non-commercial radio station

→ flow of authority

- - → flow of assistance

Source: L C E R

York City Board of Education station WNYE/25 is shown separately on this and subsequent tables to indicate the comparative magnitude of its programming and clientele. A listing of subjects broadcast by station for these two years can be found in the Appendices.

In terms of students reached, during the 1971-72 school year, STS programs served approximately 1,947,000 pupils in 330 STS member schools. As Table 14 shows, pupils served by STS has actually decreased by 168,000 from 1968-69. If the school population served by New York City's WNYE/25 is discounted, the actual decrease for council stations alone is 251,000 for the period.

Table 14

STS Member School Districts and Pupils Served
1968–1972

Member Schools or Districts

	1968-69	1969-70	1970-71	1971-72 (Est.)
WMHT/17	24	24	27	26
WSKG/46	16	11	14	10
WNED/17	14	16	23	20
WNET/13	168	166	180	161
WXXI/21	25	15	21	19
WCNY/24	32	38	43	36
WNPE/16	14	16	25	27
Council Total	295	246	333	299
WNYE/25	1*	1*	31	31
Total	294	247	364	330

Est. Pupils Served (in thousands)

	1968-69	1969-70	1970-71	1971-72 (Est.)
WMHT/17	55	55	59	68
WSKG/46	39	21	26	20
WNED/17	238	257	269	121
WNET/13	350	370	340	320
WXXI/21	105	98	110	100
WCNY/24	182	123	135	79
WNPE/16	29	31	36	39
Council Total	998	955	975	747
WNYE/25	1,117	1,114	1,135	1,200
Total	2,115	2,069	2,110	1,947
Total Elem. & Sec. Enrollment	4,270	4,284	4,273	--

*One central school district until 1970

Source: LCER *ETV Council and Station Operations Questionnaire;* NYS, Executive Department, Division of the Budget and Office of Planning Services, *1972 New York State Statistical Yearbook*, August 1972, p. 205.

At no time during the past three school years have the pupils in subscribing schools ever accounted for more than half of the total statewide elementary and secondary enrollment. Nevertheless, both school and PTV station personnel readily admit that even though the number of paying users is decreasing, there is no doubt that many schools continue to view STS programs without formal affiliation.

Thus, while broadcast school television is capable of reception by over 90 percent of the State's elementary and secondary school population, viewers actually paying for the service are of a considerably smaller, and diminishing, number.

School Television Service Fees

In 1966, the Fund for the Advancement of Education stated, in *Learning by Television*, that a "... [public television] station's income from school programming is the most secure foundation of its solvency."[5] Unfortunately, this statement is no longer accurate, and there has been a continuous decline in the amount of funds received from schools for television services. During 1968-69, the State PTV stations, excluding WNYE/25 in New York City, received an average of just over 16 percent of their income from annual STS assessments, but for 1972-73 it is estimated that this average will drop to 5 percent. Yearly STS income is shown in Table 15. Only WNDT Buffalo and WNPE Watertown, which have developed operating relationships with BOCES, have halted this decline.

For most stations providing STS, the drop of school income must be viewed as their most serious

Table 15

PTV Station School Services Income By Year

Station	1968-69	1969-70	1970-71	1971-72	1972-73
Albany-Schenectady WMHT/17	$ 156,197	$ 123,805	$126,215	$ 71,989	$ 60,900
Binghamton WSKG/46	79,054	33,173	39,445	18,414	15,000
Buffalo WNED/17	88,033	127,616	145,954	73,935	98,600
New York City WNET/13	514,375	524,307	323,990	309,018	300,000
Rochester WXXI/21	91,653	58,223	69,222	60,295	45,000
Syracuse WCNY/24	286,592	112,470	121,785	78,304	70,000
Watertown WNPE/16	30,339	41,122	72,020	83,692	90,000
Total	$1,246,843	$1,021,216	$898,631	$695,647	$679,500

Source: LCER *ETU Council and Station Operations Questionnaire*, Summer and Fall of 1972.

and immediate fiscal problem. This decline shows the extent to which school districts are unwilling to pay for a service that can be received by anyone having a television set. This problem has been recognized by all PTV stations and the Education Department has moved in two directions. First, it has encouraged the emergence of BOCES as the operational and funding source for schools with PTV stations providing only the distribution facilities; second, the Regents have recommended a substantial assumption of STS costs by the State. Although this latter concept is reported as most acceptable to the stations, future STS development and utilization is a long-range problem that must be resolved throughout New York's entire educational system.

The New York City Board of Education Station, WNYE, Channel 25, is a noteworthy exception regarding STS operations and funding. This station, perhaps the largest instructional television broadcast facility in the country, operates as a central school service to broadcast programming for direct use by the City's 31 decentralized school districts. Programming decisions are reached through an advisory council of representatives from each of the districts, with the final schedules subject to the approval of the Deputy Superintendent of Schools for Instructional Services. Since WNYE is owned and operated by the City Board of Education, it receives over 95 percent of its income from the board and does not receive direct State aid.

PTV AND PUBLIC PROGRAMMING

All PTV stations in the State are established to provide both local control and programming which serves both statewide and local interests. The Carnegie Commission specifically endorsed this community orientation when it stressed that, "... *local* stations must be the bedrock upon which all Public Television is erected, and the instruments to which all its activities are referred."[6] The Corporation for Public Broadcasting was established by Congress to implement this concept.

In broadcasting public programming, however, the State's PTV stations have neither the facilities funds, desire nor need to depend upon programs of local interest. Strictly local programming could be provincial to the extreme, and obviously that direction was not the intent of either the Legislature or Congress. Instead, community stations are expected to provide schedules which draw upon as many diverse programming sources as possible. Topics of national and international concern affect New York's communities, consequently the mandate of the ETV councils may be said to be met when any high quality programming is presented. But, locally produced programs are expected to be made available to serve the needs and desires of the community the PTV stations has been created to serve.

Public television stations are restricted in their operational and programming flexibility by the same consideration that affects PTV nationwide—money. With the creation of a national PTV network in 1970, the Public Broadcasting Service (PBS), all non-commercial stations became automatically interconnected members, and both the variety and quality of available programming has improved. The Corporation for Public Broadcasting provides funds to a number of national production centers and programs are transmitted over PBS and made available to all stations without charge. Programs such as *Sesame Street*, *Masterpiece Theater*, *Evening at Pops*, *International Performance*, *Zoom*, *Firing Line*, and the *French Chef*, to name a few, easily fill the schedules of less affluent stations.

The danger of national programming however, is that the plethora of material provides a station with such an easy and inexpensive means of meeting its broadcasting obligations that local efforts tend to be ignored. In this case, the station serves as nothing more than a broadcast outlet. Until the stations become capable of considerably more local, quality production, their reliance upon other than community programming will continue. As shown in Table 16, the average percentage of weekly programming a station considers to be of a community nature varies widely from about two to 68 percent, but this percentage does seem to be experiencing a steady, although slow increase.

The State's PTV stations feel that they are currently providing as much community programming as possible and cite the following examples. Personnel at Rochester's WXXI/21 and Long Island's WLIW/21 report they are providing the only significant local programming in their areas, and WLIW's *Long Island News Report* is cited as an example of such a service. In New York City, WNET/13 is in the second season of the *51st State*, which the station terms a "brash, bouncy, irreverent, impertinent, involved, unpredictable, and unprecented nightly news and community affairs program," with plans for increased programming directed toward the City's minority populations.[7] And, WNPE/16 in Watertown produces the only

Table 16

Average Percentage of Weekly PTV Community Programming

Station	1968-69	1969-70	1970-71	1971-72 (Est.)
WMHT/17	51.3	50.9	59.3	61.1
WSKG/46	INFORMATION UNAVAILABLE			
WNED/17	INFORMATION UNAVAILABLE			
WLIW/21	1.5	11.8	10.9	10.9
WNET/13	2.5	2.5	7.5	9.0
WNYE/25*	–	–	25.0	28.6
WNYC/31	OID NOT RESPONO TO QUESTIONNAIRE AS REQUESTED			
WXXI/21	2.5	4.4	4.2	4.5
WCNY/24	51.2	58.4	65.3	67.5
WNPE/16**	–	–	–	4.0

*WNYE/25 began public broadcasting in 1970
**WNPE/16 began broadcasting in late 1971

Source: LCER *ETV Council and Station Operations Questionnaire.*

regularly scheduled series on the Western St. Lawrence Valley area, *North Country Profile.*

PROGRAM PRODUCTION SOURCES

During one week in March 1970, the National Instructional Television Center reported that, "a staggering 89% of all [public] programs reached the [non-commercial] station from outside sources."[8] The study then went on to demonstrate that since 1962, PTV local production had shown a steady decline from an average 29 to 11 percent of PTV station activities.[9]

In New York the amount of locally produced PTV programming can be assessed from several perspectives. For example, in the 1971-72 school year, including station WNYE/25, 45.9 percent of all instructional programming was locally produced. Excluding WNYE, the percentage plummets for all other stations to 12.6 percent. On the other hand, locally produced public programming did not exceed nine percent of all programs in any station outside New York City. Table 17 shows the original sources of production for instructional programs and Table 18 details the percent of locally produced programming for each station by year.

These figures must be viewed in light of the fact that of the State's 10 operating PTV stations, two are nationally recognized production centers. WNYE/25 operates from a facility constructed in 1965 for the explicit purpose of producing instructional TV programming for the New York City school system. Although the only intended

Table 17

Original Production Sources of STS Programming 1971-72

Source	Council Stations (%)	All Stations (%)
Total Series	91	135
Non-NYS Produced	49 (53.8)	53 (39.3)
NYS Produced	42 (46.2)	82 (60.7)
Locally Produced	17 (12.6)	62 (45.9)
Council Produced	14 (15.4)	14 (10.4)
WNYE/25 Produced	7 (7.7)	46 (34.1)
SUNY Produced	5 (5.5)	5 (3.7)

Source: PTV Station 1971-72 STS Teacher Guides.

Table 18

Percent of Locally Produced Public Programming By Station 1968–1972

Station	1968-69	1969-70	1970-71	1971-72 (Est.)
WMHT/17	5	8	8	9
WNED/17	9	10	7	8
WLIW/21	5	18	20	22
WNET/13	10	25	30	20
WNYE/25	--	--	42	33
WXXI/21	5	6	6	6.5
WCNY/24	10	8	7.2	6.5
WNPE/16	--	--	--	2.5

Note: Stations WSKG/46, WNYC/31 information not available.

Source: LCER *ETV Council and Station Operations Questionnaire.*

audience is New York City schools, in 1971-72 WNYE/25 also provided nearly 8 percent of the STS material used by the State's other PTV stations. In addition, 69 stations located in 22 states as well as 32 educational groups in 21 states and Canada were also using programming produced by WNYE.

The programs of a number of PTV stations and the State Education Department are available for general PTV use through network interconnections such as the Public Broadcasting System and the New York Network. For example, the New York City based National Educational Television (NET) production facility achieved national prominence for its programs largely financed from Ford Foundation funds. In 1970, the Corporation for Public Broadcasting began increased funding of national production centers and its PTV network, the Public Broadcasting System. At that time, NET

was merged with New York City's ETV Council station, WNDT/13, under the auspices of the Regents chartered Educational Broadcasting Corporation and was designated a CPB national production center (WNET/13).

The Education Department's Bureau of Mass Communications also produces instructional programs for PTV stations. In 1966 a production facility was established in the Education Building Annex, with its equipment value estimated at $250,000. However, departmental personnel have found it more convenient and less costly to use the facilities of the nearby New York Network for "in-house" production or to contract with other non-state production facilities.

This departmental policy of contracting with non-NYS groups for production or acquisition of programs has been criticized by State ETV councils from two standpoints. First, it limits PTV stations' ability to provide input on the selection and content of programs offered for broadcasting by the Education Department. Second, stations feel that if State funds are available, they should be channeled to the PTV stations to foster development and improvement of capabilities.

The Education Department replies that production options are limited and they cannot purchase high quality material at low cost by this method. State PTV station aid was originally offered in the form of production contracts and this method was altered because a number of stations failed to fulfill contractual obligations.

Both arguments are persuasive. However, there are stations in the State capable of quality production with statewide appeal. WXXI's *Assignment: The World*, WNED's *Mr. Whatnot*, and WNYE's *Jambo* are examples of such station-produced programs that have been used statewide. The 1966 PTV coverage of the State's political nominating conventions is another example of public affairs programming that was both station-produced and of statewide interest. In addition, the Legislature has clearly attached importance to development of PTV station aid—and production contracts certainly are one important mechanism that can be easily undertaken within existing resources.

In any case, programming produced through the department's production contracts are distributed by the State tape library and its Media Duplication and Distribution Unit. As previously mentioned, the technical quality of "dubbed" tapes has often prohibited their use in schools or BOCES distribution systems. In one instance, a station's STS committee felt the technical quality of one series was so inferior that they requested it be removed from the schedule.

Table 19 shows the approximate percentage of programs produced by the Education Department which have been used by PTV stations over the last four years. Except for WLIW/21 which does not currently have access to the New York Network programs and has a small production budget, not one of the stations reporting on the LCER survey indicated it used these programs for more than six percent of its total programming.

Table 19

Percentage of Total Programming Offered by the State Education Department Used By PTV Stations

Station	1968-69	1969-70	1970-71	1971-72 (Est.)
WMHT/17				
Instructional	C	0	0	0
Non-Instructional	0	0	0	0
WNED/17				
Instructional	2	2	4	4
Non-Instructional	0	0	0	0
WLIW/21				
Instructional	60	28	30	25
Non-Instructional	0	0	10	8
WNET/13				
Instructional	4	4	2	2
Non-Instructional	0	0	0	0
WNYE/25				
Instructional	0	2.5	0	0
Non-Instructional	–	–	0	0
WXXI/21				
Instructional	16	10	3	4
Non-Instructional	4	5	2.5	4.5
WCNY/24				
Instructional	7	5	5.7	3
Non-Instructional	2	1	0	0
WNPE/16				
Instructional	21	7.7	0	5.5
Non-Instructional	0	0	0	0

Note: WSKG/46 and WNYC/31 information not available.

Source: LCER *ETV Council and Station Operations Questionnaire.*

The "TV Auction" at WNPE/16 Watertown

Courtesy of The State University College, Potsdam, New York

Behind the Set During the "Long Island News Report," at WLIW/21, Garden City

Photograph Courtesy of WLIW

Conclusion

Public television consists of two interrelated elements—instructional service and public programming. Both areas suffer from one common problem, lack of funds.

Instructional broadcasting, accomplished through a PTV station's school television services program, does not generate the amount of funds originally projected to be the firm foundation of a station's solvency. Cooperative relationships with BOCES have helped several stations to alleviate this problem but gives rise to another—the extent to which a station loses control of daytime programming decisions.

In public programming, lack of funds is felt most in the critical area of program production. PTV stations were conceived on the basis of local control and local production. The Education Department uses its production budget in such a way as to severely limit local participation and advice. Concurrently, local production activities have declined and stations have tended to rely on the readily available and inexpensive network programs. Thus the bulk of local PTV station programs in fact originate from non-state and out-of-state sources.

A plan for the full utilization of PTV which includes both instructional and public programming does not exist. Although the Education Department is charged with development and encouragement of local broadcast facilities and programs, its involvement has been limited to administering aid funds and preparation of classroom TV materials. As a result, PTV operates largely as an independent and uncoordinated educational broadcast medium.

THE NEW YORK NETWORK

The system which provides a Statewide interconnection and a national program delivery service for PTV stations is the New York Network, which is administered by the State University.

In 1964, Governor Rockefeller announced his intention to recommend a "statewide UHF educational television network to be operated by the State University of New York, cooperating with the State Education Department and existing local educational television councils."[10] In his announcement, the Governor outlined:

> a six-phase, ten-year development of what initially would be "open" circuit (public) telecasting from ETV stations at university centers in Albany, Buffalo, Binghamton and Stony Brook and a "closed" circuit network among the fifty-eight units of the State University.[11]

Essentially, the University would be authorized to establish an open-circuit ETV station at each of its four university centers and link them, the existing and planned community council PTV stations, and the rest of the SUNY campuses on a University administered network. The six phases of development were expected to cost a total of $11,800,000, with the basic four station network annually requiring $1,800,000 to operate when completed.[12] The proposed six phases were:

Phase I (1965):	Link existing Albany and Buffalo PTV stations by duplex (two-way) microwave facilities.
Phase II (1966):	Build PTV station at

	Binghamton and link by duplex microwave with Albany and Buffalo.
Phase III (1967):	Build PTV station at Stony Brook and link by duplex microwave with Albany, Buffalo and Binghamton.
Phase IV (1968):	Link other State University units to four-station basic network by simplex (one-way) microwave.
Phase V (1969):	Establish mobile units (at Albany and Binghamton) to film programs at other State University units for transmission over facilities of four-station basic network.
Phase VI (1970-75):	Establish transmission facilities to permit "open" circuit broadcast coverage of the entire state by the four-station university network.[13]

The 1965 Executive Budget requested $625,000 to implement Phase I, and this amount was appropriated.[14] Various proposals as to the means of accomplishing the interconnection were discussed with the Office of General Services, acting in its legal capacity as the State's purchasing agent, coordinating a study of various alternatives. Meanwhile, the 1966 SUNY *Master Plan* recommended that the developing network be expanded into a total "state-wide communication system" serving not only the PTV stations but SUNY libraries and communications centers and similar facilities at private institutions.[15] Despite this recommendation, the development of the network as a vehicle for only connecting the existing PTV stations continued with a decision to lease microwave and relay facilities from the New York Telephone Company for a ten-year period. In October 1967, the SUNY interconnection became a reality between WNDT/13 New York, WMHT/17 Schenectady, WCNY/24 Syracuse, WXXI/21 Rochester, and WNED/17 Buffalo.

As of October 1972, the New York Network connects the five original stations and WSKG/46, Binghamton on a duplex (sending and receiving) network, a simplex (receiving only) line for WNYC/31 in New York City, and a simplex line to WNPE/16 Watertown. The original plan to construct SUNY open-circuit ETV stations and interconnect the entire SUNY system was never implemented, and establishing these stations is apparently no longer under active consideration. Thus, while successive SUNY master plans mention a potential University role for the New York Network, the network is first and foremost a State provided interconnection and program delivery service for the State's PTV stations.

Operations

The PTV stations of the State exercise the dominant role in deciding the types of programs to be transmitted. This policy was established in early 1967 and is not an abrogation of responsibility by SUNY but rather a simple acceptance of fact. Under provisions of the Federal Communications Act of 1934, the FCC ruled that stations have the right to reject programming offered from any source, including networks, and that this right may not be delegated.[16] Thus, while administratively and financially the network is included within SUNY, all programming decisions are made by a program committee composed of each interconnected station's station manager. Also on the program committee are two additional and ex-officio non-voting members, one each representing the State University and the Education Department. The SUNY member is on the staff at the network but, since the first few committee meetings, the SED member has not been involved in the committee's deliberations. While they do meet at regular intervals, most of the committee's actual programming and operating decisions are made on an informal basis via the network's telephone conference call interconnection. This committee makes decisions on a majority basis, but each station retains its right to not use any program sent over the network.

The administrative offices of the New York Network are located in New York City while a Network Operations Center (NOC) is located in Albany's Alfred E. Smith State Office Building. A system of nineteen microwave repeaters owned by the New York Telephone Company and leased to the State links the State's non-commercial tele-

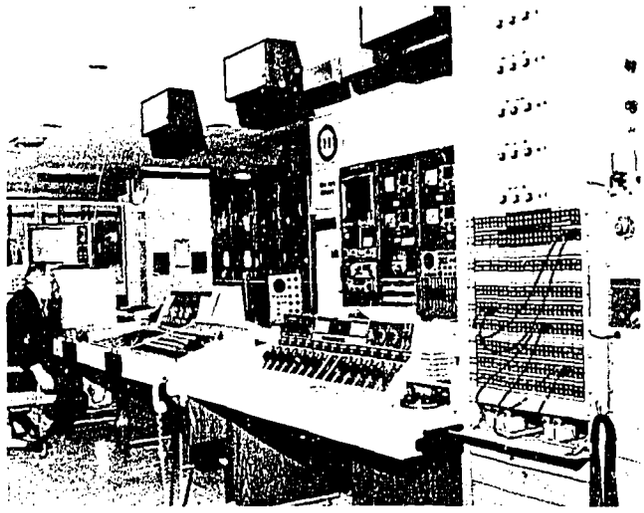
vision stations, or transmitter sites (excluding WLIW/21 on Long Island and WNYE/25 in New York) with the Network Operations Center and the administrative offices. (An illustration of the entire Network is shown on Map 2.) Microwave connections are accomplished via a straight or "line of sight" transmission and each repeater is located at an elevated position.

In addition to its statewide function, the New York Network, through Buffalo and New York City, also provides a key eastern component to the national PTV interconnection, the Public Broadcasting System (PBS) and to the northeastern regional interconnection, the Eastern Educational Network (EEN).

The operations center is the technical heart of the network. It is where the transmission and reception equipment is located, along with video tape recorders and a majority of the network's personnel. Since most of the network is composed of duplex, or two-way interconnections utilizing two separate channels, a program may originate at any of the member stations even while another program is being received. In addition, any station may be excluded from receiving a program if it so wishes. A large number of videotaped programs originate from the operations center and from this point they can be transmitted within or outside New York State. For example, in September 1972 public television's Saturday "Children's Block" of *Sesame Street*, *The Electric Company*, and *Mister Rogers' Neighborhood* as well as some weeknight programming originated on tape from the NOC and were transmitted over the New York Network and then nationwide over PBS.

Since 1970, the network has maintained a studio production capacity at the operations center to fulfill the network's perceived State service function. It has been used by the State University, the public television stations, other State agencies and the Legislature as an alternative to renting or utilizing costly in-house facilities. A recent example of the network's production capacity occurred during July and August of 1972, when the studio served as the location of public television's coverage of the Fischer-Spassky Chess Tournament. In this instance, the New York Network provided the facilities and technical personnel on an agreed joint funding basis with New York City's national production center, WNET/13.

Just as the studio and equipment have been made available to any State agency or public TV station, so too have the Albany duplication facilities. In addition to serving as the duplication



New York Network Operations Center, Albany

Courtesy of New York Network

center for the State University, the New York Network video tape recorders may be used to reproduce programs for public television stations or any State agency requiring service.

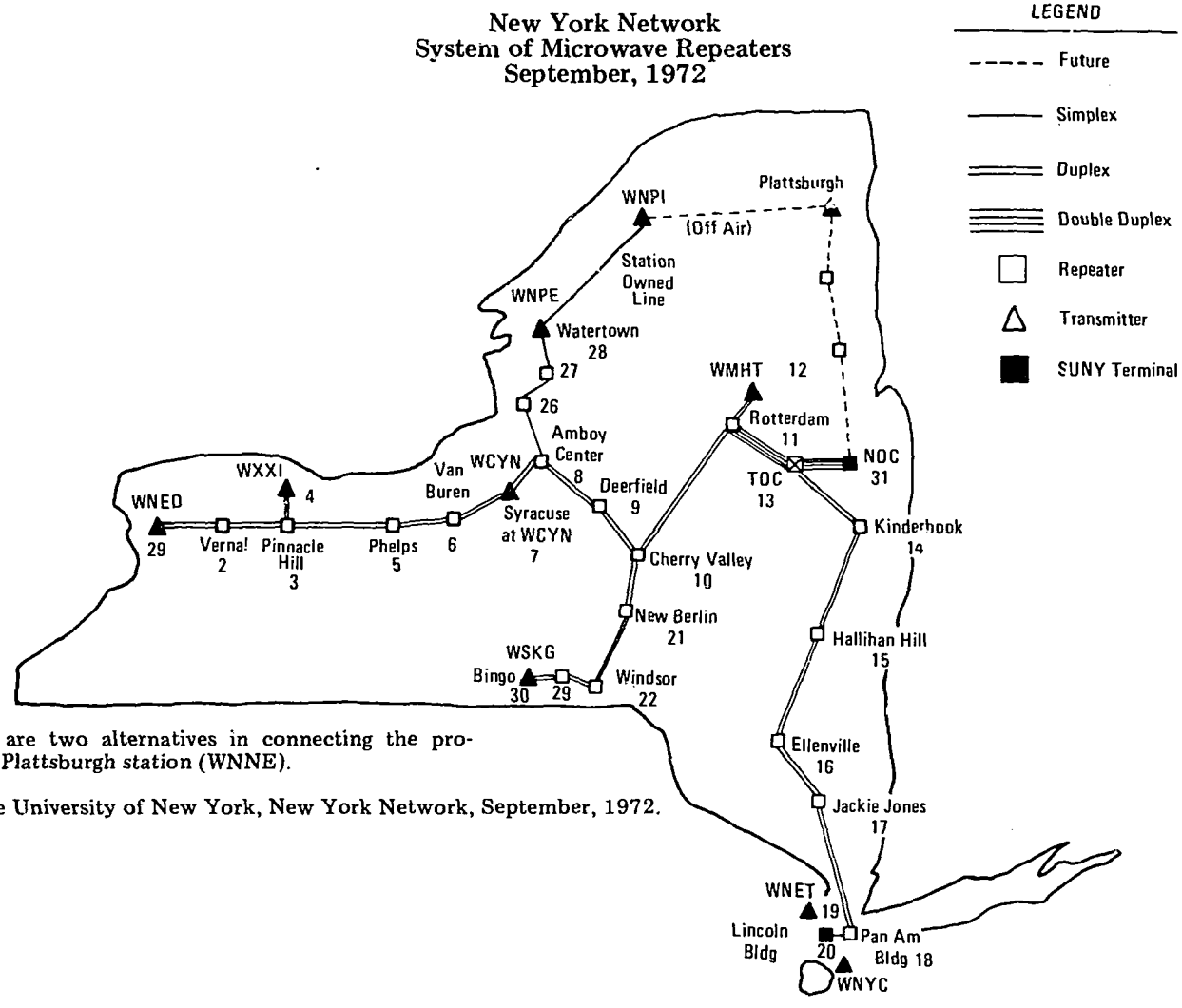
Finally, as a part of the SUNY system, the New York Network has not abandoned the original concept of providing campus-to-campus TV interconnection. After the 1970 inauguration of a graduate engineering management (GEMS) instructional TV series at SUNY in Buffalo, portions of this program were carried over the network to the Binghamton PTV station and, from there transmitted by telephone to the SUNY Binghamton campus. A telephone line was then used to relay student questions to Buffalo. This simple procedure can be repeated for most SUNY campuses. While the chief interconnection line runs to the public TV stations, extensions to other reception points can be accomplished if necessary.

In spite of its engineering flexibility, the New York Network has yet to provide a truly statewide interconnection. From 1967 to the present, the network's policy has been to oppose interconnection of two New York metropolitan stations not now affiliated. Both of these stations — the City Board of Education's WNYE/25 and Long Island's community station, WLIW/21 — have expressed a desire to be part of the network but their requests have been denied.

It has been the network's contention that each is capable of receiving programming "off air" and that interconnection might lead to broadcast duplication or "simulcasting." In addition, WYNE's

Map 2

New York Network
System of Microwave Repeaters
September, 1972



Note: There are two alternatives in connecting the projected Plattsburgh station (WNNE).

Source: State University of New York, New York Network, September, 1972.

school programming is directed only toward the City schools and WLIW does not even have a school television service. As a result, interconnection appears fruitless to the network administration. The network also feels that a station should be able to achieve additional benefits from interconnection that are not already available to it from other sources. According to the network these benefits, as opposed to the cost of interconnection, cannot be seen in WNYE and WLIW's case since both stations are scheduled to be physically joined to PBS in early 1973.

While the rationale of the network administration might reflect a practical administrative and operational viewpoint, the fact that the New York Network is not yet a truly statewide service must be considered. Two stations have been excluded from the New York Network on the contention that the benefits from their interconnection do not match the necessary costs. Yet, if this argument is valid, then it demonstrates a truly "scattered" approach to PTV, resulting in a minimum of statewide station coordination. This is detrimental to full statewide utilization of any single station's strength — such as WNYE's instruction experience and capacity.

Conclusion

As first proposed during the mid-1960's the SUNY television network was viewed primarily as a vehicle for the interconnection of a University-wide closed-circuit and open-circuit ETV system. But, as public television developed under the State's system of local ETV councils and the internal use of television on the campuses proceeded slower than expected, the original proposal became moot.

Consequently, the New York Network of 1972 is not the same operation that was recommended in 1965. This is not as much of an adverse appraisal of the network as it is an acceptance of the fact that the network has been able to change its direction with time and circumstances. The 1965 recommendations envisioned a network of greater scope than has come to be necessary and, since its inception, the network has evolved into a major service to the State's PTV stations rather than to SUNY. While a part of the network's line has been used by the University, SUNY's direct involvement has been minimal. As far as the network's production and duplication capacities are concerned, they now serve a more general statewide use than they do the University. Without question, the network provides an important service to the State's PTV stations and, in addition, it is an important link in the national and regional PTV network. As such, rather than a service agency of SUNY, the New York Network is really an additional form of State support to public television.

The network has at its disposal an impressive technical capability which, under the leasing approach adopted in 1966, provides great flexibility; and television and audio interconnection may be accomplished in a number of ways. Nevertheless, in spite of its engineering flexibility, the New York Network has yet to provide a truly statewide interconnection.

V PUBLIC TELEVISION FINANCES

New York State is heavily involved in financing PTV. Funds are appropriated both to State agencies charged with the supervision and support of local PTV station activities and to other agencies and institutions which pay for station services. The magnitude of these direct and indirect State expenditures is estimated to have been $5 million in 1971-72 including $2.9 million of direct PTV station grants. PTV stations however have a variety of revenue sources other than the State grants. These revenues, for ten of the eleven stations responding to an LCER questionnaire, amounted to over $10 million in 1971-72, including federal grants, local government appropriations, service fees from schools, public subscriptions, and contributions from foundations, corporations and private individuals.

Despite this broad revenue base, the dependability of several revenue sources is the subject of growing concern and it has been suggested that the State may be forced to consider increased subsidies to enable PTV operations to continue at existing levels.

Table 20

Summary of New York State Television Station Operating Expenses*

	1970-71	1971-72
Albany-Schenectady WMHT/17	$ 647,668	$ 720,143
Binghamton WSKG/46	206,553	248,210
Buffalo WNED/17	807,873	857,081
Garden City WLIW/21	344,495	377,100
New York City WNET/13	5,238,981	7,643,264
New York City WNYE/25	1,078,677	1,253,038
New York City WNYC/31	DID NOT RESPOND TO QUESTIONNAIRE	
Plattsburgh**	26,066	25,964
Rochester WXXI/21	677,969	811,403
Syracuse WCNY/24	585,251	738,056
Watertown WNPE/16	112,205	263,218
Total	$9,725,738	$12,937,460

*The State does not fund capital costs in its operating grants. Thus to provide consistency with this policy depreciation has been excluded from operating expenses.

**Plattsburgh does not have operating PTV station.

Source: LCER *ETV Council and Station Operations Questionnaire.*

PTV STATION EXPENSES AND STATE OVERSIGHT

In New York State, the 1971-72 operating expenses excluding depreciation for the State's ten PTV stations responding to the LCER request for information reached nearly $13 million. As shown in Table 20, individual station expenses ranged from Binghamton's $248,210 to $7,643,264 at WNET/13 in New York City.

At most stations, personnel expenses were the largest single operating cost amounting to about half of the total operating budget. Five stations estimated that this portion of station budgets is decreasing.

For programming costs — production, acquisition, and rental — six stations experienced a general four-year expenditure decline as a percent of total operating expenses. At Channel 13 in New York City, however, the program portion of the budget increased by over ten percent from 1968-69 to 1971-72. The decline in production costs for most of the State's stations is explained by the existence, after 1969, of the national PTV network (PBS). In most instances, this interconnection provides a programming replacement for offerings previously produced locally. Channel 13's increased costs are attributed to the station's activities as a national production center for PBS.

While the proportion of funds spent for station programming has declined over the past four years, the expenditure levels for station development and promotion have increased as a percent of total operating expenses at every station except WNET/13. Most stations have diverted funds once used for local production to both development and promotion. Without doubt, such activities have served to increase community awareness of a PTV station's offerings.

Administrative costs vary from station to station. Established operating PTV stations spend about 17 percent of their budgets for administration.

The technical and engineering expense trend has been downward since 1968-69. At WNYE/25,

these costs accounted for about 18 percent of operating expenses in 1971-72 while at Rochester's WXXI/21 the 1971-72 level was 31.8 percent. The nine station average for this period was about 25 percent.

A comparison of Appendices E and F will show that most of the State's council PTV stations are receiving more money than they spend. However, this apparent solvency is before a deduction for equipment depreciation. For six of the seven upstate PTV stations, the inclusion of depreciation as an operating expense increases costs between ten and twenty percent. In 1970-71, WSKG/46 in Binghamton had operating expenses of $206,553, but its depreciation was reported at a staggering $118,574, or 36.5 percent of the station's actual fiscal year expense of $325,127. While the case of Binghamton is unique, equipment costs and depreciation are cost factors seriously affecting the overall long-range stability of each of the State's PTV stations.

The Binghamton Experience: A Lack of Oversight

Under the provisions of the Education Law, the Board of Regents and the Education Department are charged to oversee and provide assistance to PTV councils. This includes responsibility to oversee expenditure of State grants and to issue rules and regulations covering their use. While this responsibility has existed since the 1950's it was not until 1971 that the first rules and regulations were formally issued. Essentially, PTV stations are now required to provide the Education Department with regular reports of their operations, fiscal statements and annual audits. One of the reasons for this promulgation of rules and regulations was the problem which overcame the Binghamton based Southern Tier Educational Television Association and its station WSKG/46.

For many years the Binghamton council had operated at a deficit. Following WSKG/46's activation in 1968, the deficit increased to the extent that the station's 1968-69 operating expenses were $684,578 (excluding depreciation) while its income amounted to $239,690. During early 1969 the Education Department received complaints of non-payment from a number of the station's creditors.

An investigation was undertaken by a special SED team. The team found total station indebtedness in excess of $1.2 million and concluded that the Southern Tier ETV Association had been the victim of gross fiscal mismanagement. With the realization of the station's fiscal condition, it was discovered that the management had incurred costs for such items as men's blazers, snowmobile units, home color television sets, a furnished studio kitchen, and the purchase and training of a St. Bernard dog. The management also leased an overly large studio facility and entered into a 20-year agreement to lease a transmitter at $25,500 yearly—a figure far in excess of that paid by other stations in the Eastern Educational Television Network.

By 1970 the station's fiscal situation had reached a crisis. It was only after a change in station leadership, increased interest on the part of the Education Department and a special legislative appropriation of $100,000 ($25,000 outright grant and $75,000 matching) that WSKG/46 began to meet its financial obligations.

While the onus for this fiscal crisis must be shared by many individuals, the lack of supervisory oversight by the Education Department and its Bureau of Mass Communications is certainly one important reason this situation was not discovered earlier. The Binghamton Council had operated with a deficit since its 1961 inception; and, after broadcast activation, the deficit was compounded by extravangance. Long before the 1969-70 crisis occurred, the Education Department should have been aware of the situation and instituted corrective measures. Ultimately, expensive corrective actions involving additional State funds had to be provided by the Legislature.

A description and analysis of PTV financing by source of revenue and object of expenditure comprises the balance of this chapter. Attention is also focused on State oversight of station finances and operations.

STATE PTV FUNDING

The agency most involved with the development and operation of public television in New York is the Education Department's Bureau of Mass Communications. Although its activities concern all phases of ETV, the Bureau is responsible for providing direct operating and financial support to PTV stations.

Bureau of Mass Communications

Table 21 shows estimated bureau expenditures for its two branches, the Professional Unit and the Media Duplication and Distribution Unit, for 1971-72 and 1972-73.

Excluding funds appropriated for direct PTV station grants, the BMC's current budget amounts

Table 21

State Education Department
Bureau of Mass Communications
Expenditures

1971-1972 Estimated Expenditures

	Professional Unit	Media Duplication & Distribution	Total
Personal Service	$ 96,567	$ 89,794	$ 186,361
Travel	1,381	193	1,574
M&O, Equipment	2,823	79,607	82,430
Production Center	179,637	--	179,637
Total	$ 280,408	$169,594	$ 450,002
Council Grants	2,904,066	--	2,904,066
Total BMC	$3,184,474	$169,594	$3,354,068

1972-73 Assignments

	Professional Unit	Media Duplication & Distribution	Total
Personal Service*	$ 111,143	$ 63,277	$ 174,420
Travel	5,000	25,000	30,000
M&O, Equipment	--	20,000	20,000
Production Center	200,000	--	200,000
Total	$ 316,143	$108,277	$ 424,420
Council Grants	3,000,000	--	3,000,000
Total BMC	$3,316,143	$108,277	$3,424,420

*Includes temporary.

Source: NYS Education Department, Division of Finance, October and November, 1972.

to $424,420. The largest single allocation is for production purposes. In 1963-64, when this appropriation was first made, a total of $540,000 was allocated for production; although since 1969, it has remained approximately $200,000. The allocation, however, does not provide a full picture of production and related expenses because additional non-appropriated funds are available from the Regents Television Fund.

Regents Television Fund: Since 1961, the Board of Regents has maintained a special non-appropriated television fund created within the statutory Regents Research Fund. The Board authorized creation of the fund to allow the Education Department to purchase copies of "educational television materials" and then to sell them to groups not eligible to receive them free of charge. In 1965, the Regents voted to continue the fund to purchase, lease, and sell materials to educational systems within or without New York State.[1] The annual activity of the fund since its creation is shown on Table 22.

While this $25,000 fund may not be particularly large, it did accumulate total receipts between 1961 and 1972 of $152,345 with disbursements

Table 22

Regents Television Fund
1961—1972*

Year	Receipts	Disbursements	Balances at End of Period
1961	$ 6,967	$ 2,777	$ 4,190
1962	6,143	3,500	6,833
1963	835	4,539	3,129
1964	7,590	4,149	6,570
1965	6,213	1,583	11,200
1966	17,299	9,926	18,573
1967	26,922	12,852	32,643
1968	21,512	19,937	34,218
1969	11,643	22,519	23,342
1970	16,599	25,559	14,382
1971	21,861	7,221	29,022
1972	8,761	12,737	25,045**
Total	$152,345	$127,299	

*By calendar year.
**As of September 30.

Source: NYS Education Department, Office of Administrative Services, Division of Finance, October 1972.

for the same period amounting to $127,299. By the authority of the Regents, the Chief of the Bureau of Mass Communications determines how th fund will be used. While the term "educational television materials" has not been defined, the major use of the fund has been for the preparation of guides to accompany instructional TV programs and series. Apparently the fund has also been used to make available kinescope recordings and to duplicate video taped materials owned by the department, uses defined as rightly fitting with a definition of ETV materials.[2]

The largest single source of income to the fund has been through the sale, at cost, of the telecourse guides and the provision of other related TV services.

In 1970, a $13,000 Local Assistance grant was received from the State Council on the Arts to prepare a guide for the course *Film and Society.* There has been a question as to the appropriateness of granting money from one agency's local assistance appropriation to another State unit for a specific non-local purpose, but a prohibition against general grants from non-State agencies or groups does not exist. Therefore, it is conceivable that future income to the fund could be derived from public and private sources with the utilization of this money resting beyond the purview of the Legislature.

Public Television Capital Grants: The Bureau of Mass Communications also administers the State's share for matching the federal Educational Televi-

sion Facilities Act capital grants. This program amounted to $250,000 for each of the council stations, with exceptions made for Watertown (WNPE/16 and WNPI/18) of $350,000 and Plattsburgh (the projected WNNE/57) of $150,000. Table 23 shows the capital grants and the years these funds were expended. The capital grants were provided by contract between SED and the stations with the department maintaining the responsibility to purchase equipment. The stations in turn would hold title to the property as long as it was used for ETV purposes. If the property was not so used, title would automatically revert to the Education Department.

Table 23

Education Department
Capital Grants to PTV Stations

Station	Amount	Year Appropriated	Year Spent
WMHT/17	$ 250,000	1966	$100,000-1966-67 $150,000-1967-68
WSKG/46	250,000	1966	1967-68
WNED/17	250,000	1966	$25,000-1966-67 $225,000-1968-69
WLIW/21	250,000	1968	1968-69
WNET/13	250,000	1966	1966-67
WXXI/21	250,000	1965	1965-66
WCNY/24	250,000	1965	1965-66
WNPE/16	350,000	1967	1970-71
Plattsburgh	150,000	1970	--
Total	$2,250,000		

Source: NYS Education Department, Bureau of Mass Communications, September, 1972.

Table 23 shows that the first appropriations for these grants were made in 1965. It was not until 1966, however, that the Legislature actually approved a bill authorizing the Board of Regents "to make grants of money, materials and equipment for the purpose of promoting the erection and use of educational television facilities by educational television corporations . . . ."[3] Since that time, every council has spent these funds, with the exception of the Plattsburgh based Northeastern New York Educational Television Association which has experienced substantial difficulties concerning the location and construction of its transmitter. In this case, the association wanted its facility located at Whiteface Mountain, but the Department of Environmental Conservation (which holds title to the mountain) contends that such a structure would violate the spirit of "forever wild." Nevertheless, the Plattsburgh group hopes to be operational by late 1973 when it plans to use its capital grant.

Public Television Operating Grants: Direct State operating assistance to ETV councils has amounted to nearly $12 million since 1965 (see Table 24). The two New York City supported stations, WNYE/25 and WNYC/31, are excluded from this program.

In 1958 the Legislature authorized the Regents to contract for program services, but it was not until after 1960 that direct State "air time" assistance became available. At first, the Education Department contracted with the councils for the production or broadcast of programming with the assistance goal set at under one-third of a station's approved operating budget. However, a 1970 PTV appropriation first authorized a *direct* three-year contractual aid program between the councils and the Education Department at the one-third level.[4]

The 1971 council appropriation was amended to provide that funds be distributed in a manner "not to exceed one-third of approved operating expenses of educational television councils." The Education Commissioner was directed to establish definitions and a payment schedule for the assistance.[5] Rules later established provided for the exclusion of equipment acquisition and depreciation costs from the definition of "approved operating expenses."[6]

Table 25 shows the 1970-71 and 1971-72 percentages of Education Department operating grants for PTV station operating expenses. The 1971-72 percentage of State assistance in relation to station expenses ranged from 19.6 percent (WNET/13) to 60.4 percent (WSKG/46). Three stations had 1971-72 State aid equivalent to more than one-third of their operating expenses, notwithstanding the legal stipulation that the one-third assistance level be determined on the basis of "approved operating expenses."

There can be no doubt that, even excepting the status of WNET/13, allocation of these funds by the SED's Bureau of Mass Communication has been uneven and possible contrary to the appropriation intent. This situation is not unique to one or two years and management personnel at a number of PTV stations feel that the pattern of assistance requires improvement.

The New York Network

The New York Network provides interconnection and program delivery services for community

Table 24

Education Department
State Grants to PTV Stations
1965—1973

Station	1965 66	1966 67	1967 68	1968 69	1969 70	1971 71	1971 72	1972 73	Total
Albany Schenectady WMHT/17	$ 90,000	$100,000	$123,500	$ 136,000	$ 156,275	$ 180,000	$ 249,500	$ 278,000	$ 1,313,275
Binghamton WSKG/46	26,000	36,000	50,000	62,000	100,000	100,000	150,000	150,000	674,000
Buffalo WNED/17	90,000	100,000	123,500	136,000	156,275	180,000	285,500	314,200	1,385,475
Long Island WLIW/21	10,000	19,000	11,000	20,000	95,000	100,000	155,000	152,650	562,650
New York City WNET/13	140,000	238,000	345,000	433,000	538,650	660,000	1,500,000	1,480,000	5,334,650
Rochester WXXI/21	40,000	82,000	123,500	136,000	156,275	180,000	262,033	286,059	1,265,867
Syracuse WCNY/24	20,000	90,000	123,500	136,000	156,275	180,000	222,033	242,475	1,170,283
Watertown WNPE/16	0	21,000	25,000	16,000	0	16,600	80,000	96,616	255,216
Total	$416,000	$686,000	$925,000	$1,075,000	$1,358,750	$1,596,600	$2,904,066	$3,000,000	$11,961,416

Source: NYS Education Department, Bureau of Mass Communications, September, 1972.

Table 25

Percentage of SED Operating Grants to
Actual PTV Station Operating Expenses*

	1970-71			1971-72		
	Operating Expenses	SED Grant	Percent	Operating Expenses	SED Grant	Percent
WMHT/17 Albany-Schenectady	$ 647,668	$180,000	27.8	$ 720,143	$ 249,500	34.6
WSKG/46 Binghamton	206,553	100,000	48.4	248,210*	150,000	60.4
WNED/17 Buffalo	807,873	180,000	22.3	857,064	285,500	33.3
WLIW/21 Garden City	344,495	100,000	29.0	377,100	155,000	41.1
WNET/13 New York	5,238,981	660,000	12.6	7,643,264*	1,500,000	19.6
WXXI/21 Rochester	677,969	180,000	26.6	811,403	262,033	32.3
WCNY/24 Syracuse	585,251	180,000	30.8	738,056	222,033	30.1
WNPE/16 Watertown**	112,205	16,600	14.8	263,218	80,000	30.4

*Estimated
**WNPE/16 began broadcasting in late 1971.

Source: Derived from LCER *ETV Council and Station Operations Questionnaire* and ETV Council Annual Audits.

public television stations. Starting with an original appropriation of $625,000 in 1965, the costs of operating the network have grown to $1,227,000 in 1972-73. Attempts to trace these appropriations over the years, however, have been severely hindered by the State University's internal allocation procedure. The network did provide a comprehensive classification of its budgets from 1967 to 1973, but in many cases these figures vary from the network financial data classification of appropriations. For purposes of this report, the figures supplied by the network have been used.

Table 26 shows that $7,355,161 was budgeted for the New York Network from 1967 to 1972. Of this amount, $2,205,526 (30.0 percent) was expended for personnel and $3,408,755 (46.3 percent) for operation. A large portion of this latter figure must be viewed as coincident with the New York Telephone Company's microwave relay (which, for the recorded period amounted to $1,740,880 or 23.7 percent) since the vast bulk of equipment in the Network Operations Center is leased.

Table 26

New York Network
1967—1973 Budgets

State Fiscal Year	Total Budget	Full Time & Temp. Personal Service	M & O*	New York Telephone Microwave Lease	Full-Time Positions
1967-68	$1,124,271	$ 263,112	$ 746,159	$ 115,000	19
1968-69	1,186,911	373,652	494,179	319,080	24
1969-70	1,380,755	434,316	632,039	314,400	25
1970-71	1,243,156	348,302	572,454	322,400	26
1971-72	1,210,034	393,072	496,962	320,000	29**
1972-73 (est.)	1,210,034	393,072	466,962	350,000	29**
Total	$7,355,161	$2,205,526	$3,408,755	$1,740,880	

*M & O budget includes rent in New York City for office space used by other SUNY operations.
**Includes two secretarial positions which also serve other SUNY functions besides the network.

Source: State University of New York, New York Network, August, 1972.

In the six-year period covered, the budgets for the network have remained constant. In fact, the 1971-72 and 1972-73 operating allocations have been lower than the $1,227,000 appropriated each year; the extra funds have been used to offset such additional costs as interconnecting the Watertown station after an appropriation for that purpose was postponed.

The decision to lease rather than erect a microwave relay network was reached in 1966 in view of the consideration that the New York Telephone Company's experience and resources outweighed the long-term financial advantages to be gained by a State constructed, owned and operated system. In addition, regulations of the Federal Communications Commission at that time did not include provisions for network licensing. Finally, recognizing that the field of telecommunications is subject to major technological changes, there was a justifiable hesitance on the part of the State to embark upon a large capital project which, in the length of time the proposed phone company lease would run, might result in the State owning and operating costly but obsolete equipment. To the personnel of the Office of General Services involved in studying this problem, the long-term benefits then to be derived from a ten-year equipment lease far outweighed the estimated $700,000 short-term saving which might have been realized from State facility ownership.[7]

A similar consideration arose regarding the network's operating equipment. After some equipment was purchased, the low-bidding firm went out of business. Additional costs had to be incurred in order to train maintenance personnel and, in the near future, this equipment might have to be replaced because of obsolescence.

A portion of the funding needs of the network could conceivably be met by the federal government. Under the Public Broadcasting Act of 1967, Congress authorized the Corporation for Public Broadcasting:

> . . . to arrange, by grant or contract with appropriate public or private agencies, organizations or institutions, for interconnection facilities suitable for distribution and transmission of educational television or radio programs to noncommercial educational broadcast stations.[8]

Since the New York Network has provided national as well as State ETV services, CPB funds could be made available. Unfortunately, this is not the case. Thus, even though the State financed New York Network has provided substantial interconnection and programming services to PTV stations outside of this State, as long as the present CPB policy remains, this service will remain just that—a voluntary service by New York which benefits many other states.

Other State Funding

State agencies such as SUNY, the Council on the Arts, the Narcotics Addiction Control Commission (NACC) and the Department of Environmental Conservation (DEC) have paid stations for services. From 1966 to 1971 SUNY grants were made to eight stations to meet the broadcast costs for the *University of the Air*. Over $1.5 million of SUNY funds have been granted to the stations as shown in Table 27. These grants are a form of station assistance, because SUNY was both supplying the stations with programming and paying for the broadcast of the series. When the *University of the Air* was terminated in June 1971, these grants ceased.

Table 27

State University of New York
Air Time Service Grants to PTV Stations
1966–1971

Station*	1966-67	1967-68	1968-69	1969-70	1970-71	Total
WMHT/17	$ 72,000	$ 72,000	$ 78,600	$ 30,000	$ 30,000	$ 282,600
WSKG/46	--	12,900	78,600	--	--	91,500
WNED/17	72,000	72,000	78,600	30,000	30,000	282,600
WLIW/21	--	--	18,000	30,000	30,000	78,000
WNET/13	--	128,000	68,000**	62,000	--	258,000
WNYC/31	--	--	--	--	5,000	5,000
WXXI/21	40,000	72,000	78,600	30,000	30,000	250,600
WCNY/24	72,000	72,000	78,600	30,000	30,000	282,600
Total	$256,000	$428,900	$479,000	$212,000	$155,000	$1,530,900

*In some instances the grants were made to the ETV Council before the specific station began broadcasting.
**Another $68,000 was provided by a City University grant.

Note: In 1966-67 and 1970-71 the funds were drawn from the New York Network appropriation, as were most of the 1967-68 grants. For 1968-69 and 1969-70 the funds were drawn, on a percentage basis, from the accounts of the University of the Air and "Continuing Education."

Source: State University of New York, New York Network, September 1972.

In 1970, the State Council on the Arts inaugurated a series of grants drawn from their Local Assistance appropriation. Table 28 details grants for PTV station designated projects.

Table 28

State Council on the Arts
Grants to PTV Stations for Designated Projects

Station	1971-72	1972-73	1973-74	Total
WMHT/17	$ 79,100	$ 21,350	$ 13,500	$113,950
WSKG/46	68,950	21,350	10,000	100,300
WNED/17	65,000	21,350	10,000	96,350
WLIW/21	21,000	21,350	10,000	52,350
WNET/13	136,500	69,200	69,000	274,700
WNYE/25	800	--	--	800
WXXI/21	16,000	21,350	10,000	47,350
WCNY/24	10,000	26,750	10,000	46,750
WNPE/16	--	--	10,000	10,000
Total	$397,350	$202,700	$142,500	$742,550

Source: NYS, Executive Department, Council on the Arts.

Table 29

Corporation for Public Broadcasting
Grants to N.Y.S. Public Television Stations
1968—1972

Station	1968-69	1969-70	1970-71	1971-72	Total
WMHT/17	$ 10,000	$ 22,500	$ 23,000	$ 40,425	$ 95,925
WSKG/46	10,000	22,500	23,000	33,075	88,575
WNED/17	10,000	22,500	33,000	40,425	105,925
WLIW/21	10,000	22,500	23,000	33,075	88,575
WNET/13	10,000	231,500	663,078	111,525	1,016,103
WNYE/25	10,000	27,500	27,500	40,425	105,425
WNYC/31	10,000	31,979	--	40,425	82,404
WXXI/21	10,000	24,500	23,000	55,425	112,925
WCNY/24	45,003	58,356	71,046	40,425	214,830
WNPE/16	--	--	17,500	33,075	50,575
Total	$125,003	$463,835	$904,124	$468,300	$1,961,262

Source: Corporation for Public Broadcasting Annual Reports and Correspondence with LCER staff.

A number of State agencies have felt that the medium of public television is capable of furnishing communication services suitable for their purposes. Appendix E shows PTV station financial data by source and includes in the State category the SED, SUNY, Arts Council, and other grants for operation over the past four years. There can be no doubt that New York State is a major financial resource of public television.

OTHER PTV FUNDING

Federal Grants

Beginning in 1962, the U.S. Department of Health, Education and Welfare was authorized to provide equipment and facility grants to PTV stations. These grants are intended for activation and services improvement or expansion of educational television facilities. Of the $64,268,397 in federal grants to PTV stations nationwide, a total of $2,873,339 went to New York stations. Another $1,269,487 was pending in October of 1972 (see Appendix G). Under this program, New York has received more assistance than any other state, but at the end of 1972, the status of the pending applications was in doubt due to presidential vetoes of two HEW appropriation bills.

The first federal assistance for station operations occurred after the creation of the Corporation for Public Broadcasting in 1967. This non-governmental federal corporation was intended to be the disbursing agent for both federal and non-federal funds for PTV operations. As Table 29 shows, New York's stations have received CPB operational assistance totaling $1,961,262 from 1968 to 1972.

As is the case with HEW capital grants, the future status and extent of CPB station assistance was unresolved at the close of 1972. In addition to vetoing increased funds for CPB over a two-year period, the President has also rejected legislation which would have substantially altered the percentage of CPB federal appropriations earmarked for station funding. In rejecting this legislation, President Nixon stated that the Corporation's programming emphasis did not sufficiently account for the local programming responsibilities of the stations. It thus seems possible that future federal appropriations may include provisions which insist that stations strengthen local programming components, perhaps at the expense of the national production centers. This funding source rests upon the uncertainties of the annual federal appropriation process. An independent source of national PTV funding—as strongly recommended by the Carnegie Commission on Educational Television—does not appear to be forthcoming.

Local Government Sources

Since 1961, counties have been authorized to contribute towards the maintenance and operations of local PTV stations and some 14 counties and the City of Rochester currently contribute almost $500,000 to the PTV councils.[9] In fact, during its 1963 session, the Legislature specifically authorized the Nassau County Board of Supervisors to:

> appropriate such sums of money as it may deem proper toward the operation and maintenance of educational televi-

> sion stations, . . . and for the production of educational television programs for the educational and cultural benefit of both children and adults in the county.[10]

In the case of Nassau County, WLIW/21 can almost be termed a county station because the county has annually contributed either in cash or in kind a substantial portion of the station's operating budget as well as having provided a $250,000 capital grant for station activation in 1968. Local government contributions to the eight broadcasting ETV councils are shown in Appendix H.

School Sources

As reported in the instructional television portion of this audit there has been a substantial decline in the amount of revenues received by ETV councils from schools for television services. School television service fees have dropped from $1,246,843 in 1968-69 to an estimated $679,500 in 1972-73—a 45 percent decrease over the period. Appendix E provides the detail of revenues from schools over the period 1968-69 through 1972-73, by council stations.

Public Sources

As any viewer of public television is aware, PTV stations operate on a non-commercial basis. Stations, however, advertise one product—themselves. New York's PTV stations all seek public financial support utilizing standard techniques such as membership weeks, auctions, donated talent performances, various types of subscriptions with a constant plea to the viewers "public TV responsibilities." One station even received money through the sharing of admissions received during the exhibit of an Egyptian mummy.

While many of the fund raising methods employed by the PTV stations might be criticized as being "theatric," or even "hard sell," there is no doubt that the monetary response of the general public to these efforts is increasing. For 1968-69, New York's ETV councils received 19.5 percent of their operating funds from public—invididual and group—sources; estimates for 1971-72 increase this to 23.5 percent. During this period, revenues from public sources grew from 12.7 percent to 35.7 for Buffalo's WNED/17, and Rochester's WXXI/21 revenues from this source increased from 20 to 41.5 percent. Yet, Binghamton's WSKG/46 expected to receive slightly over eight percent from the public during 1971-72, and Long Island's community station, WLIW/21 had audited "public" income for the same period that amounted to 8.5 percent. However, New York City's WNET/13 estimated its 1971-72 income from public sources at 25.9 percent, a 3.6 percentage point drop from its 1968-69 level (see Appendix E).

Contributions & Gifts

The role of private non-profit foundations must be mentioned with the most significant in New York as well as in the nation being the Ford Foundation. In addition, business and industry gifts account for a large portion of some station incomes. Between 1961 and 1972 Ford Foundation contributed more than $164 million to national ETV projects. In New York State, between October 1959 and September 1972, $30,826,391 was granted by the foundation directly to ETV councils for purposes ranging from station activation and support to national program production (see Appendix I). In addition, substantially more money was granted during this period to such New York City based operations as National Educational Television (NET) and the Children's Television Workshop (CTW) for their national programming and production activities.

CONCLUSION

In fiscal 1971-72 the State spent $5 million in support of PTV broadcast operations. This expenditure includes $2.9 million in direct operating grants to stations — 22 percent of statewide station operating expenses — and about $2.1 million to support PTV by the Education Department, the New York Network and other State agencies. The State's $5 million expenditure represents 28.6 percent of the total outlay for PTV and is critical to its operation and continuance in New York.

PTV stations also receive revenues from the federal and local governments, from school services and from non-governmental sources. While these constitute the bulk of station revenues, several are not dependable.

Increased expenditures for station development and promotion have often been offset by decreasing emphasis on station programming. Some stations appear to be sacrificing local program production in an effort to achieve solvency through fund raising.

Despite the direct State financial interests in PTV, the Education Department did not carefully

monitor station operations and expenses until 1971, 20 years after the Board of Regents received supervisory authority from the Legislature. Not until after one corporation's maladministration had received public attention and exposure were financial reports mandated.

VI EDUCATIONAL TELEVISION: AN OVERVIEW

Educational television consists of two interrelated often indistinguishable components, PTV and ITV. The former, PTV, refers to programming broadcast by the State's ten non-commercial television stations to the general public, but it also includes open-circuit broadcasting of instructional service programs. ITV on the other hand, refers specifically to the use of televised media, predominately for classroom instruction, whether broadcast by open-circuit signal or by institutional closed-circuit systems.

The State's direct involvement in ETV began in 1954 when the Legislature authorized the organization, construction and operation of non-commercial public television stations. Funds were provided for ETV programming and experimentation; and, the Board of Regents was authorized to extend educational opportunities through television. After 1960, the State provided financial assistance to stimulate ETV development in public schools and the State University, to operate PTV stations, and to support PTV through the New York Network.

During the 1971-72 fiscal year, New York State spent over $7.8 million for support of educational television. Additional expenditures were made by local governments for PTV station support; school districts and BOCES for ITV services; and the federal government through the Corporation for Public Broadcasting and Department of Health, Education and Welfare grants. Substantial funds were also received from non-governmental sources — business, foundations and public subscriptions. The total cost of financing ETV in New York during 1971-72 is estimated to be $29,500,000.

INSTRUCTIONAL TELEVISION

The legislation which authorized aid for primary and secondary ITV stated that its purpose was "the improvement of classroom instruction." The State University also proposed to develop campus television for improved teaching effectiveness and efficiency.

Experience and research, however, have shown that only when teacher interest, preparation, training and commitment enables TV to be integrated into the course sequence is the quality of instruction enriched or fundamentally improved. After 20 years of use, classroom television at elementary, secondary and higher education levels is still viewed largely as a fad, luxury or frill. It has not significantly altered the traditional teacher-texbook instruction technique.

Primary & Secondary

Increasingly, BOCES provide television services to schools including installation and maintenance of TV systems, fixed schedule program distribution, and regional tape libraries. They are also becoming an intermediary between schools and PTV stations with respect to instructional programming and funding. For schools, BOCES coordinate program scheduling requests; and for PTV stations, they replace declining school assessments with dependable contract support. Since school districts receive aid for BOCES services but not for PTV station assessments, this BOCES role is rapidly becoming an important dimension of the school district-PTV station relationship.

The Education Department's Bureau of Mass Communications is responsible for production and distribution of video tapes for classroom use. Schools express general dissatisfaction with bureau productions for several reasons:

- Many tapes have low appeal because they are out-of-date, esoteric, or not relevant to current instructional patterns.
- There is little field consultation and coordination with schools before programs are produced.
- Available funds are not used to promote local PTV station productions but are used in contracts with non-governmental and out-of-state suppliers.

Changes in TV technology have also lessened the bureau's impact in production and distribution

activities. For example, the complex tape distribution systems now in use at many schools require a technical quality not offered by the bureau in "dubbed" tapes. Also, video tape technology has enabled quality off-air program "pirating" with minimal technical and administrative problems for classroom users. Existing local tape libraries, furthermore, reduce the delay between order and delivery of tapes from months to hours.

The combination of these production problems and technological advances are reflected in PTV station usage of available bureau materials. In 1971-72, seven stations reported use of State offered production at zero to six percent of instructional programs. Six stations indicated that they did not use any of the bureau's non-instructional program offerings.

Over the last ten years, the State has invested more than $10 million of local assistance monies for primary and secondary classroom television. However, utilization of these sunk costs to increase classroom teaching efficiency is just beginning. An experimental program of the Division of Research and Education Communications proposes that half the school day be devoted to high content, high appeal television instruction in order to save half the labor cost of the teacher. The estimated economies associated with this program are based on statewide implementation. The effectiveness of this proposal, however, depends upon the willingness of teachers and administrators to accept televised teaching *in place of* and *not in addition to* existing teacher-textbook methods.

State University

Since 1965, SUNY has spent over $15 million to develop television instruction at 21 campuses. Underutilization of this investment is well documented.

The lack of full use of classroom television in SUNY is in part attributable to the failure of the University administration to provide incentives to academic departments to increase teaching efficiency. This is particularly distressing in light of: (1) the credible performance of several campus communications centers in spite of severe financial limitations, and (2) studies which illustrate substantial cost savings are possible when television is properly employed as an element of teaching high enrollment courses.

PUBLIC TELEVISION

In 1954, the Legislature envisioned PTV based on community supported stations removed from State "ownership, operation, programming or subsidy."[1] Over the years, this concept has been amended to permit extensive, direct assistance. In 1971-72, PTV station grants and support of the New York Network cost more than $5 million.

Even though PTV has a community focus, the Board of Regents (State Education Department) has responsibility for station oversight. Supervision, however, has been notably weak in two areas:

- The SED did not issue procedures for station fiscal and operational oversight until after a severe fiscal crisis at WSKG in Binghamton forced them to do so in 1971, twenty years after statutory authorization.

- The SED does not have a systematic procedure for monitoring, evaluating and planning statewide programming and production which encourages development of a high quality local orientation or statewide utilization.

The principal source of State supported service for PTV has resulted from an evolution of the New York Network from its initial purpose as simply an interconnection for university-wide instruction. The network now provides a direct link with national and regional rebroadcast systems such as PBS and the Eastern Educational Network. As such, the network has become a vital form of assistance to the State's PTV stations.

The network has an impressive technical capability and considerable flexibility in its method of providing interconnections. It does not yet, however, provide a truly statewide interconnection since it excludes WNYE and WLIW. Furthermore, full statewide production and distribution potentials are not being realized becasue of a lack of meaningful cooperation between SED, the network, and the PTV stations.

Perhaps the most pressing problem of the State's noncommercial stations is the declining revenues from school television service programs. Many schools have elected to "pirate" rather than pay for daytime, instructional programs broadcast by local stations because of cost limitations. Resolution of this issue or alternate income is critical if station financial solvency is to be maintained.

THE FUTURE OF ETV

A plan for the full utilization of community based ETV does not exist. In the critical area of

program production, the Education Department provides little opportunity for local participation and advice regarding content. Concurrently local station production for both instructional and public programming has declined, accompanied by a reliance on nonstation or out-of-state program sources supplied via the New York Network. With rapid changes being made in communications technology, public television can no longer be viewed as a medium with limited audience appeal. The increase in community donations to PTV illustrates that quality programming is in demand.

The Board of Regents has not evaluated, defined and planned the comprehensive utilization of the State's multimillion dollar investment in classroom and public television. PTV stations, schools and BOCES, the Education Department and the State University operate as uncoordinated entities. If this fragmented approach continues, it is difficult to ascertain how both the technological opportunities and the State's classroom and cultural production needs can be effectively or efficiently met.

FOOTNOTES

I New York State and Educational Television

[1] U.S., Federal Communications Commission, *Comments of the Board of Regents of the University of the State of New York*, May 7, 1951.

[2] Laws of 1952, Chapter 479.

[3] N.Y.S., Temporary State Commission on the Use of Television for Educational Purposes, *Report of the Temporary State Commission on the Use of Television for Educational Purposes*, February 24, 1953, Leg. Doc. (1953) No. 73, p. 13.

[4] Laws of 1954, Chapter 201.

[5] Laws of 1958, Chapter 848.

[6] N.Y.S., University of the State of New York, Starlin, Glenn, Consultant on Television in Higher Education, *Television and Higher Education: A Plan for Statewide Development in New York*, September, 1962.

[7] Laws of 1954, Chapter 201, Section 1

[8] Education Law, Section 236, Subdivision 4.

[9] Education Law, Section 213, Subdivision 1, 2a, 2b.

[10] Education Law, Section 213, Subdivision 3.

[11] County Law, Section 224, Subdivision 14; Education Law, Section 213, Subdivision 6.

[12] Laws of 1971, Chapter 320.

[13] Laws of 1961, Chapter 721, Section 2; Education Law, Section 213, Subdivision 4.

II Primary & Secondary Classroom TV

[1] N.Y.S., Education Department, Division of Research and Educational Communications, *Work Plan Statement Bureau Overview (WP-1-B) Budget Year 1972-73, Bureau of Educational Communications, Division of Research and Educational Communications*, PPB Activity Code 116, May 23, 1972.

[2] George N. Gordon, *Classroom Television: New Frontiers in ITV* (New York: Hasting House Publishers, 1970), p. 28.

[3] U.S. Congress, House Committee on Education and Labor, *To Improve Learning: A Report to the President and the Congress of the United States by the Commission on Instructional Technology*, March 1970, p. 19.

[4] Goodwin C. Chu and Wilber Schramm, *Learning from Television: What the Research Says* (National Association of Educational Broadcasters: Washington, 1967).

[5] Carnegie Commission on Higher Education, *The Fourth Revolution: Instructional Technology in Higher Education* (McGraw-Hill Book Company: Hightstown, 1972), p. 22.

[6] Especially noted in *Walt Disney Productions v. Alaska Television Network, Inc.*, 1969, 310 F. Supp. 1073, which held that: "The preparation of the videotape of the copyrighted materials infringed upon the rights of the copyright owner under 17 U.S.C. Sec. 1(d)."

[7] This, however, does not apply to the school districts operating ITFS systems or the New York City school system, which owns and operates an open-circuit UHF television station, WNYE/25. In fact, the N.Y.C. Board of Education maintains an extensive production facility at WNYE and its instructional programs were used by more than 100 out-of-state educational TV stations and organizations, in addition to a wide Statewide utilization.

[8] Stanton L. Rice and Norbert H. Nathanson, "Productivity in College Instruction" (Presentation delivered by Norbert H. Nathanson at the Conference on Educational Communications, the International Exchange of Experience,

Program Materials and Personnel, Jerusalem, Israel, March 7, 1972.)

[9] N.Y.S., Education Department, Division of Educational Communications, *Educational Television: A Plan for Statewide Development in New York*, December 19, 1962, p. 19.

[10] Carnegie Commission, *The Fourth Revolution*, p. 45.

III Classroom Television in the State University System

[1] N.Y.S.,Governor's Committee on Higher Education, *Meeting the Increasing Demand for Higher Education in New York State: A Report to the Governor and the Board of Regents*, November 1960, p. 33.

[2] N.Y.S., State University of New York, *Stature and Excellence: Focus for the Future, The Master Plan, Revised, 1964*, November 20, 1964, p. 12.

[3] N.Y.S., State University of New York, *The Regents Statewide Plan for the Expansion and Development of Higher Education, 1964*, April 1965, p. 72.

[4] *Ibid.*

[5] *Ibid.*

[6] N.Y.S., State University of New York, *1966 Interim Revision of the Master Plan of 1964 for the State University of New York*, September 1966, p. VII-7.

[7] N.Y.S., State University of New York, Office of Educational Communications, Instructional Resources Division, *Instructional Costs and Communications Media* (A Cost Analysis of Three Courses), Working Paper, February 11, 1969.

[8] N.Y.S., State University of New York, Office of Educational Communications, Instructional Resources Division, *A Cost Analysis of the Multi-Campus Use of Instructional Television Materials*, (Unpublished working paper, June 16, 1969).

[9] *Instructional Costs and Communications Media.*

[10] N.Y.S., Office of the State Comptroller, Division of Audits and Accounts, *Audit Report on Financial and Operating Practices State University Construction Program*, Report No. AL-Auth-1-72, December 1971, p. 17.

[11] *Instructional Costs and Communications Media*, p. 1.

[12] This situation is unique to neither New York nor television, but instead is a factor of nationwide concern regarding most forms of contemporary instructional technology as outlined in the Carnegie Commission on Higher Education's 1972 Report, *The Fourth Revolution*, pp. 12-13. In fact, many of the general attitudinal and operational problems discovered in regard to SUNY have been found by the commission to exist on a national scale.

[13] Governor's Committee on Higher Education, *Meeting the Increasing Demand for Higher Education in New York State*, p. 34.

[14] SUNY, *1966 Interim Revision of the Master Plan of 1964*, p. VII-7.

[15] N.Y.S., Executive Department, Division of the Budget, *Executive Budget for the Fiscal Year April 1, 1971 to March 31, 1972*, p. 326.

[16] Harold W. Roeth, "Television in the State University of New York" (Report prepared for RAI *Radiotelevisione Italiana*, November 1971), p. 22.

[17] N.Y.S. Legislature, "Minutes of the Proceedings of A Budget Hearing on the State University of New York, Held by the Senate Committee on Finance and the Assembly Ways and Means Committee, In the Assembly Parlor, The Capitol, Albany, New York, on February 19, 1970," p. 120.

[18] *Ibid.*

[19] Harold W. Roeth, "The State University of New York's University of the Air (A Final Report)" (Unpublished report prepared for the Office of Educational Development, State University of New York, July 1, 1970), p. 10.

[20] The term "units of output" refers to statewide SUNY measures of faculty, students, courses and departments served in addition to videotape playbacks. All of these figures are then weighted and adjusted to avoid skewing by any particular measure.

IV Public Television in New York State

[1] Carnegie Commission on Educational Television, *Public Television: A Program for Action*, (New York: Harper & Row, 1967), p. 91.

[2] Education Law, Sec. 236, See Chapter I.

[3] Section 20, subdivision 16 of the General City Law empowers every city of the State, "To establish and maintain such institutions and instrumentalities for the instruction, enlightenment, improvement, entertainment, recreation and welfare of its inhabitants as it may deem appropriate or necessary for the public interest or advantage." This was ruled to include radio, and thus television, broadcasting stations in *Fletcher v. Hylan*, 1925, 125 Misc. 489, 211 N.Y.S. 397.

[4] 8 NYCRR Sec. 26.1 (a), (b).

[5] Judith Murphy and Ronald Grace, *Learning by Television* (New York: The Fund for the Advancement of Education, August 1966), p. 17.

[6] Carnegie Commission on Educational Television, p. 36.

[7] "Highlights of the New Broadcast Season," *Image/The Membership Magazine of WNET/13*, Vol. X, No. 1, October 1972, p. 26.

[8] National Instructional Television Center and the Corporation for Public Broadcasting, *One Week of Educational Television, Number Six, March 9-15, 1970, 1971*, p. 8.

[9] *Ibid.*, p. 18.

[10] N.Y.S., Governor, *Public Papers of Governor Nelson A. Rockefeller, 1964*, "Announcement by the Governor That He Will Recommend to the Legislature a Proposal for a Statewide UHF Educational Television Network," December 18, 1964, p. 1089.

[11] *Ibid.*, p. 1090.

[12] *Ibid.*, p. 1090.

[13] *Ibid.*, p. 1092.

[14] Laws of 1965, Chapter 442.

[15] N.Y.S., State University of New York, *1966 Interim Revision of the Master Plan of 1964 for the State University of New York*, September, 1966, p. VII-7.

[16] *National Broadcasting Co. v. United States*, N.Y. 1943, 63 S. Ct. 997, 319 U.S. 190, 204-206. *Massachusetts Universalist Convention v. Hildreth & Rogers Co.* D.C. Mass. 1949, 87 F. Supp. 822, affirmed 183 F. 2d 497. The original FCC regulations concerned the right of a radio station to reject network and other programming and similar rules exist today for "standard" and FM stations (47 CFR 73.135 and 73.235). Subsequent to the adoption of the original rules, television was held to be one form of radio transmission, with the regulatory provisions of the 1934 Communications Act thus being applicable, *Allen B. Dumont Laboratories v. Carroll*, C.A. Pa. 1950, 184 F. 2d 153, Certiorari denied 71 S. Ct. 490, 340 U.S. 929.

V Public Television Finances

[1] N.Y.S., University of the State of New York, *Journal of Meetings of the Board of Regents of the University of the State of New York Vol 34*, January 27-28, 1965, p. 408.

[2] N.Y.S., Education Department, Office of Administrative Services, *Board of Regents Funds: Financial Statement for the Year Ended December 31, 1971*, p. 26.

[3] Laws of 1966, Chapter 404; Education Law, Section 213, Subdivision 6.

[4] Laws of 1970, Chapter 75, Section 1, amended by Chapter 157, Section 1.

[5] Laws of 1971, Chapter 319, Section 1; Laws of 1972, Chapter 30, Section 1, amended by Chapter 280, Section 1.

[6] 8 NYCRR Sec. 179.1.

[7] N.Y.S., Executive Department, Office of General Services, "Analysis of Microwave ETV Interconnection Proposals" (Internal Agency Memorandum), October 19, 1966.

[8] Public Broadcasting Act of 1967, P.L. 90-129; 47 USCA, Sec. 396, Subd. (g) (2) (E).

[9] Laws of 1961, Chapter 847; County Law, Section 224, Subd (14).

[10] Laws of 1963, Chapter 873; County Law, Section 224, Subd. 15. This law actually expanded the authority of Nassau County beyond PTV stations to include such stations as those operated by schools (e.g., ITFS facilities).

VI Educational Television: An Overview

[1] N.Y.S., Governor, *Public Papers of Governor Thomas E. Dewey, 1954*, "To Amend the Education Law, in Relation to Educational Television," March 24, 1954, p. 259.

Appendix A

NEW YORK STATE AND EDUCATIONAL RADIO

Background

In New York, instructional radio experiments were first conducted in 1923, at New York City's Haaren High School and a year later the State's first non-commercial radio station, WNYC-AM, began operations. While intended to serve chiefly as New York City's municipal station, providing uninterrupted civic and musical programming, one of WNYC'S purposes was also declared to be "improvement of the public . . . through the educational power of the radio."[1]

In 1933, the Rochester City public schools began to broadcast radio science lessons as a means of solving classroom space problems. Within a short time these lessons were expanded, and by 1936, the *Rochester School of the Air* was being received and utilized by a number of schools located both within and without the city.

New York State's first direct involvement with radio occurred in 1931, when the State Education Department (SED) began sponsoring a series of local rural and agricultural broadcasts over a Schenectady commercial station. By 1937 a Bureau of Radio and Visual Aids had been formed and the department was expressing its concern that "commercial sponsorship of many of the best [radio] broadcasts . . . defeat in part at least their value with school groups."[2] The perceived problem of commercial sponsorship was resolved in New York City when the Board of Education instituted instructional broadcasting to schools over its own station, WNYE-FM.

By the end of World War II, radio instruction was introduced into a large number of the State's classrooms and was widely used in the State's war effort. The medium's acceptance was eventually overshadowed by emergence of television. At the time the Board of Regents 1951 ETV plan was released, the SED radio bureau was abolished. The emphasis on televised instruction became paramount during this period, but a number of the State's colleges and universities began operating FM radio stations serving primarily as vehicles for off-campus communication, continuing education, and the delivery of uninterrupted programs of discussion, debate, fine music and public affairs.

One of these university stations (WBFO-FM) began broadcasting in 1959 at the University of Buffalo, then a private institution. In 1960, a SUNY station began broadcasting at the College at Geneseo (WGSU-FM) and by 1972, two additional SUNY stations were on the air at Binghamton (WHRW-FM in 1966) and Oswego (WRVO-FM in 1969). These four stations are funded chiefly from individual campus appropriations and broadcast with sufficient power to reach off-campus audiences. Eleven other SUNY radio stations are supported wholly by student/faculty generated funds or their own resources and are limited to internal campus use.

Table A-1 lists the SUNY radio stations operating in 1971.

Table A-1

SUNY Campus Radio Stations

Closed Circuit	Open Circuit
WSUA–AM, Albany	WHRW–FM, Binghamton
WVAT–AM, Alfred	WBFO–FM, Buffalo
WBSU–AM, Brockport	WGSU–FM, Geneseo
WCUB–AM, Cobleskill	WRVO–FM, Oswego
WCSU–AM, Cortland	
WCVF–AM, Fredonia	
WONY–AM, Oneonta	
WSUP–AM, Plattsburgh	
WRPS–AM, Potsdam	
WUSB–AM, Stony Brook	

Source: Adapted from Broadcasting Publications Inc., *1971 Broadcasting Yearbook*, p. B-301.

The State University's involvement with educational radio was underscored in 1967, when $18,000 was allocated to the Office of Educational Communications for a study of the medium, based on the fact that in prior years, a number of instructional radio series had been produced and were distributed to both commercial and non-commercial stations. In 1968, the SUNY *Master Plan* specifically noted the University's intention that "Additional educational radio stations will be established on State University campuses."[3] The plan further stated that radio "should also be employed to bring college courses, continuing education programs and cultural and informational programming directly into the home," with University campuses "appropriate potential sites for FM radio stations to reach those geographic areas not currently served."[4] The Board of Regents accepted this recommendation which defined the role of educational radio in the SUNY system.

The Board of Regents in chartering community ETV councils often authorized other media services beside television. Of the nine ETV councils functioning in 1972, the charters of seven contain specific reference to the operation of radio. While the radio section of these seven stations remained inoperative for many years, the State's first community ETV council educational radio station (WCNY-FM) went on the air in December 1971. It serves the Syracuse area as a sister station to the ETV Council of Central New York's WCNY-TV, Channel 24. Seven months later, the Albany-Schenectady area's Mohawk-Hudson ETV Council began operating WMHT/17's radio counterpart, WMHT-FM. Plans for educational radio stations in Rochester and Buffalo currently are being implemented by the ETV councils serving these cities. The Rochester area station (WXXI-FM) is projected to commence broadcasting during 1973.

As of 1972, thirty-one New York based educational radio stations were broadcasting non-commercial programming to audiences within and without the State. (See Table A-2 and Map A-1.) While the ownership, philosophy and coverage area of these stations vary greatly, each one is a community, or educational, oriented facility. Excluding the four licensed to school districts, eight receive funds from government, and of this number, six are presently considered eligible for State funding.

Table A-2

Educational/Public Radio Stations
in New York State
1972

Licensee	FM	AM
College & University	22	–
(SUNY)	(4)	–
School District	4	–
Community ETV Council	2	–
Municipality	1	1
Private	1	–
Total	30	1

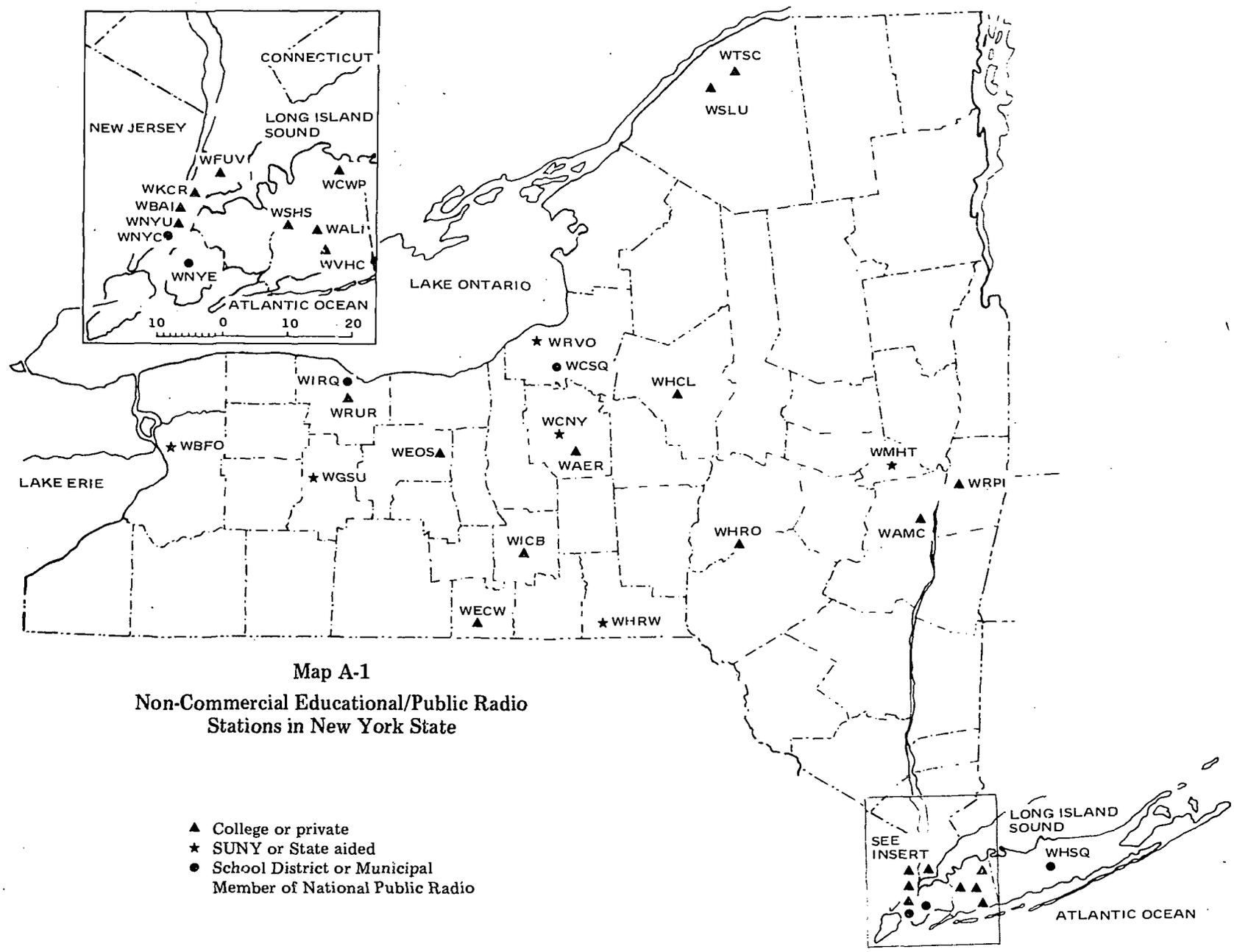
Source: Adapted from the National Association of Educational Broadcasters *1972 Telecommunications Directory*, pp. 45-46.

Current Radio Operations

The broadcasting operations and program format of the State's thirty-one educational radio stations are as varied as the uses of the medium itself. Station WBAI-FM in New York City, licensed to the private Pacifica Foundation, broadcasts programming of fine music, hard rock, drama and literature, in addition to enough controversial programming that it has been dubbed the "anarchists circus."[5] Station WAMC-FM, licensed to the Albany Medical College, broadcasts fine music, public affairs programming, and a regular scheduled series of medical education and discussion of interest to doctors through a continuing education format. It has been termed "probably the largest postgraduate classroom in the world."[6] In Buffalo, SUNY's WBFO-FM has received national recognition for its community and minority programming. The New York City Board of Education station, WNYE-FM, broadcasts probably more regular instructional programming than any other radio station on the East Coast. WNYC-FM the New York City municipal station is proud of its many live music presentations.

Within the structure of the State University, radio has been identified as capable of six separate roles: instructional, cultural, public affairs, research, entertainment and as a learning experience for students. The extent to which any of these roles has been achieved has been quite limited. The closed-circuit campus AM stations are structured as student activities with the main functions of on-campus entertainment and news. Since these stations broadcast to a limited audience, programming flexibility tends to be equally limited.

The four SUNY stations capable of broadcasting beyond their campuses are limited by physical capacities. WHRW-FM at SUNY Binghamton broadcasts with 10-watt power, and its range is restricted to the immediate vicinity. WBFO-FM at Buffalo, WRVO-FM at Oswego, and Geneseo's WGSU-FM transmit with greater power but are substantially weaker than commercial counterparts. The format of each of these stations is chiefly entertainment with the programming centering about a base of uninterrupted music. WBFO and WRVO, belong to the National Public Radio and Eastern Educational Radio networks, and thus have available a larger variety of programming than their two SUNY-FM companions.



Map A-1

Non-Commercial Educational/Public Radio Stations in New York State

▲ College or private
★ SUNY or State aided
● School District or Municipal
Member of National Public Radio

None of the SUNY-FM stations or the closed-circuit AM stations broadcast an appreciable amount of instructional programming. Yet, there has been experience with instructional radio. WNYC-FM has a daytime format of continuing instructional broadcasting, and it transmits a *High School of the Air* for home or hospital use by physically handicapped pupils. Table A-3 provides a breakdown of WNYE's instructional programming for the past two school years. It has been operating for over 34 years and its experiences could serve all of the other stations in the State. In addition, as a New York City Central School District facility, it must be considered as a recipient of indirect State funding.

Table A-3

Types of Radio Program Series
WNYE—FM

	1971-72	(%)	1972-73	(%)
For. Lang.	1	(2.1)	1	(2.1)
Health & PE	3	(6.4)	2	(4.2)
Lang./Dra./Lit.	15	(31.9)	16	(33.3)
Math	0		1	(2.1)
Music	5	(10.6)	4	(8.3)
Sci. & Env.	2	(4.3)	2	(4.2)
Soc. & Beh. Sci.	15	(31.9)	15	(31.2)
Other	6	(12.8)	7	(14.6)
Total	47		48	

Source: N.Y.C., Board of Education *Radio Manuals, 1971-1972* and *1972-1973.*

In the field of post-graduate radio instruction, the Albany Medical College's WAMC-FM is an unquestioned leader. It broadcasts post-graduate seminars, lectures and discussions to medical professionals, in addition to a schedule of music, etc. The station is also capable of utilizing a return telephone line for receiver input. WAMC-FM has served as a model for numerous instructional radio experiments particularly at the University of Wisconsin's educational radio station, WHA-FM.

WHA-FM has used a format which transmits and receives, on a talk back basis, extension lectures over a large portion of Wisconsin. Programs of continuing education for doctors, lawyers, social workers, high school students, and even 4-H Club members are broadcast in this manner. All these instructional efforts show that radio, which is considerably less expensive and more operationally flexible than television, can be used successfully as an educational medium.

At this point in time, the two ETV council radio stations must still be viewed as counterparts to their council's public television stations. Both WCNY-FM and WMHT-FM are providing uninterrupted music and public affairs, but the reasons for establishing non-commercial radio stations vary from region to region. In Buffalo, the Western New York ETV Association is interested in operating a station devoted strictly to news and public affairs, since one nationally recognized—and State supported—radio station, WBFO, currently serves the Niagara frontier. New York City's Educational Broadcasting Corporation, which owns and operates WNET/13, on the other hand, has acknowledged the City's plethora of public radio stations and thus has no plans for radio.

Of the six educational/public radio stations eligible for direct State funding, four are members of radio networks. WBFO, WRVO, WCNY, and WMHT all belong to National Public Radio (NPR)—and are eligible for aid from the Corporation for Public Broadcasting—as well as the National Association of Educational Broadcasters' National Educational Radio (NER). Both these networks serve as a source for a variety of programming. For example, NPR relays a regularly scheduled public affairs series, *All Things Considered.* Unlike television, there is no New York State radio network although the New York Network is capable of developing a separate audio capacity, should the desire for such a system develop.

Financing

Three SUNY educational radio stations receive direct State appropriations, SUNY Buffalo, Geneseo and Oswego. A fourth station, SUNY Binghamton's WHRW-FM, is totally supported by student activities money ($17,710 for 1972-73). Two operating ETV council stations are funded by their councils, with indirect State funding through the aid to ETV councils appropriation commencing during the current fiscal year (1972-73).

Of the three State supported SUNY stations, two receive funds through the Campus Educational

Communications Center while the third, WBFO-FM, is an operating unit of SUNY Buffalo's Division of Continuing Education. For the 1971-72 fiscal year, the total State costs of operating three FM stations reached $113,735. The expenses of the four SUNY-FM radio stations for fiscal 1972-73 and the previous fiscal year are shown on Table A-4.

Table A-4

SUNY--FM Radio Station Expenses

	1971-72	1972-73
WHRW-FM, Binghamton	$ 20,225*	$ 17,710*
WBFO-FM, Buffalo	55,044	70,340
WGSU-FM, Geneseo	33,057	28,690
WRVO-FM, Oswego	25,634	27,645
Total	$133,960	$134,285

*Non-State student/faculty funds

Source: SUNY Administration; Communications personnel at SUNY Binghamton, Geneseo, and Oswego.

Annual cost figures for ETV council radio facilities were not available. However, for the first seven months of its operation, WCNY-FM incurred expenses of $36,408, while WMHT-FM's expenses for its first five months amounted to $18,577. Most of these figures include direct State assistance, and like their sister television stations, council public radio stations must seek financial support from as many sources as possible.

While the 1966 Legislature authorized State capital grants to ETV councils for public television, no such authorization exists for public radio. Acting under its 1968 *Master Plan*, the State University has provided facility funding for some of its FM radio stations, but these have been the only State funded radio equipment outlays. On the federal level, however, the expanded provisions of the Educational Television Facilities Act of 1962 include equipment acquisition and/or installation grants for non-commercial radio.[7] Thus, under a matching formula in which the federal (U.S. Department of Health, Education and Welfare) share is not to exceed 75 percent, federal capital funds totaling $117,854 have been made available to two State educational/public radio stations. In addition, as of October 1972, another operating station, SUNY Buffalo's WBFO-FM and a future station, the Rochester area ETV Council's planned WXXI-FM, have applications amounting to $120,836 pending at HEW. Table A-5 shows the total Educational Broadcasting Facilities Program radio grants made to New York applicants since the program was extended to include this medium.

Table A-5

Public Radio Grants to New York State
U.S. Department of Health, Education and Welfare
Educational Broadcasting Facilities Program

Approved Grants

Date	Applicant	Station*	Amount
2/25/71	ETV Council of Central N.Y.	(WCNY-FM)	$ 95,070
6/3/71	N.Y.C. Board of Education	WNYE-FM	22,784
Total			$117,854

Grants Pending for F.Y. 1972-73

Applicant	Station*	Request	Total Project Cost
Rochester Area ETV Assn.	(WXXI-FM)	$ 95,124	$136,378
Research Foundation of S.U.N.Y.	WBFO-FM	25,712	38,570
Total		$120,836	$174,948

*Stations designated within parenthesis were not operating at the time the grant was approved.

Source: U.S. Department of Health, Education and Welfare, Office of Education, Educational Broadcasting Facilities Program, October 1972.

The Corporation for Public Broadcasting (CPB) since its 1968 activation, has provided station support grants in excess of $208,600 to seven New York educational radio stations (see Table A-6). WBFO-FM alone received $74,647. To be eligible for assistance, a station must meet certain CPB criteria, such as minimum levels of radiated power, studio facilities, professional radio staff, and operational and broadcast schedules. CPB grants are made available to eligible stations for station development, community service, production, and if necessary, emergency assistance.

Table A-6

Corporation for Public Broadcasting
Grants to NYS Educational Radio Stations
1968—1972

Station	Licensee	1968-69	1969-70	1970-71	1971-72	Total
Albany						
WAMC-FM	Univ.	--	$ 7,500	$ 7,500	--	$ 15,000
Buffalo						
WBFO-FM	SUNY	$30,440	20,855	8,352	$15,000	74,647
Canton						
WSGU-FM	Univ.	--	--	15,000	8,000	23,000
N.Y.C.						
WBAI-FM	Priv.	--	7,500	--	--	7,500
WNYC-AM&FM	Mun.	5,000	15,000	--	46,000	66,000
WRVR-FM	Priv.	--	7,500	--	--	7,500
Syracuse (Liverpool)						
WCNY-FM	Council	--	--	--	15,000	15,000
Total		$35,440	$58,355	$30,852	$84,000	$208,647

Note: WRVR-FM became a commercial station in 1971 and the Schenectady ETV Council station, WMHT-FM, went on the air in 1972, too late to qualify for a grant.

Source: Corporation for Public Broadcasting.

Finally, any station meeting the CPB grant qualifications is also eligible for membership in the national non-commercial public radio interconnection, National Public Radio (NPR), for which the Corporation is the major funding source.

Conclusion

Non-commercial radio has a 50-year history in New York State. Today this medium, like non-commercial television, operates without benefit of a statewide plan.

Two State agencies, SUNY and SED, provide a funding source for six educational radio stations. In addition, one city and four school districts support and/or operate radio stations totally independent of direct State aid or involvement.

Educational radio has demonstrated that it is capable of providing varied program services. While instructional or classroom radio has performed largely an "enrichment" function, several radio experiments have shown that the medium can serve an instructional purpose.

Despite these experiences, most of the State's population remains unexposed to educational radio. The radio goals outlined in SUNY's 1968 *Master Plan* are far from realization. For 1971-72 the New York City Board of Education budgeted $486,500 for its instructional station, WNYE-FM, while the State University for this same period was spending only slightly more than one quarter of that amount for three, of its four, "public" radio outlets. The overall State interest in educational radio's potential and development is reflected by this fiscal involvement.

In 1967, the U.S. Congress recognized that television was only part of a broadcast capacity and that if the potential of each open-circuit medium was to be achieved, non-commercial radio must be recognized as an integral part of any such program. As in the case for educational television, New York does not have a comprehensive and legislatively approved plan for the development and utilization of educational radio. Until such a comprehensive plan has been devised and accepted, educational radio will continue to be an incidental element of public and educational broadcasting in the State.

Footnotes to Appendix A

[1] Statement by New York City Mayor John F. Hylan at the dedication of WNYC, as reported in the *New York Times*, July 8, 1924, p. 7.

[2] N.Y.S., University of the State of New York, State Education Department, *Thirty-third Annual Report of the Education Department for the School Year Ending June 30, 1936, Volume 1*, Leg. Doc. (1937) No. 14, p. 76.

[3] N.Y.S., State University of New York, *Creation of the Future: Priorities of Growth and Change, The Master Plan, Revised 1968*, June 13, 1968, p. 18.

[4] *Ibid.*

[5] Susan Brandy, "A Radio Station with Real Hair, Sweat and Body Odor," *New York Times Magazine*, September 17, 1972, Section 6, p. 10.

[6] Herman W. Land Associates Inc., *The Hidden Medium: A Status Report on Educational Radio in the United States* (Report prepared for National Educational Radio, a division of the National Association of Educational Broadcasters, with the aid of a grant from the Ford Foundation), April, 1967, p. V-1.

[7] Public Broadcasting Act of 1967, Title I, P.L. 90-129; 47 USCA, Sec. 390-395, 397-399.

Appendix B

CHRONOLOGY OF EDUCATIONAL TELEVISION OPERATIONS IN NEW YORK STATE

1950

* Federal Communications Commission (FCC) announces a study of need to reserve ultra-high frequency (UHF) television channels for non-commercial educational use. * Board of Regents creates committee to study the educational uses of television. * Station WPIX in New York City offers the City air time for educational programming.

1951

* FCC proposes 209 channels (eight in NYS) be reserved for non-commercial use and requests interested parties to submit statements and exhibits. * Regents propose the establishment of a State operated 11-station ETV network and approve funds to finance presentation to FCC. * Regents plan calls for network to operate under its control with a statewide advisory committee and separate program councils for each station.

1952

* The New York State Temporary Commission on the Use of Television for Education Purposes created. * FCC issues *Sixth Report and Order*, reserving 242 UHF television channels for non-commercial educational use with 10 channels assigned to New York State. * FCC grants three stations construction permits in the State based on applications. * Regents authorize Education Commissioner to appoint Advisory Committee on Television. * FCC allocates six stations construction permits to State.

1953

* Temporary Commission issues report. Majority rejects Regents' plan, recommending further experimentation and notes "no evidence" that state-owned and operated stations were necessary. Further state that implementation of the plan would be too costly and that commercial stations could supply the time necessary for ETV programming. * Regents charter the Mohawk-Hudson Council on Educational Television as a non-profit educational corporation.

1954

* Governor Dewey recommends construction and operation of ETV stations be conducted by non-profit community corporations, chartered by the Regents as educational groups, and that a Special Coordinating Committee be appointed to manage the use of free time offered by commercial stations. * Legislation implementing the community station concept is passed and signed into law as section 236 of the Education Law. * Board of Regents charters the Metropolitan Educational Television Association in New York City.

1955

* Governor Harriman recommends further study regarding development of ETV programming. * Legislature appropriates $25,000 for ETV development. * Regents charter the Western New York ETV Association in Buffalo. * Education Commissioner appoints a Departmental Study Committee on Educational Television to examine ETV nationwide and make appropriate recommendations. * Regents recommend establishment of a pilot ETV station in Albany, evaluation of the uses of instructional television, and the creation of a permanent ETV unit in the Education Department.

1956

* Governor Harriman requests approval of funds to establish a pilot State television station in Albany, and calls for a State-local assistance program to encourage communities to develop ETV facilities. * The Temporary Study Committee on ETV reports that while other states have accomplished much in the field, no "broad design" for ETV exists in New York. * Executive Budget recommends $750,000 to implement the Governor's proposals and Legislature appropriates

$100,000 for ETV development. * Regents formally inaugurate instructional television at Albany, Brockport, and Levittown, L.I.

1957

* Legislature appropriates $200,000 for ETV experimentation and $100,000 in assistance to localities for ETV development.

1958

* Governor recommends extension of ETV experiments in schools and the approval of legislation to implement a permanent local aid program. * Regents grant charter to the Rochester Area ETV Association and establish the Regents Advisory Council on Educational Television. * Governor approves legislation enabling the Regents to contract with local councils for ETV development and operational aid, $600,000 appropriated for the program. * Regents charter the St. Lawrence ETV Council in Watertown. * Experimental closed-circuit ITV system inaugurated in eight Cortland County schools. * Experimental open-circuit "Regents Educational Television Project" begins on WPIX/11 in NYC. * Special Regents ETV Committee replaced by a permanent ETV committee.

1959

* Buffalo Council begins broadcasting over its own ETV station, WNED-TV, Channel 17. * Legislature appropriates $550,000 for ETV.

1960

* Division of Educational Communications in the Education Department reorganized to reflect its ETV role. * Governor's Committee on Higher Education recommends the broadcasting of college level courses on ETV and establishment of a statewide network for use by the State University and other institutions of higher education. * Metropolitan Educational Television Association in New York City dissolved.

1961

* Governor Rockefeller approves the establishment of a program—including grants—by which school districts and BOCES can institute ITV operation and obtain equipment with an accompanying $200,000 Local Assistance Fund appropriation * Governor signs legislation allowing counties to contribute funds to local ETV stations. * Regents charter Educational Television for the Metropolitan Area as a NYC-ETV Council (designation changed to the Educational Broadcasting Corporation in 1962). * Regents charter the Southern Tier ETV Association in Binghamton and vote to establish a special ETV fund. * Regents dissolve Advisory Council on ETV.

1962

* Channel 17,WMHT, in Schenectady commences ETV operations. * President Kennedy approves legislation providing $32 million in federal matching grants for ETV facility expansion (P.L. 87-447). * New York Telephone Company calls for long-range ETV planning and recommends interconnecting ETV facilities on a point-to-point basis for both open-circuit ETV and closed-circuit ITV systems. * Education Department consultant on Higher Education TV operations recommends full development of both ETV stations and campus ITV broadcast facilities, with all systems interconnected. This development builds on existing ETV framework, continues through four separate phases, and requires a substantially increased State capital investment. * WNDT, Channel 13 in New York City, begins non-commercial broadcasting. * FCC transfers its experimental UHF station, WUHF, Channel 31, to the New York City Municipal Broadcasting System as WNYC, Channel 31. * Board of Regents charters three new ETV councils for Syracuse, Long Island, and the Southern Finger Lakes.

1963

* Cortland Board of Education votes to discontinue ITV closed circuit experiment. * Governor approves legislation allowing Nassau County to

appropriate funds for the organization and maintenance of ETV stations and for program production.

1964

* Bureau of Mass Communications created within the Division of Educational Communications. * Mineola School District inaugurates the nation's first Instructional Television Fixed Service (ITFS) System. * Regents establish a new advisory council on ETV. * SUNY Master Plan proposes that increased use be made of "new instructional devices," including television, and that a "University-wide television network be established."

1965

* Governor Rockefeller recommends the Legislature establish a statewide ETV network. * Legislature appropriates $1,300,000 for ETV operations and grants including funds for station facilities and equipment, as well as $800,000 for long-range assistance to schools. * Legislature approves appropriation of $625,000 for the establishment of an ETV microwave network. * Education Commissioner and SUNY Chancellor suggest formal division of ETV responsibilities between the Education Department, SUNY and the local ETV councils, and also propose that the State assist only those local councils which "give solid evidence of being financially able to construct, operate and maintain" an ETV facility. * WCNY, Channel 24 in Syracuse, begins ETV broadcasting.

1966

* FCC revises its 1952 UHF reservations, with 633 channels (19 in NYS) reserved for non-commercial use. * Governor Rockefeller approves legislation allowing the Board of Regents to grant money, materials and equipment, as well as to loan equipment, to ETV councils. * SUNY Master Plan recommends the TV network be extended to a "state-wide communications system" and that a "University of the Air," offering college credit courses, be established. * WXXI, Channel 21, begins non-commercial educational broadcasting for the Rochester area.

1967

* The State contracts with New York Telephone to interconnect the five operating ETV council stations within the SUNY network. * NYC Board of Education begins broadcasting instructional programming over WNYE, Channel 25. * SUNY inaugurates the *University of the Air*. * SUNY "New York Network" begins active operations. * President Johnson approves legislation creating the Corporation for Public Broadcasting (P.L. 90-129).

1968

* Southern Tier ETV Association in Binghamton begins operating WSKG, Channel 46. * SUNY 1968 Master Plan recommends the establishment of second ETV station in major cities. * Regents grant a temporary charter to the Northeastern New York ETV Association in Plattsburgh.

1969

* WLIW, Channel 21 begins broadcasting as the Long Island community ETV station. * Special legislative appropriation of $100,000 ($25,000 direct and $75,000 matching) approved in order to keep WSKG, Channel 46 in Binghamton, from ceasing operation because of fiscal crisis. * SUNY Master Plan suggests that the possibility of using cable television systems and/or satellite stations to extend PTV coverage be explored.

1970

* Board of Regents implements rules and regulations covering the organization of "Educational Broadcast Councils and Association." * Governor proposes establishment of a program whereby the State would pay one-third of each public television station's annual operating cost. * National PTV interconnection, the Public Broadcasting Service (PBS), begins operation. * WNDT, Channel 13, and National Educational Television (NET) merged within the Educational Broadcasting Corporation. WNDT/13 redesignated WNET/13.

1971

* Legislature establishes a formula for providing grants to ETV councils to one-third of approved operating budget and requires a system of financial reporting for the 1971-72 fiscal year. * Legislature ceases funding of the Aid-to-Schools' ITV program. * Regents approve abolition of the Division of Educational Communications and other departmental ETV changes. * SUNY terminates *University of the Air.* * St. Lawrence Valley ETV Council in Watertown begins broadcasting over WNPE, Channel 16. * WNPI, Channel 18, begins operation as a satellite station of WNPE/16. * Regents approve rules and regulations covering the apportionment of 1971-72 funds to the State's ETV councils and associations.

1972

* Governor vetoes legislation to create a State "Tele-communications Learning Corporation." * President Nixon vetoes Congressional increases and two-year funding proposal for the Corporation for Public Broadcasting.

1973

* Corporation for Public Broadcasting assumes P.B.S. program decision making responsibilities. * Executive Budget proposes that ETV council's grant administration be transferred from Education Department to State University and be increased by $3.5 million to replace instructional TV assessments of local school districts. * In March, Legislature proposes: to cut $3.5 million request by $1 million; to keep ETV council aid program in Education Department but channel aid through newly created "I.T.V. councils;" and to transfer the New York Network from SUNY to the Education Department. * On April 10, the Governor vetoes the proposed transfer of the New York Network. * Re-funding of Network passed in SUNY Supplemental Budget.

Appendix C

EDUCATION DEPARTMENT
APPROVED GRANTS TO SCHOOLS FOR CLASSROOM TELEVISION
1961-1972

School District or BOCES	Project Status	State Aid Approved
Addison	Suspended	$ 10,874
Alden	Completed	3,606
Amherst	Completed	111,231
Amsterdam	Suspended	75,241
Ardsley	Completed	66,453
Arlington	Completed	83,242
Auburn	Suspended	32,060
Bainbridge-Guilford	Completed	53,906
Baldwin	Completed	149,431
Ballston Spa	Suspended	68,639
Bay Shore	Suspended	19,797
Bayport-Bluepoint	Completed	77,659
Bedford	Completed	361,975
Bemus Point	Suspended	23,384
Binghamton	Completed	145,194
Buffalo	Completed	99,744
Burnt Hills-Ballston Lake	Completed	71,480
Canajoharie	Completed	36,960
Canton	Suspended	16,743
Cassadaga	Suspended	20,212
Cato-Meridian	Suspended	8,197
Cattaraugus Co. BOCES	In Process	255,037
Cayuga Co. BOCES	Suspended	115,398
Centereach	Completed	84,149
Chappaqua	Completed	12,767
Charlotte Valley	In Process	15,839
Chatham	Suspended	13,000
Chautauqua Co. BOCES	In Process	108,543
Cheektowaga	Completed	14,741
Chenengo Valley	Suspended	4,077
Churchville	Completed	152,328
Claverack # 1	Withdrew due to district merger	3,553
Cleveland Hills	Suspended	28,616
Cohoes	Suspended	47,342
Colton-Pierrepont	Suspended	9,426
Corning	Completed	74,788
Cortland	Voluntarily withdrew	45,537
Deer Park	Suspended	19,891
Delhi	Withdrew	8,106
Downsville	Voluntarily withdrew	2,304
Draper	Completed	25,559
East Aurora	Suspended	46,715
East Greenbush	Suspended	7,666
East Rockaway	Completed	8,161
Eastchester # 1	Suspended	18,475
Eastchester # 2	Suspended	3,899
Edgemont	Suspended	53,428
Elmira	Completed	89,640
Elmont	Completed	41,395
Erie Co. BOCES	Suspended	314,743
Falconer	Suspended	47,277
Fayetteville-Manlius	Suspended	31,229
Fire Island	Completed	1,444
Fishers Island	Completed	6,130
Fort Ann	Completed	17,073
Fort Plain	Completed	29,077
Franklin Academy	Suspended	7,798
Fredonia	Suspended	26,501
Freeport	Suspended	33,499
Frontier	Suspended	45,256
General Brown	Suspended	10,504
Gilboa-Conesville	Suspended	4,658
Glens Falls	Completed	53,832
Governeur	Suspended	10,863
Great Neck	Completed	198,779
Green Island	Suspended	12,368
Greene	Completed	31,006
Hamburg	Completed	53,643
Hancock	Suspended	18,557
Harrison	Suspended	43,657
Hawthorne Cedar Knolls	Suspended	85,678
Henderson	Suspended	2,790
Hoosick Falls	Suspended	15,450
Hounsfield	Suspended	3,774
Hudson City	Completed	83,143
Hudson Falls	Completed	46,178
Hunter-Tannersville	Suspended	10,758
Huntington # 3	Suspended	48,594
Indian River	Suspended	13,229
Iroquois	Suspended	47,111
Island Park	Suspended	11,918
Islip	Suspended	92,556
Ithaca	Suspended	74,893
Jericho	Completed	45,431
Johnson City	Voluntarily withdrew	5,480
Kenmore	Completed	$ 169,774
Knox Memorial	Suspended	1,001
Lackawanna	Completed	11,128
Lafayette	Suspended	13,806
Lakeside # 14	Completed	7,574
Lansingburgh	Completed	52,818
Lawrence	Completed	81,601
Lindenhurst	Suspended	30,807
Lisbon	Suspended	10,716
Liverpool	Completed	139,255
Locust Valley	Suspended	33,663
Lynbrook	Completed	55,819
Malverne	Voluntarily withdrew	4,545
Mamaroneck	Completed	106,191
Marion	Suspended	36,814
Maryvale	Completed	21,231
Massena	Suspended	19,246
Merrick	Completed	10,188
Middleburgh	Completed	20,656
Middletown	Completed	79,432
Mineola	Completed	455,963
Moravia	Suspended	13,869
Mt. Pleasant	Suspended	11,965
Nassau Co. BOCES	In Process	430,764
New Paltz	Completed	39,539
New York City	Completed	551,059
Newark Central	Suspended	39,772
Newark Valley	Suspended	18,514
Niagara Falls	Completed	48,088
North Syracuse	Suspended	129,707
Norwood Norfolk	Suspended	18,705
Ockawamick	Completed	19,351
Ogdensburg	Suspended	6,256
Pelham	Completed	15,757
Pine Valley	Suspended	10,453
Pioneer	Suspended	7,342
Plainedge and Plainview	Completed	112,204
Pocantico Hills	Suspended	27,996
Port Byron	Suspended	9,971
Port Jefferson	Completed	64,275
Port Washington	Completed	125,839
Queensbury	Suspended	33,411
Rensselaer	Suspended	23,079
Rochester	Completed	669,469
Roxburg	Suspended	1,413
Rye	Completed	26,489
Scarsdale	Completed	90,435
Schalmont	Suspended	17,034
Schenectady	Completed	177,719
Schoharie	Completed	26,614
Scotia Glenville	Completed	82,877
Sewanhaka	Completed	104,210
Sloan	Completed	19,927
Sodus	Suspended	15,811
Somers	Suspended	7,029
South Huntington	Completed	132,992
South Kortright	Suspended	7,436
Southern Cayuga	Suspended	26,516
Southhold	Completed	3,235
Southwestern	Suspended	38,169
Spencer Van-Etten	Completed	28,681
Stamford BOCES	In Process	312,653
Stockport	Suspended	2,120
Suffolk # 3 BOCES	Completed	10,297
Syracuse	Completed	236,965
Tonawanda	Suspended	53,116
Union-Endicotte	Suspended	36,760
Union Springs	Suspended	32,859
Uniondale	Completed	28,200
Valley Stream # 13	Completed	14,565
Valley Stream # 24	Completed	40,313
Valley Stream # 30	Completed	32,751
Walkill	Completed	15,447
Washingtonville	Completed	33,058
Watertown	Suspended	20,052
Weedsport	Suspended	8,363
Westchester # 1 BOCES	Suspended	14,462
West Islip	Completed	103,029
West Seneca	Suspended	52,986
White Plains	Voluntarily withdrew	55,686
Williamsville	Completed	109,392
Windsor	Suspended	8,553
Wyandanch	Suspended	8,785
Yonkers	Completed	109,371
Yorktown Heights	Completed	76,[illegible]
Total Schools - 170		$10,443,426

Notes:
1. School Districts and BOCES identified by name.
2. Project Status:
   a. The term "Completed" means the district or BOCES has completed the five year sequence for State Aid outlined in Chapter 1.
   b. "Suspended" means the recipient was receiving State Aid but monies were suspended before the end of the five-year sequence due to lack of State funds.
   c. "In Process" means the recipient is now receiving State funds and will continue to do so depending on future legislative appropriations.
3. State Aid Approved is money approved by S.E.D. but not necessarily expended. A comparison of this total with Table 2, Chapter 2 shows that $9,488,260 was spent of the $10,443,426 approved.

Source: NYS Education Department, Division of Research and Educational Communications, August 1972.

Appendix D

TYPES OF STS SERIES – BY PTV STATION

Type	WMHT 17	WSKG 46	WNED 17	WNET 13	WXXI 21	WCNY 24	WNPE 16	WNYE 25
1971–1972								
Art & Music	6	1	6	7	3	5	4	7
Foreign Language	–	2	1	2	–	–	–	3
Health/Safety/PE	1	2	1	2	1	2	1	3
Lang./Dra./Lit.	7	5	6	10	7	6	8	11
Math	2	–	–	–	–	2	1	3
Sci./Phy./Env.	13	2	8	11	12	8	13	6
Soc. & Beh. Sci.	10	3	8	12	10	6	9	10
Other	3	6	4	7	3	3	2	8
In-Service	2	–	2	5	1	1	1	11
Total	44	21	36	56	37	33	39	62
1972–1973								
Art & Music	2	1	5	3	3	1	5	6
Foreign Language	–	–	–	1	–	–	–	3
Health/Safety/PE	2	–	2	1	1	3	1	2
Lang./Dra./Lit.	7	3	4	7	6	7	5	9
Math	–	–	–	1	–	1	–	2
Sci./Phy./Env.	9	6	9	9	10	8	11	6
Soc. & Beh. Sci.	10	5	11	12	9	8	10	12
Other	3	4	4	6	4	3	4	7
In-Service	–	–	1	–	–	2	1	14
Total	33	19	36	40	33	33	37	61

Source: PTV Station 1971-72 and 1972-73 STS Teacher Guides.

Appendix E

SOURCES OF OPERATING FUNDS FOR NYS PUBLIC TELEVISION STATIONS

Source	1968-69	1969-70	1970-71	1971-72*	1972-73 (Est.)
Albany-Schenectady, WMHT/17					
NYS	$ 229,000 (36.5)	$ 186,275 (32.9)	$ 239,768 (32.7)	$ 324,182 (40.1)	$ 298,132 (34.6)
Other Gov't.	13,250 (2.1)	37,500 (6.6)	59,250 (8.1)	59,675 (7.4)	75,425 (8.8)
Schools	156,797 (25.0)	123,805 (21.9)	126,215 (17.2)	71,989 (8.9)	60,900 (7.0)
Public	62,705 (10.0)	100,981 (17.8)	178,494 (24.3)	228,435 (28.2)	316,400 (36.7)
Other	165,672 (26.4)	117,585 (20.8)	130,206 (17.7)	124,232 (15.4)	110,900 (12.9)
Total	$ 627,424	$ 566,146	$ 733,933	$ 808,513	$ 861,757
Binghamton, WSKG/46					
NYS	$ 124,739 (52.0)	$ 175,861 (50.1)	$ 100,000 (27.0)	$ 120,000 (34.9)	$ 120,000 (38.0)
Other Gov't.	10,000 (4.2)	22,500 (6.4)	39,987 (10.8)	55,163 (16.1)	115,000 (36.4)
Schools	79,054 (33.0)	33,173 (9.5)	39,445 (10.7)	18,414 (5.4)	15,000 (4.8)
Public	10,113 (4.2)	20,631 (5.9)	33,871 (9.1)	27,964 (8.1)	46,000 (14.6)
Other	15,784 (6.6)	98,641 (28.1)	157,222 (42.4)	122,017 (35.5)	19,500 (6.2)
Total	$ 239,690	$ 350,806	$ 370,525	$ 343,558	$ 315,500
Buffalo, WNED/17					
NYS	$ 206,276 (35.4)	$ 211,856 (25.6)	$ 201,342 (20.5)	$ 321,941 (29.8)	$ 345,000 (26.4)
Other Gov't.	80,000 (13.7)	112,000 (13.6)	173,000 (17.7)	185,425 (17.1)	257,800 (19.8)
Schools	88,033 (15.1)	127,616 (15.4)	145,954 (14.9)	73,935 (6.8)	98,600 (7.6)
Public	73,926 (12.7)	235,132 (28.4)	340,281 (34.7)	386,212 (35.7)	511,000 (39.2)
Other	134,266 (23.1)	140,822 (17.0)	119,252 (12.2)	114,064 (10.6)	92,654 (7.1)
Total	$ 582,501	$ 827,428	$ 979,829	$1,081,577	$1,305,054
Garden City, WLIW/21					
NYS	$ 86,680 (33.7)	$ 162,203 (42.2)	$ 44,117 (16.4)	$ 168,050 (36.0)	$ 175,000 (34.1)
Other Gov't.	166,770 (64.8)	219,745 (57.1)	217,716 (81.1)	248,916 (53.3)	264,860 (51.5)
Schools	–	–	–	–	–
Public	3,927 (1.5)	2,567 (.7)	3,192 (1.2)	39,716 (8.5)	50,000 (9.7)
Other	–	–	3,502 (1.3)	10,544 (2.2)	24,100 (4.7)
Total	$ 257,377	$ 384,515	$ 267,527	$ 467,226	$ 513,960
New York City, WNET/13					
NYS	$ 636,000 (14.4)	$ 665,100 (14.5)	$ 761,000 (14.9)	$1,213,500 (17.7)	N.A.
Other Gov't.	70,202 (1.6)	247,105 (5.4)	407,500 (8.0)	101,375 (1.5)	N.A.
Schools	514,375 (11.7)	524,807 (11.5)	323,990 (6.3)	309,018 (4.5)	$ 300,000 (4.2)
Public	1,300,294 (29.5)	1,374,157 (30.0)	1,451,034 (28.4)	1,778,286 (25.9)	N.A.
Other	1,889,250 (42.8)	1,771,301 (38.6)	2,165,437 (42.4)	3,452,110 (50.4)	N.A.
Total	$4,410,121	$4,582,470	$5,108,961	$6,854,289	$7,147,000
New York City, WNYE/25					
NYS	–	$ 800 (.1)	–	–	–
Other Gov't.	–	10,000 (1.0)	$ 27,500 (2.5)	$ 27,500 (2.2)	$ 40,425 (4.0)
Schools (NYC)	$ 756,853 (96.5)	997,443 (95.1)	1,037,586 (95.1)	1,200,125 (95.4)	963,646 (96.0)
Public	–	–	–	–	–
Other	27,237 (3.5)	40,711 (3.9)	25,793 (2.4)	30,415 (2.4)	–
Total	$ 784,090	$1,048,954	$1,090,879	$1,258,040	$1,004,071
New York City, WNYC/31					
NYS					
Other Gov't.					
Schools		DID NOT REPLY TO QUESTIONNAIRE			
Public					
Other					
Total					
Plattsburgh, WNNE/57					
NYS**	–	$ 30,000 (61.2)	$ 30,000 (28.3)	$ 30,000 (61.3)	$ 10,000 (14.2)
Other Gov't.	–	–	–	–	–
Schools	–	–	–	–	–
Public	–	3,836 (7.8)	2,958 (2.8)	7,312 (14.9)	35 (.1)
Other	$ 2,000 (100.0)	15,170 (31.0)	73,147 (68.9)	11,651 (23.8)	60,029 (85.7)
Total	$ 2,000	$ 49,006	$ 106,105	$ 48,963	$ 70,064
Rochester, WXXI/21					
NYS	$ 214,600 (40.7)	$ 186,275 (31.6)	$ 226,000 (28.0)	$ 282,033 (29.0)	$ 285,000 (28.9)
Other Gov't.	77,500 (14.7)	97,500 (16.5)	91,000 (11.3)	111,675 (11.5)	120,000 (12.2)
Schools	91,653 (17.4)	58,223 (9.9)	69,222 (8.6)	60,295 (6.2)	45,000 (4.6)
Public	105,486 (20.0)	214,667 (36.4)	336,679 (41.6)	404,448 (41.5)	455,000 (46.2)
Other	37,650 (7.2)	32,758 (5.6)	85,635 (10.6)	115,150 (11.8)	79,600 (8.1)
Total	$ 526,889	$ 589,423	$ 808,536	$ 973,601	$ 984,600
Syracuse, WCNY/24					
NYS	$ 214,600 (29.2)	$ 186,275 (35.5)	$ 220,000 (34.3)	$ 222,775 (30.5)	$ 250,000 (31.7)
Other Gov't.	30,000 (4.1)	44,500 (8.5)	47,500 (7.4)	74,175 (10.2)	148,000 (18.9)
Schools	286,592 (39.0)	112,470 (21.4)	121,785 (19.0)	78,304 (10.7)	70,000 (8.9)
Public	44,584 (6.0)	91,675 (17.5)	148,569 (23.2)	116,531 (16.0)	210,000 (26.9)
Other	159,773 (21.7)	89,502 (17.1)	102,995 (16.1)	237,828 (32.6)	106,000 (13.6)
Total	$ 735,549	$ 524,422	$ 640,849	$ 729,613	$ 784,000
Watertown, WNPE/16, and, Norwood, WNPI/18					
NYS	$ 16,000 (34.5)	–	$ 16,600 (7.0)	$ 80,000 (29.0)	$ 100,000 (30.7)
Other Gov't.	–	–	17,500 (7.4)	71,575 (25.9)	120,000 (36.8)
Schools	30,339 (65.5)	41,122 (100.0)	72,020 (30.5)	83,692 (30.3)	90,000 (27.6)
Public	–	–	125,000 (53.0)	31,605 (11.4)	16,000 (4.9)
Other	–	–	5,000 (2.1)	9,460 (3.4)	–
Total	$ 46,339	$ 41,122	236,120	$ 276,332	$ 326,000

Note: Compiled by station fiscal year, usually July-June. NYS includes State aid from SED, SUNY, Arts underwriting, etc.; Other Gov't. includes Federal (CPB) and local gov'ts.; Schools include districts and BOCES; Public includes individual contributions, memberships, auctions, etc.; and Other covers grants & contributions from foundations, businesses, industry, designated projects & productions, etc. In-Kind contributions are also included as income.

*Station estimates for WMHT/17, WSKG/46, WNET/13 and WNYE/25; all others are audited figures
**In-Kind facility contribution by SUNY, Plattsburgh

Source: LCER *ETV Council and Station Operations Questionnaire;* ETV Council Annual Audits and 1972-73 Est. Budgets.

Appendix F

OPERATING EXPENSES OF NYS PUBLIC TELEVISION STATIONS*

Purpose	1968-69 (%)	1969-70 (%)	1970-71 (%)	1971-72 (%)**
Albany-Schenectady, WMHT/17				
Admin.	$ 66,233 (12.4)	$ 82,868 (14.9)	$ 139,534 (21.5)	$ 142,963 (19.9)
Tech. & Eng.	172,028 (32.1)	132,784 (23.9)	151,957 (23.5)	170,386 (23.7)
Programming	212,192 (39.6)	198,628 (35.8)	221,883 (34.2)	263,026 (36.5)
Dev., Prom., Etc.	82,595 (15.4)	91,471 (16.5)	124,159 (19.2)	132,447 (18.4)
Other	2,962 (.6)	48,996 (8.8)	10,135 (1.6)	11,321 (1.6)
Total	$ 536,010	$ 554,747	$ 647,668	$ 720,143
Per. Serv. Only	$ 341,624 (63.7)	$ 340,233 (61.3)	$ 387,476 (59.8)	$ 433,809 (60.2)
Binghamton, WSKG/46				
Admin.	$ 171,837 (25.1)	$ 116,832 (33.9)	$ 58,279 (28.2)	$ 112,392 (45.3)
Tech. & Eng.	144,068 (21.0)	61,430 (17.8)	65,634 (31.8)	71,904 (28.9)
Programming	160,108 (23.4)	37,571 (10.9)	71,136 (34.4)	36,179 (14.6)
Dev., Prom., Etc.	–	–	11,504 (5.6)	27,735 (11.2)
Other	–	–	–	–
Total	$ 684,578	$ 344,903	$ 206,553	$ 248,210
Per. Serv. Only	$ 163,640 (23.9)	$ 46,268 (13.4)	$ 56,581 (27.4)	$ 75,657 (30.5)
Buffalo, WNEO/17				
Admin.	$ 89,594 (8.6)	$ 99,243 (14.4)	$ 114,978 (14.2)	$ 177,872 (13.8)
Tech. & Eng.	147,525 (13.9)	167,297 (24.3)	206,721 (25.6)	209,519 (24.4)
Programming	200,457 (19.1)	222,818 (32.4)	256,774 (31.8)	258,874 (30.2)
Dev., Prom., Etc.	86,629 (8.3)	139,415 (20.3)	186,463 (23.1)	210,799 (24.6)
Other	525,033 (50.1)	58,844 (8.6)	42,937 (5.3)	–
Total	$1,047,238	$ 687,617	$ 807,873	$ 857,064
Per. Serv. Only	$ 291,600 (27.8)	$ 328,900 (47.8)	$ 401,221 (49.7)	$ 447,005 (52.2)
Garden City, WLIW/21				
Admin.	$ 69,412 (35.0)	$ 53,136 (22.6)	$ 58,983 (17.1)	$ 66,069 (17.5)
Tech. & Eng.	60,314 (30.4)	94,338 (40.0)	110,587 (32.1)	80,172 (21.3)
Programming	50,736 (25.6)	55,979 (23.8)	103,829 (30.1)	147,047 (39.0)
Dev., Prom., Etc.	17,929 (9.0)	32,975 (13.6)	71,096 (20.6)	83,812 (22.2)
Other	–	–	–	–
Total	$ 198,391	$ 235,528	$ 344,495	$ 377,100
Per. Serv. Only	$ 112,216 (56.6)	$ 150,826 (64.0)	$ 200,212 (58.1)	$ 250,920 66.5)
New York City, WNET/13				
Admin.	$ 543,612 (12.9)	$ 689,174 (15.6)	$ 558,104 (10.7)	$1,158,381 (15.2)
Tech. & Eng.	1,367,867 (32.5)	1,429,206 (32.2)	1,943,842 (37.1)	1,637,777 (21.4)
Programming	1,605,134 (38.2)	1,495,583 (33.7)	1,817,574 (34.7)	3,730,866 (48.8)
Dev., Prom., Etc.	687,281 (16.4)	817,817 (18.5)	919,461 (17.5)	1,116,240 (14.6)
Other	–	–	–	–
Total	$4,203,894	$4,431,580	$5,238,918	$7,643,264
Per. Serv. Only	$2,663,265 (63.4)	$2,808,256 (63.3)	$3,361,400 (64.2)	$4,051,711 (53.0)
New York City, WNYE/25				
Admin	$ 119,919 (15.5)	$ 136,616 (13.1)	$ 124,867 (11.6)	$ 251,329 (20.1)
Tech. & Eng.	176,536 (22.7)	172,675 (16.5)	190,998 (17.7)	229,870 (18.3)
Programming	479,309 (61.8)	517,094 (49.4)	540,566 (50.1)	549,593 (43.9)
Dev., Prom., Etc	–	–	2,246 (.2)	2,246 (.2)
Other	–	220,000 (21.0)	220,000 (20.4)	220,000 (17.6)
Total	$ 775,764	$1,046,385	$1,078,677	$1,253,038
Per. Serv. Only	$ 628,202 (81.0)	$ 666,528 (63.7)	$ 737,414 (68.4)	$ 912,953 (72.9)
New York City, WNYC/31				
Admin.				
Tech. & Eng.				
Programming	DID NOT REPLY TO QUESTIONNAIRE			
Dev., Prom., Etc				
Other				
Total				
Per. Serv. Only				
Plattsburgh, WNNE/57				
Admin.	–	$ 5,061 (82.9)	$ 20,425 (78.4)	$ 25,838 (99.5)
Tech. & Eng.	–	1,042 (17.1)	5,641 (21.6)	–
Programming	–	–	–	100 (.4)
Dev., Prom., Etc.	–	–	–	26 (.1)
Other	–	–	–	–
Total	–	$ 6,103	$ 26,066	$ 25,964
Per. Serv. Only	–	$ 4,480 (73.4)	$ 17,395 (66.7)	$ 13,767 (53.0)
Rochester, WXXI/21				
Admin.	$ 107,502 (19.6)	$ 105,395 (16.4)	$ 120,210 (17.7)	$ 122,849 (15.1)
Tech. & Eng.	187,062 (34.1)	182,192 (28.3)	212,627 (31.4)	257,815 (31.8)
Programming	197,623 (36.0)	184,196 (28.7)	227,865 (33.6)	276,285 (34.1)
Dev., Prom., Etc.	39,979 (7.3)	56,049 (8.7)	102,777 (15.2)	154,454 (19.0)
Other	17,009 (3.1)	114,869 (17.9)	14,490 (2.1)	–
Total	$ 549,175	$ 642,701	$ 677,969	$ 811,403
Per. Serv. Only	$ 315,673 (57.5)	$ 328,545 (51.1)	$ 370,034 (54.6)	$ 471,694 (51.5)
Syracuse, WCNY/24				
Admin.	$ 142,524 (23.8)	$ 118,469 (21.5)	$ 127,457 (21.8)	$ 133,240 (18.1)
Tech. & Eng.	178,715 (29.8)	170,963 (31.3)	173,405 (29.6)	216,277 (29.3)
Programming	230,050 (38.4)	175,029 (31.9)	196,677 (33.6)	193,870 (26.3)
Dev., Prom., Etc.	47,612 (8.0)	85,134 (15.5)	87,712 (15.0)	108,669 (14.7)
Other	–	–	–	86,000 (11.6)
Total	$ 598,901	$ 549,595	$ 585,251	$ 738,056
Per. Serv. Only	$ 341,683 (57.1)	$ 326,580 (59.4)	$ 361,537 (61.8)	$ 400,311 (54.2)
Watertown, WNPE/16				
Admin.	$ 28,842 (59.0)	$ 40,636 (74.1)	$ 76,013 (67.7)	$ 110,215 (41.9)
Tech. & Eng.	–	–	11,405 (10.2)	77,092 (29.3)
Programming	15,925 (32.6)	11,680 (21.3)	21,978 (19.6)	57,253 (21.7)
Dev., Prom., Etc.	–	351 (.6)	2,809 (2.5)	18,658 (7.1)
Other	4,123 (8.4)	2,157 (3.9)	–	–
Total	$ 48,890	$ 54,824	$ 112,205	$ 263,218
	$ 13,731 (28.1)	$ 22,818 (41.6)	$ 57,346 (51.1)	$ 111,256 (42.3)

*Compiled by station fiscal year, usually July-June. Figures do not include depreciation costs.

**Station estimates for WMHT/17, WSKG/46, WNET/13, WNYE/25; all others are audited figures.

Source: LCER *ETV Council and Station Operations Questionnaire;* ETV Council Annual Audits and 1972-73 Estimated Budgets.

Appendix G

PUBLIC TELEVISION GRANTS TO NEW YORK STATE; U.S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE; EDUCATIONAL BROADCASTING FACILITIES PROGRAMS

Approved Grants

Date	Applicant	Station*	Amount
7/64	Mohawk-Hudson Council on ETV	WMHT/17	$ 163,626
11/64	N.Y.C. Board of Education	(WNYE/25)	381,707
8/65	ETV Council of Central N.Y.	(WCNY/24)	300,000
5/66	Rochester Area ETV Assn.	(WXXI/21)	154,667
6/70	Northeastern N.Y. ETV Assn.	(WNNE/57)	185,506
4/71	ETV Council of Central N.Y.	WCNY/24	379,500
4/71	Mohawk-Hudson Council on ETV	WMHT/17	400,575
9/71	Rochester Area ETV Assn.	WXXI/21	304,651
3/72	Long Island ETV Council	WLIW/21	138,900
10/72	Southern Tier ETV Assn.	WSKG/46	285,593**
10/72	Western N.Y. ETV Assn.	WNED/17	178,614
Total, 1964-1972			$2,873,339

Grants Pending for F.Y. 1972-73

Applicant	Station	Request
Educational Broadcasting Corp.	WNET/13	$ 546,187
Mohawk-Hudson Council on ETV	WMHT/17	355,500
Long Island ETV Council	WLIW/21	367,800
Total Pending		$1,269,487

*Stations designated within parenthesis were not operating at the time of the grant was approved.
**Applicant also received an ARC grant of $38,666 for a total Federal award entitlement of $324,259.

Source: U.S. Department of Health, Education and Welfare, Office of Education, Educational Broadcasting Facilities Program, October 1972.

Appendix H

LOCAL GOVERNMENT CONTRIBUTIONS TO PTV STATIONS 1970 – 1973

Station	Local Gov't.	1970-71	1971-72	1972-73 (Est.)
WMHT/17	Albany Co.	–	–	$ 5,000
	Renssalaer Co.	$ 15,000	$ 7,500	15,000
	Schenectady Co.	21,750	11,750	15,000
	Total	36,750	19,250	35,000
WSKG/46	Broome Co.	22,462	21,339	25,000
WNED/17	Erie Co.	130,000	145,000	160,000
WLIW/21	Nassau Co.*	150,000	150,000	150,000
WNET/13	N.Y.C. – Bd. of Ed.	220,000	–	–
WXXI/21	City of Rochester	15,000	15,000	15,000
	Livingston Co.	–	2,500	2,500
	Monroe Co.	42,500	42,500	40,000
	Ontario Co.	5,000	5,000	5,000
	Wayne Co.	6,000	6,700	7,500
	Total	68,500	71,700	70,000
WCNY/24	Onondaga Co.	25,000	26,250	35,000
WNPE/16	Jefferson Co.	10,000	12,000	12,000
	Lewis Co.	–	1,500	3,000
	St. Lawrence Co.	12,500	7,500	2,500
	Total	22,500	21,000	17,500
Total to Councils		$690,212	$454,539	$492,500

*Excluding donated facilities and space.

Source: LCER ETV *Council and Station Operations Questionnaire;* ETV Council Annual Audits.

Appendix I

FORD FOUNDATION GRANTS FOR PUBLIC TELEVISION TO NYS GROUPS 1959 – 1972

Year*	Organization	Purpose**	Amount	Total
1959-60	Mohawk-Hudson Council on ETV	A	$ 33,550	$ 33,550
1960-61	ETV for the Metropolitan Area	A	$2,100,000	$2,100,000
1961-62	Educational Broadcasting Corp. (EBC)	A	$2,994,000	$2,994,000
1964-65	EBC – WNDT/13	S	$ 500,000	$ 500,000
1965-66	EBC – WNDT/13	S	$1,000,000	
	Mohawk-Hudson Council on ETV – WMHT/17	S	50,000	
	Western N.Y. ETV Assn. – WNED/17	S	205,070	
	Total		$1,255,070	$1,255,070
1966-67	EBC – WNDT/13	SP	$1,825,000	
	EBC – WNDT/13	S	500,000	
	ETV Council of Central N.Y. – WCNY/24	S	378,124	
	Mohawk-Hudson Council on ETV – WMHT/17		158,419	
	Rochester Area ETV Assn. – WXXI/21	S	127,258	
	Western N.Y. ETV Assn. – WNED/17	S	98,619	
	Total		$3,087,420	$3,087,420
1967-68	EBC – WNDT/13	P	$ 75,000	
	EBC – WNDT/13	P	631,000	
	EBC – WNDT/13	S	500,000	
	ETV Council of Central N.Y. – WCNY/24	S	109,202	
	Mohawk-Hudson Council on ETV – WMHT/17	S	69,266	
	Rochester Area ETV Assn. – WXXI/21	S	107,150	
	Western N.Y. ETV Assn. – WNED/17	S	64,533	
	Total		$1,556,151	$1,556,151
1968-69	EBC – WNDT/13	P	$ 666,100	$ 666,100
1969-70	EBC – WNDT/13	SP	$ 475,000	$ 475,000
1970-71	EBC	O	$ 49,100	
	EBC	NP	520,000	
	EBC – WNDT/13	P	1,200,000	
	EBC	NP	8,000,000	
	Total		$9,769,100	$9,769,100
1971-72	EBC – WNET/13	NP	$4,040,000	
	EBC – WNET/13	SP	2,000,000	
	EBC – WNET/13	P	100,000	
	EBC – WNET/13	O	2,250,000	
	Total		$8,390,000	$8,390,000
Grand Total, 1959-1972				$30,826,391

*October 1 – September 30.
**Key: A - Station Activation
NP - National Production
O - Other
P - Production and Programming
S - Station Support (Matching)
SP - Special Programming

Source: Ford Foundation, *Annual Reports, 1960-1972*; Correspondence with LCER staff.

Appendix J

LIST OF VISITS AND INTERVIEWS BY LCER STAFF

Agency or Organization	Contact
Albany Medical College (WAMC-FM), Albany	General Manager
Burnt Hills-Ballston Lake School District, Ballston Lake	Chairman, School District Libraries
Cattaraugus, Erie, Wyoming County BOCES, Little Valley	Assistant District Superintendent
Cayuga County BOCES, Auburn	Director of Educational Communications
Chautauqua County BOCES, Fredonia	Director, Educational Technology and Communications Division
Corporation for Public Broadcasting, New York City	Director of Educational Programs; Director of Media Relations
Cortland-Madison County BOCES, Cortland	District Superintendent of Schools; Audio-Visual Aids Coordinator
Education Department, Albany	Executive Deputy Commissioner; Director of Long-Range Planning; Associate Commissioner for Cultural Education; Director, Division of Research and Educational Communications; Director, Division of Finance; Chief, Bureau of Mass Communications; Supervisor of ETV; Associates in ETV
Educational Broadcasting Corporation (WNET/13), New York City	Vice President and Managing Director; Manager of Program Planning; Director, Education Division; Associate Director, Education Division
Educational Broadcasting Facilities Program (U.S. Office of Education), Washington	Director*
Erie County BOCES #1, Buffalo	Educational Media Consultant
ETV Council of Central New York (WCNY/24 and WCNY-FM), Liverpool	Comptroller; Director of Instructional Services
Instructional Television Center, Roman Catholic Archdiocese of New York, Yonkers	Director of Instructional Television; Program Director; School Coordinator
Lewis, Jefferson, St. Lawrence County BOCES, Watertown	Director of Television Service
Long Island ETV Council (WLIW/21), Garden City	President, Board of Trustees; Treasurer; Program Manager; Director of Community Relations
Mineola Public Schools, Mineola	Director of Communications
Mohawk-Hudson Council on ETV (WMHT/17-WMHT-FM), Schenectady	President and General Manager; Vice President; Manager of School Services
Nassau County BOCES, Jericho	Manager, Communications Services Department
New York City Municipal Broadcasting System (WNYC/31, WNYC-AM and FM), New York City	Director; TV Production Manager; Radio Program Director
New York City Board of Education (WNYE/25), Brooklyn	Acting Director of Broadcasting

Appendix J (Cont'd)

Agency or Organization	Contact
Northeast New York ETV Association, Plattsburgh	President, Board of Trustees; Executive Director; General Manager
Office of General Services, Albany	Director, Division of Communications; Chief, Bureau of Intercity and Special Communications Services
Rochester Area ETV Association (WXXI/21), Rochester	President and General Manager; Program Manager; School Relations Director
St. Lawrence Valley ETV Council (WNPE/16 and WNPI/18), Watertown	General Manager
Schenectady City School District, Schenectady	Director of Audio-Visual Aids
Southern Tier ETV Association (WSKG/46), Endwell	General Manager; Office Manager
SUNY — Central Administration, Albany	Deputy to the Chancellor for Governmental Relations; Assistant Vice Chancellor for Academic Affairs; Associate for Educational Communications; Former Director, University of the Air
SUNY — New York Network, Albany and New York City	Manager of Operations; Manager of TV Engineering; Director of Operations; ETV Assistant (Business Manager)
SUNY, Albany	Director of Educational Communications
SUNY, Brockport	Director, Educational Communications Center
SUNY, Fredonia	Vice President for Academic Affairs; Director, Educational Communications Center; Director, Office of Instructional Resources; Chief Engineer
SUNY, New Paltz	Coordinator of Television; Coordinator of Media Services
SUNY, Oswego	Director of Learning Resources; Producer-Director
SUNY, Plattsburgh	Director of Instructional Resources
SUNY, Upstate Medical Center, Syracuse	Assistant Director; Producer-Director; Chief Engineer
Syracuse City School District, Syracuse	Associate for Instructional Resources
Western New York ETV Association (WNED/17), Buffalo	President and General Manager, Director of ITV
Yorktown Heights Central School District; Yorktown Heights	Director of Communications

*Interview conducted by telephone, data secured by mail.

Appendix K

AGENCY RESPONSE

State University of New York
99 Washington Avenue
Albany, New York 12210

Office of the Chancellor

COPY

April 12, 1973

Dr. Troy R. Westmeyer, Director
Legislative Commission on Expenditure Review
111 Washington Avenue
Albany, New York 12210

Dear Dr. Westmeyer:

We've reviewed the draft copy of your study Educational Television in New York State. The thoroughness with which you conducted this comprehensive study is to be commended.

We're pleased with the information presented, which reflects a continually increasing use of television by students and faculty at our campuses, and we envision using this report to direct us in broadening the effect of such use while increasing its quality.

The utilization difficulties indicated in the report are both real and highly complex. We've previously instituted actions directed at the resolution of such issues: programs aimed at the improvement of undergraduate instruction and the importance of excellence in teaching have recently been implemented, and the copyright problem is being studied by a University committee. The finance dilemmas posed relate to many contributing factors of national scope. The President's National Commission on the Financing of Postsecondary Education, of which I'm a member, is keenly interested in such problems, and within State University we're working diligently to overcome these difficulties.

The objective and professional manner in which your study was conducted will be beneficial to all concerned, and I'm most appreciative.

Cordially,

Ernest L. Boyer

PROGRAM AUDITS OF THE LEGISLATIVE COMMISSION ON EXPENDITURE REVIEW

1.2.71 Manpower Training in New York State, February 16, 1971, 135 pp., *Summary*, 12 pp., (out of print).

2.2.71 Narcotic Drug Control in New York State, April 7, 1971, 121 pp., *Summary*, 16 pp.

3.1.71 Fish and Wildlife Research in New York State, June 24, 1971, 48 pp., Summary included 2 pp.

4.1.71 Marital Conciliation in New York State Supreme Court, August 16, 1971, 31 pp., Summary included 1 p.

5.2.71 Construction of Dormitories and Other University Facilities, December 1, 1971, 81 pp., *Summary*, 17 pp.

1.1.72 Office Space for New York State, January 17, 1972, 97 pp., Summary included 8 pp.

2.1.72 State Supplied Housing for Employees, February 11, 1972, 40 pp., Summary included 3 pp.

3.1.72 Middle Income Subsidized Housing in New York State, February 29, 1972, 58 pp., Summary included 9 pp.

4.1.72 New York State Criminal Justice Information System, March 17, 1972, 70 pp., Summary included 6 pp.

5.1.72 New York State Division for Youth Programs. April 21, 1972, 64 pp., Summary included 2 pp.

6.1.72 Snow and Ice Control in New York State, May 31, 1972, 35 pp., Summary included 1 p.

7.1.72 Urban Education Evaluation Reports for the Legislature, June 30, 1972, 30 pp., Summary included 2 pp.

8.1.72 The Role of the Design and Construction Group in the New York State Construction Program, July 7, 1972, 41 pp., Summary included 8 pp.

9.1.72 Consumer Food Health Protection Services, August 17 1972, 68 pp., Summary included 4 pp.

10.1.72 Milk Consumer Protection Programs, September 15, 1972, 64 pp., Summary included 4 pp.

11.1.72 State University Construction Fund Program, October 5, 1972, 99 pp., Summary included 7 pp.

1.1.73 Surplus and Unused Land in New York State, January 15, 1973, 67 pp., Summary included 4 pp.

2.1.73 Evaluation of Two Year Public College Trends, 1966-71, April 2, 1973, 78 pp., Summary included 7 pp.

3.1.73 Educational Television in New York State, July 6, 1973, pp., Summary included 7 pp.

Legislative Commission on Expenditure Review
111 Washington Avenue
Albany, New York 12210

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