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ABSTRACT

This text contains the transcripts of five days of hearings before the House of Representatives' Subcommittee on Communications, and it includes the texts of thirty-five statements and a substantial amount of additional material introduced for the record. The subject of the hearings was the extent and form of government subsidies to public broadcasting. These issues are contained in HR 4563, The Public Broadcasting Act of 1975. (EMH)

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LONG-RANGE FINANCING FOR PUBLIC BROADCASTING

HEARINGS BEFORE THE SUBCOMMITTEE ON COMMUNICATIONS OF THE COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE HOUSE OF REPRESENTATIVES NINETY-FOURTH CONGRESS

FIRST SESSION

ON

H.R. 4563

A BILL TO AMEND CERTAIN PROVISIONS OF THE COMMUNICATIONS ACT OF 1934 TO PROVIDE LONG-TERM FINANCING FOR THE CORPORATION FOR PUBLIC BROADCASTING, AND FOR OTHER PURPOSES

APRIL 8, 9, 10, 14, AND 22, 1975

Serial No. 94-34

Printed for the use of the Committee on Interstate and Foreign Commerce

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EDUCATION & WELFARE
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WASHINGTON : 1975

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 - Higgins, Tim, U.S. National Student Association delegate.
 - McMahon, Mrs. Nancy, chairperson, Education Committee, and American Council for Better Broadcasts.
 - Price, Mrs. Yvonne, vice chairperson, and NAACP representative, Leadership Conference on Civil Rights.
 - Sullivan, John, Ph.D., vice chairperson, and director of instruction and professional development, National Education Association.
- American Federation of Television and Radio Artists and Actors, Sanford Wolff, executive secretary.
- Association of Public Radio Stations, Matthew B. Coffey, president.
- Committee for Economic Development, Sol Hurwitz.
- Corporation for Public Broadcasting:
- Anderson, Dr. Gloria, director.
 - Benjamin, Robert S., chairman of the board.
 - Hughes, Joseph, director, and chairman, Task Force on Long-Range Funding.
 - Loomis, Henry, president.
 - Posner, Ben, Ph. D., vice president, finance, and treasurer.
- Council of AFL-CIO Unions for Professional Employees, Jack Goldner, executive secretary.
- Federal Communications Commission:
- Higgins, Chester, special assistant to Commissioner Hooks.
 - Hooks, Benjamin L., Commissioner.
- Greater Washington Educational Telecommunications Association, Inc., Sidney James, chairman.
- Maryland Center for Public Broadcasting, Leonard Rosenberg, chairman.
- National Association of Educational Broadcasters, William G. Harley, president.
- National Black Media Coalition, Pluria Marshall, Washington representative.
- National Organization for Women:
- Bonk, Kathy, national media task force coordinator.
 - Irwin, Cathy, national vice president for public relations.
- National Public Radio, Lee C. Frischknecht, president.
- Office of Telecommunications Policy, Executive Office of the President:
- Eger, John, Acting Director.
 - Goldberg, Henry, General Counsel.
 - Griffith, Ralph, Assistant to Director.
 - Loftus, John, aide.
 - Sheppard, Col. Charles, military aide.
- National University Extension Association, Robert J. Pitchell, Ph. D., executive director.
- Public Broadcasting Service:
- Gunn, Hartford N., Jr., president.
 - Rogers, Ralph, chairman of the board.

LONG-RANGE FINANCING FOR PUBLIC BROADCASTING

TUESDAY, APRIL 8, 1975

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COMMUNICATIONS,
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Torbert H. Macdonald, chairman, presiding.

Mr. MACDONALD. The hearing will come to order.

This morning the Subcommittee on Communications begins its hearings on the subject of long-range financing for public broadcasting.

Although we have only one piece of legislation before us, the Administration bill H.R. 4563, introduced by the chairman and the ranking Republican of the full committee, by request, the subcommittee is well aware of the recent action taken by the Senate Commerce Committee in reporting similar legislation with higher Federal ceiling limits. I am certain that much of the testimony we will hear today will attempt to justify those higher ceilings.

Before we begin, I would like to say just a brief word about the background of this legislation. In 1967, the recommendations on public broadcasting made by the Carnegie Commission led to the Public Broadcasting Act of 1967. It was this legislation which had its beginnings in this subcommittee which more or less is responsible for the rapid development of public broadcasting which has taken place over the last 7 years. Many of you before me know that that subject has had its ups and downs in the mean time.

However, one recommendation made by the Carnegie Commission was not implemented since 1967 and that recommendation was for a procedure of insulated funding, which, and I quote, "would free the corporation to the highest degree from the annual governmental budgeting and appropriations procedures."

The Carnegie Commission report further emphasized that "the goal we seek is an instrument for the free communication of ideas in a free society."

Thus, the long-range financing concept which is embodied in the legislation before this subcommittee today represents a step toward completing that unfinished business of 1967. To be quite perfectly frank, I had not envisioned the Government being that highly relied upon for the long-range financing. It is a fact of life that it is.

We will be considering, during the course of these hearings, the question of whether public broadcasting deserves to embark on such

an innovative journey. There are considerable sums of money involved in the proposed 5-year authorization and appropriation which is embodied in the legislation we will be considering today.

H.R. 4563 provides for the expenditure of up to \$453 million in Federal funds over the next 5 years. The amounts in the Senate bill total \$634 million in Federal funds over the next 5 years. Either of these figures represent a substantial Federal commitment which the Congress is being asked to make at a time of serious economic problems and at a time when every dollar that the Congress is asked to expend should be and will be carefully justified and subject to criticism by those who have really no interest in the subject matter for which Congress has appropriated the funds.

I am not trying to, by any stretch of the imagination, say it is confined solely to public broadcasting. However, there is a feature of this legislation which sets it apart from normal spending programs approved by the Congress and that is the provision not \$1 of Federal funds be expended until public broadcasting has, on its own initiative, raised \$2½ from non-Federal sources. This means that the levels of Federal contributions which we set in this legislation must be sufficient to provide an incentive for public broadcasting to come up with a greater portion of its budget from sources other than the Federal Government.

I feel that this is the commendable approach, although I will want to examine, and I am sure the members of the subcommittee will also, in some detail, how this matching system would operate or does operate.

These will be, in my judgment, important hearings for this, once again, in my judgment, not in the judgment of everybody within the Congress, is an important piece of legislation. In the coming days we will hear from many witnesses who are dissatisfied with the progress that public broadcasting has made in the areas of minority programming and minority staffing and in developing its own quality programming. It is important that these problems be aired during these hearings so that everyone who supports the concept of public broadcasting will have an opportunity to help translate that concept into a long-awaited reality.

[The text of H.R. 4563 follows:]

3
H. R. 4563

IN THE HOUSE OF REPRESENTATIVES

MARCH 10, 1975

Mr. STAGGERS (for himself and Mr. DEVINE) introduced the following bill:
which was referred to the Committee on Interstate and Foreign Commerce

A BILL

To amend certain provisions of the Communications Act of 1934
to provide long-term financing for the Corporation for Public
Broadcasting and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled*
3 That this Act may be cited as the "Public Broadcasting
4 Financing Act of 1975".

5 SECTION 1. Subsection 396 (k) of the Communications
6 Act of 1934 is amended by inserting, after paragraph (2),
7 the following paragraphs:

8 " (3) There is hereby established in the Treasury a fund
9 which shall be known as the 'Public Broadcasting Fund,'
10 administered by the Secretary of the Treasury. There are au-

1 thORIZED to be appropriated to said Fund for each of the fiscal
2 years during the period beginning July 1, 1975, and ending
3 September 30, 1980, an amount equal to 40 per centum of
4 the total amount of non-Federal financial support received
5 by public broadcasting entities during the fiscal year second
6 preceding each such fiscal year, and for the period July 1,
7 1976 through September 30, 1976 an amount equal to 10
8 per centum of the total amount of non-Federal financial sup-
9 port received by public broadcasting entities during the fiscal
10 year ending June 30, 1975: *Provided, however,* That the
11 amount so appropriated shall not exceed \$70,000,000 for the
12 fiscal year ending June 30, 1976; \$17,500,000 for the pe-
13 riod July 1, 1976 through September 30, 1976; \$80,000,-
14 000 for the fiscal year ending September 30, 1977; \$90,-
15 000,000 for the fiscal year ending September 30, 1978;
16 \$95,000,000 for the fiscal year ending September 30, 1979;
17 and \$100,000,000 for the fiscal year ending September 30,
18 1980.

19 " (4) There are hereby appropriated to the Public
20 Broadcasting Fund, out of any moneys in the Treasury not
21 otherwise appropriated, for each of the fiscal years during
22 the period beginning July 1, 1975, and ending Septem-
23 ber 30, 1980, and for the period July 1, 1976 through
24 tember 30, 1976, such amounts as are authorized to be ap-
25 propriated by paragraph (3) of this subsection, which shall

1 remain available until expended. Such funds shall be used
2 solely for the expenses of the Corporation. The Corporation
3 shall determine the amount of non-Federal financial support
4 received by public broadcasting entities during each of the
5 fiscal years indicated in paragraph (3) of this subsection for
6 the purpose of determining the amount of each authorization.
7 and shall certify such amount to the Secretary of the Treas-
8 ury. Upon receipt of such certification, the Secretary of the
9 Treasury shall disburse from the Public Broadcasting Fund
10 the amount appropriated to the Fund for each of the fiscal
11 years and for the period July 1, 1976 through September 30,
12 1976 pursuant to the provisions of this subsection.

13 “(5) The Corporation shall reserve for distribution
14 among the licensees and permittees of noncommercial edu-
15 cational broadcast stations that are on-the-air an amount
16 equal to not less than 40 per centum of the funds disbursed
17 to the Corporation from the Public Broadcasting Fund dur-
18 ing the period July 1, 1975, through September 30, 1976,
19 and in each fiscal year in which the amount disbursed is
20 \$70,000,000 or more but less than \$90,000,000; not less
21 than 45 per centum in each fiscal year in which the amount
22 disbursed is \$90,000,000 or more but less than \$100,000,
23 000; and not less than 50 per centum in each fiscal year in
24 which the amount disbursed is \$100,000,000.

1 “(6) The Corporation shall, after consultation with
2 licensees and permittees of noncommercial educational broad-
3 cast stations that are on-the-air, establish, and review annu-
4 ally, criteria and conditions regarding the distribution of
5 funds reserved pursuant to paragraph (3) of this subsection,
6 as set forth below:

7 “(A) The total amount of funds shall be divided
8 into two portions, one to be distributed among radio sta-
9 tions, and one to be distributed among television sta-
10 tions. The Corporation shall make a basic grant from
11 the portion reserved for television stations to each li-
12 censee and permittee of a noncommercial educational
13 television station that is on-the-air. The balance of the
14 portion reserved for television stations and the total por-
15 tion reserved for radio stations shall be distributed to
16 licensees and permittees of such stations in accordance
17 with eligibility criteria that promote the public interest
18 in noncommercial educational broadcasting, and on the
19 basis of a formula designed to:

20 “(i) provide for the financial need and require-
21 ments of stations in relation to the communities and
22 audiences such stations undertake to serve;

23 “(ii) maintain existing, and stimulate new,
24 sources of non-Federal financial support for stations

1 by providing incentives for increases in such sup-
2 port; and

3 " (iii) assure that each eligible licensee and per-
4 mittee of a noncommercial educational radio station
5 receives a basic grant.

6 " (B) No distribution of funds pursuant to this sub-
7 section shall exceed, in any fiscal year, one-half of a
8 licensee's or permittee's total non-Federal financial sup-
9 port during the fiscal year second preceding the fiscal
10 year in which such distribution is made.

11 " (7) Funds distributed pursuant to this subsection may
12 be used at the discretion of stations for purposes related to
13 the provision of educational television and radio program-
14 ing, including but not limited to: producing, acquiring,
15 broadcasting, or otherwise disseminating educational televi-
16 sion or radio programs; procuring national or regional pro-
17 gram distribution services that make educational television
18 or radio programs available for broadcast or other dissemina-
19 tion at times chosen by stations; acquiring, replacing, and
20 maintaining facilities, and real property used with facilities,
21 for the production, broadcast, or other dissemination of edu-
22 cational television and radio programs; developing and using
23 nonbroadcast communications technologies for educational
24 television or radio programming purposes."

1 SEC. 2. Subsection 396 (g) (2) (H) of the Communica-
2 tions Act of 1934 is amended by deleting the period after
3 the word "broadcasting" and inserting the following: "and
4 the use of nonbroadcast communications technologies for the
5 dissemination of educational television or radio programs."

6 SEC. 3. Subsection 396 (i) of the Communications Act
7 of 1934 is amended by inserting after the word "appropri-
8 ate" the following sentence: "The officers and directors of
9 the Corporation shall be available to testify annually before
10 appropriate committees of the Congress with respect to such
11 report and with respect to the report of any audit made by
12 the Comptroller General pursuant to subsection 396 (1)."

13 SEC. 4. Section 397 of the Communications Act of 1934
14 is amended by inserting, after paragraph (9), the following
15 paragraphs:

16 "(10) The term 'non-Federal financial support' means
17 the total value of cash and the fair market value of property
18 and services (except for personal services of volunteers)
19 received—

20 "(A) as gifts, grants, bequests, donations, or other
21 contributions for the construction or operation of non-
22 commercial educational broadcast stations, or for the
23 production, acquisition, distribution, or dissemination of
24 educational television or radio programs, and related
25 activities, from any source other than (i) the United

1 States or any agency or establishment thereof, or (ii)
2 any public broadcasting entity; or

3 "(B) as gifts, grants, donations, contributions or
4 payments from any State, any agency or political sub-
5 division of a State, or any educational institution, for the
6 construction or operation of noncommercial educational
7 broadcast stations or for the production, acquisition, dis-
8 tribution or dissemination of educational television or
9 radio programs, or payments in exchange for services or
10 materials respecting the provision of educational or in-
11 structional television or radio programs.

12 "(11) The term 'public broadcasting entity' means the
13 Corporation, any licensee or permittee of a noncommercial
14 educational broadcast station, or any nonprofit institution en-
15 gaged primarily in the production, acquisition, distribution or
16 dissemination of educational television and radio programs."

Mr. MACDONALD. Our first witness will be Robert S. Benjamin, chairman of the board, and Henry Loomis, president, of the Corporation for Public Broadcasting.

I see you have two people with you. Would you care to introduce them for the record, if they are to testify.

STATEMENT OF ROBERT S. BENJAMIN, CHAIRMAN OF THE BOARD, CORPORATION FOR PUBLIC BROADCASTING, ACCOMPANIED BY HENRY LOOMIS, PRESIDENT; JOSEPH HUGHES, DIRECTOR AND CHAIRMAN, TASK FORCE ON LONG-RANGE FUNDING; AND DR. GLORIA ANDERSON, DIRECTOR

Mr. BENJAMIN. Thank you, Mr. Chairman.

May I present my colleagues, Mr. Joseph Hughes, director of the Corporation and chairman of the task force on Long-Range Funding; Dr. Gloria Anderson, fellow director of the Board; and, of course, our president, Mr. Henry Loomis.

Mr. Chairman, members of the subcommittee. I am Robert S. Benjamin, chairman of the Board of the Corporation for Public Broadcasting. With me this morning are my colleagues, whom I have already presented.

We are pleased to appear before you this morning to endorse, with a single but important exception, the provisions of H.R. 4563, and urge your prompt adoption of this bill in an amended form that includes higher ceilings on authorized Federal support. Amended in the manner we propose, H.R. 4563 will, at long last provide the insulated, long-range Federal support that has been regarded as essential by every legislative panel that has studied the issue since the Report of the Carnegie Commission on educational television in 1966.

The bill before you have several principal features: (1) it would create a public broadcasting fund in the Treasury; (2) provide 5-year authorizations and 5-year appropriations, beginning in fiscal year 1976; (3) provide "no year" funds; (4) establish a "matching" principal that would relate Federal support for CPB in any fiscal year to the total of nonduplicated, non-Federal support received by all public broadcasting entities in the second preceding fiscal year; and (5) establish a "matching" ratio of 2 to 5 that is, two Federal dollars for each \$5 of nonduplicated non-Federal income received.

In these respects, H.R. 4563 is substantially in accord with the recommendations of the task force on long-range financing for public broadcasting, whose report, published in 1973, I offer for inclusion in the record as an appendix to my statement.

Mr. MACDONALD. Without objection it is so ordered.

Mr. BENJAMIN. We are pleased that the bill has received the endorsement of the administration, but we are concerned that its "ceilings" on annual appropriations fall far short of the demonstrable needs of public broadcasting, fail to provide adequate incentive for the growth of public broadcasting's non-Federal fund raising and thus compromise the value of the bill's matching provisions. I will, therefore, have a good deal to say about the ceilings later in my statement.

H.R. 4563 is, of course, a series of amendments to the Public Broadcasting Act of 1967; the act that first authorized Federal sup-

port for the work of the corporation. It is the significance of H.R. 1004 as a landmark project and the function of the corporation's successes, its problems, and its future.

A great deal has been said about you, Mr. Chairman, and about the continuing efforts on behalf of the Public Broadcasting Corporation to avoid burdening you with a heavy load of responsibility, and already a part of the program. I will now restrict my remarks, generally, to the issues that have appeared before you and to the issues that will appear to the future.

If public broadcasting is to be successful in the words of the Congress, it must be a part of the Public Broadcasting Act of 1967. The goal of the Act is to deal closer to that goal than it has in the past, its full attainment.

From an organization that was created to the people than any other organization, moved to open out and provide a wide range of meaningful public programming, the use of citizen advisory panels in public broadcasting and advisory panels in public broadcasting.

We have sought to make a contribution to making through the Commission's first meeting of our staff, and we have heard itself heard. And we have heard a wide spectrum of policy matters. The National Organization of Public Broadcasting, a server national organization of members.

In these 2 years, we have provided information about CPB's activities. We have put a great deal of finding out exactly what the members are in terms of their needs for public services they are serving them, they are serving services.

One example is the Commission's to conduct a study and report on the regarding CPB's role in public broadcasting and education. The study is now and you will hear a report on its appearance before you. It will be a consideration and action on it.

Our Washington-based public broadcasting have also made a contribution to vision and radio, that is, to the citizens of the United States. The Public Broadcasting Service is a public enterprise in which the public is



In recognition of the fact that community service standards for public broadcasters must be higher than those for commercial broadcasters, and of the significant work already being done in this area by many public stations, CPB has strongly urged the Federal Communications Commission to adopt procedures requiring all public stations to ascertain community needs and serve them.

The CPB policy on equal opportunity and CPB assistance is also designed to promote equal access to public broadcasting services and employment, regardless of race, religion, sex, color, national origin, or age. The policy adopted by the CPB board in February 1974, has been accepted by every recipient of CPB funds. The policy is contractual rather than regulatory in nature, in keeping with the corporation's nongovernmental status. We believe it to be a positive element in insuring that public broadcasting's many benefits will, in fact, reach all of the people.

As Congress passed the Public Broadcasting Act in 1967, in its wisdom it recognized that financial help from Washington can often be a burden as well as a blessing; that the "strings" attached to some financial support programs have all but transferred decisionmaking on local problems and local opportunities to project managers in Washington, far from the intended beneficiaries in perspective as well as in distance. Thus, in charging CPB with assisting in the full development of noncommercial educational radio and television, Congress specifically declared that the corporation would:

... carry out its purposes and functions and engage in its activities in ways that will most effectively assure the maximum freedom of the noncommercial educational television or radio broadcast systems and local stations from interference with or control of program content or other activities . . .

From its earliest days CPB has used the "community service grant"—CSG's as they are known—to deliver critically needed assistance to local stations without impairing their independence or interfering with their local decisionmaking. CPB has established and maintained high standards of financial accountability for the community service grants it makes to stations. Yet, these grants arrive at the local television stations with virtually no strings attached. They are available for use as those entrusted with local station policy and management see fit. Public radio CSG's are used at the stations' discretion for new and expanded activities, or to continue projects started with earlier CSG funds.

The range of uses of CSG's is as diverse as the stations receiving them. From 1967, when the CPB board authorized the first community service grants for television—a flat \$10,000 to each of 121 stations totaling \$1.2 million—to fiscal year 1975 when more than \$25 million in CSG's was made available to 163 stations, these grants have been used, at local option, to enhance local cultural and public affairs programs. And we cite six illustrations of special kinds of local programming by six different stations.

Since your hearings only 2 years ago, we have increased more than fivefold the total of CSG's available to television stations on sliding scales they themselves participated in establishing. Our commitment to the concept and the importance of the television community service grants has been exemplified in the partnership agreement I

mentioned earlier. There we agreed that fully 50 percent of CPB's Federal appropriations, at levels of \$80 million and above, would be reserved each year for local television station use in accord with decisions made locally.

Community service grants have played an equally critical role in the growth and independence of public radio stations from fiscal year 1970, when CPB committed \$702,000 to 80 stations, to fiscal year 1975 when a total of approximately \$3.6 million will be available to about 170 stations. In the most recent 2 years, radio CSG's have risen by 35 percent from \$2.6 million to \$3.6 million.

The bill before you contains a provision requiring CPB to reserve for distribution to both television and radio stations not less than 40 percent of the amounts appropriated from \$70 million to \$90 million, 45 percent of appropriated amounts from \$90 million to \$100 million, and 50 percent of amounts at \$100 million. At these levels of reserve, and at the ceilings we recommend, total radio and television community service grants would continue their dramatic growth through fiscal year 1980. As public broadcasting stations around the country reach deeper and deeper into their communities to ascertain and meet local needs, the improvements these funds will generate is truly inestimable. Even as important, this vitally needed help will reach the stations at no cost to their essential local autonomy.

The past 2 years have seen even further emphasis upon—and further CPB commitment to—local station independence. This is especially true in the area of program decisionmaking. In television, for instance, the PBS station program cooperative, with substantial help from CPB and the Ford Foundation, has proven to be a valuable new mechanism for permitting local stations to make the decisions regarding production and distribution of certain ongoing public television offerings.

The first cooperative, SPC I—1974, saw \$4 million in station contributions matched by \$5.2 million in Ford Foundation assistance and \$4.2 million from CPB, for a total of \$13.4 million in program production; and added a new measure of local control to a broadcasting system already unique in all the world for its sensitivity to diverse local service requirements. Programs purchased in SPC I represented about one-third of nationally disturbed public television programs.

The second cooperative, SPC II, is now underway. CPB and the Ford Foundation have pledged a total of \$10 million to support a cooperative targeted at \$18 million. SPC II will thus see the ratio of station to Ford/CPB matching funds increase from SPC I, in accord with our objective of creating a totally station-supported mechanism for station decisionmaking on cooperative offerings in the very near future. Such a mechanism will permit CPB to furnish substantial support for new and innovative programs. I will have more to say about the area of innovation later in my statement.

Public radio, too, reflects a unique commitment to local autonomy in program selection and distribution. The 176 noncommercial radio station members of NPR (National Public Radio), are presently able to select from 37 hours of high quality programs each week. NPR has also pioneered with modular program elements, permitting local

stations full selectivity and total freedom in the use and adaption of interconnected materials.

Local station autonomy, whether in radio or in television, is the product not only of local options but of local support. The effort now underway to build support for local stations in their own communities is an example. The major objective of the television "station independence project," funded partially by the stations themselves and partially by the Ford Foundation, is improving each station's ability to support itself through increased individual membership contributions.

An early report on the results of the station independence project is encouraging. We are hopeful that by the time final accounting for the project is completed 200,000 new members, 200,000 new funding sources, will have joined the public broadcasting cause, contributing more than 5 million new dollars.

A major radio development effort, designed to increase local memberships and local financial support was inaugurated with CPB assistance in the summer of 1974. Here, again, early results are gratifying.

Increased membership contributions mean more than mere dollars to aid in the station's work. They mean more dollars from more sources—diverse funding support. Diverse funding support means less reliance on the support of one or a few donors who, willfully or not, may tend to impair the independence of judgment required of public stations.

H.R. 4563 itself recognizes the need for diversity of funding sources for local stations. For, while the bill reserves a substantial share of CPB's appropriations for distribution to local stations overall, it also limits any individual station's share of the total reserve fund to an amount, effectively 50 percent, of that station's non-Federal budget. We believe the limitation is a wise one that will safeguard the station's and the public alike against potential interference, while encouraging station efforts on behalf of increased local community support.

The Public Broadcasting Act charges the corporation to promote the development and distribution of "programs of high quality obtained from diverse sources." That charge is an integral part of the whole public broadcasting picture, for it is the quality of public broadcasting's offerings and the diversity of their perspectives that make its service a true alternative to commercial radio and television.

Public broadcasting strives to reach different audiences, at different times, with different kinds of programs. Unlike commercial broadcasting, which attempts to attract mass audiences all of the time, public broadcasting is a highly specialized medium, trying to serve all of the people some of the time. Its basic task is to widen the horizons and enrich the lives of those who watch public television and listen to public radio. It meets its objectives equally well whether it serves an alarmed citizenry with massive, prime time coverage of the Watergate hearings, or little children with the message of confidence and self-esteem brought by Misterogers's Neighborhood.

In aiming to provide programs of diversity and quality to specialized audiences, public broadcasting has set standards of excellence which

have not gone unnoticed. Both public television and public radio have earned prestigious awards which reinforce their positions as alternative programming services for the American public. With your permission, I would like to offer for your record a list of the award winning programs offered by public television and radio since we were last before your subcommittee.

If programs such as these award winners are going to continue to be the hallmark of public broadcasting, local and national, then more innovation, more experimentation, even some failures, will be necessary. That is why the CPB board has determined to place heavy emphasis on the piloting and development of new programs. CPB support will thus be focused on new programs that might not be available otherwise.

This focus on the new and innovative itself provides the opportunity for significant service to specialized audiences. Thus, we are already able to bring the viewer "Nova," WGBH, the very successful series on science and its impact upon our society; "Interface," WETA, which examines the merger and interaction of conflicting cultures; "Feeling Good," CTW, an ambitious, family-oriented series on health; and "Theater in America," WNET, which presents the best of the stage, as performed by companies around the Nation. For the listener there is NPR's news and public affairs magazine in a unique format, "All Things Considered" and "Earplay" from WHA, Madison, a series of contemporary radio dramas from new and established playwrights.

CPB commitments to new programs for specialized audiences will soon bear fruit. Already in various stages of development for 1975 and 1976 broadcast are a major series on black culture; a Bicentennial history series; programs for senior citizens—"Images of Aging," a specialized series for women "Woman Alive," a bilingual hispanic series "Realidades," and a series on native American art, "American Indian Artists."

Wherever possible, we develop program concepts and goals for pilots with the help of representatives of the specialized audiences the series is meant to serve. The CPB board itself has expressed its commitment to the production and distribution of programs in which minority group members are involved in a meaningful way in every stage of the undertaking, from concept, through proposal, through production, and ultimately through distribution.

H.R. 4563 will certainly enhance CPB's ability to support the production and distribution of quality programs. That is because it will provide predictability of funding, and predictability of funding is almost as critical as the funding itself. This is especially true when major new projects call for commitments over a number of years. One example is "Visions," a series of original dramas for public television that draws upon the talents of American writers and producers with diverse geographic and cultural perspectives. CPB, the National Endowment for the Arts, and the Ford Foundation have thus far supported the development and early production stages of the project, which may span a 3- to 4-year period. Stable funding for CPB would enable us to plan for and make the firm, long-range commitments that such ambitious and rewarding projects require.

In 7 years of existence, CPB has had to seek renewal of its authorizations six times and its appropriations seven times. During its 84

months of existence it has been under continuing resolution funding for 39 months, and has suffered four vetoes, three of which were of HEW appropriation bills not directly related to public broadcasting.

Unpredictable and delayed funding makes planning and long-term contracting for productions very risky and often impossible. The 5-year authorizations and appropriations in H.R. 4563 would go a long way toward eliminating the risks and making sound planning possible. They would also provide a full measure of insulation against the potential for political or economic interference that year-to-year authorizations create.

The Public Broadcasting Act also authorizes CPB to assist in the development of one or more systems of interconnection, and mandates that these distribution systems permit interconnected stations to choose what interconnected programs they will use, and at what times they will use them. Thus, the network concept of time clearances by station affiliates has no place in public broadcasting. Stations may choose to broadcast an interconnected program or not. The interconnection itself becomes a mechanism for greater station autonomy, permitting delivery of program materials to stations in a timely, orderly fashion that meets their general needs, and also permits them to broadcast programs at times that suit the special needs of their local communities.

At present, CPB provides funds to interconnect 287 public television stations and 177 public radio stations. Signals from PBS and NPR are delivered to 114 and 156 points, respectively, on the television and radio interconnection systems. Both interconnection systems are owned and operated by A.T. & T., and are provided to CPB on behalf of public broadcasting at rates reduced below those that commercial broadcasters would pay for the same service, pursuant to a tariff of the Federal Communications Commission. In fiscal year 1975, the television tariff calls for a payment to A.T. & T. of approximately \$5 million; the radio tariff approximately \$500,000. It is likely that these and other interconnection costs will rise significantly in the near future. It must also be pointed out that State and regional networks are presently supplementing the CPB funded interconnection systems at an estimated cost in excess of \$5 million per year.

Terrestrial interconnection is thus very costly, even at reduced rates. It provides an acceptable, but not exceptional, signal quality in television, but no stereo high fidelity capability for radio. It is a relatively inflexible way to link independent stations with varying needs. The interconnection of new points is expensive, especially when they are in remote areas not already served by A.T. & T. broadcast lines. Rates for the occasional service used for special events coverage and program assembly are very high.

All of these factors, and the rapidly developing satellite technology, are causing public broadcasters to look skyward for the interconnection systems of tomorrow. CPB was an early sponsor of the ATS-6 satellite experiment that brought experimental programs in education and other social communications services to Appalachia and the Rockies, and is a founding member of the Public Service Satellite Consortium which is exploring new ways to make satellite technology serve communications needs in the health, education, and social services disciplines. Together with the Ford Foundation and

the Public Broadcasting Service, and more recently, with National Public Radio, CPB is also engaged in extensive preliminary research into the costs and benefits of utilizing commercial satellite systems for interconnection. Our studies have not been completed, but we are hopeful that satellite service superior to terrestrial interconnection in flexibility, signal quality, reliability, and long-range costs may be available to public broadcasting within the next 2 to 5 years.

Here again, predictability of Federal support for the corporation's work will have a significant impact upon our ability to exploit the potential of satellites to distribute programs to diverse audiences.

Nonbroadcast technology is yet another challenge. H.R. 4563 would expressly authorize CPB to conduct research, demonstrations and training in the use of nonbroadcast technologies in the dissemination of educational radio or television programs. One such promising nonbroadcast technology is cable. KETC in St. Louis, for example, currently uses cable distribution to triple the reach of its service, so that public television is available to subscribers not only in Missouri but also in portions of four other States. All of these areas would otherwise be unserved by public television. KETC also makes programs available for classroom use by means of cable to schools in Missouri and in other States. Even though more than 3,000 cable systems now carry public broadcasting programs, more remains to be done in the cable area. The potential cable presents for markets not presently served by public broadcasters deserves more attention than CPB has thus far been able to provide.

Radio SCA—Subsidiary Communications Authority—also offers great promise in reaching special audiences. SCA is the use of portions of an FM broadcast signal that are not used for standard broadcast purposes. Almost 95 percent of public radio stations have this capability, but a specially designed receiver is required for reception. In almost 30 locations around the country, for example, SCA services are being provided for blind and print handicapped persons. SCA programs include information, such as readings from newspapers, magazines, best selling novels, and other materials not readily available to the print handicapped. The CPB board has funded a major research and development effort aimed at fullest possible SCA utilization by public radio stations.

Captioning of television newscasts and other programs for those with hearing impairments is also underway with public broadcasting assistance. Recent advances in this area by PBS, under a grant from the Department of Health, Education, and Welfare, have greatly improved the quality and potentially reduced the cost of such captioning.

H.R. 4563 will greatly enhance CPB's ability to explore these and other opportunities for the use of nonbroadcast technologies to serve the American people.

Another means by which CPB facilitates the full development of public broadcasting is through what I refer to as "common broadcast services." These are activities of benefit to all of public broadcasting—services such as engineering research—which I have already mentioned—communications research, training, information systems, and advancement of the broadcasting arts.

Examples of each activity may be helpful. Our communication research activity reflects the special needs of public broadcasting for sophisticated information on the needs, interests, and tastes of many different audiences—some of which are quite small in size, but nationwide in scope. In addition to conducting this research on a nationwide basis, we are working to devise techniques that will help stations to perform their important task of ascertaining local needs and interests.

Our training activities are concentrated heavily in the area of minority training, where we have so far awarded \$623,000 in grants to support the hiring and on-the-job training of 65 minority employees at stations across the country. These grants are awarded, on a competitive basis, to stations that offer responsible, on-the-job training opportunities to minority persons.

Our information systems activities are designed to meet public broadcasting's need for a comprehensive, accessible body of knowledge about itself, and to share that body of knowledge with the public.

An example of our efforts to advance the broadcasting art is CPB's program of grants to filmmakers to experiment at public television stations with super-8 film equipment. As you know, super-8 has unique production possibilities because of its small size and economic advantages.

Mr. Chairman, when we talk about Federal support for public broadcasting, the "how" is as important as the "how much." Federal support, even under H.R. 4563, will remain and should remain only a small portion of public broadcasting's revenue; but, as the Carnegie Commission report and almost 7 years of experience have taught us, it is a critical portion. Federal support must flow to public broadcasting in a fashion that minimizes, or better, precludes either the reality or the appearance of Government control, whether executive or congressional.

There are three cornerstones to true insulation, the private nature of the corporation, long-term authorizations and appropriations to a special fund in the Treasury, and a means of determining the amount of Federal support which minimizes the possibility of governmental tampering with program matters. In the words of the Carnegie Commission report:

The combination of a private nongovernmental corporate structure and a federally financed trust fund permits the Corporation to be free of governmental procedural and administrative regulation that are incompatible with its purposes, and to avoid the overseeing of its day-to-day operations that would be a natural consequence of annual budgeting and appropriations procedures.

The "matching" of non-Federal contributions is a well-established means of apportioning Federal support to attain a desired objective. Matching creates an incentive to maintain or increase non-Federal support. It also provides a rough measure of effectiveness. Thus, it seems especially appropriate in the public broadcasting area, where State and local government, other public bodies, private citizens, foundations, and corporations have traditionally borne the greatest share of support for the operation of noncommercial educational radio and television stations. In fact, matching has been the traditional form of Federal assistance to public broadcasting stations in the purchase and improvement of their facilities.

Most important, however, matching is a neutral, nonpolitical device for establishing the amount of Federal support public broadcasting will receive in any given year. It provides insulation from unwarranted political interference. It is the best way we know of to eradicate the possibility that the budgeting, authorization, or appropriations processes may be used to interfere with the freedom and independence of public broadcasters.

Yet, this insulated, long-range funding plan for public broadcasting may be enacted without compromising legitimate congressional prerogatives. The oversight hearings specified in H.R. 4563, conducted by either the legislative or the appropriations committees of the Congress, or both, can and should serve as the forums of public broadcasting's accountability to the Congress and the people. Naturally, Congress would always be free to alter or amend the Public Broadcasting Financing Act as it sees fit, and when it sees fit.

Mr. Chairman, we are pleased that the bill before you embodies principles recommended by the long-range financing task force. However, there is a significant difference between the long-range financing plan proposed by the task force and the provisions of H.R. 4563. As you stated, that difference is the failure of the bill to establish ceilings at a level that would stimulate support from non-Federal sources; permit full implementation of the bill's matching feature and, consequently, full insulation; and reflect an appropriate level of Federal Government participation in the total resources needed.

As you know, the administration submitted this bill after lengthy and constructive discussions between public broadcasting representatives and representatives of the Office of Telecommunications Policy. We were able to reach acceptable compromises on all of the issues of the public broadcasting financing bill, except for the setting of appropriation ceilings. On that one issue, we agreed to disagree.

There was, of course, no dispute about the necessity for ceilings. We all recognized that open-ended Federal commitments for public broadcasting would be unrealistic.

At the same time, we were convinced that if the overall financial needs for public broadcasting were ultimately to be met, Federal contributions must be designed to provide incentives for increased non-Federal funding. H.R. 4563 seemingly accepts our point of view, in that it incorporates the "matching" principle adopted by the task force as one of its most significant recommendations. The bill establishes a matching ratio of one Federal dollar for each 2.5 non-Federal dollars of income earned by public broadcasting entities. Unfortunately, the ceilings contained in the bill are incompatible with the 2-to-5 matching ratio.

To illustrate: In fiscal year 1974, actual non-Federal income of public broadcasting entities was \$223 million. At the 2:5 Federal matching ratio set in the bill, this would justify a Federal contribution of \$89.2 million in fiscal year 1976. Thus, the \$70-million ceiling in the bill is fully \$19.2 million under the incentive amount. Stated differently, what the bill provides is really a match of one Federal dollar for each 3.8 non-Federal dollars of income. The same comparison gives equally disturbing results when we look at the bill's ceilings for fiscal years 1977-80. Thus, the ceilings in the bill clearly leave no room for incentive.

In our judgment, ceilings that would set reasonable limits on Federal commitments and at the same time encourage non-Federal fund-raising efforts should be set as follows: fiscal year 1976, \$88 million; fiscal year 1977, \$103 million; fiscal year 1978, \$121 million; fiscal year 1979, \$140 million; and fiscal year 1980, \$160 million.

These proposed ceilings are based upon careful projections of current data. They are also based on conservative projections of such factors as inflation, new stations and minimum growth by existing components of the public broadcasting system. They also reflect the growth that would result from ceilings set high enough to provide incentives for added non-Federal fund-raising efforts.

One further, very important thought before closing my statement: H.R. 4563 must not be permitted to become an instrument for "governmentalizing" the corporation. It is quite ironic the CPB, created to be the "heat shield" between the Federal Government and the stations, is now becoming the object of pressures from many parties who would have the corporation behave like a Government agency or department. Many of these pressures reflect legitimate social concerns. Yet, for the Congress to bend to them by legislating a regulator's role for CPB would pervert the very philosophy of the Public Broadcasting Act and ultimately render the corporation useless.

CPB is not a Government agency, but a private, nonprofit corporation. It cannot be a law enforcer. Its purpose is to promote public broadcasting, not to regulate it. Its grants and contracts are not Government grants and contracts and must not be encumbered with provisions that require it to undertake regulatory activities that can be—and in many cases already are—directed against the same grantees by one or more Federal agencies. CPB recognizes that its special character demands that it conduct its activities in accord with the highest standards of social justice and public policy. We do so, within the purposes of the Public Broadcasting Act, by leadership, by persuasion, by active commitment. We must not be required to do so as regulator. Your subcommittee's vigilance in this area has been a source of great strength and encouragement in the past. We hope that it will continue.

I close my formal statement by reading what is, perhaps, the most important paragraph of the Carnegie Commission Report, reminding you of the congressional promise made at the time of the passage of the Public Broadcasting Act.

If we were to sum up our proposal with all the brevity at our command, we would say that what we recommend is freedom. We seek freedom from the constraints, however necessary in their context, of commercial television. We seek for educational television freedom from the pressures of inadequate funds. We seek for the artist, the technician, the journalist, the scholar and the public servant freedom to be heard in this most far-reaching medium. We seek for the citizen freedom to view, to see programs that the present system, by its incompleteness, denies him.

Because this freedom is its principal burden, we submit our Report with confidence to rally the American people in the name of freedom is to ask no more of them than they have always been willing to provide.

Mr. Chairman, H.R. 4563 is essential to the attainment of public broadcasting's freedom.

And I thank you very much for your patience and your tolerance.
[The appendixes to Mr. Benjamin's statement follow.]

APPENDIX I

**REPORT
OF THE TASK FORCE
ON THE LONG-RANGE
FINANCING OF
PUBLIC BROADCASTING**

ACKNOWLEDGEMENTS

The Task Force is grateful for the considerable assistance it has received from many quarters. Special appreciation goes to:

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Other staff members of CPB, NPR, and PBS whose contributions have in one way or another made this effort worthwhile. The contributions of all these people have been considerable and have lent substance to this report. Any errors or misinterpretations must be charged to me.

Richard E. McCormack
Special Consultant
to the Task Force
Washington, D.C.
September, 1973

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- The young, from pre-schoolers through adolescents should find programs which encourage and assist their emotional and intellectual development.
- The aging should find help in understanding and relating with the rapidly changing patterns of living.
- Members of minority groups racial, linguistic, cultural, or geographic should find articulation of their ambitions, needs, and aspirations.
- Those unable to attend personally should find in public broadcasting some of the finest in the visual and performing arts.
- Those seeking to upgrade their education should find within broadcasting an accessible, effective and inexpensive instrument to help them reach goals of educational achievement and to gain resulting benefits.

The production of these diverse programs, however, depends directly and essentially upon the financial support given to public broadcasting by the government, the local community and the American people as a whole. This support, which must be abundant, should be, and is rendered in several ways through individual contributions, foundation contributions, through local and state tax support, and through Federal funding. Reversing the funding burden outlined by the Carnegie Commission, the Task Force recommends that the bulk of the financial support come from local sources rather than Federal sources.

The support the public broadcasting community needs to develop and to improve must have two essential elements if the system is to survive. First, the quantity of money available must meet the requirements established by current needs and realistic of operating expenses. Second, the length of time for which funding is available must be sufficient to allow for careful planning for future growth, as well as the necessary broadcasting the production of quality programming for national and local audiences.

The Task Force believes that public broadcasting should concentrate on defining American life across its whole spectrum. It should point out our accomplishments and our shortcomings. It should not only describe and define our problems but must endeavor to help us think through and solve them. It should not only promote a consistent series of values in both our individual and national life but also promote the struggle of achieving and implementing those values. It should offer us a wider spectrum of ideas. It should be able to absorb robust and open debate, to discuss basic questions on the various facets of major issues, local and beyond whether regional, national or international--to give the citizen a better understanding of the choices and opportunities.

Public broadcasting's basic goal was never more eloquently stated than in the words of the historic Carnegie Commission report:

"What we recommend is freedom. We seek freedom from the constraints however necessary in their context, of commercial interests. We seek freedom from the pressures of inadequate funds. We seek for the artist, the writer, the journalist, the scholar, and the public servant freedom to create, freedom to innovate, freedom to be heard in this most far-reaching measure. We seek for the citizen freedom to view, to see programs that the present system, by its incompleteness, denies him." Carnegie Commission on Educational Television, *Public Television: A Program for Action*

The Task Force believes that the most appropriate way to achieve the freedom through the creation of a long-range financing mechanism is that of the following pages.

FOREWORD

The promise of public broadcasting, defined so eloquently by the prestigious Carnegie Commission in its 1967 report, *Public Television--A Program for Action*, is still, largely, only a promise.

Five years later, the struggle for adequate funding for such a system continues, and the rich potential for service remains unfulfilled.

In a world where instant communication is part of the fabric of everyday life; where Great Britain, Canada, Australia, and Japan all spend between \$3 and \$6 per capita on public broadcasting, the Federal expenditure for public broadcasting in the United States in 1971 was less than \$0.20 per person, per year!

In its report, the Carnegie Commission recommended a public broadcasting service that would be creative, committed to excellence and provided with maximum insulation from unwarranted governmental or political interference and control from whatever source. Three elements underlying the Commission's recommendations were: (1) support for local stations in order that they could achieve greater community service and diversity, (2) a Corporation for Public Television, and (3) guaranteed financing by means of a dedicated tax combined with trust fund financing.

To date, only one of these underlying recommendations for a workable system--the Corporation for Public Broadcasting--has been created. The other two--adequate financial support to ensure local station community service and an acceptable plan for long-range financing--are unrealized.

It was to these latter two points that the industry addressed itself when, in mid-1972, it caused to be created a Long-Range Financing Task Force with membership drawn from a broad representation of the industry and the public.

In its quest for a workable method of long-term funding, the Task Force has had to re-examine industry goals in the light of today's realities and ways to attain them to satisfy tomorrow's needs.

The Task Force has spent more than a year in study and discussion of the steps that must be taken to secure the funds so desperately needed to fulfill the promise made to the American people of quality public broadcasting. This body acknowledges the historic fact and shares the general opinion that the majority of the funds for public broadcasting operations have come and should continue to come from non-Federal sources, but also recognizes that the funds available from non-Federal sources have not been adequate to support essential system growth. The Task Force strongly feels that properly deployed Federal funds cannot only provide the critical difference in achieving the planned growth of public broadcasting, but also substantially increase the ability of the stations to obtain funds from other sources.

The main thrust of this Task Force report is that only through a workable long-range financing mechanism can we achieve the promise of the Carnegie Commission of a public broadcasting service that is both creative and excellent, serving all the American people with programming of the significance, quality, and types not readily available to the audiences of commercial broadcasting.

This can be done on a cumulative basis--increasing the options of the audiences to enjoy the best of what has been produced--thus serving in a constructive way a growing number of different audiences, often individually distinct, but not necessarily small. For example:

THE TASK FORCE

The problems of long-range financing of public broadcasting¹ are as old as the industry itself. The need for such financing in order to provide orderly and effective program planning and at the same time to insulate public broadcasting from extraneous interference is as valid now as when the problem was first identified.

In an effort to contribute constructively to the resolution of the industry's financing problem, the Corporation for Public Broadcasting (CPB), in consultation with all elements of the public broadcasting industry, undertook to devise a mutually agreeable plan for submission to the Executive Branch and the Congress.

The concept of a Long-Range Financing Task Force was endorsed by the CPB Board in April, 1972. Subsequent actions of endorsement were taken by the Public Broadcasting Service (PBS), National Public Radio (NPR), National Educational Radio (NER) and Educational Television Stations (ETS) -- the latter two being the radio and television arms of the National Association of Educational Broadcasters.

In pursuit of this basic purpose, the Task Force was constituted to have two important ingredients: professional competence and industry-wide representation. During May, June, and July of 1972, a group of 19 prospective members was settled upon as combining these requisites. In addition, the Chairman invited as advisors to the Task Force representatives of various elements of public broadcasting and the public. (See Appendix A.)

The Long-Range Financing Task Force held its first meeting in August, 1972. Public hearings were conducted by the Task Force at the 1972 National Association of Educational Broadcasters Convention in Las Vegas, Nevada, and eight regular meetings were held in the eleven-month period August, 1972 to July, 1973. It should be noted that a majority of the members participated in every Task Force meeting.

In the spring of 1973, the Task Force Chairman named a nine-member subcommittee--three representatives each from the television and the radio membership of the Task Force and three from CPB--to consider the many options heard by the full committee and to design a five-year financing plan based on the demonstrated and projected requirements of the industry.

Despite the organizational and management changes that took place in the parent components of the Task Force during the course of its deliberations, the continuity of membership maintained by its able and dedicated Chairman, and the singleness of purpose of its members, served the Task Force well.²

¹For the purpose of this paper, "public broadcasting" includes those organizations whose central efforts are directed toward non-commercial radio and television broadcasting.

²On March 30, 1973, television licensees voted to combine the functions of ETS and PBS into a restructured Public Broadcasting Service. In May, 1973, the radio licensees voted to create a new representative radio association to be known as the Association of Public Radio Stations. Final legal disposition of ETS and NER will be determined at the annual NAEBS meeting in November, 1973. (See also Appendix B.)

TASK FORCE PLAN FOR THE LONG RANGE FINANCING OF PUBLIC BROADCASTING

General Considerations

The Task Force has concluded that the following general considerations govern any plan that may be proposed for the long-term Federal financing of public broadcasting. Some of those considerations apply to the public broadcasting system as a whole, and others arise specifically where the matter in question is the relationship between the system and the manner in which Federal support is to be assured.

First, with respect to the system as a whole:

- A reasonable level of funding upon which the system can rely is essential to a public broadcasting system capable of producing programs and services of interest and excellence, locally and nationally.
- The independence of the system requires a plurality of funding sources, no one of which will be enabled by the weight of its contribution to dominate the system.
- The plurality of funding sources will be best assured if constant concern is felt for the satisfaction of the vast variety of publics through programming prepared for them, which requires the strengthening of local planning and management capabilities and the setting of priorities for specific local and national objectives.
- Sources of support, such as corporate underwriting and foundation assistance to public and instructional programs, can add substantially to the pluralistic support base.
- Equally necessary is support for capital requirements at a level commensurate with the requirements and purposes of public broadcastings.

Second, with respect to Federal support:

- The Constitution suggests, and tradition demands, that Federal support be made available in a fashion that minimizes the appearance or the reality of Executive or Congressional control over, or interference with, the substance of programming.
- The most appropriate form of Federal support is that which serves to stimulate rather than inhibit support from other sources.
- It should be expected that Federal support will reflect the dynamics of the public broadcasting system itself, growing as the system grows.
- Any procedure for directing Federal support to the system will serve the system best if it provides explicitly for a flow of funds for discretionary use by the local stations as well as by the Corporation.
- The responsibilities of Congress, as well as the best interest of the system, require that any plan for support, even though it is intended to operate over the long-term, be subject to periodic review by the Congress.

It is in light of those considerations that the Task Force has formulated the long-range financing plan which follows.

Long-Range Financing Plan

The Task Force has drafted the following interrelated and interdependent recommendations for long-range financing, to be submitted to Congress for its consideration.

1. Federal support of public broadcasting from general tax revenues should be authorized by Congress for a period of no less than five years, and a schedule of appropriations for the same period of time should be made part of the authorization.

Long-term authorizations and predictable appropriations are essential to the insulation of public broadcasting, its programs and policies, against extraneous political or economic interference. They are also essential to sound planning, the development of quality programs, and the efficient use of available funds.

Congress recognized the special nature of public broadcasting in 1967. As a medium with a "diversity of its programming (sic) (depending) on freedom, imagination, and initiative on both the local and national levels,"² it is justified in demanding that government remain as distant from its creative efforts as the democratic process permits.

In the six years since establishment of the Corporation for Public Broadcasting,³ it has been required to seek renewal of its authorization five times, and new appropriations annually. Its authorization has been vetoed once; its appropriations three times. It has lived at "continuing resolution" levels of support for 26 of its 72 months of existence. This hand-to-mouth survival has not only rendered the Corporation more vulnerable to outside interference than it ought to be, but it has also frustrated the development of the "programs of high quality, obtained from diverse sources" that the Congress regarded as within the "public welfare" when it passed the Public Broadcasting Act of 1967. It has, in short, delayed fulfillment of public broadcasting's promise to the American people.

We believe that long-term authorizations and appropriations may be enacted without compromising legitimate Congressional prerogatives. Annual oversight hearings by either the legislative or appropriations committees with jurisdiction, or both, could serve as forums of public broadcasting's accountability to the Congress and the people. Congress would be free to alter or amend the basic legislation as it sees fit, when it sees fit.

We believe that appropriations from general revenues, rather than from any specific source, such as a user tax or license fee, would be equitable, progressive, and consistent with the general public benefit contemplated by the Congress when it passed the Public Broadcasting Act.

2. The level of Federal support in any fiscal year should match non-Federal support for public broadcasting activities for the second preceding fiscal year on a one-to-two ratio, up to reasonable, established ceilings.

Federal "matching" of non-Federal contributions to the attainment of a desired objective is a well-established means of apportioning Federal support. Its principal feature—the creation of an incentive to maintain or increase non-Federal support for the project or program in question—seems especially appropriate in the public broadcasting area, where state and local governments, other public bodies, private citizens, foundations, and corporations have traditionally borne the greatest share of support for the operations of non-commercial educational radio and television stations. In fact, "matching" has been the traditional form of Federal assistance to local public broadcasting stations in the purchase and improvement of facilities.

Approached from another direction, "matching" also provides a ready, though inexact, means of evaluating and rewarding service that reaches the people. Here again, "matching" seems particularly consistent with the role and purposes of public broadcasting.

In establishing the "base" against which Federal support would be "matched", data regarding all unduplicated non-Federal assistance to all bona fide public broadcasting entities would be collected and certified on a fiscal year basis. Since the collection and certification of this data will be a time-consuming process, we recommend that the "match" lag behind the data base one full fiscal year; that is, in any fiscal year the

Federal government match non-Federal support, at the established ratio, for the *second* preceding fiscal year.

We believe that the one-to-two match ratio is sound. While it provides for a percentage increase in the Federal share of support for public broadcasting operations, it restricts that share to well below the 50 percent mark. It is high enough to provide real incentive, but low enough to preclude Federal support becoming the dominant factor in the financing of non-commercial broadcasting.

We do not propose open-ended matching. Instead, we recommend annual ceilings on the Federal matching support available to the Corporation that reflect real needs on a year-by-year basis and a pattern of measured growth in service to the American people:

\$100,000,000 in FY 1975
 \$125,000,000 in FY 1976
 \$150,000,000 in FY 1977
 \$175,000,000 in FY 1978
 \$200,000,000 in FY 1979

3. Federal support available for any fiscal year should remain available throughout succeeding fiscal years until expended.

"Carry-over" funding provides a means of keeping faith with those who have contributed non-Federal funds to public broadcasting in reliance upon the matching "bonus" their contribution would assure their local station or other public broadcasting entity. But it does more. It obviates the temptation toward wasteful end-of-year spending, encourages more efficient management, and affords a measure of flexibility that is altogether appropriate in an industry experiencing rapid technological advancement and a continuing healthy examination of its goals and priorities. It is an essential element of the Task Force Plan.

4. The distribution of matching funds should be made by the Corporation for Public Broadcasting in accordance with procedures promulgated by the Corporation and agreed upon by bona fide representatives of non-commercial educational radio and television licensees.

Representatives of the public television and radio licensees are currently working with the CPB in formulating distribution procedures equitable to all elements of the public broadcasting community.

It is expected that such formulae will be reached in time to be presented during the legislative hearings for this plan, along with procedures for regular and periodic review to assure responsiveness to the rapidly changing circumstances in this dynamic system.

5. Beyond the funds provided in this matching plan, Federal funds for broadcasting facilities should be provided by the Congress.

The success of the Broadcasting facilities grant program has been such as to stimulate an impressive growth in radio and television facilities over the past ten years. Nonetheless, authorizations and appropriations have never risen to meet established needs. During FY 1973, \$25 million was authorized and \$13 million was appropriated; when all the appropriated funds had been expended, there remained 75 applications, totalling \$20 million in Federal funds, upon which no action could be taken.

In order to meet the goal set by the Task Force of reaching 90 percent of the American population, as well as provide the equipment necessary for local production, recording and scheduling flexibility, substantially increased facilities funds are necessary.

We propose the following scale for support of broadcasting facilities during the five-year period considered in this plan:

\$40 million in FY 1975
\$45 million in FY 1976
\$50 million in FY 1977
\$55 million in FY 1978
\$60 million in FY 1979

6. Operational and facilities funds should be made available for disbursement at the beginning of each fiscal year.

¹ See Appendix B for Task Force Statement of Principles.

² 47 U.S.C. 396(a)(2).

III.

THE GROWTH OF PUBLIC BROADCASTING

Public broadcasting had its start in 1919 when the Secretary of Commerce and Labor, under authority of the Radio Act of 1912, licensed radio station 9XM (changed in 1922 to WHA) to the University of Wisconsin in Madison, Wisconsin. The Radio Act of 1914 was the first U.S. law for the general control of radio broadcasting and made the Secretary of Commerce and Labor responsible for the licensing of radio stations and operators. This law, however, did not give the Secretary authority to limit broadcast time and power and, as the number of stations grew over the years, many broadcasters began to operate at will, jumping frequencies and power and creating considerable confusion on the air. From 1922 through 1925, four successive National Radio Conferences made recommendations for changes in frequencies, power, and time limitations. By 1925, non-commercial broadcasting in the United States was being carried on by 171 educational organizations. (In that same year, there were 390 commercially licensed AM broadcasting stations.)

In 1927, the Radio Act was amended (Radio Act of 1927) creating a five member Federal Radio Commission (FRC) with certain regulatory powers over broadcasting, including licensing and call-letter assignment. As may be expected, much of the early work of the FRC was devoted to straightening out confusion on the air, and new regulations resulted in about one-fifth of the then operating stations surrendering their licenses.

In 1929, the Secretary of the Interior appointed an Advisory Committee on Education by Radio, comprised of representatives of education, broadcasting, and related fields, to study the uses of radio in the classroom and in adult education, and the development of educational radio in general.

The growth of broadcasting was so rapid and the competition for the limited spectrum so keen as to raise the question of devoting a minimum percentage of broadcast time to educational purposes and reserving certain broadcast frequencies for educational groups. During Congressional consideration of a Communications Act (1934), many educational, religious, and other non-profit groups urged that such a requirement become law. Although the Wagner-Hatfield amendment, which would have allocated 25 percent of all radio broadcasting frequencies to these groups, was defeated, Congress did include a section (307 (c)) in the Act directing the newly created Federal Communications Commission (FCC) to make a study of the problem. The FCC was directed to report on the proposal "... that Congress by statute allocate fixed percentages of radio broadcasting facilities to particular types or kinds of non-profit radio programs or to persons identified with particular types or kinds of non-profit activities, and shall report to Congress, not later than February 1, 1935, its recommendations together with the reasons for the same."¹

In the subsequent hearings on this proposal, the commercial interests strongly stated that there was no need for special allocations and they promised to provide for the needs of education. In its report to Congress, the FCC concluded that "there is no need for a change in the existing law" inasmuch as "the interests of the non-profit organizations would be better served by giving educators access to costly and efficient equipment and access to an established audience."² Accordingly, the FCC held a national conference in May, 1935, to explore plans for cooperation between

broadcasters and non-profit organizations: from this conference, the FCC created the Federal Radio Education Committee (FREC). In 1936, the FREC urged "that a portion of the ultra high frequencies be reserved for non-commercial use by organized educational agencies."

In 1938, the FCC set aside certain AM channels between 41 and 42 megacycles (Mc/s) for what were then called "curricular" stations—channels to be used exclusively for educational institutions. With the licensing of more and more commercial radio stations, however, and with those stations providing an increasing number of services previously offered by public radio, the non-commercial radio industry went into a 20-year eclipse.

The slow reversal in the declining trend of public radio came with the introduction of FM broadcasting. Starting in 1938 with one, there were, by 1941, four experimental FM non-commercial radio stations. In 1941, the FCC removed FM broadcasting from its experimental status and authorized regular licensed FM broadcasting. Five channels between 42 and 43 megahertz (MHz) were authorized for non-commercial FM use to replace the AM facilities.

By 1945, when the FCC reserved 20 FM channels between 88 and 92 MHz exclusively for non-commercial educational broadcasting, there were only nine FM public radio stations. In three years, the number grew to 27 such stations, and in 1948, the FCC authorized low-power (10-watt) educational FM broadcasting. With the authorization of 10-watt stations, FM broadcasting proliferated. During the next 20 years, the number of FM stations grew to 362. Of these, more than 45 percent were 10-watt.

The 1961 FCC authorization of stereophonic broadcasting and the inclusion of public radio facilities grants in the Public Broadcasting Act of 1967 were additional historic steps in the now rapidly expanding public radio broadcasting field. At the close of 1972, there were a total of 599 (28 AM, 571 FM) public broadcasting stations. Of these, 132 qualified for CPB assistance and reached approximately 125 million people or 60 percent of the American population.

The growth of FM educational stations is illustrated in the following table of those on the air at the end of each calendar year:

1938 - 1	1947 - 15	1956 - 125	1965 - 268
1939 - 2	1948 - 27	1957 - 141	1966 - 296
1940 - 4	1949 - 48	1958 - 151	1967 - 326
1941 - 7	1950 - 73	1959 - 162	1968 - 362
1942 - 8	1951 - 85	1960 - 175	1969 - 411
1943 - 8	1952 - 98	1961 - 194	1970 - 470
1944 - 8	1953 - 112	1962 - 209	1971 - 509
1945 - 9	1954 - 122	1963 - 237	1972 - 571
1946 - 10	1955 - 123	1964 - 255	

The first years of non-commercial television broadcasting were much more orderly than those of public radio. As early as 1949, the FCC was considering the advisability of providing channels for non-commercial educational television operation, and in 1951, as part of a general review of television, the Commission proposed the establishment of educational TV channels.

In 1952, the FCC authorized the reservation of 242 station channels—80 in the VHF band and 162 in the UHF band—for the exclusive use of non-commercial educational television. In that same year, the Ford Foundation created the National Educational Television and Radio Center (later to become NET) with a grant of over one million dollars. (In the twenty-year period 1952-1972, the Ford Foundation awarded more than \$200 million in grants to the public broadcasting industry.)

In May 1953, the nation's first educational television station, KUHT, went on the air at University of Houston, Texas. By the end of 1961, an additional 61 such educational television licenses had been granted by the FCC.

In 1962, after a year of debate, the Congress enacted a legislative milestone in the history of public broadcasting—the Facilities Act of 1962. Amending the Communications Act of 1934, the new law initially authorized \$32 million to be made available to the states "... over a five-year period to assist (through matching grants) in the construction of educational television broadcasting facilities."⁵

Because of the many individual requests from educational organizations, the FCC in 1966 revised its UHF assignment table and set aside approximately 25 percent of the UHF reservations for public broadcasting. By the end of 1966, there were 125 non-commercial television stations on the air.

In early 1967, after almost two years of study of the technical, organizational, financial and programming considerations of educational television, the Carnegie Commission on Educational Television published a report, *Public Television: A Program for Action*. Its recommendations for future support and development of public television were the basis for the initiation of the Public Broadcasting Act of 1967. Title I of the Act provided an additional \$38 million for the construction of facilities; Title II provided for the establishment of the Corporation for Public Broadcasting (the formation of a Corporation for Public Television had been recommended in the Carnegie Commission Report); and Title III authorized the Secretary of HEW to make a comprehensive study of "educational and instructional broadcasting."⁶

¹Communications Act of 1934, 47 U.S.C. 308 (c)

²FCC Information Bulletin 21-B, *Educational Radio*, January, 1972, p. 4.

³Ibid

⁴In 1969, the Corporation for Public Broadcasting, to most effectively assist in building the public radio system, established certain criteria to be considered in determining Corporation support. (See Appendix C.)

⁵Educational Broadcast Facilities Act of 1962, (47 U.S.C. 390-397)

⁶Public Broadcasting Act of 1967 (47 U.S.C. 396)

IV.

EDUCATIONAL BROADCASTING FACILITIES PROGRAM

By 1961, educational television as a technique was just beginning to make its presence felt. Of the 268 UHF and VHF channels that had been set aside by the FCC for non-commercial educational television, only 54 were in use. The advantages and benefits of the medium were known, but its growth was inhibited by a lack of funds.

Throughout the nation, institutions and agencies were eager to apply what was already known about educational television to the service of new groups of people and to experiment with new techniques and ideas. Many had operating funds assured or had excellent chances of getting such funds once their stations went on the air. The major barrier was the lack of funds for initial capital outlay.

In the spring of 1961, legislative proposals were introduced into the Congress to amend the Communications Act of 1934 to establish a program of Federal matching grants for the construction of television broadcasting facilities to be used for educational purposes.

In hearings before the House Subcommittee on Communications and Power of the Committee on Interstate and Foreign Commerce, Mr. James Day, then Chairman of the California Governor's Advisory Committee on Educational Television, described the problem in words that represented the views of hundreds of state and local educators and legislators throughout the nation. In a letter to Committee Chairman Moulder, Mr. Day wrote:

"It is immediately apparent from our study that the single greatest barrier to the full use and development of television is a financial one. Schools are taxed to the limit to provide buildings and equipment to meet the expanding population growth without resorting to a watering down of quality through such devices as double sessions. Conscious as they are of the need to embrace the newest teaching tools, building plans now provide for the installation of television receiving and distribution apparatus. Older schools are making substantial investments in the purchase of television receiving equipment to take advantage of the instructional services being broadcast by the two existing educational television stations in California. Difficult as it is for our schools to meet this increased investment in television receiving equipment, they are doing it in those areas where television instruction is available. This is tacit testimony to the value our schools place upon this teaching tool and its potential for increasing the quality of education.

"Faced as they are with this investment, our schools are in no position to meet the additional investment required to establish television broadcasting and repeater facilities. It is in this area that Federal aid is absolutely essential if we are to meet the problem."

After more than a year of hearings and study the Congress passed the Educational Broadcasting Facilities Act of 1972. It was immediately signed into law (P.L. 87-447) by President Kennedy.

The law authorized the Secretary of Health, Education and Welfare (HEW) to provide over a five-year period \$32 million in financial assistance (through matching grants to eligible applicants) for the establishment and expansion of non-commercial educational television broadcasting facilities. The facilities program was continued and

expanded to include public radio stations in the Public Broadcasting Act of 1967.

Under the public broadcasting facilities grant program, the Secretary of Health, Education and Welfare makes grants to eligible applicants of up to 75 percent of the cost of acquiring and installing specified radio and television broadcasting apparatus. Grant funds cannot be used for the purchase, construction, or repair of buildings or the acquisition of land.

There are five classes of eligible applicants for grants under the program: (1) State or local public school agencies; (2) State public broadcasting agencies and commissions; (3) tax-supported colleges and universities; (4) nonprofit community corporations and associations organized primarily to engage in public broadcasting; and (5) municipalities operating public broadcasting stations. Any grant must (in addition to being used for the acquisition and installation of broadcasting apparatus) be used in furtherance of public broadcasting, which requires that the grantee have or be in the process of obtaining a license from the FCC to engage in public broadcasting.

Of the funds appropriated for this program in any fiscal year, not more than 8½ percent may be granted for projects in any one state.

In determining which applications for public broadcasting facilities grants are to be approved, the Secretary of Health, Education and Welfare is governed by regulations intended to achieve: (1) prompt and effective use of all public television channels remaining available; (2) equitable geographic distribution of public broadcasting facilities throughout the several States; and (3) provision of public broadcasting facilities adaptable to the broadest educational uses which will serve the greatest number of people in as many areas as possible.

Since the beginning of the public broadcasting facilities grant program in 1963, \$77.6 million in Federal funds have been awarded, matched by approximately \$27.4 million local dollars for project costs. Combined, these figures total less than half the amount of money invested in facilities by public broadcasting licensees during the same period. The number of public television stations in operation or under construction during this period increased from 76 to 239. Of this number, 140 stations received grants to begin the operations, and an additional 176 grants were awarded to enable existing stations to improve their services. (See Table 1.)

In addition to public television stations, the broadcasting facilities grant program also applies to noncommercial radio broadcasting stations of which there are at present about 600. In the four years that such radio stations have been eligible for grants under the program, 40 grants have been made for new public radio stations and 64 for the expansion of existing public radio stations. (See Table 1.)

In recent years, expansion and improvement grants have outnumbered those for activation of new stations under this program. This trend reflects the need of local stations for adequate color and FM stereo equipment to upgrade and modernize their services.

In addition to matching project costs, stations must: (1) guarantee to operate for 10 years the equipment purchased; (2) show evidence of at least the first year's operating funds on hand or certified available; and (3) pay all building and land costs from other than grant funds. Thus, the funds which must be generated locally in addition to the matching project monies are, conservatively, 10 "local" dollars to each Federal dollar.

¹U.S. Congress, House Committee on Interstate and Foreign Commerce, *Educational Television*, 87th Congress, 1st sess., March 22, 1961, pp. 149-150.

Table 1. Educational Broadcasting Facilities Program (FY 1963 - FY 1973)

Amounts in Millions

PROFILE OF PROGRAM REQUESTS - FY 63-73

Fiscal Year	Pending Applications		Applications Rec'd		Applications Considered In FY		Grant Awards		Auth (P.L.)
	No. 1/	Amount	No.	Amount	No.	Amount	No.	Amount	
1963-1967	-	-	235	\$61.0	235	\$61.0	181	\$32.0	87-447
1968	74	28.0	0	-	0	-	0	-	90-128
1969	74	29.0	51	8.0	125	37.0	15	3.2	90-129
1970	108	30.0	21	5.0*	135	38.0	40	5.4	90-129
1971	89	25.8	98	19.7	186	45.5	57	11.0	91-87
1972	119	30.9	78	11.0	196	42.0	68	13.0	91-87
1973	77	18.9	84	17.2	181	36.1	76	13.0	91-87
1974	70	18.0	14	2.3*					

1/Does not include applications returned during processing in previous fiscal year

*Includes applications rec'd through 7/1/73

HISTORY OF GRANT AWARDS

FY	ETV Activations			ETV Expansions			Radio Activations			Radio Expansions			TOTAL	
	No. of Grants	Federal Funds	Average Grant	No. of Grants	Federal Funds	Average Grant	No. of Grants	Federal Funds	Average Grant	No. of Grants	Federal Funds	Average Grant	No. of Grants	Federal Funds
63-67	92	\$19.88	\$2.22	66	\$11.98	\$1.77	n/a	-	-	n/a	-	-	161	\$31,871,011
68	No funds appropriated													
69	7	2.01	.29	6	1.10	.18	2	\$ 10	\$.05	0	-	-	15	3,210,519
70	11	2.70	.25	10	1.84	.18	9	.52	.06	10	\$.34	\$.03	40	5,402,534
71	12	4.37	.36	18	4.96	.27	12	.87	.07	15	.86	.06	57	11,000,000
72	10	3.30	.33	33	8.18	.26	7	.88	.08	19	.94	.06	69	13,000,000
73	8	3.20	.40	40	7.80	.20	10	.99	.06	20	1.00	.06	78	12,999,999
TOTAL	140	\$35.57		176	\$35.97		40	\$2.90		64	\$3.14		420	\$77,884,283

**Deobligations of \$219,514 have not been deducted in this accounting

Source: Educational Broadcasting Facilities Program, National Center for Educational Technology, Office of Education, Department of Health, Education and Welfare, July 1973.

V.

THE PUBLIC BROADCASTING SYSTEM TODAY

The public broadcasting "system" as we know it today is structured largely on the 1967 recommendations of the Carnegie Commission Report which concluded that "a well-financed and well-directed system, substantially larger and far more persuasive and effective than that which now exists in the United States, must be brought into being if the full needs of the American public are to be served".¹

Guided by those recommendations, the Congress enacted the Public Broadcasting Act of 1967 which, among other things, mandated the creation of the Corporation for Public Broadcasting (CPB) to provide national leadership in the further development of a public broadcasting system while insuring that the medium would have maximum protection from outside interference and control.²

The Congress authorized CPB to assist in three important activities: the establishment and maintenance of an interconnection service among the local stations; the production of national programming; and the increase of support to local stations.

In the furtherance of its responsibility to create an inter connection service, the Corporation joined with a group of elected television station representatives in 1970 to create the Public Broadcasting Service (PBS), a national broadcasting entity unlike any other service--commercial or non-commercial, foreign or domestic. PBS is an organized federation of public television stations with policy set by an elected board of governors made up of various chairmen of the boards of local television stations. The board of governors receives guidance from a PBS board of managers, a group comprised of and elected by television station managers.

In addition to CPB and PBS, another public broadcasting system component was created as a result of the Public Broadcasting Act of 1967: National Public Radio (NPR), an organization of CPB-qualified public radio stations. Although National Public Radio has some similarities to PBS--both are membership organizations managed by the members, and both draw from local sources for their programming--there are four basic differences: NPR produces programs, while PBS does not; PBS obtains programming from its member stations and a variety of producing agencies which are partially funded by CPB, while NPR is principally funded by CPB and supplements its production by contracting with local stations and other producing agencies for programs it will carry; PBS policy making is shared by two boards representing the station managers and station board chairmen, NPR policy is set by one board of directors comprised of station representatives and lay representatives; and PBS performs a station representation function during negotiations with CPB and hearings before Congress or Government agencies, while the representation function for radio is not handled by NPR. This function has in the past been performed by the National Educational Radio Division of NAEB and will be handled in the future by the newly constituted Association of Public Radio Stations.

In addition to the Corporation for Public Broadcasting, the Public Broadcasting Service, National Public Radio, and the Association of Public Radio Stations, other components of the public broadcasting system are:

- Public television and radio licensees who operate stations and engage in producing, acquiring, and broadcasting local, regional, and national programs.
- Seven regional and three state television organizations which operate program acquisition and distribution systems.
- Several national libraries which serve as a program resource and are located throughout the system and operated by its members.

- Station-affiliated and independent producers who, under contract or sales arrangement, furnish CPB and the other public broadcasting entities with programs for distribution through the Public Broadcasting Service and National Public Radio. (Table 2)
- National Association of Educational Broadcasters (NAEB), a national society with membership drawn from individuals in the fields of instructional communications and public broadcasting.

The 233 public television stations and the 132 CPB-qualified public radio stations on the air at the close of 1972 fall into four different categories:

State and Municipal stations (78 TV, 6 radio) licensed to state or municipal boards of education or similar agencies.

University stations (71 TV, 94 radio) licensed to both state and private colleges and universities.

Community stations (83 TV, 20 radio) licensed to non-profit corporations.

School stations (21 TV, 12 radio) licensed to school districts or systems primarily serving elementary and secondary education.

These public broadcasting stations offer a total radio and television service which is a mix of instructional, informational cultural, and social services.

In summary, then, the nation's public broadcasting system is a working arrangement of non-commercial television and radio broadcast licensees, producers, distributors, supporters, planners and financiers, all of whom contribute in varying degrees in providing the product of public radio and television to the American public.

¹Carnegie Commission Report, *Public Television: A Program for Action* (New York: Harper and Row), 1967, p. 3.

²The Corporation has a 15-member board of directors, appointed by the President with the advice and consent of the Senate. No more than eight of the members may belong to the same political party. All board members serve for staggered six-year terms and may not be full-time government employees. They should be, the Congress stipulated,

"eminent in such fields as education, cultural and civic affairs, or the arts, including radio and television; [and] selected so as to provide as nearly as practicable a broad representation of various regions of the country, various professions and occupations, and various kinds of talent and experience appropriate to the functions and responsibilities of the Corporation." (47 U.S.C. 396(c)(2)).

Table 2. The Public Broadcasting System Today**Public television licenses****Public radio licenses**

Children's Television Workshop (CTW)

Corporation for Public Broadcasting (CPB)

Family Communications, Inc.

Joint Council on Educational Telecommunications (JCET)

National Association of Educational Broadcasters (NAEB)

National Center for Audio Experimentation (NCAE)

National Center for Experiments in Television (KQED)

National Educational Television Division of WNET

National Instructional Television Center (NITC)

National Public Affairs Center for Television of WETA

National Public Radio (NPR)

Public Broadcasting Service (PBS)

Regional radio and television networks

- Central Educational Network (CEN)
- Eastern Educational Television Network (EETN)
- Eastern Public Radio Network (EPRN)
- Midwestern Educational Television, Inc. (MET)
- Rocky Mountain Network (RMN)
- Southern Educational Communications Association (SECA)
- Western Educational Network (WEN)

State Networks:

- Ohio Educational Television Network Commission (OETNCI)
- Pennsylvania Public Television Network (PPTN)
- State University of New York (SUNY)

¹ There are an additional 23 states, including Puerto Rico and American Samoa, holding licenses for from 1-13 transmitters each, for a total of 27 public television transmitters.

VI.

PROBLEM AREAS OF PUBLIC BROADCASTING

Despite the substantial growth of the public broadcasting system since the Carnegie Commission Report and the subsequent enactment of the Communications Act of 1967, the system still requires considerable improvement in order to provide efficient and effective service to the nation. Recent studies have shown that inadequate financing and the attendant lack of long-range financial planning have seriously handicapped the system's orderly growth.

The new medium—and a new medium it indeed is—was assigned the destiny of becoming a powerful source of alternative programming, something never before attempted on a major scale in this country, and put under a spotlight of attention and prestige appropriate to that role. It assumed that mantle with many of its leading players acting, speaking and presumably thinking they could somehow please everybody—as though the very name 'public' and an obvious attempt to do something worthwhile and different in broadcasting would be enough to induce a warm glow in the nation's collective soul.

Their reward—and the medium's—has been the discovery that it doesn't work that way. If public broadcasting draws large audiences, it is attacked for seeking the masses; if it programs for small, select groups, it is damned as an insufferable snob. If it tackles a rough issue, it is trendy, left-wing, unrepresentative and misusing the taxpayers' money; if it presents fine drama and stimulating discussion, it is aloof and uninvolved. If it moves toward centralization, the specter of autocracy is raised; if it does not, there is the accusation that it is frittering away its public money without seizing the chance to make an impact on the national consciousness. Anything it does, in any realm, is sure to be attacked by someone as contrary to the spirit of the Carnegie Commission report or the Public Broadcasting Act—both of which mean many different things to many different people. Meanwhile, the struggle for federal funding limps along: federal appropriations increase, but freedom from annual accounting does not.¹

Of the amount of money currently being expended by commercial and public television stations today, the public television share is less than ten percent. Although the revenue for public television has risen by 143 percent between 1966 and 1971, this gain has been offset by an increase of 83 percent in the number of public television stations. And while the mean expenditure per station (see Table 3) has increased by 36 percent, an inflation factor of approximately 25 percent (five percent per year) reduces this mean expenditure per station figure to show an increase of only 11 percent over a five-year period. This is hardly enough to exist on, let alone to fulfill the objectives the Congress intended when it passed the Public Broadcasting Act of 1967.

During fiscal year 1971 the largest sources of public television licensees' income were State school boards and State governments (33.0 percent of the total), followed by local school boards and local governments (14.2 percent), foundations (11.3 percent), and public broadcasting agencies (10.5 percent). (See Figure 1.)

In an introduction to the Schramm-Nelson study *The Financing of Public Television*, Douglass Carter outlines the grim assessment of the future growth of public television. He concludes:

"The political predicament of public broadcasting is inextricably tied up with its economic plight. Despite growth, both the system and the local stations are in a greater bind than ever before. Revenues have not kept pace with increased costs and expanded obligations."

"Compared to non-commercial systems in other leading countries, public television in America exists on a pittance, receiving less than one-fourth as much per capita as Britain's BBC-TV, and just over one-fourth of Japan's NHK."

"Any effort to increase the amount and quality of local programming is purely academic at the present level of funding. To parcel out all the federal revenues among the stations would purchase only a few minutes weekly of low-cost programs."

"An adequate schedule of local, regional, and national programs would cost over two and a half times as much as the system's existing budget."

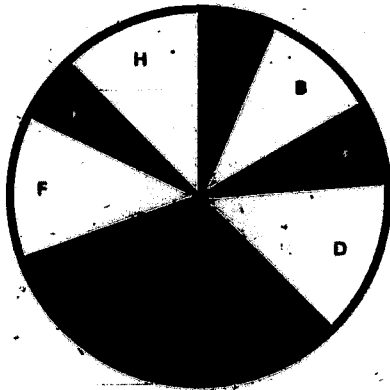
"Unless an overall plan is developed - which includes 'family planning' to control duplicative new stations - the situation is likely to grow worse."²

Our Constitution-based safeguards, methods of licensing stations (school, state, university, community), geography and customs and the inherent uniqueness of the system itself make it difficult to make comparisons with public broadcasting systems in other countries. What is not difficult, however, is to measure commitment in terms of dollars spent per capita on public television. In 1971, the U.S. Government spent \$.17 per capita on public television as compared to the Canadian government expenditure of close to \$6 per capita annually for public television, the British government's expenditure of \$3.29 per capita, and the Japanese government's expenditure of \$2.90 in 1972. (Table 4.)

In a 1969 study of public radio, commissioned jointly by the CPB and the Ford Foundation, study director Sam Holt reported that funding and organization were the two areas of greatest difficulty. He wrote:

"Noncommercial radio is weakened by problems of internal organization and financing within the individual licensee, and by structural and funding problems for the medium as a whole. Low budgets and other factors have made recruiting of personnel a problem for most stations. These problems complicate the job of the station manager, who is often forced to operate under the pressure of time-consuming responsibilities outside the station."³

Figure 1—Percent distribution of total income for public television licensees, by source of income: Aggregate United States, Fiscal Year 1971

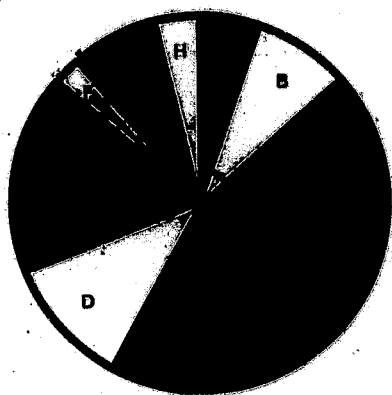


(Total income: \$140,816,300)

- A: 6.3% Federal government
- B: 10.6% Public broadcasting agencies
- C: 6.8% Institutions of higher learning
- D: 14.2% Local school boards and local government
- E: 33.0% State school boards and State government
- F: 11.3% Foundations
- G: 5.0% Subscribers
- H: 11.9% All other sources combined

Source: Financial Statistics of Public Television Licensees: Fiscal Year 1971 (Advance Edition), CPB-USOE/NCES Joint Publication Series, (Washington, D.C.: Corporation for Public Broadcasting, 1972), p. 14.

Figure 2—Percent distribution of total income of CPB-qualified public radio licenses, by source of income: Aggregate United States, Fiscal Year 1971



(Total income, \$12,128,900)

- A: 5.5% Federal government
- B: 8.2% Public Broadcasting agencies
- C: 44.0% Institutions of Higher Education
- D: 12.1% Local school boards and local governments*
- E: 17.5% State school boards and State governments
- F: 1.3% Foundations
- G: 8.0% Subscribers
- H: 3.4% All other sources combined

Source: Summary Statistics of CPB-Qualified Radio Stations: Fiscal Year 1971 (Advance Edition), CPB-USOE/NCES Joint Publication Series (Washington, D.C.: Corporation for Public Broadcasting, 1973), P. 13.

In 1969, less than 100 of the approximately 420 non-commercial radio stations then operating had a permanent staff of at least three people. The average operating budget was less than \$10,000 per station. More than half the stations operated with a power of only ten watts, a power so minimal that some college stations could not reach all potential listeners on a single campus.

Just three years later the picture had improved considerably with 132 stations meeting the minimum eligibility standards for CPB assistance (compared to only 73 just two years earlier) and 18 additional stations qualifying by the end of FY 1973.

Public radio coverage of the potential audience in the United States had increased from 36 percent in 1970 to over 60 percent at the close of 1972. Total income of the CPB-qualified public radio stations reached \$12.1 million during fiscal year 1971. This was an increase of 29 percent from fiscal year 1970.

Federal financial assistance to the public radio industry, however, lags far behind that of other nations with comparable systems. Of the more than \$12 million spent on public radio in the United States in fiscal year 1971, for instance, the Federal share was only \$3.4 million. This amounts to an expenditure of two cents per person per year! During that same period, the BBC spent \$66 million and NHK spent \$72 million respectively for public radio programming. (See Table 5.)

During fiscal year 1971 the largest source of CPB-qualified radio station income was institutions of higher education (44.0 percent of the total), followed by State school boards and State governments (17.5 percent), local school boards and local governments (12.1 percent), and public broadcasting agencies (8.2 percent). (See Figure 2.)

Table 3. U.S. Public compared with U.S. Commercial television stations

Financial figures in \$ thousands																		
STATIONS	1966	1967	1968	1969	1970	1971												
PUBLIC STATIONS																		
Number of stations	113	118	146	180	196	207												
Total station revenue	\$ 58,316	\$ 54,324	\$ 60,719	\$ 84,374	\$ 103,841	\$ 140,816												
Mean per station	516	467	487	449	530	680												
Total station expense	57,482	62,238	87,001	96,838	107,228	142,582												
Mean per station	508	523	480	533	550	689												
COMMERCIAL STATIONS																		
Number of stations	670	678	666	680	690	696												
Total station revenue	\$ 1,291,000	\$ 1,372,100	\$ 1,804,400	\$ 1,862,200	\$ 1,863,800	"												
Mean per station	2,106	2,112	2,297	2,381	2,408	"												
Total station expense	898,800	963,300	1,086,200	1,191,200	1,298,800	"												
Mean per station	1,480	1,528	1,628	1,752	1,823	"												
PUBLIC STATIONS AS A FRACTION OF COMMERCIAL STATIONS																		
Number of stations	18.4%	19.0%	22.3%	27.8%	28.2%	29.8%												
Total station revenue	4.8%	4.1%	4.4%	5.1%	6.2%	"												
Mean per station	24.5%	21.8%	19.8%	18.8%	22.0%	"												
Total station expense	6.5%	6.3%	6.3%	6.1%	6.5%	"												
Mean per station	36.1%	34.0%	28.3%	29.3%	30.2%	"												
<p>Notes: 1. Revenues and expenditures reported are for stations only, and do not include network operations.</p> <p>2. To some extent apparent increases in 1971 PTV station revenues and expenditures are the result of the consolidation of NET operations into New York station WNET/13.</p> <p>3. If the public station figures were analyzed by licensee rather than by stations, the revenue and expenditures would in each case be larger, and the difference between public and commercial stations therefore less.</p>																		
<p>than in the table above. Thus, for the last three years (in \$ thousands):</p> <table border="1"> <thead> <tr> <th></th> <th>1968</th> <th>1970</th> <th>1971</th> </tr> </thead> <tbody> <tr> <td>Mean revenue per licensee</td> <td>\$ 890</td> <td>\$ 733</td> <td>\$ 1,069</td> </tr> <tr> <td>Mean expense per licensee</td> <td>788</td> <td>800</td> <td>1,072</td> </tr> </tbody> </table>								1968	1970	1971	Mean revenue per licensee	\$ 890	\$ 733	\$ 1,069	Mean expense per licensee	788	800	1,072
	1968	1970	1971															
Mean revenue per licensee	\$ 890	\$ 733	\$ 1,069															
Mean expense per licensee	788	800	1,072															
<p>Source: 1. 1968-1969 statistics of public stations from NABE.</p> <p>2. Statistics of commercial tv stations from FCC.</p> <p>3. 1968-1971 statistics from CPB.</p>																		

Note	Service	Total \$	Per Person Expenditure
	U.S. Public Television FY 71		
	PTV System Revenues (non-duplicated)	\$ 108,440,800	\$.81
	All Federal contributions	34,047,800	.17
	U.S. Commercial Television		
2	Station and Network revenues 1970	2,808,200,000	13.71
3	Network revenues only, 1971	1,487,500,000	7.32
	CBC (Canada) Television, 1970/71		
4	All CBC-TV expenditures, including commercial programming	106,983,800	7.70
5	Parliamentary Grant Television	123,733,400	6.81
6	BBC (UK) Television, 1970/71 (Totally non-commercial)	183,241,000	3.29
7	NHK (Japan) Television, 1971/72 (Non-commercial TV share of Budget (non-commercial))	308,008,000	2.88
Notes			
1 Source: <i>Cooperation for Public Broadcasting</i>	A. Grant amount shown is net cost to taxpayers, based on calculated television share of total CBC parliamentary grant of \$166,000,000 less commercial television revenues of \$42,980,000.		
2 Source: <i>FCC Release May 12, 1972</i>	6 Source: <i>BBC Handbook 1972 p. 210</i>		
3 Source: <i>FCC Annual Report Fiscal Year 1971</i>	7 NHK operates both radio and television services. Budget amount shown is calculated television portion of total NHK 1971-72 budget of \$312,190,000.		
4 CBC operates other broadcasting services in addition to television. Expenditures shown are for direct television costs and a calculated portion of CBC common costs. The CBC TV networks operate as commercial services for parts of each broadcast day.			

Note	Service	Total \$	Per Person Expenditure
	U.S. CPS-qualified public radio, FY 71		
	CPS-qualified radio systems revenue (non-duplicated)	\$12,378,000	\$.08
	Federal contributions	3,428,400	.02
	BBC (U.K.) Radio, 1970/71 (non-commercial)		
	BBC radio system (including local stations)	66,112,900	1.19
	NHK (Japan) Radio, 1970/71 (non-commercial)		
	Estimated radio share of budget	72,198,000	.68
Notes			
1 Source: <i>Cooperation for Public Broadcasting</i>			
2 Source: <i>BBC Handbook 1972 p. 210</i>			
3 Source: <i>NHK Handbook 1971 p. 21. See footnote 7 in Table 4.</i>			

VII.

FINANCIAL REQUIREMENTS OF PUBLIC BROADCASTING

Previous Cost Projections

Starting with the Stanford University study of 1960,¹ operating and capital equipment needs of the "system" have traditionally been the concentration of academics, the trade associations, and Federal agencies. No one heretofore has projected the manpower requirements for public television or radio, including personnel development, except as it is inadequately reflected in operating projections. (See Table 6.)

In 1967, the Carnegie Commission studied existing public television stations and, interpolating needed new stations, recommended a total investment of \$621 million for a 380-station system and estimated the annual operating costs for the developed system at \$270 million. Five years later--and at least five projections later (See Table 6)--the Carnegie study results still appear to be reasonable estimates for public television stations and, interpolating needed new stations, recommended a total investment of \$621 million for a 380-station system and estimated the annual operating costs for the developed system at \$270 million. Five years later--and at least five projections later (See Table 6)--the Carnegie study results still appear to be reasonable estimates for public television, if the figures are adjusted for inflation.

Table 6. Previous Study Cost Projections

Public Television Only	No. of Stations Projected	Total Capital Investment Required (millions)	Annual Operating Costs After Capitalization (millions)
1961 Stanford University (10 years)	180	\$ 84	\$ 46
1966 NAEB/ETS (5 year)	364	392	No estimate
1967 Carnegie Commission (10 years)	380	621	270
1968 System Report DHEW	380	177	No estimate
1970 NAEB Memo (10 years)	300	186	No estimate
1972 Stanford University	360	347	432
1972 ETS* (10 years)	333	380	280
1972 NAEB* (10 years)	333 (+)	380	287

*Projections include costs of ITFS (Instructional Television Fixed Service) facilities

Task Force Projection

When the Task Force began its work in the late summer of 1972, it became obvious that the past cost studies were inadequate for use by the Task Force and a project was begun to determine system requirements for both operations and capitalization in the entire public radio and television system.

Under the project outline certain objectives were set for the projections and the Task Force accepted the following assumptions:

- The estimates would be for a five-year first phase of long-range financing.
- They would project a system of television and radio stations capable of reaching 90 percent of the American population by the end of five years, because the goal of 100 percent coverage was economically unrealistic since the last 10 percent of the population is spread over a vast expanse of geographic area.
- Estimates would be developed for both financial requirements and projected income for the entire system, including estimates for organizations other than broadcast licensees, such as CPB, PBS, NPR, CTW or regional networks.

The statisticians involved in the project made certain other assumptions as to growth rates, depreciation and inflation factors.

Several members of the Task Force participated in the development of models of the public broadcasting system, and data were used from the CPB annual station surveys which provided an information base of both income and expenditures from fiscal years 1960, 1970, and 1971. Requirement projections were done for the public radio system by a team of radio station managers and CPB Radio Activities staff members. The television licensee projections were done cooperatively by staff members for PBS and the CPB Information Systems and Planning staffs.

Two expenditures estimates were projected and then adjusted to provide a single final projection of requirements, with which the Task Force could be satisfied as being as accurate as possible with the data available and statistical methods used. One set of cost estimates was done by a projection of growth rates, from the data base of the annual surveys and using standard factors for inflation and depreciation estimates to reach the projected model system by 1979. The other cost projection was done by building up a model of the costs of running local stations at various levels of development, plus the costs of national programming and interconnection, to reach the 1979 model system. The same inflation and depreciation factors and the same cost figures for organizations other than licensees were used in both studies.

The two cost models developed by these studies were compared and the television licensee requirements were scaled down somewhat from the optimal, or fully developed system, to a model with minimal expenditures necessary to cover 90 percent of the population.

System Income Projection

The final projections which emerged from the combination of the two approaches discussed above also included figures for projected income of television and radio licensees, and other organizations. These figures are set forth in Table 7, the Task Force Projection, which was the financial model used by the Task Force in the development of its Long-Range Financing Plan.

Based on data from annual surveys, projections were done of non-Federal,

TASK FORCE PROJECTION
Table 7 PUBLIC BROADCASTING LONG RANGE FINANCING REQUIREMENTS FY 75 - FY 79
 (\$ in thousands)

	FY 75	FY 76	FY 77	FY 78	FY 79	Total
Operating Costs	\$207,134	\$202,030	\$244,820	\$266,215	\$472,862	\$1,393,061
Capital Expenditures	1,115	45,674	47,815	47,815	14,172	157,591
Debt Service	100,000	170,274	170,274	170,274	170,274	681,100
Contingency	\$20,000	\$40,000	\$40,000	\$40,000	\$40,000	\$200,000
Operating Costs	\$228,249	\$418,978	\$462,909	\$484,304	\$627,308	\$2,213,848
Capital Expenditures	1,115	45,674	47,815	47,815	14,172	157,591
Debt Service	100,000	170,274	170,274	170,274	170,274	681,100
Contingency	\$20,000	\$40,000	\$40,000	\$40,000	\$40,000	\$200,000
Total Financing Requirements	\$349,364	\$774,926	\$720,898	\$742,413	\$851,754	\$3,439,355
Net Income	\$27,174	\$328,136	\$146,410	\$152,486	\$212,914	\$1,077,116
Operating Income	30,879	36,879	36,137	36,137	36,412	146,484
Capital Gains	2,114	1,114	1,114	1,114	1,114	5,565
Debt Service	\$2,800	\$2,800	\$2,800	\$2,800	\$2,800	\$14,000
Contingency	\$2,800	\$2,800	\$2,800	\$2,800	\$2,800	\$14,000
Operating Costs	\$271,490	\$438,047	\$584,761	\$606,226	\$786,636	\$2,687,160
Capital Expenditures	1,115	45,674	47,815	47,815	14,172	157,591
Debt Service	100,000	170,274	170,274	170,274	170,274	681,100
Contingency	\$20,000	\$40,000	\$40,000	\$40,000	\$40,000	\$200,000
Total Financing Requirements	\$349,364	\$774,926	\$720,898	\$742,413	\$851,754	\$3,439,355

1. Public broadcasting income is derived from the sale of advertising spots and the sale of time slots. Assuming that 15 percent of the total advertising spots and time slots are sold, the total advertising income for the five-year period would be \$207,134. It is projected that the total advertising income for the five-year period would be \$207,134. The total advertising income for the five-year period would be \$207,134. The total advertising income for the five-year period would be \$207,134.

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non-duplicated income of television and radio licensees and other organizations.³ These estimates were done to enable the Task Force to determine how much of a difference would exist each year between projected costs and funds available to pay those costs. The major share of the deficit would have to be made up by the Federal contribution under whatever plan the Task Force developed.

Although Table 8 represents the financial model for an optimal system of public broadcasting at the end of fiscal year 1979, it was the opinion of the Task Force that the optimal system was not realistically attainable. The system income projections developed in the study were so much lower than the cost projections that the industry could not realistically expect to make up the deficit. Thus, there was a scaling-down to the figures represented in Table 7, which were used to develop the Task Force Plan.

Television Station Cost Projection

In the Task Force projection (Table 7) total operating costs of the television stations for the five-year development period were projected at slightly over \$1.7 billion, ranging from \$256 million in 1975 to \$418 million in 1979.

Capital expenditures for these television stations were also projected (See Table 7). This included estimated capital depreciation costs at a 15 percent annual rate, and an estimated 7.5 percent annual inflation rate for the period. Based on a 1972 survey of the stations, adjusted prior capital investments were estimated at \$151 million. Based on an assumption that capital investment will be made through the end of FY '74 in amounts adequate to allow the system to grow to the point assumed as a starting point in FY '75, an additional \$643 million was projected as capital expenditure required during the five-year development period to complete a 341-station system, from the present 242 stations covering approximately 75 percent of the American public.

Radio Station Cost Projection

The Task Force Projection also shows the requirements for a planned 295-station system of CPB qualified stations serving 90 percent of the American public, from the present 144 stations covering about 65 percent. Total operating costs for radio stations were estimated at \$223 million for the five-year period.

The 295-station system's capital requirements were estimated at \$79 million spread over a development period of five years. This also included estimated depreciation costs at a 15 percent annual rate and inflation cost at a 7.5 percent annual rate. (See Table 7.)

Other Organizations

Operating costs of public broadcasting entities other than television and radio licensees listed in Table 2 were estimated at \$747 million for the five-year period.

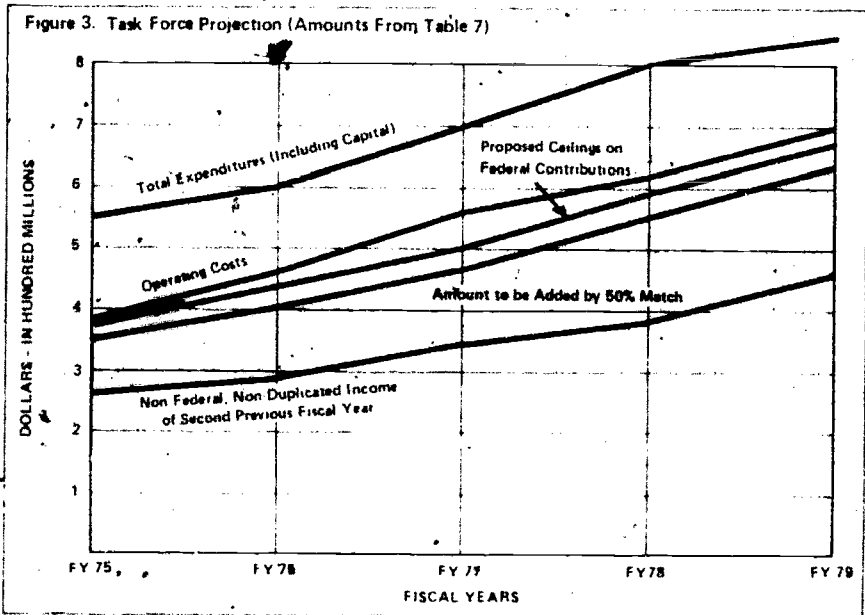
This amount includes costs of \$607 million for television and \$66 million for radio national programming, interconnection services, and other basic supports. The remainder of the amounts totaled \$73 million for the period, which is largely to cover administrative costs of these organizations.

A projected \$94 million for capital requirements would cover the capital expenditures required for these organizations for the five-year period. (See Table 7.)

Total System Requirements

In summary, as shown in Table 3 and Figure 5, the projections of the Long-Range Financing Task Force for the five-year period (FY 1975-FY 1979) show that:

- Total operating costs for public broadcasting—including television, radio and other entities—will require \$2,678 million. This includes estimated inflation costs.
- Coverage of 90 percent of the American population will require capital investments of \$743 million over five years for the total broadcasting system. This includes both inflation costs and depreciation costs, at a 7.5 and a 15 percent annual rate respectively.
- Non-Federal, non-duplicated income of the total public broadcasting system is estimated to be \$1.749 million, with an inflation factor added.



This is the public broadcasting system projection which the Task Force used to develop its financial plan. Under the Task Force Plan, with the 50 percent matching provision and the requested amounts provided for facilities funding, 77.2 percent of the projected system requirements of \$3.4 billion would be financed by the combination of non-Federal funds, Federal matching funds and Federal facilities funds. In the event that Federal funds, based on the 50 percent match are provided at the maximum level (ceiling) recommended by the Task Force, \$1 billion in Federal monies (for both operating and capital expenditures) would be allocated to help develop and

Table 8. FULLY-DEVELOPED SYSTEM
PUBLIC BROADCASTING LONG RANGE FINANCING REQUIREMENTS: FY '75-FY '79
(S in thousands)

	FY 75	FY 76	FY 77	FY 78	FY 79	5-Year Total
I. Operating Costs						
1. TV Licenses (196/341)	\$326,662	\$390,434	\$446,971	\$495,212	\$ 546,324	\$ 2,248,503
2. Qualified radio (295)	60,623	72,511	86,939	105,117	124,283	549,563
3. Other organizations (18-20)	97,737	121,806	158,391	188,406	213,909	984,240
Subtotal	\$485,022	\$584,751	\$692,301	\$788,730	\$ 884,516	\$3,436,320
II. Capital Expenditures						
1. TV Licenses (196/341)	\$208,321	\$175,534	\$165,888	\$166,544	\$ 165,477	\$ 871,764
2. Qualified radio (295)	18,235	22,297	24,773	26,720	29,187	131,212
3. Other organizations (18-20)	3,568	4,992	4,869	4,041	3,944	21,224
Subtotal	\$230,125	\$202,823	\$195,530	\$187,306	\$ 198,608	\$1,014,181
III Total Expenditures (I + II)	\$715,147	\$787,574	\$887,831	\$976,036	\$1,083,124	\$4,449,501
IV. Non-Federal, Non-duplicated Income						
1. TV Licenses (196)	\$213,560	\$244,608	\$287,193	\$332,492	\$ 378,109	\$1,455,962
2. Qualified radio (295)	24,960	30,308	34,738	38,135	39,473	177,604
3. Other organizations	20,516	22,568	24,824	27,307	30,037	135,252
Subtotal	\$259,036	\$297,485	\$346,755	\$397,934	\$ 447,619	\$1,748,849
V. Federal Monies Needed						
1. Additional monies needed (difference between III & IV)	\$456,091	\$490,066	\$540,866	\$578,101	\$ 635,505	\$2,700,852
2. 50% match on second previous year	90,200	100,300	129,528	48,743	173,378	642,149
(Ceiling on the 50% match)	(100,000)	(125,000)	(150,000)	(175,000)	(200,000)	(750,000)
3. Facilities funds requested	40,000	45,000	50,000	56,000	60,000	251,000
4. Total Federal monies expected (2 + 3)	130,200	145,300	179,528	203,743	233,378	892,149
Subtotal for FY 1973 total \$180,400						
Subtotal for FY 1974 total \$200,000						

maintain the public broadcasting system for the five-year period. The total of this amount and the industry's non-Federal, non-duplicated income represents roughly 80 percent of the total costs of the system projected in Table 7.

The system projected here represents a goal the Task Force has set for the public broadcasting industry, a goal which will only be fully realized if the incentive factor provided by the matching provision becomes an integral part of public broadcasting funding. Since the actual effect of the incentive factor is very difficult to predict, the Task Force projection has been calculated on a conservative basis.

If fully achieved, this projected system would bring to a large portion of the American people public broadcasting of the quality and diversity called for in the Public Broadcasting Act of 1967. Meeting the financial requirements for this kind of service, however, requires more funds than the system itself can supply, therefore, Public Broadcasting looks toward the Federal government for fulfillment of the commitment made in 1967, "that it is necessary and appropriate for the Federal government to complement, assist, and support a national policy that will most effectively make noncommercial educational radio and television service available to all the citizens of the United States."⁴

¹ETV: *The Next Ten Years* (Stanford, California: Institute for Communication Research, Stanford University, 1961), pp. 186-190.

²The impact of satellites and cable on delivery costs is uncertain. Some experts believe that they represent a cheaper alternative than broadcast transmission, depending on geography. Satellites may replace AT&T long lines for distributing programming to and between stations, but the cost implications are unclear at the present. Annual costs of a satellite trunking operation may prove to be lower or equal to the reduced AT&T line charge operations, but with expanded flexibility. Direct broadcast, while technically feasible, faces enormous economic and political obstacles.

Cable delivers a large number of channels to a home for a small installation charge and a monthly fee. Until ways are found to hook up every home and eliminate the charges, broadcast remains the only viable alternative for poor and/or fixed income families. Cable's two-way and multi-channel potential opens new opportunities for public stations to serve the community. Therefore, public stations must become heavily involved in cable development while continuing in their over-the-air responsibilities to the non-cable audience.

³Non-Federal, non-duplicated income includes all income except funds from primary Federal sources and funds from within the public broadcasting industry.

⁴47 U.S.C. 356 (a)(5)



APPENDICES

APPENDIX A

LONG-RANGE FINANCING TASK FORCE MEMBERS

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Mr. Edmund F. Ball
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Mr. Kenneth Kager
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National Public Radio (NPR)

Mr. Richard Estell
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Dr. Walter P. Sheppard
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Mr. James Macandrew
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Community - TV (WCET)

Mr. William Mason
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Dr. Donald R. McNeil
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Mr. Donald A. Webster
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 Long-Range Financing Task Force
 (July 1972-Feb. 1973)

Ward White, Esq.
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 Senate Committee on Commerce

Nicholas Zapple, Esq.
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 Senate Committee on Commerce

APPENDIX B

PRINCIPLES OF LONG-RANGE FINANCING Adopted by Long-Range Financing Task Force May 18, 1973

RESOLVED THAT

WHEREAS,

the funding of public broadcasting for educational, informational, cultural and humanistic purposes is vital to the public interest, and should be increased substantially from all sources to realize fully the potential of the system for serving the American people, and

WHEREAS,

the Task Force agrees that there is a necessity for Federal funding of public broadcasting as a complement to existing funding sources for the realization of this potential, and

WHEREAS,

the Corporation for Public Broadcasting in its leadership role as envisioned in the Public Broadcasting Act of 1967 is the steward of Federal funds appropriated and will be accountable for the use of such funds, and

WHEREAS,

the Task Force on Long-Range Financing has examined various concepts for the financing of public broadcasting, and

WHEREAS,

it is clear that any plan for such financing should reflect certain guidelines or principles,

NOW THEREFORE BE IT
RESOLVED,

that the Task Force adopts the following principles as the basic tenets which must be present in any plan for the long-range financing of public broadcasting:

1. The principal share of the operating expenses of public broadcasting will continue to come from non-Federal sources.
2. The Federal contribution will be designed to provide incentives for increasing non-Federal financing.
3. The financing of public broadcasting will not impose unreasonable burdens upon any segment of the economy, but rather will be designed so those who benefit -- essentially the public at large -- will be the source of funds.
4. Of the Federal funds appropriated a portion will be returned to the stations on an equitable basis.
5. The need for insulation against undue pressures from any source is particularly important with respect to the financing of programming.
6. Long-range planning, which is based on a reasonably assured level of future funding, is essential to a viable public broadcasting industry capable of producing high quality services and programs, locally and nationally.
7. The financing of capital requirements is as urgent as financing of operating expenses, and the funding level must be increased to meet system requirements.

8. Non-Federal underwriting of local and national program costs be continued as an important method of financing.
9. The development of a plan for the system's growth, the strengthening of local planning and management capabilities, and the setting of priorities which can be translated into specific local and national objectives are all essential to the achievement of long-range financing.
10. Any long-range financing plan will be reviewed periodically and will be adaptable to developments in cable, satellites, and the new technologies generally.

APPENDIX C

CPB-PBS AGREEMENT REACHED ON MAY 31, 1973

A Joint Resolution
of
The Corporation for Public Broadcasting
and
The Public Broadcasting Service

Resolved, by the Boards of the Corporation for Public Broadcasting and the Public Broadcasting Service, that:

In order to effect a vigorous partnership in behalf of the independence and diversity of public television and to improve the excellence of its programs;

to enhance the development, passage by Congress, and approval by the Executive branch of a long-range financing program that would remove public broadcasting from the political hazards of annual authorizations and appropriations;

to further strengthen the autonomy and independence of local public television stations; and

to reaffirm that public affairs programs are an essential responsibility of public broadcasting.

the Boards of the Corporation for Public Broadcasting (CPB) and the Public Broadcasting Service (PBS) do hereby jointly adopt the following agreement:

1. CPB will, in consultation with PBS, other interested parties, and the public, decide all CPB funded programs through a CPB program department. The consultation prior to CPB's decision is vital so that the CPB programming department will understand what the licensees' needs are and thus avoid any possibility that CPB will fund programs that the licensees do not want. By such a consultation, well in advance of CPB program decisions, time and vitally needed dollars can be saved and the public can be best served. In the event that the PBS program department dissents from any particular program decision of the CPB program department, the PBS program department may appeal to the chief executives of CPB and PBS. Should these executives fail to agree, final appeal may be made to the respective chairmen of the two organizations whose joint decision will be final.

2. All non-CPB funded programs, accepted under PBS Broadcast Journalism Standards and normal PBS procedures, will have access to the interconnection.

3. Should there be any conflict of opinion as to balance and objectivity of any programs, regardless of the source of funding, either group can appeal to a monitoring committee consisting of three CPB trustees and three PBS trustees. It will take four votes of this committee to bar a program's access to the interconnection.

4. PBS, on behalf of the stations, will prepare a draft schedule of programs of interconnection. The draft schedule will be for one year divided into four quarters. It will be resubmitted each quarter for the ensuing four quarters. To preserve the mutual interests of both CPB and PBS, CPB will be advised and consulted in the development of the draft schedule, and when each such four quarter schedule is completed, it shall be submitted for approval of CPB. In the event that the CPB program department does not agree to the draft schedule, it may appeal to the chief executives of CPB and PBS. Should these executives fail to agree, the issue shall be presented for final decision to the board chairman of CPB and PBS. Should they fail to agree, they shall choose a third person to whom the issue will be presented and whose decision shall be final. Emergency scheduling decisions will be made in accordance with procedures approved by the chairmen of the CPB and PBS boards. In any event, the draft and final schedules shall reflect the arrangement of programs for interconnection service to stations, and shall not be regarded as a schedule of programs for broadcast by the stations.

5. There is hereby established a Partnership Review Committee consisting of an equal number of trustees of CPB and PBS. Such committee shall assess the working of the partnership on a regular basis with formal meetings to be held not less than four times per year. For a five-year period beginning with the adoption of this joint resolution, this committee will be charged with the responsibility of making recommendations to the boards for any modifications which they may deem desirable.

6. CPB and PBS will formalize an annual contract for the physical operation of the interconnection not later than August 31, 1973. Physical operation of the interconnection will be by PBS and will be funded by CPB. Any dispute as to the terms of the contract will be resolved by the chairmen of CPB and PBS no later than September 30, 1973. CPB will continue to finance PBS activities as it has in the past until September 30, 1973. Following that date, PBS will finance its own activities, receiving from CPB only the funds necessary for the physical interconnection services which it will render under the contract.

7. CPB and PBS hereby agree that CPB will provide the mutually desired bedrock of localism by unrestricted grants to the public television stations, under a formula accepted by CPB and PBS, aggregating annually not less than 30% at a \$45 million level, increasing proportionately to: 40% at a \$60 million level, 45% at a \$70 million level and 50% at an \$80 million level. CPB and PBS will express this commitment to the Congress in connection with the pending legislation.

APPENDIX D**POLICY FOR PUBLIC RADIO STATION ASSISTANCE
AND QUALIFYING STATIONS**

Policy statements contained in the Public Broadcasting Act speak in terms of encouraging "the growth and development of noncommercial radio and television broadcasting" and "of programming which will be responsive to the interests of the people ... and constitutes an expression of diversity and excellence." They stress the importance of supporting a national policy which "will most effectively make noncommercial educational radio and television services available to all citizens of the United States."

Although the Corporation is desirous of aiding as fully as possible all noncommercial broadcasting stations, it can itself be effective in implementing the policies and purposes of the Public Broadcasting Act only by establishing priorities in the selection of stations for the production of programs, the receipts of grants and aids, and for other purposes. Such priorities will necessarily be predicated upon the Corporation's financial capabilities and its determination of the relative ability of stations to serve the public interest in terms of the nature, extent, and quality of their services and the public need for them.

As a general rule, the Corporation believes that in order to qualify as capable of performing a sufficient public service to warrant Corporation support, a station should meet the following standards:

1. Assure consistently in its program schedule a substantial amount of programming of good quality, devoted to educational, informational, and cultural material.
2. Have adequate facilities to transmit an acceptable signal to an appreciable segment of the public.
3. Have access to sufficient funds to cover ordinary operating and program expenses.
4. Be substantially engaged in broadcasting to the public rather than religious, in-school, or other special class for training students in broadcasting or other limited purpose.
5. Have a staff of sufficient size and professional ability to provide a competent service.
6. Maintain an operating schedule of sufficient length and regularity to constitute a reliable and significant service.

The Corporation will indicate periodically what it regards as substantial compliance with the foregoing qualifications and specify particular criteria upon which it will rely in making determinations of eligibility and priority in providing financial and other support.

The Corporation is aware that there will be instances in which a noncommercial radio station failing in one or more of the above standards may nevertheless be rendering an important public service which merits Corporation assistance. The Corporation will make every effort to recognize meritorious situations and to make appropriate exception of them with respect to the above standards or any other evaluating standards which may be adopted pursuant to or in supplementation of them, upon the written request of an authorized station official.

Criteria for Determining Assistance Eligibility

Recognizing that the Corporation for Public Broadcasting is charged with determining how to best utilize limited financial resources for the systematic development of a significant, national public radio service, the following criteria shall be considered in determining the appropriateness of Corporation support:

1. The station should be licensed by the FCC as a noncommercial educational radio station.
2. The station should operate with an effective radiated power of no less than 250 watts at 500 feet above average terrain (or the equivalent) on a standard FM frequency, or a rated transmitted power of no less than 250 watts on an AM frequency.
3. A minimum of one adequately equipped studio and separate control room should be available to provide for local program production and origination.
4. The minimum number of full-time professional radio station staff employed should comply with the scheduled criteria for the years through 1976 listed on page 45.
 - "Full-time professional radio station staff" includes permanent personnel with demonstrated skill and expertise in the management, programming, production, promotion, development or engineering areas of radio station operation, paid no less than the minimum Federal hourly wage, whose terms of employment require the exercise of full-time duties in one or more of these areas.
 - (a) At least one full-time staff member should be employed in a managerial or programming position.
 - (b) Clerical and custodial staff, and interns and trainees do not meet the definition of this criterion.
 - Full-time positions should be maintained on an annual basis.
5. The station's minimum operational schedule should comply with the schedule of criteria for the years through 1976 listed on page 45.
6. The station's daily broadcast schedule should be devoted primarily to programming of good quality which serves demonstrated community needs of an educational, informational, and cultural nature, within its primary signal area. Such programming should be intended for a general audience.
 - A program schedule designed to further the principles of a particular religious philosophy does not meet the definition of this criterion.
 - A program schedule designed primarily for in-school or professional in-service audiences does not meet the definition of this criterion.

Joint Licensees

Joint AM-FM stations or FM-FM stations operated by the same licensee in the same community may be individually qualified for CPB assistance under the following conditions:

- Each station should provide a separate and distinct program service for the community of license, comparable in length to at least the minimum required daily broadcast schedule for CPB-qualified stations.
- Each station should meet all other criteria for determining assistance eligibility.

Associated Stations

An associated station is one which primarily extends either the transmission capability or the program service capability of another station, or both. It may present programming originated by the primary station on a simultaneous or delayed basis and/or extend the hours of program service provided by the primary station. In both instances the associated station serves principally as an additional transmission facility.

In order to become eligible for CPB assistance an associated station operating in a community *separate* from its primary station must meet the following requirements:

- The station should produce and originate a significant and separate program service designed to serve the community of license.
- The station should meet all other criteria for determining assistance eligibility.

In order to become eligible for CPB assistance an associated station operating in the *same* community as its primary station must meet the following requirements:

- The station should provide a separate and distinct program service for the community of license, comparable in length to at least the minimum required daily broadcast schedule for CPB-qualified stations.
- The station should meet all other criteria for determining assistance eligibility.

When a station meets the above requirements and, hence, becomes eligible for CPB assistance it is no longer classified as an associated station.

General Exceptions to the CPB Policy for Assistance

- AM-FM stations and FM-FM stations operated by the same licensee in the same community may combine capabilities of both stations in order to qualify one of the stations.
- Any station which is restricted in its hours of operation by the terms of its license to less than the minimum required by the CPB policy, will be eligible for assistance if all other criteria are met.

To assist in the development of a dynamic public radio system, the Corporation for Public Broadcasting will gradually strengthen its support criteria to encourage the establishment of full-time, public radio broadcasting services, operating 52 weeks per year, 7 days per week, 18 hours per day (holidays included) by 1976.

MINIMUM CRITERIA	1973	1974	1975	1976
STAFF:				
FULL-TIME	3	3	4	5
ON-THE-AIR SCHEDULE:				
WEEKS PER YEAR	52	52	52	52
DAYS PER WEEK	7	7	7	7
HOURS PER DAY	12	14	16	18

Major Radio Grant Projects

Community Service Grants (Qualified)

- Available to all CPB-qualified stations.
- Up to \$15,000 per station.

Station Development Grants

- Competitive among applicants in communities presently without a CPB-qualified public radio station.
- Up to \$25,000 per station 1st year.
- Up to \$15,600 per station 2nd year.

Program Production Unit Grants

- Competitive among all CPB-qualified stations.
- From \$50,000 to \$200,000 per station.

National Public Radio

- CPB support enables NPR to provide programming and network services to public radio stations.

National Center for Audio Experimentation

- CPB support enables NCAE to conduct research and production projects designed to explore the potential of radio broadcasting.

CPB Qualification Procedures

Stations which meet the minimum requirements of the policy outlined in this booklet are eligible to apply for CPB qualification.

Stations presently under construction and wishing to utilize National Public Radio programming beginning with the station's inaugural broadcast, are eligible for provisional qualification from CPB and provisional membership in NPR. Applicants must request provisional qualification no later than 45 days prior to the station's first broadcast.

APPENDIX E

COMMUNITY SERVICE GRANTS FOR TELEVISION

A. Definitions

(1) For the purposes of this grant criteria statement, a "station" shall be defined as an on-the-air (UHF and VHF) television station operating under a non-commercial educational license granted by the FCC.

(a) Each station must have a staff headed by a manager or other chief executive officer who:

(1) has the responsibility and authority to determine when and what material shall be broadcast over the station; and

(2) has the responsibility and authority to administer disbursements under a budget authorized by the governing board of the licensee.

(b) When more than one station is operated by one licensee, each such station, in addition to the above, must be headed by a manager or other chief executive officer who reports directly to the governing board of the licensee.

(2) "Income" shall be defined as total income received during the designated fiscal year, including the fair market value of "gifts in kind", but such income shall not include funds received from the Corporation for Public Broadcasting or from the Educational Broadcastin Facilities Program.

B. Criteria

To be eligible to receive a television Community Service Grant, every station (as defined in A above):

(1) must demonstrate that during the fiscal year on which computation for the Community Service Grant is based:

(a) its income (as defined) was in excess of \$150,000; and

(b) that it had available studio and production facilities and had regularly produced and broadcast locally-originated programming.

(2) In addition, all stations on the air as of July 1, 1973, must:

(a) during fiscal 1974 (July 1, 1973 through June 30, 1974), broadcast a minimum schedule of six days per week, fifty-two weeks per year, for a total of not less than 2,500 hours; and

(b) during fiscal 1975 (July 1, 1974 through June 30, 1975) and in all succeeding years, broadcast on a schedule of seven days per week, fifty-two weeks per year, for a total of not less than 3,000 hours.

(3) Each station beginning on-air service after the adoption of these criteria, or June 30, 1978, (whichever is earlier) must:

(a) meet the following operational requirements:

(1) during its first full year of on-air operation commencing on the July 1st immediately following issuance of Program Test Authority, broadcast on a minimum schedule of six days per week, fifty-two weeks per year, for a total of at least 2,500 hours; and

(2) during its second such full year of operation and in all succeeding years, broadcast on a schedule of seven days per week, fifty-two weeks per year, for a total of at least 3,000 hours.

(b) clearly show that its signal will result in the addition of substantial currently unreached population if its broadcast coverage duplicates, in whole or in part, that of an existing educational television broadcast station, which receives a Community Service Grant. This proviso is to remain in effect until the purposes of Section 396 (a) (5) of the Public Broadcasting Act of 1967 have been satisfied, which states, "that it is necessary and appropriate for the Federal Government to complement, assist, and support a national policy that will most effectively make noncommercial educational radio and television service available to all the citizens of the United States."

C. Special Provisions

- (1) Each station must maintain fiscal books and records in accordance with generally accepted accounting principles, and document its eligibility to meet the above criteria by submitting a Community Service Grant application, and must complete the CPB Annual Television Survey by the deadlines to be specified by the CPB. In cases where more than one station under a common license submits separate grant applications, the data contained in the individual applications must correspond to the data contained in the annual survey reported by the licensee. No grant payments will be made to any station until all of its required applications and surveys have been audited and approved.
- (2) Until the year in which the CPB Annual Television Survey for fiscal 1975 activities (see B 2b) is used as the base for Community Service Grant computation, each licensee which received a Community Service Grant in fiscal 1972 will continue to be eligible for an annual Community Service Grant, without respect to the foregoing criteria (Section B).
- (3) Local circumstances may prevent a station from holding to the minimum criteria during any fiscal year, and the station is encouraged to submit documentation of such circumstances. CPB will treat each such case on an ad hoc basis.
- (4) To encourage and assist stations in reaching the minimum criteria for regular Community Service Grants (defined above), the Corporation may establish additional separate grant procedures and funds.

APPENDIX F

BRIEF DESCRIPTIONS OF FEDERAL FUNDING SOURCES CONSIDERED

As can be seen from the preceding documentation, the financing of public broadcasting will continue to be one of its major problems. State and local governments are already stretched to the limit of their ability to support public broadcasting, and private contributions are unlikely to rise to significantly higher levels than those attained in the past. Indeed, there are indications that the Ford Foundation will shortly terminate its generous support to the system.

Discussions of improved financing and studies of specific plans have been many. They include:

Dedicated Excise Tax on Sale of Radio and TV Receivers

This concept was first recommended by the Carnegie Commission. The tax would be imposed at the manufacturer level on domestic products and on the importer of foreign-made sets. (Such a tax was in effect, at the rate of 10 percent, from 1950 until 1965 for general revenue purposes.)

The products subject to the tax would be broadened to include receiving equipment that would be used in connection with emerging cable and cassette technologies.

The linkage is good between those who receive public programs and those who pay the tax. The plan would be easy to administer.

Earlier studies indicated that the amount of funds required for public broadcasting would be produced by a 3 percent tax. If a 3 percent tax had been in effect in 1968, it would have produced \$107 million. If the volume trend prior to 1968 continued until 1975, a 3 percent tax would produce \$173 million in 1975.

The stability of the amount and the capacity for increases is, however, uncertain. Uncertainty is caused by the nature of the market and its ability to absorb new color television sets at the rate experienced in recent years, the increasing proportion of sales of imported sets at lower unit prices, and the impact of new technologies.

It has been said that people will not benefit from the broadcasts in proportion to the amount they spend on receiving sets and further that such a tax would be regressive because low-income families may spend a higher proportion of their total income on receivers than high-income families. The two points tend to be contradictory. To the extent higher-income families purchase new sets more often and pay more per set the difference in the proportion of income so used by high and low-income families is reduced. In any event, the degree of regressivity would be slight.

A legislative proposal for such a tax was made in 1969 by the Corporation for Public Broadcasting, but was rejected by the Executive branch.

Tax on Commercial Radio and TV Station Gross Revenues, Net Revenue or Advertising Revenue

Whether or not a tax is imposed on gross or net revenues, or specifically on advertising revenues, the advantages and disadvantages are generally the same.

Stations paying any one of the types of taxes indicated would tend to pass the cost on to others through higher prices, particularly higher charges for advertising time. Advertisers in turn would pass these costs on to the ultimate consumer. Those who paid these increased costs would not be directly related to those who benefit from the public broadcasting service.

Based on 1970 data, a 3 percent tax imposed on gross revenues or advertising revenue would provide \$116 million and \$139 million, respectively.

Not all commercial broadcasting stations are profitable, however. Consequently, such a tax would impose an inequitable burden on marginal or non-profitable operations. Such a tax would also impose added difficulties on organizations attempting to put new stations on the air. A tax on net revenue would avoid this inequity. However, the tax on net revenue would have to be 15 percent in order to produce about \$100 million.

Changes over time in the profitability of commercial broadcasting and the potential impact of new technologies raises questions as to the stability and the capability of increases over time if the financing of public broadcasting was based on such a tax.

Tax on CATV Subscription Revenues or Net Revenues

A 5 percent tax on subscription revenue has been proposed by the FCC with the proceeds to be applied to support of public broadcasting. The Corporation, responding to requests for comment from the FCC, has supported the concept, but has recommended that the proceeds be dedicated to the planning and development of public programs for cable transmission and for the production of programs for cable operations.

A 5 percent tax would not now or in the foreseeable future yield adequate funds. Based on 1970 data, such a tax would provide a \$13.5 million at present. Estimates indicate the proceeds would increase to about \$70 million by 1980.

This proposal could, however, be considered in combination with other concepts. It could be a part of a package solution or added in a later year.

Charge for Access to the Broadcast Spectrum

Private operators normally pay when they use public lands or other property. In the same way broadcasters could be charged for their use of the limited frequency spectrum.

In order to provide \$90 million annually, each radio and television station would be required to pay an average of \$18,000 a year.

If, because of the difference in profitability of radio and television stations, television stations were expected to pay half of the minimum total, each station would be required to pay an average of \$68,000 while each radio station would pay an average of \$10,152.

These costs to the station would tend to be recovered in the same way that the tax on revenue or advertising would be recovered.

Set-Aside of Portion of Income Taxes Paid by Commercial Radio and TV Stations and CATV Operators

This concept assumes that, out of the taxes already being paid by commercial radio and television stations and CATV operators, an appropriate amount would be earmarked for use by public broadcasting. In order to provide about \$100 million, 70 percent of the taxes actually paid in 1970 would have to be dedicated to this purpose.

The earmarking of general tax revenue for specific purposes is likely to be strongly

approved by those in government concerned with fiscal policy. The use of general funds for support of public broadcasting is entirely appropriate, however, since those funds are produced on an equitable basis from the public as a whole and public broadcasting tends to benefit the public.

Dedicated Excise Tax on Residential Electric or Telephone Bills

Practically all residential users of electricity own radio and television sets. The monthly electric bill offers a means of collecting a "user charge" from the beneficiaries of public broadcasting.

A charge of \$0.15 per month (1.44 percent of the average monthly residential bill) would produce \$120 million based on 1970 data. Growth in residential use of electricity has continued strongly in recent years so that by 1975 it is estimated that a \$0.15 charge per month would yield \$114 million.

Relatively few electric utilities now serve the whole country, with a single utility company operating in each community on an exclusive basis. The structure provides a relatively simple administrative framework.

Application of the tax could be refined to exempt states, counties, or even communities not capable of receiving public programs.

Even though electric utilities enjoy a public franchise, they can be expected to object to the imposition of the administrative burden and cost of handling this tax. In addition, the imposition of extra cost to electric consumers (1.4 percent for example) would be viewed as disadvantageous by electric companies with respect to gas competition for cooking, air conditioning, clothes drying, and home heating appliances.

This kind of competition in the home (electricity vs. gas) is not present in the case of telephone service. More households have television (95 percent) than have telephone (90 percent). The likelihood that a telephone user has a television set is very great.

A charge of \$0.15 per month on the residential telephone bill would produce approximately \$100 million at present and would increase in future years, assuming contribution of recent trends.

General Tax Revenues Based on a Statutory Formula and Legislated on either a Permanent or Multi-Year Authorization and Appropriations Basis

A case may be made that public broadcasting benefits the public, and, therefore, the cost should be paid out of general tax funds.

All citizens benefit if the quality of society improves. Very nearly all families own receiving sets and are potentially the direct beneficiaries of public broadcasts. Within this very large inner group, the 74 percent of families who can receive public signals constitutes a group capable of benefiting even more directly.

The tax system that produces the revenue in the general fund is intended to distribute the cost of activities in the public interest in a way that is economically and socially equitable. Financing public broadcasting, which serves the broad public interest, by this mechanism therefore seems appropriate.

Usually funds in the general fund are spent pursuant to annual appropriations. This annual process, because of its timing, uncertainty, and political character, fails to satisfy the requirements for financing public broadcasting.

Permanent appropriations—or at the very least a multi-year appropriation—from the general funds would overcome this difficulty. The cost would be imposed on the public in accordance with the government's fiscal and social policy, and the independence of the public broadcasting system would not be impaired by an annual political process subject to random and extraneous factors.

Proceeds from Profits of Operating a Domestic Satellite System

This proposal, originally made by the Ford Foundation, would establish a non-profit organization to operate a domestic satellite system with the profits (or a major part of the profits) dedicated to financing public broadcasting.

The users of the satellite system would seemingly be the present communications carriers and perhaps the broadcast networks as direct customers. Those users by their payments would produce the profits for the satellite operator. The customers for the satellite services would recover their costs by the prices they charge to their customers.

The amount of the contribution provided by this proposal has been estimated as \$20 million—not enough by itself to provide the financing needed for public broadcasting. However, it could be considered as a supplement to other means of financing.

It should be noted that the "open skies" policy presently being pursued assumes satellite services being provided by one or more commercial operators. For all practical purposes, this forecloses the "public dividend" concept advanced by the Ford Foundation.

"User Charge" to be Paid by Family Owning Radio or TV Set

At least 51 countries require users of radio or television sets, or both, to pay an annual license fee. One of the virtues of this approach is that it directly associates the person who pays the cost with the benefits produced by the payment.

After extensive study, it was concluded that the practical realities of political and public unacceptability, fortified by built-in problems of collection and enforcement, require that the concept should be rejected and that alternative solutions to financing public broadcasting should be pursued.

A Public Broadcasting Development Bank Financed by Bond Sales

The concept of a Public Broadcasting Development Bank partially financed by bond subscriptions to the public was considered by the Task Force in its earliest deliberations. It was felt that this approach might be applied, as one of several funding methods, to the financing of national programming, because it is necessary that all programming have long-term lead time and sustain a high degree of insulation from undue influence and control.

The source of funds for the Bank was proposed to be a combination of Federal appropriation, public securities sales guaranteed by the government, and various secondary income sources such as sale of program rights, interest on bank balances, and income from the Bank's investments. These funds would be used for loans and grants for the financing of national programming.

A complete study of this concept by the Task Force and discussions of the idea with individuals from the Treasury Department, OMB, and an investment banking firm reached the following conclusions:

1. Bonds could only be sold if they carried a Federal guarantee.
2. Public broadcasting at this time in its development has an inadequate asset and income base with which to pay interest and retire the bonds.
3. There would be substantial resistance in the Congress to a Federal guarantee where the asset and income base is as weak as it is at this time in the case of public broadcasting.
4. There would be very strong resistance to giving a guarantee for public broadcasting to borrow at low rates and then use the money to invest in high yield assets, and the income so earned would not be substantial enough to warrant the administrative costs.

The complexity of implementing such a plan and the uncertainty of the benefits to be derived from it led most of those who studied the Development Bank and bond sales concept to look in other directions for supplementary financing.

Loan Guarantee Proposal

As an alternative to the sale of bonds it was suggested that the Corporation could guarantee loans for station facilities (hardware) negotiated by the local stations with private lending institutions. While a loan guarantee program would not generate "new income" for the public television system, it was felt that the proposal would encourage more efficient and rational use of existing resources and would present no legal or legislative obstacles.

It was the conclusion of the Task Force that, due to the substantial capital needs projected in the Task Force requirements studies, the loan guarantee proposal would not supply sufficient funding for this vital area.

Revenue from Tax Concepts		ESTIMATED REVENUE		Amount in 1976
	Year	Annual Amount*	Annual Increase	
(Amounts in Millions)				
1. "User Charge"				
---viewed as not practicable				
2. Excise tax on wts				
3%	1968	\$107.1	\$10.6	\$173.1
2%	1968	71.4	7.0	113.4
3. Tax on station gross revenue				
3%	1960	116.5	6.9	161.1
2%	1968	77.8	4.8	100.7
Tax on station net revenue				
20%	1960	131.0	8.2	\$172.0
15%	1960	98.2	5.1	128.7
Tax on station advertising				
3%	1970	\$139.0	8.5	181.8
2%	1970	90.0	5.7	121.4
4. Tax on CATV subscriptions				
5%	1970	13.5	?	?
Tax on CATV net revenue				
---no data				
5. Charge for access to spectrum				
\$18,162 average for 4,988 stations		90.0		
or				
--\$86,470 avg for 677 TV stations		46.0		
--\$10,512 avg for 4,281 radio stations		46.0		
6. "Set aside" of taxes paid by commercial stations and CATV 70% of taxes	1970	98.0	?	?
7. Tax on residential electric bills 15 cents per month (assumes 8% increase)	1970	120.2	6.0	144.0
Tax on residential telephone bill 15 cents per month (assumes 3 million households)	1968	97.2	5.4	128.6

* Annual amount is Average proposed for the year shown.

APPENDIX G

PUBLIC TELEVISION STATIONS

ALABAMA

Alabama ETV Commission
Birmingham, Ala.
State Authority (Network)

ALASKA

KYUK Bethel Broadcasting,
Inc.

Bethel, Alas.
Community

University of Alaska
Fairbanks, Alaska
University

ARIZONA

Bureau of Broadcasting
Tempe, Ariz.
University

KUAT-TV, Modern Language
Center Building
Tucson, Ariz.
University

ARKANSAS

Arkansas Educational TV
Commission
Conway, Ark.
State Board of Education

CALIFORNIA

KOCE-TV
Huntington Beach, Calif.
College

KEET-TV, Redwood Empire
ETV, Inc.
Eureka, Calif.
Community

KCET-TV, Community TV
Southern Calif.
Los Angeles, Calif.
Community

KIXE-TV, Northern Calif.
ETV Assn., Inc.
Redding, Calif.
Community

KVIE-TV, Central Calif.
omnis ETV
Sacramento, Calif.
Community

KVCR-TV
San Bernardino, Calif.
College

KPBS-TV, San Diego State
College
San Diego, Calif.
College

Bay Area Educational Tele-
vision Assn.
San Francisco, Calif.
Community

KTEH-TV
San Jose, Calif.
County School

KCSM-TV, San Mateo Com-
munity Coll. Dist.
San Mateo, Calif.
College

COLORADO

KRMA-TV, Channel 8
Denver, Colo.
Municipal School

KTSC/Channel 8
Pueblo, Colo.
College

CONNECTICUT

Connecticut ETV Corpora-
tion
Hartford, Conn.
Community (as a State
Network)

DISTRICT OF COLUMBIA

WETA-TV Greater Wash-
ed Telecom Assn
Arlington, Va.
Community

FLORIDA

WUFT-TV, University of
Florida
Gainesville, Fla.
University

WJCT-TV, Community
Television, Inc.
Jacksonville, Fla.
Community

WPBT, Community TV FDN
of So. Florida, Inc.
Miami, Fla.
Community

Dade County School Board
Miami, Fla.
County School Board

WMFE-TV, Florida Central
E. Coast ETV, Inc.
Orlando, Fla.
Community

WSRE-TV
Panama, Fla.
College

Florida State University
Tallahassee, Fla.
University

WEDU-TV, Florida West
Coast ETV, Inc.
Tampa, Fla.
Community

WUSF-TV, University of
South Florida
Tampa, Fla.
University

GEORGIA

WGTV-TV, Center for Con-
tinuing Education
Athens, Ga.
University

WETV-TV
Atlanta, Ga.
Municipal School

Georgia ETV Network
Atlanta, Ga.
State Board of Ed (Network)

HAWAII

KHET-TV, University of
Hawaii
Honolulu, Hawaii
University (as a State
network)

IDAHO

KUID-TV, University of
Idaho
Moscow, Idaho
University

KAID-TV, Boise State
College
Boise, Idaho
College

KBQL-TV
Pocatello, Idaho
University

ILLINOIS

WSIU-TV, Communication
Building
Carbondale, Ill.
University

WTTW Channel 11
Chicago, Ill.
Community

WTVP-TV, Ill. Valley Public
Telecomm. Corp.
Peoria, Ill.
Community

WILL-TV University of
Illinois
Urbana, Ill.
University

INDIANA

WTIU, Indiana University
Bloomington, Ind.
University

WNIN-TV
Evansville, Ind.
School Corporation

WFYI-TV, Metropoli Indi-
anapolis TV Assn.
Indianapolis, Ind.
Community

WIPB Television
Muncie, Ind.
University

WCAE-TV, Lake Central
School Corp.
St. John, Ind.
School District

WVUT-TV, Vincennes
University
Vincennes, Ind.
University

IOWA

State Educational Radio
& TV Facility Bd.
Des Moines, Iowa
State Authority

KANSAS

KTWU-TV, Washburn Uni-
versity of Topeka
Topeka, Kansas
University

KPTS-TV, The Sunflower
ETV Corporation
Wichita, Kansas
Community

KENTUCKY

Kentucky Authority for
Educational TV
Lexington, Ky
State Authority (Network)

WKPC-TV
Louisville, Ky
County School

LOUISIANA

WYES-TV, Greater New
Orleans ETV Fdn.
New Orleans, La.
Community

MAINE

WCBB-TV
Lawiston, Me.
Community

Maine Public Broadcasting
Network
Orono, Me.
University (as a State
network)

MARYLAND

Maryland Center for
Public Broadcasting
Owings Mills, Md.
State Authority (Network)

MASSACHUSETTS

WGBH Educational Founde.
Boston, Mass.
Community

MICHIGAN

WTVS, Detroit ETV Foun-
dation
Detroit, Mich.
Community

WKAB-TV, Michigan State
University
East Lansing, Mich.
University

Grand Valley State
College
Allendale, Mich.
College

WNPB-TV Learning Re-
sources Division
Marquette, Mich.
University

MCMU-TV
Mt. Pleasant, Mich.
University

WUCM-TV, Delta College
University Center, Mich.
College

MINNESOTA

KWCM-TV
Appleton, Minn.
Community

MISSOURI

KCP
Kansas City, Mo.
Community

St. Louis Educational
TV Comm. - KETC-TV
St. Louis, Mo.
Community

NEBRASKA

The Nebraska Educational
TV Commission
Lincoln, Neb.
State Authority (Network)

KUON-TV
Lincoln, Neb.
Univ. (with State network
affil.)

NEVADA

KLXV-TV
Las Vegas, Nev.
County School

NEW HAMPSHIRE

New Hampshire Network
Durham, N.H.
University (as a State
network)

WVIZ-TV, ETV Assn. of
Metropolitan Clevel.
Cleveland, Ohio
Community
Ohio State University
Columbus, Ohio
University

WGSF-TV
Newark, Ohio
Municipal School

Telecommunications Center
Oxford, Ohio
University

WGTE-TV, Greater Toledo
ETV Foundation
Toledo, Ohio
Community

NEW JERSEY

New Jersey Public Broad-
casting Authority
State Authority (Network)

NEW MEXICO

University of New Mexico
Albuquerque, N.M.
University (& Municipal)

NEW YORK

WSKG-TV, Southern Tier
ETV Assn, Inc.
Endwell, N.Y.
Community

WNYE-TV
Brooklyn, N.Y.
Municipal School

JWNET-TV, Western New
York ETV Assn., Inc.
Buffalo, N.Y.
Community

WLIW-TV, Long Island
ETV Council, Inc.
Garden City, N.Y.
Community

WNET-TV, Educational
Broadcasting Corp.
New York, N.Y.
Community

WNYC-TV, Municipal
Broadcasting System
New York, N.Y.
Municipal Authority

WXXI-TV, Rochester Area
ETV Assn, Inc.
Rochester, N.Y.
Community

WMHT-TV, Mohawk-Hudson
Council on ETV
Schenectady, N.Y.
Community

St. Lawrence Valley ETV
Council, Inc.
Watertown, N.Y.
Community

NORTH CAROLINA

University of North
Carolina
Chapel Hill, N.C.
University, (as a State
network)

WTVI
Charlotte, N.C.
School District

NORTH DAKOTA

KFME-TV, North Central
ETV, Inc.
Fargo, N.D.
Community

OHIO

WOET-TV, Ohio ETV
Network Comm.
Columbus, Ohio
State Authority

WOUB-TV, Radio-TV Com-
munication Bldg.
Athens, Ohio
University

WBGU-TV
Bowling Green, Ohio
University

WCET-TV Greater Cincin-
nati TV Educ. Fdn.
Cincinnati, Ohio
Community

KAVT-TV, Austin Area
Voc-Tech School
Austin, Minn.
School District

WDSE-TV, Duluth-Superior
Area ETV Corp.
Duluth, Minn.
Community

KTCA/KTCI-TV, Twin City
Area ETV Corp.
St. Paul, Minn.
Community

MISSISSIPPI

Mississippi Authority
for ETV
Jackson, Miss.
State Authority (Network)

OKLAHOMA

The Oklahoma Educational
TV Authority
Norman, Okla.
State Authority

KOKH-TV
Oklahoma City, Okla.
School District

OREGON

KOAC AM-TV, 303 Covell
Hall
Corvallis, Ore.
State Board of Education

KOAP FM-TV
Portland, Ore.
State Board of Education

PENNSYLVANIA

WLVT-TV, Lehigh Valley
ETV Corp.
Bethlehem, Pa.
Community

WQLN-TV, ETV of North-
west, Pa., Inc.
Erie, Pa.
Community

WITE-TV, So. Central
Edu. Broadcasting
Council &
Hershey, Pa.
Community

WHYY, Inc.
Philadelphia, Pa.
Community

WOED-TV Metro Pittsburgh
Pub Broadcasting, Inc.
Pittsburgh, Pa.
Community

WVIA-TV, Northeastern
Pa ETV Assn.
Pittston, Pa.
Community

WPSX-TV, Pennsylvania
State University
University Park, Pa.
University

RHODE ISLAND

WBEI-TV
Providence, R.I.
State Board of Regents

SOUTH CAROLINA

South Carolina ETV
Commission
Columbia, S.C.
State Authority (Network)

SOUTH DAKOTA

KESD-TV, South Dakota
State University
Brookings, S.D.
University

South Dakota ETV Board
Vermillion, S.D.
State Authority

KUSD-TV
Vermillion, S.D.
Univ. (with State, network
affil.)

TENNESSEE

WICI, Channel 45
Chattanooga, Tenn.
State Board of Education

WSJK-TV, Univ. of Tenn.
Knoxville, Tenn.
State Board of Education

WKNO-TV, Memphis Commu-
nity TV Foundation
Memphis, Tenn.
Community

WDCN-TV
Nashville, Tenn.
Municipal School

TEXAS

KLRN-TV, Southwest
Texas ETV Council
Austin, Texas
Community

KAMU-TV, Texas A&M
University
College Station, Texas
University

KEDT-TV
Corpus Christi, Texas
Community

KERA-TV, Pub Commun-
ication Fdn. for N. Tex.
Dallas, Texas
Community

KUHT-TV
Houston, Texas
University

KNCT-TV, Central Texas
College
Killeen, Texas.
College

KTXT-TV, Texas Tech
University
Lubbock, Texas
University

UTAH

KOET-TV
Ogden, Utah
Municipal School

KWCS-TV
Ogden, Utah
County School

KBYU-TV, Brigham Young
University
Provo, Utah
University

KUED-TV, University of
Utah
Salt Lake City, Utah
University

VERMONT

Vermont Educational Tel.
Winooski, Vt.
University (as a State
network)

VIRGINIA

WVVT
Annandale, Va.
Community

WVPT-TV, Shenandoah
Valley ETV Corp.
Harrisonburg, Va.
Community

WHRO-TV, Hampton Roads
ETV Assn, Inc.
Norfolk, Va.
Municipal & County Schools

WCVE-TV, Central Virginia
ETV
Richmond, Va.
Community

WBRA-TV, Blue Ridge ETV
Association, Inc
Roanoke, Va
Community

WASHINGTON

KPEC-TV
Tacoma/Lakewood Cen., Wash
School District

KWSU-TV, Washington
State University
Pullman, Wash
University

KCTS-TV, University of
Washington
Seattle, Wash
University

KSPS-TV
Spokane, Wash
Municipal School

KTPS-TV
Tacoma, Wash
Municipal School

KYVE-TV
Yakima, Wash
Municipal School

WEST VIRGINIA

WSWP-TV
Beckley, W Va
State Authority

WMUL-TV, Telecommuni-
cations Center
Huntington, W.Va
State Authority

WWVU-TV
Morgantown, W Va
University

WISCONSIN

Educational Communi-
cation Board
Madison, Wisc
State Authority

WHA-TV, Univ of Wisc
7104 Vilas Hall
Madison, Wisc
University

WWVS-TV
Milwaukee, Wisc
College

AMERICAN SAMOA

KVZK-TV, Department of
Education
Pago Pago, American Samoa
Non Domestic

GUAM

KGTF-TV Guam Educa-
tional Telecomm Comm
Agana, Guam
Non Domestic

PUERTO RICO

WPRR-TV
Hato Rey, P R
Non Domestic

VIRGIN ISLANDS

WTJX-TV
St. Thomas, V I
Non Domestic

APPENDIX H

CPB-QUALIFIED PUBLIC RADIO STATIONS

ALASKA

KUAC-FM
University of Alaska
Fairbanks, Alas.
University

ARIZONA

KMCR-FM
Maricopa County Commu-
nity Colleges
Phoenix, Ariz
College

KUAT-AM, University of
Arizona
Arizona Board of Regents
for U of Ariz.
Tucson, Ariz
University

KAWC, Arizona Western
College
Arizona Western College
Yuma, Ariz
University

ARKANSAS

KASU
Arkansas State University
State University, Ark
University

CALIFORNIA

KPFA
Pacifica Foundation, Inc
Berkeley, Cal
Community

Radio Klon
Bd of Ed Long Beach
Unified School Dist
Long Beach, Cal
Municipal School

KPFK-FM
Pacifica Foundation
North Hollywood, Cal
Community

KUSC(FM) Univ of S C
University of Southern
California
Los Angeles, Cal
University

San Bernardino Valley
College
San Bernardino Community
College Dist
San Bernardino, Cal
University

Radio-TV-Film Dept
Cal St Univ
California State University
Northridge, Cal
University

KPBS-FM
State of Cal for San
Diego St College
San Diego, Cal
College

KALW Radio
San Francisco Unified
School District
San Francisco, Cal
Community

KOED-FM
Bay Area Educational
Television Assn
San Francisco, Cal
Community

KCSM-FM
San Mateo Junior College
District
San Mateo, Cal
College

KCRW-FM
Santa Monica Unified
School District
Santa Monica, Cal
Municipal School

KUOP-FM, University of
the Pacific
University of the Pacific
Stockton, Cal
University

COLORADO

University of Northern
Colorado
Assoc. Students of Univ
of Northern Colo.
Greeley, Colo
University

DISTRICT OF COLUMBIA

WAMU-FM, The Broadcast
Center
The American University
Washington, D C
University

WETA-FM
Greater Wash Educ Tele-
Comm. Assoc., Inc
Arlington, Va
Community

FLORIDA

WHRS-FM
The School Board of Palm
Beach Co., Fla
Boynton Beach, Fla
County School

Community Television
Community Television, Inc
Jacksonville, Fla
Community

WFSU-FM
Bd of Regents of Fla
for Fla State Univ
Tallahassee, Fla
University

WUSF-FM
University of South Florida
Tampa, Fla
University

GEORGIA

WABE-FM
Board of Ed of the City
of Atlanta
Atlanta, Ga
Municipal School

ILLINOIS

WSIU (FM), Broadcasting
Service
Bd. of Trustees, Southern
Illinois Univ
Carbondale, Ill
University

WNIU-FM
Bd of Regents for Use
of No Ill Univ
DeKalb, Ill
University

WSIE, Broadcasting
Service
Bd. of Trustees, Southern
Illinois Univ
Edwardsville, Ill
University

WLCC Radio
Lincoln Christian College
Lincoln, Ill
University

WILL-AM
University of Illinois
Board of Trustees
Urbana, Ill
University

INDIANA

WFIU
Trustees of Indiana
University
Bloomington, Ind
University

CTR for Instruc Radio
& TV
Indianapolis Bd of
School Commissioners
Indianapolis, Ind
Municipal School

WBAA
Purdue University
West Lafayette, Ind
University

IOWA

WOI-FM
Iowa State U of Science
& Technology
Ames, Iowa
University

WSUI-AM, University of
Iowa
Board of Regents, Univer
sity of Iowa
Iowa City, Iowa
University

KANSAS

KANU-FM
University of Kansas
Lawrence, Kans
University

KSAC Radio Station
Kans State U. of Agric
& Applied Science
Manhattan, Kans
University

KMUW Radio
Wichita State University
Wichita, Kans
University

KENTUCKY

WBKY Room 340 McVey
Hall
Board of Trustees, Univer
sity of Ky
Lexington, Ky
University

WFPK (FM), Louisville
Free Pub. Library
Louisville Free Public
Library
Louisville, Ky
Municipal Library

WFPL-WFPK FM Louisville
Free Pub. Library
Louisville Free Public
Library
Louisville, Ky
Municipal Library

KY

Morehead State University
Morehead, Ky
University

WKMS FM, Wilson Hall
Murray State University
Murray, Ky
University

WEKU-FM, Div. of
Instructional Services
Board of Regents - Eastern
Ky University
Richmond, Ky
University

LOUISIANA

WWNO-FM, LSUNO
Brd. of Supervisors,
LSU & A&M Coll.
New Orleans, La
University

MAINE

WMEN FM Maine Public
Broadcast Network
University of Maine
Orono, Maine
University

MARYLAND

WBJC FM
Community College of
Baltimore
Baltimore, Md
College

MASSACHUSETTS

WFCR-FM
The Trustees, The Univ
Of Massachusetts
Amherst, Mass
University

WBUR
Trustees of Boston
University
Boston, Mass
University

WGBH-FM
WGBH Educational Fdn.
Boston, Mass
Community

WICH(FM), Box 9-4
Mount Saint James Station
Worcester, Mass
Community

MICHIGAN

WJOM, The University
of Michigan
The Bd of Regents of the
Univ of Mich
Ann Arbor, Mich
University

WAUS
Andrews Broadcasting
Corporation
Berran Springs, Mich
University

WDET-FM
Wayne State University
Detroit, Mich
University

WKAR AM
Board of Trustees of
Michigan State Univ
East Lansing, Mich
University

WKAR-FM
Board of Trustees of
Michigan State Univ
East Lansing, Mich
University

WFBE
Flint Board of Education
Flint, Mich
Municipal School

WGGL FM
Michigan Technological
University
Houghton, Mich
University

WIAA
The National Music Camp
Interlochen, Mich
Arts Academy

WMJK, Maybee Music
Building
Western Michigan University
Kalamazoo, Mich
University

WNMR-FM, Learning Re-
sources
Board of Control of
Northern Mich Univ
Marquette, Mich
University

MINNESOTA

KSJR
Minnesota Educational
Radio, Inc. (KSJR)
Collegeville, Minn
Community

KSJN
Minnesota Educational
Radio Inc (KSJN)
Saint Paul, Minn
Community

KUOM AM, Dept of Radio
& Television
University of Minnesota
Minneapolis, Minn
University

WCAL FM
St. Olaf College
Northfield, Minn
College

MISSISSIPPI

Northwest Junior College
Northwest Mississippi
Junior College
Senatobia, Miss
College

MISSOURI

KBFL
School District R 1
Dallas County
Buffalo, Mo
County School

KBIA-FM
The Curators of the Univ
of Missouri

Columbia, Mo
University

KCUR-FM
The Curators of the Univ
of Missouri
Kansas City, Mo
University

KXCV, Box 44
Board of Regents, N W
Mo. State Univ
Maryville, Mo
University

KSOZ
The School of the Ozarks
Pt Lookout, Mo
College

KWMU(FM), Univ of
Missouri
University of Missouri
St. Louis, Mo
University

KCAM-FM
Bd of Regents, Central
Mo. State Univ
Warrensburg, Mo
University

NEBRASKA

KIOS-FM, Omaha Public
Schools, Central HS
The School District of
the City of Omaha
Omaha, Neb
Municipal School

NEW MEXICO

KRWG-FM, Center for
Brctg & Intl Comm
Regents of New Mexico
State University
Las Cruces, N M
University

KTDB(FM) Ramon Navajo
Sch Bd Inc
Ramon Navajo School Bd
Inc
Ramon, N M
County School

NEW YORK

WAMC Albany Medical College
Albany Medical College of Union Univ
Albany, N Y
College

WBFO FM
State University of New York
Buffalo, N Y
University

WSLU FM
St. Lawrence University
Canton, N Y
University

WCNY FM
ETV Council of Central New York, Inc
Liverpool, N Y
Community

WNYC Municipal Bldg
City of N Y Municipal Broadcasting System
New York, N Y
Municipal Authority

WNYC FM, Municipal Bldg
City of N Y Municipal Broadcasting System
New York, N Y
Municipal Authority

WMHT FM
Mohawk Hudson Council on Educ. TV
Schenectady, N Y
Community

NORTH CAROLINA

WAFR FM
Community Radio Workshop, Inc
Durham, N C
Community

WFDD FM
Wake Forest University
Winston Salem, N C
University

NORTH DAKOTA

KDSU, Ceres Hall
University Station
North Dakota State University
Fargo, N D
University

KFJM, Dept. of Speech
The University of North Dakota
Grand Forks, N D
University

OHIO

WOUB-AM, Radio-TV Communications Bldg
Ohio University
Athens, Ohio
University

WOUB-FM, Radio-TV Communication Bldg
Ohio University
Athens, Ohio
University

WBGU Radio
Bowling Green State University
Bowling Green, Ohio
University

WGUC 110 Emery Hall
Board of Directors
Univ. of Cincinnati
Cincinnati, Ohio
University

WCBE
Bd of Ed of City Sch
Dist of Columbus, Ohio
Columbus, Ohio
Municipal School

WOSU-AM, Telecommunications Center
The Ohio State University
Columbus, Ohio
University

WOSU-FM, Telecommunications Center
The Ohio State University
Columbus, Ohio
University

WMUB-FM, Telecomm. Center
Trustees of Miami University
Oxford, Ohio
University

WCSU-FM, Jenkins Hall
Central State University
Wilberforce, Ohio
University

WYSU, Youngstown State University
Youngstown State University
Youngstown, Ohio
University

OKLAHOMA

Communications Building
Radio/TV Servs. OSU of Agri. & App. Science
Stillwater, Okla
University

OREGON

KOAC-AM, Oregon State University
Oregon State Board of Higher Education
Corvallis, Ore
State Board of Education

KWAX-FM, Division of Broadcast Services
Oregon State Board of Higher Education
Eugene, Ore
State Board of Education

KLCC FM, Lane Community College
Lane Community College
Eugene, Ore
College

KBOO (FM)
Jack Straw Memorial Foundation
Portland, Ore
Community

KBPS-AM
Benson Polytechnic Sch
Portland Pub. Schs
Portland, Ore
Municipal School

KOAP-FM
Oregon State Board of
Higher Education
Portland, Ore
State Board of Education

PENNSYLVANIA

WTF-FM
South Central Educ
Broadcasting Council
Hershey, Pa
Community

WUHY-FM
WHYY, Inc
Philadelphia, Pa
Community

Radio Station WDUO
Administrative Council of
Duquesne Univ
Pittsburgh, Pa
University

SOUTH CAROLINA

WEPR (FM), S C Educ
Radio Network
South Carolina Education
of Radio Network
Columbia, S C
State Authority (Network)

SOUTH DAKOTA

KUSD-AM
University of South Dakota
Vermillion, S D
University

TENNESSEE

WSMC-FM
Southern Missionary
College
Collegedale, Tenn
College

WUOT, 232 Communic &
Extension Building
The University of Tenn
Knoxville, Tenn
University

WKNO-TV/FM
Memphis Community Tele-
vision Foundation
Memphis, Tenn.
Community

WMOT-FM
Middle Tennessee State
University
Murfreesboro, Tenn.
University

WPLN
Metro Govt of Nash-
ville & Davidson Co
Nashville, Tenn.

TEXAS

KUT-FM
The University of Texas
Austin, Tex
University

KVTT
Elkins Educ Research
Foundation, Inc
Dallas, Tex
Community

The Univ of Texas at
El Paso
El Paso, Tex
University
KPFT(FM)
Pacifica Foundation, Inc
Houston, Tex
Community

Central Texas College
Central Texas College
Killeen, Tex
College

UTAH

KUSJ-FM, Utah State
Univ
Utah State University
Logan, Utah
University

KBYU-FM, Brigham Young
University
Brigham Young University
Provo, Utah
University

University of Utah
University of Utah
Salt Lake City, Utah
University

VIRGINIA

WRFX-FM, Union Theo-
logical Seminary
Union Theological Seminary
in Virginia
Richmond, Va.
Seminary

WASHINGTON

KWSU Murrow Communica-
tions Center
Washington State University
Pullman, Wash.
University

KRAB
Jack Straw Memorial
Foundation
Seattle, Wash
Community

KUOW, University of
Washington
The University of Wash-
ington
Seattle, Wash.
University

KTOY-FM
Tacoma School District
No 10
Tacoma, Wash
School District

WEST VIRGINIA

WVWC(FM), W Va.
Wesleyan College
Bd of Trustees, West
Va Wesleyan College
Buckhannon, W Va
College

WISCONSIN

WLSU-FM, Univ of Wisc
LaCrosse
Bd of Regents, Univ of
Wisc. System
LaCrosse, Wisc
University

WHA-AM, Vitas Comm. Hall
The Regents of the Univ
of Wisc. System
Madison, Wisc
University

WUWM, Dept. of Mass
Communications-Radio
The Regents of the Univ of
Wisc System
Milwaukee, Wisc
University

PUERTO RICO

WPR-AM & FM
Secty of Education
Comm. of Puerto Rico
Hato Rey, P R
Non-Domestic

The following public radio
stations received CPB
qualification after July 1, 1972

ALASKA

KYUK-AM
Bethel Broadcasting, Inc
Bethel, Alas
Community

ILLINOIS

WBEZ-FM
Board of Education
Chicago, Ill
School

IOWA

KHKE-FM
Univ of Northern Iowa
Cedar Falls, Iowa
University

MARYLAND

WGTS-FM
Columbia-Union College
Takoma Park, Md
University

MICHIGAN

WCMV-FM
Central Michigan Univ
Mt Pleasant, Mich
University

MINNESOTA

KCCM FM
Minn Educational Radio, Inc
Moorhead, Minn
Community

NEW YORK

WRVO-FM
State University College
Oswego, N Y
University

OHIO

WKSU-FM
Kent State University
Kent, Ohio
University

WYSO-FM
Antioch College
Yellow Springs, Ohio
University

PENNSYLVANIA

WOLN-FM
Pub. Broadcasting of North
west Pa., Inc
Erie, Pa
Community

WQED-FM
Met Pittsburgh Pub
Broadcasting
Pittsburgh, Pa
Community

WVIA-FM

Northeastern Pa. Ed TV
Assoc
Pittston, Pa
Community

SOUTH DAKOTA

KESD-FM
So. Dakota State Univ
Brookings, S D
University

VIRGINIA

WTGM-FM
Virginia Cultural Foundation
Norfolk, Va
Community

WVWR-FM

Virginia Western Comm
College
Roanoke, Va
University

APPENDIX II

A JOINT RESOLUTION OF THE CORPORATION FOR PUBLIC BROADCASTING AND THE PUBLIC BROADCASTING SERVICE

May 31, 1973.

Resolved, by the Boards of the Corporation for Public Broadcasting and the Public Broadcasting Service, that;

In order to effect a vigorous partnership in behalf of the independence and diversity of public television and to improve the excellence of its programs;

To enhance the development, passage by Congress, and approval by the Executive branch of a long-range financing program that would remove public broadcasting from the political hazards of annual authorizations and appropriations;

To further strengthen the autonomy and independence of local public television stations; and

To reaffirm that public affairs programs are an essential responsibility of public broadcasting.

The Boards of the Corporation for Public Broadcasting (CPB) and the Public Broadcasting Service (PBS) do hereby jointly adopt the following agreement:

1. CPB will, in consultation with PBS, other interested parties, and the public, decide all CPB funded programs through a CPB program department. The consultation prior to CPB's decision is vital so that the CPB programing department will understand what the licensees' needs are and thus avoid any possibility that CPB will fund programs that the licensees do not want. By such a consultation, well in advance of CPB program decisions, time and vitally needed dollars can be saved and the public can be best served. In the event that the PBS program department dissents from any particular program decision of the CPB program department, the PBS program department may appeal to the chief executives of CPB and PBS. Should these executives fail to agree, final appeal may be made to the respective chairmen of the two organizations whose joint decision will be final.

2. All non-CPB funded programs, accepted under PBS Broadcast Journalism Standards and normal PBS procedures, will have access to the interconnection.

3. Should there be any conflict of opinion as to balance and objectivity of any programs, regardless of the source of funding, either group can appeal to a monitoring committee consisting of three CPB trustees and three PBS trustees. It will take four votes of this committee to bar a program's access to the interconnection.

4. PBS, on behalf of the stations, will prepare a draft schedule of programs for interconnection. The draft schedule will be for one year divided into four quarters. It will be resubmitted each quarter for the ensuing four quarters. To preserve the mutual interests of both CPB and PBS, CPB will be advised and consulted in the development of the draft schedule, and when each such four quarter schedule is completed, it shall be submitted for approval of CPB. In the event that the CPB program department does not agree to the draft schedule, it may appeal to the chief executives of CPB and PBS. Should these executives fail to agree, the issue shall be presented for final decision to the board chairmen of CPB and PBS. Should they fail to agree, they shall choose a third person to whom the issue will be presented and whose decision shall be final. Emergency scheduling decisions will be made in accordance with procedures approved by the chairmen of the CPB and PBS boards. In any event, the draft and final schedules shall reflect the arrangement of programs for interconnection service to stations, and shall not be regarded as a schedule of programs for broadcast by the stations.

5. There is hereby established a Partnership Review Committee consisting of an equal number of trustees of CPB and PBS. Such committee shall assess the working of the partnership on a regular basis with formal meetings to be held not less than four times per year. For a five year period beginning with the adoption of this joint resolution, this committee will be charged with the responsibility of making recommendations to the boards for any modifications which they may deem desirable.

6. CPB and PBS will formalize an annual contract for the physical operation of the interconnection not later than August 31, 1973. Physical operation of the interconnection will be by PBS and will be funded by CPB. Any dispute as to the terms of the contract will be resolved by the chairmen of CPB and PBS no later than September 30, 1973. CPB will continue to finance PBS activities as it has in the past until September 30, 1973. Following that date, PBS will

finance its own activities, receiving from CPB only the funds necessary for the physical interconnection services which it will render under the contract.

7. CPB and PBS hereby agree that CPB will provide the mutually desired bedrock of localism by unrestricted grants to the public television stations, under a formula accepted by CPB and PBS, aggregating annually not less than 30% at a \$45 million level, increasing proportionately to 40% at a \$60 million level, 45% at a \$70 million level and 50% at an \$80 million level. CPB and PBS will express this commitment to the Congress in connection with the pending legislation.

Mr. MACDONALD. Thank you very much, Mr. Benjamin.

At the outset, I would like to tell you that I appreciate your being here this morning, because when we last discussed when these hearings would be held, you had indicated a preference for a later time. And I was perfectly willing to go along, and, also, not just for your sake, but to see what progress the overview hearings had made.

But next week, this committee is in full markup, and we had to have you this week, and I personally appreciate your giving up the trip you had contemplated in order to be here.

Mr. BENJAMIN. My partner understands; Mr. Chairman.

Mr. MACDONALD. Sometimes the exigencies of politics, if you want to call them politics, cannot be foreseen. I appreciate your statement very much. Most of it I, of course, agree with, and there are parts that give me some pause.

You start on page 2, saying, "You get closer and closer to the people." You state, "We have put a great deal more effort and more money into finding out exactly who all of the people of the United States are in terms of their needs for public broadcasting service, how we are serving them," and so forth and that the problems that were raised—and I know I raised them, and I think other members of the subcommittee did, too—about minority hiring and minority programing and so forth, which were going to be given sound attention.

For a few pages, you go on talking, and you did make a very eloquent statement, but I do not see many exemplified clauses in it. I don't mean this in any sarcastic way, the pious phrases about what you are doing. You are making dramatic progress, more responsive and so forth and so forth, but, like how? This is what I would like to know.

Mr. BENJAMIN. Mr. Chairman, first, the progress that has been in the realm of policy, where our progress is exceedingly good. We can never be content with the amount of progress for a long time to come in the implementation of the policy.

We have had a policy statement on minority programing and on minority employment, and we have striven to make contributions toward employment of minorities in collaboration with local stations. But we have only placed some 65 persons in that plan, in training and in hopeful promotion in status. But that is not any reflection on our wishes or motives or desires. It reflects our desires by not having a ceiling on implementation of our wishes and goals we can only promise to try harder. It remains a high priority.

Mr. MACDONALD. I am not being sarcastic—and I hope you don't take my remarks unkindly, but it reminds me of the musical "Promises, Promises." You have not taken much action—even on the hiring item.

Mr. Loomis was kind enough to follow through with what he said he would at the oversight hearings with minority hiring and so forth, and it seems to me to be still very small. As a matter of fact, if I remember correctly, there were no women hired. Am I correct in looking at that figure, Mr. Loomis?

Mr. LOOMIS. It is true, there were zero women at the officer and executive level in the Corporation, that is correct. The figure is 6.7 percent minority at that level, but taking all professionals, including the highest levels, we have 32 percent women.

Mr. MACDONALD. How would you break down "professionals" in that?

Mr. LOOMIS. The Corporation has 12 grade levels, Grade 1 being the lowest, and number 12 being the top.

There are five offices above that. We have interpreted officer and executive as the five officers and those in the top two grades, grades 11 and 12.

Professional is grades 5 through 10. Now, those are somewhat arbitrary decisions. But based on salary, they seemed reasonable.

Our total overall percentage for the Corporation is 24 percent minority and 50.5 percent women.

Mr. MACDONALD. To get back to your use of the word "professional." Here on the Hill, I think, people get overpaid sometimes. But I know some administrative assistants, women, whose salaries rank high, but they are not really professionals.

Now, I wondered if the same thing held true in your figures? I mean, someone could be a good secretary and get a good salary and, therefore, qualify as a grade 10 or 11 or something and still not be in the professional area.

Mr. LOOMIS. In our judgment, this was a realistic division. I should say, "professional and technical," because we have people that are in the computer business, who are technically professional, if you know what I mean, as compared to program people in substantive programming. We think this is a fair and accurate breakdown.

For example, of our total staff of 95, by our definition, 57 of those are professional and technical, including the officers, and 42 are clerical. So that it is slightly more than 50 percent that we say are professionals, and in our business, we do not have large staffs running computers or large staffs doing accounts and that sort of thing. We are not the kind of office that has large clerical staffs.

Mr. MACDONALD. So, your professional and technical people could theoretically go to work in the professions at another station and not be stenographers or aides or that sort of thing?

Mr. LOOMIS. That is correct.

Mr. MACDONALD. They could perform skillfully adequate professional employment if it ever was incumbent upon them to leave your employment?

Mr. LOOMIS. Yes; some could direct television programs. Some are now employed as auditors that are out visiting the stations to audit, as we were required to by law, and that kind of function.

Mr. MACDONALD. Well, I could pursue it a greater length, but I do not intend to at this time. I hope you are still working on a plan that you indicated you would at the overview hearings. And, as you know about the schedule set up now, which is subject to change—but as it

is set up now, you will be the leadoff witness. And you will be the windup witness, as well, after we hear from everybody and we will get your position.

This time we will see you after the other people are heard from.

Mr. LOOMIS. Yes, sir.

Mr. MACDONALD. The other thing that puzzles me a bit, Mr. Benjamin, was, after the—as they say—verbal approval of mixing with the folks, so to speak, you then, as you wind up your statement, say you don't feel that the corporation should be a sounding board to undertake certain regulatory activities, which, I guess, minority hiring and minority programing might be, because it is, as you point out forcefully in your language—you are not a Government agency, you are a private, nonprofit corporation and you also say your grants and contracts are not Government grants and contracts and you must not be encumbered with provisions that require you to undertake regulatory activities that can and are directed against the grantees by one or more of the Federal agencies. To be perfectly frank, I don't see it that way.

Mr. BENJAMIN. I don't want to quarrel over semantics, but we ought to take certain considerations into account. At the end of my statement I was alluding to the need to avoid being an investigative body that examines and regulates compliance or noncompliance.

Whether or not somebody violates the Equal Opportunities Act is hardly a matter that the corporation can or should decide. And if it undertakes to do so, it is undertaking something it will not discharge well.

Mr. MACDONALD. Nobody is asking you to become an investigatory branch, but I would think that someone who paid no attention to the sort of ground rules that you speak of, without calling them ground rules, in your opening part of your statement, should be dealt with accordingly.

Mr. BENJAMIN. It certainly would be. When a governmental agency has found a station guilty of discrimination, we have a policy which would cut off CPB funds.

Mr. MACDONALD. I know you are not a governmental agency. As you know, I was instrumental in the original legislation, so I am not just reading from a paper about it. I know about it. It is not a governmental agency, but you deal with governmental funds, or else why do you appear here today asking for more funds and where do you want the funds to come from, Mr. Benjamin? Where?

Mr. BENJAMIN. From the Government.

Mr. MACDONALD. Yes, well, then, although you are not a governmental agency, certainly I would think that you would be highly sensitive to what the Government thinks is a good job or not a good job.

As many people—and probably you, yourself—know, this subcommittee was in the forefront of efforts to keep you from being intimidated. And I put my own neck on the chopping block for you a number of times. So, this is no scolding, but I don't understand—well, it looks like a committee wrote your statement.

Mr. BENJAMIN. A highly professional person did, yes.

Mr. MACDONALD. Well, it seems like it was more than one, because the first part of it is all, you know, one of roses for the public, and the

last couple of pages are "Well, that is all well and good, but we are not a governmental agency, so don't bother us with the nitty-gritty of it."

Mr. BENJAMIN. I didn't mean to imply that for a second.

If we found anybody flaunting the standards for which we stand and principles in the contract which they must comply with, we would withhold funds from them for violating the contracts which undertake certain responsibilities, and one is complying with the law and, second, complying with the policy of CPB.

Mr. MACDONALD. I just wanted to remind you. While you are not a governmental agency, you are intertwined, more or less, with the Government.

Mr. BENJAMIN. Yes.

Mr. MACDONALD. Which leads me to your statement on page 9, in which you talk about commitments to new programming for specialized audiences which will soon bear fruit.

At the risk of sounding redundant, I again hear promises, promises, promises, and I heard it for a number of years. Then, you say, "various stages of development." That could be anything from a gleam in somebody's eye to something which is not yet released. Are you talking—well, you talk about a major series on black culture, which is long overdue, in my judgment, programs for senior citizens and so forth, specialized series for women, "Woman Alive."

I have been reading—and I should know more about it, but I don't—I have been reading something about "Woman Alive." First it is on, then, it's off, am I correct?

Mr. BENJAMIN. Yes; you are correct in assuming the funding had not been achieved as we expected it to be at this time.

Mr. MACDONALD. But is "Woman Alive" on or off?

Mr. BENJAMIN. It is on in the hopes we will be funded adequately to go beyond the pilot of the series. So far, we haven't gotten the extra funding.

Mr. MACDONALD. A program can range anywhere from one segment up to 13 weeks in commercial broadcasting, and I know you know very well. How many are there for "Woman Alive"?

Mr. BENJAMIN. One I have seen.

Mr. MACDONALD. What is going to happen to it now?

Mr. BENJAMIN. Three weeks ago, I thought it was suspended until we raised more money, like \$200,000.

Mr. MACDONALD. I heard, in the papers, maybe it would go and maybe it wouldn't. Did you back out?

Mr. BENJAMIN. I should point out, as you know better than anybody, in spite of all our desires to have innovative and fresh programming, our funding has gone down despite the fact the appropriation has gone up because we have gone to decentralization. Funds are spread out to the stations.

This is a higher priority, and we run into it all the time. In the meantime, the funds for piloting—and I can only mention four projects. These are cultural ongoing projects not just ideas. In all areas there is a need for higher funding.

Mr. LOOMIS. If I may answer your specific question on "Woman Alive," the corporation has committed \$400,000 to the initial series and WNET, in New York, has committed \$153,000 of their own money.

The initial concept required an additional couple of hundred thousand, which we jointly tried to raise. At the present moment, it looks like that cannot be raised. And we, and the New York station, WNET, are agreeing to go on with a truncated series. I forget the exact number, maybe six instead of nine, some number like that.

In other words, with the maximum we can buy with \$400,000 of our money and the \$153,000 of New York money, we will continue. We feel, once the series is on the air, it maybe has a better chance to get further underwriting.

I should like to point out, that of the total of \$7 million, which we have now available to the corporation for piloting and developing new programs, \$1.7 million, or 25 percent is now being spent for the development and piloting of minority and women's programs.

Mr. MACDONALD. Who makes the pilot programming decision, whether it will be followed or won't be? Who chooses them? What is the criteria? Is it just a pleasing of one or two or four people?

Mr. LOOMIS. The area in which we seek pilots is a priority established by our board after consultation with PBS and the stations.

Mr. MACDONALD. You mean, the whole board participates?

Mr. LOOMIS. In determining a priority area, like women, or Spanish, or whatever the case may be. Once that is done, we then normally have a seminar composed of specialists in the area, in one case, black people dealing with black culture, and television people.

Mr. MACDONALD. Where do you get them from?

Mr. LOOMIS. We get them from the industry, people that are known and qualified.

Mr. MACDONALD. In the public broadcasting industry or communications industry?

Mr. LOOMIS. Some seminar participants come from both public and commercial television. Others have expertise in the subject area under consideration.

Mr. MACDONALD. There are not that many blacks in public broadcasting, according to your own figures.

Mr. LOOMIS. Well, we do have them.

Mr. MACDONALD. How do you produce them if you don't have them?

Mr. LOOMIS. We have black producers in our system and also bring into this other highly qualified experts. Dr. Anderson, here, was a member of the black cultural group—blacks who have not had television experience, but are knowledgeable in this particular subject area were among the seminar participants. During the seminar we develop the specifications for proposals. Then we ask the stations to come back and other producers to come back with proposals. In the case of the black cultural subjects, 70-odd proposals were received. Some were from stations, but the majority were from private producers.

Then, a committee, composed of our staff and the PBS staff and other consultants, looked at all of these and selected seven. I think it was to be further looked at. That committee then met again yesterday and actually selected two of those seven for piloting.

Mr. MACDONALD. Are you going to have two black program pilots?

Mr. LOOMIS. Yes.

Mr. MACDONALD. Are you going to show both, or will you end up with one?

Mr. LOOMIS. Hopefully, we will show both pilots and maybe both will be good enough to carry on.

Mr. MACDONALD. How will that station decide to take them?

Mr. LOOMIS. The showing of any program is entirely up to the judgments of the station. The pilot programs and initial series are provided free.

Mr. MACDONALD. What kind of memo? Do you just send them a pilot and say, "Here is a pilot," or do you say, "Here is our choice"—which?

Mr. LOOMIS. A station will produce the pilot. But so far, it is only on paper. It is yet to be produced.

Mr. MACDONALD. You say you produced it and you are going to send them to the stations. What do you do, just send a film?

Mr. LOOMIS. The tape is sent down the interconnection, yes, sir.

Mr. MACDONALD. Is there any question, "How do you like this?" Do you ask a question to see which one they show?

Mr. LOOMIS. They will probably show both. Also, in development of the pilot, we frequently have test shows with audience panels and station personnel. Then, we change, amend, the pilot as we go along. It is a long process.

Mr. MACDONALD. Maybe I said it in a roundabout way—and I am not very good in doing it roundabout, so I will go directly to it. Do you use any clout in saying, "We decided that this is the best black program. Take this one, or you are not going to get any," or "This is the one most likely to be produced."

Mr. LOOMIS. We say this is a program which we think is well done. We have supported its production with our funds. Under no circumstances do we say to a station, "You must show this program."

Mr. MACDONALD. No; you don't tell them, "You must play it," but you say, you know, "This is going to be the black program you are going to get for this time."

Mr. LOOMIS. They know this will be the only black cultural show they will get from us. They may do one of their own locally. Many of them do. They are certainly applauded in so doing, but they would know that this, or these two would be the only ones they would be getting from us in the near future on the subject.

Mr. MACDONALD. I have probably overrun my time, as I often do. I have one more question, and we are not under the 5-minute rule, but 10 minutes, and if I go more than 10 minutes, I apologize to the committee.

My last question for this round. The only other thing I didn't really have clear is on page 15. You say: "Thus, the ceilings in the bill * * *"—meaning the administration's bill—"* * * clearly leaves no room for incentive." I don't quite understand that.

Mr. BENJAMIN. By the yardstick of the fiscal year 1974, for appropriation in 1976, we have already taken in more money than the match would provide.

Mr. MACDONALD. You already have that much money?

Mr. BENJAMIN. The match is calculated on the amount raised 2 fiscal years previously.

Mr. MACDONALD. You mean it is a carryover?

Mr. BENJAMIN. Two years before the year you are referring to in the match the figures for system income are ascertained. That gives

MINORITY	05/13/74	PROGRAM	TYPE	LENGTH	SERIES (SUBSERIES) TITLE	PROGRAM (OR PROGRAM ELEMENT) TITLE	MAJ SUB	DATE
		D V PROJ	TOT CODE					NO/DY
BLACK	A C MA	1	ACMA	0:17:00	1:57	MCCLINTOCK ON BLACK ACTING TECHNIQUES	781 NPA	3/10
BLACK	A C SY	1	ACSYG	0:17:00		REACTING AND THE POLITICAL CAREER	903, GORB	1/27
BLACK	A C SY	2	ACSYG	0:17:00		LIANS FOR MY UNCLE'S CARM	780	2/17
BLACK	A C SY	2	ACSYG	0:09:12Z		VICTOR MINSWEL'S N 10	840	2/17
BLACK	A S ST	2	ASSSTG	0:09:12Z				
BLACK	A S ST	4	ASSSTG	0:09:12Z				
BLACK	N C FL	1	NCFL	0:07:17	4:45	CHALLENGES IN EDUCATION	091 5154	3/28
BLACK	N C FL	1	NCFL	58:00	FIXING LINE 7411	POLITICS AND BLACK PROGRESS	295 SECA	3/12
BLACK	N C FL	2	NCFL	1:09:50				
BLACK	N C FL	2	NCFL	1:01:45				
BLACK	N E SP	1	NESP	1:01:45				
BLACK	N E SP	1	NESP	3:07				
BLACK	N E SP	1	NESP	5:10				
BLACK	N E SP	2	NESP	6:19				
BLACK	N E SP	2	NESP	5:07				
BLACK	N E SP	2	NESP	5:01				
BLACK	N E SP	2	NESP	4:54				
BLACK	N E SP	2	NESP	4:58				
BLACK	N E SP	2	NESP	5:18				
BLACK	N E SP	2	NESP	4:52				
BLACK	N E SP	2	NESP	5:20				
BLACK	N E SP	2	NESP	4:53				
BLACK	N E SP	2	NESP	4:54				
BLACK	N E SP	2	NESP	4:57				
BLACK	N E SP	2	NESP	5:02				
BLACK	N E SP	2	NESP	5:11				
BLACK	N E SP	2	NESP	5:00				
BLACK	N E SP	2	NESP	3:55				
BLACK	N E SP	2	NESP	4:52				
BLACK	N E SP	2	NESP	4:01				
BLACK	N E SP	2	NESP	4:52				
BLACK	N E SP	2	NESP	4:52				
BLACK	N E SP	2	NESP	4:07				
BLACK	N E SP	2	NESP	5:07				
BLACK	N O AT	26	NOAT	2:08:418		SOCIAL COMPETITIONS AND HYPERTRON	640 NPA	3/29
BLACK	N O AT	26	NOAT	2:08:518				
BLACK	N O AT	29	NOAT	4:18:613				
BLACK	N O AT	33	NOAT	4:28:362				

186



12/02/76

MINGRE TV

NPR--PROGRAM--TYPE
S PRUJ TOT CODE

HOW MANY LIST OTHER PROGRAM CONTENT RELATED TO SOCIAL MINORITY
LET OTHER SERIES FOR SUBTITLES TITLE PROGRAM (FOR PROGRAM ELEMENTS) TITLE

PAGE 2 QM

WJ SPACE DATE
SUN 223 APR 8/76

ISW	SY	TIME	ACTIVITY	DATE	TIME	SPACE	DATE
1	5	4	AFU	11:30		835	8/12
1	5	5	AFU	0:46:00		836	8/18
1	5	5	AFU	0:45:31		833	8/18
1	5	5	AFU	13:56:57		836	8/13
			AFU	2:45		836	8/13
			AFU	2:44		836	8/18
			AFU	2:20		836	8/13
			AFU	2:45		836	8/13
			AFU	2:25		836	8/13
			AFU	5:40		836	8/18
			AFU	4:03		836	8/18
			AFU	3:22		836	8/18
			AFU	0:12		836	8/18
			AFU	2:45		836	8/18
			AFU	0:37:48		830	8/18
			AFU	0:57:48		831	8/18
			AFU	2:9:00		831	8/18
			AFU	0:48:33		836	8/18
			AFU	0:48:33		836	8/18
			AFU	12:56:32		830	8/18

WILSON THE MOBILE
WILL AS AT YOURS
SP-ER
MICHIGAN SPOWERS
JIMMY BIRD HOLEY
MOT AS TO
LIVE FROM OTHER TO SUB
MOT AS UNFINISHED DELAYS
FUNK THE HIPPIES
BLACK HOLE

RACISM AND RAGTIME

THIS IS RAGTIME 0013

AFU

AFU

AFU

AFU

AFU

AFU



NR 8728/75
MURPHY

NR 8728/75
MURPHY

NR 8728/75
MURPHY

NR	DATE	TIME	TYPE	PROGRAM	TITLE	STATION	DATE
357	NR	11/22	NR	BLACK YOUTH	BLACK COLLECT STUDENTS	357 NR	11/22
322	NR	10/23	NR	BLACK	BLACK MONEY	322 NR	10/23
223	NR	10/23	NR	WALTON	BLACK PARTY	223 NR	10/23
675	NR	11/28	NR	PERIODICALITIES	BLACK SKIN DISORDER	675 NR	11/28
091	NR	11/15	NR	NEW SHOW	BLACK LEAD MEMBERSHIP	091 NR	11/15
131	NR	11/20	NR	DIAMOND BUSINESS	BLACK STANDARD	131 NR	11/20
295	NR	11/22	NR	MINORITY BUSINESS	BLACK ECONOMY MAG	295 NR	11/22
312	NR	11/22	NR	SANIT REPORT	ON BLACK SMYR	312 NR	11/22
325	NR	11/22	NR	BLACK GLEETS	WIFE	325 NR	11/22
365	NR	11/21	NR	BLACK HISTORY	TEUGHT FT JLE WIES	365 NR	11/21
572	NR	12/18	NR	EXPERIENCES	COVERING BLACK SAUCUS	572 NR	12/18
572	NR	12/18	NR	LOUISVILLE	BLACK LETTERS	572 NR	12/18
312	NR	12/25	NR	AMAZONAS	LEAS MEMO	312 NR	12/25

NR	DATE	TIME	TYPE	PROGRAM	TITLE	STATION	DATE
365	NR	10/37	NR	BLACK COLLEGE	DESEGREGATION CRAS	365 NR	10/37
810	NR	10/14	NR	CONVICTION	MURPHY LEMIS	810 NR	10/14
785	NR	10/11	NR	FELDMARKER	MENDALL JAMES FRANKLIN	785 NR	10/11
223	NR	10/12	NR	BLACK PARTY		223 NR	10/12
091	NR	11/01	NR	POLITICS	OF BEING BLACK	091 NR	11/01
223	NR	11/11	NR	WAGE IS	WIDEN ISSUE	223 NR	11/11
731	NR	11/11	NR	BLACK STAGE		731 NR	11/11
608	NR	11/23	NR	BLACK MASS	COMMUNICATION	608 NR	11/23
921	NR	11/20	NR	PAPER	W/CHILL ON POLITICS	921 NR	11/20
223	NR	12/04	NR	ALSO	BLACK	223 NR	12/04
311	NR	12/04	NR	BLACK	EXPERIENCE	311 NR	12/04
331	NR	12/18	NR	BLACK	BUSINESS	331 NR	12/18
312	NR	12/23	NR	AMAZONAS		312 NR	12/23

NR	DATE	TIME	TYPE	PROGRAM	TITLE	STATION	DATE
221	NR	10/03	NR	FENCING	ART IN A LAST	221 NR	10/03
825	NR	10/23	NR	I AM	THAT I AM	825 NR	10/23
780	NR	10/31	NR	FROM	GHETTO TO	780 NR	10/31
785	NR	11/25	NR	EVOLUTION	OF THE BLUES	785 NR	11/25
881	NR	10/04	NR	BLACK	POST	881 NR	10/04
760	NR	10/04	NR	ALL	BLACK CIRCUS	760 NR	10/04
810	NR	12/18	NR	VIETNAM	PARADE AND BAND	810 NR	12/18

NR 8728/75
MURPHY

NR 8728/75
MURPHY

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NR 8728/75
MURPHY



05/13/74 NRR PY74 3RD QTR: PROGRAM CONTENT RELATED TO RACIAL MINORITY PAGE 1 OF 8

MINORITY	NPR--PROGRAM--TYPE	LENGTH	SERIES (OR SUBSERIES)	TITLE	PROGRAM (OR PROGRAM ELEMENT)	TITLE	MAJ SRCE DATE
	OR PRGS TCT	CODE					MO/DY
AMER. INDIAN A M FU	1	17:19		AMFU	CALIFIA AVCHPDI	820	12/30
AMER. INDIAN A M	1	0:29:01					
AMER. INDIAN A	1	0:29:01					
		4:50					
		4:55					
		5:02					
		4:14					
		4:55					
		4:15					
		4:10					
		3:50					
		4:06					
		2:25					
		4:30					
		3:56					
		4:15					
		4:00					
		3:54					
		4:48					
		3:51					
		3:42					
		5:15					
		3:55					
		4:24					
		4:55					
		7:53					
		5:14					
		2:24:56					
AMER. INDIAN N O AT	29	21:00					
AMER. INDIAN N O O	1	0:34:33					
AMER. INDIAN N O	30	2:50:08					
AMER. INDIAN N S XS	1	14:00					
AMER. INDIAN N S	1	0:23:33					
AMER. INDIAN N	31	2:08:21					
AMER. INDIAN	32	3:17:22					

WOUNDED KNEE TRIAL	223	KSJN	1/07
WOUNDED KNEE TRIAL	223	KSJN	1/08
WOUNDED KNEE TRIAL	191	KSJN	1/10
WOUNDED KNEE TRIAL	199	ZLKR	1/11
WOUNDED KNEE TRIAL	193	KSJN	1/16
WOUNDED KNEE TRIAL	223	KSJN	1/16
WOUNDED KNEE TRIAL	223	NPR	1/17
WOUNDED KNEE TRIAL	191	NPR	1/21
WOUNDED KNEE TRIAL	193	KSJN	1/28
WOUNDED KNEE TRIAL	193	KSJN	1/31
WOUNDED KNEE TRIAL	091	KSJN	2/04
WOUNDED KNEE TRIAL	091	KSJN	2/08
WOUNDED KNEE TRIAL	193	KSJN	2/11
WOUNDED KNEE TRIAL	235	KCCN	2/11
WOUNDED KNEE TRIAL	193	KSJN	2/12
WOUNDED KNEE TRIAL	193	KSJN	2/13
WOUNDED KNEE TRIAL	223	KSJN	2/15
WOUNDED KNEE TRIAL	223	NPR	2/17
WOUNDED KNEE TRIAL	193	KSJN	3/07
WOUNDED KNEE TRIAL	223	NPR	3/11
WOUNDED KNEE TRIAL	193	KSJN	3/15
WOUNDED KNEE TRIAL	223	KSJN	3/18
WOUNDED KNEE TRIAL	193	KSJN	3/22
WOUNDED KNEE TRIAL	223	KSJN	3/24
WOUNDED KNEE TRIAL	193	KSJN	3/29
WOUNDED KNEE TRIAL	193	KSJN	3/29

MINORITY	NPR--PROGRAM--TYPE	LENGTH	SERIES (OR SUBSERIES)	TITLE	PROGRAM (OR PROGRAM ELEMENT)	TITLE	MAJ SRCE DATE
AMER. INDIAN N O AT	29	21:00					
AMER. INDIAN N O O	1	0:34:33					
AMER. INDIAN N O	30	2:50:08					
AMER. INDIAN N S XS	1	14:00					
AMER. INDIAN N S	1	0:23:33					
AMER. INDIAN N	31	2:08:21					
AMER. INDIAN	32	3:17:22					

PAGE 04

PROGRAM CONTENT RELATED TO RACIAL MATTERS

PROGRAM (CP SERIES) TITLE

INDIAN NOVELS IN INDIAN LIFE TODAY 223 BKKS 12/74

HEALTH 632 NPK 11/25

AMERICAN INDIAN BEADWORK 746 RSR 11/07

SAPACHE INDIAN COMPUTER 820 BND 12/75

LITTLE ROAD & CHRISTMAS OF THE BLUE STAR 312 BND 12/22

MONTECARLO 312 BND 12/22

CP SERIES

INDIAN NOVELS

HEALTH

AMERICAN INDIAN

SAPACHE INDIAN

LITTLE ROAD &

MONTECARLO

CP SERIES

INDIAN NOVELS

HEALTH

AMERICAN INDIAN

SAPACHE INDIAN

LITTLE ROAD &

MONTECARLO

CP SERIES

INDIAN NOVELS

HEALTH

AMERICAN INDIAN

SAPACHE INDIAN

LITTLE ROAD &

MONTECARLO

CP SERIES

INDIAN NOVELS

HEALTH

AMERICAN INDIAN

SAPACHE INDIAN

LITTLE ROAD &

MONTECARLO

CP SERIES

INDIAN NOVELS

05/13/74

PAGE 5 CM

MINORITY: P.R. PROJ. TCT CODE

NPR F574 3RD QTR: PROGRAM CONTENT RELATED TO RACIAL MINORITY

LENGTH SERIES (OR SUBSERIES) TITLE PROGRAM (OR PROGRAM ELEMENT) TITLE MAJ SRCE DATE SUB PD/DY

EPHANY: HISPANIC PEOPLES CHRISTMAS 280 APR 1/06

MINORITY	NOAT	NUM	PROG	TCT	CODE	LENGTH	SERIES (OR SUBSERIES) TITLE	PROGRAM (OR PROGRAM ELEMENT) TITLE	MAJ SRCE DATE	SUB PD/DY
PUERTO RICAN N D AT	1	0.09061				5:55				
PUERTO RICAN N D	1	0.09061				0.09061				
PURTORRICAN N	1	0.09061				0.09061				
PUERTO RICAN	75	0.09061				0.09061				
		9.00849								

75 RECORDS.

08/07/74

PAGE 8 CM

MINORITY: P.R. PROJ. TCT CODE

NPR FNR 4TH QTR: PROGRAM CONTENT RELATED TO RACIAL MINORITY

LENGTH SERIES (OR SUBSERIES) TITLE PROGRAM (OR PROGRAM ELEMENT) TITLE MAJ SRCE DATE SUB PD/DY

ES

1:52:00 HOW ARE THE AMERICANS DOING

1:51:57 HOW ARE THE AMERICANS DOING

0.40028

0.40028

0.40028

0.40028

19.71543

220 MAYE 5/26

220 MAYE 5/26

MINORITY	NOAT	NUM	PROG	TCT	CODE	LENGTH	SERIES (OR SUBSERIES) TITLE	PROGRAM (OR PROGRAM ELEMENT) TITLE	MAJ SRCE DATE	SUB PD/DY
PUERTO RICAN E S	2	0.40028				1:52:00	HOW ARE THE AMERICANS DOING			
PUERTO RICAN E S	2	0.40028				1:51:57	HOW ARE THE AMERICANS DOING			
PUERTO RICAN E	2	0.40028				0.40028				
PUERTO RICAN	2	0.40028				0.40028				
	103	19.71543								

03/07/74

PAGE 5 CM

MINORITY: P.R. PROJ. TCT CODE

NPR F74 4TH QTR: PROGRAM CONTENT RELATED TO RACIAL MINORITY

LENGTH SERIES (OR SUBSERIES) TITLE PROGRAM (OR PROGRAM ELEMENT) TITLE MAJ SRCE DATE SUB PD/DY

NUJ

0:51:00

0.41067

0.41067

0.41067

0.41067

Alicia Escalante: A Look at the Problems of Spanish Speaking Americans

360 JUN 6/10

MINORITY	NOAT	NUM	PROG	TCT	CODE	LENGTH	SERIES (OR SUBSERIES) TITLE	PROGRAM (OR PROGRAM ELEMENT) TITLE	MAJ SRCE DATE	SUB PD/DY
MEXICAN	1	0:51:00				0:51:00				
MEXICAN	1	0.41067				0.41067				
MEXICAN	1	0.41067				0.41067				
MEXICAN	1	0.41067				0.41067				

MINORITY	NOAT	NUM	PROG	TCT	CODE	LENGTH	SERIES (OR SUBSERIES) TITLE	PROGRAM (OR PROGRAM ELEMENT) TITLE	MAJ SRCE DATE	SUB PD/DY
COMBINATION N D AT	1	0.06027				0.06027				
COMBINATION N D	1	0.06027				0.06027				
COMBINATION N	1	0.06027				0.06027				
COMBINATION	1	0.06027				0.06027				

PAGE 4 0P
MAY SRC'D DATE
SUB 780 2/27
840 2/27

APR 8/74 803 07M: PROGRAM CONTENT RELATED TO RACIAL MINORITY
LENGTH SERIES (OR SUBSERIES) TITLE PROGRAM (OR PROGRAM ELEMENT) TITLE
UNCLE TOSH (T.V.A. CHINESE LAMAZKY
IN HUNTER, HENRY, CHENNY, CHINATCA)

2153
0-00443
0-00444
0-00445
0-00446
0-00447
0-00448
0-13975

CHINESE NEW YEAR FESTIVITIES
312 DMLM 1/28

OR/1/74
MINORITY
A S ST 2
A S 2
A 2
N C AT 1
N C 1
N 1
N 3

GENERAL
GENERAL
GENERAL
GENERAL
GENERAL
GENERAL
GENERAL

PAGE 16 CM
MAY SRC'D DATE
SUB 220 WAYE 5/26
220 WAYE 5/26

APR 8/74 803 07M: PROGRAM CONTENT RELATED TO RACIAL MINORITY
LENGTH SERIES (OR SUBSERIES) TITLE PROGRAM (OR PROGRAM ELEMENT) TITLE
11007 AND ARE THE AMERICANS BUILT
11008 AND ARE THE AMERICANS BUILT

0-00449
0-00450
0-00451
0-00452
0-00453

OR/1/74
MINORITY
E S 2
E S 2
E S 2
E S 2
E S 2

GENERAL
GENERAL
GENERAL
GENERAL
GENERAL

05/13/74 NPR FV74 3RD QTR: PROGRAM COMMENT RELATED TO RACIAL MINORITY PAGE 5 QM

MINORITY NPR-----PROGRAM-----TYPE LENGTH SERIES (OR SUBSERIES) TITLE PROGRAM (OR PROGRAM ELEMENT) TITLE MAJ SRCE DATE
 D V PRGJ TCT CODE

OTHER	A C MA	1	SCMA	5140	PRESENT TENSE--MAG OF W'LD JOURNAL	893 MPR	1/07
OTHER	A C	1	D-OR-44	0-08444	PEOPLY WE WANT ORGAN MAN	788	2/17
OTHER	A S ST	1	D-UP-44	0-09444	AMERICAN NEWS AM IDENTITY CRISIS	895 KJUM	1/16
OTHER	A S	1	ASSTG	7E47	BIRTHDAY REP ON LEAGUE OF UNITED LORIAN..	828 JETA	2/22
OTHER	A S	1		0-04419	HIGHLIGHTS OF KING ANNIVERSARY SERVICE	813 MADE	1/15
OTHER	A S	2		0-06419			
OTHER	A S	2	NOAT	4104			
OTHER	A S	2	NOAT	4104			
OTHER	N O AT	2		0-14918			
OTHER	N O	2		0-14918			
OTHER	N S RS	1	NEWS	58555			
OTHER	N S	1		0-98195			
OTHER	N M	3		1-13113			
OTHER	N M	5		1-27194			

05/13/74

MINORITY NPR-----PROGRAM-----TYPE
 D V PRGJ TCT CODE

COMBINATION	N O C	1	MOD	23500	OBSERVATIONS ON MINORITIES BY NDVAK	223 KJUM	2/20
COMBINATION	N O	1		0-18333			
COMBINATION	N	1		0-38333			
COMBINATION	N	1		0-38333			

NPR FV74 3RD QTR: PROGRAM COMMENT RELATED TO RACIAL MINORITY PAGE 3 QM

LENGTH SERIES (OR SUBSERIES) TITLE PROGRAM (OR PROGRAM ELEMENT) TITLE MAJ SRCE DATE
 SUB

COMBINATION	N O C	1	MOD	23500	OBSERVATIONS ON MINORITIES BY NDVAK	223 KJUM	2/20
COMBINATION	N O	1		0-18333			
COMBINATION	N	1		0-38333			
COMBINATION	N	1		0-38333			

[Whereupon, at 3:20 p.m., the subcommittee adjourned, to reconvene at 10 a.m., Wednesday, April 9, 1975.]

LONG-RANGE FINANCING FOR PUBLIC BROADCASTING

WEDNESDAY, APRIL 9, 1975

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COMMUNICATIONS,
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Torbert H. Macdonald, chairman, presiding.

Mr. MACDONALD. The subcommittee will be in order.

The hearing will resume, and we will continue with Mr. Matthew Coffey, president of the Association of Public Radio Stations, and Mr. Lee Frischknecht, president of National Public Radio.

STATEMENT OF MATHEW B. COFFEY, PRESIDENT, ASSOCIATION OF PUBLIC RADIO STATIONS; ACCOMPANIED BY LEE C. FRISCHKNECHT, PRESIDENT, NATIONAL PUBLIC RADIO—Resumed

Mr. COFFEY. Thank you, Mr. Chairman.

Yesterday, just as we adjourned, I was going over the results of a survey, which we conducted the week of April 2, of the public radio stations, on the subject of minorities and their involvement in radio.

We had just indicated that 80 percent of the stations had affirmative action plans, and we were moving into the area of employment, which is on page 4 of the "Minorities and Women in the Public Radio Report."

I think that the record here, as evidenced by the chart at the top of page 5, while not being an exceptional record, indicates considerable progress in this area, particularly in the category of upper-management employment. We have gone from 10 minority employees in upper-management to 18, in 2 years. We have gone from 33 women to 35 women in 2 years.

I am pleased to note that just within the last month, a new manager, Bonnie Cronin, has been appointed at WBUR, which is at Boston College in Massachusetts.

I think, the most significant factor is that the minorities in fiscal year 1974 in professional and technical positions increased by 50 percent over 1973 and increased at four times the percentage increase in total employment in the category.

The upper-management categories, specifically, minorities, increased by 20 percent, which is twice the percentage increase by total employment in that category.

(203)

Women did not increase in the same proportion as minorities, but that is because they had a much bigger base to work from, already 266 women in professional and technical positions, as compared with 96 minorities. One of the areas you touched on yesterday, which is of particular interest to me, is the area of training.

Of the 137 stations reporting, 46 percent of them indicated that they had some sort of training program available to minorities and women. I think that is a remarkable figure, given the size and characteristics of the stations, which I will talk about a little later.

Our report then goes on to lay out the profile of local and national programming, and it will suffice to say that 44 percent of the stations indicated that minority groups participated in the planning and/or production of programs at the 81 stations reporting minority programming.

I think, one of the things that this particular report points up is the frustration that the Corporation faces, the frustration, based upon lack of discretionary money. Here, you have a public radio system, where the average station in the system has eight full-time employees and nine part-time employees, where the average income in fiscal 1974 was about \$166,000 a year. And that \$166,000 operated a radio station for 116 hours a week, 52 weeks a year.

Now, that is an awful lot of service for a little bit of money, and most of the equal opportunity laws, in my experience, exempt organizations of less than 15 employees from their provisions. It is a special provision which protects small businesses.

But, here, you have an example of an industry, which is in many ways a developing industry, eight full-time employees per station, which is trying to respond and trying to do something and has only been able to do what it has in the last 4 years because of the Corporation for Public Broadcasting.

I think that the point I am reaching for, here, is that the Corporation needs maximum discretion over its money in order for the thing which you want to accomplish in this area to happen. That discretion has, over the last few years, been increasingly limited by agreements which directly funnel money to the local stations with no strings attached.

So that, the point is, if we get the \$88 million, the Corporation will have a little discretionary money. Even at that, their discretion will be about \$10 million of the \$88 million because of the previous commitments they have already made.

If we get the \$70 million, or the administration ceiling, there won't be any money for this purpose. It will already all be taken up by commitments previously made.

Mr. MACDONALD. In other words, you feel like a poor relative to public TV?

Mr. COFFEY. I am sorry, sir; I couldn't hear you.

Mr. MACDONALD. I say, in other words, it seems to me as if you are talking as if you felt that public radio is sort of a poor relative to public TV?

Mr. COFFEY. Yes. Well, I think it is clear from just the facts, and I would like to present the facts.

Mr. MACDONALD. What do you intend to do about it?

Mr. COFFEY. Well, I intend to continue to be terribly competitive in the annual decisions of the Corporation on allocation of funds. I intend to try to convince the Corporation that it is going to require a substantially larger investment than made to date, in order to make this system work.

Mr. MACDONALD. So, you are not one of those bands of brothers that are completely happy with everything that is going on?

Mr. COFFEY. Well, my point of view is, I am pleased we have been able to come together to present a unified position on a piece of legislation.

Mr. MACDONALD. When did you first get admitted to the inner circle?

Mr. COFFEY. We first got admitted in 1970. That was the first year in which the Corporation committed funds to public radio. Prior to that time, they had committed a few grants for studying public radio.

Mr. MACDONALD. You must get more money from local people in ratio to public TV money?

Mr. COFFEY. That is correct. We wind up this way.

Mr. MACDONALD. Does this money come from schools or what?

Mr. COFFEY. Largely from State and local tax sources.

Mr. MACDONALD. State and local taxes?

Mr. COFFEY. Right. Of the \$166,000, which is the average income of the station, \$110,000 of that comes from State and local tax sources, so it is the overwhelming percentage.

Mr. MACDONALD. What would be a typical broadcasting day? When do you go on and off, and what would people have heard in the meantime?

Mr. COFFEY. The typical broadcast of a public radio station—and let me backtrack and explain the difference between radio and television.

Mr. MACDONALD. Don't do that, because I think I know. Just what time you go on and what time you go off? And what do you broadcast?

Mr. COFFEY. They operate 18 hours a day, which means they go on early in the morning and go on until midnight or two in the morning. The average broadcast day would involve a presentation of classical music, a presentation of public affairs and public events coverage and a great amount of time of the station is spent in broadcasting hearings, city council meetings, State legislative hearings, and congressional hearings that are supplied by National Public Radio.

Mr. MACDONALD. First, I want to compliment you and, then, argue with you. I know you covered very well the Watergate hearings and also impeachment. But if you run from early-morning to late at night, there are not that many public hearings to take up much of the average day. This is not the highlight of a broadcaster, but I am talking about an average day's broadcast.

Mr. COFFEY. Right. I have, here, the breakdown.

Last year, we did a survey of all public radio stations and looked at the composite public radio broadcast day by content categories.

Classical music, in a typical day, takes up just over 6½ hours of that day. Public affairs takes up 4½ hours in the average day. Other music takes up an additional 4½ hours.

Mr. MACDONALD. What is other music?

Mr. COFFEY. Other music would be really any kind of music. It could be big band music.

Mr. MACDONALD. Muzak, that type of music?

Mr. COFFEY. No.

Mr. MACDONALD. Do you try to compete with the commercial stations?

Mr. COFFEY. No. We do not go into the top 40, which is the current description of that format the commercial radio stations use.

What we generally do is have a block of jazz, or something like that, or a block of big band music, or something of that sort. About a half hour a day winds up being instruction. I think that is more because there are fewer stations doing instruction in radio.

Mr. MACDONALD. What kind of instructions?

Mr. COFFEY. This is classroom instruction. We have consumer education instruction for high schools in certain stations. There are about 25 stations that use a great deal of their schedule for instruction. That is why they show up as such a small part of the average day here.

So, that is, in general, the composite of the day for public radio.

Mr. MACDONALD. Well, some of those are pretty inexpensive programs, aren't they?

Mr. COFFEY. That is true. Yes, public radio is a very inexpensive medium, really. It can succeed and operate on very little budget, although we are finding increasingly where a station wants to get involved in extensive public affairs coverage of their local community, for instance, that the budgets are paralleling the average television budget.

Our best example of that is a station in Minneapolis-St. Paul, KSJN, which has grown since 1971, from an average budget of \$175,000, up to a budget of \$1 million. That is based in part upon the corporation taking discretionary money and plowing it into that station and making it into a public affairs production unit, so that KSJN people wind up being the people who are everywhere in Minnesota, when something is going on, and it is just a matter of resources. They have been able to get 5,800 people to contribute up to \$20 a year to support this station.

I think that what we have seen, based upon the action that this committee has taken, and the corporation has taken, is that public radio, really, can succeed, really become an integral and important part of a community.

Mr. MACDONALD. You think success, in other words, is equal to, if you are doing it on a formula, to the amount of money available?

Mr. COFFEY. It certainly is.

Mr. MACDONALD. Two things are really causing it?

Mr. COFFEY. It certainly is in the public affairs area. I think you see a much more direct situation in radio between the ability to hire people and ability to have programs, because a person is a program in radio, much more so than in television.

Mr. MACDONALD. How many employees does the average station have?

Mr. COFFEY. It has eight full-time and nine part-time employees.

Mr. MACDONALD. Well, what is part-time?

Mr. COFFEY. Part-time would normally be people who would come in and work 4 hours a day or something.

Mr. MACDONALD. Why part-time?

Mr. COFFEY. Well, it varies. I think some of it is student employment. In other words, most of these stations wind up on university

campuses, so you hire students to work after school in the afternoon, or something to that effect.

Mr. MACDONALD. What is the biggest public radio station in Boston?

Mr. COFFEY. In Boston, there are two large stations, WGBH has an FM station and WBUR, at Boston University.

Mr. MACDONALD. They spend a fantastic amount of money, don't they?

Mr. COFFEY. Yes. They are very actively involved in the community local public radio station.

Mr. MACDONALD. Something like a \$100,000?

Mr. COFFEY. Per year, yes. They are a very active station, very much so.

Mr. MACDONALD. I talked to the faculty or the dean, that they were about to disavow it, that they were expending this money and they didn't deserve it, or didn't have it, or I don't know how it came out.

Mr. COFFEY. I am happy to say it came out very well, because they took the present station manager and promoted him to vice president of the university and placed a woman in charge of the station. So, we now feel, and CBS was nice enough to donate a new tower and transmitter location to the station, so they have solved both of their financial problems and at the same time gotten more clout higher up in the school.

Mr. MACDONALD. It seems a good solution.

Mr. COFFEY. Yes. Just as an example of the difficulty that would be created here if we only got the administration ceiling, for radio, we can point out that the fundamental delivery system, namely, the local stations, is currently less than two-thirds complete.

We reach about 60 percent of the American population now. Even if we assume no frequency problems, like the 10-watt problem, or we assume no need for incentive funds to encourage stations to come on the air in the 34 major markets where we do not have any stations, the administration ceiling would be insufficient to extend basic support, in other words, the community service and the national interconnection service at the present level to the number of additional stations to reach 90 percent.

If we have 176 stations now, we feel it will take about 295 stations to reach 90 percent coverage of the population. We would not be able to pay the ATT charges to interconnect the stations if we got only \$70 million.

For the administration ceiling, they present us with a dilemma. You could even call it a Hobson's choice. We either suspend expansion—we stop at 60 percent of the system and deny support to additional stations, after we reach that level—or we begin to reduce the present level of support of the existing stations and the present level of support is not that great right now. The average station in this coming fiscal year, in this present fiscal year, will get a community service grant of \$18,700, if it fully qualifies.

Mr. MACDONALD. What is the great advantage of the interconnection?

Mr. COFFEY. The great advantage is, well, I think—I would like Mr. Frischknecht to speak to it, as soon as I indicate that the great advantage from the local station's point-of-view is the ability to have a wider range of programing available to serve local needs.

Mr. MACDONALD. I would expect it would be just the opposite. Maybe that statement comes from ignorance, but I think once you get interconnected you lose touch more or less with programming with the local community. You are not going to put the Cambridge City Council on an interconnection.

Mr. FRISCHKNECHT. Mr. Chairman, the National Program Service comprises a relatively small part of the entire schedule of any one of these stations, and it is intended not to dominate the schedule of the station at all. The total service that National Public Radio will provide during this year, amounts to only 40 hours a week, and the average hour is used by only 60 percent of the stations. And it is intended, again, to be that kind of service in which there is significant diversity of the kinds of programs provided to the stations because their needs are diverse and the expectation is every station will not use every one of the hours provided.

But the interconnection system, itself, is needed because radio is an immediate medium. It requires a delivery system that will provide the information immediately to the station and, therefore, to the listener.

Second, it is needed in order that this can really be a national program service in the sense that it is representative of the entire country. It is a two-way system as much as we can make it—and that is not sufficient yet—but our interest is in getting from the local stations their materials to make up the National Program Service. It is not a service that is made up solely by a staff here in Washington.

The staff in Washington assembles materials that are generated from throughout the system, and the interconnection system is an integral part of assembling that material from throughout the Nation in order that we can have a national service.

Mr. COFFEY. I think one other aspect, it serves as a training ground for local stations for public affairs and information.

Mr. MACDONALD. I feel we might as well get on the record, if it is not already in your statement, which was accepted in the record, what is your record as to hiring minority groups and so forth, minority programming?

Mr. COFFEY. Mr. Chairman, that is on the record as part of this report I have here.

Mr. MACDONALD. Just for you and me, so just you and I know about it.

Mr. COFFEY. I think that, in understanding this data, you have to understand it was essentially, well, essentially the industry did not exist prior to 1970. Since 1970, we have built this system, given the help of the Federal Government, but mostly through local and college university funding. Total employment in the system in 1972 was 854 people. Of that, 59 employees were minorities.

Mr. MACDONALD. How many?

Mr. COFFEY. Fifty-nine, and one hundred and ninety-three were women. In 1974, there were 1,191 employees total; 106 were minority, and 294 were women.

So, I think that there has been more opportunity in radio, because it is so small, and because it tends to be located at colleges and universities, there is more of an opportunity, particularly, for women, to participate in programming and broadcasting. We have several wom-

en station managers, for instance. Two of my board members are women station managers.

We have had developed minority stations that are totally devoted to minority service. We have one in Santa Rosa, Calif., a totally bilingual station, run by Latinos, for the Latinos in the center of the valley.

Mr. MACDONALD. Latinos and Chicanos, are they the same?

Mr. COFFEY. I am not sure, sir. I only know how the group identifies itself. I think, probably, yes, but I could stand corrected on that.

At Wilberforce, which is predominantly a minority school, we have a minority operated and run radio station. We are about to have a new radio station in Warrenton, N.C.; which is the so-called Soul City area of North Carolina.

In places like El Paso, Tex., the manager of the station is Chicano or Latino, so I think that there is more opportunity to get into the field because—well, if you are willing to accept the very low pay that goes with working in public radio—you know, I see job descriptions coming across my desk every week that say the requirements for the position are a masters degree and 5 years' experience in broadcasting and the salary is \$8,000 or \$9,000 a year. So, there has to be a certain element of dedication.

Mr. MACDONALD. Yes. We had that subject come up. As I understand it, or maybe I misunderstood it, here on the Washington level, it is strictly lily white and strictly male personnel at the national level, am I correct?

Mr. COFFEY. No, Lee, you might speak to that.

Mr. FRISCHKNECHT. The staff of the National Public Radio, in 1974, comparable statistics to the ones that have been given for radio stations in the system, are that 60 percent of the 111 staff members are white males; 23 percent are white women; 9 percent minority women; 8 percent minority males. If you add the white and minority women, you have 32 percent. And if you add the male and female minorities, you have 17 percent, comprising the staff in 1974.

It is true that most of the minorities and many of the women, although not as many, are at the lower level positions in this company, as in others, and it is for that reason that we have an affirmative action program and are now developing a training program to provide for upward mobility of the people who do get into entry level positions.

Mr. MACDONALD. Are very many going through the program to reach a higher level?

Mr. FRISCHKNECHT. We, in the last year, have had three people from minority groups who have moved up out of the entry level positions and five women, also, in the last 12 months.

Mr. COFFEY. The association only has two employees.

Mr. FRISCHKNECHT. One of which is a woman and one of which is a man.

Mr. MACDONALD. That is what you call equality, isn't it?

Mr. FRISCHKNECHT. Yes.

Mr. MACDONALD. Do you have anything further to highlight? You are a remnant left over from yesterday, but I have people scheduled to go on this morning.

Mr. COFFEY. I think the point I would like to make with you is, the critical need we see for development of the radio stations in this com-

ing 5-year period is for expansion and for expansion in two ways. Expansion to provide the first service to many communities that do not now have it, and that is done by the Corporation through incentive grants to get groups in the communities interested in forming a public radio station. This is very different than the television experience that you had discussed yesterday, and the reason is that, television, for 5 or 10 years, has had the Ford Foundation to provide challenge grants in many communities to create public television stations. And in fact, most of the major communities, including Dallas and Chicago, I think, and certain other places, were under a Ford Foundation grant program.

As you know, from overview hearings, the Ford Foundation has refused to support public radio, while giving \$250 million to public television. So, we desperately need the Corporation to have the maximum amount of discretionary money to help us get this sort of grass-roots development done, and that is mandated in the Public Broadcasting Act as a function of the Corporation, so we are very hopeful that the maximum ceiling can be attained.

Now, in the ultimate—and, probably, not in the next 5 years—what we would like to have are multiple stations in each market, and by using multiple stations, be able to have the kind of minority concentration that we see starting in places like Santa Rosa and Wilberforce and other places, because radio is very much a formatted medium. You do not have, you know, half-hour programs in radio, but you have a sound or a type of program that runs throughout the broadcast day. And I feel, like here in Washington where we have three public radio stations, that every major market should have at least that many. And that is really the second echelon of the expansion program that we have to get to, but won't be able to do it even at the industry ceiling as provided in the bill and as recommended.

Mr. MACDONALD. The next question which arises is, is there a public radio station in every State of the Union?

Mr. COFFEY. There is not public radio in every State. There are non-commercial educational licensees in every State, which could be upgraded to public radio stations, but in order to be a public radio station, you have to be dedicated to service to the general public. You cannot be anything else.

Mr. MACDONALD. Theoretically, that is, what all stations are supposed to be?

Mr. COFFEY. Unfortunately, the 10-watt stations were stated out as a training device for local high schools and local colleges. What they wind up doing is letting high school students practice how to be, like their favorite DJ, a person in top 40 music, for 3 or 5 hours a day. Some, of course, are involved in their community, but the bulk of them are not.

Mr. MACDONALD. You are getting away from the thrust of the question. How many States have public broadcasting?

Mr. FRISCHKNECHT. Thirty-nine.

Mr. COFFEY. We can provide a list.

Mr. MACDONALD. Will you, please? What is its title?

Mr. COFFEY. It is from "Policy for Public Radio Station Assistance."

Mr. MACDONALD. We will accept it in the record at this time.

[The list referred to follows.]

PUBLIC BROADCAST STATIONS IN THE UNITED STATES AND POSSESSIONS

Alaska:		Louisiana: New Orleans	WWNO-FM
Bethel	KYUK (AM)	Maine:	
College	KUAC (AM)	Bangor	WMEH (FM)
Kotzebue	KOTZ-AM	Portland	WMEA (FM)
Arizona:		Maryland:	
Phoenix	KMCR (FM)	Baltimore	WBJC (FM)
Tucson	KUAT (AM)	Takoma Park	WGTS-FM
Yuma	KAWC (AM)	Massachusetts:	
Arkansas: Jonesboro	KASU (FM)	Amherst	WPCR (FM)
California:		Boston	WBUR (FM)
Berkeley	KPFA (FM)	Boston	WGBH-FM
Long Beach	KLON-FM	Worcester	WICN (FM)
Los Angeles	KUSC (FM)	Michigan:	
North Hollywood	KPFK (FM)	Ann Arbor	WUOM (FM)
Northridge	KCSN-FM	Berrien Springs	WAUS (FM)
Pasadena	KPCS (FM)	Detroit	WDET (FM)
San Bernardino	KVCR-FM	East Lansing	WKAR (AM)
San Diego	KPBS-FM	East Lansing	WKAR-FM
San Francisco	KALW (FM)	Flint	WFBE (FM)
Do	KQED-FM	Grand Rapids	WVGR (FM)
San Mateo	KCSM-FM	Houghton	WGGL-FM
Stockton	KUOP-FM	Interlochen	WIAA (FM)
Colorado:		Kalamazoo	WMUK (FM)
Denver	KCFR-FM	Marquette	WNMR (FM)
Greeley	KUNC (FM)	Mount Pleasant	WCMU-FM
District of Columbia:		Minnesota:	
Washington	WAMU-FM	Chandler/Pipestone	KRSW-FM
Do	WETA-FM	Collegeville	KSJR (FM)
Florida:		Minneapolis:	
Boynton Beach	WHRB (FM)	St. Paul	KSJN-FM
Jacksonville	WJCT-FM	Minneapolis	KUOM (AM)
Miami	WLRN-FM	Moorhead	KOCM (FM)
Tallahassee	WFSU-FM	Northfield	WCAL-FM
Tampa	WUSF-FM	Mississippi:	
Georgia: Atlanta	WABE (FM)	Senatobia	WNJC (FM)
Illinois:		Missouri:	
Carbondale	WSIU (FM)	Buffalo	KBFL (FM)
Chicago	WBEZ (FM)	Columbia	KBIA-FM
DeKalb	WNIU-FM	Kansas City	KCUR (FM)
Edwardsville	WSIE (FM)	Maryville	KXCV (FM)
Lincoln	WLCG (FM)	Point Lookout	KSOZ (FM)
Peoria	WCBU-FM	Rolla	KUMR (FM)
Springfield	WSSR (FM)	St. Louis	KWMU (FM)
Urbana	WILL (AM)	Warrensburg	KUMW (FM)
Do	WILL (FM)	Montana:	
Indiana:		Missoula	KLFM-FM
Bloomington	WFU (FM)	Nebraska:	
Indianapolis	WIAN-FM	Omaha	KIOS (FM)
Lafayette	WBAA (AM)	New Mexico:	
Vincennes	WVUB-FM	Las Cruces	KRWG (FM)
Iowa:		Ramah	KTDB (FM)
Ames	WOI (AM)	New York:	
Do	WOI-FM	Albany	WAMC (FM)
Cedar Falls	KHKE (FM)	Buffalo	WBFO (FM)
Do	KUNI (FM)	Canton	WLSU-FM
Iowa City	WSUI (AM)	New York	WBAI-FM
Kansas:		New York	WNYC (AM)
Lawrence	KANU (FM)	New York	WNYC-FM
Manhattan	KSAC (AM)	Oswego	WRVO-FM
Wichita	KMW (FM)	Rochester	WXXI-FM
Kentucky:		Schenectady	WMHT-FM
Lexington	WBKY (FM)	Syracuse	WCNY-FM
Louisville	WFPK (FM)	North Carolina:	
Do	WFPL (FM)	Durham	WAFR (FM)
Morehead	WMKY (FM)	Winston-Salem	WFDD (FM)
Murray	WKMG-FM		

North Dakota:		Tennessee:	
Fargo	KDSI (FM)	Collegedale	WSMC-FM
Grand Forks	KFJM (AM)	Johnson City	WETS-FM
Ohio:		Knoxville	WUOT (FM)
Athens	WOUB (AM)	Memphis	WKNO-FM
Athens	WOUB-FM	Murfreesboro	WMOT (FM)
Bowling Green	WBGT (FM)	Nashville	WPLN (FM)
Cincinnati	WGUC (FM)	Texas:	
Columbus	WCBE (FM)	Austin	KUT (FM)
Columbus	WOSU (AM)	Beaumont	KVLU-FM
Columbus	WOSU (AM)	Dallas	KERA (FM)
Kent	WKSU-FM	El Paso	KTEP-FM
Oxford	WMUB-FM	Houston	KPET (FM)
Wilberforce	WCSU-FM	Killeen	KNCT-FM
Yellow Springs	WYSO (FM)	Utah:	
Youngstown	WYSU (FM)	Logan	KUSU-FM
Oklahoma:		Provo	KBYU-FM
Stillwater	KOSU-FM	Salt Lake City	KUER (FM)
Oregon:		Virginia:	
Corvallis	KOAC (AM)	Norfolk	WTGM-FM
Eugene	KIUC (FM)	Richmond	WRJK (FM)
Do	KWAX (FM)	Roanoke	WVWR-FM
Portland	KBOO (FM)	Washington:	
Do	KBPS (AM)	Pullman	KWSU (AM)
Do	KOAP-FM	Seattle	KUOW (FM)
Pennsylvania:		Tacoma	KTOY (FM)
Erie	WQAN-FM	West Virginia:	
Hershey	WTF-FM	Buckhannon	WVWC (FM)
Philadelphia	WUHY-FM	Wisconsin:	
Pittsburgh	WDFQ (FM)	Auburndale	WLBI (AM)
Do	WQED-FM	Erule	WHSB (FM)
Do	WYEP-FM	Collfax	WHWO (FM)
Seranton	WVIA-FM	Delafield	WHAD (FM)
Puerto Rico:		De Pere	WPNE-FM
Hato Rey	WIPR (AM)	Highland	WHHI (FM)
Do	WIPR-FM	Holmen	WHLA (FM)
South Carolina:		La Crosse	WLSU (FM)
Charleston	WSCI-FM	Madison	WHA (AM)
Greenville	WEPR (FM)	Do	WERN-FM
South Dakota:		Milwaukee	WIWM (FM)
Brookings	KESD-FM	Rib Mountain Park	WHRM (FM)
Vermillion	KUSD (FM)		

Mr. MACDONALD. Mr. Frey, any questions?

Mr. FREY. Thank you, Mr. Chairman.

I have a couple of questions. Maybe we can use specific examples to see some of the general problems; for instance, where I am from, Orlando, east-central Florida, we don't have a public radio station. And part of the problem has been, I guess, with the FCC in the allocation of frequencies.

Is this ever going to be resolved?

Mr. COFFEY. We hope, within the next year, the Orlando situation will be resolved. It now looks as though we will be able to get a station fitted into that market.

Mr. FREY. I am not only interested, obviously, in the area, but I am also interested in the problem as it applies, generally. It seems to me that the problem of spectrum allocation is holding up radio.

Mr. COFFEY. It is. We have spent 3 years getting them to act on rulemaking, which is the public broadcasting request for reallocation of the spectrum space. The problem comes from the fact that, in its

benevolence, the FCC decided it should not have a table of assignments for radio stations in the public radio field. It has tables and mileage separation criteria for commercial broadcasters. For instance, you cannot have a station within 80 miles of another station, things of that sort.

In public radio, they didn't have that, but just said that anybody can come on the air as long as they can reasonably prove they won't interfere with anybody else.

Mr. FREY. If this was resolved, can you give us any projection of the increase in public radio. In other words, how much do you think this is holding up the expansion of public radio?

Mr. COFFEY. I think it is dramatically holding it up in most of—well, you know that in 34 of the top 100 markets, there is no public radio service, and that is a direct result of this.

I mean, in Providence, R.I., for instance, you have seven or eight noncommercial educational stations licensed, but they are all 10 watts. And as a result they totally take up the spectrum space, and you are unable to put a high-power station in to reach the entire Providence area, because 10 watters reach maybe 2 miles on a good day, with a fast wind behind them.

Mr. FREY. That is a shame, because it was interesting, Mr. Chairman, in the witness' concluding statement yesterday, he quoted from the Carnegie report on the importance of public television, and I was going to ask him why radio was left out. But I thought I would let it go by.

I think radio has been greatly ignored. We look at the diversity in our population, and one of the problems with television is the number of stations. Another problem is trying to ascertain who the audience is, in other words, who are you trying to serve.

But, in radio, you have such a greater ability, I think, to pinpoint what you are doing and to take care of many more specific interests without tying up all of your money in a couple of programs to take care of 5 percent of the people.

I just feel, personally—and, I think, from our hearings before, the committee does also—that we should try to get some of these things resolved by the FCC.

Mr. COFFEY. Well, the FCC, in 1950, said, in a proposal of rule-making, it would be their hope that there would be four high-powered stations in every market over 250,000, and since 1950, they have gone ahead just destroying any hope of that happening, unless we either remove some 10 watters, or move them some place else in the structure.

Mr. FREY. Just to refresh my memory, what percentage of people in this country have FM radios?

Mr. COFFEY. An excellent question, because the only data on that comes from the manufacturers of the radios. And in our investigation of that, we found that they never allow any allow for any radios ever wearing out, so that, they predict, in every major market, there are in excess of 95 percent FM radios.

They do admit that, in cars, it is a very low percentage, somewhere on the order of 15 to 18 percent FM radios in cars. Of course, the car is one place where a radio has a totally captive audience, so that, FM is discriminated against in the sense it is not available in automobiles.

Mr. FREY. I assume, if my memory serves me right, you are not opposed to the AM-FM bill?

Mr. COFFEY. That is correct, sir.

Mr. FREY. Amazing how you can be perceptive.

No further questions. Thank you, Mr. Chairman.

Mr. MACDONALD. Thank you both, gentlemen; unless you have something else?

Mr. FRISCHKNECKT. I have one or two additional comments concerning some of the questions raised yesterday. They are questions about how additional money would be used and what will happen if the money is cut or cut off altogether.

First, let me say, after about 3 years of very hard work, National Public Radio has finally completed a 5-year plan, which permits us to know where we want to be by 1980 and what is necessary to get there.

Second, I would like to point out, at the level of the funding that was originally set in H.R. 4563, for fiscal 1976, which is \$70 million, for the Corporation for Public Broadcasting, National Public Radio will stand still in terms of its services. There will be no growth, and we will continue, basically, at the same rate of service we had last year and this current year.

Third, in asking about alternatives for public broadcasting, if Federal funding is reduced or eliminated—I would just like to say, I have been working in this business, starting in educational television, at the beginning in 1953, and that, during those 22 years, the entire spectrum of possibilities for financing the system have been investigated and many have been developed. But we have learned that there is no alternative for the critical Federal funding that provides for us certain things that cannot be provided in any other way.

It is critically important, I believe, to understand what is brought to the system by the national organizations in programing and in advocacy of this system. As far as National Public Radio is concerned, there is not any other alternative at all. Without the Federal money being passed along to us by CPB, I think it is safe to say there would be no National Public Radio.

Mr. MACDONALD. Thank you very much, gentlemen.

Our next group of witnesses is headed by Mr. William Fore, chairman, Advisory Council of National Organizations, and accompanied by Mrs. Yvonne Price, ACNO vice chairperson, Dr. John Sullivan, ACNO vice chairperson, and Mrs. Frances McClintock, National Council of Women, and Mrs. Pearl Price, National Congress of Parents and Teachers, and Ms. Margo Tyler, National 4-H Foundation, and Mr. Hyman Bookbinder, American Jewish Committee—

Mr. FORE. He is the only one not here.

Mr. MACDONALD. All right—Mr. Tim Higgins, U.S. National Student Association, and Mrs. Nancy McMahon, American Council for Better Broadcasts.

All right, you may proceed with whoever is going to open.

STATEMENT OF REV. WILLIAM F. FORE, CHAIRMAN, ADVISORY COUNCIL OF NATIONAL ORGANIZATIONS TO THE CORPORATION FOR PUBLIC BROADCASTING, ACCOMPANIED BY MRS. YVONNE PRICE, ACNO VICE CHAIRPERSON AND NAACP REPRESENTATIVE, LEADERSHIP CONFERENCE ON CIVIL RIGHTS; JOHN SULLIVAN, PH. D., ACNO VICE CHAIRPERSON AND DIRECTOR OF INSTRUCTION AND PROFESSIONAL DEVELOPMENT, NATIONAL EDUCATION ASSOCIATION; TIM HIGGINS, U.S. NATIONAL STUDENT ASSOCIATION; AND MRS. NANCY McMAHON, ACNO CHAIRPERSON, EDUCATION COMMITTEE, AND AMERICAN COUNCIL FOR BETTER BROADCASTS.

Mr. FORE. Thank you, Mr. Chairman.

You have saved me the task of introducing what amounts to the Executive Committee of the Advisory Council. We wanted to be here in force to symbolize the diversity and to express the involvement of the various groups in the Advisory Council.

I have a prepared statement. If I may read that, and then, if you wish to ask questions as we go along, or afterwards, I would be pleased to try to answer them. And I believe one or two of my colleagues may want to say something at the conclusion.

Mr. MACDONALD. Fine.

Mr. FORE. My name is William Fore, and I appear before you as the elected chairperson of the Advisory Council of National Organizations. I am also assistant general secretary of the National Council of Churches and represent my organization on the Advisory Council.

I might say, Mr. Chairman, parenthetically, that my own organization, the National Council of Churches, has taken official action twice in support of long-range funding for public broadcasting. So, my organization is on record, along with the Advisory Council that I represent today.

But I want to begin my testimony today with a personal affirmation of the value and importance of public broadcasting. I believe in it, support it, and take every opportunity to speak on its behalf. I support long-range financing for public broadcasting because it will strengthen the public's opportunities to participate in and receive high quality public radio and television programs. That is important to me as a father and as a citizen.

A very large number of people in this country would like to have public broadcasting strengthened by the enactment of long-term insulated funding. For this reason, ACNO has unanimously given its support to the Public Broadcasting Financing Act of 1975, but at the higher levels recommended by public broadcasters—\$88 to \$160 million.

In addition, 23 of our organizations—and that is an error. I just received word that two other organizations have also individually

gone on record in support of long-range financing, and you will see, at the conclusion of the testimony, the listing of those, rather, listing of 23 of those organizations having gone on the record individually as organizations in support of long-range financing. And to that list, I would add number 24, the American Association of School Administrators and number 25 is the Southern Baptist Convention.

We request your favorable action because public broadcasting represents one of the few ways the mass media can meet the needs of the many special and divergent audiences which comprise the American public. Public broadcasting is increasingly looked upon by women, racial minorities, children, the aged, and other specialized audiences as a key source of education and information. It sustains our political and social awareness; it helps teach us to read; it can teach us a new job skill; it brings us a drama, a concert, a new and challenging idea. It enhances the quality of our lives.

The council also supports this bill because we believe in independence. Independence for individuals, for public broadcasters, for the creative expression of ideas. We believe that it is of the utmost importance that public broadcasting maintain its independence from both political and non political interference that could be caused by dependence upon any single dominant source of funds.

The insulation of 5-year funding and the matching incentive of this bill should help public broadcasting remain free from undue dependence on corporate or foundation funding and the inherent pitfalls. The members of the council believe that the American people will continue to support local service provided by its broadcasting stations at levels higher than ever before.

For example, in Connecticut individual pledges went up from \$14,000 in 1973, to \$49,000 in 1974; in Buffalo, the commitment took a \$52,000 jump, that same year. We think this kind of support is increasing and will continue to increase.

The Advisory Council is aware of the need to limit Federal expenditures very carefully these days. We also know that without significantly greater financial assistance the danger of diminished programming for specialized audiences is very real. And because of the unique matching feature in this bill, the American people will have a chance to vote with their funding, a chance to directly affect the level of support to be received by public broadcasting from the Federal Government. This bill allows Congress an opportunity to help us help ourselves.

Five-year financing would also insure public broadcasting an opportunity which it has not had before in our judgment, and that is the opportunity to plan, and I cannot stress this too much. The nature of high quality production—productions designed to fulfill specific education and cultural goals, demands careful long-range planning. The British system provides a good example of the type of programs that result from long-range planning and the assurance of stable financing, such as "Elizabeth R," "Nova," and "The Ascent of Man."

It is interesting to note that a recent poll revealed that in New York City, my own hometown, more people watched "The Ascent of Man" than "The Merv Griffin Show." I am not suggesting that we establish another BBC, but surely the American people deserve the same high quality results. Long-term stable support will enable us to expect more

high quality American productions which provide opportunities to showcase American artistic and technical talent.

There are a number of major projects which await funding within the public broadcasting community. We are referring here to activities that will greatly affect the type of services, not just programs, provided by public radio and television stations.

For example, and this is but one example, ACNO was asked by the CPB Board, a year ago, to draw up a plan for the corporation's future involvement in education. This study was complete last month. I have here a copy of the report, and I believe you have received it. And we will certainly make it available to all of you.

It represents the work and creative energy of over 4,000 of our fellow citizens—people of varied races, minorities, and ethnic expressions from the fields of education, broadcasting and the public at large. Through the process of our study, they have articulated many significant educational needs, backed by specific recommendations.

With increased long-term funding, and the opportunity for planning, public broadcasting can undertake, along with educators, a high-impact action plan, using telecommunications for education. I speak today on behalf of those across the country who express high hopes and, I must say, high expectations for the implementation of our education recommendations, if increased funding is secured.

What I am saying, sir, is, if the funding is increased, the members of the advisory council expect from the corporation that these recommendations be taken seriously and some of them be implemented.

People ask, "Who is ACNO?" I think we can honestly say that we represent a significant number and cross section of the American people. The advisory council consists of delegates from major national volunteer, professional, religious, minority, and educational organizations in the United States. Our purpose is to provide counsel and advice in matters of policy and programming to the corporation's Board of Directors. Let me stress that we are an independent entity; though our advice is asked by the corporation, we maintain our independence. We pay all of our expenses to participate in this operation as delegates.

The council is currently made up of delegates from 45 member groups and 15 affiliate and observer groups, reflecting such diverse interests and points of view as the United Auto Workers, National Congress of Parents & Teachers, National Education Association, the National Urban League, National League of Cities/U.S. Conference of Mayors, and the National Latino Media Coalition. A full list of member organizations is attached at the back of this presentation.

We are a diverse group. In our discussions, we have raised a number of specific issues or objectives that we believe must be addressed by public broadcasters, the Congress, and the public. We state these today because the Advisory Council expect action by the Corporation for Public Broadcasting on these matters if increased funding is secured. In fact, we support the long-range financing bill precisely so public broadcasting can begin to achieve the following objectives—and they are five in number.

1. CPB ITSELF MUST DEVELOP NEW, CREATIVE PROGRAM PILOTS

The development of pilots for local broadcast is imperative because the range of choices currently available to stations is just simply woefully inadequate. In addition, the Station Program Cooperative, and the corporate and foundation underwriters, are not likely to support the development of high risk programs, for highly specialized audiences. We feel, therefore, it is up to the Corporation to use any additional funds it receives for this purpose.

2. CPB MUST STIMULATE INCREASED CONCENTRATION ON PUBLIC AFFAIRS PROGRAMS

The Advisory Council expects that increased funding will provide the public with a greater amount of reliable input on these issues affecting Americans at home and around the world. We expect public affairs programs which enable the people to see their Government at work and provide them the necessary information to speak to and about their Government. In addition, we expect programs for women and minorities which are developed by them to insure their freedom and vitality.

3. PUBLIC BROADCASTING MUST OVERCOME UNSATISFACTORY TRENDS IN EMPLOYMENT

A vigorous campaign must be undertaken by public broadcasters to exert leadership in equal employment opportunities by hiring and upgrading blacks, women, Latinos, and native Americans for professional and decisionmaking positions. We realize this is not easy. We recognize the steps taken by many local broadcasters and which are reflected in the current 12.2 minority hiring level, but also recognize that less than 2 percent of these are professional and decisionmaking positions.

We insist that public broadcasting must agree to a plan which assures that a significant amount of funds be invested in improving minority and women's employment and programming, both nationally and at local stations. We don't want a plan dictated to broadcasters, but unless significant improvement is forthcoming, we may be forced to support such a plan.

For example, consideration could be given to a plan that would utilize a percentage of each local station's community service grant dollars and be designated for this purpose. There are people in ACNO member organizations who are willing and have expressed willingness to work with broadcasters and the committee to see that there are adequate guidelines for a solution to this problem.

Here, I am referring both locally and nationally to the solution.

4. CPB MUST DEVELOP AN ADEQUATE PUBLIC RADIO SYSTEM

I believe this is very pertinent to the discussion that just came before you.

The Corporation must correct conditions which currently allow, as I understand from that discussion, 34 major American population centers to have no public radio service at all, and which provides inadequate service to most other places in the country. The Public Broadcast Act of 1967 gave a mandate to CPB to provide public radio as well as public TV service to all America. We expect to see increased funding used for this purpose.

5. MORE EFFECTIVE COMMUNITY ASCERTAINMENT

We know that the bulk of funds now go to the local stations. With increased funding comes increased responsibility to see that these funds are used for the public interest. Thus, we believe there should be a continual reexamination and reassessment of the fundamental philosophy behind public broadcasting's decisionmaking process. We support this bill with the expectation that a careful balance will be struck between national and local interests, rather than having either national or local dominate.

We are encouraged by the willingness of the CPB Board to seek and to act on our advice. We think there is increasing responsiveness, but we are sometimes distressed by the inability of CPS to move in the best interests of public television and public radio. ACNO respects and supports the autonomy of local public stations. But we believe it is incumbent on the Corporation and, especially, on the national membership organizations of television and radio stations—PBS and APRS—to open up to the public, be much more responsive to the public's input, and to channel that input to the local stations.

Mr. Chairman, we are encouraged by the introduction of the Public Broadcasting Finance Act of 1975, H.R. 4563, in both houses of Congress, especially because of the potential it provides for achieving the objectives I have listed. We are aware of your consistent efforts, sir, on behalf of insulated funding, and it is noted with respect and appreciation.

As this important bill moves toward legislative action, we confirm our continued willingness to work with the Congress, with the Corporation for Public Broadcasting, as well as with public television and public radio in order to fulfill the great promise and opportunity of public broadcasting. Representing such a large segment of the public we take public broadcasting seriously and want you and the public broadcasters to know it.

[The attachments to Reverend Fore's statement follow:]

ADVISORY COUNCIL OF NATIONAL ORGANIZATIONS TO CPB

MEMBERS

1. AFL-CIO.
2. American Association of School Administrators.
3. American Association of University Women.
4. American Bar Association.
5. American Council for Better Broadcasts.
6. American Council on Education.
7. American Jewish Committee.
8. American Library Association.
9. Associated Councils of the Arts.
10. Association of Junior Leagues.
11. Consumer Federation of America.
12. Council of AFL-CIO Unions for Professional Employees.
13. Council of State Governments.
14. League of Women Voters.
15. League of United Latin American Citizens.
16. National Association for the Advancement of Colored People.
17. National Association of Counties.
18. National Catholic Education Association.
19. National Center for Urban Ethnic Affairs.
20. National Center for Voluntary Action.
21. National Congress of Parents and Teachers.
22. National Council of Churches of Christ.
23. National Council of Homemaker Home Health Aids Services, Inc.
24. National Council of La Raza.
25. National Council of Negro Women.
26. National Council of Senior Citizens.
27. National Council of Women.
28. National Education Association.
29. National 4-H Foundation.
30. National Grange.
31. National Latino Media Coalition.
32. National League of Cities/U.S. Conference of Mayors.
33. National Legal Aid and Defender Association.
34. National Organization for Women.
35. National University Extension Association.
36. National Urban League.
37. National Wildlife Federation.
38. Southern Baptist Convention.
39. Public Affairs Council.
40. United Nations Association of U.S.A.
41. U.S. Catholic Conference.
42. U.S. Jaycees.
43. U.S. National Student Association.
44. United Auto Workers International Union.
45. Veterans of Foreign Wars of the U.S.

AFFILIATES

1. Citizen's Communication Center.
2. Feminist Party.
3. Foreign Policy Association.
4. National Black Media Coalition.
5. Publ-Cable Inc.

OBSERVERS

1. American Bankers Association.
2. American Institute of Architects.
3. American Nurses Association.
4. Center for a Voluntary Society.
5. Coalition of Adult Education Organization.
6. Common Cause.
7. Federation of Rocky Mountain States.
8. Joint Center for Political Studies.
9. Morality in Media, Inc.
10. National Audubon Society.
11. National Jewish Community Relations Advisory Committee.
12. National Recreation and Park Association.
13. U.S. Chamber of Commerce.
14. National Association of Media Women.
15. General Federation of Women's Clubs.

THE FOLLOWING 23 ACNO ORGANIZATIONS ARE ON RECORD IN SUPPORT OF LONG-RANGE FINANCING

1. AFL-CIO.
2. American Association of University Women.
3. American Bar Association.
4. American Council for Better Broadcasters.
5. American Jewish Committee.
6. Consumer Federation of America.
7. National Association of Counties.
8. National Congress of Parents and Teachers.
9. National Council of Churches of Christ.
10. National Council of Senior Citizens.
11. National Council of Women.
12. National Education Association.
13. National League of Cities.
14. National Organization for Women.
15. National University Extension Association.
16. United Auto Workers.
17. U.S. Catholic Conference.
18. U.S. Conference of Mayors.
19. U.S. Jaycees.
20. U.S. National Student Association.
21. NAACP.
22. Citizens Communication Center (Affiliate).
23. National Black Media Coalition (Affiliate).

PUBLIC BROADCASTING AND EDUCATION

A Report to
The Corporation for Public Broadcasting
from
The Advisory Council of National Organizations
March 1975

**advisory council of
national organizations**

588 16th street, northwest
Washington, d. c. 20006

March, 1975

The Corporation for Public Broadcasting's Advisory Council of National Organizations (ACNO) consists of 46 major voluntary, professional, religious, public interest, and educational organizations in the United States. We represent a wide divergence of interests and points of view but we are united on at least one point -- the importance of public broadcasting in America's future.

In February 1974, the Corporation commissioned ACNO to conduct a study and make recommendations on the role of the CPB in the relationship of public broadcasting and education. The following report represents the results of a year-long study which involved more than four thousand persons throughout the United States. A full description of the work of the four Task Forces can be found in the supplemental Section of this report.

Our intention was to make specific proposals for action. Instead, we discovered that our real priority was to identify eleven major goals and then to suggest a number of specific action proposals which illustrated these goals.

In adopting this Report, ACNO urged the CPB to take immediate steps to secure funds and to develop a plan for action based on the recommended goals. Obviously this is a long-range task and ACNO has made it clear that it is a willing partner in the implementation. Having witnessed the enormous complexity of the study and the great care that went into making it a responsible process, I must express appreciation on behalf of ACNO for the assistance of two key staff persons at CPB, John Price and Doug Rodwell, and to Tom Witherspoon, who acted as consultant throughout the study and the drafting of the Report. Finally, I want to thank the persons who chaired the various groups and all those who participated in the Task Forces and subcommittees. It was an impressive expression of the interest of the people in THE PEOPLE'S BUSINESS.

William F. Fere

William F. Fere
ACNO Chairperson

corporation for
public broadcasting

This study was commissioned by CPB and conducted under the auspices of the Advisory Council of National Organizations (ACNO).

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INTRODUCTION

The Congress hereby finds and declares . . . that it is in the public interest to encourage the growth and development of noncommercial educational radio and television broadcasting, including the use of such media for instructional purposes. . .

Section 396 (a)(1)

The Public Broadcasting Act of 1967

From its beginnings in the land-grant universities of the Midwest, public broadcasting has been used to serve the purposes of education. In the early days of radio, a third of all broadcasting licenses were held by educational institutions, and a few of those pioneer stations are serving audiences—including students—today. The development of FM radio brought reinforcement to the hardy survivors of those early days. Today's public television stations devote about a third of their total air time to instructional programs, and if one counts such educational programs as "Sesame Street" the proportion rises dramatically.

Far behind us are the old questions of whether radio and television can be effective as instruments of teaching and learning. These are probably the most researched media ever to be applied to education, and there can be no serious doubt that television and radio have been used successfully in a very wide range of instructional tasks. They work. Given proper planning and careful integration into the instructional process, they are demonstrably effective.

The Corporation for Public Broadcasting has long supported efforts of the Children's Television Workshop in producing "Sesame Street," "The Electric Company," and "Feeling Good." One of the Corporation's earliest commitments was for the support of "Mister Rogers' Neighborhood." Nevertheless, the Corporation is acutely aware that in spite of the congressional mandate, and in spite of efforts by CPB dating almost to its inception, there has not been a national public broadcasting perspective of service to education, and the Corporation has not had a cohesive agenda for its own part in such a service.

In February 1974, CPB commissioned its Advisory Council of National Organizations (ACNO) to conduct a study and make recommendations to the Board of CPB regarding the role of the Corporation in the relationship between public broadcasting and education. It was recognized that it is difficult to draw precise boundaries around the functions of the various related organizations in public broadcasting, but for ACNO the Corporation was to be both the audience for the report and the target of the study.

The Advisory Council, through its Education Committee, organized four task forces to consider the areas of early childhood education, elementary-secondary education, and teacher education, post-secondary formal education, and adult education. The chairpersons of these groups are delegates to ACNO who are also leaders of major educational groups. The members of the task forces were chosen for their qualifications in broadcasting, education, or related

public concerns, and the selections were balanced to assure reasonable representation of geographic areas, minority groups, sex, and a range of viewpoints. The task forces involved in their deliberations more than 4,000 broadcasters, educators, and members of public groups.

The work of the task forces was completed in December 1974. Each filed a report which stands unchanged and which appears in the Supplement. The individual task force reports, while forming the basis for the final ACNO report, represent the composite view of the task force members only, and were not intended for action by the Advisory Council.

This final report is the result also of further deliberations by the ACNO Education Committee, its Executive Committee, and finally the membership of the Council at its quarterly meeting in March 1975.

Needless to say, however, while a study's processes may be impeccable and the rhetoric of its recommendations may gleam with wisdom, success lies only in results. The Advisory Council of National Organizations urges the timely implementation of the recommendations which follow.

SUMMARY OF THE RECOMMENDATIONS

The eleven recommendations of the Advisory Council deal with such diverse problems as the relationship between broadcasting and education, the appropriate use of educational broadcast material, and the need for extended rights to certain programs. The study steered firmly away from the temptations of seemingly magic solutions to old and difficult questions. Rather, it concentrated on a broad set of practical recommendations, each important and each capable of execution at various levels depending on availability of resources and evolving conditions in education and public broadcasting.

Some of the recommendations imply new activities, for which additional funding will be required. Funding strategy was not part of the Corporation's charge to ACNO, but it is appropriate to recognize that present resources will not be adequate, and the Advisory Council would be a willing partner in seeking solutions to these funding questions.

Since the recommendations represent an integrated program for action, no priority order is implied by their numbering. The first two recommendations are general and underlie many of the others, which deal with more specific issues. The bulk of this report is concerned with a discussion of the recommendations. They are presented here for summary reference.

1. The Corporation for Public Broadcasting should intensify its efforts to *bridge the traditional chasm between broadcasting and education*, building a working partnership to serve their common purposes.

2. The Corporation for Public Broadcasting should *recognize and support the principle of cultural pluralism*, which is rooted in our common concerns as humans as well as the differences which enhance the strength and diversity of the American people.

3. The Corporation for Public Broadcasting should *undertake activities to assist the professional development of the educators and broadcasters engaged in educational broadcasting*, and encourage the application of broadcasting for the *in-service education of teachers*.

4. The Corporation for Public Broadcasting should *undertake promptly certain instructional programming activities*, taking into account the legal and traditional roles of other educational agencies and institutions.

5. The Corporation for Public Broadcasting should *assume adequate attention to the strategies, materials, and other services which are critical to effective use of educational programming*.



6. The Corporation for Public Broadcasting should actively develop the educational programming applications of related technologies, in order to meet the educational needs of people at all age levels.

7. The Corporation for Public Broadcasting should, through its own operations and through support of others' work, assure an effective program of research, evaluation, and demonstration regarding educational applications of public broadcasting and related technologies.

8. The Corporation for Public Broadcasting should facilitate the development of new, more flexible patterns of rights clearance.

9. The Corporation for Public Broadcasting should encourage the development of the skills of aural-visual literacy and critical listening/viewing.

10. The Corporation for Public Broadcasting should recognize and support effective activities for promotion and community outreach in the educational applications of broadcasting.

11. The Corporation for Public Broadcasting should move at once to act upon these recommendations, initially by conducting a financial analysis, determining a calendar agenda for specific actions, and assigning responsibility for developing funding. The Advisory Council is a willing partner in assisting implementation of the recommendations and seeking solutions to the funding problems.

A PERSPECTIVE ON PUBLIC BROADCASTING TODAY

The American systems of education and communication are probably the institutions that touch our lives most commonly, most pervasively, and most profoundly. In these days of virtually universal public education, and with radio and television sets in use several hours a day in almost every home, it is hard to imagine two forces more important in the daily life of the Republic.

Since both deal with information and ideas—the world of the mind—one would conclude that the systems of education and communication are also important to one another. Curiously, their relationship generally has been superficial and mutually unsatisfactory. Responsible persons on both sides have recognized the educational implications of modern communication, and indeed education has been an aspect of broadcasting since America's first radio station, WISN (now WHA), at the University of Wisconsin in Madison, went on the air more than half a century ago. Nevertheless, and with notable exceptions notwithstanding, education and communication have had a wary, uncomfortable relationship as superpowers of the twentieth century.

Now there is a growing recognition that it's time to get together. No one who reads the Public Broadcasting Act of 1967, and even more particularly its legislative history, can doubt that education was a major motivation when Congress established the Corporation for Public Broadcasting and set a course for long-term support of public telecommunication services. Early in its career CPB began to examine its future with regard to education, and as a *basic point of view, a perspective which could guide an agenda of action items*, has not been developed.

Such an agenda is the intended result of this study. The recommendations do not seek basic changes in the structure of education or public broadcasting, it's easy to attempt to solve problems by proposing to overthrow present reality, but it's more useful to work toward a responsible evolution of what we have.

The Context: Education in a Changing Society. The structure, composition, and expectations of American society are all in a state of rapid change, and these changes are so fundamental that they affect education profoundly. Traditionally, education could be understood as a reasonable extension of the American family, and the American family was defined for practical purposes in white, middle-class, agrarian heritage terms. Today's middle-aged white Ameri-

can identify it from mottoes and homilies remembered from childhood: a woman's place is in the home; children should be seen and not heard; be fruitful and multiply; honor thy father and thy mother; a man's home is his castle; and so on.

All of these familiar reference points have been challenged in recent years. Women continue to achieve social equality and are pursuing various options about how they will choose to live their lives. It has been estimated that women already comprise well over 40 percent of the labor force.* A great list of implications could be compiled: increased need for day-care facilities, more specialized curricula for women, and an urgent recognition of the choices that are or ought to be open to women, each involving decisions about when or whether to have children and the nature of a woman's day-to-day relationship to her children.

The divorce rate is rising, and the attitude toward divorce is changing. Many children are raised by one parent, and single persons of both sexes are adopting children.

There have been changes in the status of minority groups, including a broadening of the options available for careers, housing, and education. That change should continue and accelerate in the years ahead.

The American population is restless, and modern communication, transportation, and business patterns seem to make it ever more so. The extended family, with all the reinforcements it offers to its members, is more fragmented than ever. The individual is necessarily more independent, and while independence is a prized American trait, its counterparts are loneliness and isolation.

The American birth rate is now approximately at the level of zero population growth, so the average age of the population will increase. With growing interest in lifelong learning, and with more leisure time, the change in the birth rate would seem to broaden the scope of education. But simultaneously, decreasing school enrollments can bring other stresses.

The Contemporary Student. Today's student is pushing at the boundaries of traditional education in virtually every direction. For example, students are becoming both younger and older. In a country which does not universally require kindergarten, publicly operated nursery schools are teaching three-year-olds. Those concerned with early childhood education are now recognizing the importance of constructive influences from, or even before, birth. At the same time, students are getting older, with increasing emphasis on continuing education for professionals and para-professionals, vocational education for adults of all age levels, and a burgeoning interest in informal education covering a bewildering variety of subjects. Cradle to grave education is upon us.

The student is also more independent. Family ties are less rigid, and a high proportion of college students are, for practical purposes, adults responsible for their own affairs. Students at all educational levels are more concerned with

* *Women: A Demographic, Social and Economic Presentation of Women in the Labor Force*, National Industrial Conference Board, 1973.



participating in decisions that affect them. College is not seen automatically as a continuous four-year process; students come and go, gradually sharpening their own goals, perhaps never declaring their college experience to be at an end.

One consequence of universal education, particularly in a world of specialized skills, is that public education is seen as a personal resource which should be ready to provide particular services needed at particular times throughout one's life. That system is now used in a great many ways. It equips people to acquire and update occupational licenses and credentials. It teaches about sea shells and income taxes. It teaches very young children about themselves and their world, and it teaches the parents of these children about their offspring.

Elementary-secondary education is, on the one hand, becoming more participative for children, parents, teachers, and the communities at large; and on the other, a recent survey by the National Education Association lists parental apathy and student indifference as the top problems reported by teachers.

Elementary and secondary education, which has made substantial headway in individualizing the process of instruction, wishes to advance further in that area and recognizes that technology is necessary for its success. Similarly there is growing interest in alternative education opportunities, including store-front schools, schools without walls, off-campus courses for credit, and concentrated mini-courses.

There is an urgent need, recognized particularly in elementary-secondary education, to keep up with the rapid expansion of knowledge itself. Sometimes new knowledge changes the educational fundamentals and sometimes it changes a youngster's working context: how many books were obsolete on the day of the first moon landing? Radio and television can help.

Many persons handicapped by physical or emotional disabilities are being reached by education for the first time. Broadcasting is in a unique position to help serve these people.

Education at all levels is seriously attempting to cope with the realities of a multicultural society. The concept of the melting pot, which had the effect of attempting to melt everybody into a white middle-class mold, is giving way to an approach which recognizes—or at least earnestly tries to recognize—the diversity which is fundamental to the American society.

All these factors, combined with a broadened world view made possible in our society by modern communication, have made education increasingly diverse and eclectic. We yearn for simplicity but become more complex. In a culture accustomed to learning facts we need instead access to facts and the intellectual power to integrate them.

Potentially at least, today's student is everybody, and today's curricula are almost as broad as the interests of that student body.

Good-bye to the Little Red Schoolhouse. As one surveys the situation described above, one thought that comes to mind is that the "delivery system" for the future may be more like the county agent than the little red schoolhouse or the ivy-covered halls.

In the past, education's clientele tended to be in identifiable groups, most of whom could go by foot or school bus to the place of their formal education. Extension education was seen as something of a sturdy stepchild in academe. Little children were not involved in the system. The handicapped or homebound were barely taken into account. When the citizen thought "Education," he thought of the schoolhouse or the college campus.

Think of the discontinuity between yesterday's school campus model and today's student who could or should be almost anyone, anywhere. Groups that have been touched less by education in the past—racial minorities, the poor, the geographically isolated—stand every chance of falling farther behind if they cannot be reached by the educational system. Furthermore, that system must be built to accommodate the full range of student accomplishments and capacities, providing encouragement for each individual to seize a genuine opportunity and make the most of it.

Informal instruction, conducted by a wide range of community groups, is an important part of education today.

In communicating with people, whether they are small children, elementary-secondary students, college students, or adults with their multitude of interests and requirements, broadcasting is a common denominator. The functionally illiterate and the post-doctoral student both understand the grammar of television. Both turn to radio for information and entertainment. Both are accustomed to having ideas and objects explained on the screen, whether the



purpose of the message is education per se or a product commercial. The grammar of aural and visual communication has been learned. As media of communication, radio and television are ubiquitous, familiar, flexible, and effective. They are Everyman's entertainment and information media. Very few people go through a day without learning something, sometimes important, sometimes trivial, via the speaker and the screen.

In the classroom or at home, radio and television are powerful instruments of education, and therefore their proper application is imperative.

- **Education's Structure of Responsibility.** Education in the United States is not a national enterprise. Although the federal government and many national organizations have important responsibilities and concerns, the central responsibilities concerning curricula, student requirements, and teacher certification lie with states, counties, and local districts for public education through high school. In higher education these decisions are often made within individual institutions. Local control has been a byword from the beginning. The notion of a national curriculum is anathema.

Within instructional broadcasting, the decision-making patterns have followed education's decentralized structure. In the early days of instructional television a high percentage of classroom programs were produced locally, on the premise that each local curriculum is unique. When it was realized that certain materials could be usefully exchanged, and the instructional television libraries were subsequently developed, the decision-making patterns remained. Programs are almost universally chosen by local curriculum committees, with the local station providing contact services for transmission and, when necessary, production.

The two large instructional television libraries, National Instructional Television and the Great Plains National Instructional Television Library, lease their programs to individual educational entities in most cases, although their most-used programs are on most PTV stations throughout the country.

National Instructional Television is now related to a new organization, the Agency for Instructional Television, which is a consortium of chief state school officers, including some from Canadian provinces. The idea is to bring together the largest responsible units to make decisions about common requirements. Edwin G. Cohen, the Executive Director of NIT and AIT, believes that funding should follow decision-making responsibilities, and he expresses reservation about national support for AIT projects.

Nevertheless, nationally supported programs are regularly used in schools. These include "The Electric Company," "Carrascolendas," and "Villa Alegre," all of which have made use of CPB or HEW funds. However, throughout the ACNO Education Study, one of the most delicate issues was one of the oldest: the involvement of a national organization—in this case, CPB—in the instructional process of local schools and universities. A number of specific recommendations deal with this matter.

Within this general issue, the question of academic credit is a special consideration. By law and custom, the awarding of college credit has been the responsibility of collegiate institutions authorized to grant certificates and de-

degrees. Although in recent years a number of organizations have developed programs to evaluate unconventional learning and recommend credit for it, the award of credit is a function of the collegiate institutions. All non-collegiate agencies which participate in the instructional process must therefore play roles which complement the central role of the institution. This consideration applies to CPB and its associated organizations as well as to publishers and others who form part of the course delivery system. A practical example of the interrelationship involves Jacob Bronowski's series "The Ascent of Man," which was produced in Britain and acquired for transmission by PBS. Most of those who see it will tune in for the pleasure of the program itself. Some will buy the accompanying book. A large number of others, however, will see the programs in an academic context. Miami-Dade Community College has developed a set of materials that incorporate the programs into a community college course. The University of California at San Diego has undertaken the same task for upper division instruction. During the first Public Broadcasting Service use of the series, some 250 colleges enrolled over 23,000 students. Colleges and universities throughout the country can use programs produced in Britain and transmitted via PBS, plus materials developed in Miami or San Diego, and build courses for which credit can be awarded by individual institutions. Still other materials assist the use of the programs in secondary schools; over 30,000 printed guides have been distributed to high school teachers.

The lesson, then, is not that public broadcasting should shy away from national service to instruction, but that the service must be uniquely national in character, and it must be rendered with full recognition that in education the basic decisions are, by tradition and by law, close to home.

Roles of the Corporation for Public Broadcasting. The Corporation for Public Broadcasting is a unique American institution. It is a creation of the Congress, and its directors are appointed by the President, but it is not an agency of government. It is responsible for the largest single fund available for support of public broadcasting, but its options in disbursing that support are limited. It can recommend policy to the system, but can seldom insist upon it. The strength of the Corporation lies in its central position. While delegating most operating functions to others, CPB remains a common reference point.

It is this role which is critical to CPB in the field of education. In the course of the study, the role of the Corporation was often characterized as that of a broker, bringing the appropriate parties together for the benefit of all. It is well recognized that, at least in the near future, CPB cannot from its appropriation invest the amounts required for the full development of public broadcasting's potential in education, but the Corporation's central position equips it ideally to generate action and to encourage support from other appropriate quarters.

It is recognized that in implementing these recommendations CPB will need close rapport with the other agencies most concerned with public broadcasting: the Public Broadcasting Service, National Public Radio, the Association of Public Radio Stations, the regional networks, and the individual stations. ACO has sought to involve representatives of these organizations throughout

the study and has been heartened by their participation and creative contributions. Similarly, many elements of the education community have been involved, ranging from leaders of national associations to individual local teachers and administrators. Their enthusiasm for the use of public broadcasting in education cannot be doubted, and they have an impressive understanding both of its problems and its potentials.

Working alone, neither the Corporation for Public Broadcasting nor any other single organization could effect any of the following recommendations. Working with others, however, CPB is in a unique position to advance them all, the result of which would be a major advance in public broadcasting and American education.

THE RECOMMENDATIONS

In all its simplicity and complexity, the fundamental objective is to develop the natural relationship between broadcasting and education.

There is no single magic key that will unlock the secret for success in that effort. A broad program, no element of which is entirely new, is the prescription.

Furthermore, the recommendations which follow are intended to recognize the realities of the day and the fact that attention to education is an evolving, long-term commitment. A complete response to all of the recommendations would require a very large investment, and over the long run that investment should be made. However, a responsible and constructive beginning should be possible within the Corporation's present means, with full recognition of its ongoing commitments.

ACNO recognizes that public broadcasting must be seen whole, with instruction as one of its parts. In order to realize its potential for instruction, public broadcasting must, for example, have a broad and continuing base of support for station facilities and basic operations.

The recommendations which follow are based on the work of the four ACNO Education Study Task Forces, although this final report does not propose all the task force recommendations. The complete statement of each task force's conclusions and recommendations will be found in its individual report.

The first two recommendations are broad statements of principle which also underlie many of the others; the subsequent recommendations address individual issues.

- 1. The Corporation for Public Broadcasting should intensify its efforts to bridge the traditional chasm between broadcasting and education, building a working partnership to serve their common purposes.**

For many years education and broadcasting have shared a general, sometimes wary belief that they might be made for each other, but the obstacles to union have seemed virtually insurmountable. One of the major themes of the ACNO Education Study was that of bridge building between the two institutions.

Part of the historical difficulty is simply that there has not been an

entity able to represent the whole of public broadcasting authoritatively at the national level. The National Association of Educational Broadcasters long has been actively interested, and NAFB has achieved notable successes in stimulating activity between public broadcasting and education, but the Association is equipped neither by resources nor mandate to be the spearhead in this effort. Constructive work has also been done by numerous other organizations of public broadcasting, but none has occupied the central position that is unique to CPB.

With the establishment of its own education office, the Corporation is equipped to initiate and maintain a vigorous program of liaison, consultation, and involvement among the interested elements of public broadcasting and the national education community.

In undertaking this process, the Corporation should avoid the familiar ploy of establishing a single education advisory committee, which inevitably would have too broad a membership and too amorphous an agenda. Rather, *CPB should establish a set of task-oriented groups*,¹ each able to deal with specific issues and specific areas of education. Such groups could help initiate a given activity and concentrate on that function until either the task or the group was no longer needed. In establishing such groups, the Corporation would be building an invaluable cadre of informed, involved allies, and not merely a set of representatives programmed to give their agencies' current responses on request.

A major function of CPB's liaison activity should be to maintain contact with Congress, the Department of Health, Education, and Welfare, other public and private agencies, and the national organizations in education in order to evolve continually a set of priorities that take into account the potentials of public broadcasting in relation to education. In some areas where it could do the most, public broadcasting is hardly a part of education's consciousness.

In addition to involving representative academic and broadcasting agencies, *CPB should take the initiative in bringing together publishers, librarians, and others who should eventually be involved. The goal is to identify a variety of coordinating mechanisms* that ensure the teamwork necessary to prepare and deliver good programs and solid course material.

In furthering its role as a key liaison point for education and public broadcasting, *the Corporation should foster the development and operation of a clearinghouse or library to distribute and exchange information about broadcasting's application in education*, including specific courses, materials, and techniques. It is probably not necessary that CPB itself launch from scratch another major in-house service, since parts of the job have been undertaken by others. However, there is not a single, broad gauge reliable source available broadly and commonly to the communities of education and public broadcasting, and such a center could serve an exceptionally useful purpose, as a focus for information and a ready resource for all.

In bridging the gap between education and broadcasting, then, CPB has a wide range of options with regard to its own advisory structures, its chosen information sources, research and evaluation, certain legal areas, and in the development of a clearinghouse of ideas, materials, and experiences. Another area for examination is the Corporation's grant policy. As it looks to the support

of specific instructional efforts, the Corporation should make use of "partnership" grants to be awarded to public broadcasting licensees pursuant to proposals made cooperatively with local educational agencies.⁴ In many such cases, the funding source should also be joint—perhaps partnership grants jointly awarded by CPB and an agency such as HEW or one of the national endowments.

This matter of bringing together the resources and potentials of public broadcasting and education is of greatest urgency, and the discussion does not end with this recommendation. Much of what follows will also address this fundamental problem.

2. The Corporation for Public Broadcasting should recognize and support the principle of cultural pluralism, which is rooted in our common concerns as humans as well as the differences which enhance the strength and diversity of the American people.

The Elementary-Secondary Task Force headed one section of its report "Cultural Diversity: An Educational Challenge for Public Broadcasting" that might have been a motto for many of the proceedings of the four groups.

Cultural pluralism is not to be equated with racial, cultural, or economic separatism. Rather, it is a simple recognition that our differences as well as our similarities are important to us. We concentrate on those things which are common to us all as humankind, and we acknowledge those things which make us individuals and members of cultural groups.

For example, bilingual and multicultural program services are important not only for the minority involved, but for the majority as well.

Cultural pluralism suggests that our similarities as human beings are more fundamental than any differences we may have, and that we would be infinitely richer if we cultivated an appreciation of both.

The Corporation for Public Broadcasting can perform a critical function in presenting, through public television and radio, this rich pluralism of the American experience. Television and radio are uniquely able to depict our nation as a collection of cultural elements rather than as a homogeneous melting pot. It is important to note that in considering the diversity of cultures in the United States, television and radio should recognize not only Afro-Americans and Hispanic Americans but Asian Americans, Native Americans, the Pennsylvania Dutch, the German Americans of the Northeast, the Poles, the Jews, and many others. Public broadcasting can help sensitize Americans to the important contributions of each of these groups to American life.

Rather than simply defining some of the educational and social problems of the various groups, emphasis should be placed on the strengths and positive aspects of America's cultural groups. Better understanding could be achieved through programs featuring their contributions in arts, music, crafts, language, literature, politics, and other areas. An appreciation of the strength of our plural nature, which our peoples pride in each other's culture will yield a more positive result than the current state of mere co-existence.

Public broadcasting has a unique responsibility, opportunity, and capacity to serve specific needs of various minorities in the country and at the same time



enrich the cultural backgrounds of all Americans through programs designed to develop awareness and appreciation of the differences of the multicultural groups who comprise important parts of the national population. The primary objective is that public broadcasting contribute to and reflect a national pride, sensitivity and understanding of the diverse cultural elements of American life.

Programs reflecting this diversity can and should be directed to Americans of all ages. As the Task Force on Early Childhood Education urged, "These programs could contribute substantially to the extension of the child's community beyond the bounds of family and neighborhood; thus supplanting the inadequacies of organized educational efforts and institutions in this regard."

Nor should the multicultural point of view be restricted to programming decisions. In spite of progress to date, we still need a better racial, cultural, and sexual balance in staffing and in the creative processes of public broadcasting. *The Corporation should pursue active programs of recruiting and training for the professional corps of public broadcasting.*

An extension of the multicultural idea would be the avoidance of economic and occupational stereotypes. Public broadcasting must be certain that its work encourages solutions, not further problems.

None of this concern should imply any limitation on the subject matter of public broadcasting. On the contrary, the Corporation's relation to education should include the broadest possible range of educational activities, encompassing the intellectual, artistic, cultural, personal, social, and civic concerns of each person as an individual and in society.

*Like the first recommendation, this one has implications for most of the others. Cultural pluralism might be reflected in broadcast programs or training activities or staff recruiting, but it begins as a point of view about the nature of the American society and respect for one's fellow citizens.

3. The Corporation for Public Broadcasting should undertake activities to assist professional development of the educators and broadcasters engaged in educational broadcasting and encourage the application of broadcasting for the in-service education of teachers.

How can teachers, professors, course designers, administrators, producers, and broadcasters do a better job of improving instruction? If radio and television are to be used for education, how can they be used most effectively? How can these individual professionals, using radio and television, best serve individual students?

Specific recommendations take several forms:

- use of broadcasting to facilitate the on-going in-service education of teachers, particularly with programming by and for the teachers themselves;
- instruction of teachers or would-be teachers about educational uses of broadcasting;
- instruction of media personnel in the improvement of the design, development, and delivery of course material;
- activities related specifically to improvement of the ways programs are used in education;
- fellowships in education for experienced broadcast personnel.

In the ACNO Education Study, consideration of professional development took two broad forms. One of the task forces had teacher education as part of its purview, all of the task forces were interested in questions of training and the upgrading of personnel.

A. Teacher Education. While it may appear that teacher education is beyond the realm of the Corporation for Public Broadcasting, increasing the competence of teachers in the use of instructional broadcasting is an inescapable part of improving its use.

While teacher education is not a direct responsibility of CPB, the Corporation should facilitate teacher education activities in cooperation with other agencies to help teachers understand, accept, and use instructional media pro-

ductively as teaching tools and (b) to help teachers improve and update their general teaching competencies by means of programs designed for this purpose by colleges of education, by school districts, or by teachers themselves.¹²

In assuming shared responsibilities in this field, CPB should be guided by six criteria as it considers any service:

1. It should be of high potential educational value.
2. It should not be a service now provided by other agencies.
3. It should be undertaken in concert with other education agencies and organizations.
4. It should involve an educational service that can be realistically accomplished by using media and the resources available to CPB.
5. It should reflect current educational trends.
6. It should be capable of systematic evaluation.

Local in-service education could be helped substantially—in some cases virtually revolutionized—by using public radio and television stations as bases for teaching centers. *It is recommended that CPB provide grants to stations, on a pilot basis, for proposals submitted jointly by a consortium of the station and the local school district or districts to activate teacher-centered teaching centers which utilize local television and radio facilities.*¹³ More specifically, support should be given to local stations which will work in cooperation with local and regional teacher groups and other school personnel to use the station facilities as teacher centers of the air. The emphasis of this proposal is on practicing teachers determining the content of their professional development. Such a media-based teacher center frees and expands the idea of a teacher center into a concept rather than merely a place. The concept of a user-developed, user-produced, user-evaluated airborne teacher center would be a unique experiment for public broadcasting.

*The Corporation should also foster a wide range of workshops, training sessions, and the production of tapes and films which would provide assistance to teachers in understanding and using radio and television in education or to help them to improve their techniques of instruction in other ways.*¹⁴ The Educational Broadcasting Institutes of the NAEB should be considered as a possible base for some of these activities.

B. Teachers for Non-Formal Education. In addition to helping teachers in the formal educational system, the Corporation should include services for the thousands of Americans who are teachers in such non-formal—but nevertheless important—activities as youth organizations, industry, labor, and other community groups.

The training opportunities which have been proposed for other groups of educators are equally applicable to those who serve outside the formal educational system.

C. Other Professional Development. The classroom teacher is the key to proper use of instructional broadcasting, but many other specialists are involved, and their training is critical to the production and delivery of high-quality material.

When broadcasting is applied to education, the production problem is multiplied. The material that is made available to students—regardless of the medium—should be produced in order to accomplish stated educational objectives, and there should be a way to determine its success. This means an amalgam of broadcasting production technique, learning theory, and educational research design in every program. The program, in turn, must fit an overall pattern and mesh with other material. As the Children's Television Workshop discovered at the outset, the most skillful producers need some reorientation to make that adjustment. The production of successful educational material is a specialty within a set of related specialties. Training in course design, production, delivery, and research are all needed.

The Corporation should consider particularly the following specific ways of responding to this need:

1. *Require that each proposal for support of an academic course include provision for training where appropriate.*
2. *Finance projects for training (e.g. workshops, internships) by organizations and academic agencies representing station and institutional interests.* CPB itself is not seen as a training institution.
3. *Establish fellowships in education for experienced broadcasting personnel*, in order that they might learn the needs of education and how broadcasting can be instrumental in meeting these needs. Such fellowships could be applied at all levels of education; the idea arose from within the Task Force on Early Childhood Education. It is also observed that there would be reciprocal benefits for the fellow and the fellow's new colleagues in education.
4. *The Corporation should make a particular effort to involve women and members of minority groups in these professional development programs.*

In a discussion of professional training, one particular category of station employee should receive special mention. This is the person, commonly called an instructional program coordinator or utilization specialist, who is responsible for working with teachers in order to encourage the best possible use of the broadcast program and its related material. If there were even one well-trained utilization specialist in every public television station, the value of the instructional television service would rise markedly and immediately.

4. The Corporation for Public Broadcasting should undertake promptly certain instructional programming activities, taking into account the legal and traditional roles of other educational agencies and institutions.

It was observed earlier that public education in the United States is primarily the responsibility of states, counties, local school districts, or individual institutions of higher learning. While there are national responsibilities, matters of curriculum particularly are the domain of state and local units. It is important to recognize that although the Corporation can make unique contributions to instruction, the basic decision making starts close to home. Because of the struc-

ture of education itself, the problem is somewhat different at each level of education.

Early Childhood Education. The education of young children is very close to the family unit. As a practical matter, much early childhood education takes place in the home. Other aspects of it are directed toward the home, including the education of adults in handling their roles as parents. In some ways early childhood education is most like adult education, sometimes it takes place at home, sometimes at school, sometimes in a variety of institutional settings.

With an increasing number of day-care centers there are new patterns of support and governance. There is a growing number of centers supported by governmental agencies, by schools, by parent cooperatives, by industries, by unions, and by business franchises, among others.

Early childhood education is the scene of public television's greatest national successes, primarily with two markedly different programs. The first was "Mister Rogers' Neighborhood," in which Fred Rogers concentrates on the emotional development of the child as a whole person. Then came "Sesame Street," which has as a primary objective instruction in letters and numbers.

Looking to the future, *CPB should encourage the development and adequate funding of programs based on diverse approaches to the education of young children, keeping a healthy balance among these approaches.*¹⁹

Furthermore, it is necessary to press for diversity in the development, production, and scheduling of programs because early childhood covers a wide span of years, a wide diversity of needs and interests, and a wide expanse of developmental areas—physical, emotional, social, and intellectual.²⁰

*The Corporation should also encourage the development of programs for parents and potential parents.*²¹ In importance and effect, no work is more fundamental than that of a parent, but it is seldom considered as a subject for personal learning.

There is a lot of work for public broadcasting to do in the area of early childhood education, in spite of its present successes. In undertaking this work, the national public broadcasting organizations have an extremely diverse constituency of local decision-makers, and an even more diverse constituency of young viewers.

Elementary-Secondary Education and Teacher Education. Decision-making for instructional broadcasting, like elementary-secondary education itself, is basically local. With adequate funding, however, *the Corporation could—and should—support and encourage local educational partnerships by responding to proposals for local service that may have national implications.*²² Such proposals should represent the joint efforts of local education and public broadcasting agencies, thus fostering the principle of bridge building, which was the subject of recommendation number one.

*In considering national programming, CPB should take into account the following criteria:*²³ Programs should:

1. Fulfill unmet needs;
2. Have national application and relate to national educational priorities;

- 3 *Require a pooling of resources financial, human, and material.*
- 4 *Require national and/or international resources unavailable at local levels.*

In addition to encouraging the development of programming directly, CPB should participate in the development of a PBS "Instructional Program Cooperative," which could provide an instructional service parallel to the Station Program Cooperative already in existence for other program types. Such an idea would, of course, require further examination with the constituency of PBS itself, but if such a service is deemed appropriate by the stations, it would provide a basis for national development of programming which is strongly rooted in local educational decisions. National funding could be devoted to an Instructional Program Cooperative without many of the national curriculum control problems which might accompany other national support methods.

A large number of program-related ideas, and specific suggestions for future programming, received from hundreds of students, teachers, and administrators throughout the country, are found in the Report of the Task Force on Elementary-Secondary Education and Teacher Education.



Post-Secondary Formal Education. Like elementary-secondary education, collegiate education has well-defined decision-making patterns which tend to de-emphasize national programming for credit instruction. True, a large number of colleges and universities are offering credit for courses based on "The Ascent of Man," but traditional collegiate instruction has been aggressively local through most of its history. Geographically, the individual campus is where instruction takes place. By tradition, degrees are awarded only to those students who appear on that campus. Recently, however, credit instruction has been given off campus in nearby regions or statewide, and credits (sometimes even degrees) have been awarded to students who seldom or never see the central campus. Following achievements in the development of common national evaluation processes for

colleges (e.g. College Level Examination Program (CLEP), the Servicemen's Opportunity College, or the Commission on Accreditation for Service Experience (CASE) recommendations), a few efforts are now underway to expand common programs of instruction to other regions and the nation as a whole. In fact, some aspects of instruction have been national and international for a long time, notably the part that depends on books. Correspondence courses and, more recently, film, filmstrips, and cassettes are also part of this universal component. The recommendations of the Task Force on Post-Secondary Formal Education had the effect of suggesting a role for CPB in expanding some of the initially local instructional efforts of colleges and universities to a regional and national basis.

Specifically, the Corporation should foster cooperative relationships among post-secondary institutions and broadcast organizations at the international, national, regional, state, and local level for the mutual development of courses.²⁵ Consortia and ad hoc groups of institutions have begun to develop already, and these should be encouraged. A particular emphasis of CPB should be in the development of processes to ascertain curriculum needs.²⁶

This emphasis on cooperation and structure should not cloud the fact that CPB should support the production of course materials, including television and radio programs, related print materials, audio and video cassettes, and the support material that is so important to effective use of the course.²⁷

Adult Education. Adult education is a growing and extremely diverse enterprise in American education.* How is it possible to provide a public broadcasting service with some assurance that the right choices are being made, from among the bewildering variety of possibilities? The Task Force on Adult Education concentrated its work on that question. It developed a set of basic criteria and the concept for a national/local cooperative planning and utilization system.

The criteria are intended to recognize both the desirability of using public broadcasting in adult education and the fact that these media can't possibly serve the educational needs of all adult groups. A practical approach evolved, taking into account size of audience, urgency of need, public interest, cost-benefit ratio, and potential for multi-media and multi-audience presentation. *The proposed criteria for project selection are as follows:²⁸*

1. *Will it serve a sufficient number of people to be economically feasible?*
2. *Will it be capable of multi-level audience utilization with the addition of appropriate learning situations?*
3. *Will it serve a compelling public interest?*
4. *Will it be an appropriate use of public broadcasting?*
5. *Will it have potential for repeat utilization over a reasonably long period of time?*

These criteria do not offer objective standards by which to judge ideas and proposals, but they emphasize those elements which seem most important to increasing the likelihood of success in terms of satisfying adult education needs in the United States.

* A working definition of adult education is included in the Appendixes

The National/Local Cooperative Planning and Utilization System proposed by the Task Force on Adult Education is based on a set of relationships involving those actively engaged in adult education, local public broadcasting stations, and the national public broadcasting structure, focused on CPB.

In many areas stations already have relationships with councils or committees or groups of institutions interested in adult education. These are potentially very useful to the task of rendering effective educational service to adults, and so a key recommendation of the task force was that *CPB should encourage organization of local "Adult Education Broadcasting Councils" in areas where adequate advisory mechanisms involving local adult education user organizations and institutions do not exist.*²⁹

The extensive use of broadcast materials requires integral participation by all groups who may be organizing the learning situations. Membership in the councils, therefore, should be as broad as possible.

*These local Adult Education Broadcasting Councils should be used nationally to generate programming priorities based upon inputs from local and national sources.*³⁰ A two-directional process is envisioned. First, local councils would feed to CPB the adult education priorities which they have identified. Second, CPB would feed to the local councils program ideas that have evolved through other local, state, regional, and national mechanisms such as state and national advisory councils, national conferences of producer and user groups, and federally-funded programs for elements of the general public. All of these ideas would be fed into the system for evaluation by local user institutions and organizations in concert with the local stations.

Although the primary goal of that process is to identify programming priorities of national scope, the system will also bring to the surface priorities best treated on a local or regional level. *CPB should consider ways of encouraging regional networks and local groups to develop programming to meet these needs.*³¹

*Once programming priorities are determined, CPB should make a final selection of a project area and invite proposals*³² from educational institutions and organizations, working through a local station or system-related production agency.

The Corporation should then make a planning and/or pilot program grant for projects to be undertaken.

This cooperative national-local system should also be used to evaluate the results of the planning or pilot period.

*Once that development period is complete, the Corporation should also take the lead in seeking funds for a promising project's full implementation.*³³ It is recognized that this cannot be the sole responsibility of CPB, just as it is recognized that the Corporation's own funds cannot carry the full load of these recommendations. The Corporation can, however, exert a positive catalytic effort to enlist support, particularly after it has borne the cost of development and piloting.

The Adult Education Task Force model is presented fully in the Task Force Report. The report also includes related requirements for preparation of non-broadcast materials, rights to use material in non-broadcast media, and other pertinent matters.

Summary of the Programming Question: The task forces, each from its own perspective, recognized that given the structure of education in the United States, there are certain anomalies in the concept of a national instructional programming service. Each, however, recognized that there are educational requirements which can be met most effectively from the national level. The trick is to assure that the national priorities are based on the local experience, and that public broadcasting does not dilute the time-honored American principle of local control as it renders a national service for instruction.

The value of a national-level service rests on its access to resources. Sometimes that means the availability of funds that could not be applied to a project unless it would serve many people. Sometimes it means materials that are national or international in scope. A particular interest, for example, involves the availability of material from other countries, and the other side of that coin is the ability to show the American material to students elsewhere in the world.

In general, the purport of the programming recommendations is to recognize that the Corporation's programming role emphasizes program development, piloting, and agenda-setting.

5. The Corporation for Public Broadcasting should assure adequate attention to the strategies, materials, and other services which are critical to effective use of educational programming.

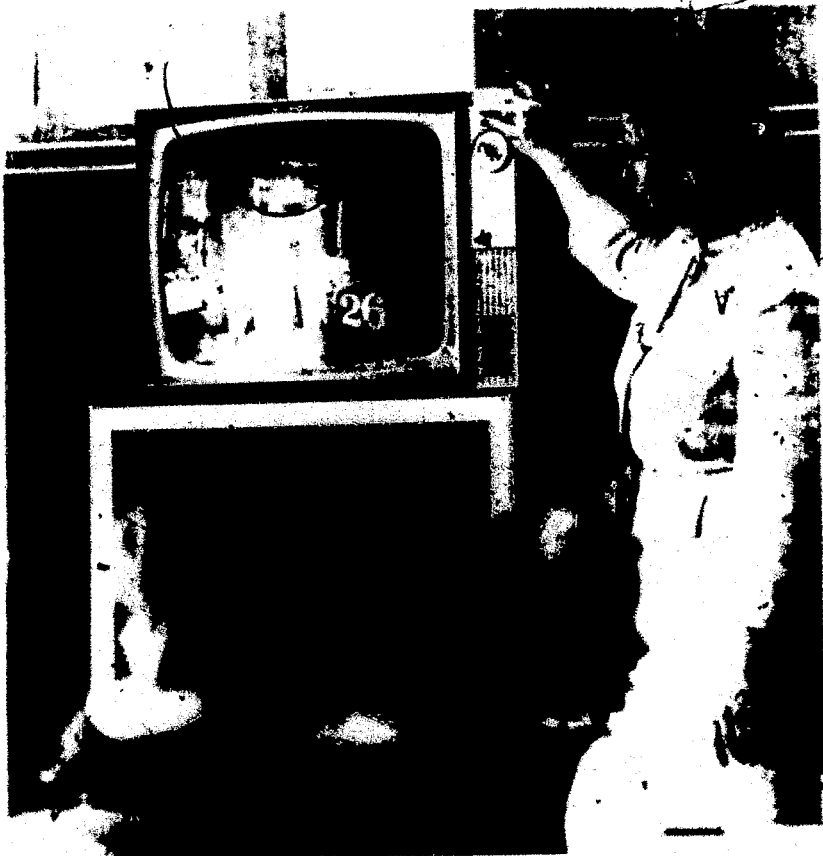
When a broadcast program is used as part of an organized instructional process, it exists within a context of other materials and experiences. The better it fits the instructional process, the better it works. Making the program fit—helping to build its context—is the purpose of utilization.

Proper use of instructional broadcasting requires more than a willingness to flick the switch. During the past decade, emphasis has been on the improvement of production. Too little time, talent, and money have been invested in the orientation of teachers and other educators to what is available on instructional television and radio and how programs can be used effectively.

The assumption has been made that if the program is well produced, teachers will turn it on and students will learn from it. Unhappily, mere exposure does not guarantee learning. Responsible teachers will see that their planning is implemented with purposeful activity, involving students actively before and after the broadcast lesson in order to realize specific learning objectives. However, teachers need assistance, additional materials, and a system of program alerts, in order to acquire and use these skills and insights.

The Corporation should facilitate, with financial assistance from USOE or other appropriate sources, the collection and dissemination of successful regional, state, and community utilization efforts, through electronic or print media, to serve as models for stations' ITV directors and school staff development leaders throughout the nation to improve the quality of local utilization.

CPB, working with PBS, NPR, and their member stations in cooperation with local school districts and teacher organizations, should encourage workshops for teachers, administrators, board members of local schools and stations, librarians, broadcasters, and other interested citizens to generate understanding



and support of good program-use ³⁵

National programming projects with instructional potential should be supported with supplementary materials that will help teachers use the programs as well as possible. ³⁶

On the local level, several workaday steps by local stations would be helpful. Sometimes a school's own equipment—television sets and the like—can be a major impediment to good use of programs; technical guidance from local stations would be a great help. Local stations should also be encouraged to employ and train a specialist who can help train teachers in effective use of broadcast materials, and who can provide continuing services and materials to schools in order to maintain continuous improvement in program use.

The instructional context of the program is fundamental to its use. What happens before and after the broadcast? What does the student do, read, or respond to in connection with the program? Are the ideas talked about? Are an individual's questions clarified? What is the precise purpose of the program within the curriculum? The effect of these questions should be to redefine program development and production, simultaneously broadening the task and sharp-

ening the objectives. In a sense, the production process is not complete until after the program has been used.

The question of program use is quite properly almost inseparable from questions of program planning, production, distribution, scheduling, and promotion. At the same time, the fact that utilization is integral sometimes makes it easy to take for granted. As with so many important things in life, "taking for granted" is a perilous mistake.

6. The Corporation for Public Broadcasting should actively develop the educational programming applications of related technologies, in order to meet the educational needs of people at all age levels.

Radio and television broadcasting stations, radiating programs through space for reception in homes, schools, libraries, museums, and automobiles, are important to our daily lives. If all the stations suddenly disappeared, we could reasonably expect widespread public panic. The Corporation is primarily concerned with the support of a system of these stations, which have achieved a unique position in serving many needs—including needs for education—of increasing numbers of people. There is every reason to make full use of that capacity.

On the other hand, broadcasters themselves have been quick to recognize that the effective scheduling of programming for education presents enormous difficulties, and that it is virtually impossible for over-the-air broadcasting singlehandedly to serve students' individual requirements for content and scheduling.

It is appropriate, then, to look toward an eventual system in which public broadcasting stations serve a core function but which includes the capacities of multi-channel cable, low-cost audio and video cassettes, the sub-channel capacity of FM stations, further use of the Instructional Television Fixed Service, and other mechanisms as they become feasible. Multiple networks based on satellite technology are not only possible but also likely; experimentation is already underway.

It should be noted also that developments still on the horizon, such as interactive cable systems now in the experimental stage with the support of the National Science Foundation, have great potential for education because they effect a marriage between the technologies of broadcasting and computers.

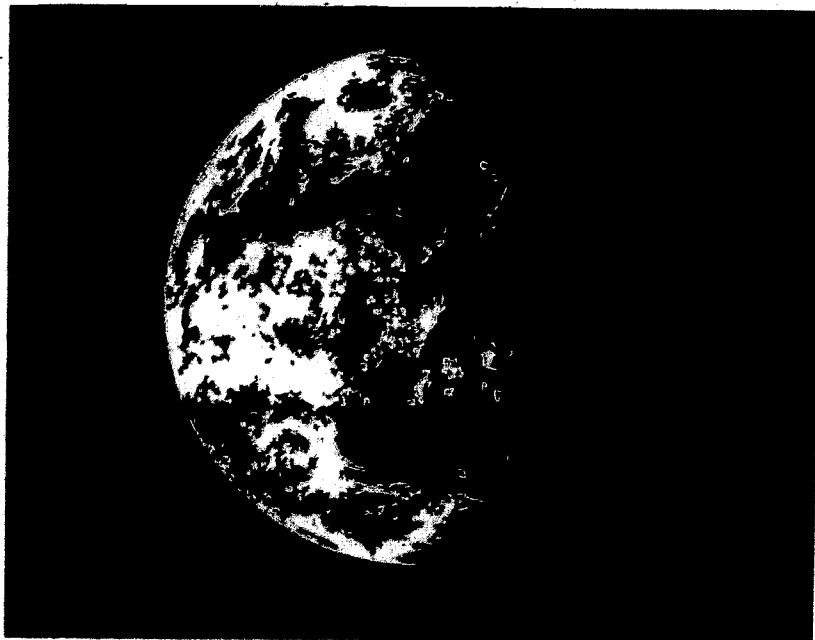
In education, these potentials have importance at all age levels. Young children, for example, can make use of programs during many more hours of the day than any station can devote to one age level. This is not to say that a given child should be exposed constantly to broadcast programs, but that it would be well to have high-quality programming available on the child's schedule. That problem is much more acute as one attempts to serve students in classrooms; it is much better to start the program when it is needed rather than at a given clock time, no matter how carefully chosen the schedule may be. Many adult education groups could make very effective use of aural and visual media, but the highly technical nature of the material or the smaller size of many potential audiences might make broadcasting unlikely for some.

Therefore, CPB should study, with appropriate agencies, ways in which alternate media distribution systems can be utilized or established where broadcast services are inadequate to meet the needs of programming for education.³⁷

Combinations of media are often desirable. *CPB should serve as a catalyst, in concert with the national and regional public networks, to develop delivery systems that assist educational institutions and broadcast stations to offer credit courses more effectively.³⁸* Broadcast components of the courses should be disseminated through the public broadcasting stations, while responsibility for the delivery of non-broadcast course materials should reside with educational institutions.

CPB should seek to broaden its own legislative mandate, if necessary, in order to include non-broadcast media applications such as the Instructional Television Fixed Service, cable closed-circuit, satellites, video discs, and cassette technology.³⁹ Under that broad recommendation there are six subsidiary ideas:

1. Provide information on new technologies.
2. Experiment with development of cost-effective delivery.
3. Promote development of satellite communications to serve remote areas with limited or no access to public TV and radio.
4. Experiment with utilization of two-way audio-video interaction.
5. Encourage the Federal Communications Commission to expedite adoption of necessary rules regarding equal standards in UHF and VHF tuners in TV receivers.
6. Explore ways in which non-broadcasting components can be activated for the improvement of instruction.



7. The Corporation for Public Broadcasting should, through its own operations and through support of others' work, assure an effective program of research, evaluation, and demonstration regarding educational applications of public broadcasting and related technologies.



The need for research, evaluation, and demonstration embraces the evolution of the technology itself, the requirements of students, the design of course material, periodic assessments of current use and effect of instructional broadcasting, and the relationship of broadcast programs to the curriculum.

The previous section (regarding related technology) included a number of recommendations for experiments and demonstrations involving new technologies including cable, satellites, interactive capacity, cassettes and video discs, etc. Those recommendations are equally applicable here.

We face a lack of substantial reliable information on such matters as the extent of current use of broadcast programs, the effectiveness of the program service, attitudes and needs of students, teachers, administrators, and the public, expectations for the future, and similar matters. *Surveys and studies concerning these issues should be conducted cooperatively by the Corporation for Public Broadcasting, the other national public broadcasting agencies, the U. S. Office of Education, and appropriate professional organizations in education.*⁴⁰

*As valuable as research would be in several areas, CPB should also foster demonstrations, particularly in the area of program use, in order to upgrade professional practice.*⁴¹ Another sort of demonstration project should be used simply to provide operational experience and the dissemination of news about that experience, particularly in the development of new technology. The ATS-6 satellite projects, for example, can hardly be said to be profound research, but they are providing invaluable experience.

*CPB should respond to the need for solid research in the design, production, and delivery of broadcast-related courses. A special area of examination should be cost-benefit considerations.*⁴²

Generally speaking, the behavioral research agenda should concentrate on areas which have clear applications for decision-making. There is little need to repeat the endless "Can television teach?" kind of studies, and such studies as

those dealing with perception, distraction, etc. should be cast so as to be useful in the practical world of production and transmission of education materials.

On the other hand, there is need for substantial work on our future technological requirements. Educators have yet to agree on requirements and to work for their application. *The Corporation for Public Broadcasting should have a body of policy, firmly rooted in research, regarding technological standards and requirements.*

8. The Corporation for Public Broadcasting should facilitate the development of new, more flexible patterns of rights clearance.

Basic national public television rights provide that a program may be given four plays within a three-year period. A "play" is defined as an unlimited number of transmissions by a station during a seven-day period, in accordance with the public broadcasting custom of providing repeats of many programs during the broadcast week.

By and large, stations do not have the right to make copies of the programs for further distribution or to authorize others to make such copies. They do not have the right to authorize transmission of the program by cable systems or other means, except as those systems are seen as simple extensions of the station's transmission.

It is well known that educational institutions do in fact make copies of certain programs for further instructional use, just as some make xerox copies of music scores and small publications. Pending passage of a new copyright law, which has been forthcoming for more than a decade, there has been little interest in prosecution. Passage of the law, however, is certain to bring a bumper crop of test cases.

Simply stated, proper educational usage requires that material be available when a teacher or student needs it. Ideally, then, a given program would be available on demand throughout its useful life. As a practical matter, proper program use requires that public broadcasting include the right to record certain programs off the air, the right to cassette and cable distribution, and the right to use this material any number of times during the agreed-upon life of the program.

It is recognized that these rights are not needed for all programs, but they are necessary for all programs produced specifically for education and for certain other programs that have clear instructional applications.

It is not reasonable to expect such rights always to be free, but it is important to establish a rational process for their acquisition at a reasonable cost.

The Corporation should bring together representative groups to resolve problems of clearance of programs and materials.

The problem of rights clearance is of basic importance to education and public broadcasting. At present, the legal problems associated with copyright, royalties, and clearances directly and adversely affect the potential for broader and more productive use of radio and television in education. As in so many other areas, cooperative action is required involving the institutions of public broadcasting, education, creators of broadcast material, and the users of

the material. Once more the Corporation for Public Broadcasting occupies the pivotal position which makes it the natural organization to provide both leadership and a forum for all the parties concerned.

9. The Corporation for Public Broadcasting should encourage the development of the skills of aural/visual literacy and critical listening/viewing.

In urging the appropriate applications of broadcasting in education, particularly in an age when most people get most of their national and world news from television, it is important that we develop a citizenry that is literate—that is, able to understand messages and evaluate them critically—in the broadcast media as well as in print.

The growing importance of electronic media make virtually everyone a frequent consumer of electronic communications, and the development of visual aural literacy becomes a fundamental aspect of consumer education.

*At all levels of education the Corporation should work with other concerned organizations to develop programming and other educational material and to encourage classroom sessions, workshops, and informal training opportunities, leading to more perceptive and critical viewing and listening.*⁴⁴

Officially or unofficially, every medium has its own grammar and its own style. Messages are formed, transmitted, evaluated, and responded to in ways suited to the medium at hand. Radio and television are pervasive media, used daily for a bewildering variety of messages from the most trivial to the most profound. If radio and television are to be realized fully as instruments for education, and if viewers and listeners are to be literate in these media as in the print media, the need for this kind of literacy must be recognized and acted upon by public broadcasting.

10. The Corporation for Public Broadcasting should recognize and support effective activities for promotion and community outreach in the educational applications of broadcasting.

The areas of promotion and community outreach are as important in education as they are in other aspects of public broadcasting. They include the following objectives:

1. Establish within education and among the general public a favorable climate for the appropriate development and use of public broadcasting.
2. Encourage program use by a maximum number of persons from the audience group for whom the program is intended.
3. Encourage the appropriate instructional application of programs intended for general audiences.
4. Encourage the mechanisms of public feedback to local stations and through them to the Corporation itself.

It should be noted that "promotion" in instructional broadcasting is not limited to institutional or administrative communications. Broadcasting's ed-

educational services should be available to as many persons as possible. Furthermore, the educational potential of public broadcasting is not well understood by the general public, educators, or even by broadcasters themselves. *CPB should mount a continuing national effort to develop understanding and acceptance of instructional broadcasting among educators, broadcasters, students, and the general public.*⁴⁵ Parents of school-age children are a particularly important audience for these "promotional" efforts.

Community outreach—the development of regular two-way communications between the broadcasting station and its various publics—is becoming a professional specialty within public broadcasting. More and more public broadcasting stations and related organizations are recognizing the reciprocal benefits of a genuine continuing exchange involving the station and the elements of its community. The sum of these local exchanges also can become a broad sounding board of service to CPB and other national public broadcasting organizations. Therefore, *the Corporation should encourage and provide financial grants to public radio and television stations for employment of full-time coordinators of community outreach to facilitate and organize regular mechanisms of public feedback to local stations, and through them to the Corporation itself.*⁴⁶

In many ways, the promotion of this specialized aspect of public broadcasting is particularly complex. There are a great many audiences. Some are in Congress and some are in individual rural schools. Each has its own requirements. Information must be available on the field as a whole and also on individual programs and services. *CPB should respond to this problem through the establishment of a clearinghouse and library on public broadcasting and education.*⁴⁷ Such a service need not duplicate other existing information sources, but it should provide a comprehensive focus for a wide range of inquiries. There should be information about specific programs and courses; research data; materials available for use in future courses; effective techniques for using programming in education; in short, the full range of information to encourage the use of broadcasting in education, and to help in making its use effective. The establishment of such a clearinghouse and library, employing and building upon capabilities of existing institutions and organizations, should be undertaken by the Corporation as an early step in its service to education.

11. The Corporation for Public Broadcasting should move at once to act upon these recommendations, initially by conducting a financial analysis, determining a calendar agenda for specific actions, and assigning responsibility for developing funding. The Advisory Council is a willing partner in assisting implementation of the recommendations and seeking solutions to the funding problems.

By means of these recommendations the Advisory Council proposes a broad, realistic program that can be of great benefit to education and to public broadcasting. While many of these activities can be undertaken at once, it is recognized that complete implementation of such a program must take time, and that resources must be found and allocated. ACNO does not consider its job done with

the submission of this report. On the contrary, the Council will continue its role of advice and partnership to help realize the enormous potential of public broadcasting in American education

CONCLUSION

There is no magic wand. To declare "What we need is another 'Sesame Street'" is to miss the point. In considering public broadcasting and education, the real need is for a point of view leading to an ongoing agenda for action. Such a point of view is the substance of these recommendations.

Fundamental to that perspective is the need to improve the basic relationship between broadcasting and education, natural allies with very little rapport. One of the problems has been the lack of a national focus of leadership in public broadcasting with regard to education. The Corporation can and should right that situation.

The work of the Corporation should represent the eclectic, diverse nature of America itself, particularly with regard to its cultural pluralism.

Given these fundamentals, what are the operational elements of success? A strong professional corps. Support for programs and for their effective use. Broadening capacity by applying useful new technology. Looking to the future through research, development, and demonstration. Attacking the tangle of problems in rights clearance. Working to develop an audience that is literate in the electronic media. Assuring that the service is known, that the facts are there, and that audiences are heard as well as served.

Each of these headings carries its own set of specific actions to be undertaken. The individual reports of the task forces include even more. Some of these specifics are complementary to one another, and others represent alternative actions. The important thing is the point of view.

With the completion of this study, the Corporation has before it a multifaceted but cohesive approach to the question of public broadcasting and education. As it considers its response, the Corporation should recognize particularly that neither the problem nor the solution can be considered in discrete fragments. No matter how modest the initial response must be, it should be in the form of a program of actions which recognizes the scope of the long-range task. That long-range task will require more money, and some of it will be needed, not instantly perhaps, but soon.

Then the important thing is to keep going. The Corporation is embarked on important and difficult work. It is a latecomer in a prominent position. It can build on some present success, but it also must clear away a certain amount of wreckage. While wisdom and financing will be very important, this campaign must be won also by the homely virtues of patience and persistence.

It is time to begin.

APPENDICES

Appendix A

Definition of "Instructional"

We differentiate instructional from educational use of broadcasting media this way: Instructional use involves an intentional feedback mechanism or learning environment plus a relationship with an institution which has specific educational objectives. On the other hand, educational use involves institutions which have educational objectives, but is essentially one way use, with the learning environment or feedback mechanism left to chance. Also, it must be recognized that all media have some impact on the receiver, and to this extent are broadly educative in a culture. But for all purposes here, we are concerned primarily with "instructional" and "educational" in the institutional sense described above.

In effect we have three tiers. At the bottom or broadest level we have all media, since all media have cultural educational impact (news programs, the "Boston Pops," and even "All in the Family"). At the second level we have programs having a general educational objective without plans for organized learning situations ("Mr. Rogers' Neighborhood," "French Chef," and National Geographic specials).

The third level includes only those programs specifically designed by educational institutions and which have a feedback mechanism or learning environment built into the design ("Ripples," the new math Program). Some programs come between levels and need to be better analyzed as to where they fit ("Sesame Street" and "Zoom").

Appendix B

Definition of "Adult Education"

The task force has adopted the definition used by the National Center for Educational Statistics, USOE, for its triennial surveys of adult education in the United States. NCES defines adult education participants as "persons beyond compulsory school age, 17 and over, who are not enrolled full-time in a regular school or college program and are engaged in one or more activities of organized instruction."

Note that this covers participants in programs operated by employer organizations, professional associations, labor unions, proprietary schools, hospitals and social organizations. It also includes people who are in credit and noncredit programs.

Footnotes

1. Post Secondary Formal Task Force, Recommendation 12, page 87; Adult Education Task Force, page 94.
2. Post Secondary Formal Task Force, Recommendation 6, page 84; Elementary Secondary Task Force, page 72.
3. Post Secondary Formal Task Force, Recommendation 11, page 86.
4. Elementary Secondary Task Force, pages 67 and 68.
5. A theme of all four task forces. See particularly the Elementary Secondary Task Force, page 67.
6. Elementary Secondary Task Force, page 66; Post Secondary Formal Task Force, page 83.
7. Elementary Secondary Task Force, pages 67-68.
8. Elementary Secondary Task Force, page 66; Post Secondary Formal Task Force, Recommendation 8, page 83.
9. Such activities were proposed by all task forces.
10. Early Childhood Task Force, Recommendation 2, page 54.
11. Elementary Secondary Task Force, page 66.
12. Elementary Secondary Task Force, pages 67-68.
13. Post Secondary Formal Task Force, Recommendation 8, page 83.
14. Elementary Secondary Task Force, page 66; Post Secondary Formal Task Force, Recommendation 8, page 83.
15. Early Childhood Task Force, Recommendation 2, page 54.
16. Post Secondary Formal Task Force, Recommendation 8, page 83.
17. Early Childhood Task Force, Recommendation 2, page 54.
18. Elementary Secondary Task Force, page 66; Post Secondary Formal Task Force, Recommendation 8, page 83.
19. Elementary Secondary Task Force, page 66; Post Secondary Formal Task Force, Recommendation 8, page 83.
20. Early Childhood Task Force, Recommendation 2, page 54.
21. Elementary Secondary Task Force, page 66; Post Secondary Formal Task Force, Recommendation 8, page 83.
22. Elementary Secondary Task Force, page 66; Post Secondary Formal Task Force, Recommendation 8, page 83.
23. Elementary Secondary Task Force, page 66; Post Secondary Formal Task Force, Recommendation 8, page 83.
24. Elementary Secondary Task Force, page 70.
25. Post Secondary Formal Task Force, Recommendation 2, page 82.
26. Post Secondary Formal Task Force, Recommendation 4, page 81.
27. Post Secondary Formal Task Force, Recommendation 7, page 84-85.
28. Adult Education Task Force, Recommendation 1, page 91.
29. Adult Education Task Force, Recommendation 2, page 93.
30. Adult Education Task Force, Recommendation 3, pages 95-96.
31. Ibid.
32. Adult Education Task Force, Recommendation 4, page 96.
33. Adult Education Task Force, Recommendation 5, page 97.
34. Elementary Secondary Task Force, page 66.
35. Ibid.
36. All task forces stressed the need for supplementary materials.
37. All task forces urged the use of nonbroadcast cast technologies in addition to broadcasting.
38. Post Secondary Task Force, Recommendation 8, page 83.
39. Elementary Secondary Task Force, page 71.
40. Elementary Secondary Task Force, page 71; Post Secondary Task Force, Recommendation 8, pages 83-84.
41. Elementary Secondary Task Force, page 66.
42. Post Secondary Task Force, Recommendation 5, pages 81-84.
43. Elementary Secondary Task Force, page 72; Post Secondary Task Force, Recommendation 2, page 84; Adult Education Task Force, Recommendation 6, page 94.
44. Elementary Secondary Task Force, page 71; Post Secondary Task Force, Recommendation 10, page 86.
45. Elementary Secondary Task Force, page 74.
46. Early Childhood Task Force, Recommendation 4, page 57.
47. Post Secondary Task Force, Recommendation 11, page 86.

REPORTS OF THE TASK FORCES

"Public Broadcasting and Education," the report to the Corporation for Public Broadcasting, was built upon the work of four task forces. The members of those task forces were selected by ACNO and CPB early last year, to conduct intensive inquiries and make recommendations in four areas: early childhood education, elementary-secondary and teacher education, post-secondary formal education, and adult education.

While the reports of the four task forces are not, and were not intended to be, part of the final report to CPB, they provide important background to that document. For that reason, the task force reports have been included in this book, along with selected appendices. A list of the members of each task force appears on pages 2 and 3.

Report of the Task Force on Early Childhood Education

Introduction to Early Childhood Task Force Report

The Early Childhood Task Force began its operation in May, 1974, and had meetings as a whole on May 22, July 1-2, September 26-27, November 8-9, December 4-5. The Task Force itself was made up of broadcasters, educators, and users. These members made contacts with many people in special fields and brought to the group a wide range of recommendations.

Three "speakouts" were held, at which representatives from organizations on ACNO, commercial broadcasters, public broadcasters, educators and parents presented their views on children's programming. One speakout was held in Chicago, one in Los Angeles, and one in Washington, D.C.

The Convention of the National Association for the Education of Young Children, November 23-26, hosted a speakout where many professional and paraprofessionals from the field of Early Childhood Education had an opportunity to present their views.

At the Denver Task Force meeting, held September 26-27, presentations were made by Margaret McFarland and Barry Head from Family Communications, Inc., Pittsburgh, and Ed Palmer from the Children's Television Workshop, New York City.

At the Washington Task Force meeting held November 8-9, the follow-

ing advisors attended: Howard Spergel, Eastern Educational Network, and Rhea Sikes, Director of Educative Services, Public Broadcasting Service.

Another approach to gathering information from parents was a questionnaire circulated through the National Association for the Education of Young Children and the Association for Childhood Education International. The data gathered by this instrument was invaluable to the Task Force.

Several Task Force members attended the NAEB meeting in May, and again in November in Las Vegas, Nevada. At the May meeting Father Fiore, Chairperson, gave a progress report of the work of the Task Force.

At the December meeting held in Columbia, Maryland, the report was written. From the outset a concerted effort was made by the Early Childhood Task Force to involve many organizations and people from the fields of education and broadcasting, as well as parents from a wide spectrum of geographical and economic backgrounds.

Summary Listing of Recommendations

1. The Corporation for Public Broadcasting should encourage the development and adequate funding of programs which will be helpful to parents of young children.
2. The Corporation for Public Broadcasting should encourage the de-

velopment and funding of programs which feature both the cognitive and affective dimensions of human growth and development in young children.

3. The Corporation for Public Broadcasting should encourage the principle of diversity in the development of program material, patterns of scheduling which recognize that early childhood covers a wide span of years, a wide diversity of needs and interests, and a wide expanse of developmental areas, physical, emotional, social and intellectual.

4. The Corporation for Public Broadcasting should provide funds to publicize and promote children's broadcasting.

5. The Corporation for Public Broadcasting should encourage and provide financial grants to public radio and television stations for employment of a staff member to keep the station and CPB tuned into the public's reaction.

6. The Corporation for Public Broadcasting should support and facilitate the implementation of delivery system models for early childhood education which incorporate both broadcast and non-broadcast elements.

7. The Corporation for Public Broadcasting should establish fellowships for experienced broadcast personnel.

Trends in Early Childhood Education Introduction

Some of the trends in our society, identified below, have a direct impact on the lives of young children and, as such, make new demands for services to these children and their families.

1. The national trend toward changing family structures and life styles has had considerable impact on child care patterns in this country. More mothers are joining the work force, single persons, necessarily employed, are raising children, adoptions are being made by the unmarried, including men. Under such circumstances, the demand for diverse child care facilities has grown.

To meet these needs child care facilities and services range from infancy through childhood for increasing numbers of children. Moreover, centers must operate on a twelve month basis.

Early care allows early detection and remedy of developmental problems, such as visual, hearing and learning malfunctions.

2. One emerging emphasis in education is based upon a recognition of the child's ability for individual initiative in learning. Implicit in this thrust is a trust in the individual's ability, with direction, to pace his own learning and to choose among options for learning. The names given to this trend may be Open Education, the ungraded classroom or a host of others which may or may not describe the processes in which the child is involved. However, basic to each model or format is the teacher's understanding of the stages of child development, of the teacher's ability to recognize and respond to these, and the presence of supportive personnel and materials which help the teacher to facilitate the child's progress. There is built-in flexibility for teachers and children to grow within the educational setting.

3. Along with the increased number of child care centers, new patterns of sponsorship and control are emerging. There are growing numbers of centers supported by governmental agencies, by parent cooperatives, by industries, by unions, and even by private business. Any child care facility and program must safeguard the health and support the developmental needs of children. It is crucial, therefore, that good standards be maintained and that systematic evaluation be employed for this purpose.

4. There is a movement to hold teachers more accountable for their work. Preschool teachers must be able to demonstrate certain qualifications in instructing young children and they now expect a continual assessment of their effectiveness.

Obviously there is some danger in such accountability. Teachers under pressure to teach a predetermined set of skills to all children will, in turn, demand performances from their students for which all may not then be capable or ready.

5. Early childhood education, as education at other levels, has become more sensitive to the truth that

Attention to the individual child as a learning potential is a fundamental principle of the philosophy of the early childhood program. Parents and teachers must realize that the child is an individual.

The new emphasis on the individual child has increased the value of positive reinforcement and attention. Research has shown that children learn best and the enjoyment they receive sustains the young child. The development of the child is based on the child's own developmental rate.

There is increasing concern about educating young adults to be able to meet the needs of the 21st century and primary attention to the public education system. But there is one problem. Many young adults are well prepared to meet the challenges of development and child rearing and are getting credit for their experience. This is the first time in history that a child has been recognized for the child rearing experience which began in infancy.

The task of the child rearing task force is to establish a framework for the child rearing graduate program. The knowledge that the young child grows at a rapid and certain as well as the integrate learning and experience attention has been paid to the child as a developing individual who learns to explore the world of the child and expanding it.

A graduate program in child rearing is a graduate program in child rearing. It is a program that is designed to meet the needs of the young child and who are directly to the child rearing field. The world and experience of the child and the integration of the child rearing field is a graduate program in child rearing. It is a graduate program in child rearing.

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Conclusion

With the many child rearing programs of the 21st century, the growing need for child rearing programs is a need that is being met. The child rearing program is a program that is designed to meet the needs of the young child and who are directly to the child rearing field. The world and experience of the child and the integration of the child rearing field is a graduate program in child rearing.

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- 1. *Child Development*, 1990, 61(1), 1-10.
- 2. *Child Development*, 1990, 61(1), 11-20.
- 3. *Child Development*, 1990, 61(1), 21-30.
- 4. *Child Development*, 1990, 61(1), 31-40.
- 5. *Child Development*, 1990, 61(1), 41-50.
- 6. *Child Development*, 1990, 61(1), 51-60.
- 7. *Child Development*, 1990, 61(1), 61-70.
- 8. *Child Development*, 1990, 61(1), 71-80.
- 9. *Child Development*, 1990, 61(1), 81-90.
- 10. *Child Development*, 1990, 61(1), 91-100.

Basic Assumptions of the Early Childhood Education Task Force Recommendations

The early childhood education task force recommendations are based on the following assumptions:

1. The child rearing program is a graduate program in child rearing. It is a program that is designed to meet the needs of the young child and who are directly to the child rearing field. The world and experience of the child and the integration of the child rearing field is a graduate program in child rearing.

2. The child rearing program is a graduate program in child rearing. It is a program that is designed to meet the needs of the young child and who are directly to the child rearing field. The world and experience of the child and the integration of the child rearing field is a graduate program in child rearing.

To appreciate the recommendations which follow, one should first of all attempt to grasp several of the same language points. Thus, when the Task Force says "to take a view of the program of certain recommendations and the alternative actions might seem obvious," it means "obvious" without explanation of any basis. It implies the reader might not otherwise be aware of the interconnections and indeed interdependence among the recommendations.

These interdependencies, in turn, also determined another facet of the report. At its inaugurating the Task Force defined not its task or plan precisely among its recommendations, in fact it became apparent that there were several possible alternate orderings of priorities. In these recommendations, expressed in terms of programmatic content, for example, the recommendation dealing with parenting for early childhood education is paramount. However, in terms of education, the social interaction, mastery of language, and teaching considerations, and alternate or better supplemental models of delivery systems come to the fore.

What motivated the Task Force then, to make its many recommendations in a set, one-time numbering almost that of these seven? What presuppositions did these educators, broadcasters and users have in mind after the inter-connections, but of experience and expert testimony, the teaching and creative considerations, and before the writing of the Final Report? They might have been the following:

Early Childhood is not a discrete part of the total network of educational agencies and programs, which interconnect and interact in support of the development of the innate potential of young children. The network of educational agencies and programs that place its place in the early childhood years must include the role of a few, but not include parents and teachers and the culture themselves. All three and more forms can either.

Early Childhood is the best valued form of educational activities, and is the only program and activity, as perhaps, in any other form of education. As we

know, the child moves in a multi-dimensional orbit, so that much, or most, early childhood education takes place outside formal classroom situations. In Day Care and Head Start Centers, nurseries, and most obviously the home, children of course, teach and learn from each other in the most abundant, naturally effective and enjoyable method which adults call "play."

The Task Force sees the role of public broadcasting precisely as tapping into this expansive and amorphous network, at its best drawing upon the natural potential of learners and users (children) and also putting back into the network education's best techniques and expertise to aid and not interfere with either the network or the natural processes of learning.

Readers of this Report should see all of the Task Force's recommendations within the context of these networks, at both national and local levels, but especially the latter, for education is most effective and adequate when most personal. Broadcasting's role is not to supplant or disrupt networks of early childhood educators, children, parents, teachers, etc., but to help these do their respective tasks better.

In a technological age, the Task Force feels it is easy to lose sight of the fact that education, during early childhood as at every level, is essentially an active, not passive, process. In a real sense, children teach themselves, all others in the network are inevitably, either facilitators or detractors from this process. Learning takes place even before the child is born, and, more obviously, from birth. Learning is best when it is enjoyable, and the situation of play is best a multi-dimensional social educational situation.

In the network of early childhood education, the role of the Community Outreach Coordinator of Recommendations #5, and of Early Childhood Broadcast Items of Recommendations #6, take on added importance for these are, ideally, the points of connection between public broadcasting and the other members of the Early Childhood Education network. On the other hand, as the dimensions of the

United States, delinquency, abandonment and child abuse rates, become more glaringly apparent, it is clearer than ever that paraprofessionals, not of itself, confer ability for child rearing. Hence the Task Force's first recommendation to educate parents in their roles as parents.

Because the child's attitudes about himself and significant others in his life materially affect his *desire* and *ability* to learn, just as it counts what he learns, the Task Force has stressed the importance of the affective element of Early Childhood education, precisely as it is communicated in and along with the cognitive element of. Recommendation #2:

Finally, the Task Force sees as basic the notion of diversity in Early Childhood Education broadcasting. So much depends on local broadcasters and their budgets and their priorities in tailoring public broadcasting to specific local constituencies, including young children. What meets the needs of one locale may be superfluous to another. What is broadcast at one time may be inconvenient or useless in terms of scheduling to parents in the home, or teachers in the schools and nurseries. Certainly broadcasting is the prime delivery system for now, the Task Force recognizes the enormous legal and developmental task in even considering supplemental models for educational delivery systems, such as use of satellite developed for use via cable and HFS systems, film, printed media, and on video cassette, and discs. There are problems of rights and clearances and we recognize under current limitations, such alternate or supplemental delivery systems fall outside the purview of the Corporation for Public Broadcasting.

But in the role of this Task Force, as of the others, is really to be useful to public broadcasting institutions of what is, ought not to be superimposed on what could be, or better, what should be. Our task has been to advise the Corporation for Public Broadcasting as now constituted, and we have done that. But in a larger sense, as constituents representative of the public, we have a larger responsibility, at

once to the public, and therefore to the Corporation for Public Broadcasting as well, to see what first of all is *needed* by the public. And then, where there is good will and know-how, perhaps those as possible can do what must be done, regardless of present limitations, to meet those needs.

Early Childhood Education RECOMMENDATIONS

RECOMMENDATION #1: The Corporation for Public Broadcasting Should Encourage the Development and Adequate Funding of Programs Which Will Be Helpful to Parents of Young Children in Their Parenting Roles.

Since the home is the child's first classroom, parents are the first, privileged and most important teacher that children will ever have. However, due to the changing nature of the American family, a growing number of parents, including teenagers, must face the major task of child rearing without the assistance and example of their own parents, grandparents, other relatives and a community. Even in cases where community services exist which would aid them in child rearing, economic circumstances and problems of transportation often prevent parents from availing themselves of this help. Thus, a need exists for services which are readily accessible to parents, and which aid them in the development of child rearing skills and the understanding of child growth and development.

Public broadcasting can meet this need through programming which is specific to the child rearing process, needs such as the physical, emotional, social, and intellectual development of the child should be stressed. However, emphasis should also be given to the ways in which the interaction between parent and child promotes the development of trust, self-assurance and other self-affirming, basic states in children.

In order to be effective, programming must go beyond the level of merely transmitting information. It should be so designed that the parent has the opportunity to assimilate and

react to the information that is presented and in doing so realize qualitative changes in behavior related to parenting.

A next step would be for the Corporation for Public Broadcasting to marshal a broad spectrum of interested professional and non-professional public involvement at the local and national levels. Among the professionals there would be social workers, public health workers, child development specialists, psychologists, and broadcasters. They would aid in establishing criteria for programming for parenting and will materials and technical assistance provided by program-needs; they would mark concepts and reinforce appropriate changes in parents' attitudes and behavior. They would also interpret to program-needs on the local and national levels, such as those about parental growth and change and further concerns for all kinds of different programming. Once the parent becomes motivated, the support of broadcast services that plan to achieve perfection in the planning of such services.

The program-needs groups and programming should be provided by the Corporation for Public Broadcasting in cooperation with state health departments, community development centers, corporations, and foundations.

The program-needs groups should encourage the development of a wide range of broadcast services available to the parent. The Corporation for Public Broadcasting should be able to help in such efforts, such as with the quality and length of programming, which should be provided to parents in order to meet the needs of the parent and the child.

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RECOMMENDATION #2 The Corporation for Public Broadcasting Should Encourage the Development and Adequate Funding of Programs Which Feature Both the Cognitive and Affective Dimension of Human Growth and Development in Young Children

At present, there has been an over-emphasis on children's broadcasting on the development of cognitive skills, whether or not it requires the use of research and evaluation of the quality of programming. Such emphasis can be detrimental to integrated growth and development because it ignores other aspects of the child's development. Children's programming must be designed to facilitate integration of intellectual knowledge of subject matter with an appreciation of self, knowledge, creativity, and interpersonal sensitivity. In attempting to meet this goal, the Corporation for Public Broadcasting is asked to encourage and assess the applicability and effectiveness of various media and communication methods within each medium.

The Task Force on Early Childhood Education recognizes that cognitive development is more easily measured than affective development. Now a of equally essential objectives seems to be developing subject-matter dealing with self-awareness, happiness, creativity, fulfillment which have human and potential growth as their criteria.

Another aspect of concern in the above area is that the Corporation for Public Broadcasting provide programs which contain both intellectual and emotional experiences. The program-needs groups should be encouraged to the extent of the child's development to extend the limits of their own development. This is especially true when a wide range of program-needs are available to the parent and the child.

RECOMMENDATION #1 The Corporation for Public Broadcasting Should Encourage the Principle of Diversity in the Development of Program Material in Patterns of Scheduling Which Recognize that "Early Childhood" Covers a Wide Span of Years, a Wide Diversity of Needs and Interests, and a Wide Expanse of Developmental Areas--Physical, Emotional, Social and Intellectual

The Corporation for Public Broadcasting should encourage the development of program-needs that recognize the needs of the young child, that take the needs of

specific ideas that serve needs or preferences of children for a variety of formats and treatments that serve specific ethnic needs and interests.

Scheduling is on the part of local stations, but Corporation for Public Broadcasting should encourage affiliates to remain continually aware that Saturday mornings and summertime are times when young children watch more television, that summertime is a logical time to present programs for simultaneous viewing by both parents and children, that school vacations provide another opportunity for special programming.

RECOMMENDATION #4 The Corporation for Public Broadcasting Should Provide Funds to Publicize and Promote Children's Broadcasting by Whatever Means are Best Suited to Reach Both General and Target Audiences

Optimum use is not made of public broadcasting at the time by the public. Programs and kinds of programs of the finest quality with the highest educational and instructional goals may be developed but unless they are seen and heard by the youngsters for whom they were developed they are similar to a wonderful gift which has never been opened. Resistance to public broadcasting should be broken, examined and rectified. The Task Force feels that some of the reasons for the lack of audience awareness of existing broadcasting materials are:

- 1. Lack of proper publicity.
- 2. Lack of audience studies.
- 3. Lack of promotional programs for the materials.
- 4. Lack of a system for publicizing materials.

A young child's interest, need and desire for stimulation is known. A young child's intense delight and interest in television and radio is known. Outstanding programs for the young child have often been produced for school and home with apparent audience awareness. Why?

The reason that parents and young children are not aware of many of the programs written for them is up **Sesame Street** and **Mister Rogers'**

Neighborhood, is simply because of the cost of promotion and publicity.

This is an area where the Corporation for Public Broadcasting might encourage funding participation from the business community. A few new programs such as **Villa Alegre**, have received outstanding help from Exxon which has paid for advertisements in national magazines. Arco paid for a half-hour promotional air commercial TV for **Sesame Street**.

Following is a suggested approach to a national promotion campaign. All of these steps are necessary to an effective national campaign in the general area of children's broadcasting, however we recognize that certain elements could be selected for use in the promotion of individual series. Of course the strength of any national campaign is based upon sufficient support at the local level.

1. **Round Robins** These would be a series of local meetings attended by instructional television and public information personnel. Each group must learn the techniques, processes and concepts of the other.

2. **Materials Promos** These would be a series of "stick" promotional spots produced for use on commercial and PBS stations to promote programs and public television generally.

3. **Print** A series of ads would be designed for use in national magazines. These would be designed to increase awareness of the specific programs and public television generally. A brochure on public television would be developed.

4. **Local Publicity** Suggestions for local and national publicizing of local and state promotions ideas on where to place them, follow up ideas, and print guides, such as local advertising.

5. **National Promotional Program** This would be a "stick" production with the goal of giving the public a general idea of the kind of productions now being broadcast with a focus on national and how much their support is needed.

6. **Evaluation** The Task Force Committee and Corporation for Public Broadcasting staff should conduct regu-



lar evaluation on the process and techniques of promotion.

It should be emphasized that production and broadcast of a national program is only one component of a total national campaign.

Most of the publicity and promotion of programs directed to young children must be done by local stations with the help of their Community Outreach groups (cf. Recommendation #5). A percentage of funds might be allocated by the Corporation for Public Broadcasting to local stations to be earmarked for promotion and publicity. The importance of local cooperation with community groups is important in distributing information via public and private or parochial schools, PTA, and various target group organizations. Distribution of publicity and request for feedback from parents might also be done in supermarkets, and similar retail outlets.

It is also recommended that a TV Guide for Children be instituted.

RECOMMENDATION #5: The Corporation for Public Broadcasting Should Encourage and Should Provide Financial Grants to Public Radio and Television Stations for Employment of Full-Time Coordinators of Community Outreach to Organize and Facilitate Regular Mechanisms of Public Feedback to Local Stations, and Through Them to the Corporation Itself.

The backbone of this mechanism of local national feedback would be local station coordinated community outreach groups. Where a given locale has both a public radio and a public television station, one such community outreach group with joint radio-TV coordinators would serve both local stations.

The Corporation for Public Broadcasting should encourage the development of local community outreach groups as a matter of policy, with funding to local stations to provide full time coordination for these essentially volunteer groups.

Community outreach groups would be guided by station coordinators in identifying and specifying local needs and suggestions for local and national

public broadcasting.

The Community Outreach Coordinator would be responsible for organizing efforts to mobilize the participation of community groups and target audiences in specific programming projects.

The Corporation for Public Broadcasting, through surveys of these groups and coordinators, should evaluate data received from them and make them available to public broadcasters. The Community Outreach Committee of ACNQ should regularly assist the Corporation for Public Broadcasting in evaluation of material and suggestions received from local community outreach groups.

Ascertainment-feedback mechanisms must be regarded by CPB, PBS, NPR, and local stations as an obligation incumbent upon public broadcasting by its very nature.

Finally, as regards specifically evaluative feedback and research mechanisms pertaining to Early Childhood Education, the Corporation for Public Broadcasting's Department of Research and Development should work closely with national and local community outreach groups to ascertain effectiveness of specific educational programs produced and broadcast by public radio and television.

RECOMMENDATION #6: The Corporation for Public Broadcasting Should Support and Facilitate the Implementation of Delivery System Models for Early Childhood Education Which Incorporate Both Broadcast and Non-Broadcast Elements to Meet Needs and Special Conditions of Educating Young Children.

The early childhood constituency is unique; it includes not only youngsters from birth to about eight years of age but also late adolescents and adults, generally young, who are prospective or actual parents of young children.

It is also unique in that both the children and the related adults receive their education in a wide variety of settings. Most of the children are at home; some are in group care, while others are in organized school situations.

The prospective actual parents are in school, at home, and in the labor force.

Parents may share their mothering/fathering tasks with older siblings, with untrained helpers, with paraprofessionals, or with highly trained professionals. In the main, they are part of the changing scene with its mobile life style, its rootlessness, and its fragmentation in terms of large family constellations. The early childhood constituency shares with all the population diversified life space and styles, urban, suburban, rural, isolated, congested, as well as a whole spectrum of cultural and economic conditions.

In the early years most children are not in regular attendance in formal school settings. They can, to a significant degree, be served educationally by the media of public television and radio. However, current patterns of scheduling broadcasts for young children are inadequate. (Recommendation #3. Public television stations have only a certain number of hours available to serve all the public. Young children can use programs any time from 6:00 a.m. to 7:00 p.m., a 13-hour span of child care hours - which Public Broadcasting Service stations cannot supply.)

Therefore, it is desirable to have alternate delivery systems so that program access and use can be controlled by adults in charge of young children.

Such systems are essential to the crucial factors of timing, of selected repetition, and of an appropriate time of tapping the more passive acts of watching/listening in terms of child activity, all in the interest of supporting the natural, effective learning patterns of young children.

The state-of-the-art of such systems as video cassette, closed-circuit audio cassette, tape TV. This latter system is an expected development of the TV of the 1970's and represents and are directly related to meeting the special needs for greater participation in the early childhood sector. Their use should be reported in the future.

Special attention should be

called to the importance of experimental techniques for transmitting the audio portion of television in such a way that additional audio channels can be transmitted to provide bilingual, TV sound channels. This particular feature would serve one of the high priority goals in early childhood, that of a multi-cultural approach in a mainstream context of national programming.

Another development, interactive cable service, points to a very useful system, particularly in programs for parents and others who are responsible for the education and development of young children. In such a system they would be able to gain important information about available resources and services, community health, social education, for their children, information that is region-specific and therefore highly functional.

A second point in this recommendation refers to supplementary materials. Broadcasting alone can provide stimulation for young children for their own learning, and the nature of the young child's learning process requires more than stimulation as provided by broadcast TV and radio. It requires that he actively use concrete materials and personal events to experience, to recall, to respond, to restate.

It is therefore desirable to develop a delivery system which can provide broadcast related reference materials, such as pictures, audio tapes, records, books, manipulative materials, games, etc. Purchase and library type arrangements, both mobile and fixed, could well be part of the system.

Coordinated arrangements should be made with media producers, with national educational laboratories, and with commercial producers of high quality, constructive, and manipulative materials for production and marketing of these reference materials.

The Corporation for Public Broadcasting should develop guidelines for such practical arrangements which take into account quality control, accreditation, and financial accountability.

RECOMMENDATION #7: The Corporation for Public Broadcasting Should Establish Fellowships for Experienced Broadcast Personnel

The pressure of time in the Early Childhood area permits little opportunity for personnel in the broadcasting profession to be aware in depth of the many needs and complexities of early childhood education.

Fellowships for producers, directors, public information workers and other station personnel would enable them to recognize and more easily define the needs of the early childhood education how broadcasting can help meet these needs and how broadcasting can be instrumental in solving prob-

lems or meeting needs.

If a broadcaster spends a reasonable length of time delving into preschool and day care centers, Head Start programs, the problems with which parents of young children must cope, he would return to his work with first-hand information that would result in more purposeful and useful communications.

Further, there will be reciprocal benefits for the fellow and those with whom he works in the Early Childhood Education field.

The Corporation for Public Broadcasting should set aside money for this purpose and also consider funding these fellowships in conjunction with special interest groups and foundations

Appendix: Clustering of Recommendations Concerning Affective Development

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It seems there has been an important concentration upon the development of cognitive, intellectual, and knowing skills both in terms of exposure time as well as with regard to the research and evaluation of the quality of programming. Such emphases can be detrimental to integrated growth and development of children not only attend, or indeed ignore, the child's affective, emotional, feeling, and self-behavior which must be effectively linked to the learning of cognitive skills. The goal in this regard must be to integrate intellectual knowledge of the subject matter with affective, cognitive, and knowledge, interests, and interpersonal sensitivity. In attempting to meet this goal, the Corporation for Public Broadcasting is urged to encourage and give priority to the applicability and of development of such methods and various methods with which words. Additionally, the Corporation is urged to provide a variety of ideas to both national, state, and multi-cultural experiences that would contribute substantially to the enrichment of the moral community beyond their needs of basic and healthful

ness, thus supplementing the inadequacies of organized educational efforts and institutions in this regard.

The originators of Sesame Street presume the following: We did not expect each child to play the violin or to become an architect or a poet, these things being particular goals defined by the individual child's aptitudes, interests, and experiences but we assumed that all children would learn to read and to write. In contradistinction, we maintain that education should be viewed as a process of actual living and not merely a preparation for future living. Each child and each person must learn how to be his own artist, his own musician, his own historian, his own navigator. Parents and teachers assist in this growth and development by equipping the child with deeper, more gripping and subtle ways of knowing the world and himself. To foster this new creativity we must place things, actions, scenes, accomplishments, tasks etc. in new perspectives. Thus we can continually encourage the search for identity through engaging the child in matters of his was improving his art and to be part of seeking creative answers to the questions: who am I, where did I come from, where am I going, where did I belong, and of what am I capable. To the degree that one is able to apply such learning as a task of dis-

covering something rather than "learning about it," to that degree the child will tend to work with the autonomy of self-reward, or, more properly, he will be rewarded by discovery itself.

The Task Force on Early Childhood Education maintains that, to date, achievement motivation as portrayed on both the public and commercial media has been more highly regarded than affiliative motivation, since the former is seen to be more productive and to afford greater control over the environment. But new and equally essential goals seem to be personal, interpersonal and humanistic, with happiness, creativity, fulfillment, expansion and personal growth as their landmarks. In order to achieve these goals, children must be assisted in developing competencies and coping skills which are not only mechanical and instrumental, but also interpersonal. Many of our truly consummate affective experiences involve non-awareness of self. Therefore, we do not recommend that the child's emotions or feelings themselves be the subject matter of the learning situation. Affective education is not and cannot be an end in itself. In life, feelings are inextricably and complexly embedded in reflection, motivation, problem solving, action and behavior. The emotions emerge incidentally but essentially. We believe, therefore, that shifting attention to include as many forms of creative art-work as possible, with no explicit mention of feeling, but with attention to the processes of making, shaping and re-shaping would do more for children than any amount of sitting in a circle saying nice things about each other.

The making of art, be it a poem, sculpture, music or the child's experience of art as reader, perceiver or member of an audience involves a complex and implicit confluence of mind, heart, and hand; attention is not directed to the life of the ego, to the fluctuating play of feelings, but rather to something which is simultaneously outside and inside the self. It is a process which involves a willingness to detach oneself from the obvious through a detachment of commitment. We do not merely have the self and the feelings of self. What sus-

tains us and what can sustain children is "out there" in the world, in abundance. We lose it, we waste it, if we insist on a self-conscious immediacy and subjectivity. There is a world to be known, there are others to be known. The world and the others will challenge, provoke, irritate and abrade against the self. This is how we are enlarged and educated, fulfilled and we grow, a process that begins at the earliest instances in life; a process that views life as a journey not a destination.

Motivation, whether towards achievement or affiliation, is recognized as being socially determined to a great extent. The Corporation for Public Broadcasting can serve society by programming that nurtures and develops children's natural desire to excel; by encouraging perseverance in the face of obstacles whether intellectual or emotional; and by initiating a zest and zeal in the exercise and development of the natural gifts, abilities and talents of preschool children. It is our belief that happiness is not a state in which all one's wishes are satisfied and all one's hopes fulfilled, but rather is the result of a satisfaction, confidence and assurance that one is striving toward purposeful goals. This is what makes achievement possible and communication and affiliative behavior real.

In its attempts to encourage multicultural and multinational understanding and interaction the Corporation must encourage programming which will provide reference points for analysis of the deepest issues of our time by making connections between variables that seem at first sight unrelated, to allow the child to trust in his (her) intuition. In this sense, an element of visionary imagination can serve as a template against which children may play out their own feelings and in so doing gain more profound insight into the personal social contexts from which such feelings derive. It is important to emphasize our belief, however, that such moral education will be effective only if the models portrayed engage in moral actions and that in such actions, demonstrate that sound reasoning is essential to the moral life.

The affective dimension of growth and life must also include more exposure for the participative arts and humanities. This Task Force believes that a generous and lively exchange in the liberal and performing arts can give us the hope that if we understand each other so warmly and naturally in these areas, we may one day be able to compose political, economic, racial, ethnic, religious and philosophical differences. In general, we believe that the intellectual and moral climate of our times is agreeable to the proposition that man does not live by bread alone. And it is precisely this interchange in the humanities (the creative and performing arts) that is and should be the business of man. Together with those behaviors termed prosocial (i.e., generosity, kindness, sympathy, altruism, empathy and helping as well as moral behavior which is often understood as including prosocial behaviors), the arts—probably in direct ratio as to how creative and active they are—are the preservers and purveyors of those values which define humanity (and for some define divinity).

It is our considered opinion that art may prove to be as much an attitude as an aptitude, and more a point of view than a product. In recommending this need for emphasis on the participative arts and humanities we maintain that: a) art is a most pervasive, persistent and powerful affirmation of the life-force in man; b) science has been able to provide knowledge of matter but not of essence or being—therefore, matters of value, which heretofore have been ignored because they were not measurable, may still have something to say concerning the nature of reality, and c) art is an attempt to communicate, to establish contact, to find kinship even across centuries and oceans. In accomplishing this aim, we need to cultivate the creation of a spirit of inquiry and aesthetic interest while preserving the natural intensity of all modes of perception and sensation.

Knowledge of self (identity), prosocial behavior, humanities, the participative arts and interpersonal skills must be communicated in a multi-national and multicultural framework

and context. We maintain that the roots of culture are in the events and experiences of one's own life and the culture itself is a name for the body of ideas, experiences and customs to which the members of a given community adapt themselves (i.e., the things they accept as valid and according to which they live their lives). The Corporation should encourage and support more exposure, both visual and auditory, to modal descriptions of various cultures, highlighting their rituals, functions, roles, dress, customs, gestures, communication patterns, reference groups and appropriate artifacts. The overall thrust of such education should be not only to highlight differences and uniqueness but also emphasize cultural compatibilities and commonalities, or how cultures co-exist, accommodate and blend.

In making such a recommendation the committee relied on the Arts and Humanities Act of 1965 for the following definitions:

1. **Humanities** consist of modern and classic language, linguistics, literature, history, criticism, theory and practice of the arts and those aspects of the social sciences which have humanistic content and employ humanistic methods.

2. **Arts** consist of instrumental and vocal music, dance, drama, folk art, creative writing, architecture and allied fields, painting, sculpture, photography, graphic and craft arts, industrial design, costume and fashion design, motion pictures, television, radio, tape and sound recording, and the arts related to the preservation, performance, execution and exhibition of such major art forms.

In proposing this recommendation for the Corporation to encourage more attention to the emotional or affective component of life we fully realize the major difficulties involved and are reminded of Meno's question to Socrates concerning the nature of virtue which is in some ways the basic question regarding values: "Can you tell me, Socrates, whether virtue is acquired by teaching or by practice, or if neither by

teaching and practice, then whether it comes to man by nature or in what other way. We affirm that values of texture, development, personal behavior, and so forth, are not by nature but by ex-

cellence, interest for and inquiry into the participative arts and humanities result from both learning and practice and come to man by nature and is natural to him.

7

Report of the Task Force on Elementary-Secondary and Teacher Education

Introduction

This Task Force was asked to make recommendations regarding the role of the Corporation for Public Broadcasting in elementary, secondary, and teacher education. In this process, we have considered the interrelationships of three entities: education in America, non-commercial radio and television and related technologies, and the Corporation for Public Broadcasting.

The Task Force comprises 14 members representing widely divergent national constituencies inside and outside the education profession. In order to gather valid data as a basis for the recommendations that follow in this report, the Task Force employed a variety of procedures to tap grass roots thinking of responsible citizens, young and old, throughout the country who represent national organizations related directly or indirectly to education. These included teachers, principals, administrators, students, supervisors, parents, board members, representatives of youth groups, members of women's and ethnic organizations, teacher educators, instructional technology specialists, and public broadcasters. The Task Force also consulted individuals outside of education in fields such as labor, health, business, and industry, government, and commercial broadcasting. For details of procedures, see Appendix.

The Task Force has been encouraged by the perceptive opinions and substantive suggestions of these individuals and groups—opinions and suggestions from which our recommendations have been developed. The amount of data has confronted the Task Force with difficult decisions on priorities, for many of the suggestions are for actions that relate to each other in a total scheme of interdependent components.

Because of the broad sweep of the data-gathering process, large segments of the educational community are aware of the study and its purposes. Many respondents expressed the desire to read the report on its completion. Hopefully, they will serve as a base of support as the recommendations are implemented.

In conducting the study, the Task Force members were acutely aware of the enormous needs of citizens of all ages to keep pace with, or at least cope with, the rapid, almost revolutionary changes in life-styles in today's society and the avalanche of new knowledge that affects us all. The challenge to education is immediate; the needs are many and complex, presenting the Task Force with awesome parameters for its study.

How can applications of instructional media and new developments in technology enhance, enrich,

and improve education? What are the important elements in their effective use in the learning process? How can instructional media serve well the different needs and aspirations among those seeking education—people with a variety of social, economic, ethnic, and geographic backgrounds? And what can instructional media do best in the field of education?

These are some of the questions the Task Force pursued.

The Task Force gathered data through 17 mini-conferences, held during conventions of national organizations; a meeting with 18 national education organizations and representatives from public and nonpublic schools; three meetings with major national groups representing women, youth, and ethnic minorities; the written responses of 25 practitioners in the field of instructional broadcasting (100 had been invited to make suggestions); three scholarly papers dealing in depth with trends in elementary education, secondary education, and teacher education; a survey of 500 teachers by an opinionaire; a meeting with 24 student leaders from 10 high schools which use instructional media; and countless interviews with leaders in education and public broadcasting (See Appendix for these reports.)

After careful analysis of the various data, the Task Force compiled its recommendations under nine categories. Although the categories have been listed in priority order, they are closely interrelated.

1. Imperative Need for Education-Broadcasting Partnerships
2. Cultural Diversity: An Educational Challenge for Public Broadcasting
3. The Improvement of Utilization Practices
4. Teacher Education
5. Instructional Programming
6. Decision-Oriented Research
7. Rights and Clearances
8. New Technological Developments
9. Promotion and Awareness

The Task Force listed specific recommendations under each category which appear in priority order and

which represent options for action to CPB. We were reluctant, however, to designate these priorities because we believe that all our recommendations are important and interrelated in the overall matrix of instructional broadcasting. We were faced with the dilemma of one who is asked, "What part of an automobile is more important—the distributor or the carburetor?"

Rationale for the Recommendations

The Task Force's investigation and analysis have been complicated. They have included an attempt to understand the problems of our educational system, an examination of the structure and function of public broadcasting and the rapid changes in related technologies, and a sober look at financial and political realities.

We did not limit ourselves to broadcast radio and television.¹ Any serious consideration of improving education through radio and television must acknowledge *nonbroadcast* as well as broadcast technologies.

As we gathered information another fundamental finding quickly became apparent. Most of our recommendations relate to this simple fact: There is a chasm between public broadcasting and the educational establishment—in activities, in personnel, and even in objectives.

This gap is an obvious cause of the stunted growth of what is now known as "instructional television." Instructional television has become an educational no man's land. To educators, too often it is peripheral, too expensive, underutilized, superfluous. To many public broadcasters, it appears to be a burden, an anchor, an albatross of traditionalism and bureaucracy. Yet, for many years, both have believed that television and radio should be powerful instructional forces for education.

The bridging of this gap is a prime challenge, not only for the Cor-

¹ The Task Force wishes to make it clear that when the term *instructional television* is used in this report it is meant to encompass not only instructional programs on open-circuit broadcast channels but also instructional programs on Instructional Television Fixed Service (ITFS) and on closed-circuit and cable television and/or via satellite communications.

poration for Public Broadcasting but also for agencies of education the Public Broadcasting Service National Public Radio, and individual broadcast stations. Serious, cooperative, effective efforts are overdue.

Let us examine for a moment some of the problem in historical perspective. One² of the consultants to the Task Force has this to say regarding instructional television's historical perspective:

In the beginning was the Ford Foundation. The foundation preached with its dollars that ITV could be most effective by bringing the master teacher into every classroom to give each child the best instruction available. The educational television community bought the master teacher concept in a big way. But the classroom teachers did not. If you were a creative teacher in the 50's, you rarely turned on the television set — even if one was available. For other teachers, while students viewed, ITV was coffee and light-up time.

While that master teacher was on the tube, we in ITV assured teachers that we were trying to support their classroom efforts, not replace them. At the same time ITV was being sold to school boards on the basis of cost-effectiveness by teaching more students with fewer teachers. If you were a teacher — with all the talk about cost-effectiveness and master teachers — would you have believed that ITV was a benefit?

The development of ITV in the United States began outside the walls of public education. ITV was something that most television stations did for schools, perhaps to schools, but rarely with schools.

And what were institutions of higher education doing about the miracle of television: the new window on the world? Not much! Professors put lectures on tape or read them live on air.

Teachers were given a couple of credits for threading a projector and using a tape recorder. But rarely did schools of education teach the use of media as an integral part of instructional design.

Given this history, it is no surprise that ITV grew up on the periphery of American education. From its beginnings to the present, ITV has been required to prove ~~M~~ itself, to document its successes, to justify its existence to a much greater extent than film companies, textbook publishers, classroom teachers, curriculum supervisors, or school superintendents.

The Task Force members also considered the financial strains on the agencies involved, and we are aware of the political, interinstitutional hurdles that words, even dollars, cannot surmount. The actual distribution of dollars may well be secondary to the encouragement and inspiration the Corporation for Public Broadcasting can currently bring to the situation.

Given the major budget-building goal and assuming a stable and properly financed system of public broadcasting, there are individual areas in which specific activities and projects might thrive.

We must form education-broadcasting partnerships by bringing public broadcasting and education closer together. This recommendation is basic to all of our recommendations. We see the Corporation for Public Broadcasting as a promoter, a catalyst, and an initiator in this endeavor.

America's great strength, *cultural pluralism*, should be a basic concern in the development of projects for instructional media, serving the special needs of minorities, and highlighting the diversity of cultures in our population present continuing responsibilities and opportunities for instructional broadcasters.

For improved utilization, television for learning must be accessible. We submit that single channel, once-only exposure is insufficient. Teachers as well as students must have access to

² Howard A. Spertzel, Director of Educational Services, Eastern Educational TV Network, Boston.

02/28/75 02:28:275 NR 4775 2ND QTR: PROGRAM CONTENT RELATED TO RACIAL INEQUITY PAGE 51 QM
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 5:12 780 CHM 10/73
 0:37360 784 CHM 11/73
 0:43062 821 APR 10/76
 10:40500 830 AMTP 12/15
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05/13/74 NPT 874 3RD QTR: PROGRAM CONTENT RELATED TO RACIAL MINORITY. PAGE 1 04

UNIVERSITY APP--PROGRAM--TYPE LENGTH SERIES (OR SUBSERIES) TITLE PROGRAM (OR PROGRAM ELEMENT) TITLE MAJ SRCE DATE
 DIV PRGS TCT CODE

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AMER. INDIAN A	1	4:45			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	223 KSJN 1/07
		5:02			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	223 KSJN 1/07
		4:14			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		4:45			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		3:51			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		4:15			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		4:10			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		4:00			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		2:25			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		4:30			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		3:56			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		4:15			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		4:00			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		3:54			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		4:48			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		3:31			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		3:23			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		4:15			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		3:55			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		3:31			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
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		7:53			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		5:14			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		2:26:36			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
		2:27:00			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
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		14:00			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
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AMER. INDIAN N S	1	0:23:33			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
AMER. INDIAN N	31	2:48:21			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10
AMER. INDIAN	32	3:17:22			WOUNDED KNEE TRIAL (MAYNARD'S ARMS)	191 KSJN 1/10



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OTHER	A C	1	0:04:44					
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OTHER	A S	1	0:04:39					
OTHER	A S	1	0:04:39					
OTHER	A S	2	0:14:03					
OTHER	N O AT	2	4:51					
OTHER	N O	2	0:14:06					
OTHER	N O	2	0:14:16					
OTHER	N S RS	1	0:14:16					
OTHER	N S	1	0:58:55					
OTHER	N S	1	0:58:55					
OTHER	N S	3	0:58:195					
OTHER	N S	3	1:13:13					
OTHER	N S	5	1:27:14					

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 AMERICAN ITEMS IN IDENTITY CRISIS 075 KSJM 3/14
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 HIGHLIGHTS OF KING ANNIVERSARY SERVICE 013 WAVE 3/15

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 OBSERVATIONS ON MINORITIES BY NOVAK 223 KSJM 2/20

PAGE 3 ON
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PAGE 7 QM

NPR F57M 4TH QTR: PROGRAM CONTENT RELATED TO RACIAL MINORITY

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C-66036 220 WAVE 5/28
C-64084 220 WAVE 5/28
1-1-60 WHO ARE THE AMERICANS 0106 IRISH PT I 220 WAVE 5/28
1-1-60 WHO ARE THE AMERICANS 0106 IRISH PT II 220 WAVE 5/28
1-1-60 WHO ARE THE AMERICANS 0104 ITALIANS PT I 220 WAVE 5/28
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1-1-60 WHO ARE THE AMERICANS 0106 SPANISH PT I 220 WAVE 5/28
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1-1-65 WHO ARE THE AMERICANS 0021 ANGLO-SAXONS 220 WAVE 5/28

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SYRIAN JEWS DEMONSTRATE IN NEW YORK 275 2JNR 4/17
REACTION OF US JEWS TO MANHATT MASSACRE 082 APR 5/10
ITALIANS BY IVI ETHNIC MINORITY 312 APR 6/24
ITALIANS BY III FAMILY CHANGING 210 APR 6/23
ITALIANS BY III BELONGY IN THE BRONX 221 APR 6/24
ITALIANS BY IVI SECTION OF BROOK 221 APR 6/27
NIXON'S CAMPAIGN FOR SPANISH AMERICANS 031 BNS 6/27
ITALIANS BY V: IMAGE OF I' AMERICANS 224 NBR 6/28

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[Whereupon, at 3:20 p.m., the subcommittee adjourned, to reconvene at 10 a.m., Wednesday, April 9, 1975.]

LONG-RANGE FINANCING FOR PUBLIC BROADCASTING

WEDNESDAY, APRIL 9, 1975

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COMMUNICATIONS,
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Torbert H. Macdonald, chairman, presiding.

Mr. MACDONALD. The subcommittee will be in order.

The hearing will resume, and we will continue with Mr. Matthew Coffey, president of the Association of Public Radio Stations, and Mr. Lee Frischknecht, president of National Public Radio.

STATEMENT OF MATHEW B. COFFEY, PRESIDENT, ASSOCIATION OF PUBLIC RADIO STATIONS; ACCOMPANIED BY LEE C. FRISCHKNECHT, PRESIDENT, NATIONAL PUBLIC RADIO—Resumed

Mr. COFFEY. Thank you, Mr. Chairman.

Yesterday, just as we adjourned, I was going over the results of a survey, which we conducted the week of April 2, of the public radio stations, on the subject of minorities and their involvement in radio.

We had just indicated that 80 percent of the stations had affirmative action plans, and we were moving into the area of employment, which is on page 4 of the "Minorities and Women in the Public Radio Report."

I think that the record here, as evidenced by the chart at the top of page 5, while not being an exceptional record, indicates considerable progress in this area, particularly in the category of upper-management employment. We have gone from 10 minority employees in upper-management to 18, in 2 years. We have gone from 33 women to 35 women in 2 years.

I am pleased to note that just within the last month, a new manager, Bonnie Cronin, has been appointed at WBUR, which is at Boston College in Massachusetts.

I think, the most significant factor is that the minorities in fiscal year 1974 in professional and technical positions increased by 50 percent over 1973 and increased at four times the percentage increase in total employment in the category.

The upper-management categories, specifically, minorities, increased by 20 percent, which is twice the percentage increase by total employment in that category.

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Women did not increase in the same proportion as minorities, but that is because they had a much bigger base to work from, already 266 women in professional and technical positions, as compared with 96 minorities. One of the areas you touched on yesterday, which is of particular interest to me, is the area of training.

Of the 137 stations reporting, 46-percent of them indicated that they had some sort of training program available to minorities and women. I think that is a remarkable figure, given the size and characteristics of the stations, which I will talk about a little later.

Our report then goes on to lay out the profile of local and national programing, and it will suffice to say that 44 percent of the stations indicated that minority groups participated in the planning and/or production of programs at the 81 stations reporting minority programing.

I think, one of the things that this particular report points up is the frustration that the Corporation faces, the frustration, based upon lack of discretionary money. Here, you have a public radio system, where the average station in the system has eight full-time employees and nine part-time employees, where the average income in fiscal 1974 was about \$166,000 a year. And that \$166,000 operated a radio station for 116 hours a week, 52 weeks a year.

Now, that is an awful lot of service for a little bit of money, and most of the equal opportunity laws, in my experience, exempt organizations of less than 15 employees from their provisions. It is a special provision which protects small businesses.

But, here, you have an example of an industry, which is in many ways a developing industry, eight full-time employees per station, which is trying to respond and trying to do something and has only been able to do what it has in the last 4 years because of the Corporation for Public Broadcasting.

I think that the point I am reaching for, here, is that the Corporation needs maximum discretion over its money in order for the thing which you want to accomplish in this area to happen. That discretion has, over the last few years, been increasingly limited by agreements which directly funnel money to the local stations with no strings attached.

So that, the point is, if we get the \$88 million, the Corporation will have a little discretionary money. Even at that, their discretion will be about \$10 million of the \$88 million because of the previous commitments they have already made.

If we get the \$70 million, or the administration ceiling, there won't be any money for this purpose. It will already all be taken up by commitments previously made.

Mr. MACDONALD. In other words, you feel like a poor relative to public TV?

Mr. COFFEY. I am sorry, sir; I couldn't hear you.

Mr. MACDONALD. I say, in other words, it seems to me as if you are talking as if you felt that public radio is sort of a poor relative to public TV?

Mr. COFFEY. Yes. Well, I think it is clear from just the facts, and I would like to present the facts.

Mr. MACDONALD. What do you intend to do about it?

Mr. COFFEY. Well, I intend to continue to be terribly competitive in the annual decisions of the Corporation on allocation of funds. I intend to try to convince the Corporation that it is going to require a substantially larger investment than made to date, in order to make this system work.

Mr. MACDONALD. So, you are not one of those bands of brothers that are completely happy with everything that is going on?

Mr. COFFEY. Well, my point of view is, I am pleased we have been able to come together to present a unified position on a piece of legislation.

Mr. MACDONALD. When did you first get admitted to the inner circle?

Mr. COFFEY. We first got admitted in 1970. That was the first year in which the Corporation committed funds to public radio. Prior to that time, they had committed a few grants for studying public radio.

Mr. MACDONALD. You must get more money from local people in ratio to public TV money?

Mr. COFFEY. That is correct. We wind up this way.

Mr. MACDONALD. Does this money come from schools or what?

Mr. COFFEY. Largely from State and local tax sources.

Mr. MACDONALD. State and local taxes?

Mr. COFFEY. Right. Of the \$166,000, which is the average income of the station, \$110,000 of that comes from State and local tax sources, so it is the overwhelming percentage.

Mr. MACDONALD. What would be a typical broadcasting day? When do you go on and off, and what would people have heard in the meantime?

Mr. COFFEY. The typical broadcast of a public radio station—and let me backtrack and explain the difference between radio and television.

Mr. MACDONALD. Don't do that, because I think I know. Just what time you go on and what time you go off? And what do you broadcast?

Mr. COFFEY. They operate 18 hours a day, which means they go on early in the morning and go on until midnight or two in the morning. The average broadcast day would involve a presentation of classical music, a presentation of public affairs and public events coverage and a great amount of time of the station is spent in broadcasting hearings, city council meetings, State legislative hearings, and congressional hearings that are supplied by National Public Radio.

Mr. MACDONALD. First, I want to compliment you and, then, argue with you. I know you covered very well the Watergate hearings and also impeachment. But if you run from early-morning to late at night, there are not that many public hearings to take up much of the average day. This is not the highlight of a broadcaster, but I am talking about an average day's broadcast.

Mr. COFFEY. Right. I have, here, the breakdown.

Last year, we did a survey of all public radio stations and looked at the composite public radio broadcast day by content categories.

Classical music, in a typical day, takes up just over 6½ hours of that day. Public affairs takes up 4½ hours in the average day. Other music takes up an additional 4½ hours.

Mr. MACDONALD. What is other music?

Mr. COFFEY. Other music would be really any kind of music. It could be big band music.

Mr. MACDONALD. Muzak, that type of music?

Mr. COFFEY. No.

Mr. MACDONALD. Do you try to compete with the commercial stations?

Mr. COFFEY. No. We do not go into the top 40, which is the current description of that format the commercial radio stations use.

What we generally do is have a block of jazz, or something like that, or a block of big band music, or something of that sort. About a half hour a day winds up being instruction. I think that is more because there are fewer stations doing instruction in radio.

Mr. MACDONALD. What kind of instructions?

Mr. COFFEY. This is classroom instruction. We have consumer education instruction for high schools in certain stations. There are about 25 stations that use a great deal of their schedule for instruction. That is why they show up as such a small part of the average day here.

So, that is, in general, the composite of the day for public radio.

Mr. MACDONALD. Well, some of those are pretty inexpensive programs, aren't they?

Mr. COFFEY. That is true. Yes, public radio is a very inexpensive medium, really. It can succeed and operate on very little budget, although we are finding increasingly where a station wants to get involved in extensive public affairs coverage of their local community, for instance, that the budgets are paralleling the average television budget.

Our best example of that is a station in Minneapolis-St. Paul, KSJN, which has grown since 1971, from an average budget of \$175,000, up to a budget of \$1 million. That is based in part upon the corporation taking discretionary money and plowing it into that station and making it into a public affairs production unit, so that KSJN people wind up being the people who are everywhere in Minnesota, when something is going on, and it is just a matter of resources. They have been able to get 5,800 people to contribute up to \$20 a year to support this station.

I think that what we have seen, based upon the action that this committee has taken, and the corporation has taken, is that public radio, really, can succeed, really become an integral and important part of a community.

Mr. MACDONALD. You think success, in other words, is equal to, if you are doing it on a formula, to the amount of money available?

Mr. COFFEY. It certainly is.

Mr. MACDONALD. Two things are really causing it?

Mr. COFFEY. It certainly is in the public affairs area. I think you see a much more direct situation in radio between the ability to hire people and ability to have programs, because a person is a program in radio, much more so than in television.

Mr. MACDONALD. How many employees does the average station have?

Mr. COFFEY. It has eight full-time and nine part-time employees.

Mr. MACDONALD. Well, what is part-time?

Mr. COFFEY. Part-time would normally be people who would come in and work 4 hours a day or something.

Mr. MACDONALD. Why part-time?

Mr. COFFEY. Well, it varies. I think some of it is student employment. In other words, most of these stations wind up on university

campuses, so you hire students to work after school in the afternoon, or something to that effect.

Mr. MACDONALD. What is the biggest public radio station in Boston?

Mr. COFFEY. In Boston, there are two large stations, WGBH has an FM station and WBUR, at Boston University.

Mr. MACDONALD. They spend a fantastic amount of money, don't they?

Mr. COFFEY. Yes. They are very actively involved in the community local public radio station.

Mr. MACDONALD. Something like a \$100,000?

Mr. COFFEY. Per year, yes. They are a very active station, very much so.

Mr. MACDONALD. I talked to the faculty or the dean, that they were about to disavow it, that they were expending this money and they didn't deserve it, or didn't have it, or I don't know how it came out.

Mr. COFFEY. I am happy to say it came out very well, because they took the present station manager and promoted him to vice president of the university and placed a woman in charge of the station. So, we now feel, and CBS was nice enough to donate a new tower and transmitter location to the station, so they have solved both of their financial problems and at the same time gotten more clout higher up in the school.

Mr. MACDONALD. It seems a good solution.

Mr. COFFEY. Yes. Just as an example of the difficulty that would be created here if we only got the administration ceiling, for radio, we can point out that the fundamental delivery system, namely, the local stations, is currently less than two-thirds complete.

We reach about 60 percent of the American population now. Even if we assume no frequency problems, like the 10-watt problem, or we assume no need for incentive funds to encourage stations to come on the air in the 34 major markets where we do not have any stations, the administration ceiling would be insufficient to extend basic support, in other words, the community service and the national interconnection service at the present level to the number of additional stations to reach 90 percent.

If we have 176 stations now, we feel it will take about 295 stations to reach 90 percent coverage of the population. We would not be able to pay the ATT charges to interconnect the stations if we got only \$70 million.

For the administration ceiling, they present us with a dilemma. You could even call it a Hobson's choice. We either suspend expansion—we stop at 60 percent of the system and deny support to additional stations, after we reach that level—or we begin to reduce the present level of support of the existing stations and the present level of support is not that great right now. The average station in this coming fiscal year, in this present fiscal year, will get a community service grant of \$18,700, if it fully qualifies.

Mr. MACDONALD. What is the great advantage of the interconnection?

Mr. COFFEY. The great advantage is, well, I think—I would like Mr. Frischknecht to speak to it, as soon as I indicate that the great advantage from the local station's point-of-view is the ability to have a wider range of programing available to serve local needs.

Mr. MACDONALD. I would expect it would be just the opposite. Maybe that statement comes from ignorance, but I think once you get interconnected you lose touch more or less with programing with the local community. You are not going to put the Cambridge City Council on an interconnection.

Mr. FRISCHKNECHT. Mr. Chairman, the National Program Service comprises a relatively small part of the entire schedule of any one of these stations, and it is intended not to dominate the schedule of the station at all. The total service that National Public Radio will provide during this year, amounts to only 40 hours a week, and the average hour is used by only 60 percent of the stations. And it is intended, again, to be that kind of service in which there is significant diversity of the kinds of programs provided to the stations because their needs are diverse and the expectation is every station will not use every one of the hours provided.

But the interconnection system, itself, is needed because radio is an immediate medium. It requires a delivery system that will provide the information immediately to the station and, therefore, to the listener.

Second, it is needed in order that this can really be a national program service in the sense that it is representative of the entire country. It is a two-way system as much as we can make it—and that is not sufficient yet—but our interest is in getting from the local stations their materials to make up the National Program Service. It is not a service that is made up solely by a staff here in Washington.

The staff in Washington assembles materials that are generated from throughout the system, and the interconnection system is an integral part of assembling that material from throughout the Nation in order that we can have a national service.

Mr. COFFEY. I think one other aspect, it serves as a training ground for local stations for public affairs and information.

Mr. MACDONALD. I feel we might as well get on the record, if it is not already in your statement, which was accepted in the record, what is your record as to hiring minority groups and so forth, minority programing?

Mr. COFFEY. Mr. Chairman, that is on the record as part of this report I have here.

Mr. MACDONALD. Just for you and me, so just you and I know about it.

Mr. COFFEY. I think that, in understanding this data, you have to understand it was essentially, well, essentially the industry did not exist prior to 1970. Since 1970, we have built this system, given the help of the Federal Government, but mostly through local and college university funding. Total employment in the system in 1972 was 854 people. Of that, 59 employees were minorities.

Mr. MACDONALD. How many?

Mr. COFFEY. Fifty-nine, and one hundred and ninety-three were women. In 1974, there were 1,191 employees total; 106 were minority, and 294 were women.

So, I think that there has been more opportunity in radio, because it is so small, and because it tends to be located at colleges and universities, there is more of an opportunity, particularly, for women, to participate in programing and broadcasting. We have several wom-

en station managers, for instance. Two of my board members are women station managers.

We have had developed minority stations that are totally devoted to minority service. We have one in Santa Rosa, Calif., a totally bilingual station, run by Latinos, for the Latinos in the center of the valley.

Mr. MACDONALD. Latinos and Chicanos, are they the same?

Mr. COFFEY. I am not sure, sir. I only know how the group identifies itself. I think, probably, yes, but I could stand corrected on that.

At Wilberforce, which is predominantly a minority school, we have a minority operated and run radio station. We are about to have a new radio station in Warrenton, N.C.; which is the so-called Soul City area of North Carolina.

In places like El Paso, Tex., the manager of the station is Chicano or Latino, so I think that there is more opportunity to get into the field because—well, if you are willing to accept the very low pay that goes with working in public radio—you know, I see job descriptions coming across my desk every week that say the requirements for the position are a masters degree and 5 years' experience in broadcasting and the salary is \$8,000 or \$9,000 a year. So, there has to be a certain element of dedication.

Mr. MACDONALD. Yes. We had that subject come up. As I understand it, or maybe I misunderstood it, here on the Washington level, it is strictly lily white and strictly male personnel at the national level, am I correct?

Mr. COFFEY. No, Lee, you might speak to that.

Mr. FRISCHKNECHT. The staff of the National Public Radio, in 1974, comparable statistics to the ones that have been given for radio stations in the system, are that 69 percent of the 111 staff members are white males; 23 percent are white women; 9 percent minority women; 8 percent minority males. If you add the white and minority women, you have 32 percent. And if you add the male and female minorities, you have 17 percent, comprising the staff in 1974.

It is true that most of the minorities and many of the women, although not as many, are at the lower level positions in this company, as in others, and it is for that reason that we have an affirmative action program and are now developing a training program to provide for upward mobility of the people who do get into entry level positions.

Mr. MACDONALD. Are very many going through the program to reach a higher level?

Mr. FRISCHKNECHT. We, in the last year, have had three people from minority groups who have moved up out of the entry level positions and five women, also, in the last 12 months.

Mr. COFFEY. The association only has two employees.

Mr. FRISCHKNECHT. One of which is a woman and one of which is a man.

Mr. MACDONALD. That is what you call equality, isn't it?

Mr. FRISCHKNECHT. Yes.

Mr. MACDONALD. Do you have anything further to highlight? You are a remnant left over from yesterday, but I have people scheduled to go on this morning.

Mr. COFFEY. I think the point I would like to make with you is, the critical need we see for development of the radio stations in this com-

ing 5-year period is for expansion and for expansion in two ways. Expansion to provide the first service to many communities that do not now have it, and that is done by the Corporation through incentive grants to get groups in the communities interested in forming a public radio station. This is very different than the television experience that you had discussed yesterday, and the reason is that, television, for 5 or 10 years, has had the Ford Foundation to provide challenge grants in many communities to create public television stations. And in fact, most of the major communities, including Dallas and Chicago, I think, and certain other places, were under a Ford Foundation grant program.

As you know, from overview hearings, the Ford Foundation has refused to support public radio, while giving \$250 million to public television. So, we desperately need the Corporation to have the maximum amount of discretionary money to help us get this sort of grass-roots development done, and that is mandated in the Public Broadcasting Act as a function of the Corporation, so we are very hopeful that the maximum ceiling can be attained.

Now, in the ultimate—and, probably, not in the next 5 years—what we would like to have are multiple stations in each market, and by using multiple stations, be able to have the kind of minority concentration that we see starting in places like Santa Rosa and Wilberforce and other places, because radio is very much a formatted medium. You do not have, you know, half-hour programs in radio, but you have a sound or a type of program that runs throughout the broadcast day. And I feel, like here in Washington where we have three public radio stations, that every major market should have at least that many. And that is really the second echelon of the expansion program that we have to get to, but won't be able to do it even at the industry ceiling as provided in the bill and as recommended.

Mr. MACDONALD. The next question which arises is, is there a public radio station in every State of the Union?

Mr. COFFEY. There is not public radio in every State. There are non-commercial educational licensees in every State, which could be upgraded to public radio stations, but in order to be a public radio station, you have to be dedicated to service to the general public. You cannot be anything else.

Mr. MACDONALD. Theoretically, that is, what all stations are supposed to be?

Mr. COFFEY. Unfortunately, the 10-watt stations were stated out as a training device for local high schools and local colleges. What they wind up doing is letting high school students practice how to be, like their favorite DJ, a person in top 40 music, for 3 or 5 hours a day. Some, of course, are involved in their community, but the bulk of them are not.

Mr. MACDONALD. You are getting away from the thrust of the question. How many States have public broadcasting?

Mr. FRISCHKNECHT. Thirty-nine.

Mr. COFFEY. We can provide a list.

Mr. MACDONALD. Will you, please? What is its title?

Mr. COFFEY. It is from "Policy for Public Radio Station Assistance."

Mr. MACDONALD. We will accept it in the record at this time.

[The list referred to follows.]

PUBLIC BROADCAST STATIONS IN THE UNITED STATES AND POSSESSIONS

Alaska:		Louisiana: New Orleans	WWNO-FM
Bethel	KYUK (AM)	Maine:	
College	KUAC (AM)	Bangor	WMEH (FM)
Kotzebue	KOTZ-AM	Portland	WMEA (FM)
Arizona:		Maryland:	
Phoenix	KMCR (FM)	Baltimore	WBJC (FM)
Tucson	KUAT (AM)	Takoma Park	WGFS-FM
Yuma	KAWC (AM)	Massachusetts:	
Arkansas: Jonesboro	KASU (FM)	Amherst	WFCR (FM)
California:		Boston	WBUR (FM)
Berkeley	KPFA (FM)	Boston	WGBH-FM
Long Beach	KLON-FM	Worcester	WICN (FM)
Los Angeles	KUSC (FM)	Michigan:	
North Hollywood	KPFC (FM)	Ann Arbor	WUOM (FM)
Northridge	KCSN-FM	Berrien Springs	WAUS (FM)
Pasadena	KPCS (FM)	Detroit	WDET (FM)
San Bernardino	KVCR-FM	East Lansing	WKAR (AM)
San Diego	KPBS-FM	East Lansing	WKAR-FM
San Francisco	KALW (FM)	Flint	WFBE (FM)
Do	KQED-FM	Grand Rapids	WVGR (FM)
San Mateo	KCSM-FM	Houghton	WGGL-FM
Stockton	KUOP-FM	Interlochen	WIAA (FM)
Colorado:		Kalamazoo	WMUK (FM)
Denver	KCFR-FM	Kalamazoo	WNMR (FM)
Greeley	KUNC (FM)	Mount Pleasant	WCMU-FM
District of Columbia:		Minnesota:	
Washington	WAMU-FM	Chandler/Pipestone	KRSW-FM
Do	WETA-FM	Collegeville	KSJR (FM)
Florida:		Minneapolis	
Boynton Beach	WHRB (FM)	St. Paul	KSJN-FM
Jacksonville	WJCT-FM	Minneapolis	KUOM (AM)
Miami	WLRN-FM	Moorhead	KOCM (FM)
Tallahassee	WFSU-FM	Northfield	WCAL-FM
Tampa	WUSF-FM	Mississippi:	
Georgia: Atlanta	WABE (FM)	Senatobia	WNJC (FM)
Illinois:		Missouri:	
Carbondale	WSIU (FM)	Buffalo	KBFL (FM)
Chicago	WBEZ (FM)	Columbia	KBIA (FM)
DeKalb	WNUI-FM	Kansas City	KCUR (FM)
Edwardsville	WSIE (FM)	Maryville	KXCV (FM)
Lincoln	WLCG (FM)	Point Lookout	KSOZ (FM)
Peoria	WCBU-FM	Rolla	KUMR (FM)
Springfield	WSSR (FM)	St. Louis	KWMP (FM)
Urbana	WILL (AM)	Warrensburg	KCMW (FM)
Do	WILL (FM)	Montana:	
Indiana:		Missoula	KUFM-FM
Bloomington	WFII (FM)	Nebraska:	
Indianapolis	WIAN-FM	Omaha	KIOS (FM)
Lafayette	WBAA (AM)	New Mexico:	
Vincennes	WVUR-FM	Las Cruces	KRWG (FM)
Iowa:		Ramah	KTDB (FM)
Ames	WOI (AM)	New York:	
Do	WOI-FM	Albany	WAMC (FM)
Cedar Falls	KHKE (FM)	Buffalo	WBFO (FM)
Do	KUNI (FM)	Canton	WLSU-FM
Iowa City	WSUI (AM)	New York	WBAI-FM
Kansas:		New York	WNYC (AM)
Lawrence	KANU (FM)	New York	WNYC-FM
Manhattan	KSAC (AM)	Oswego	WRVO-FM
Wichita	KMW (FM)	Rochester	WXXI-FM
Kentucky:		Schenectady	WMHT-FM
Lexington	WBKY (FM)	Syracuse	WCNY-FM
Louisville	WFPK (FM)	North Carolina:	
Do	WFPL (FM)	Durham	WAFR (FM)
Morehead	WMKY (FM)	Winton-Salem	WFDD (FM)
Murray	WKMB-FM		

North Dakota:		Tennessee:	
Fargo	KDSU (FM)	Collegedale	WSMC-FM
Grand Forks	KFJM (AM)	Johnson City	WETS-FM
Ohio:		Knoxville	WUOT (FM)
Athens	WOUB (AM)	Memphis	WKNO-FM
Athens	WOUB-FM	Murfreesboro	WMOT (FM)
Bowling Green	WBGT (FM)	Nashville	WPLN (FM)
Cincinnati	WGUC (FM)	Texas:	
Columbus	WCRE (FM)	Austin	KUT (FM)
Columbus	WOSU (AM)	Beaumont	KVLU-FM
Columbus	WOSU (AM)	Dallas	KERA (FM)
Kent	WKSU-FM	El Paso	KTEP-FM
Oxford	WMUB-FM	Houston	KDET (FM)
Wilberforce	WCST-FM	Killeen	KNCT-FM
Yellow Springs	WYSO (FM)	Utah:	
Youngstown	WYSU (FM)	Logan	KUSU-FM
Oklahoma:		Provo	KBYU-FM
Stillwater	KOST-FM	Salt Lake City	KUER (FM)
Oregon:		Virginia:	
Corvallis	KOAC (AM)	Norfolk	WTGM-FM
Eugene	KIAC (FM)	Richmond	WRIC (FM)
Do	KWAX (FM)	Roanoke	WVWR-FM
Portland	KBOO (FM)	Washington:	
Do	KBPS (AM)	Pullman	KWSU (AM)
Do	KOAP-FM	Seattle	KUOW (FM)
Pennsylvania:		Tacoma	KTOY (FM)
Erie	WQAN-FM	West Virginia:	
Hershey	WTFE-FM	Buckhannon	WVWC (FM)
Philadelphia	WUHY-FM	Wisconsin:	
Pittsburgh	WDTQ (FM)	Aulandale	WLBI (AM)
Do	WQED-FM	Eureka	WHSA (FM)
Do	WYEP-FM	Colfax	WHWO (FM)
Scranton	WVIA-FM	Delafield	WHAD (FM)
Puerto Rico:		De Pere	WPNE-FM
Hato Rey	WIPR (AM)	Highland	WHHI (FM)
Do	WIPR-FM	Holmen	WHLA (FM)
South Carolina:		La Crosse	WLSU (FM)
Charleston	WSCI-FM	Madison	WHA (AM)
Greenville	WEPR (FM)	Do	WERN-FM
South Dakota:		Milwaukee	WUWM (FM)
Brookings	KESD-FM	Rib Mountain Park	WHRM (FM)
Vermillion	KUSD (FM)		

Mr. MACDONALD. Mr. Frey, any questions?

Mr. FREY. Thank you, Mr. Chairman.

I have a couple of questions. Maybe we can use specific examples to see some of the general problems; for instance, where I am from, Orlando, east-central Florida, we don't have a public radio station. And part of the problem has been, I guess, with the FCC in the allocation of frequencies.

Is this ever going to be resolved?

Mr. COFFEY. We hope, within the next year, the Orlando situation will be resolved. It now looks as though we will be able to get a station fitted into that market.

Mr. FREY. I am not only interested, obviously, in the area, but I am also interested in the problem as it applies, generally. It seems to me that the problem of spectrum allocation is holding up radio.

Mr. COFFEY. It is. We have spent 3 years getting them to act on rulemaking, which is the public broadcasting request for reallocation of the spectrum space. The problem comes from the fact that, in its

benevolence, the FCC decided, it should not have a table of assignments for radio stations in the public radio field. It has tables and mileage separation criteria for commercial broadcasters. For instance, you cannot have a station within 80 miles of another station, things of that sort.

In public radio, they didn't have that, but just said that anybody can come on the air as long as they can reasonably prove they won't interfere with anybody else.

Mr. FREY. If this was resolved, can you give us any projection of the increase in public radio. In other words, how much do you think this is holding up the expansion of public radio?

Mr. CORREY. I think it is dramatically holding it up in most of—well, you know that in 34 of the top 100 markets, there is no public radio service, and that is a direct result of this.

I mean, in Providence, R.I., for instance, you have seven or eight noncommercial educational stations licensed, but they are all 10 watts. And as a result they totally take up the spectrum space, and you are unable to put a high-power station in to reach the entire Providence area, because 10 watters reach maybe 2 miles on a good day, with a fast wind behind them.

Mr. FREY. That is a shame, because it was interesting, Mr. Chairman, in the witness' concluding statement yesterday, he quoted from the Carnegie report on the importance of public television, and I was going to ask him why radio was left out. But I thought I would let it go by.

I think radio has been greatly ignored. We look at the diversity in our population, and one of the problems with television is the number of stations. Another problem is trying to ascertain who the audience is, in other words, who are you trying to serve.

But, in radio, you have such a greater ability, I think, to pinpoint what you are doing and to take care of many more specific interests, without tying up all of your money in a couple of programs to take care of 5 percent of the people.

I just feel, personally—and, I think, from our hearings before, the committee does also—that we should try to get some of these things resolved by the FCC.

Mr. CORREY. Well, the FCC, in 1950, said, in a proposal of rule-making, it would be their hope that there would be four high-powered stations in every market over 250,000, and since 1950, they have gone ahead just destroying any hope of that happening, unless we either remove some 10 watters, or move them some place else in the structure.

Mr. FREY. Just to refresh my memory, what percentage of people in this country have FM radios?

Mr. CORREY. An excellent question, because the only data on that comes from the manufacturers of the radios. And in our investigation of that, we found that they never allow any—allow for any radios ever wearing out, so that, they predict, in every major market, there are in excess of 95 percent FM radios.

They do admit that, in cars, it is a very low percentage, somewhere on the order of 15 to 18 percent FM radios in cars. Of course, the car is one place where a radio has a totally captive audience, so that, FM is discriminated against in the sense it is not available in automobiles.

Mr. FREY. I assume, if my memory serves me right, you are not opposed to the AM-FM bill?

Mr. COFFEY. That is correct, sir.

Mr. FREY. Amazing how you can be perceptive.

No further questions. Thank you, Mr. Chairman.

Mr. MACDONALD. Thank you both, gentlemen; unless you have something else?

Mr. FRISCHKNECKT. I have one or two additional comments concerning some of the questions raised yesterday. They are questions about how additional money would be used and what will happen if the money is cut or cut off altogether.

First, let me say, after about 3 years of very hard work, National Public Radio has finally completed a 5-year plan, which permits us to know where we want to be by 1980 and what is necessary to get there.

Second, I would like to point out, at the level of the funding that was originally set in H.R. 4563, for fiscal 1976, which is \$70 million, for the Corporation for Public Broadcasting, National Public Radio will stand still in terms of its services. There will be no growth, and we will continue, basically, at the same rate of service we had last year and this current year.

Third, in asking about alternatives for public broadcasting, if Federal funding is reduced or eliminated—I would just like to say, I have been working in this business, starting in educational television, at the beginning in 1953, and that, during those 22 years, the entire spectrum of possibilities for financing the system have been investigated and many have been developed. But we have learned that there is no alternative for the critical Federal funding that provides for us certain things that cannot be provided in any other way.

It is critically important, I believe, to understand what is brought to the system by the national organizations in programing and in advocacy of this system. As far as National Public Radio is concerned, there is not any other alternative at all. Without the Federal money being passed along to us by CPB, I think it is safe to say there would be no National Public Radio.

Mr. MACDONALD. Thank you very much, gentlemen.

Our next group of witnesses is headed by Mr. William Fore, chairman, Advisory Council of National Organizations, and accompanied by Mrs. Yvonne Price, ACNO vice chairperson, Dr. John Sullivan, ACNO vice chairperson, and Mrs. Frances McClintock, National Council of Women, and Mrs. Pearl Price, National Congress of Parents and Teachers, and Ms. Margo Tyler, National 4-H Foundation, and Mr. Hyman Bookbinder, American Jewish Committee—

Mr. FORE. He is the only one not here.

Mr. MACDONALD. All right—Mr. Tim Higgins, U.S. National Student Association, and Mrs. Nancy McMahon, American Council for Better Broadcasts.

All right, you may proceed with whoever is going to open.

STATEMENT OF REV. WILLIAM F. FORE, CHAIRMAN, ADVISORY COUNCIL OF NATIONAL ORGANIZATIONS TO THE CORPORATION FOR PUBLIC BROADCASTING, ACCOMPANIED BY MRS. YVONNE PRICE, ACNO VICE CHAIRPERSON AND NAACP REPRESENTATIVE, LEADERSHIP CONFERENCE ON CIVIL RIGHTS; JOHN SULLIVAN, PH. D., ACNO VICE CHAIRPERSON AND DIRECTOR OF INSTRUCTION AND PROFESSIONAL DEVELOPMENT, NATIONAL EDUCATION ASSOCIATION; TIM HIGGINS, U.S. NATIONAL STUDENT ASSOCIATION; AND MRS. NANCY McMAHON, ACNO CHAIRPERSON, EDUCATION COMMITTEE, AND AMERICAN COUNCIL FOR BETTER BROADCASTS.

Mr. FORE. Thank you, Mr. Chairman.

You have saved me the task of introducing what amounts to the Executive Committee of the Advisory Council. We wanted to be here in force to symbolize the diversity and to express the involvement of the various groups in the Advisory Council.

I have a prepared statement. If I may read that, and then, if you wish to ask questions as we go along, or afterwards, I would be pleased to try to answer them. And I believe one or two of my colleagues may want to say something at the conclusion.

Mr. MACDONALD. Fine.

Mr. FORE. My name is William Fore, and I appear before you as the elected chairperson of the Advisory Council of National Organizations. I am also assistant general secretary of the National Council of Churches and represent my organization on the Advisory Council.

I might say, Mr. Chairman, parenthetically, that my own organization, the National Council of Churches, has taken official action twice in support of long-range funding for public broadcasting. So, my organization is on record, along with the Advisory Council that I represent today.

But I want to begin my testimony today with a personal affirmation of the value and importance of public broadcasting. I believe in it, support it, and take every opportunity to speak on its behalf. I support long-range financing for public broadcasting because it will strengthen the public's opportunities to participate in and receive high quality public radio and television programs. That is important to me as a father and as a citizen.

A very large number of people in this country would like to have public broadcasting strengthened by the enactment of long-term insulated funding. For this reason, ACNO has unanimously given its support to the Public Broadcasting Financing Act of 1975, but at the higher levels recommended by public broadcasters—\$88 to \$160 million.

In addition, 23 of our organizations—and that is an error, I just received word that two other organizations have also individually

gone on record in support of long-range financing, and you will see, at the conclusion of the testimony, the listing of those, rather, listing of 23 of those organizations having gone on the record individually as organizations in support of long-range financing. And to that list, I would add number 24, the American Association of School Administrators and number 25 is the Southern Baptist Convention.

We request your favorable action because public broadcasting represents one of the few ways the mass media can meet the needs of the many special and divergent audiences which comprise the American public. Public broadcasting is increasingly looked upon by women, racial minorities, children, the aged, and other specialized audiences as a key source of education and information. It sustains our political and social awareness; it helps teach us to read; it can teach us a new job skill; it brings us a drama, a concert, a new and challenging idea. It enhances the quality of our lives.

The council also supports this bill because we believe in independence. Independence for individuals, for public broadcasters, for the creative expression of ideas. We believe that it is of the utmost importance that public broadcasting maintain its independence from both political and non political interference that could be caused by dependence upon any single dominant source of funds.

The insulation of 5-year funding and the matching incentive of this bill should help public broadcasting remain free from undue dependence on corporate or foundation funding and the inherent pitfalls. The members of the council believe that the American people will continue to support local service provided by its broadcasting stations at levels higher than ever before.

For example, in Connecticut individual pledges went up from \$14,000 in 1973, to \$49,000 in 1974; in Buffalo, the commitment took a \$52,000 jump, that same year. We think this kind of support is increasing and will continue to increase.

The Advisory Council is aware of the need to limit Federal expenditures very carefully these days. We also know that without significantly greater financial assistance the danger of diminished programming for specialized audiences is very real. And because of the unique matching feature in this bill, the American people will have a chance to vote with their funding, a chance to directly affect the level of support to be received by public broadcasting from the Federal Government. This bill allows Congress an opportunity to help us help ourselves.

Five-year financing would also insure public broadcasting an opportunity which it has not had before in our judgment, and that is the opportunity to plan, and I cannot stress this too much. The nature of high quality production—productions designed to fulfill specific education and cultural goals, demands careful long-range planning. The British system provides a good example of the type of programs that result from long-range planning and the assurance of stable financing, such as "Elizabeth R.," "Nova," and "The Ascent of Man."

It is interesting to note that a recent poll revealed that in New York City, my own hometown, more people watched "The Ascent of Man" than "The Merv Griffin Show." I am not suggesting that we establish another BBC, but surely the American people deserve the same high quality results. Long-term stable support will enable us to expect more

high quality American productions which provide opportunities to showcase American artistic and technical talent.

There are a number of major projects which await funding within the public broadcasting community. We are referring here to activities that will greatly affect the type of services, not just programs, provided by public radio and television stations.

For example, and this is but one example, ACNO was asked by the CPB Board, a year ago, to draw up a plan for the corporation's future involvement in education. This study was complete last month. I have here a copy of the report, and I believe you have received it. And we will certainly make it available to all of you.

It represents the work and creative energy of over 4,000 of our fellow citizens—people of varied races, minorities, and ethnic expressions from the fields of education, broadcasting and the public at large. Through the process of our study, they have articulated many significant educational needs, backed by specific recommendations.

With increased long-term funding, and the opportunity for planning, public broadcasting can undertake, along with educators, a high-impact action plan, using telecommunications for education. I speak today on behalf of those across the country who express high hopes and, I must say, high expectations for the implementation of our education recommendations, if increased funding is secured.

What I am saying, sir, is, if the funding is increased, the members of the advisory council expect from the corporation that these recommendations be taken seriously and some of them be implemented.

People ask, "Who is ACNO?" I think we can honestly say that we represent a significant number and cross section of the American people. The advisory council consists of delegates from major national volunteer, professional, religious, minority, and educational organizations in the United States. Our purpose is to provide counsel and advice in matters of policy and programming to the corporation's Board of Directors. Let me stress that we are an independent entity; though our advice is asked by the corporation, we maintain our independence. We pay all of our expenses to participate in this operation as delegates.

The council is currently made up of delegates from 45 member groups and 15 affiliate and observer groups, reflecting such diverse interests and points of view as the United Auto Workers, National Congress of Parents & Teachers, National Education Association, the National Urban League, National League of Cities/U.S. Conference of Mayors, and the National Latino Media Coalition. A full list of member organizations is attached at the back of this presentation.

We are a diverse group. In our discussions, we have raised a number of specific issues or objectives that we believe must be addressed by public broadcasters, the Congress, and the public. We state these today because the Advisory Council expect action by the Corporation for Public Broadcasting on these matters if increased funding is secured. In fact, we support the long-range financing bill precisely so public broadcasting can begin to achieve the following objectives—and they are five in number.

1. CPB ITSELF MUST DEVELOP NEW, CREATIVE PROGRAM PILOTS

The development of pilots for local broadcast is imperative because the range of choices currently available to stations is just simply woefully inadequate. In addition, the Station Program Cooperative, and the corporate and foundation underwriters, are not likely to support the development of high risk programs, for highly specialized audiences. We feel, therefore, it is up to the Corporation to use any additional funds it receives for this purpose.

2. CPB MUST STIMULATE INCREASED CONCENTRATION ON PUBLIC AFFAIRS PROGRAMS

The Advisory Council expects that increased funding will provide the public with a greater amount of reliable input on these issues affecting Americans at home and around the world. We expect public affairs programs which enable the people to see their Government at work and provide them the necessary information to speak to and about their Government. In addition, we expect programs for women and minorities which are developed by them to insure their freedom and vitality.

3. PUBLIC BROADCASTING MUST OVERCOME UNSATISFACTORY TRENDS IN EMPLOYMENT

A vigorous campaign must be undertaken by public broadcasters to exert leadership in equal employment opportunities by hiring and upgrading blacks, women, Latinos, and native Americans for professional and decisionmaking positions. We realize this is not easy. We recognize the steps taken by many local broadcasters and which are reflected in the current 12.2 minority hiring level, but also recognize that less than 2 percent of these are professional and decisionmaking positions.

We insist that public broadcasting must agree to a plan which assures that a significant amount of funds be invested in improving minority and women's employment and programming, both nationally and at local stations. We don't want a plan dictated to broadcasters, but unless significant improvement is forthcoming, we may be forced to support such a plan.

For example, consideration could be given to a plan that would utilize a percentage of each local station's community service grant dollars and be designated for this purpose. There are people in ACNO member organizations who are willing and have expressed willingness to work with broadcasters and the committee to see that there are adequate guidelines for a solution to this problem.

Here, I am referring both locally and nationally to the solution.

4. CPB MUST DEVELOP AN ADEQUATE PUBLIC RADIO SYSTEM

I believe this is very pertinent to the discussion that just came before you.

The Corporation must correct conditions which currently allow, as I understand from that discussion, 34 major American population centers to have no public radio service at all, and which provides inadequate service to most other places in the country. The Public Broadcast Act of 1967 gave a mandate to CPB to provide public radio as well as public TV service to all America. We expect to see increased funding used for this purpose.

5. MORE EFFECTIVE COMMUNITY ASCERTAINMENT

We know that the bulk of funds now go to the local stations. With increased funding comes increased responsibility to see that these funds are used for the public interest. Thus, we believe there should be a continual reexamination and reassessment of the fundamental philosophy behind public broadcasting's decisionmaking process. We support this bill with the expectation that a careful balance will be struck between national and local interests, rather than having either national or local dominate.

We are encouraged by the willingness of the CPB Board to seek and to act on our advice. We think there is increasing responsiveness, but we are sometimes distressed by the inability of CPS to move in the best interests of public television and public radio. ACNO respects and supports the autonomy of local public stations. But we believe it is incumbent on the Corporation and, especially, on the national membership organizations of television and radio stations—PBS and APRS—to open up to the public, be much more responsive to the public's input, and to channel that input to the local stations.

Mr. Chairman, we are encouraged by the introduction of the Public Broadcasting Finance Act of 1975, H.R. 4563, in both houses of Congress, especially because of the potential it provides for achieving the objectives I have listed. We are aware of your consistent efforts, sir, on behalf of insulated funding, and it is noted with respect and appreciation.

As this important bill moves toward legislative action, we confirm our continued willingness to work with the Congress, with the Corporation for Public Broadcasting, as well as with public television and public radio in order to fulfill the great promise and opportunity of public broadcasting. Representing such a large segment of the public we take public broadcasting seriously and want you and the public broadcasters to know it.

[The attachments to Reverend Fore's statement follow:]

ADVISORY COUNCIL OF NATIONAL ORGANIZATIONS TO CPB

MEMBERS

1. AFL-CIO.
2. American Association of School Administrators.
3. American Association of University Women.
4. American Bar Association.
5. American Council for Better Broadcasts.
6. American Council on Education.
7. American Jewish Committee.
8. American Library Association.
9. Associated Councils of the Arts.
10. Association of Junior Leagues.
11. Consumer Federation of America.
12. Council of AFL-CIO Unions for Professional Employees.
13. Council of State Governments.
14. League of Women Voters.
15. League of United Latin American Citizens.
16. National Association for the Advancement of Colored People.
17. National Association of Counties.
18. National Catholic Education Association.
19. National Center for Urban Ethnic Affairs.
20. National Center for Voluntary Action.
21. National Congress of Parents and Teachers.
22. National Council of Churches of Christ.
23. National Council of Homemaker Home Health Aids Services, Inc.
24. National Council of La Raza.
25. National Council of Negro Women.
26. National Council of Senior Citizens.
27. National Council of Women.
28. National Education Association.
29. National 4-H Foundation.
30. National Grange.
31. National Latino Media Coalition.
32. National League of Cities/U.S. Conference of Mayors.
33. National Legal Aid and Defender Association.
34. National Organization for Women.
35. National University Extension Association.
36. National Urban League.
37. National Wildlife Federation.
38. Southern Baptist Convention.
39. Public Affairs Council.
40. United Nations Association of U.S.A.
41. U.S. Catholic Conference.
42. U.S. Jaycees.
43. U.S. National Student Association.
44. United Auto Workers International Union.
45. Veterans of Foreign Wars of the U.S.

AFFILIATES

1. Citizen's Communication Center.
2. Feminist Party.
3. Foreign Policy Association.
4. National Black Media Coalition.
5. Publi-Cable Inc.

OBSERVERS

1. American Bankers Association.
2. American Institute of Architects.
3. American Nurses Association.
4. Center for a Voluntary Society.
5. Coalition of Adult Education Organization.
6. Common Cause.
7. Federation of Rocky Mountain States.
8. Joint Center for Political Studies.
9. Morality in Media, Inc.
10. National Audubon Society.
11. National Jewish Community Relations Advisory Committee.
12. National Recreation and Park Association.
13. U.S. Chamber of Commerce.
14. National Association of Media Women.
15. General Federation of Women's Clubs.

THE FOLLOWING 23 ACNO ORGANIZATIONS ARE ON RECORD IN SUPPORT OF LONG-RANGE FINANCING

1. AFL-CIO.
2. American Association of University Women.
3. American Bar Association.
4. American Council for Better Broadcasters.
5. American Jewish Committee.
6. Consumer Federation of America.
7. National Association of Counties.
8. National Congress of Parents and Teachers.
9. National Council of Churches of Christ.
10. National Council of Senior Citizens.
11. National Council of Women.
12. National Education Association.
13. National League of Cities.
14. National Organization for Women.
15. National University Extension Association.
16. United Auto Workers.
17. U.S. Catholic Conference.
18. U.S. Conference of Mayors.
19. U.S. Jaycees.
20. U.S. National Student Association.
21. NAACP.
22. Citizens Communication Center (Affiliate).
23. National Black Media Coalition (Affiliate).

PUBLIC BROADCASTING AND EDUCATION

A Report to
The Corporation for Public Broadcasting
from
The Advisory Council of National Organizations
March 1975

**advisory council of
national organizations**

888 16th street, northwest
washington, d. c. 20006

March, 1975

The Corporation for Public Broadcasting's Advisory Council of National Organizations (ACNO) consists of 45 major voluntary, professional, religious, public interest and educational organizations in the United States. We represent a wide divergence of interests and points of view but we are united on at least one point -- the importance of public broadcasting in America's future.

In February 1974, the Corporation commissioned ACNO to conduct a study and make recommendations on the role of the CPB in the relationship of public broadcasting and education. The following report represents the results of a year-long study which involved more than four thousand persons throughout the United States. A full description of the work of the four Task Forces can be found in the supplemental section of this report.

Our intention was to make specific proposals for action. Instead, we discovered that our real priority was to identify eleven major goals and then to suggest a number of specific action proposals which illustrated these goals.

In adopting this Report, ACNO urged the CPB to take immediate steps to secure funds and to develop a plan for action based on the recommended goals. Obviously this is a long-range task and ACNO has made it clear that it is a willing partner in the implementation. Having witnessed the enormous complexity of the study and the great care that went into making it a responsible process, I must express appreciation on behalf of ACNO for the assistance of two key staff persons at CPB, John Price and Doug Bodwell, and to Tom Witherpoon, who acted as consultant throughout the study and who drafted the Report. Finally, I want to thank the persons who chaired the various groups and all those who participated in the Task Forces and workshops. It was an impressive expression of the interest of lay people in THE PEOPLE'S BUSINESS.

William F. Price

William F. Price
ACNO Chairperson

corporation for
public broadcasting

This study was commissioned by CPB and conducted under the auspices of the Advisory Council of National Organizations (ACNO).

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	D. Glossary	
	E. Statistics	



INTRODUCTION

The Congress hereby finds and declares . . . that it is in the public interest to encourage the growth and development of noncommercial educational radio and television broadcasting, including the use of such media for instructional purposes.

Section 396 (a)(1)

The Public Broadcasting Act of 1967

From its beginnings in the land-grant universities of the Midwest, public broadcasting has been used to serve the purposes of education. In the early days of radio, a third of all broadcasting licenses were held by educational institutions, and a few of those pioneer stations are serving audiences—including students—today. The development of FM radio brought reinforcement to the hardy survivors of those early days. Today's public television stations devote about a third of their total air time to instructional programs, and if one counts such educational programs as "Sesame Street" the proportion rises dramatically.

Far behind us are the old questions of whether radio and television can be effective as instruments of teaching and learning. These are probably the most researched media ever to be applied to education, and there can be no serious doubt that television and radio have been used successfully in a very wide range of instructional tasks. They work. Given proper planning and careful integration into the instructional process, they are demonstrably effective.

The Corporation for Public Broadcasting has long supported efforts of the Children's Television Workshop in producing "Sesame Street," "The Electric Company," and "Feeling Good." One of the Corporation's earliest commitments was for the support of "Mister Rogers' Neighborhood." Nevertheless, the Corporation is acutely aware that in spite of the congressional mandate, and in spite of efforts by CPB dating almost to its inception, there has not been a national public broadcasting perspective of service to education, and the Corporation has not had a cohesive agenda for its own part in such a service.

In February 1974, CPB commissioned its Advisory Council of National Organizations (ACNO) to conduct a study and make recommendations to the Board of CPB regarding the role of the Corporation in the relationship between public broadcasting and education. It was recognized that it is difficult to draw precise boundaries around the functions of the various related organizations in public broadcasting, but for ACNO the Corporation was to be both the audience for their part and the target of the study.

The Advisory Council, through its Education Committee, organized four task forces to consider the areas of early childhood education, elementary-secondary education and teacher education, post-secondary formal education, and adult education. The chairpersons of these groups are delegates to ACNO who are also leaders of major educational groups. The members of the task forces were chosen for their qualifications in broadcasting, education, or related

public concerns, and the selections were balanced to assure reasonable representation of geographic areas, minority groups, sex, and a range of viewpoints. The task forces involved in their deliberations more than 4,000 broadcasters, educators, and members of public groups.

The work of the task forces was completed in December 1974. Each filed a report which stands unchanged and which appears in the Supplement. The individual task force reports, while forming the basis for the final ACNO report, represent the composite view of the task force members only, and were not intended for action by the Advisory Council.

This final report is the result also of further deliberations by the ACNO Education Committee, its Executive Committee, and finally the membership of the Council at its quarterly meeting in March 1975.

Needless to say, however, while a study's processes may be impeccable and the rhetoric of its recommendations may gleam with wisdom, success lies only in results. The Advisory Council of National Organizations urges the timely implementation of the recommendations which follow.

SUMMARY OF THE RECOMMENDATIONS

The eleven recommendations of the Advisory Council deal with such diverse problems as the relationship between broadcasting and education, the appropriate use of educational broadcast material, and the need for extended rights to certain programs. The study steered firmly away from the temptations of seemingly magic solutions to old and difficult questions. Rather, it concentrated on a broad set of practical recommendations, each important and each capable of execution at various levels depending on availability of resources and evolving conditions in education and public broadcasting.

Some of the recommendations imply new activities, for which additional funding will be required. Funding strategy was not part of the Corporation's charge to ACNO, but it is appropriate to recognize that present resources will not be adequate, and the Advisory Council would be a willing partner in seeking solutions to these funding questions.

Since the recommendations represent an integrated program for action, no priority order is implied by their numbering. The first two recommendations are general and underlie many of the others, which deal with more specific issues. The bulk of this report is concerned with a discussion of the recommendations. They are presented here for summary reference.

1. The Corporation for Public Broadcasting should intensify its efforts to *bridge the traditional chasm between broadcasting and education*, building a working partnership to serve their common purposes.

2. The Corporation for Public Broadcasting should *recognize and support the principle of cultural pluralism*, which is rooted in our common concerns as humans as well as the differences which enhance the strength and diversity of the American people.

3. The Corporation for Public Broadcasting should *undertake activities to assist the professional development of the educators and broadcasters engaged in educational broadcasting, and encourage the application of broadcasting to the in-service education of teachers*.

4. The Corporation for Public Broadcasting should *undertake promptly certain instructional programming activities*, taking into account the legal and traditional roles of other educational agencies and institutions.

5. The Corporation for Public Broadcasting should *assure adequate attention to the strategies, materials, and other services which are critical to effective use of educational programming*.



6. The Corporation for Public Broadcasting should actively *develop the educational programming applications of related technologies*, in order to meet the educational needs of people at all age levels.

7. The Corporation for Public Broadcasting should, through its own operations and through support of others' work, *assure an effective program of research, evaluation, and demonstration* regarding educational applications of public broadcasting and related technologies.

8. The Corporation for Public Broadcasting should *facilitate the development of new, more flexible patterns of rights clearance*.

9. The Corporation for Public Broadcasting should *encourage the development of the skills of aural-visual literacy* and critical listening/viewing.

10. The Corporation for Public Broadcasting should *recognize and support effective activities for promotion and community outreach* in the educational applications of broadcasting.

11. The Corporation for Public Broadcasting should *move at once to act upon these recommendations* initially by conducting a financial analysis, determining a calendar agenda for specific actions, and assigning responsibility for developing funding. *The Advisory Council is a willing partner* in assisting implementation of the recommendations and seeking solutions to the funding problems.

A PERSPECTIVE ON PUBLIC BROADCASTING TODAY

The American systems of education and communication are probably the institutions that touch our lives most commonly, most pervasively, and most profoundly. In these days of virtually universal public education, and with radio and television sets in use several hours a day in almost every home, it is hard to imagine two forces more important in the daily life of the Republic.

Since both deal with information and ideas—the world of the mind—one would conclude that the systems of education and communication are also important to one another. Curiously, their relationship generally has been superficial and mutually unsatisfactory. Responsible persons on both sides have recognized the educational implications of modern communication, and indeed education has been an aspect of broadcasting since America's first radio station, WISN (now WHA), at the University of Wisconsin in Madison, went on the air more than half a century ago. Nevertheless, and with notable exceptions notwithstanding, education and communication have had a wary, uncomfortable relationship as superpowers of the twentieth century.

Now there is a growing recognition that it's time to get together. No one who reads the Public Broadcasting Act of 1967, and even more particularly its legislative history, can doubt that education was a major motivation when Congress established the Corporation for Public Broadcasting and set a course for long-term support of public telecommunication services. Early in its career CPB began to examine its future with regard to education, and a number of specific programs have been supported successfully, but *a basic point of view, a perspective which could guide an agenda of action items*, has not been developed.

Such an agenda is the intended result of this study. The recommendations do not seek basic changes in the structure of education or public broadcasting, it's easy to attempt to solve problems by proposing to overthrow present reality, but it's more useful to work toward a responsible evolution of what we have.

The Context: Education in a Changing Society. The structure, composition, and expectations of American society are all in a state of rapid change, and these changes are so fundamental that they affect education profoundly. Traditionally, education could be understood as a reasonable extension of the American family, and the American family was defined for practical purposes in white, middle-class, agrarian heritage terms. Today's middle-aged white Ameri-

can identify it from mottoes and homilies remembered from childhood: a woman's place is in the home; children should be seen and not heard; be fruitful and multiply; honor thy father and thy mother; a man's home is his castle; and so on.

All of these familiar reference points have been challenged in recent years. Women continue to achieve social equality and are pursuing various options about how they will choose to live their lives. It has been estimated that women already comprise well over 40 percent of the labor force.* A great list of implications could be compiled: increased need for day-care facilities, more specialized curricula for women, and an urgent recognition of the choices that are or ought to be open to women, each involving decisions about when or whether to have children and the nature of a woman's day-to-day relationship to her children.

The divorce rate is rising, and the attitude toward divorce is changing. Many children are raised by one parent, and single persons of both sexes are adopting children.

There have been changes in the status of minority groups, including a broadening of the options available for careers, housing, and education. That change should continue and accelerate in the years ahead.

The American population is restless, and modern communication, transportation, and business patterns seem to make it ever more so. The extended family, with all the reinforcements it offers to its members, is more fragmented than ever. The individual is necessarily more independent, and while independence is a prized American trait, its counterparts are loneliness and isolation.

The American birth rate is now approximately at the level of zero population growth, so the average age of the population will increase. With growing interest in lifelong learning, and with more leisure time, the change in the birth rate would seem to broaden the scope of education. But simultaneously, decreasing school enrollments can bring other stresses.

The Contemporary Student. Today's student is pushing at the boundaries of traditional education in virtually every direction. For example, students are becoming both younger and older. In a country which does not universally require kindergarten, publicly operated nursery schools are teaching three-year-olds. Those concerned with early childhood education are now recognizing the importance of constructive influences from, or even before, birth. At the same time, students are getting older, with increasing emphasis on continuing education for professionals and para-professionals, vocational education for adults of all age levels, and a burgeoning interest in informal education covering a bewildering variety of subjects. Cradle to grave education is upon us.

The student is also more independent. Family ties are less rigid, and a high proportion of college students are, for practical purposes, adults responsible for their own affairs. Students at all educational levels are more concerned with

* *Women: A Demographic, Social and Economic Presentation of Women in the Labor Force*. National Industrial Conference Board, 1974.



participating in decisions that affect them. College is not seen automatically as a continuous four-year process; students come and go, gradually sharpening their own goals, perhaps never declaring their college experience to be at an end.

One consequence of universal education, particularly in a world of specialized skills, is that public education is seen as a personal resource which should be ready to provide particular services needed at particular times throughout one's life. That system is now used in a great many ways. It equips people to acquire and update occupational licenses and credentials. It teaches about sea shells and income taxes. It teaches very young children about themselves and their world, and it teaches the parents of these children about their offspring.

Elementary-secondary education is, on the one hand, becoming more participative for children, parents, teachers, and the communities at large; and on the other, a recent survey by the National Education Association lists parental apathy and student indifference as the top problems reported by teachers.

Elementary and secondary education, which has made substantial headway in individualizing the process of instruction, wishes to advance further in that area and recognizes that technology is necessary for its success. Similarly there is growing interest in alternative education opportunities, including store-front schools, schools without walls, off-campus courses for credit, and concentrated mini-courses.

There is an urgent need, recognized particularly in elementary-secondary education, to keep up with the rapid expansion of knowledge itself. Sometimes now knowledge changes the educational fundamentals and sometimes it changes a youngster's working context: how many books were obsolete on the day of the first moon landing? Radio and television can help.

Many persons handicapped by physical or emotional disabilities are being reached by education for the first time. Broadcasting is in a unique position to help serve these people.

Education at all levels is seriously attempting to cope with the realities of a multicultural society. The concept of the melting pot, which had the effect of attempting to melt everybody into a white middle-class mold, is giving way to an approach which recognizes—or at least earnestly tries to recognize—the diversity which is fundamental to the American society.

All these factors, combined with a broadened world view made possible in our society by modern communication, have made education increasingly diverse and eclectic. We yearn for simplicity but become more complex. In a culture accustomed to learning facts we need instead access to facts and the intellectual power to integrate them.

Potentially at least, today's student is everybody, and today's curricula are almost as broad as the interests of that student body.

Good-bye to the Little Red Schoolhouse. As one surveys the situation described above, one thought that comes to mind is that the "delivery system" for the future may be more like the county agent than the little red schoolhouse or the ivy-covered halls.

In the past, education's clientele tended to be in identifiable groups, most of whom could go by foot or school bus to the place of their formal education. Extension education was seen as something of a sturdy stepchild in academe. Little children were not involved in the system. The handicapped or homebound were barely taken into account. When the citizen thought "Education," he thought of the schoolhouse or the college campus.

Think of the discontinuity between yesterday's school campus model and today's student who could or should be almost anyone, anywhere. Groups that have been touched less by education in the past—racial minorities, the poor, the geographically isolated—stand every chance of falling farther behind if they cannot be reached by the educational system. Furthermore, that system must be built to accommodate the full range of student accomplishments and capacities, providing encouragement for each individual to seize a genuine opportunity and make the most of it.

Informal instruction, conducted by a wide range of community groups, is an important part of education today.

In communicating with people, whether they are small children, elementary secondary students, college students, or adults with their multitude of interests and requirements, broadcasting is a common denominator. The functionally illiterate and the post-doctoral student both understand the grammar of television. Both turn to radio for information and entertainment. Both are accustomed to having ideas and objects explained on the screen, whether the



purpose of the message is education per se or a product commercial. The grammar of aural and visual communication has been learned. As media of communication, radio and television are ubiquitous, familiar, flexible, and effective. They are Everyman's entertainment and information media. Very few people go through a day without learning something, sometimes important, sometimes trivial, via the speaker and the screen.

In the classroom or at home, radio and television are powerful instruments of education, and therefore their proper application is imperative.

Education's Structure of Responsibility. Education in the United States is not a national enterprise. Although the federal government and many national organizations have important responsibilities and concerns, the central responsibilities concerning curricula, student requirements, and teacher certification lie with states, counties, and local districts for public education through high school. In higher education these decisions are often made within individual institutions. Local control has been a byword from the beginning. The notion of a national curriculum is anathema.

Within instructional broadcasting, the decision-making patterns have followed education's decentralized structure. In the early days of instructional television a high percentage of classroom programs were produced locally, on the premise that each local curriculum is unique. When it was realized that certain materials could be usefully exchanged, and the instructional television libraries were subsequently developed, the decision-making patterns remained. Programs are almost universally chosen by local curriculum committees, with the local station providing contract services for transmission and, when necessary, production.

The two large instructional television libraries, National Instructional Television and the Great Plains National Instructional Television Library, lease their programs to individual educational entities in most cases, although their most-used programs are on most PTV stations throughout the country.

National Instructional Television is now related to a new organization, the Agency for Instructional Television, which is a consortium of chief state school officers, including some from Canadian provinces. The idea is to bring together the largest responsible units to make decisions about common requirements. Edwin G. Cohen, the Executive Director of NIT and AIT, believes that heading should follow decision-making responsibilities, and he expresses reservations about national support for AIT projects.

Nevertheless, nationally supported programs are regularly used in schools. These include "The Electric Company," "Carrascolendas," and "Villa Alegre," all of which have made use of CPB or HEW funds. However, throughout the ACNO Education Study, one of the most delicate issues was one of the oldest: the involvement of a national organization—in this case, CPB—in the instructional process of local schools and universities. A number of specific recommendations deal with this matter.

Within this general issue, the question of academic credit is a special consideration. By law and custom, the awarding of college credit has been the responsibility of collegiate institutions authorized to grant certificates and de-

degrees. Although in recent years a number of organizations have developed programs to evaluate unconventional learning and *recommend* credit for it, the *award* of credit is a function of the collegiate institutions. All non-collegiate agencies which participate in the instructional process must therefore play roles which complement the central role of the institution. This consideration applies to CPB and its associated organizations as well as to publishers and others who form part of the course delivery system. A practical example of the interrelationship involves Jacob Bronowski's series "The Ascent of Man," which was produced in Britain and acquired for transmission by PBS. Most of those who see it will tune in for the pleasure of the program itself. Some will buy the accompanying book. A large number of others, however, will see the programs in an academic context. Miami-Dade Community College has developed a set of materials that incorporate the programs into a community college course. The University of California at San Diego has undertaken the same task for upper division instruction. During the first Public Broadcasting Service use of the series, some 250 colleges enrolled over 23,000 students. Colleges and universities throughout the country can use programs produced in Britain and transmitted via PBS, plus materials developed in Miami or San Diego, and build courses for which credit can be awarded by individual institutions. Still other materials assist the use of the programs in secondary schools; over 30,000 printed guides have been distributed to high school teachers.

The lesson, then, is not that public broadcasting should shy away from national service to instruction, but that the service must be uniquely national in character, and it must be rendered with full recognition that in education the basic decisions are, by tradition and by law, close to home.

Roles of the Corporation for Public Broadcasting. The Corporation for Public Broadcasting is a unique American institution. It is a creation of the Congress, and its directors are appointed by the President, but it is not an agency of government. It is responsible for the largest single fund available for support of public broadcasting, but its options in disbursing that support are limited. It can recommend policy to the system, but can seldom insist upon it. The strength of the Corporation lies in its central position. While delegating most operating functions to others, CPB remains a common reference point.

It is this role which is critical to CPB in the field of education. In the course of the study, the role of the Corporation was often characterized as that of a broker, bringing the appropriate parties together for the benefit of all. It is well recognized that, at least in the near future, CPB cannot from its appropriation invest the amounts required for the full development of public broadcasting's potential in education, but the Corporation's central position equips it ideally to generate action and to encourage support from other appropriate quarters.

It is recognized that in implementing these recommendations CPB will need close rapport with the other agencies most concerned with public broadcasting: the Public Broadcasting Service, National Public Radio, the Association of Public Radio Stations, the regional networks, and the individual stations. ACNO has sought to involve representatives of these organizations throughout

the study and has been heartened by their participation and creative contributions. Similarly, many elements of the education community have been involved, ranging from leaders of national associations to individual local teachers and administrators. Their enthusiasm for the use of public broadcasting in education cannot be doubted, and they have an impressive understanding both of its problems and its potentials.

Working alone, neither the Corporation for Public Broadcasting nor any other single organization could effect any of the following recommendations. Working with others, however, CPB is in a unique position to advance them all, the result of which would be a major advance in public broadcasting and American education.

THE RECOMMENDATIONS

In all its simplicity and complexity, the fundamental objective is to develop the natural relationship between broadcasting and education.

There is no single magic key that will unlock the secret for success in that effort. A broad program, no element of which is entirely new, is the prescription.

Furthermore, the recommendations which follow are intended to recognize the realities of the day and the fact that attention to education is an evolving, long-term commitment. A complete response to all of the recommendations would require a very large investment, and over the long run that investment should be made. However, a responsible and constructive beginning should be possible within the Corporation's present means, with full recognition of its ongoing commitments.

ACNO recognizes that public broadcasting must be seen whole, with instruction as one of its parts. In order to realize its potential for instruction, public broadcasting must, for example, have a broad and continuing base of support for station facilities and basic operations.

The recommendations which follow are based on the work of the four ACNO Education Study Task Forces, although this final report does not propose all the task force recommendations. The complete statement of each task force's conclusions and recommendations will be found in its individual report.

The first two recommendations are broad statements of principle which also underlie many of the others; the subsequent recommendations address individual issues.

- 1. The Corporation for Public Broadcasting should intensify its efforts to bridge the traditional chasm between broadcasting and education, building a working partnership to serve their common purposes.**

For many years education and broadcasting have shared a general, sometimes wary belief that they might be made for each other, but the obstacles to union have seemed virtually insurmountable. One of the major themes of the ACNO Education Study was that of bridge building between the two institutions.

Part of the historical difficulty is simply that there has not been an

entity able to represent the whole of public broadcasting authoritatively at the national level. The National Association of Educational Broadcasters long has been actively interested, and NAFB has achieved notable successes in stimulating activity between public broadcasting and education, but the Association is equipped neither by resources nor mandate to be the spearhead in this effort. Constructive work has also been done by numerous other organizations of public broadcasting, but none has occupied the central position that is unique to CPB.

With the establishment of its own education office, the Corporation is equipped to initiate and maintain a vigorous program of liaison, consultation, and involvement among the interested elements of public broadcasting and the national education community.

In undertaking this process, the Corporation should avoid the familiar ploy of establishing a single education advisory committee, which inevitably would have too broad a membership and too amorphous an agenda. Rather, *CPB should establish a set of task-oriented groups*,¹ each able to deal with specific issues and specific areas of education. Such groups could help initiate a given activity and concentrate on that function until either the task or the group was no longer needed. In establishing such groups, the Corporation would be building an invaluable cadre of informed, involved allies, and not merely a set of representatives programmed to give their agencies' current responses on request.

A major function of CPB's liaison activity should be to maintain contact with Congress, the Department of Health, Education, and Welfare, other public and private agencies, and the national organizations in education in order to evolve continually a set of priorities that take into account the potentials of public broadcasting in relation to education. In some areas where it could do the most, public broadcasting is hardly a part of education's consciousness.

In addition to involving representative academic and broadcasting agencies, *CPB should take the initiative in bringing together publishers, librarians, and others who should eventually be involved. The goal is to identify a variety of coordinating mechanisms* that ensure the teamwork necessary to prepare and deliver good programs and solid course material.

In furthering its role as a key liaison point for education and public broadcasting, *the Corporation should foster the development and operation of a clearinghouse or library to distribute and exchange information about broadcasting's application in education*, including specific courses, materials, and techniques. It is probably not necessary that CPB itself launch from scratch another major in-house service, since parts of the job have been undertaken by others. However, there is not a single, broad gauge reliable source available broadly and commonly to the communities of education and public broadcasting, and such a center could serve an exceptionally useful purpose, as a focus for information and a ready resource for all.

In bridging the gap between education and broadcasting, then, CPB has a wide range of options with regard to its own advisory structures, its chosen information sources, research and evaluation, certain legal areas, and in the development of a clearinghouse of ideas, materials, and experiences. Another area for examination is the Corporation's grant policy. As it looks to the support

of specific instructional efforts, the Corporation should make use of "partnership" grants to be awarded to public broadcasting licensees pursuant to proposals made cooperatively with local educational agencies.⁴ In many such cases, the funding source should also be joint—perhaps partnership grants jointly awarded by CPB and an agency such as HEW or one of the national endowments.

This matter of bringing together the resources and potentials of public broadcasting and education is of greatest urgency, and the discussion does not end with this recommendation. Much of what follows will also address this fundamental problem.

2. The Corporation for Public Broadcasting should recognize and support the principle of cultural pluralism, which is rooted in our common concerns as humans as well as the differences which enhance the strength and diversity of the American people.

The Elementary Secondary Task Force headed one section of its report "Cultural Diversity: An Educational Challenge for Public Broadcasting" that might have been a motto for many of the proceedings of the four groups.

Cultural pluralism is not to be equated with racial, cultural, or economic separatism. Rather, it is a simple recognition that our differences as well as our similarities are important to us. We concentrate on those things which are common to us all as humankind, and we acknowledge those things which make us individuals and members of cultural groups.

For example, bilingual and multicultural program services are important not only for the minority involved, but for the majority as well.

Cultural pluralism suggests that our similarities as human beings are more fundamental than any differences we may have, and that we would be infinitely richer if we cultivated an appreciation of both.

The Corporation for Public Broadcasting can perform a critical function in presenting, through public television and radio, this rich pluralism of the American experience. Television and radio are uniquely able to depict our nation as a collection of cultural elements rather than as a homogeneous melting pot. It is important to note that in considering the diversity of culture in the United States, television and radio should recognize not only Afro-Americans and Hispanic Americans but Asian-Americans, Native Americans, the Pennsylvania Dutch, the French Americans of the Northeast, the Poles, the Jews, and many others. Public broadcasting can help sensitize Americans to the important contributions of each of these groups to American life.

Rather than simply defining some of the educational and social problems of the various groups, emphasis should be placed on the strengths and positive aspects of America's cultural groups. Better understanding could be achieved through programs featuring their contributions in arts, music, crafts, language, literature, politics, and other areas. An appreciation of the strength of our plural nature which encourages pride in each other's culture will yield a more positive result than the current state of mere co-existence.

Public broadcasting has a clear responsibility, opportunity, and capacity to serve specific needs of diverse minorities in this country and at the same time



enrich the cultural backgrounds of all Americans through programs designed to develop awareness and appreciation of the differences of the multicultural groups who comprise important parts of the national population. The primary objective is that public broadcasting contribute to and reflect a national pride, sensitivity and understanding of the diverse cultural elements of American life.

Programs reflecting this diversity can and should be directed to Americans of all ages. As the Task Force on Early Childhood Education urged, "These programs could contribute substantially to the extension of the child's community beyond the bounds of family and neighborhood, thus supplanting the inadequacies of organized educational efforts and institutions in this regard."

Nor should the multicultural perspective be restricted to programming decisions. In spite of progress to date, we still need a better racial, cultural, and sexual balance in staffing and in the creative processes of public broadcasting. *The Corporation should pursue active programs of recruiting and training for the professional corps of public broadcasting.*

An extension of the multicultural idea would be the avoidance of economic and occupational stereotypes. Public broadcasting must be certain that its work encourages solutions, not further problems.

None of this concern should imply any limitation on the subject matter of public broadcasting. On the contrary, the Corporation's relation to education should include the broadest possible range of educational activities, encompassing the intellectual, artistic, cultural, personal, social, and civic concerns of each person as an individual and in society.

Like the first recommendation, this one has implications for most of the others. Cultural pluralism might be reflected in broadcast programs or training activities or staff recruiting, but it begins as a point of view about the nature of the American society and respect for one's fellow citizens.

3. The Corporation for Public Broadcasting should undertake activities to assist professional development of the educators and broadcasters engaged in educational broadcasting and encourage the application of broadcasting for the in-service education of teachers.

How can teachers, professors, course designers, administrators, producers, and broadcasters do a better job of improving instruction? If radio and television are to be used for education, how can they be used most effectively? How can these individual professionals, using radio and television, best serve individual students?

Specific recommendations take several forms:

- use of broadcasting to facilitate the on-going in-service education of teachers, particularly with programming by and for the teachers themselves;
- instruction of teachers or would-be teachers about educational uses of broadcasting;
- instruction of media personnel in the improvement of the design, development, and delivery of course material;
- activities related specifically to improvement of the ways programs are used in education;
- fellowships in education for experienced broadcast personnel.

In the ACNO Education Study, consideration of professional development took two broad forms. One of the task forces had teacher education as part of its purview, all of the task forces were interested in questions of training and the upgrading of personnel.

A. Teacher Education. While it may appear that teacher education is beyond the realm of the Corporation for Public Broadcasting, increasing the competence of teachers in the use of instructional broadcasting is an inescapable part of improving its use.

While teacher education is not a direct responsibility of CPB, the Corporation should initiate teacher education activities in cooperation with other agencies in order to help teachers understand, accept, and use instructional media pro-

ductively as teaching tools and (b) to help teachers improve and update their general teaching competencies by means of programs designed for this purpose by colleges of education, by school districts, or by teachers themselves.¹²

In assuming shared responsibilities in this field, CPB should be guided by six criteria as it considers any service:

1. It should be of high potential educational value.
2. It should not be a service now provided by other agencies.
3. It should be undertaken in concert with other education agencies and organizations.
4. It should involve an educational service that can be realistically accomplished by using media and the resources available to CPB.
5. It should reflect current educational trends.
6. It should be capable of systematic evaluation.

Local in-service education could be helped substantially—in some cases virtually revolutionized—by using public radio and television stations as bases for teaching centers. *It is recommended that CPB provide grants to stations, on a pilot basis, for proposals submitted jointly by a consortium of the station and the local school district or districts to activate teacher-centered teaching centers which utilize local television and radio facilities*¹³ More specifically, support should be given to local stations which will work in cooperation with local and regional teacher groups and other school personnel to use the station facilities as teacher centers of the air. The emphasis of this proposal is on practicing teachers determining the content of their professional development. Such a media-based teacher center frees and expands the idea of a teacher center into a concept rather than merely a place. The concept of a user-developed, user-produced, user-evaluated airborne teacher center would be a unique experiment for public broadcasting.

*The Corporation should also foster a wide range of workshops, training sessions, and the production of tapes and films which would provide assistance to teachers in understanding and using radio and television in education or to help them to improve their techniques of instruction in other ways*¹⁴ The Educational Broadcasting Institutes of the NAFB should be considered as a possible base for some of these activities.

B. Teachers for Non-Formal Education. In addition to helping teachers in the formal educational system, the Corporation should include services for the thousands of Americans who are teachers in such non-formal—but nevertheless important—activities as youth organizations, industry, labor, and other community groups.

The training opportunities which have been proposed for other groups of educators are equally applicable to those who serve outside the formal educational system.

C. Other Professional Development. The classroom teacher is the key to proper use of instructional broadcasting, but many other specialists are involved, and their training is critical to the production and delivery of high-quality material.

When broadcasting is applied to education, the production problem is multiplied. The material that is made available to students—regardless of the medium—should be produced in order to accomplish stated educational objectives, and there should be a way to determine its success. This means an amalgam of broadcasting production technique, learning theory, and educational research design in every program. The program, in turn, must fit an overall pattern and mesh with other material. As the Children's Television Workshop discovered at the outset, the most skillful producers need some reorientation to make that adjustment. The production of successful educational material is a specialty within a set of related specialties. Training in course design, production, delivery, and research are all needed.

The Corporation should consider particularly the following specific ways of responding to this need:

1. *Require that each proposal for support of an academic course include provision for training where appropriate.*
2. *Finance projects for training (e.g. workshops, internships) by organizations and academic agencies representing station and institutional interests. CPB itself is not seen as a training institution.*
3. *Establish fellowships in education for experienced broadcasting personnel in order that they might learn the needs of education and how broadcasting can be instrumental in meeting these needs. Such fellowships could be applied at all levels of education; the idea arose from within the Task Force on Early Childhood Education. It is also observed that there would be reciprocal benefits for the fellow and the fellow's new colleagues in education.*
4. *The Corporation should make a particular effort to involve women and members of minority groups in these professional development programs.*

In a discussion of professional training, one particular category of station employee should receive special mention. This is the person, commonly called an instructional program coordinator or utilization specialist, who is responsible for working with teachers in order to encourage the best possible use of the broadcast program and its related material. If there were even one well-trained utilization specialist in every public television station, the value of the instructional television service would rise markedly and immediately.

4. The Corporation for Public Broadcasting should undertake promptly certain instructional programming activities, taking into account the legal and traditional roles of other educational agencies and institutions.

It was observed earlier that public education in the United States is primarily the responsibility of states, counties, local school districts, or individual institutions of higher learning. While there are national responsibilities, matters of curriculum particularly are the domain of state and local units. It is important to recognize that although the Corporation can make unique contributions to instruction, the basic decision-making starts close to home. Because of the struc-

ture of education itself, the problem is somewhat different at each level of education.

Early Childhood Education. The education of young children is very close to the family unit. As a practical matter, much early childhood education takes place in the home. Other aspects of it are directed toward the home, including the education of adults in handling their roles as parents. In some ways early childhood education is most like adult education, sometimes it takes place at home, sometimes at school, sometimes in a variety of institutional settings.

With an increasing number of day-care centers there are new patterns of support and governance. There is a growing number of centers supported by governmental agencies, by schools, by parent cooperatives, by industries, by unions, and by business franchises, among others.

Early childhood education is the scene of public television's greatest national successes, primarily with two markedly different programs. The first was "Mister Rogers' Neighborhood," in which Fred Rogers concentrates on the emotional development of the child as a whole person. Then came "Sesame Street," which has as a primary objective instruction in letters and numbers.

Looking to the future, CPB should encourage the development and adequate funding of programs based on diverse approaches to the education of young children, keeping a healthy balance among these approaches.¹⁹

Furthermore, it is necessary to press for diversity in the development, production, and scheduling of programs because early childhood covers a wide span of years, a wide diversity of needs and interests, and a wide expanse of developmental areas—physical, emotional, social, and intellectual.²⁰

The Corporation should also encourage the development of programs for parents and potential parents.²¹ In importance and effect, no work is more fundamental than that of a parent, but it is seldom considered as a subject for personal learning.

There is a lot of work for public broadcasting to do in the area of early childhood education, in spite of its present successes. In undertaking this work, the national public broadcasting organizations have an extremely diverse constituency of local decision makers, and an even more diverse constituency of young viewers.

Elementary-Secondary Education and Teacher Education. Decision-making for instructional broadcasting, like elementary-secondary education itself, is basically local. With adequate funding, however, the Corporation could—and should—support and encourage local educational partnerships by responding to proposals for local service that may have national implications.²² Such proposals should represent the joint efforts of local education and public broadcasting agencies, thus fostering the principle of bridge building, which was the subject of recommendation number one.

In considering national programming, CPB should take into account the following criteria: Programs should

1. Fulfill unmet needs.
2. Have national application and relate to national educational priorities.

3. *Require a pooling of resources financial, human, and material.*
4. *Require national and/or international resources unavailable at local levels.*

In addition to encouraging the development of programming directly, CPB should participate in the development of a PBS "Instructional Program Cooperative," which could provide an instructional service parallel to the Station Program Cooperative already in existence for other program types. Such an idea would, of course, require further examination with the constituency of PBS itself, but if such a service is deemed appropriate by the stations, it would provide a basis for national development of programming which is strongly rooted in local educational decisions. National funding could be devoted to an Instructional Program Cooperative without many of the national curriculum control problems which might accompany other national support methods.

A large number of program-related ideas, and specific suggestions for future programming, received from hundreds of students, teachers, and administrators throughout the country, are found in the Report of the Task Force on Elementary-Secondary Education and Teacher Education.



Post-Secondary Formal Education. Like elementary-secondary education, collegiate education has well-defined decision-making patterns which tend to de-emphasize national programming for credit instruction. True, a large number of colleges and universities are offering credit for courses based on "The Ascent of Man," but traditional collegiate instruction has been aggressively local through most of its history. Geographically, the individual campus is where instruction takes place. By tradition, degrees are awarded only to those students who appear on that campus. Recently, however, credit instruction has been given off campus in nearby regions or statewide, and credits (sometimes even degrees) have been awarded to students who seldom or never see the central campus. Following achievements in the development of common national evaluation processes for

colleges (e.g. College Level Examination Program (CLEP), the Servicemen's Opportunity College, or the Commission on Accreditation for Service Experience (CASE) recommendations), a few efforts are now underway to expand common programs of instruction to other regions and the nation as a whole. In fact, some aspects of instruction have been national and international for a long time, notably the part that depends on books. Correspondence courses and, more recently, film, filmstrips, and cassettes are also part of this universal component. The recommendations of the Task Force on Post-Secondary Formal Education had the effect of suggesting a role for CPB in expanding some of the initially local instructional efforts of colleges and universities to a regional and national basis.

Specifically, the Corporation should foster cooperative relationships among post-secondary institutions and broadcast organizations at the international, national, regional, state, and local level for the mutual development of courses.²⁵ Consortia and ad hoc groups of institutions have begun to develop already, and these should be encouraged. A particular emphasis of CPB should be in the development of processes to ascertain curriculum needs.²⁶

This emphasis on cooperation and structure should not cloud the fact that CPB should support the production of course materials, including television and radio programs, related print materials, audio and video cassettes, and the support material that is so important to effective use of the course.²⁷

Adult Education. Adult education is a growing and extremely diverse enterprise in American education.* How is it possible to provide a public broadcasting service with some assurance that the right choices are being made, from among the bewildering variety of possibilities? The Task Force on Adult Education concentrated its work on that question. It developed a set of basic criteria and the concept for a national/local cooperative planning and utilization system.

The criteria are intended to recognize both the desirability of using public broadcasting in adult education and the fact that these media can't possibly serve the educational needs of all adult groups. A practical approach evolved, taking into account size of audience, urgency of need, public interest, cost-benefit ratio, and potential for multi-media and multi-audience presentation. *The proposed criteria for project selection are as follows:²⁸*

1. *Will it serve a sufficient number of people to be economically feasible?*
2. *Will it be capable of multi-level audience utilization with the addition of appropriate learning situations?*
3. *Will it serve a compelling public interest?*
4. *Will it be an appropriate use of public broadcasting?*
5. *Will it have potential for repeat utilization over a reasonably long period of time?*

These criteria do not offer objective standards by which to judge ideas and proposals, but they emphasize those elements which seem most important to increasing the likelihood of success in terms of satisfying adult education needs in the United States.

* A working definition of adult education is included in the Appendixes.

The National/Local Cooperative Planning and Utilization System proposed by the Task Force on Adult Education is based on a set of relationships involving those actively engaged in adult education, local public broadcasting stations, and the national public broadcasting structure, focused on CPB.

In many areas stations already have relationships with councils or committees or groups of institutions interested in adult education. These are potentially very useful to the task of rendering effective educational service to adults, and so a key recommendation of the task force was that *CPB should encourage organization of local "Adult Education Broadcasting Councils" in areas where adequate advisory mechanisms involving local adult education user organizations and institutions do not exist.*²⁹

The extensive use of broadcast materials requires integral participation by all groups who may be organizing the learning situations. Membership in the councils, therefore, should be as broad as possible.

*These local Adult Education Broadcasting Councils should be used nationally to generate programming priorities based upon inputs from local and national sources.*³⁰ A two-directional process is envisioned. First, local councils would feed to CPB the adult education priorities which they have identified. Second, CPB would feed to the local councils program ideas that have evolved through other local, state, regional, and national mechanisms such as state and national advisory councils, national conferences of producer and user groups, and federally-funded programs for elements of the general public. All of these ideas would be fed into the system for evaluation by local user institutions and organizations in concert with the local stations.

Although the primary goal of that process is to identify programming priorities of national scope, the system will also bring to the surface priorities best treated on a local or regional level. *CPB should consider ways of encouraging regional networks and local groups to develop programming to meet these needs.*³¹

*Once programming priorities are determined, CPB should make a final selection of a project area and invite proposals*³² from educational institutions and organizations, working through a local station or system-related production agency.

The Corporation should then make a planning and/or pilot program grant for projects to be undertaken.

This cooperative national-local system should also be used to evaluate the results of the planning or pilot period.

*Once that development period is complete, the Corporation should also take the lead in seeking funds for a promising project's full implementation.*³³ It is recognized that this cannot be the sole responsibility of CPB, just as it is recognized that the Corporation's own funds cannot carry the full load of these recommendations. The Corporation can, however, exert a positive catalytic effort to enlist support, particularly after it has borne the cost of development and piloting.

The Adult Education Task Force model is presented fully in the Task Force Report. The report also includes related requirements for preparation of non-broadcast materials, rights to use material in non-broadcast media, and other pertinent matters.

Summary of the Programming Question: The task forces, each from its own perspective, recognized that given the structure of education in the United States, there are certain anomalies in the concept of a national instructional programming service. Each, however, recognized that there are educational requirements which can be met most effectively from the national level. The trick is to assure that the national priorities are based on the local experience, and that public broadcasting does not dilute the time-honored American principle of local control as it renders a national service for instruction.

The value of a national-level service rests on its access to resources. Sometimes that means the availability of funds that could not be applied to a project unless it would serve many people. Sometimes it means materials that are national or international in scope. A particular interest, for example, involves the availability of material from other countries, and the other side of that coin is the ability to show the American material to students elsewhere in the world.

In general, the purport of the programming recommendations is to recognize that the Corporation's programming role emphasizes program development, piloting, and agenda-setting.

5. The Corporation for Public Broadcasting should assure adequate attention to the strategies, materials, and other services which are critical to effective use of educational programming.

When a broadcast program is used as part of an organized instructional process, it exists within a context of other materials and experiences. The better it fits the instructional process, the better it works. Making the program fit—helping to build its context—is the purpose of utilization.

Proper use of instructional broadcasting requires more than a willingness to flick the switch. During the past decade, emphasis has been on the improvement of production. Too little time, talent, and money have been invested in the orientation of teachers and other educators to what is available on instructional television and radio and how programs can be used effectively.

The assumption has been made that if the program is well produced, teachers will turn it on and students will learn from it. Unhappily, mere exposure does not guarantee learning. Responsible teachers will see that their planning is implemented with purposeful activity, involving students actively before and after the broadcast lesson in order to realize specific learning objectives. However, teachers need assistance, additional materials, and a system of program alerts, in order to acquire and use these skills and insights.

The Corporation should facilitate, with financial assistance from USOE or other appropriate sources, the collection and dissemination of successful regional, state, and community utilization efforts, through electronic or print media, to serve as models for stations' ITV directors and school staff development leaders throughout the nation to improve the quality of local utilization.

CPB, working with PBS, NPR, and their member stations in cooperation with local school districts and teacher organizations, should encourage workshops for teachers, administrators, board members of local schools and stations, librarians, broadcasters, and other interested citizens to generate understanding



and support of good program-use ³⁵

National programming projects with instructional potential should be supported with supplementary materials that will help teachers use the programs as well as possible. ³⁶

On the local level, several workaday steps by local stations would be helpful. Sometimes a school's own equipment—television sets and the like—can be a major impediment to good use of programs, technical guidance from local stations would be a great help. Local stations should also be encouraged to employ and train a specialist who can help train teachers in effective use of broadcast materials, and who can provide continuing services and materials to schools in order to maintain continuous improvement in program use.

The instructional context of the program is fundamental to its use. What happens before and after the broadcast? What does the student do, read, or respond to in connection with the program? Are the ideas talked about? Are an individual's questions clarified? What is the precise purpose of the program within the curriculum? The effect of these questions should be to redefine program development and production, simultaneously broadening the task and sharp-

ening the objectives. In a sense, the production process is not complete until after the program has been used.

The question of program use is quite properly almost inseparable from questions of program planning, production, distribution, scheduling, and promotion. At the same time, the fact that utilization is integral sometimes makes it easy to take for granted. As with so many important things in life, "taking for granted" is a perilous mistake.

6. The Corporation for Public Broadcasting should actively develop the educational programming applications of related technologies, in order to meet the educational needs of people at all age levels.

Radio and television broadcasting stations, radiating programs through space for reception in homes, schools, libraries, museums, and automobiles, are important to our daily lives. If all the stations suddenly disappeared, we could reasonably expect widespread public panic. The Corporation is primarily concerned with the support of a system of these stations, which have achieved a unique position in serving many needs— including needs for education— of increasing numbers of people. There is every reason to make full use of that capacity.

On the other hand, broadcasters themselves have been quick to recognize that the effective scheduling of programming for education presents enormous difficulties, and that it is virtually impossible for over-the-air broadcasting singlehandedly to serve students' individual requirements for content and scheduling.

It is appropriate, then, to look toward an eventual system in which public broadcasting stations serve a core function but which includes the capacities of multi-channel cable, low-cost audio and video cassettes, the sub-channel capacity of FM stations, further use of the Instructional Television Fixed Service, and other mechanisms as they become feasible. Multiple networks based on satellite technology are not only possible but also likely; experimentation is already underway.

It should be noted also that developments still on the horizon, such as interactive cable systems now in the experimental stage with the support of the National Science Foundation, have great potential for education because they effect a marriage between the technologies of broadcasting and computers.

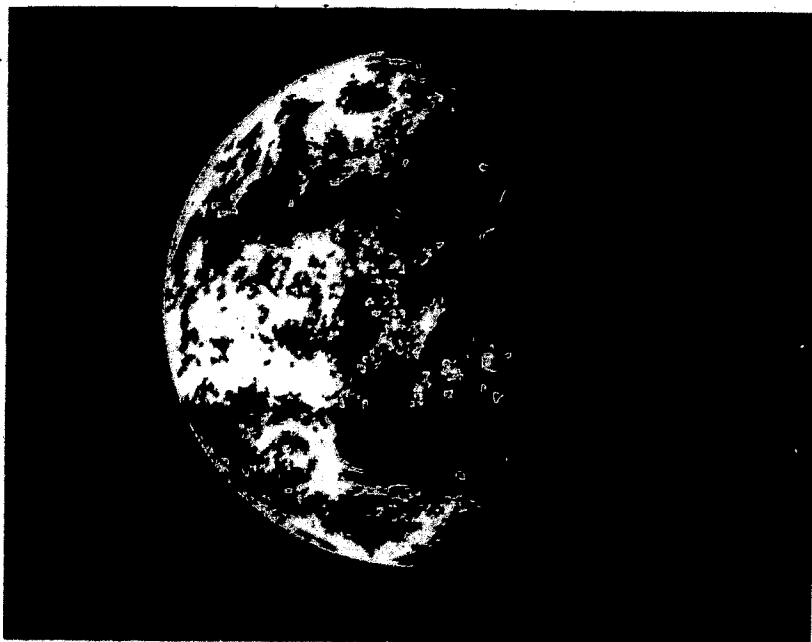
In education, these potentials have important implications at all age levels. Young children, for example, can make use of programs during many more hours of the day than any station can devote to one age level. This is not to say that a given child should be exposed constantly to broadcast programs, but that it would be well to have high-quality programming available on the child's schedule. That problem is much more acute as one attempts to serve students in classrooms; it is much better to start the program when it is needed rather than at a given clock time, no matter how carefully chosen the schedule may be. Many adult education groups could make very effective use of aural and visual media, but the highly technical nature of the material or the smaller size of many potential audiences might make broadcasting unlikely for some.

Therefore, CPB should study, with appropriate agencies, ways in which alternate media distribution systems can be utilized or established where broadcast services are inadequate to meet the needs of programming for education.³⁷

Combinations of media are often desirable. CPB should serve as a catalyst, in concert with the national and regional public networks, to develop delivery systems that assist educational institutions and broadcast stations to offer credit courses more effectively.³⁸ Broadcast components of the courses should be disseminated through the public broadcasting stations, while responsibility for the delivery of non-broadcast course materials should reside with educational institutions.

CPB should seek to broaden its own legislative mandate, if necessary, in order to include non-broadcast media applications such as the Instructional Television Fixed Service, cable, closed-circuit, satellites, video discs, and cassette technology.³⁹ Under that broad recommendation there are six subsidiary ideas:

1. Provide information on new technologies.
2. Experiment with development of cost-effective delivery.
3. Promote development of satellite communications to serve remote areas with limited or no access to public TV and radio.
4. Experiment with utilization of two-way audio-video interaction.
5. Encourage the Federal Communications Commission to expedite adoption of necessary rules regarding equal standards in UHF and VHF tuners in TV receivers.
6. Explore ways in which non-broadcasting components can be activated for the improvement of instruction.



7. **The Corporation for Public Broadcasting should, through its own operations and through support of others' work, assure an effective program of research, evaluation, and demonstration regarding educational applications of public broadcasting and related technologies.**



The need for research, evaluation, and demonstration embraces the evolution of the technology itself, the requirements of students, the design of course material, periodic assessments of current use and effect of instructional broadcasting, and the relationship of broadcast programs to the curriculum.

The previous section (regarding related technology) included a number of recommendations for experiments and demonstrations involving new technologies including cable, satellites, interactive capacity, cassettes and video discs, etc. Those recommendations are equally applicable here.

We face a lack of substantial reliable information on such matters as the extent of current use of broadcast programs; the effectiveness of the program service, attitudes and needs of students, teachers, administrators, and the public, expectations for the future, and similar matters. *Surveys and studies concerning these issues should be conducted cooperatively by the Corporation for Public Broadcasting, the other national public broadcasting agencies, the U. S. Office of Education, and appropriate professional organizations in education.*⁴⁰

*As valuable as research would be in several areas, CPB should also foster demonstrations, particularly in the area of program use, in order to upgrade professional practice.*⁴¹ Another sort of demonstration project should be used simply to provide operational experience and the dissemination of news about that experience, particularly in the development of new technology. The ATS-6 satellite projects, for example, can hardly be said to be profound research, but they are providing invaluable experience.

*CPB should respond to the need for solid research in the design, production, and delivery of broadcast-related courses. A special area of examination should be cost-benefit considerations.*⁴²

Generally speaking, the behavioral research agenda should concentrate on areas which have clear applications for decision-making. There is little need to repeat the endless "Can television teach?" kind of studies, and such studies as

those dealing with perception, distraction, etc. should be cast so as to be useful in the practical world of production and transmission of education materials.

On the other hand, there is need for substantial work on our future technological requirements. Educators have yet to agree on requirements and to work for their application. *The Corporation for Public Broadcasting should have a body of policy, firmly rooted in research, regarding technological standards and requirements.*

8. The Corporation for Public Broadcasting should facilitate the development of new, more flexible patterns of rights clearance.

Basic national public television rights provide that a program may be given four plays within a three-year period. A "play" is defined as an unlimited number of transmissions by a station during a seven-day period, in accordance with the public broadcasting custom of providing repeats of many programs during the broadcast week.

By and large, stations do not have the right to make copies of the programs for further distribution or to authorize others to make such copies. They do not have the right to authorize transmission of the program by cable systems or other means, except as those systems are seen as simple extensions of the station's transmission.

It is well known that educational institutions do in fact make copies of certain programs for further instructional use, just as some make xerox copies of music scores and small publications. Pending passage of a new copyright law, which has been forthcoming for more than a decade, there has been little interest in prosecution. Passage of the law, however, is certain to bring a bumper crop of test cases.

Simply stated, proper educational usage requires that material be available when a teacher or student needs it. Ideally, then, a given program would be available on demand throughout its useful life. As a practical matter, proper program use requires that public broadcasting include the right to record certain programs off the air, the right to cassette and cable distribution, and the right to use this material any number of times during the agreed-upon life of the program.

It is recognized that these rights are not needed for all programs, but they are necessary for all programs produced specifically for education and for certain other programs that have clear instructional applications.

It is not reasonable to expect such rights always to be free, but it is important to establish a rational process for their acquisition at a reasonable cost.

The Corporation should bring together representative groups to resolve problems of clearance of programs and materials.

The problem of rights clearance is of basic importance to education and public broadcasting. At present, the legal problems associated with copyright, royalties, and clearances directly and adversely affect the potential for broader and more productive use of radio and television in education. As in so many other areas, cooperative action is required involving the institutions of public broadcasting, education, creators of broadcast material, and the users of

the material. Once more the Corporation for Public Broadcasting occupies the pivotal position which makes it the natural organization to provide both leadership and a forum for all the parties concerned.

9. The Corporation for Public Broadcasting should encourage the development of the skills of aural/visual literacy and critical listening/viewing.

In urging the appropriate applications of broadcasting in education, particularly in an age when most people get most of their national and world news from television, it is important that we develop a citizenry that is literate—that is, able to understand messages and evaluate them critically—in the broadcast media as well as in print.

The growing importance of electronic media make virtually everyone a frequent consumer of electronic communications, and the development of visual aural literacy becomes a fundamental aspect of consumer education.

At all levels of education the Corporation should work with other concerned organizations to develop programming and other educational material and to encourage classroom sessions, workshops, and informal training opportunities, leading to more perceptive and critical viewing and listening.⁴⁴

Officially or unofficially, every medium has its own grammar and its own style. Messages are formed, transmitted, evaluated, and responded to in ways suited to the medium at hand. Radio and television are pervasive media, used daily for a bewildering variety of messages from the most trivial to the most profound. If radio and television are to be realized fully as instruments for education, and if viewers and listeners are to be literate in these media as in the print media, the need for this kind of literacy must be recognized and acted upon by public broadcasting.

10. The Corporation for Public Broadcasting should recognize and support effective activities for promotion and community outreach in the educational applications of broadcasting.

The areas of promotion and community outreach are as important in education as they are in other aspects of public broadcasting. They include the following objectives:

1. Establish within education and among the general public a favorable climate for the appropriate development and use of public broadcasting.
2. Encourage program use by a maximum number of persons from the audience group for whom the program is intended.
3. Encourage the appropriate instructional application of programs intended for general audiences.
4. Encourage the mechanisms of public feedback to local stations and through them to the Corporation itself.

It should be noted that "promotion" in instructional broadcasting is not limited to institutional or administrative communications. Broadcasting's ed-

educational services should be available to as many persons as possible. Furthermore, the educational potential of public broadcasting is not well understood by the general public, educators, or even by broadcasters themselves. *CPB should mount a continuing national effort to develop understanding and acceptance of instructional broadcasting among educators, broadcasters, students, and the general public.*⁴⁵ Parents of school-age children are a particularly important audience for these "promotional" efforts.

Community outreach—the development of regular two-way communications between the broadcasting station and its various publics—is becoming a professional specialty within public broadcasting. More and more public broadcasting stations and related organizations are recognizing the reciprocal benefits of a genuine continuing exchange involving the station and the elements of its community. The sum of these local exchanges also can become a broad sounding board of service to CPB and other national public broadcasting organizations. Therefore, *the Corporation should encourage and provide financial grants to public radio and television stations for employment of full-time coordinators of community outreach to facilitate and organize regular mechanisms of public feedback to local stations, and through them to the Corporation itself.*⁴⁶

In many ways, the promotion of this specialized aspect of public broadcasting is particularly complex. There are a great many audiences. Some are in Congress and some are in individual rural schools. Each has its own requirements. Information must be available on the field as a whole and also on individual programs and services. *CPB should respond to this problem through the establishment of a clearinghouse and library on public broadcasting and education.*⁴⁷ Such a service need not duplicate other existing information sources, but it should provide a comprehensive focus for a wide range of inquiries. There should be information about specific programs and courses; research data; materials available for use in future courses; effective techniques for using programming in education; in short, the full range of information to encourage the use of broadcasting in education, and to help in making its use effective. The establishment of such a clearinghouse and library, employing and building upon capabilities of existing institutions and organizations, should be undertaken by the Corporation as an early step in its service to education.

11. The Corporation for Public Broadcasting should move at once to act upon these recommendations, initially by conducting a financial analysis, determining a calendar agenda for specific actions, and assigning responsibility for developing funding. The Advisory Council is a willing partner in assisting implementation of the recommendations and seeking solutions to the funding problems.

By means of these recommendations the Advisory Council proposes a broad, realistic program that can be of great benefit to education and to public broadcasting. While many of these activities can be undertaken at once, it is recognized that complete implementation of such a program must take time, and that resources must be found and allocated. ACNO does not consider its job done with

the submission of this report. On the contrary, the Council will continue its role of advice and partnership to help realize the enormous potential of public broadcasting in American education

CONCLUSION

There is no magic wand. To declare "What we need is another 'Sesame Street'" is to miss the point. In considering public broadcasting and education, the real need is for a point of view leading to an ongoing agenda for action. Such a point of view is the substance of these recommendations.

Fundamental to that perspective is the need to improve the basic relationship between broadcasting and education, natural allies with very little rapport. One of the problems has been the lack of a national focus of leadership in public broadcasting with regard to education. The Corporation can and should right that situation.

The work of the Corporation should represent the eclectic, diverse nature of America itself, particularly with regard to its cultural pluralism.

Given these fundamentals, what are the operational elements of success? A strong professional corps. Support for programs and for their effective use. Broadening capacity by applying useful new technology. Looking to the future through research, development, and demonstration. Attacking the tangle of problems in rights clearance. Working to develop an audience that is literate in the electronic media. Assuring that the service is known, that the facts are there, and that audiences are heard as well as served.

Each of these headings carries its own set of specific actions to be undertaken. The individual reports of the task forces include even more. Some of these specifics are complementary to one another, and others represent alternative actions. The important thing is the point of view.

With the completion of this study, the Corporation has before it a multifaceted but cohesive approach to the question of public broadcasting and education. As it considers its response, the Corporation should recognize particularly that neither the problem nor the solution can be considered in discrete fragments. No matter how modest the initial response must be, it should be in the form of a program of actions which recognizes the scope of the long-range task. That long-range task will require more money, and some of it will be needed, not instantly perhaps, but soon.

Then the important thing is to keep going. The Corporation is embarked on important and difficult work. It is a latecomer in a prominent position. It can build on some present success, but it also must clear away a certain amount of wreckage. While wisdom and financing will be very important, this campaign must be won also by the homely virtues of patience and persistence.

It is time to begin.

APPENDICES

Appendix A

Definition of "Instructional"

We differentiate instructional from educational use of broadcasting media this way: Instructional use involves an intentional feedback mechanism or learning environment plus a relationship with an institution which has specific educational objectives. On the other hand, educational use involves institutions which have educational objectives, but is essentially one way use, with the learning environment or feedback mechanism left to chance. Also, it must be recognized that all media have some impact on the receiver, and to this extent are broadly educative in a culture. But for all purposes here, we are concerned primarily with "instructional" and "educational" in the institutional sense described above.

In effect we have three tiers. At the bottom or broadest level we have all media, since all media have cultural educational impact (news programs, the "Boston Pops," and even "All in the Family"). At the second level we have programs having a general educational objective without plans for organized learning situations ("Mr. Rogers' Neighborhood," "French Chef," and National Geographic specials).

The third level includes only those programs specifically designed by educational institutions and which have a feedback mechanism or learning environment built into the design ("Ripples," the new math Program). Some programs come between levels and need to be better analyzed as to where they fit ("Sesame Street" and "Zoom").

Appendix B

Definition of "Adult Education"

The task force has adopted the definition used by the National Center for Educational Statistics, USOE, for its triennial surveys of adult education in the United States. NCES defines adult education participants as "persons beyond compulsory school age, 17 and over, who are not enrolled full-time in a regular school or college program and are engaged in one or more activities of organized instruction."

Note that this covers participants in programs operated by employer organizations, professional associations, labor unions, proprietary schools, hospitals and social organizations. It also includes people who are in credit and noncredit programs.

Footnotes

1. Post-Secondary Formal Task Force, Recommendation 12, page 87; Adult Education Task Force, page 94.
2. Post-Secondary Formal Task Force, Recommendation 6, page 84; Elementary Secondary Task Force, page 72.
3. Post-Secondary Formal Task Force, Recommendation 11, page 86.
4. Elementary Secondary Task Force, pages 67 and 68.
5. A theme of all four task forces. See particularly the Elementary Secondary Task Force, page 67.
6. Elementary Secondary Task Force, page 66; Post-Secondary Formal Task Force, page 84.
7. Elementary Secondary Task Force, pages 67-68.
8. Elementary Secondary Task Force, page 66.
9. Post-Secondary Formal Task Force, Recommendation 8, page 85.
10. Such activities were proposed by all task forces.
11. Early Childhood Task Force, Recommendation 5, page 54.
12. Elementary Secondary Task Force, page 66.
13. Elementary Secondary Task Force, pages 67-68.
14. Elementary Secondary Task Force, page 66.
15. Post-Secondary Formal Task Force, Recommendation 8, page 85.
16. Elementary Secondary Task Force, page 66; Post-Secondary Formal Task Force, Recommendation 8, page 85.
17. Early Childhood Task Force, Recommendation 2, page 54.
18. Post-Secondary Formal Task Force, Recommendation 8, page 85.
19. Early Childhood Task Force, Recommendation 2, page 54.
20. Early Childhood Task Force, Recommendation 1, page 53.
21. Early Childhood Task Force, Recommendation 1, page 4.
22. Elementary Secondary Task Force, pages 67-68.
23. Elementary Secondary Task Force, page 66.
24. Elementary Secondary Task Force, page 70.
25. Post-Secondary Formal Task Force, Recommendation 2, page 82.
26. Post-Secondary Formal Task Force, Recommendation 4, page 81.
27. Post-Secondary Formal Task Force, Recommendation 7, pages 84-87.
28. Adult Education Task Force, Recommendation 1, page 91.
29. Adult Education Task Force, Recommendation 2, page 92.
30. Adult Education Task Force, Recommendation 3, pages 95-96.
31. Ibid.
32. Adult Education Task Force, Recommendation 4, page 96.
33. Adult Education Task Force, Recommendation 5, page 97.
34. Elementary Secondary Task Force, page 66.
35. Ibid.
36. All task forces stressed the need for supplementary materials.
37. All task forces urged the use of nonbroadcast cast technologies in addition to broadcasting.
38. Post-Secondary Formal Task Force, Recommendation 9, page 87.
39. Elementary Secondary Task Force, page 71.
40. Elementary Secondary Task Force, page 71; Post-Secondary Formal Task Force, Recommendation 3, pages 83-84.
41. Elementary Secondary Task Force, page 66.
42. Post-Secondary Formal Task Force, Recommendation 5, pages 81-84.
43. Elementary Secondary Task Force, page 72; Post-Secondary Formal Task Force, Recommendation 9, page 87; Adult Education Task Force, Recommendation 6, page 96.
44. Elementary Secondary Task Force, page 71; Post-Secondary Formal Task Force, Recommendation 10, page 86.
45. Elementary Secondary Task Force, page 74.
46. Early Childhood Task Force, Recommendation 4, page 57.
47. Post-Secondary Formal Task Force, Recommendation 11, page 86.

REPORTS OF THE TASK FORCES

"Public Broadcasting and Education," the report to the Corporation for Public Broadcasting, was built upon the work of four task forces. The members of those task forces were selected by ACNO and CPB early last year, to conduct intensive inquiries and make recommendations in four areas: early childhood education, elementary-secondary and teacher education, post-secondary formal education, and adult education.

While the reports of the four task forces are not, and were not intended to be, part of the final report to CPB, they provide important background to that document. For that reason, the task force reports have been included in this book, along with selected appendices. A list of the members of each task force appears on pages 2 and 3.

Report of the Task Force on Early Childhood Education

Introduction to Early Childhood Task Force Report

The Early Childhood Task Force began its operation in May, 1974, and had meetings as a whole on May 22, July 1-2, September 26-27, November 8-9, December 4-5. The Task Force itself was made up of broadcasters, educators, and users. These members made contacts with many people in special fields and brought to the group a wide range of recommendations.

Three "speakouts" were held, at which representatives from organizations on ACNO, commercial broadcasters, public broadcasters, educators and parents presented their views on children's programming. One speakout was held in Chicago, one in Los Angeles, and one in Washington, D.C.

The Convention of the National Association for the Education of Young Children, November 23-26, hosted a speakout where many professional and paraprofessionals from the field of Early Childhood Education had an opportunity to present their views.

At the Denver Task Force meeting, held September 26-27, presentations were made by Margaret McFarland and Barry Head from Family Communications, Inc., Pittsburgh, and Ed Palmer from the Children's Television Workshop, New York City.

At the Washington Task Force meeting held November 8-9, the follow-

ing advisors attended: Howard Spergel, Eastern Educational Network, and Rhea Sikes, Director of Educative Services, Public Broadcasting Service.

Another approach to gathering information from parents was a questionnaire circulated through the National Association for the Education of Young Children and the Association for Childhood Education International. The data gathered by this instrument was invaluable to the Task Force.

Several Task Force members attended the NAEB meeting in May, and again in November in Las Vegas, Nevada. At the May meeting Father Fiore, Chairperson, gave a progress report of the work of the Task Force.

At the December meeting held in Columbia, Maryland, the report was written. From the outset a concerted effort was made by the Early Childhood Task Force to involve many organizations and people from the fields of education and broadcasting, as well as parents from a wide spectrum of geographical and economic backgrounds.

Summary Listing of Recommendations

1. The Corporation for Public Broadcasting should encourage the development and adequate funding of programs which will be helpful to parents of young children.
2. The Corporation for Public Broadcasting should encourage the de-

velopment and funding of programs which feature both the cognitive and affective dimensions of human growth and development in young children.

3. The Corporation for Public Broadcasting should encourage the principle of diversity in the development of program material, patterns of scheduling which recognize that early childhood covers a wide span of years, a wide diversity of needs and interests, and a wide expanse of developmental areas, physical, emotional, social and intellectual.

4. The Corporation for Public Broadcasting should provide funds to publicize and promote children's broadcasting.

5. The Corporation for Public Broadcasting should encourage and provide financial grants to public radio and television stations for employment of a staff member to keep the station and CPB tuned into the public's reaction.

6. The Corporation for Public Broadcasting should support and facilitate the implementation of delivery system models for early childhood education which incorporate both broadcast and non-broadcast elements.

7. The Corporation for Public Broadcasting should establish fellowships for experienced broadcast personnel.

Trends in Early Childhood Education Introduction

Some of the trends in our society, identified below, have a direct impact on the lives of young children and, as such, make new demands for services to these children and their families.

1. The national trend toward changing family structures and life styles has had considerable impact on child care patterns in this country. More mothers are joining the work force; single persons, necessarily employed, are raising children; adoptions are being made by the unmarried, including men. Under such circumstances, the demand for diverse child care facilities has grown.

To meet these needs child care facilities and services range from infancy through childhood for increasing numbers of children. Moreover, centers must operate on a twelve month basis.

Early care allows early detection and remedy of developmental problems, such as visual, hearing and learning malfunctions.

2. One emerging emphasis in education is based upon a recognition of the child's ability for individual initiative in learning. Implicit in this thrust is a trust in the individual's ability, with direction, to pace his own learning and to choose among options for learning. The names given to this trend may be Open Education, the ungraded classroom or a host of others which may or may not describe the processes in which the child is involved. However, basic to each model or format is the teacher's understanding of the stages of child development, of the teacher's ability to recognize and respond to these, and the presence of supportive personnel and materials which help the teacher to facilitate the child's progress. There is built-in flexibility for teachers and children to grow within the educational setting.

3. Along with the increased number of child care centers, new patterns of sponsorship and control are emerging. There are growing numbers of centers supported by governmental agencies, by parent cooperatives, by industries, by unions, and even by private business. Any child care facility and program must safeguard the health and support the developmental needs of children. It is crucial, therefore, that good standards be maintained and that systematic evaluation be employed for this purpose.

4. There is a movement to hold teachers more accountable for their work. Preschool teachers will be able to demonstrate certain qualifications in instructing young children, and they now expect a continual assessment of their effectiveness.

Obviously there is some danger in such accountability. Teachers under pressure to teach a predetermined set of skills to all children will, in turn, demand performances from their students for which all may not then be capable or ready.

5. Early childhood education, as education at other levels, has become more sensitive to the truth that

America's schools and educators provide a meeting place for such a national conversation. This conversation is fundamental to the future of our nation and to the quality of its tax and ethical environment.

The new approach to early childhood is an awareness of the value of positive self-identity and attempts to help. Research has shown that optimum learning and development of a child occur unless the young child has developed a pride in himself, his family, and ethnic or racial group, his own life.

There is increasing concern about educating young adults to become good parents. Child care centers and community centers offer the perfect industry for this activity, but these young people must be taught skills as well as providing the resources for development and child rearing and the guiding hands of child experience. This is the next big thing in trying to build a future. This trend has been recognized by the National Child Development Institute, which gave financial support to various initiatives for early childhood.

The topic of childhood is being re-examined and the knowledge that the young child grows strong and healthy as he develops into the primary school experience. Attention has been paid to the child as a developmental individual who learns to cope with the important demands of an expanding future.

A current trend in early childhood education is to give the young child a sense of responsibility for his own needs, interests, and abilities, and which are contrary to the traditional tendency to teach him and manipulate him, without the respect, care, and attention of the child's own growth and development in the background of his needs.

There is a new focus on the development of the young child's own sense of responsibility and competence, which supports the child's own growth and development in the background of his needs.

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Conclusion

A national study of the early childhood education is the growing realization of its value for compliance. It is a start to the future, awakened a sense to a potential that had been overlooked. This decade is setting the nation into a new direction, and the future will reveal the challenges and opportunities now present for public developmental care and quality education for youngsters from birth to eight years among a wide variety of methods and programs. Particular attention should be given to the existing level of education.

Selected references

- 1. *Child Development*, 41, 2, 1970, pp. 1-10.
- 2. *Contemporary Influences on Early Childhood Education*, 1970, pp. 1-10.
- 3. *Developmental Psychology*, 1970, pp. 1-10.
- 4. *Early Childhood Education*, 1970, pp. 1-10.
- 5. *Understanding the Young Child and His Curriculum*, 1970, pp. 1-10.
- 6. *The Psychologist in Action*, 1970, pp. 1-10.
- 7. *The Nursery School*, 1970, pp. 1-10.
- 8. *Early Childhood Education*, 1970, pp. 1-10.

Basic Assumptions of the Early Childhood Education Task Force Recommendations

The early childhood education task force recommendations are based on the following assumptions: (1) The young child is a developing individual who grows strong and healthy as he develops into the primary school experience. (2) Attention has been paid to the child as a developmental individual who learns to cope with the important demands of an expanding future. (3) A current trend in early childhood education is to give the young child a sense of responsibility for his own needs, interests, and abilities, and which are contrary to the traditional tendency to teach him and manipulate him, without the respect, care, and attention of the child's own growth and development in the background of his needs. (4) There is a new focus on the development of the young child's own sense of responsibility and competence, which supports the child's own growth and development in the background of his needs.

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To appreciate the recommendations which follow, one should first of all attempt to place oneself at the same vantage point from which the Task Force saw the task. Otherwise, the possibility of certain recommendations and the absence of others might seem curious. The more one allows himself explanation of one's basic assumptions, the reader might begin to see some of the interconnections and indeed interdependence regarding the recommendations.

There are interdependencies in this case also determined another facet of the report. At its final meeting the Task Force decided not to rank or place priorities among its recommendations. In fact, it became apparent that there were several possible modes of ordering or priorities implied in these recommendations in terms of programming content. For example, the recommendation dealing with parenting for early childhood sets priorities paramount; however, in terms of implementation, the several transmission methods of communication, Outreach, and adaptive and alternate or better, supplementary modes of delivery systems come to the fore.

What motivated the Task Force then, to narrow so many recommendations to a narrow band numbering almost thirty in their order? What priorities did our educators, broadcasters, and parents have in mind after the inter-consultations, discussions, and expert testimony, the meetings, and private consultations, and forums that we staged for the Report? They come down to the following:

Early Childhood is best described in terms of the total network of individuals, agencies, and parents and what interconnects and interacts to support the development of the individual child. The network is dynamic and changes that place it upon a month-to-month, year-to-year, and multi-generational basis. It includes parents, not teachers, and the children themselves. As a result, and as a result, each affects

Each way that the child is affected by formal education or others are not of primary and central importance, as is the case with education. As we

know, the child moves in a multi-dimensional orbit so that much of most early childhood education takes place outside formal classroom situations. In Day Care and Head Start Centers, nurseries, and most obviously the home. Children of course, teach and learn from each other in the most abundant, naturally effective and enjoyable method which adults call play.

The Task Force sees the role of public broadcasting precisely as tapping into this expansive and amorphous network at its best drawing upon the natural potential of learners and users (children) and also putting back into the network equation its best techniques and expertise to aid and not interfere with either the network or the natural processes of learning.

Readers of this Report should see all of the Task Force's recommendations within the context of these networks at both national and local levels -- but especially the latter, for education is most effective and adequate when most personal. Broadcasting's role is not to supplant or disrupt networks of early childhood educators, children, parents, teachers, etc. -- but to help these do their respective tasks better.

In a technologically age, the Task Force feels, it is easy to lose sight of the fact that education during early childhood as at every level is essentially an active not passive process. In a real sense, children teach themselves, all others in the network are inevitably, either facilitator or detractor from this process. Learning takes place even before the child is born and more obviously than both learning is best when it is enjoyable, and the situation of play is the most multi-dimensional social educational situation.

In this network of early childhood education, the role of the Community Outreach Coordinator of Recommendation #5, and of Early Childhood Broadcast Intents of Recommendation #6, take on added importance for these are, finally, the points of connection between public broadcasting and the other members of the Early Childhood Education network. On the other hand, as the dimensions of the

United States, delinquency, abandonment and child abuse rates, become more glaringly apparent, it is clearer than ever that parenting does not of itself confer ability for child rearing. Hence the Task Force's first recommendation to educate parents in their roles as parents.

Because the child's attitudes about himself and significant others in his life materially affect his *desire* and *ability* to learn, just as it colors what he learns, the Task Force has stressed the importance of the affective element of Early Childhood education, precisely as it is communicated in and along with the cognitive element of. Recommendation #2.

Finally, the Task Force sees as basic the notion of diversity in Early Childhood Education broadcasting. So much depends on local broadcasters and their budgets and their priorities in tailoring public broadcasting to specific local constituencies, including young children. What meets the needs of one locale may be superfluous to another. What is broadcast at one time may be inconvenient or useless in terms of scheduling to parents in the home, or teachers in the schools and nurseries. Certainly broadcasting is the prime delivery system for now, the Task Force recognizes the enormous legal and developmental task in even considering supplemental models for educational delivery systems, such as use of materials developed for use via cable and HHS systems, film printed media, and on video cassette and discs. There are problems of rights and clearances and we recognize under current limitations such alternate or supplemental delivery systems fall outside the purview of the Corporation for Public Broadcasting.

But if the role of the Task Force, as of the others, is really to be useful to public broadcasting institutions, what is sought not to be superimposed on what could be, or better, what should be. Our task has been to advise the Corporation for Public Broadcasting as now constituted and we have done that. Now in a larger sense as constituents representative of the public, we have a larger responsibility, at

once to the public and therefore to the Corporation for Public Broadcasting as well, to see what first of all is *needed* by the public. And then, where there is good will and know-how, perhaps those if possible can do what must be done, regardless of present limitations, to meet these needs.

Early Childhood Education RECOMMENDATIONS

RECOMMENDATION #1. The Corporation for Public Broadcasting Should Encourage the Development and Adequate Funding of Programs Which Will Be Helpful to Parents of Young Children in Their Parenting Roles.

Since the home is the child's first classroom, parents are the first, privileged and most important teachers that children will ever have. However, due to the changing nature of the American family, a growing number of parents, including teenagers, must face the major task of child rearing without the assistance and example of their own parents, grandparents, other relatives and neighbors. Even in cases where community services exist which would aid them in child rearing, economic circumstances and problems of transportation often prevent parents from availing themselves of this help. Thus a need exists for services which are readily accessible to parents, and which aid them in the development of child rearing skills and the understanding of child growth and development.

Public broadcasting can meet this need through programming which is specific to the child rearing process. Areas such as the physical, emotional, social and intellectual development of the child should be stressed. However, emphasis should also be given to the ways in which the interaction between parent and child promotes the development of trust, self-assurance and other self-affirming characteristics in children.

In order to be effective, programming must go beyond the level of merely transmitting information. It should be designed that the parent has the opportunity to assimilate and

lead to the information that is presented and in doing so realize qualitative changes in judgment related to parenting.

A first step would be for the Corporation for Public Broadcasting to invite a broad spectrum of interested professional and non-professional public involvement at the local and national levels. Among the professionals there would be your workers, public health workers, child development specialists, psychologists, and broadcasters. They would aid in establishing criteria for programming for parenting and with material and technical assistance provided by programmers, they would modify concepts and reinforce appropriate changes in parents' attitudes and behaviors. They would also interpret to programmers on the local and national levels information about parental growth and change and further concerns for additional or different programming. Thus, the parent becomes not only the recipient of broadcast services, but also an active partner in the parenting of each child.

Building on the proposed programming should help provide for the Corporation for Public Broadcasting to cooperate with public health workers, health care workers, child development specialists, and local radio.

It is essential that the child development and parenting materials be available to all parents in the community. To facilitate this, the Corporation should make it possible for the local television and radio stations, with local staff, and program supervisors to make the local public reception of the program available to all parents in the community.

It is also essential that the program be available to parents in the community who work with the program and who are willing

RECOMMENDATION #2: The Corporation for Public Broadcasting Should Encourage the Development and Adequate Funding of Programs Which Feature Both the Cognitive and Affective Dimension of Human Growth and Development in Young Children

and receive them. There has been an over-emphasis on children's broadcasting on the development of cognitive skills, whether in form of separate time slots, research, and evaluation of the quality of programming. Such emphasis can be detrimental to integrated growth and development because it ignores other aspects of the child's development. Children's programming must be designed to facilitate integration of intellectual knowledge of subject matter with an awareness of self, knowledge, sensitivity, and interpersonal sensitivity. In attempting to meet this goal, the Corporation for Public Broadcasting is asked to encourage and assess the applicability and effectiveness of various media and various methods within each medium.

The Task Force on Early Childhood Education recognizes that cognitive development is more easily measured than affective development. New and equally essential objectives seem to be developing objectives dealing with self-awareness, happiness, creativity, fulfillment which have human and personal growth as their criteria.

Another aspect of concern in the above areas is that the Corporation for Public Broadcasting provide a program which contains both multicultural and multi-national experiences. This program would contribute to the development of the extension of the child's world view beyond the bounds of family and neighborhood, thus supporting the child's response to organized cultural experiences and institutions in the region.

RECOMMENDATION #3: The Corporation for Public Broadcasting Should Encourage the Principle of Diversity in the Development of Program Material in Patterns of Scheduling Which Recognize that "Early Childhood" Covers a Wide Span of Years, a Wide Diversity of Needs and Interests, and a Wide Expanse of Developmental Areas—Physical, Emotional, Social and Intellectual

It is suggested that the Corporation for Public Broadcasting programs recognize the developmental needs of the young child that serve the needs of

specificities that serve needs or preferences of children for a variety of formats and treatments that serve special ethnic needs and interests.

Scheduling is on the purview of local stations, but Corporation for Public Broadcasting should encourage schedulers to remain continually aware that Saturday mornings and summertime are times when young children watch more television that summertime is a logical time to present programs for simultaneous viewing by both parents and children that school vacations provide another opportunity for special programming.

RECOMMENDATION #4 The Corporation for Public Broadcasting Should Provide Funds to Publicize and Promote Children's Broadcasting by Whatever Means are Best Suited to Reach Both General and Target Audiences

Optimum use is not made of public broadcasting at this time by the public Programs and Series of programs of the broad quality with the highest educational and instructional goals may be developed, but unless they are seen and heard by the youngsters for whom they were developed they are similar to a wonderful gift which has never been opened. Resources to public broadcasting should be tracked, examined and utilized. The Task Force feels that some of the reasons for the lack of audience awareness of existing broadcasting materials are:

- lack of proper publicity
- lack of advance planning
- lack of promotional programs for the materials
- lack of a systematic publicizing
- lack of systems of materials

A young child's attention is held and desire for stimulation is known. A young child's intense delight and interest in television and radio is known. Outstanding programs for the young child have often been produced for school and home without apparent audience awareness. Why?

The reason that parents and young children are not aware of many of the programs written for them is that **Sesame Street** and **Mister Rogers'**

Neighborhood, simply because of the cost of promotion and publicity.

This is an area where the Corporation for Public Broadcasting might encourage funding participation from the business community. A few new programs such as **Villa Alegre**, have received outstanding help from Exxon which has paid for advertisements in national magazines. Xerox paid for a half-hour promotional air commercial TV for **Sesame Street**.

Following is a suggested approach to a national promotion campaign. All of these steps are necessary to an effective national campaign in the general area of children's broadcasting, however, we recognize that certain elements could be selected for use in the promotion of individual series. Of course, the strength of any national campaign is based upon sufficient support at the local level.

1. Round Robins. These would be a series of local meetings attended by several local television and public information personnel. Each group must learn the techniques, processes and concepts of the other.

2. Materials. Promos. These would be a series of slick promotional spots produced for use on commercial and PBS stations to promote programs and public television generally.

Part A series of ads would be designed for use in national magazines. These would be designed to increase awareness of the specific programs and public television generally. A brochure on public television would be developed.

How can I take suggestions for important national programs or how to write press releases, ideas on where to place them, follow up ideas, cost points or index mat. for local ads.

3. National Promotional Program. This would be a slick production with the goal of giving the public a general idea of the kind of production now being broadcast or in growing at traditional and how much their support is needed.

4. Evaluation. The Task Force Committee and Corporation for Public Broadcasting staff should conduct regu-

lar evaluation on the process and techniques of promotion.

It should be emphasized that production and broadcast of a national program is only one component of a total national campaign.

Most of the publicity and promotion of programs directed to young children must be done by local stations with the help of their Community Outreach groups (cf. Recommendation #5). A percentage of funds might be allocated by the Corporation for Public Broadcasting to local stations to be earmarked for promotion and publicity. The importance of local cooperation with community groups is important in distributing information via public and private or parochial schools, PTA, and various target group organizations. Distribution of publicity and request for feedback from parents might also be done in supermarkets, and similar retail outlets.

It is also recommended that a TV Guide for Children be instituted.

RECOMMENDATION #5: The Corporation for Public Broadcasting Should Encourage and Should Provide Financial Grants to Public Radio and Television Stations for Employment of Full-Time Coordinators of Community Outreach to Organize and Facilitate Regular Mechanisms of Public Feedback to Local Stations, and Through Them to the Corporation Itself.

The backbone of this mechanism of local national feedback would be local station coordinated community outreach groups. Where a given locale has both a public radio and a public television station, encourage community outreach groups with joint radio-TV coordination which would serve both local stations.

The Corporation for Public Broadcasting should encourage the development of local community outreach groups as a matter of priority with funding to local stations to provide full time coordination for these essentially volunteer groups.

Community outreach groups would be guided by station coordinators in identifying and specifying local needs and suggestions for local and national

public broadcasting.

The Community Outreach Coordinator would be responsible for organizing efforts to mobilize the participation of community groups and target audiences in specific programming projects.

The Corporation for Public Broadcasting, through surveys of these groups and coordinators, should evaluate data received from them and make them available to public broadcasters. The Community Outreach Committee of ACNQ should regularly assist the Corporation for Public Broadcasting in evaluation of material and suggestions received from local community outreach groups.

Ascertainment-feedback mechanisms must be regarded by CPB, PBS, NPR, and local stations as an obligation incumbent upon public broadcasting by its very nature.

Finally, as regards specifically evaluative feedback and research mechanisms pertaining to Early Childhood Education, the Corporation for Public Broadcasting's Department of Research and Development should work closely with national and local community outreach groups to ascertain effectiveness of specific educational programs produced and broadcast by public radio and television.

RECOMMENDATION #6: The Corporation for Public Broadcasting Should Support and Facilitate the Implementation of Delivery System Models for Early Childhood Education Which Incorporate Both Broadcast and Non-Broadcast Elements to Meet Needs and Special Conditions of Educating Young Children.

The early childhood constituency is unique: it includes not only youngsters from birth to about eight years of age but also late adolescents and adults (generally young) who are prospective or actual parents of young children.

It is also unique in that both the children and the related adults receive their education in a wide variety of settings. Most of the children are at home; some are in group care, while others are in organized school situations.

The prospective actual parents are in school, at home, and in the labor force.

Parents may share their mothering fathering tasks with older siblings, with untrained neighbors, with paraprofessionals, or with highly trained professionals. In the main, they are part of the changing scene with its mobile life style, its rootlessness, and its fragmentation in terms of large family constellations. The early childhood constituency shares with all the population diversified life space and styles, urban, suburban, rural, isolated, congested, as well as a whole spectrum of cultural and economic conditions.

In the early years, most children are not in regular attendance in formal school settings. They can, to a significant degree, be served educationally by the media of public television and radio. However, current patterns of scheduling broadcasts for young children are inadequate. **Recommendation #3:** Public television stations have only a certain number of hours available to serve all the public. Young children can use programs any time from 6:00 a.m. to 7:00 p.m., a 13-hour span of child care hours which Public Broadcasting Service stations cannot supply.

Therefore, it is desirable to have alternate delivery systems so that program access and use can be controlled by adults in charge of young children.

Such systems are crucial to the crucial factors of timing, repetition, and, if an appropriate time of day, the mere passive act of watching television in favor of child activities, all on the interest of supporting the natural, effective learning patterns of young children.

The state of the art of such systems is rather primitive, and it is not clear how far it can be pushed. The technologies are expensive, and the possibilities of the W. Thompson report and the directly related literature suggest the special needs for greater access to the early childhood television medium. It is reported that here:

special attention has been given

called to the importance of experimental techniques for transmitting the audio portion of television in such a way that additional audio channels can be transmitted to provide bilingual TV sound channels. This particular feature would serve one of the high priority goals in early childhood, that of a multi-cultural approach in a mainstream context of national programming.

Another development, interactive cable, also points to a very useful system, particularly in programs for parents and others who are responsible for the education and development of young children. In such a system they would be able to gain important information about available resources and services in community health, social, educational, for their children; information that is region-specific and therefore highly functional.

A second point in this recommendation refers to supplementing materials. Broadcasting alone can provide stimulation for young children for their own learning, but the nature of the young child's learning process requires more than stimulation as provided by broadcast TV and radio; it requires that he actively use concrete materials and personal events to re-experience to recall, to respond, to recreate.

It is therefore desirable to develop a delivery system which can provide broadcast related reference materials, such as pictures, audio tapes, records, books, manipulative materials, games, etc. Purchase and library type arrangements, both mobile and fixed, could well be part of the system.

Contractual arrangements could be made with media production units, with national educational laboratories, and with commercial producers of public, nonprofit, cooperative, and municipal enterprises for production and marketing of these reference materials.

The Corporation for Public Broadcasting should develop guidelines for such contractual arrangements which take into account quality control, appropriate and reasonable accountability.

RECOMMENDATION #7. The Corporation for Public Broadcasting Should Establish Fellowships for Experienced Broadcast Personnel

The pressure of time in the Early Childhood area permits little opportunity for personnel in the broadcasting profession to be aware in depth of the many needs and complexities of early childhood education.

Fellowships for producers, directors, public information workers and other station personnel would enable them to recognize and more easily define the needs of the early childhood education, how broadcasting can help meet these needs, and how broadcasting can be instrumental in solving prob-

lems or meeting needs.

If a broadcaster spends a reasonable length of time delving into preschool care, day care centers, Head Start programs, the problems with which parents of young children must cope, he would return to his work with first-hand information that would result in more purposeful and useful communications.

Further, there will be reciprocal benefits for the teacher and those with whom he works in the Early Childhood Education field.

The Corporation for Public Broadcasting should set aside money for this purpose and also consider funding these fellowships in conjunction with special interest groups and foundations

Appendix: Clustering of Recommendations Concerning Affective Development

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It is clear there has been an emphasis on centralization upon the development of cognitive, intellectual and knowing skills both in terms of exposure time as well as with regard to the research and evaluation of the quality of programming. Such emphasis can be detrimental to integrated growth and development of children that requires attention to, indeed, ignores the child's affective, emotional, feeling, creativity, being, side which must be inexorably linked to the learning of cognitive skills. The goal in this regard must be to integrate intellectual knowledge, skills, and talent together with affective, creative, and experiential components in attempting to reach the goal of the Corporation for Public Broadcasting: to provide to our age and generation the applicability and effectiveness of our media and various methods with which we live. Additionally, the Corporation is expected to provide a range of children with both intellectual and multi-modal experiences that would contribute substantially to the expansion of their moral compass to beyond the bounds of family and neighbor-

hood thus supplementing the inadequacies of organized educational efforts and institutions in this regard.

The originators of Sesame Street programs the following: We did not expect each child to play the violin or to become an architect or a poet, these things being particular goals defined by the individual child's aptitudes, interests, and experiences but we assumed that all children would learn to read and to write. In contradiction, we maintain that education should be viewed as a process of actual living and not merely a preparation for future living. Each child and each person must learn how to be his own artist, his own musician, his own scientist, his own poet, his own historian, his own navigator. Parents and teachers assist in this growth and development by equipping the child with deeper, more gripping and subtler ways of knowing the world and himself. To foster this new creativity we must place things, actions, and experiences, accomplishments, tasks etc. in new perspectives. Thus we can continuously encourage the search for identity through engaging the child in drama, as this was impressive, his art and technology of seeking creative answers to the questions: who am I, where did I belong, where am I going, where did I come from, and of what am I capable. To the degree that one is able to approach learning as a task of dis-

covering something rather than "learning about it," to that degree the child will tend to work with the autonomy of self-reward, or, more properly, he will be rewarded by discovery itself.

The Task Force on Early Childhood Education maintains that, to date, achievement motivation as portrayed on both the public and commercial media has been more highly regarded than affiliative motivation, since the former is seen to be more productive and to afford greater control over the environment. But new and equally essential goals seem to be personal, interpersonal and humanistic, with happiness, creativity, fulfillment, expansion and personal growth as their landmarks. In order to achieve these goals, children must be assisted in developing competencies and coping skills which are not only mechanical and instrumental, but also interpersonal. Many of our truly consummate affective experiences involve non-awareness of self. Therefore, we do not recommend that the child's emotions or feelings themselves be the subject matter of the learning situation. Affective education is not and cannot be an end in itself. In life, feelings are inextricably and complexly embedded in reflection, motivation, problem solving, action and behavior. The emotions emerge incidentally but essentially. We believe, therefore, that shifting attention to include as many forms of creative art-work as possible, with no explicit mention of feeling, but with attention to the processes of making, shaping and re-shaping would do more for children than any amount of sitting in a circle saying nice things about each other.

The making of art, be it a poem, sculpture, music or the child's experience of art as reader, perceiver or member of an audience involves a complex and implicit confluence of mind, heart, and hand; attention is not directed to the life of the ego, to the fluctuating play of feelings, but rather to something which is simultaneously outside and inside the self. It is a process which involves a willingness to detach oneself from the obvious through a detachment of commitment. We do not merely have the self and the feelings of self. What sus-

tains us and what can sustain children is "out there" in the world, in abundance. We lose it, we waste it, if we insist on a self-conscious immediacy and subjectivity. There is a world to be known, there are others to be known. The world and the others will challenge, provoke, irritate and abrade against the self. This is how we are enlarged and educated, fulfilled and we grow, a process that begins at the earliest instances in life; a process that views life as a journey not a destination.

Motivation, whether towards achievement or affiliation, is recognized as being socially determined to a great extent. The Corporation for Public Broadcasting can serve society by programming that nurtures and develops children's natural desire to excel; by encouraging perseverance in the face of obstacles whether intellectual or emotional, and by initiating a zest and zeal in the exercise and development of the natural gifts, abilities and talents of preschool children. It is our belief that happiness is not a state in which all one's wishes are satisfied and all one's hopes fulfilled, but rather is the result of a satisfaction, confidence and assurance that one is striving toward purposeful goals. This is what makes achievement possible and communication and affiliative behavior real.

In its attempts to encourage multicultural and multinational understanding and interaction the Corporation must encourage programming which will provide reference points for analysis of the deepest issues of our time by making connections between variables that seem at first sight unrelated, to allow the child to trust in his (her) intuition. In this sense an element of visionary imagination can serve as a template against which children may play out their own feelings and in so doing gain more profound insight into the personal social contexts from which such feelings derive. It is important to emphasize our belief, however, that such moral education will be effective only if the models portrayed engage in moral actions and that in such actions, demonstrate that sound reasoning is essential to the moral life.

The affective dimension of growth and life must also include more exposure for the participative arts and humanities. This Task Force believes that a generous and lively exchange in the liberal and performing arts can give us the hope that if we understand each other so warmly and naturally in these areas, we may one day be able to compose political, economic, racial, ethnic, religious and philosophical differences. In general, we believe that the intellectual and moral climate of our times is agreeable to the proposition that man does not live by bread alone. And it is precisely this interchange in the humanities (the creative and performing arts) that is and should be the business of man. Together with those behaviors termed prosocial (i.e., generosity, kindness, sympathy, altruism, empathy and helping as well as moral behavior which is often understood as including prosocial behaviors), the arts—probably in direct ratio as to how creative and active they are—are the preservers and purveyors of those values which define humanity (and for some define divinity).

It is our considered opinion that art may prove to be as much an attitude as an aptitude, and more a point of view than a product. In recommending this need for emphasis on the participative arts and humanities we maintain that: a) art is a most pervasive, persistent and powerful affirmation of the life-force in man; b) science has been able to provide knowledge of matter but not of essence or being—therefore, matters of value, which heretofore have been ignored because they were not measurable, may still have something to say concerning the nature of reality, and c) art is an attempt to communicate, to establish contact, to find kinship even across centuries and oceans. In accomplishing this aim, we need to cultivate the creation of a spirit of inquiry and aesthetic interest while preserving the natural intensity of all modes of perception and sensation.

Knowledge of self (identity), prosocial behavior, humanities, the participative arts and interpersonal skills must be communicated in a multinational and multicultural framework

and context. We maintain that the roots of culture are in the events and experiences of one's own life and the culture itself is a name for the body of ideas, experiences and customs to which the members of a given community adapt themselves (i.e., the things they accept as valid and according to which they live their lives). The Corporation should encourage and support more exposure, both visual and auditory, to modal descriptions of various cultures, highlighting their rituals, functions, toles, dress, customs, gestures, communication patterns, reference groups and appropriate artifacts. The overall thrust of such education should be not only to highlight differences and uniqueness, but also emphasize cultural compatibilities and commonalities, or how cultures co-exist, accommodate and blend.

In making such a recommendation the committee relied on the Arts and Humanities Act of 1965 for the following definitions:

1. **Humanities** consist of modern and classic language, linguistics, literature, history, criticism, theory and practice of the arts and those aspects of the social sciences which have humanistic content and employ humanistic methods.

2. **Arts** consist of instrumental and vocal music, dance, drama, folk art, creative writing, architecture and allied fields, painting, sculpture, photography, graphic and craft arts, industrial design, costume and fashion design, motion pictures, television, radio, tape and sound recording, and the arts related to the preservation, performance, execution and exhibition of such major art forms.

In proposing this recommendation for the Corporation to encourage more attention to the emotional or affective component of life we fully realize the major difficulties involved and are reminded of Meno's question to Socrates concerning the nature of virtue which is in some ways the basic question regarding values: "Can you tell me, Socrates, whether virtue is acquired by teaching or by practice, or if neither by

teaching nor practice, then whether it comes to man by nature or in what other way? We affirm that values, at least in development, practical behavior, and in the social relations of men, are

acquired, interest for and inquiry into the participative arts and human ties result from both learning and practice and comes to man by nature and is nurtured by culture.

7

Report of the Task Force on Elementary-Secondary and Teacher Education

Introduction

This Task Force was asked to make recommendations regarding the role of the Corporation for Public Broadcasting in elementary, secondary, and teacher education. In this process, we have considered the interrelationships of three entities: education in America, non-commercial radio and television, and related technologies, and the Corporation for Public Broadcasting.

The Task Force comprises 14 members, representing widely divergent national constituencies inside and outside the education profession. In order to gather valid data as a basis for the recommendations that follow in this report, the Task Force employed a variety of procedures to tap grass roots thinking of responsible citizens, young and old throughout the country who represent national organizations related directly or indirectly to education. These included teachers, principals, administrators, students, supervisors, parents, board members, representatives of youth groups, members of women's and ethnic organizations, teacher educators, instructional technology specialists, and public broadcasters. The Task Force also consulted individuals outside of education in fields such as labor, health, business, and industry, government, and commercial broadcasting. For details of procedures, see Appendix.

The Task Force has been encouraged by the perceptive opinions and substantive suggestions of these individuals and groups—opinions and suggestions from which our recommendations have been developed. The amount of data has confronted the Task Force with difficult decisions on priorities, for many of the suggestions are for actions that relate to each other in a total scheme of interdependent components.

Because of the broad sweep of the data-gathering process, large segments of the educational community are aware of the study and its purposes. Many respondents expressed the desire to read the report on its completion. Hopefully, they will serve as a base of support as the recommendations are implemented.

In conducting the study, the Task Force members were acutely aware of the enormous needs of citizens of all ages to keep pace with, or at least cope with, the rapid, almost revolutionary changes in life-styles in today's society and the avalanche of new knowledge that affects us all. The challenge to education is immediate; the needs are many and complex, presenting the Task Force with awesome parameters for its study.

How can applications of instructional media and new developments in technology enhance, enrich,

and improve education? What are the important elements in their effective use in the learning process? How can instructional media serve well the different needs and aspirations among those seeking education—people with a variety of social, economic, ethnic, and geographic backgrounds? And what can instructional media do best in the field of education?

These are some of the questions the Task Force pursued.

The Task Force gathered data through 17 mini-conferences, held during conventions of national organizations; a meeting with 18 national education organizations and representatives from public and nonpublic schools; three meetings with major national groups representing women, youth, and ethnic minorities; the written responses of 25 practitioners in the field of instructional broadcasting (100 had been invited to make suggestions); three scholarly papers dealing in depth with trends in elementary education, secondary education, and teacher education; a survey of 500 teachers by an opinionnaire; a meeting with 24 student leaders from 10 high schools which use instructional media; and countless interviews with leaders in education and public broadcasting (See Appendix for these reports.)

After careful analysis of the various data, the Task Force compiled its recommendations under nine categories. Although the categories have been listed in priority order, they are closely interrelated.

1. Imperative Need for Education-Broadcasting Partnerships
2. Cultural Diversity: An Educational Challenge for Public Broadcasting
3. The Improvement of Utilization Practices
4. Teacher Education
5. Instructional Programming
6. Decision-Oriented Research
7. Rights and Clearances
8. New Technological Developments
9. Promotion and Awareness

The Task Force listed specific recommendations under each category which appear in priority order and

which represent options for action to CPB. We were reluctant, however, to designate these priorities because we believe that all our recommendations are important and interrelated in the overall matrix of instructional broadcasting. We were faced with the dilemma of one who is asked, "What part of an automobile is more important—the distributor or the carburetor?"

Rationale for the Recommendations

The Task Force's investigation and analysis have been complicated. They have included an attempt to understand the problems of our educational system, an examination of the structure and function of public broadcasting and the rapid changes in related technologies, and a sober look at financial and political realities.

We did not limit ourselves to broadcast radio and television.¹ Any serious consideration of improving education through radio and television must acknowledge *nonbroadcast* as well as broadcast technologies.

As we gathered information another fundamental finding quickly became apparent. Most of our recommendations relate to this simple fact: There is a chasm between public broadcasting and the educational establishment—in activities, in personnel, and even in objectives.

This gap is an obvious cause of the stunted growth of what is now known as "instructional television." Instructional television has become an educational no man's land. To educators, too often it is peripheral, too expensive, underutilized, superfluous. To many public broadcasters, it appears to be a burden, an anchor, an albatross of traditionalism and bureaucracy. Yet, for many years, both have believed that television and radio should be powerful instructional forces for education.

The bridging of this gap is a prime challenge, not only for the Cor-

¹ The Task Force wishes to make it clear that when the term *instructional television* is used in this report it is meant to encompass not only instructional programs on open circuit broadcast channels but also instructional programs on Instructional Television Fixed Service (ITFS) and on closed circuit and cable television and/or via satellite communications.

poration for Public Broadcasting but also for agencies of education, the Public Broadcasting Service, National Public Radio, and individual broadcasting stations. Serious, cooperative, effective efforts are overdue.

Let us examine for a moment some of the problem in historical perspective. One² of the consultants to the Task Force has this to say regarding instructional television's historical perspective:

In the beginning was the Ford Foundation. The foundation preached with its dollars that ITV could be most effective by bringing the master teacher into every classroom to give each child the best instruction available. The educational television community bought the master teacher concept in a big way. But the classroom teachers did not. If you were a creative teacher in the '50's, you rarely turned on the television set—even if one was available. For other teachers, while students viewed, ITV was coffee and light-up time.

While that master teacher was on the tube, we in ITV assured teachers that we were trying to support their classroom efforts, not replace them. At the same time, ITV was being sold to school boards on the basis of cost-effectiveness: by teaching more students with fewer teachers. If you were a teacher—with all the talk about cost-effectiveness and master teachers—would you have believed that ITV was a benefit?

The development of ITV in the United States began outside the walls of public education. ITV was something that most television stations did for schools, perhaps to schools, but rarely with schools.

And what were institutions of higher education doing about the miracle of television: the new window on the world? Not much? Professors put lectures on tape or read them live on air.

Teachers were given a couple of credits for threading a projector and using a tape recorder. But rarely did schools of education teach the use of media as an integral part of instructional design.

Given this history, it is no surprise that ITV grew up on the periphery of American education. From its beginnings to the present, ITV has been required to prove ~~it~~ itself to document its successes to a much greater extent than film companies, textbook publishers, classroom teachers, curriculum supervisors, or school superintendents.

The Task Force members also considered the financial strains on the agencies involved, and we are aware of the political, interinstitutional hurdles that words, even dollars, cannot surmount. The actual distribution of dollars may well be secondary to the encouragement and inspiration the Corporation for Public Broadcasting can currently bring to the situation.

Given the major budget-building goal and assuming a stable and properly financed system of public broadcasting, there are individual areas in which specific activities and projects might thrive.

We must form education-broadcasting partnerships by bringing public broadcasting and education closer together. This recommendation is basic to all of our recommendations. We see the Corporation for Public Broadcasting as a promoter, a catalyst, and an initiator in this endeavor.

America's great strength, *cultural pluralism*, should be a basic concern in the development of projects for instructional media—serving the special needs of minorities, and highlighting the diversity of cultures in our population present, continuing responsibilities, and opportunities for instructional broadcasters.

For improved utilization, television for learning must be accessible. We submit that single channel, once-only exposure is insufficient. Teachers as well as students must have access to

² Howard A. Spengel, Director of Educational Services, Eastern Educational TV Network, Boston.

televised instruction on a basis as flexible as is technically possible. It must also be adaptable to classroom, small-group, and individualized learning situations. Television in schools is more than a mass medium. It must be descheduled and decentralized and available on demand.

There is a clear need to make both teachers and administrators more aware of the electronic media and a clear need to bring public broadcasters closer to an understanding of procedures in education. In short, *teacher education and broadcaster education* are required as we close an obvious gap. Instructional television has been an add-on to education for too long. We must visualize instructional broadcasting as a part of education and not as an expendable frill.

The heartland of the entire instructional technology effort is *programming* geared to the needs of the consumers—students and teachers. There is an acute need for emphasis on *decision-oriented research*. There are scores of questions that remain unanswered, and any effort to widen application of instructional broadcasting to American education must include mechanisms that will provide answers.

Questions of *rights clearances, classroom utilization, technical development of storage and delivery systems, and understanding on the part of all citizens* were raised and studied throughout our extensive deliberations. These, too, must be faced squarely if the Corporation for Public Broadcasting is to assume a role in American education.

We submit that an educational effort is needed, not only within public broadcasting but also within education. We must find ways to create an awareness of the potentialities of the use of TV and radio in the classroom among teachers during their pre-service and in-service experiences. We must develop projects that will ease anxieties about instructional broadcasting among teachers and administrators. Finally, we must insist that public broadcasters themselves learn what it is that makes an educational experience and what goes into an instructional system.

Summary of Recommendations Imperative Need for Education- Broadcasting Partnerships

Cultural Diversity: An Educational Challenge for Public Broadcasting

1. Develop a national program series featuring various ethnic cultures in the United States.
2. Offer training opportunities to ethnic minorities.

The Improvement of Utilization Practices

1. Facilitate collection and dissemination of successful utilization efforts to serve as models.
2. Encourage PBS and NPR to hold workshops to generate understanding and support of good utilization techniques.
3. Seek funding support for development, production, and dissemination of supplementary support materials to accompany national programming that has instructional potential.
4. Encourage local public broadcasting stations to assign staff members to give technical advice to school districts in planning, selection, purchase, and maintenance of technical equipment.
5. Encourage PBS and NPR to urge member stations to train and employ one or more full-time utilization specialists to help teachers in the station's area improve utilization.

Teacher Education

1. Provide grants to activate *teacher-centered teaching centers* which utilize local TV and radio facilities.
2. Provide cooperative grants jointly to local stations and colleges of education to provide teaching experiences in uses of instructional broadcasting.
3. Explore ways to make available TV and radio programs featuring outstanding leaders and use these programs in teacher education seminars, workshops, etc.
4. Seek funds for production of a series of short, recorded clips of good teachers in action to show classroom problems and the manner in which teachers respond.

5. Encourage use of radio and TV courses in colleges of education to familiarize future teachers with media.

Instructional Programming

1. Establish partnership grants to be awarded jointly to public broadcasting stations and school districts and/or other education agencies for production of innovative instructional programs on radio/TV in response to local or regional needs.

2. Support the idea of a PBS Instructional Program Cooperative paralleling the Station Program Cooperative.

3. Serve as a catalyst to bring together concerned organizations to develop a more critical viewing and listening audience among young people.

4. Continue to support high-quality program series and emphasize programs for secondary level, particularly for junior high school age youth.

5. Make available special "acquisition" grants on a matching basis to aid school districts unable to afford rates charged by instructional broadcasting libraries.

6. Arrange with PBS and its member stations to offer off-campus credit courses on TV for high school students during out-of-school hours.

7. Establish central and/or regional libraries of tapes and cassettes of excellent instructional TV programs for rental or purchase.

8. Take appropriate steps to respond to need for programs produced for youth and by youth and to involve youth maximally in planning.

9. Support radio and/or TV programs to assist parents in helping their children get the most from their school experiences.

10. Be aware of productions being planned for evening and weekend broadcast, commercial and noncommercial, that have instructional potential. Call these to attention of educational community and, if possible, secure rights to adapt these programs for instructional use.

11. Serve as clearinghouse for collection and dissemination of program information to expedite and encourage exchange of locally produced programs.

Decision-Oriented Research

1. Take an in-depth survey and establish a pilot program to explore quality and quantity of program utilization, comparing broadcast and non-broadcast delivery systems.

2. Gather and disseminate information on student needs in various geographical areas and determine types of programming needed.

Rights and Clearances

Serve as a catalyst in bringing together representative groups to resolve problems of clearance of programs and materials.

New Technological Developments

Broaden CPB responsibilities to include nonbroadcast media applications such as ITFS, CATV, closed circuit, satellites, video discs, and cassette technology.

1. Provide information on new technologies.

2. Experiment with development of cost-effective delivery.

3. Promote development of satellite communications to serve remote areas with limited or no access to public TV and radio.

4. Experiment with utilization of two-way audio/video interaction.

5. Encourage FCC to expedite adoption of necessary rules regarding equal standards in UHF and VHF tuners in TV receivers.

6. Explore ways in which an interface of nonbroadcasting components can be activated for the improvement of instruction.

Promotion and Awareness

CPB should mount a continuing national effort to develop understanding and acceptance of instructional broadcasting among educators, students, and the general public.

Some Current Needs of Education: Implications for Instructional Technology

In order to identify the important needs of education to which instructional technology might make a contribution and to form recommendations, the Task

Force tapped several sources of information. These included the following: the report of a recent survey on instructional needs conducted by NEA's research division; three "think pieces" on trends in education by outstanding educational leaders; interviews with consultant specialists to the Task Force; mini-conferences with teacher association leaders, administrators, student leaders, parents, and others.

The NEA Survey, in which 1,600 teachers were asked to rank their views on 25 instructional problems in such categories as school staffing, curriculum, and adequacy of teaching resources, revealed the following priorities:

- Parents apathetic about their children's education.
- Too many students indifferent to school.
- Physical facilities limiting the kinds of student programs.
- The wide range of student achievement.
- Working with too many students each day.
- Too many noninstructional duties.
- The values and attitudes of the current generation.
- Diagnosing student learning problems.
- Lack of instructional materials.
- Quality of instructional materials.

There are implications for instructional technology in meeting several of these needs. For instance, there were many requests for high quality instructional programs to make learning "exciting" and "relevant." Later in the survey, teachers mentioned that there were "too few opportunities to improve professional skills." As if echoing these teachers, mini-conference participants repeatedly called for radio and television demonstrations of excellent teachers in action for use in college courses and in-service seminars. (Additional information from an NEA survey just completed on teachers' opinions about expanded use of instructional broadcasting to help solve or relieve the instructional problems mentioned above can be found in

Appendix. This survey sheds light on some problems teachers believe inhibit the extensive use of instructional broadcasting in the schools.)

The papers on trends in education and the mini-conference discussions underlined six basic education needs of schools of the '70s:

1. **The need for the individualization of instruction** whereby each child has the opportunity to progress at his or her learning speed and in accordance with individual interests and aptitudes. The teacher is constantly seeking a wide variety of resources to implement this concept. Accessibility to relevant, meaningful learning materials—with appropriate copyright clearances—in a variety of formats (tapes, discs, cassettes, open-circuit, print media) are needed by teachers and learners on an on-demand basis for that "teachable moment" when students are ready to learn. These materials are needed both for individual and for small group use.

New technology also accommodates the concept of individualized instruction through the attachment of "listening jacks" to TV receivers, radios, and tape recorders to permit individual and small-group reception. The notion that radio and TV are mass media, limited to class reception only, is being modified by the rapidly expanding state of the art.

2. **The need for alternative education opportunities** and increased options for learners whose learning styles are incompatible with traditional teaching. Hence, the introduction of alternative schools, store-front schools, open-space learning situations, schools without walls, off-campus courses for credit, and mini-courses offers excellent opportunities for the application of instructional technology.

3. **The need for a more humane school environment** in which children can learn. Mini-conference participants requested that increased attention be directed toward improved relationships among and between teachers and students. They asked for excellent programs on the humanities, along with programs that depict personal

problems on such matters as drugs, sex, and the generation gap, as a basis for discussion. In her paper on trends in elementary education, Dr. Louise Berman highlighted the personal needs of elementary level children that schools must recognize. (See Appendix . . .) She stated that a child must learn to understand himself or herself in order to adapt intelligently and that a child must understand how to collaborate with others "so that visions larger than those seen by any one person can become reality. Our respondents requested more instructional television series such as *Inside/Out* that put emphasis on affective, rather than cognitive skills.

Rapid transportation and communication have highlighted the interdependence of people and the need in our society for appreciation and understanding of cultural, ethnic, religious, and national differences. Education has an enormous responsibility to prepare persons not only for living but for living together. (See recommendations on Cultural Pluralism.)

4. The need for students and teachers to participate in decisions that affect their lives. This implies giving them the opportunity to take part in all decisions that affect them—decisions in government, local, state, and national; in school governance; and in what happens in the classroom. Students and teachers want programs which inform them about how they can play a role in all these areas. But, more basic to these recommendations, they want to be centrally involved in decisions in instructional broadcasting, i.e., the planning and production of programs, the determination and control over what is to be used and when and how in the classroom, and the need for teacher-centered teacher education.

We are reminded of the comments of our student leaders, "Don't give us all the answers; present us with problems and let us think out the solutions ourselves." They were emphatic in expressing the need for programs for and by students, and they also urged the Corporation to appoint student advisory committees at national and local levels

5. The need to keep pace with the rapid explosion of knowledge. Both teachers and students recognize the value of instructional broadcasting in providing the latest information on a subject and in providing a way of updating textbooks. As one consultant put it: "ITV should be the last chapter after the last last chapter in the textbook." Teachers asked for quick and current refresher mini-courses and presentations by scholars to help them keep abreast of new developments in today's world. Students said, "Bring us materials we can't get any other way—exciting episodes in history; programs on space science, career opportunities, and world cultures; and discussions of critical issues (ecology, energy, population, the food crisis, and the economy)." Radio and television offer unique capabilities to fill gaps in educational resources.

6. The need for community support and involvement at a time when there is considerable citizen disenchantment with education. The two top instructional problems cited by teachers in the NEA survey mentioned previously were parental apathy and student indifference. The Task Force responded to requests from parents for programs to help their children "get the most out of their school experiences" and for parental involvement in an advisory capacity in the implementation of instructional broadcasting. Televising school board meetings has been helpful in this respect in some localities.

Implied in this need for school support is that of adequate funding. Perhaps the improvements in education envisioned by the participants in this study—improvements which will add excitement, relevance, humanity, and involvement to the educational process—will reverse negative attitudes and replace them with positive taxpayer support.

The needs are varied and many. No one project, no matter how broad its recommendations for improvement of education, can accomplish more than one small step forward, but it is important that this step be taken with wisdom, commitment, courage, and the united effort of all concerned.

RECOMMENDATIONS

Imperative Need for Education-Broadcasting Partnerships

The Task Force agreed unanimously that basic to *all* our recommendations is a commitment to the development and strengthening of education-broadcasting partnerships at local, state, and national levels. One respondent to the Task Force reflected an almost universal opinion of the individuals contacted with the statement: "There must be a continuous dialogue established between the educational community and professional educational broadcasters."

There is ample evidence that a gap exists between these entities, a gap that tends to place instructional broadcasting somewhere between the two buffeted by jurisdictional crosscurrents. The gap is not intentional; rather, it developed in a vacuum of nonattention to the necessity of cooperative effort. Each entity concentrated on its own area of expertise: the broadcaster on production techniques and the educator on curriculum content. Failure to mesh both sometimes blurred the main target: the education of children. The negative results of the widening gap are as obvious as the need to close it. A partnership is needed in many areas—programming, staff development, and maintenance and technical services, to mention a few. Joint contracts might be worked out between the public broadcasting station and the school districts in each of these areas.

Nationally, we noted that the Corporation for Public Broadcasting, the Public Broadcasting Service, and National Public Radio are all dedicated to broadcasting. Their worlds seldom cross paths with national agencies dealing with education: the U.S. Office of Education, the National Institute of Education, the National Education Association, the American Association of School Administrators, and others.

Many of the recommendations, therefore, suggest and encourage cooperation between stations and their respective educational communities.

Cultural Diversity: An Educational Challenge for Public Broadcasting

The Corporation for Public Broadcasting can perform a critical function in presenting, through public TV and radio, the rich pluralism of the American experience. TV and radio are uniquely able to depict our nation as a collection of cultures. Of course, in considering the diversity of cultures in the United States, TV and radio should recognize not only Afro-Americans and Hispanic Americans but Asian-Americans, Native Americans, the Pennsylvania Dutch, the Amish, the Franco-Americans of the Northeast, the Poles, the Jews, and many others. CPB can help sensitize Americans to the important contributions of each of these groups to American life.

Rather than simply defining some of the educational and social problems of Native American, Black, and Spanish-speaking peoples, emphasis should be placed on the *strengths* and *positive* aspects of these as well as other cultural groups. Better understanding and identification of the different groups could be achieved through programs featuring their contributions in arts, music, crafts, language, literature, politics, and other areas. An appreciation of the strength of our plural nature might encourage pride in each other's culture.

The Corporation for Public Broadcasting, in cooperation with approximately 250 public broadcasting stations in the country and in cooperation with educational agencies, can bring together materials that are available on cultural diversity, and stimulate the development of materials where they do not exist, such as local and regional interest programs that can be used in the teaching of history, humanities, and the arts.

The Task Force recognizes that cultural pluralism is a basic reality in our society that has important and valuable implications for the education of all Americans. Therefore, the concept of cultural pluralism must be inherent in all our recommendations.

Public broadcasting has a clear responsibility, opportunity, and capacity

to serve specific needs of ethnic minorities in this country and at the same time enrich the cultural backgrounds of all Americans through programs designed to develop awareness and appreciation of the differences of our multi-cultural groups.

Minorities and others asked that the frequent practice of "lumping minorities together to give advice on minority programming only" be expanded to "across the board" involvement with the industry.

The primary objective of these recommendations is that public broadcasting contribute to and reflect a national pride, sensitivity, and understanding of the diverse cultural elements of American life.

Recommendations

The Corporation for Public Broadcasting is urged to expand its implementation of the principle of cultural pluralism in partnership with other educational organizations as follows:

1. Develop programs that help Americans understand and value the various ethnic peoples in this country: their life, arts, music, dance, history, literature, and their economic, political, and social contributions to our society. Such programming would be equally beneficial to majorities as well as to minorities. The public broadcast station in each of our communities could well become a center for the production and display of the art of various ethnic groups.

2. Offer training opportunities to ethnic minorities to develop a talent base for the broadcasting industry that will prepare minorities to participate in decision-making and operational roles at national, state, and local levels, in addition to serving in advisory capacities.

The Improvement of Utilization Practices

Proper use of instructional broadcasting requires more than a willingness to flick the switch. During the past decade, emphasis has been on the improvement of production. Too little attention has been directed to the importance of classroom teachers in what is to be produced.

Likewise, too little time, talent, and money have been invested in the orientation of classroom teachers to what is available on instructional TV and radio and how they can be used effectively.

The assumption has been made that if the program is well produced, teachers will turn it on and children will learn from it. The Task Force has ample evidence that this is a false assumption and that mere exposure does not guarantee learning. Responsible teachers will see that their planning is implemented with purposeful activity, involving students actively before and after television to bring about specific learning objectives. However, teachers need assistance in acquiring these skills and insights.

Therefore, CPB should support activities in the area of utilization to help teachers acquire understanding of radio and TV and skills to use them effectively.

Recommendations

1. The Corporation for Public Broadcasting should facilitate, with financial assistance from USOE, the collection and dissemination of successful regional, state, and community utilization efforts, through electronic or print media, to serve as models for station ITV directors and school staff development leaders throughout the nation, to improve the quality of local utilization. For example: Produce a program featuring effective uses of support materials and application of ITV in a variety of learning situations—classrooms, small groups individualized instruction, libraries, etc. Also, such a program could demonstrate techniques whereby teachers adapt programs to slow, average, and rapid learners.

2. CPB should encourage PBS and NPR, through their member stations and in cooperation with local school districts and teacher organizations, to hold workshops for teachers, administrators, board members, broadcasters, and citizens to generate understanding and support of good utilization techniques.

3. CPB should seek funding from USOE, foundations, or commercial underwriters for the development, pro-

duction, and dissemination of supplementary support materials to accompany national programming projects that have instructional potential. This service would be a needed extension of existing PBS instructional services.

4. CPB should encourage local public broadcasting stations to assign a technical staff member to give technical advice to school districts and other users in the planning, selection, purchase, and maintenance of technical equipment related to instructional broadcasting. Such technical guidance would be helpful in avoiding costly errors and in reminding purchasers that maintenance, often overlooked, must be included as a budgetary item.

5. CPB should encourage PBS and NPR to urge their member stations to train and employ one or more full-time utilization specialists to design training activities to help teachers in the station's area improve their utilization practices. (It may be financially and strategically feasible in the seeking of funds to combine activities 1, 2, and 5 into a "utilization package" that represents a concentrated effort to improve the educational benefits of instructional broadcasting. Discussions with decision-makers at funding sources may yield useful guidelines in developing productive approaches.)

Teacher Education

While teacher education is beyond the realm of the Corporation for Public Broadcasting, we believe that increasing the competence of teachers in the use of instructional broadcasting is an inescapable part of improving its use.

CPB might become a facilitator and/or a catalyst for teacher education activities undertaken in cooperation with segments of the educational community (a) to help teachers understand, accept, and use instructional media productively as a teaching tool and (b) to help teachers improve and update their general teaching competence by means of special programs by colleges of teacher education, by school districts, or by teachers themselves.

In assuming new responsibilities in the field of teacher education, the

Task Force believes CPB should be guided by six criteria in making any recommendation:

- a. It should be of high potential educational value.
- b. It should not be a service now provided by other agencies.
- c. It should be undertaken in concert with other education agencies and organizations.
- d. It should involve an educational service that can be realistically accomplished by using media and the resources available to CPB.
- e. It should reflect current educational trends.
- f. It should be capable of systematic evaluation.

Recommendations

The recommendations which follow are based on two assumptions:

- The role of the Corporation for Public Broadcasting is not to take direct responsibility for offering, changing, or controlling specific teacher education programs and/or services but rather to facilitate promising educational practices which are endorsed by those most directly concerned and which can be enhanced by the use of television and radio.

- The future of teacher education will be characterized by the greater involvement of professional practitioners in the development, offering, and evaluation of their own professional growth.

1. The Corporation for Public Broadcasting should provide grants to stations, on a pilot basis, for proposals submitted jointly by a consortium of the station and the local school district or districts to activate *teacher-centered teaching centers* which utilize local television and radio facilities. More specifically, support should be given to local stations which will work in cooperation with local and regional teacher groups and other school personnel to use the station facilities as teacher centers of the air. The emphasis of this proposal is on practicing teachers determining the content of their professional development. Such a media-based teacher cen-

ter frees and expands the idea of a teacher center into a concept rather than merely a place. The concept of a user-developed, user-produced, user-evaluated airborne teacher center would be a unique experiment for public broadcasting.

Some examples of possible program features include:

a. Teachers telephoning, in problems or questions for a panel of experts (their peers, specialists, administrators, or parents) to answer on the air. Specific topics would be featured at certain times. Questions could also be mailed in advance.

b. Short, tightly organized programs that highlight teaching skills which teachers seek to improve.

c. In-depth analyses of the tensions of teaching.

d. Interviews with experts and guest teachers the listening audience requests.

The series described above might be uniquely suitable for public radio at the outset and later expanded to television.

2. CPB should provide grants for proposals developed jointly by stations and colleges of education that demonstrate teaching experiences in the uses of instructional broadcasting. Actual classroom situations, or simulations thereof, are suggested; the key to the acquisition of teaching skills is doing.

3. CPB should explore ways to help produce TV and radio programs featuring outstanding leaders in education, economics, sociology, science, public affairs, etc. available for use in teacher education seminars, workshops, and other staff development activities. Videotapes of these programs could then be made available to schools and teacher associations.

4. CPB should seek funds from the U.S. Office of Education or elsewhere for the production of a series of short recorded clips of good teachers in action to show various classroom problems, in learning or discipline, and the manner in which the teachers respond. Typical examples might include: successful techniques in motivating children

to learn; demonstrations of classroom management techniques; organization and conduct of "open classroom" situations; remedial reading techniques.

5. CPB should encourage, through its contacts with the educational community, the use of radio and TV in courses in college of education so that future teachers will become familiar with radio/TV and experience success in using the media in their own teaching.

Instructional Programming

What is instruction? What is an instructional television or radio program? Can a broadcast offering be defined strictly as "in-school," "out-of-school," "instructional," or "entertainment"?

Some programs designed as entertainment are applicable in particular classroom settings. Others are developed in strict conformity with curricular goals and administrative patterns, but they find their way to "out-of-school" acceptance. Some are formal here and informal there; a few are commercial at the start and educational in the longer run. We propose some general guidelines and definitions, and we have tried to squeeze our recommendations into workable formats but offer that the strictest precision can injure as well as enhance.

The Task Force believes that an ideal system of school television and radio should make provision for programming at all levels. National, regional, state, school district, and individual school productions are all essential. In considering the role of the Corporation for Public Broadcasting, the Task Force received strong and urgent requests for CPB assistance chiefly in two of these areas: national and local. Obviously, the degree and nature of the Corporation's involvement would vary with each project.

Instructional programming had to be at least broadly defined. We assume the following about such services:

1. An instructional television or radio program involves a conscious and designed goal in behavior objectives on the part of viewers. (This can be developed at the outset or it can be designed when an existing broadcasting

package is put to instructional use.)

2.-An instructional television or radio program is tied in one way or another to a formal educational structure: an institution, a school, a college, a state department of education, a labor union. The casual viewing—the most informal of educative television—is not included here, valuable though it might be in individual cases.

We were unable to differentiate for any practical use between what might be used in a school classroom and what could be used in a factory, a hospital, a police station, a home; or an office. Instead, we offer that instructional broadcasting services must expand the traditional walls of school buildings to include entire communities. This is the future that electrons can help to build, and for that reason, we offer that "school" and "nonschool" are misleading categories; we feel that *instruction* is the appropriate rubric instead of *school*. We feel that *school* is a concept not a place.

We recognize also that the hours beyond the normal school day can benefit students as well as parents. Special attention should be paid to those services, designed for school viewing that might be applicable to evening schedules—both for youngsters and parents—and the many "out-of-school" broadcasting programs that might be discussed, or even made available, to classroom teachers and students.

National Programming

The Task Force suggests that certain criteria might be useful in the development of national television and radio services (services meant for national distribution, regardless of production team or location):

1. Programs that are needed but in all likelihood would not otherwise be available from other sources.

2. Programs that have national application and that relate to national educational priorities.

3. Programs that require a pooling of resources—financial, human, and material.

4. Programs that require na-

tional and international resources unavailable at local levels!

These program services should be supported, and we offer that the Corporation can play a role in such support—both in direct financial aid and in bringing together existing national educational agencies and efforts to help.

Dozens of specific national program ideas were suggested by groups and by individuals across the country. These are listed in the Appendix. (See

Local Programming

Instructional broadcasting, as with instruction itself, is basically a local undertaking; it must remain so. Therefore, we submit that it is not the function of the Corporation or of Public Broadcasting to engage in the production for the distribution of instructional programming per se. Instead, the Corporation should respond to proposals from the local level. It is in order, therefore, for the Corporation to underwrite cooperative projects—those that come from local school districts (public, private, and parochial) and their local public broadcasting stations. Only projects that help to bridge the gap, through joint efforts between education and public broadcasting, should be included.

National and Regional Libraries

We would be derelict if we did not recognize the superb work done over the past decades by national and regional instructional libraries. Agencies such as the Great Plains National Instructional Television Library and the new Agency for Instructional Television and regional efforts such as the Instructional Television Service of the Eastern Educational Television Network deserve much credit for their ability to meet needs in the face of financial difficulties. We urge that such efforts continue and that support from a number of areas be encouraged.

Recommendations

1. The Corporation for Public Broadcasting should establish "partnership" grants to be awarded jointly to public broadcasting licensees and school

districts or other educational agencies. We propose that the local educational instrumentalities, individually or in regional consortia, together with public broadcasting stations, should be eligible for special support for instructional efforts.

2. CPB should support the idea of a PBS "Instructional Program Cooperative." This would be in addition to the well-publicized "Station Program Cooperative" already in existence, which sees to the support and distribution of national programming generally considered as beyond formal "instruction". The Instructional Program Cooperative could enjoy the same kind of democratic decision making and an added bonus: significant financial support, from the Corporation for Public Broadcasting.

3. CPB should serve as a catalyst in bringing together representatives of concerned organizations to formulate ways in which a concerted effort might be made by youth, parents, teachers, broadcasters, and government agencies to develop a more critical viewing and listening audience among young people. The Task Force is hopeful that such an effort can lead to the systematic teaching of selective viewing and listening in our schools. (According to a survey made by John Cujkin, by the time the average child has graduated from high school, he or she will have watched more than 16,000 hours of television during out-of-school hours. During this same period, this average student will have attended school 5 hours a day, 180 hours a year for 12 years, to produce a total of 10,800 hours of school time. Because of this and in light of the research reported by the Surgeon General's study on children and television violence, it is imperative that the schools, the public broadcast industry, and the community join hands in building with children standards of intelligent, discriminating use of television and radio.)

4. CPB should support national programming at the junior high school level similar to the programming presently supported by CPB on the elementary level (i.e., "Sesame Street" and "The Electric Company").

5. Special "acquisition" grants

should be made available on a matching basis from CPB and from USOE. Many school districts cannot afford the rates that must be charged by instructional broadcasting libraries. The Corporation can encourage poorer school districts to band together and to work with existing public broadcasting stations in the area to acquire valuable, but expensive, library offerings.

6. CPB should arrange with PBS and its member stations and local school districts to offer off-campus credit courses of television for high school students. Such courses would open a variety of options for independent learning so that students may progress in accordance with their learning styles—i.e., the academically talented learner might progress faster in accordance with his or her needs; the drop-out or the potential drop-out who is "turned off" by the conventional school situation might be challenged to take responsibility for his or her own learning. Television could thus become a means through which alternative educational opportunities might become available to young people.

7. CPB should establish a central and/or regional libraries of tapes and cassettes of excellent instructional television and radio programs for rental or purchase.

8. CPB should take whatever steps are necessary to respond to the following request from student leaders: more programs produced for youth by youth. Examples of such programs are: newscasts during out-of-school hours with teenagers as moderators; interviews with young people who are currently engaged in interesting occupations such as pages in Congress and interns on Capitol Hill; student interviews of Congressmen and Congresswomen and members of the Executive Branch; concerts by District of Columbia Youth Orchestra; and youth productions and performances including outstanding high school drama productions from Interscholastic League competitions. The Task Force urges the Corporation, therefore, to take whatever steps are appropriate to respond to this need. Youth leaders asked the Task Force to call to the attention of

CPB, PBS, and NPR the need for such programs in the following areas:

a. Programs that highlight unusual careers few people think about entering.

b. Programs that give unusual facts about the world, especially on nature and animal life.

c. More programs for the deaf and the hard-of-hearing, using an interpreter on the lower left hand corner of the screen.

d. More programs featuring outstanding musicians, artists, and actors in cases where the artist can perform on the screen and then explain his or her philosophy, career, and creative works.

e. Excerpts from outstanding television productions such as "War and Peace" to show and discuss in class.

f. Programs that show how our government operates and how young people can participate in the real world of politics.

g. Dramatizations of history, "particularly some of the side incidents which you don't get in your history books."

h. An international exchange of children's programs from round-the-world.

i. Global teacher conferences by satellite.

9. CPB should support radio and/or television programs to aid parents in helping their children get the most from their school experiences. This is of such general concern that CPB should support a national series on radio or television. The Task Force recognizes the importance of directing programs to parents, who share a large responsibility for the education of their young.

10. The Education Department staff of the Corporation for Public Broadcasting should be aware of and knowledgeable about productions being planned for evening and weekend broadcast—both commercial and non-commercial—that hold promise for instructional use. These should be called to the attention of the educational community, and the Education Department should, if possible, secure rights to adapt these programs for instructional

use. (See more details under section on Rights and Clearances.) In some instances, long productions could be cut into shorter segments for repeated showings during school hours.

11. CPB should find a way to serve as a clearinghouse to collect and disseminate information to expedite and encourage the exchange of locally produced programs that have values for students in other geographic areas (for example, the exchange of programs featuring Bunker Hill in Massachusetts and the Marineland of Florida). Such a service would augment present library offerings of EEN, AIT, etc. There is no place at the present time where all instructional program information is available.

Decision-Oriented Research

There is a serious deficit in reliable information about patterns of the use of radio and TV in the nation's schools. To establish a policy and carry out effective programming, it is necessary to base decisions on valid information concerning the state of current practice, attitudes of teachers, indication of effectiveness, and continuing expectations.

Also, research is needed to answer questions of school decision-makers on cost-effectiveness factors and to plan investments in hardware, both for transmission of programs and for recording and redistribution to allow flexibility of viewing schedules.

Recommendations

1. CPB, PBS, NEA, AFT, ERS, and the U.S. Office of Education should cooperatively conduct an in-depth survey to provide valid information, as indicated above, on which to base action. For example, CPB should undertake a pilot program, in cooperation with USOE, to explore the effect upon the quality and quantity of program utilization in a school district that employs the latest technological systems for recording and redistribution of programs as desired and uses "listening jacks" for individualized instruction. The results should then be compared with those of a school that uses ITV without such technological additions.

2. CPB should play an important role in information gathering and dissemination. With the increasing costs of production and the involvement of agencies in consortia, it would seem important to obtain information on whether student needs from region to region are the same or different. Decisions must be made as to what type of programming is best produced by national consortia, regional consortia, and what types should be produced locally to meet specific local needs. Do content and learning approaches vary from the East to the Mid-West, from urban to rural areas? Evaluation data on instructional series which have widespread use need to be collected in one central location so as to be made available to school districts and instructional television producers as needed.

Rights and Clearances

A continuing problem faced by teachers wishing to use broadcast materials in the classroom is the time conflict between broadcast schedule requirements and the needs of teachers and learners in the classroom environment.

In order to ameliorate this conflict, schools are increasingly investing in video cassettes and videotape recorders to record programs off the air for storage and retrieval or for redistribution on other nonbroadcast delivery systems (closed-circuit, direct playing, cable-television, ITFS). However, this strategy is frequently frustrated by the copyright law.

Teachers and media specialists face cumbersome clearance procedures and incredible delays in obtaining rights. This often results in their having to forgo use of the programs. The law is not clear as to what can and cannot be recorded off the air, in what amounts, and under what conditions. The problem exists for noncommercial as well as commercial television and radio programs which teachers would like to use in the classroom.

Recommendations

CPB should take the initiative in calling together representatives of producers, talent, and educational in-

terests and legal experts to resolve problems associated with the costs and legal requirements for the clearance of appropriate programs and materials for educational use. A specific objective of this group would be to establish a continuing mechanism for rights' clearances.

New Technological Developments

The Task Force was charged from the outset with examining the role of CPB with respect to "media applications to education." Its mission was considerably broader, therefore, than an examination of open-circuit broadcast radio and TV in relation to instruction. The term *instructional technology* was repeatedly used in the initial charge. As the Task Force faced up to its assignment, the wisdom of the charge became manifestly clear.

In delineating the role of TV and radio in instruction, it became increasingly evident to the Task Force that alternative modes of transmission should be combined with the use of open-circuit delivery. The Task Force recognized that open-circuit programming can provide high quality learning materials over wide geographical areas. Such programming should certainly be continued in order to meet the needs of the many school districts that are presently "satisfied customers." The members also have become acutely aware, however, of the need for maximum accessibility of materials to learners "on demand," the importance of flexible scheduling, the ability of teachers and learners to control when (and how often) what materials will be used in their teaching-learning experiences, and the need to provide materials that are relevant to local needs. The Task Force is convinced that only by the use of flexible delivery systems can these needs be met.

New delivery systems must be strengthened and/or created, i.e., ITFS, closed-circuit, cable TV, microwave, in concert with open-circuit transmission. Programs should be made available in a variety of formats if the education needs of the '70's and '80's are to be well served.

CPB cannot overlook these new capabilities nor should it regard them as

negative influences on public broadcasting. Actually, they open wider opportunities for CPB services to students and thereby justify requests for additional funds.

Only a comprehensive approach to the media will assure a systematic, balanced, across-the-board solution of educational problems.

This concept has profound implications for the role of CPB in the application of media to instruction. First, it implies that CPB should be as concerned with related nonbroadcast media applications as with broadcast applications. Second, it may also imply that CPB should seek to broaden its mandate to include other instructional services and/or delivery systems such as ITFS, cable television, CCTV, cassettes, video discs, and satellite communications technologies. Third, CPB may eventually want to seek from the Congress a change in its charter to become the Corporation for Public Telecommunications!

Recommendations

CPB should broaden its responsibilities to include nonbroadcast media applications, such as ITFS, cable TV, closed-circuit, satellite communications, video discs, and cassette technology. In order to amalgamate these services, there is a need for a national coordinating effort. The Corporation has provided such service in public broadcasting through PBS and NPR but there is a need to provide similar coordination efforts in the nonbroadcast media field. In keeping with these considerations, the Task Force recommends that:

1. CPB should provide information for both the education and public broadcasting communities on new technologies that are related to its mission.

2. CPB should explore and experiment with the development of inexpensive and/or cost-effective delivery systems for educational materials both to schools and to the communities they serve. It should take the leadership role in encouraging the production of instructional programs in a variety of formats—in video tapes, video cassettes, video discs, and through such nonbroad-

cast delivery systems as cable TV, satellite communications, and ITFS—in order to permit greater flexibility in the use of broadcast materials in the classroom.

3. CPB should promote the development and utilization of satellite communications to serve areas with limited or no access to public television via existing terrestrial means. Programs beamed via satellite to isolated regions would be particularly beneficial to students who need special help—the rural isolated gifted child whose school cannot afford to single out one or two gifted children for special help, the child from the migrant family, or the child in remote areas who is unable to study a given subject because no teacher is available.

4. CPB should support the study and development of educational programs utilizing two-way audio and video interaction. This interactive capability is currently in use in the Health-Education Telecommunications (HET) satellite experiments and is or will be available in all cable systems in the not-too-distant future.

5. CPB should encourage the FCC to expedite the adoption of necessary rules regarding equal standards in VHF and UHF turners in television receivers.

6. CPB should explore ways in which an interface of these nonbroadcasting components can be activated for the improvement of education.

New technological capabilities offer broader, more accessible and diversified educational options in today's world. They deserve attention now and in the future as the state of the art provides exciting possibilities to improve American education.

Promotion and Awareness

One of the almost universal recommendations from the respondents was that the Corporation for Public Broadcasting should take measures to increase general understanding of the values of instructional broadcasting. Discussions revealed that one of the obstructions to wide use of instructional broadcasting is a lack of understanding, along with a considerable misunderstanding, of its

purposes, uses, and values. During the past two decades, there have been reports of experimentation, released usually to the educational community, with fragmented coverage in the local press.

There has not been a concentrated national effort to acquaint the public with the new flexibilities and applications of instructional broadcasting. The need is a pervading one.

Recommendations

CPB should mount a continuing national effort, in cooperation with educational broadcast agencies or organizations, to develop understanding and acceptance of instructional broadcasting among educators, students, and the general public. In order to do this, CPB should implement the following suggested activities:

- Regularly circulate information about developments, results, and new programming to editors of journals and newsletters of the Advisory Council of National Organizations and other organizations so that they may inform their thousands of constituents.

- Publicize "success stories" where learning has been improved by the use of instructional broadcasting.

- From time to time, prepare attention-getting feature stories for national commercial and noncommercial publications.

- Produce and distribute single-idea spot announcements for radio and TV to promote the values of instructional broadcasting.

- Offer programs for national and regional conferences of major national organizations to inform constituents of developments and progress.

- Prepare, with school cooperation, several slide-sound presentations on the exciting aspects of instructional broadcasting and the Corporation's role in education for use at meetings of parents, educators, community groups, legislators. These should be made available to local stations with spaces for local additions.

- Disseminate information on important legislation relating to public broadcasting to gain public support and to give guidance to local stations for similar activity, for local legislation. The need for support for public broadcasting, legislative and financial, should be included in all stories and releases, subtly or bluntly, according to the mood and circumstances of the moment.

Note: Persons experienced in public relations will know how to implement an effective program. They will modify and expand these suggested activities. Almost every group and individual interviewed emphasized the need for CPB to make a concerted effort in this area.

Concluding Statement

In the foregoing report, the Task Force has reflected the messages of many voices from across the nation; the vast majority were in harmony with the purposes of the study and in agreement with prescriptions for action. If the recommendations to CPB seem somewhat repetitive, it is because of the desire of the Task Force to transmit accurately those phrases which respondents oft repeated and underscored.

The suggestions revealed that educators and instructional broadcasters support CPB's new attention to instructional broadcasting and hope for the allocation of CPB's resources to develop instructional broadcasting into a significant and integral part of the educational process.

From the volume of suggestions, an important concept emerged: Instructional broadcasting includes more than programming. Relevant and accessible programs, good utilization, skillful teachers, appropriate use of non-broadcast technologies—all must be understood, combined, and balanced for effective application to learning.

This report offers an historic opportunity for CPB to facilitate the progress of instructional broadcasting to the level of distinction achieved by public broadcasting in this country.

Appendix:**Additional Program Suggestions**

The following list was prepared by Dr. Harold Wigren from recommendations made at extensive meetings with educators and broadcasters, including 17 mini-conferences held during conventions of national organizations.

Secondary Level

1. Metric System—Demonstrate practical uses in everyday life rather than comparisons with present system of measurement
2. Space science—To help students understand significance of space to future of humans
3. Programs to inform students on crises—Food, energy, economy, ecology and rally support to find solutions
4. Programs featuring—Simulated decision-making situations (government, civic, business) to permit student participation in assessing data and arriving at decisions
5. Open-ended dramatized situations that terminate at the decision-making moment to help students cope with problems such as drugs, sex, ethnic discrimination, generation gap, drinking, cheating, dropping out of school, getting into college. These programs on radio and/or TV could be the basis of discussions in school, at home, in club groups and other gatherings of young people
6. Dangers of dieting without guidance
7. Interracial cooperation—To help bridge gaps between English speaking and non-English speaking students.
8. History related to the Bicentennial
9. Restoring confidence in government
10. Interpretation of new developments in current affairs for students
11. Homework helper—A different subject featured each week night to answer phoned or mailed questions on the air
12. Discussions by teen agers of current teen age problems with open phones at local stations with experts and student panels to answer questions

13. Problem solving games in mathematics—Answers phoned or mailed to station. Acknowledged on the air
14. Career guidance to provide overview of the world of work to open vistas and stimulate aspirations of students—with parent involvement to reinforce presentations by career experts
15. Series showing "How to" by experts in such careers as TV repair, auto mechanics, plumbing, telephone servicing, for distribution to areas where vocational education is minimal
16. Programs for homebound
17. Radio programs prepared for busses to give instruction during long rides
18. Programs to provide alternative education opportunities: mini-courses to offer a variety of student choices; programs for drop-outs and potential drop-outs; programs integrated with open space learning, store front schools; schools without walls
19. Student rap sessions on topics of interest to them
20. Urban studies.
21. Series on Economic Education
22. Consumer Education Series for High School students: Simple "How to do it"—i.e., opening a bank account, making loans, filling out income tax forms, etc.
23. Instruction in Spanish in basic curriculum areas
24. Series called Humanities of Service
25. A package of series on the teaching of French containing both TV and radio segments.

Elementary Level

1. Telling and dramatizing excellent children's literature
2. Stories from around the world
3. Children's art—within U.S. and from other countries—exchanges
4. Need for conservation—food, energy, water, animals, plant life
5. Safety—traffic hazards for pedestrians—bicycle safety
6. Spelling games
7. Cultures of Indians, Eskimos
8. Children's hobbies

9. Outstanding children's performances—music, dance, art, drama
10. Acquaint children with opportunities in world of work to help them decide later on careers
11. Nutrition "
12. Radio—Sesame Street (for national distribution)
13. Children's Literature—open ended stories.

Teacher Education Programs

1. Elementary reading to motivate and enhance learning

2. Metric system—How to begin at any level with students unfamiliar with it
3. Remedial math, particularly at middle school level
4. Demonstrations of techniques of inquiry, discovery, interaction
5. How do we mesh the progress of science with the concerns of the ecologists to fulfill the needs of people?
6. Education digest for teachers—Brief reviews of new publications of interest to teachers.

Report of the Task Force on Post-Secondary Formal Education

Introduction

Many Americans who wish to undertake college credit programs are unable to do so through traditional on-campus instruction. To serve these potential students the Corporation for Public Broadcasting (CPB) should join with the collegiate community to develop instructional programs using broadcast elements. These programs will be effective to the extent that institutions and broadcast systems cooperate in curriculum design, production expertise, dissemination of broadcast and non-broadcast components, and the maintenance of standards of quality. Many of the mechanisms for cooperation are already in place. Some are now being used successfully. CPB's role should be to act as a stimulus and catalyst for extending and supplementing their use.

During 1974 the ACNO Post Secondary Formal Task Force held four sessions and conducted six regional conferences as well as completing a survey of experts in instructional broadcasting and post secondary teaching.

The Task Force recommendations and suggestions for implementation outline working roles for the Corporation for Public Broadcasting and its related delivery systems: Public Broadcasting System, National Public Radio, and the Public Broadcasting stations. They also suggest working roles for uni-

versities, colleges, community colleges, and their regional and national consortia, specialized organizations, and associations. Topics covered include audience analysis, determining curricular needs, instructional design, production of materials, training programs, new requirements for delivery systems, copyright and clearance issues, and providing information where and when needed.

Existing national models that have worked well have stimulated high interest in the projected developments discussed by the Task Force. It believes that during the next five years, with the help of CPB, the doors of post-secondary formal education can be opened significantly wider through broadcast instruction.

Summary of Recommendations

The Post-Secondary Formal Education Task Force recommendations to the CPB:

RECOMMENDATION 1: Cooperative Development

Cooperate with post-secondary institutions and other broadcast organizations at the national, regional, state, and local level to establish desirable patterns for the mutual development of post-secondary formal educational courses that include broadcast components.

RECOMMENDATION 2: Consortia

Encourage consortia and ad hoc groups of institutions to develop and use post-secondary courses with broadcast components.

RECOMMENDATION 3: Audience Analysis

Assist post-secondary institutions and public broadcasting stations with the identification and analysis of the characteristics and needs of the potential audiences for post-secondary formal education to be served primarily through broadcast instruction.

RECOMMENDATION 4: Curriculum Ascertainment

Develop processes for the identification of national, regional and local curriculum needs, working closely with post-secondary institutions and public broadcasting stations in the ascertainment of needs. CPB supported projects should generally answer national post-secondary curriculum needs.

RECOMMENDATION 5: Research

Commission and encourage research that will further the evaluation, design, production, and delivery of post-secondary broadcast courses. A special area of examination should be cost-benefit considerations.

RECOMMENDATION 6: Legal Problems

Take a vigorous leadership role at the national level on behalf of both educational broadcasters and institutions to alleviate the many legal problems associated with copyright, royalties, and clearances which directly and adversely affect the potential for broader and more productive use of post-secondary broadcast courses.

RECOMMENDATION 7: Design and Production

With the cooperation of public broadcasting stations, encourage and support the design and production of broadcast courseware by institutions and organizations responsible for credentialing. CPB should assist in the planning and provision of funds for development and dissemination not only of

such broadcast courseware, but also supplementary print materials, audio and video cassettes, and instructional kits which are integral parts of such courses of instruction. CPB supported projects should include student-user involvement in the design and developmental phases.

RECOMMENDATION 8: Training

Support and encourage organizations and institutions in training institutional, stations, and other media personnel to improve post-secondary educational course design, development, and delivery.

RECOMMENDATION 9: Delivery

Coordinate and serve as a catalyst, in concert with the national and regional public networks, to develop delivery systems that assist post-secondary institutions and broadcast stations to offer credit courses more effectively. Broadcast components of the courses should be disseminated through the public broadcasting stations, while responsibility for the delivery of non-broadcast course materials should reside with educational institutions.

RECOMMENDATION 10: Media Literacy

CPB should encourage post-secondary educational institutions to develop student and faculty training programs in the critical evaluation of materials presented through broadcast media.

RECOMMENDATION 11: Clearinghouse

Assist with the development and operation of clearinghouse and library resources to distribute and exchange information about post-secondary broadcast courses and practices, employing and building upon capabilities of existing institutions and organizations.

RECOMMENDATION 12: Advisory Committee

Establish a post-secondary educational advisory committee to assist the CPB Education Office and Board in carrying out these recommendations and to advise on future developments.

Statement of Present and Emerging Needs of Education

This society, and that of the future, demand not only innovative and improved forms of higher education, but a wider dissemination of that higher education to those not presently served. Only in the past decade have opportunities for access to post-secondary education been offered to such nontraditional students as workers, the handicapped, minorities, mature men and women, and women with small children.

College credit courses which employ radio or television as a means of delivery are today being produced by various post-secondary educational institutions, sometimes independently, sometimes in collaboration with other colleges and universities or with neighboring broadcast facilities. The purpose of this Task Force has been to examine whether and how the Corporation for Public Broadcasting and its sister national agencies, the Public Broadcasting Service (PBS) and National Public Radio (NPR), can best participate in the development and delivery of credit course offerings aimed at substantially improving the welfare of the general public.

In reaching its recommendations, the Task Force calls attention to the following considerations which control or explain the limits to CPB involvement implicit in our recommendations:

The Students to be Served

Recent studies identify more than 20 million persons in the United States who annually participate in post secondary instruction. This includes a large number who seek college credit, but cannot enroll in courses on a campus. The primary target for CPB should be those students and potential students of all ages who wish to enter or reenter colleges and universities and seek an official collegiate certificate or degree. This non-traditional student body is composed of persons of widely diversified backgrounds, ages and needs, from teen to senior citizen. Frequently, not only have many years elapsed since their formal education, but they either will not or cannot avail themselves of education in the traditional manner.

However, the media must be, and can be, effectively employed to bring quality education to them, on their terms. Secondary targets will be auditors seriously interested in learning the subject but not desiring a degree. A third target will be a large general audience hearing or viewing the broadcast portions of a course for information and pleasure.

Considerable experience now exists to assist with the effective design and delivery of such special courses for this student clientele. The British Open University, the Commission on Non-Traditional Study, and the Faure UNESCO Commission, are examples of activities from which valuable data can be obtained.

The Nature of Academic Credit

By law and custom, the awarding of college credit has been the responsibility of collegiate institutions. authorized to grant certificates and degrees. Although in recent years a number of organizations have developed programs to evaluate unconventional learning and recommend credit for it, the award of credit is still, and will remain, with the collegiate institutions. All noncollegiate agencies which participate in the instructional process must therefore play roles which cooperate with and complement the central role of the institution. This consideration applies to CPB and its affiliated broadcasting agencies, as well as to publishers, suppliers of instructional equipment, and others that form part of the course-delivery system.

Local, Regional, and National Efforts

Traditional collegiate instruction has been aggressively local through most of its history. Geographically, the individual campus is where instruction takes place. Degrees are awarded only to those students who appear on that campus. Recently, however, credit instruction has been given off campus in nearby regions or statewide and credits (sometimes even degrees) have been

¹ cf. Maclure, S. "England's Open University," *Change*, 1971, 3, 62-22. Gould et al. *Diversity by Design*. San Francisco: Jossey-Bass, 1973; and Faure et al. *Learning to Be*. Paris: UNESCO, 1972.

awarded students who seldom or never see the central campus. Following achievements in the development of the evaluation component (e.g., College Level Examination Program [CLEP] at the Servicemen's Opportunity College, the Commission on Accreditation for Service Experience [CASE] recommendations), a few programs are now under way to expand to other regions and to the nation as a whole the instruction component of the collegiate process. In fact, parts of the instructional component have been national and international for a long time, notably the part that depends on books. Correspondence courses and, more recently, film, filmstrips, and cassettes are also part of this universality component. It is the purpose of the Task Force's recommendations to suggest a role for CPB in expanding the initially local instructional efforts of colleges and universities to a regional and national basis, where this is appropriate.

Hindrances in the System

If we grant that there is an unserved credit-seeking student population, and that it might be served by better use of instruction delivery at least in part through broadcasting media, what has hindered colleges and broadcasters from supplying the needs earlier, and where might CPB contribute? The Task Force has identified the following hindrances:

Financial problems. To college faculty and administrators, the reported costs of broadcast instruction seem to far outweigh the costs of resident instruction, particularly when they have no knowledge of cost-benefit models. And, most significantly, and especially critical in a period of inflation and educational "belt-tightening," legislative appropriations and general fund support to further instructional broadcasting has been forthcoming in only sporadic and limited amounts.

Lack of experience. A limited number of faculty members and college administrators have had experience with using broadcast media for instruction. For some of these the experience has been negative. Station managers and production staff very often lack experi-

ence (or good experience) with producing and broadcasting collegiate courses. Training programs in colleges or in broadcasting for the most part have not as yet focused on preparation for broadcast instruction.

Audience. Assertions about the size and nature of the target audience are based only on aggregates of a limited number of sample survey responses, and may, for any particular institution or station, be unreliable. New techniques applied locally and aggregated regionally and nationally will be needed before a program in college-credit instruction can be confidently undertaken on a broad basis.

Copyright and other legal matters. Copyright, royalties, user fees, and other matters of law and contract may already be, or become, insurmountable obstacles even for local course programming.

Information. A great deal of information about what exists, what does and does not work, and what is being planned in broadcast instruction is available, but little has yet been done to make it available, in usable form to the many who need it.

Quality and Quality Control

Traditionally, colleges and universities have established their own standards of quality, both for what they offer to the students and for the performance of students for credit and certification. To assure that standards are regionally and nationally adequate, they have established regional and national accrediting agencies to make periodic program reviews. In the quality control of the public broadcasting industry, no effort has yet been made (except in *Sesame Street* and *Electric Company*) to emphasize educational considerations as the primary ones. If broadcasters are to work with institutions on credit courses, each will have to join with the other to bring educational and broadcasting standards into harmony. The Task Force believes that CPB has a unique potential to operate both as a coordinating agency and as a catalyst to solve problems in post secondary educational broadcasting.

Building on Strength

Despite the difficulties noted above, expansion and improvement of local efforts in broadcast instruction can build on the following favorable factors:

(a) Recognition by the post secondary community that media, where systematically and intelligently employed, have the ability to motivate, to change attitudes, and to modify American life for the better;

(b) The existence of CPB and the public TV and radio stations as professional operating entities with a mission that includes formal education;

(c) The commitment of colleges and universities experienced in post-secondary credit instruction;

(d) Mechanisms that insure quality for both post-secondary educational institutions and broadcasters;

(e) Consortia with successful experience in both the design and delivery of broadcast instruction for credit;

(f) The existence of other consortia, regional associations, and national associations with talents and resources that might be directed in part toward expanding broadcast instruction regionally and nationally;

(g) Recognition by the post-secondary community that adequate time, facilities, staff and funding are required to produce academically sound coursework of professional quality.

The Suggested Roles of CPB

The Task Force recommends that CPB:

(a) Establish a clearinghouse/library to close the information gap;

(b) Review copyright policy;

(c) Use the formality of the Request for Proposal (RFP) as a means of assuring that whatever CPB funds has a reasonable promise of success in reaching a real audience with a program that will earn college credit for the earnest student. Thus, the RFP will demand that each proposal meet specified criteria or guidelines to receive favorable consideration for CPB funding.

The Task Force has not specified what these criteria should be. Developing results acceptable to project proposers in each area is in itself a complex undertaking. Thus, the Task

Force recommends in each case that CPB Education Office, with the assistance of an advisory committee, initiate the development of criteria/guidelines, and then build them into the RFP's where appropriate. The areas to be covered are: involvement of consortia in proposals, criteria for needs assessment, training components in proposals, appropriate student/user involvement, determination of the target audience, and the use and conduct of research.

Presentation of the Recommendations

RECOMMENDATION 1: Cooperative Development

CPB should cooperate with post-secondary institutions and broadcast organizations at the national, regional, state, and local level to establish desirable patterns for the mutual development of post-secondary formal educational courses that include broadcast components.

Explanation: Post-secondary credit courses using public broadcast elements must, by definition, be cooperative efforts between the collegiate institutions and the producing broadcasters. Furthermore, neither the institutions nor public broadcasting are monoliths that can easily coordinate their relations. Each group is composed of independent entities (e.g., colleges, radio stations). At present, colleges and universities are not well organized to collaborate easily with public broadcasting. Nevertheless, a number of local, regional, and national consortia and associations of institutions exist. Given appropriate encouragement, these may act as catalysts encouraging a cooperative approach.

As CPB moves more deeply into educational fields, the Task Force suggests the Corporation take the initiative in bringing together representative academic and broadcast agencies, as well as others (e.g., publishers, librarians) that may in time be involved in the production and dissemination of broadcast instruction. The eventual goal is to identify a variety of coordinating mechanisms that ensure the teamwork necessary to prepare and deliver good

Office of the Corporation then would be able to work directly with counterpart offices and member units of the organizations in joint efforts with the public broadcasting networks and stations.

2. The Education Office should take the initiative in the planning and development of an effective system and procedure for interorganization cooperation and coordination.

3. The Education Office should see that procedures are established for identifying the target audiences, determining their educational needs, developing program resources, and evaluating educational results.

4. These systems and procedures should include standards and programs.

As an initial step, CPB's current and planned interests in the educational field should be made known through a new statement of its educational mission derived from the work of the Task Force, ACNO, PBS, NPR, and the CPB Board and staff.

Implementation Strategy: The Task Force suggests the following as basic to the implementation of its twelve recommendations. Where additional steps are needed, they are identified in the specific recommendation.

1. CPB should establish a systematic working relationship with appropriate national post-secondary educational organizations. The Education criteria for operation, administration, funding and utilization.

5. All proposed projects, programs, and/or studies, should be reviewed and evaluated by a panel of selected professional consultants.

6. The recommendations of the consultant panels then should be reviewed by the Advisory Committee of the Education Office, and its suggestions along with the advice of the Office be forwarded to the CPB Board for final approval and authorization.

RECOMMENDATION 2: Consortia

CPB should encourage consortia and ad hoc groups of institutions to develop and use post-secondary

courses with broadcast components.

Explanation: The limited resources available for post-secondary institutions and for public broadcasting dictate working together for common purposes. The creation, development, and production of complex multi-media courses require additional talented staff, increased cost, more complex utilization patterns, and different design solutions. These complexities, as well as limited broadcast opportunities, tend to encourage joint cooperative efforts.

Many types of consortial activity now exist to broadcast post-secondary formal education courses. The Task Force suggests that these and other patterns of cooperation should be fostered by CPB to encourage joint efforts in high quality production of course materials and their increased utilization.

Reflecting the current trend toward greater autonomy and decision-making by the local public broadcasting stations, CPB's involvement should facilitate regional and decentralized decision-making and production in the area of post secondary formal education. CPB should recognize and assist, as appropriate, with the encouragement of the sharing of resources and in the "diversity of design."

Implementation Strategies: Regional consortia could be organized by action initiated by CPB, but it is more likely that existing regional consortia already operating as a service to post-secondary education will move forward to assume regional consortial leadership. Large regional groupings might be organized through regional planning sessions. Consortia can play an important role in helping CPB identify needs, target audiences, program resources, and regional course approval. They also can work with regional networks, state and local institutions, and local stations in distribution and utilization of programs.

RECOMMENDATION 3: Audience Analysis

CPB should assist post secondary institutions and public broadcasting stations with the identification and analysis of the characteristics and needs of

the potential audiences for post-secondary formal education to be served primarily through broadcast instruction.

Explanation: In this area the Task Force follows the recommendation of the Commission on Non-Traditional Study and suggests that the prime target for broadcast courses should be those not presently served by campus-bound academic programs. The role of CPB should be to assist educational institutions and educational agencies through broadcast instruction, to expand the possibilities for adults to enter or re-enter the system of post secondary formal education.

The Commission on Non-Traditional Study and others have already described many of the important features of the non-traditional student target audience. CPB should utilize this and other related studies to improve the delivery systems available and the delivery activities capacity to function interactively with this type of student. In this process, it will be necessary to identify and select the target audience at the local, state, regional, and national levels.

Implementation Strategy: The generalized implementation strategy presented with Recommendation 1 is applicable to this suggestion.

RECOMMENDATION 4: Curriculum Ascertainment

CPB should develop processes for the identification of national, regional, and local curriculum needs, working closely with post secondary institutions and public broadcasting stations in the ascertainment of needs. CPB-supported projects should generally answer national post secondary curriculum needs.

Explanation: The Task Force believes that the ascertainment of post secondary educational needs at the local level is the first major step in courseware design and production. The Extension Division staff of universities and colleges and the community service staff of community colleges continuously assess community educational needs for potential course offerings, and have

been defining potential target audiences for many years. Following their example, and using these mechanisms, it is recommended that the station staff and the institution staff develop close working relationships to improve ascertainment methods and processes.

The second major step in the process is the ascertainment of educational needs at the state and/or regional levels, and the design of courseware related to these particularly as they may differ from those germane at the local level.

The third major step is the ascertainment of what may be determined as national post-secondary formal educational needs, and the design and production of appropriate courseware.

Major decisions on the use of courseware take place at the local institution level. It is, therefore, imperative that the needs ascertainment at all levels review the requirement for granting of credit for all course suggestions by the educational institutions. CPB, through the Education Office, should assist local institutions and stations, and state and/or regional systems or consortia in the ascertainment of need and the courseware design process. From this activity identification of national needs should emerge.

Implementation Strategy: The generalized implementation strategy presented with Recommendation 1 is applicable to this suggestion.

RECOMMENDATION 5: Research

CPB should commission and encourage research that will further the evaluation, design, production, and delivery of post-secondary broadcast courses. Cost-benefit considerations should be a special area of concern.

Explanation: Although there have been many research studies on educational broadcasting over the past 25 years, the Task Force believes that there is a distinct need on the part of post-secondary institutions and organizations to conduct more sophisticated research and evaluation into course design, production standards, and delivery

methods that could be used nationally. Ideally, this research and evaluation would be designed to provide results which could be readily applied to projects developed by both post-secondary institutions and public broadcasting stations and networks. The Task Force analyzed the suggestions from the regional conferences relating to the need for definitions of costs. It suggests that CPB, PBS, NPR, and other agencies should encourage research design studies of theoretical elements of cost-benefit analysis for post-secondary institutions and public broadcasting stations. The elements of cost-benefit analysis would vary with their application by different institutions or stations.

Implementation Strategy: The generalized implementation strategy offered for Recommendation 1 is applicable to this suggestion.

RECOMMENDATION 6: Legal Problems

CPB should take a vigorous leadership role at the national level on behalf of both educational broadcasters and institutions to alleviate the many legal problems associated with copyright, royalties, and clearances which directly and adversely affect the potential for broader and more productive use of post secondary broadcast courses.

Explanation: CPB should take the lead and marshal efforts of many groups in the solution of the problems directed toward assisting educational organizations and agencies with copyright concerns. CPB should attempt to gain off-the-air educational recording rights for educational institutions of broadcast course materials and other potential course materials which it acquires or finances. While this may involve paying front money royalties, it will enable educational institutions to provide alternate viewing-listening-study time for non-traditional students attending community study centers. CPB should represent the public and use public funds to benefit the learning public. The additional costs which might be involved could eventually be assumed by the user institutions on a

formula compensation basis.

The regional planning conferences agreed that to make effective use of educational materials produced by and for public broadcasting, all publicly funded products should be in the public domain. Thus, present and potential students will have access to these materials. To provide for maximum use and benefit by the public, CPB should insist to the extent negotiable, that all instructional media materials used on public broadcasting be free of all fees and other legal restrictions.

Implementation Strategies

1. CPB legal staff should meet with potential and current program producers to analyze the problems and costs for off-the-air recording rights for post-secondary institutions.

2. In view of impending legislative developments in the copyright field, CPB should hold a national planning conference on copyright and recording problems for post-secondary education as soon as possible.

3. CPB should immediately direct its staff to conduct a survey of current policies and practices in post secondary education pertaining to copyright, royalties, and clearances. The results of this survey should be widely disseminated.

RECOMMENDATION 7: Design and Production

With the cooperation of public broadcasting stations, encourage and support the design and production of broadcast courseware by institutions and organizations responsible for credentialing. CPB should assist in the planning and provision of funds for development and dissemination not only of such broadcast courseware, but also supplementary print materials, audio and video cassettes, and instructional kits which are integral parts of such courses. CPB-supported projects should include student-user involvement in the design and development phases.

Explanation: CPB should recognize that courses presented through media systems can only be given credit

by an external agency, i.e., the post-secondary institution. Therefore, CPB and the stations must develop close cooperative working relationships with institutions having the credit decision-making role, in the use of the courses. It is also important for CPB to recognize that institutions have varying credit and entrance requirements, and that varying accreditation standards exist in different regions of the country.

The initial role of the Education Office of CPB is to involve national educational association, regional consortia, state higher education systems, and local institutions in the curriculum development of the non-broadcast materials which are a significant part of this effort.

If the CPB Education Office works carefully with the institutions and agencies from the beginning, the problem of college credit is not an impossible task. The involvement and participation of the public broadcasting stations is essential to the design and production of the courseware as well as the dissemination. National consortium courses presently offered on broadcasting stations, in newspapers, and by mail have had no major difficulties if they provided high quality, faculty involvement, much lead time for faculty analysis of the academic material, and local involvement to meet local academic needs.

Implementation Strategy: The generalized implementation approach presented for Recommendation 1 is applicable in this instance.

RECOMMENDATION 8: Training

CPB should support and encourage organizations and institutions in training institutional, station, and other media personnel to improve post-secondary educational course design, development, and delivery.

Explanation: The quality and use of programs employing broadcast media will depend heavily on the training and experience of the academic and station personnel involved. Until training for broadcast instruction has become firmly established, the Task

Force recommends that CPB:

1. Require that each proposal for support of an academic course include provision for training where appropriate, and

2. Encourage the submission of proposals for training (e.g., workshops, internships) by organizations and academic agencies representing station and institutional interests. CPB itself should not conduct such training.

3. Special emphasis should be given to programs for minority faculty and minority station staff.

Implementation Strategy: The generalized implementation strategy presented for Recommendation 1 is applicable in this instance.

RECOMMENDATION 9: Delivery Systems

CPB should coordinate efforts and serve as a catalyst in concert with the national and regional public networks, to develop delivery systems that help post-secondary institutions and broadcast stations to offer credit courses more effectively. Broadcast components of the courses should be disseminated through the public broadcasting stations, while responsibility for delivery of the non-broadcast course materials should reside with the educational institutions.

Explanation: Each post-secondary educational program supported by CPB will use broadcast elements. Important at the planning stage is the wise choice of these elements among options that include not only public TV and radio production and transmission, but also such options as cable television, satellites, videocassettes, learning centers, and instructional media libraries. In addition, few if any such programs will be delivered solely in electronic form. Most will require a variety of materials in print, and the distribution of these materials through institutions, bookstores, mail order, and other outlets.

The Task Force believes that the time for integrating the production and delivery components of an educational program is in the early stages

of design. Desirable as this may be, the regional meetings conducted by the Task Force indicated clearly that too few persons interested in expanding broadcast instruction are sufficiently informed to plan adequately for integrating production and delivery systems. In time, experience and the activities of the clearinghouses recommended below will resolve some of the problems. Meanwhile, the Task Force recommends that CPB (1) provide consultants to those planning programs, (2) in collaboration with other organizations, establish workshops dealing with the problems and their solutions, and (3) approve only those funding proposals that show evidence of adequate integration of the various production and delivery mechanisms.

Implementation Strategy: The generalized implementation suggestions presented with Recommendation 1 are applicable in this case.

RECOMMENDATION 10: Media Literacy

CPB should encourage post-secondary educational institutions to develop student and faculty training programs in the critical evaluation of materials presented through broadcast media.

Explanation: Since 1945 there has been a rapid increase in audience time given to radio and television. These media are constantly being utilized in more sophisticated ways to inform as well as to entertain. This Task Force believes that it is part of CPB's role to assist in the development of excellent and diverse programming for the American people. One of the best ways to encourage such programming is to give the broadcaster access to an audience that is knowledgeable, critical, and able to appreciate the fine points of broadcast technique and content.

The Task Force notes further that the effectiveness of broadcast instruction depends also on the sophistication of the audience—their "media literacy," akin to the understanding of the written word to which schools and colleges devote much of their instruc-

tion. The Task Force believes that improving the media literacy of the public is the responsibility of educational institutions. This should be accomplished through classroom instruction, the preparation of teachers at all levels, and the retraining of those now teaching. The Task Force recognizes that CPB's role in the training of such audiences is not a primary one, but as CPB moves into its educational programs, it should take formal steps to raise this issue. CPB should be ready to contribute advice and expertise and, where appropriate, funds to those organizations and institutions experimenting with solutions.

Implementation Strategy: The generalized implementation strategy presented with Suggestion 1 is applicable to this recommendation.

RECOMMENDATION 11: Clearinghouse

CPB should assist with the development and operation of clearinghouse and library resources to distribute and exchange information about post-secondary broadcast courses and practices, employing and building upon capabilities of existing institutions and organizations.

Explanation: A number of local and regional centers now collect information about post secondary credit courses that include a broadcast component. However, their capacity is limited and they cannot provide the quality and quantity of information and services that the expansion of broadcast-assisted instruction envisioned by the Task Force will require. CPB, therefore, is urged to take the first steps to develop a national and regional plan for the services listed below. It is not the intent of the Task Force that CPB carry out these activities. On the contrary, it should build on resources that currently exist. Existing regional and national organizations should be involved in the consideration of the old and new structures that may be necessary to offer services such as the following:

1. Providing development and evaluation data about instructional pro-

grams using broadcast media and an annotated, periodical catalog of such data. Criteria for listing programs should be based on standards related to the roles of public broadcasting stations (i.e. CPB is not responsible for all educational programs, or those without relations to public broadcasting).

2. Providing access to programs for both public and commercial stations and educational institutions, including assistance in acquiring clearance and rerun rights.

3. Providing periodical publication dealing with significant developments in public broadcast instruction.

4. Providing consultant services to both institutions and public broadcast stations.

5. Providing guidelines for quality in planning, production, and dissemination.

6. Providing assistance in bringing together institutions and stations with potentially complementary interests in post-secondary instruction.

It is assumed that the clearing-house/library functions listed above may require both a national center and several regional centers. (Some regional centers now exist.) CPB's role should initially be to investigate needs at local, regional, and national levels; next to encourage, and perhaps fund, the expansion of the capabilities of existing organizations, and finally, if necessary, itself to provide for services that cannot be met through existing organizations.

Implementation Strategy: The generalized implementation strategy presented with Recommendation 1 is applicable in this instance.

RECOMMENDATION 12: Advisory Committee

CPB should establish a post secondary educational advisory committee to assist the CPB Education Office and Board in carrying out these recommendations and to advise on future developments.

Explanation: The Task Force

believes that a special post-secondary advisory committee is needed for the following reasons:

1. The diffuse academic administrative decision-making process of post-secondary institutions,

2. The unique problems related to the granting of credit by these institutions,

3. The technical problems of cooperation between these institutions and the public broadcasting affiliates and agencies, and

4. The problems that will arise in the development of criteria for proposal design and project funding.

This committee in the fulfillment of its services to the Office and the Corporation, will have a continuing responsibility to work in close cooperation with local, state, regional, and national post-secondary institutions and educational organizations, and with the public broadcasting networks and stations. This advisory committee should have representation from post-secondary education institutions, public broadcasting, and the public sector.

The Committee and Its Functions

1. The Advisory Committee should be an integral part of the approval mechanism and the funding process of post secondary formal education projects.

2. The Advisory Committee members should be appointed for 3 year terms.

3. The Advisory Committee should meet at least twice a year with other groups formally associated with CPB working on other projects in education.

4. Whenever appropriate, the Washington meetings of the Advisory Committee should include invited guests from PBS, NPR, HEW, learned societies, and other governmental, industrial, and educational agencies and organizations.

5. The Advisory Committee should develop a 3 to 5 year development plan for CPB to meet emerging education needs and development opportunities.

Report of the Task Force on Adult Education

Introduction

The Charge to the Task Force

The ACNO Task Force on Adult Education was constituted and convened for the purpose of developing recommendations for a master plan for involvement of the Corporation for Public Broadcasting in adult education activities, working in concert with other organizations currently engaged in adult education programs of all kinds. The Task Force identified two major objectives for its efforts:

a. The development of a national delivery/utilization system model for adult education activities which would identify the respective roles of CPB, PBS, NPR, local stations, educational institutions, social organizations and clientele groups, including the broadcast components and the administrative requirements for effective operation of the system.

b. The development of a mechanism through which national programming priorities in adult education would be identified and their core elements defined within a flexible system capable of adaptation and modification to serve a multiplicity of local situations. Although the project had originally called for the specific identification of three high-priority programming areas and core curriculum elements for each of the three priority areas, the Task Force

ultimately decided that its recommendations to ACNO should focus primarily on the articulation of criteria for identification of national programming priorities and program content as part of the national delivery/utilization system. In that way, CPB could identify current national programming priorities in adult education and use the same system to identify priorities in future years.

Task Force Organization

The Task Force on Adult Education was selected from the ranks of experienced educators and broadcasters, together with representatives of the general public and special clientele groups. Every effort was made to ensure as broad geographic representation as possible. The members of the Task Force have represented their own thinking and experiences; they have not served as representatives of the organizations or institutions with which they are affiliated.

The task force has been assisted in its efforts by four special advisory groups.*

a. An Association Advisory Group composed of staff persons of major national associations with a vital interest in adult education and in broadcast media. Its role was to serve as a

* The activities and recommendations of these groups are presented in more detail in the appendices to this report.

vehicle for orientation of national office staff personnel on the work of the Task Force and as a feedback mechanism for suggestions and recommendations from the associations.

b. A Government Advisory Group composed of staff personnel from federal agencies with major adult education responsibilities either for the training of their own personnel or for programs directed toward the public. In developing their recommendations to the Task Force, the members of this group represented their own individual thinking and not the official positions of their respective agencies. The role of this group was orientation of its members on the objectives of the Task Force effort and analysis of the potential of a national delivery/utilization system that might help to meet federal adult programming needs in both in-service training and Congressionally approved general-public-oriented activities.

c. A Special Consultant Group composed of 16 persons who are nationally knowledgeable and experienced in multi-site educational programming and/or public broadcasting. This group was assigned the responsibility for developing and recommending a model for a national delivery utilization system for adult education programming. The group's charge was to develop this model using the current public broadcasting media (radio and television) as a base without excluding the possibility of using alternate media systems (cassettes, closed circuit, cable, satellite) to satisfy the diverse needs of the heterogeneous clientele in adult education.

d. A National Conference on Program Priorities attended by 35 program specialists, with seven specialists in each of five major program areas in adult education: adult basic, vocational/technical, professional, general public service, and social problem solving. The conference participants were to identify two to four program priorities in each of the five major program areas, out of which the three highest national priorities would emerge.

Task Force Philosophy and Methodology

In approaching its charge with

respect to public broadcasting, the Task Force made certain assumptions which it believes are essential for the achievement of the fullest educational potential of public broadcasting. The Task Force has taken the following as its points of departure for the succeeding discussion and recommendations:

a. All programming should be directed toward progressively improving the quality of education.

b. The traditional and well-documented approaches to quality education through reading, laboratory work, and other tested methods of instruction should be respected and fully supported. The Task Force's goal is the full utilization of the educational resources and potentials of radio and television in complementary and supplementary educational efforts.

c. Every feasible instructional technique should be utilized to expand continuing participation in educational programs by an ever-increasing proportion of our total population.

The Task Force initially made a thorough study of available data on trends in adult education and of the Witherspoon report on current practice and trends in public broadcasting. Further, it carefully reviewed recommendations from its own auxiliary bodies, including the Association Advisory Group, the Government Advisory Group, the Special Consultant Group, and the National Conference on Program Priorities. A strong consensus emerged as Task Force recommendations took shape on the basis of accumulated evidence of an increasing interest in and need for adult education programming. The Task Force concluded that public broadcasting, like every other contemporary social institution, must find ways to serve this need. The group agreed, moreover, that since adult education clienteles are often few in number in individual communities but very numerous in the total national aggregate, public television and radio as mass media have a unique capability to provide focus for national programming designed for adaptability to local interests and needs and to widely dispersed audiences. Further, it was the Task Force's judgment

that the current operation of American public broadcasting, with its intensive system of interactions among local and national agencies, could well serve as the basis for a new national adult education programming effort. The recommendations of the Task Force are conceived as guidelines for development and implementation of such a programming effort.

Summary of Recommendations

The Task Force's recommendations are focused on three major categories: criteria for selection of national adult education programming priorities, a national/local cooperative planning and utilization system, and alternate utilization systems.

Criteria for Selection of Adult Education Programming Priorities

Recommendation No. 1: That CPB utilize specific criteria for identification of national adult education programming priorities. The Task Force recommends at least these five criteria for each program selection:

- a. Will it serve large numbers of people?
- b. Will it be capable of multi-level audience utilization with the addition of appropriate learning situations?
- c. Will it serve a compelling public interest?
- d. Will it be an appropriate use of public broadcasting?
- e. Will it have potential for repeated utilization over a reasonably long period of time?

A National/Local Cooperative Planning and Utilization System

Recommendation No. 2: That CPB encourage organization of local "adult education broadcasting councils" in areas where adequate advisory mechanisms involving local adult education user organizations and institutions do not exist.

Recommendation No. 3: That CPB use the "adult education broadcasting councils" to generate programming priorities based upon inputs from local and national sources.

Recommendation No. 4: That CPB fund the planning and development of projects identified by the programming priorities system.

Recommendation No. 5: That CPB actively seek additional funds for development of national adult education programming.

Recommendation No. 6: That CPB seek to ensure that adult education programming can be utilized by supplemental distribution systems.

Alternate Utilization Systems

Recommendation No. 7: That CPB study, with appropriate agencies, ways in which alternate media distribution systems can be utilized or established where broadcast services are inadequate to meet the needs of adult education programming for its many clientele groups.

Present and Emerging Needs in Adult Education

Adult Education vs. Full-Time Student Participation *

Adult Education in the United States is a rapidly growing field, but many significant needs are currently not being served. The U.S. Office of Education triennial survey of adult education in 1972 indicated that there were 15,734,000 participants in organized adult education activities in the United States, compared with 11,602,000 full-time students. Adult students constituted 57.5 percent of the total.

Rate of Increase in Adult Education Participation

Of crucial importance is the fact that the rate of increase in the number of adult students between 1969 and 1972 was 2.3 times greater than the increase in the number of full-time students. This rate of growth demands the attention of educational organizations, whether broadcast-oriented or not. As participation expands, the economics of broadcast media becomes increasingly attractive.

* For detailed documentation of the data in this section of the report, see Appendix D, Tables 1 through 11.

Underparticipation of Economically and Educationally Disadvantaged Groups

Demographic data from the survey reveal a largely untapped market among disadvantaged groups, especially those with low levels of income and educational achievement. In 1972, only 13 percent of the participants in adult education had not completed high school. In sharp contrast 43.4 percent of adult nonstudents had not completed high school. At the other end of the scale, 47 percent of adult students had completed at least some college studies, whereas 19 percent of nonstudents were in that category.

Similarly, family incomes of nonstudents were significantly lower than those of either adult students or full-time students: 38 percent of adult nonstudents had family incomes under \$7,500, while 21 percent of adult students were in that income category.

Although women constituted a majority of participants in adult education in 1969 and 1972 (52 and 58 percent respectively), blacks decreased in their proportion of the student body from 5.8 to 5.0 percent between the two survey years. The sharpest decline occurred among black men—from 4.9 percent to 3.7 percent. In both cases, their participation in adult education was significantly below their proportion of the total population.

Occupational Characteristics of Adult Education Participants

The adult student body has constantly had a strong occupational character. The proportion of participants in adult education who were working or in the labor force was extremely high in both 1969 and 1972, remaining steady at 80 percent during the two survey years.

Looked at in terms of types of courses taken, both the 1969 and 1972 surveys indicated that a majority of all adult students in postsecondary education participated in occupational or professional training: 5.3 percent in 1969 and 57.3 percent in 1972. Overall, there was an increase of 25 percent in the total number of participants in occupational or professional training be-

tween the survey years. The same holds true for nonstudents who were surveyed by the Commission on Non-Traditional Study in 1972. Of those who indicated they would like to become learners, 78 percent chose vocational subjects as one of their preferred areas of learning; and, further, 43 percent chose vocational subjects as their first choice.

If public broadcasting is to be used to satisfy the needs of current or future clientele groups, program content should have a strong occupational focus, but this should not preclude priority consideration for other types of programming.

Types of Educational Sponsoring Organizations

Programs must also be geared equally to adult education activities at educational institutions and at other organizations whose goals are not primarily educational. In both 1969 and 1972, approximately 45 percent of adult students attended programs administered by employers, community organizations, labor unions, professional associations, hospitals, and private tutors. Of special significance is the fact that in 1972 a total of 2,613,000 persons participated in employer programs and another 1,996,000 in programs operated by community organizations.

Federal Social Problem-Solving Programs

Over the years the Congress has passed a large number of categorical adult education programs designed to assist in the solution of social and economic problems, such as those relating to health, nutrition, aging, agriculture, drug abuse, environment, education, and social welfare. According to the National Advisory Council on Extension and Continuing Education, there were 168 such programs funded in 1972 with appropriations of \$1.026 billion.

The number of federal problem-solving programs and the scope of funding would appear to mandate that public broadcasting give careful attention to the adult educational needs which can be served by federal agencies with Congressionally-funded pro-

grams. The long and successful record of the use of public and commercial radio and television for federally-financed agricultural extension programs plus the more recent use of federal funds for "Sesame Street" and arts and humanities programs indicate that these media are appropriate and viable vehicles for dissemination of federally-financed adult education programs for targeted audiences as long as adequate safeguards are exercised regarding undue Federal agency control over programming.

National Programming Priorities

Participants in the National Conference on Program Priorities, which was organized by the Task Force, identified 19 program priorities for consideration by the Task Force and CPB (Appendix A). The Task Force especially shares the concern of the conference participants for programs which relate to acquisition of survival skills, problems of the elderly, enrichment of family life, and enhancement of cultural pluralism.

Use of Television and Radio in Adult Education Programming

The extremely low level of use of radio and television in adult education (in 1969 and 1972 (less than 1 percent of adult students—83,000 and 145,000 respectively—participated in organized learning activities using radio or television) indicates that an effective system has yet to be developed which would satisfy the needs of adult clientele groups in organized learning situations.

The Task Force identified several needs which, if adequately met, would optimize the partnership between adult education and public broadcasting:

- To develop a linkage between public broadcasting and the educational capabilities of institutions and organizations;
- To develop a mechanism which would facilitate identification of clientele groups and their needs;
- To encourage and finance bet-

ter research;

- To develop the means of delivering materials, both broadcast and supporting print elements and classroom components, to user institutions and agencies.

Recommendations

The recommendations of the Task Force on Adult Education reflect recognition of several major issues which confront both broadcasters and educators when they attempt to join their respective missions and capabilities to serve the educational needs of adults in the United States.

In seeking ways to resolve these issues, the Task Force drew guidance from the planning criteria set forth in the CPB/ACNO Education Study Plan. It felt that Criterion #2 was of special significance in dealing with the broad and diffuse world of adult education. Criterion #2 states:

All planning will relate to organized learning situations by various types of institutions. Other institutions have primary responsibilities in education; CPB has a support role.

The result was a recognition that educational broadcasting must include programming which has no institutional ties but which "educates" a general public on broad-gauge topics of substance. CPB and PBS and NPR, along with others, currently are generating these kinds of programs. Notable examples are "The Killers," "The Ascent of Man," "Feeling Good," "Wall Street Week," and "All Things Considered." These efforts should be continued and expanded. Furthermore, it is possible—and desirable—that programs designed for organized learning situations will have general audience appeal.

On the other hand, the Task Force felt that it could best serve by considering the more difficult, and largely unanswered, questions of how to make broadcasting a part of the ongoing and pervasive adult education activities now in place.

Many years of experience have

evolved effective patterns of service to adult learning needs, ranging from informal training by service groups, to more structured courses offered by professional societies, labor and business groups, and others, to the highly formalized activities of colleges and universities. It is unnecessary, and would be counter-productive if not impossible, for CPB to duplicate these existing mechanisms which provide for feedback to instructional sources.

With the foregoing in mind, the Task Force on Adult Education addressed itself to the issues within the context of the following CPB/ACNO objectives associated with Criterion #2:

- a) To determine effective uses of public broadcasting for organized learning situations;
- b) To conduct studies yielding plans of action beneficial to learners of all ages (N.B.: for this Task Force, adults);
- c) To develop delivery system models, incorporating broadcast and non-broadcast components and responsive to the needs of educational and other groups and agencies;
- d) To be responsive to the need for institutional cooperation and coordination.

To achieve these objectives, and to meet the identified needs, the Task Force on Adult Education has evolved a set of program selection criteria, and a National/Local Cooperative Planning and Utilization System, together with a proposal to explore alternate media systems which form the basis for the recommendations in this report.

Criteria for Selection of Adult Education Programming Priorities

After considering the reports of the National Conference on Program Priorities (Appendix A) and the Special Consultant Group to the Task Force (Appendix B) and its own analysis of trends and emerging needs in adult education, the Task Force concluded that public broadcasting can be a valuable supplement to many existing programs of adult education, as well as a vehicle

for reaching new and enlarged audiences.

However, it also recognizes that the most cost-effective use of a national broadcasting system comes in reaching relatively large audiences.

To achieve these twin objectives the Task Force proposes:

RECOMMENDATION #1: That CPB Utilize Specific Criteria for Identification of National Adult Education Programming Priorities.

Granting the desirability of maximizing the use of public broadcasting media in adult educational programming, and at the same time conceding limitations of the current capability of these media to satisfy the educational needs of all adult groups, criteria must be developed for CPB and its broadcasting colleagues to guide their determinations of programs to be given priority for national programming. Among factors that should be considered are size of audience, urgency of need, public interest, cost-benefit ratio, and potential for multi-media and multi-audience utilization.

The Task Force recommends at least these five criteria for each selection:

- a. Will it serve large numbers of people?
- b. Will it be capable of multi-level audience utilization with the addition of appropriate learning situations?
- c. Will it serve a compelling public interest?
- d. Will it be an appropriate use of public broadcasting?
- e. Will it have potential for repeat utilization over a reasonably long period of time?

These criteria do not offer objective standards by which to judge ideas and proposals. Rather, they are intended to emphasize those elements which the Task Force regards as most important to increasing the likelihood of success of any programming in terms of satisfying adult education needs in the United States.

In these criteria, the Task Force reinforces concepts put forward by the

National Conference on Program Priorities and the Special Consultant Group. As an example of a means of reaching both large numbers of narrow-interest groups at the same time, the Special Consultant Group noted:

As a means of overcoming possible objections based upon numbers and scope, the Special Consultant Group recommends that whenever possible broadcast components should be applied to multi-level audiences by varying the supporting learning situation. Experience has shown on some recent projects that it is possible to use the same television programs as the basis for credit courses, non-credit informal education, and as an enhancement viewing situation for a general audience.

One example is "The Ascent of Man," which is a general-audience interest program being offered through the Public Broadcasting Service. Across the nation, the general-interest programs are being supplemented with study guides and periodic classroom sessions and/or independent study materials to create a course for college credit. With fewer and less elaborate class meetings and written materials, the programs fit into adult education informal settings. With no class meetings and with only a viewer's guide and perhaps selected readings, the meaning of the programs can be enhanced for a general audience. At the same time, of course, the bulk of the audience can enjoy the programs as originally presented, with no additional effort.

The Task Force realizes that all projects will not be equally successful in capturing the interest of a general audience while preserving sufficient educational values for a specialized group. However, all projects can achieve this multi-audience interest to some degree.

It must be recognized that the issue is not clear-cut: some programs which have prime value for limited audiences, such as physicians or city man-

agers, may also have significant secondary benefits for the general public, while others designed for larger specific audiences may be useful to the general public, either as a broadcast audience or as a secondary beneficiary through improved services from better-trained professionals.

A National/Local Cooperative Planning and Utilization System

The Task Force points out that there are three independent and essential entities involved in the effective use of broadcasting in organized learning situations on a nationwide basis: the Corporation for Public Broadcasting, the local broadcast stations, and local user institutions/organizations. Development of an effective national/local planning and utilization system depends upon defining the optimum relationships among these entities. In general terms, each has the following role:

Corporation for Public Broadcasting—provides a basis for national scope which allows for a higher level of funding to assure high quality, for economies of network distribution of broadcast materials, and for the advantages of national promotional efforts..

Local broadcast stations—provide the primary means of dissemination in each community. Because each is locally licensed, each has a responsibility for ascertaining community needs and selecting programs to meet those needs.

Local user institutions—provide the organized learning situations necessary for full and effective utilization. Each has specialized means for determining the local educational needs of specialized and general audiences, and for meeting those needs. They can assist the local station in ascertaining these specific community needs through market analysis, and can provide the support mechanisms for meeting them. The institutions have existing procedures for enrolling and certifying students, which the other entities lack.

In many areas, local stations have already established working relations with advisory groups of various kinds for planning and carrying out in-

structional and general-interest projects. The Task Force on Adult Education believes such working relationships are essential to optimize local support and use.

The next five recommendations deal with development of a realistic model for such working relationships, which are important both in the planning and the implementation of adult education programming projects. The Special Consultant Group, as its primary assignment, developed a national delivery/utilization system. The Task Force accepted that system in principle, but has expanded its role to include the element of planning.

RECOMMENDATION #2: That CPB Encourage Organization of Local "Adult Education Broadcasting Councils" in Areas Where Adequate Advisory Mechanisms Involving Local Adult Education User Organizations and Institutions Do Not Exist.

As noted earlier, local stations in many areas already have advisory groups which reflect adult education needs. Others have advisory groups which could be expanded to include this role.

In functional terms, the Task Force emphasized that extensive use of broadcast course materials requires integral participation by all groups which may be organizing the learning situations. Membership, therefore, must include as broad a range as possible of local user institutions and organizations. These are defined as: Any organization with educational responsibilities. As stated in the report of the Special Consultant Group (Appendix).

At one end of the continuum would be colleges and universities which have highly formalized educational missions. At the other end would be voluntary service organizations which carry out educational activities to benefit their employees or member constituencies. Ranging between these would be professional societies, labor unions, government agencies, libraries, churches, community organizations, business/industry training programs, etc.

It is expected that these councils will be extremely diverse in constituency, in structure, and even in size and scope of "local community"—ranging from metropolitan area to county or state or even multi-state region. It would be the station's responsibility to identify and invite the participation of all institutions and organizations having responsibility for any kind of adult education, and to bring together their representatives for planning and establishing the local council. It may well be, however, that the station will not ultimately house or manage the council operation, though as the primary element in the delivery system, it will always play a major role. The actual operation of council activities might be assigned to an educational institution, a community organization or a coalition of such organizations, or some other participating agency. It is also likely that council membership will shift from project to project, depending upon program focus. It is important, however, that there be a continuing core of cooperating institutions with opportunity for the involvement of all. The group stresses that the relationship of local educational institutions to the council is extremely important, since they have in place the systems for registering students, for distributing support materials, and for feed-back and interaction processes.

Beyond existing groups and those which may be organized, the Task Force noted the possible resources to be found in state adult education advisory councils being formed under the Adult Education Act, as well as the new Community Education activities. It is further suggested that CPB find ways to assist development of financial support, where it may be needed, to encourage formation of these local groups.

RECOMMENDATION #3: That CPB Use the "Adult Education Broadcasting Councils" to Generate

Programming Priorities Based Upon Inputs from Local and National Sources.

A two-directional process is envisioned in this recommendation. First, local councils would feed to CPB adult education priorities they have identified. These would become part of the overall selection process. Second, CPB would feed to the local councils program ideas that have evolved through other local, state, regional, and national mechanisms such as state and national advisory councils, national conferences of producer and user groups, and federally-funded programs for elements of the general public. All of these ideas would be fed into the system for evaluation by local user institutions and organizations in concert with the local stations.

Although the primary goal is to identify programming priorities of national scope, the system will also bring to the surface priorities best treated on a local or regional level. CPB should consider ways of encouraging regional networks and local groups to develop programming to meet these needs.

RECOMMENDATION #4: That CPB Fund the Planning and Development of Projects Identified by the Programming Priorities System.

Once programming priorities are determined, CPB should make a final selection of a project area and invite proposals from educational institutions and organizations, working through a local station or system-related production agency as defined by the Station Program Cooperative of the Public Broadcasting Service. The role of each agency involved in content considerations is implicit in the planning and utilization system process which follows.

Based upon proposals received, CPB would make a planning and/or pilot program production grant for each project to be undertaken. Planning grants would enable local groups to evolve detailed project plans which might otherwise be beyond their resources to develop. A detailed and well-thought-through plan could obviate the expensive step of pilot production.

Each project should include

planning for the following components:

- television broadcasts
- radio broadcasts
- other media, when appropriate
- written support materials
- a syllabus for incorporating class meetings, workshops, or other line components, when appropriate.

The grant agreement should specify that the producing agency must involve representative user institutions and organizations as well as subject experts in all planning. The grant should also call for formative research and target-audience pre-testing of broadcast and support materials to validate their effectiveness and acceptability. These activities should take into account the rich resources to be found in the diverse cultural elements of American life and the important contributions each of these makes to the unique pluralism of the American experience.

Upon completion of detailed planning and/or production of a pilot, CPB would initiate a sequence of feedback activities for local evaluation and decision-making. Through existing computer links and video and audio interconnections, this feedback can be almost instantaneous. In the case of a pilot program, elements in the sequence should include the following steps:

a. By means of the PBS and NPR interconnection systems, the pilot would be shown to local adult education broadcasting councils. Whenever possible the pilot should be accompanied by a pre-test report. The Councils would feed reactions back to CPB and the producing agency.

b. CPB would then call a meeting of the producing agency, subject experts representing both the producing agency and interested user institutions and organizations, plus field organizers from interested user institutions to discuss content, style of production, acceptability and marketability, specific problems of utilization, etc. Feedback from the council previews would also be considered.

c. CPB would then decide whether to move ahead to full production, modify the project, develop a re-

vised pilot, or drop it altogether. (A revised pilot would go back into the cycle already described.)

d. Once full production were authorized, utilization people as well as subject experts would continue to have significant input.

e. As production progresses, CPB would offer the series to stations, with previews via PBS and NPR for local evaluation in terms of the needs of each individual institution and organization. Local user institutions and organizations would plan their own utilization based upon materials in the project package, plus additional local materials as needed. Costs of support materials (study guides, workbooks, promotional pieces, etc.) would be borne by the local institutions and the local students.

f. CPB would next arrange for distribution of broadcast programs through PBS and NPR and for distribution of support materials, probably through some competent central agency. Materials could be sold to users or reprint rights could be assigned, at the option of the user institution. CPB would plan and implement a national promotional effort in support of the broadcasts and the organized learning opportunities.

g. Local stations would schedule the programs, and council institutions and organizations would enroll students through their normal procedures; and provide organized learning situations as planned. Students would receive certification or other informal "credit" according to the normal procedures of each institution or organization. (The new continuing education unit—CEU—being adopted by many institutions across the country may eventually offer the basis for a more standardized approach on national projects.) Special attention should be given to the community outreach activities associated with multi-level projects.

h. Local user institutions will provide quantitative reports to CPB, along with qualitative judgments on the future value of the project, based on field experience. Although various kinds of research, both before and after proj-

ects, are important, the Task Force supports the contention of the Special Consultant Group that the real proof lies in whether adults enroll or otherwise participate and whether they are satisfied with the results. The system report should address itself to the question: should this course be used again both in terms of quality of materials and of obsolescence? CPB should set aside a certain percentage of funds for revision and updating of existing courses.

RECOMMENDATION #5: That CPB Actively Seek Additional Funds for Development of National Adult Education Programming.

Because CPB now has the responsibility for funding developmental projects, it is the logical agency to take the responsibility for leadership in seeking new funds to supplement its own appropriations.

The Task Force believes that the Congress will be receptive to proposals based upon broad-based needs as evidenced in local support through the planning and utilization system. Other governmental agencies would be in a position to aid in funding specific projects, as would various foundations, national corporations, and other groups.

The educational community can be a powerful influence in such matters, especially when bolstered by documentation of nationwide support. CPB is encouraged to use this base to its fullest in pursuing new funding for educational purposes.

CPB may also wish to look into the possibility of putting up matching funds for an instructional Station Program Cooperative through which a smaller number of interested local stations and user institutions across the country could support production of courses important in their areas. The communications structure already described, coupled with the SPC process, could facilitate formation of these informal "consortia."

Assuming future growth in broadcast-based adult education programs, the question of funding will concomitantly increase in importance. The responsibilities of Congress, funding CPB

through appropriations; of the local stations enlisting financial assistance in various ways; of user institutions; and of participants must be considered and determined.

RECOMMENDATION #6: That CPB Seek to Ensure That Adult Education Programming Can Be Utilized by Supplemental Distribution Systems.

It became obvious to the Task Force on Adult Education that CPB and the broadcasting media cannot begin to meet the needs for delivering audio and video instructional materials. Many alternative and supplemental distribution systems already exist and many more will be needed. These mechanisms include use of audio and video cassettes, cable television, closed circuit systems, and, ultimately, direct-to-home-or-school satellites.

It is essential that adult education materials produced for use within the broadcast system also be available for use through these supplemental distribution systems. Therefore, CPB must include in its production contract negotiations the goal of acquiring rights which would enable this extended use of the materials. Wherever possible, copyrights and other rights should be "bought out" in perpetuity or for a stated period of time (no less than five years, if possible) so that payment of individual rights fees by each user would not be necessary, at least during the first contract cycle.

Once rights are acquired, various means should then be found to make the materials accessible to as broad a clientele as possible.

Although encouraging this extended use, the Task Force emphasized that primary focus should be on developing national broadcast-supported adult education projects.

Alternative Utilization Systems

RECOMMENDATION #7: That CPB Study, With Appropriate Agencies, Ways in Which Alternate Media Distribution Systems Can Be Utilized or Established For Adult

Education Programming Where Broadcast Services are Inadequate to Meet the Needs of Adult Education for Its Many Clientele Groups.

Given the broad spectrum of needs and interests in the field of adult education, ranging from the most advanced post-doctoral training of medical specialists and aerospace physicists to the basic educational needs of functional illiterates, the problem of satisfying those diverse educational needs through a single medium such as public television or radio is of fundamental importance. In view of the limitations on available broadcast time and on flexibility of broadcast scheduling, ways of relating other media to different components of the adult education universe must be determined. Further, appropriate and qualified organizing agencies must be identified, and financing of alternate delivery systems must be developed.

It is self-evident that public radio and television stations cannot carry the whole burden of delivering all of the educational programs necessary to satisfy the needs of all target audiences in adult education, much less the student bodies in the entire field of education. If high-quality broadcast programs can improve the learning effectiveness and/or the cost efficiency of organized learning activities in the United States, then it is evident that some agency or agencies must undertake the development of alternate media utilization systems. Both the Special Consultant Group and the Government Advisory Group called the attention of the Task Force to this need. The availability of an almost bewildering array of technology for this purpose (cable, including interactive cable; audio and video cassettes; random access storage and retrieval; closed circuit, including ITFS; satellites; microwave; computers) cries out for further effort in this area.

This evaluation should leave open the question of whether CPB should expand its own capabilities to cover alternate media systems, or some other agency or agencies should ultimately organize and/or operate the systems.

Conclusion

The Task Force on Adult Education is convinced that an effective partnership can be forged which will make possible a national broadcast adult education program which can have great

impact on important segments of the adult population. The priorities must be realistic ones, based upon a national coalescing of local concerns. This report provides the mechanism for bringing these interests together.

Appendix A:

Report of the National Conference on Program Priorities

September 12-13, 1974

The University of Chicago Center for Continuing Education

General The essential task of the conferees was to review adult education needs which could be appropriately met through public broadcasting in concert with educational institutions and to recommend those needs which warranted priority attention. For this purpose, the conferees were divided into five specialized discussion groups, each of which subsequently reported its views in plenary session. (For a description of the five specialized groups, see attachment #1.)

At the outset, Task Force Chairman Robert J. Pitchell established common terms of reference which were intended to guide discussion in the five specialized groups and in the plenary meeting. These included a working definition of adult education (attachment #2), definitions of cultural, educational and instructional programming (attachment #3) and suggested criteria for determining program priorities (attachment #4). Douglas Bodwell, John Price and John Witherspoon of the Corporation for Public Broadcasting provided background information on the operations, plans, goals and interests of the CPB in order to acquaint conferees with the context in which decisions on program priorities will be made. In this regard, Messrs. Price and Pitchell described the key role of the ACNO Task Force on Adult Education and its relationship to CPB and to other ACNO Task Forces.

Reports of Specialized Groups

Adult Basic Education The adult basic education group reported its priorities as:

1. **Consumer Education:** the need to provide adults at the basic educational level with the skills and understanding needed to make sound economic decisions. The format might be a series of situational dramas focusing on life-coping skills in a family, community and occupational setting.
2. **Adult Reading Programs:** the need for modification and adoption of the Sesame Street model to serve adult learners.
3. **Awareness Series:** to focus on ethnic heritages, public institutions, basic job skills, family relationships and matters of general public information.
4. **Training Programs:** to prepare volunteers and paraprofessionals for community service, to train peer group tutors, and to provide professional training to teachers and administrators in adult basic education programs.
5. **Adult Computational Program:** to impart skills such as balancing a checking account, understanding interest payments and charge accounts and an exposure to the metric system.

The Adult Basic Education Group also suggested that CPB, if it is to adopt these priorities, seek to deliver its programs in concert with on-going basic education programs, correctional institutions, business and industry training programs, church and civic groups and community colleges.

Vocational/Technical Education The priorities of the vocational and technical education group were:

1. **Occupational Exploration:** programs which would provide information about entry requirements for various occupations, identify the sources of occupational training, and cite pros-

pects for employment within various occupational clusters.

2. *Occupational Success Skills*: programs which would strengthen human relations skills associated with job success, such as communications and interpersonal relations skills, constructive worker attitudes towards work, as well as programs which would provide quantitative skills (e.g., measurement, applied math and science) important to occupational success.
3. *Upgrading Technological and Managerial Skills*: programs which would assist participants in keeping pace with technological changes and in increasing their skills as supervisors and managers.
4. *Home-Based Gainful Employment*: programs which would provide persons with necessary employment skills for the kinds of gainful employment which can be based in the home, such as child care, home selling and home health care.

Professional Education The priorities of the Professional Education Group were:

1. *Management and Organizational Development*: programs to impart those skills and knowledges common to all professionals which would assist them in becoming more effective as independent professionals as well as organizational leaders. Included under this priority would be such program elements as inter-personal skill development, leadership, decision-making, communications, ethics, institutional change strategies, organizational behavior and social change.
2. *Professional Content Skills*: the need for professionals of every discipline to keep current with new knowledge, research and technology which affect their professions. The Professional Education Group felt that professional development was a

life-long responsibility of every professional. Many professions are already recognizing this need, and the availability of public broadcasting for professional continuing education would provide added stimulus toward raising professional competence in key professional fields.

General Public Service Education Recommended priorities in this category of programming include:

1. *Pre-retirement Counseling*: the need to prepare mature people emotionally and economically for retirement. Included in such educational programs would be learnings in retirement planning, preparation for a second career, use of leisure time, and health and nutrition for the aging.
2. *The System and How to Use It*: educational programs which would focus on available community services, community problems and improvement of the quality of life in our society.
3. *Our Interdependent World*: addressed toward providing a greater understanding and appreciation of world affairs and interrelationships in social, economic, political, scientific and cultural terms.
4. *Designs for Living*: programming directed at improving the esthetic aspects of life, through better planned physical structures and more becoming use of terrain.

Social Problem-Solving The Social Problem-Solving Group structured its priorities as follows:

1. *Family Life*: emphasis on child-rearing, family economics, family planning, education of children, housing, and the problems of the one-parent family.
2. *Community Development*: educational programs for persons who serve in positions from which they can improve the

criminal justice system, the social welfare system, race relations, public health, public housing and the public education system.

3. *Survival Skills*: the individual's role in coping with change and the rootlessness of urban life. Such programs would be directed toward enabling the individual to find a more satisfying personal role in his occupation, his social circle, and the broader community.
4. *Problems of the Elderly*: educational programs for the elderly which would assist them in coping with problems of finances, transportation and health, and lead to a fuller enjoyment of life.

Assumptions and Criteria

The general consensus within which each group selected its priorities reflected several basic assumptions about the value and use of educational broadcasting.

It was generally felt that educational broadcasting could be a valuable supplement to many existing programs of adult education, as well as a vehicle to reach new and expanded audiences.

There was general agreement about the feasibility of collaboration between public broadcasting and a large variety of organizations and institutions which sponsor learning. In addition to educational institutions, most frequently cited sources of collaboration were: (1) employers, (2) professional associations, (3) community groups, (4) correctional institutions, (5) various public interest groups, (6) political parties and (7) various governmental agencies having a public education role.

Reflected in discussions was a general feeling that the future for educational broadcasting was bright, in terms of audience receptivity and the prospects for rendering valuable public service. However, concern was expressed throughout that the content and format of educational programming be developed with the advice of persons

with the necessary subject-matter skills and the requisite understanding of adult learners. In this respect, it was assumed that the CPB media specialists would, in early stages of development, seek the advice and assistance of professionals skilled in subject matter areas and in adult learning.

Each of the five specialized groups cited the criteria under which their priorities were selected and the rationale which justified these selections. The criteria most often used were patterned as follows:

1. *Numbers*: a belief that educational broadcasting, by its nature, was best used in addressing large audiences.
2. *Public Interest*: a general feeling that the eventual impact of educational broadcasting should broadly serve major societal goals, as well as the interests of the target audiences; hence the target audiences should be selected with the public interest in mind.
3. *Appropriate Media Use*: the notion that public broadcasting is a unique and valuable educational resource which should be used in circumstances where its uniqueness and value best serve educational purposes; in other terms, the use of public broadcasting should be centered on the kinds of learning best delivered through this medium.

In reviewing the current thrust of educational programming via public broadcasting, it was generally agreed that major gains were possible through concerted efforts to develop links between CPB and the various sources of adult education offerings. This does not demean the value of educational broadcasts which reach an audience not participating in a structured learning situation. It was agreed that CPB can and does do this well. However, there are other levels of the educational process where public broadcasting can accomplish ends which become possible only when the audience is part of a learning situation in which evaluation and feedback of learning occur. In most cases,

this evaluation and feed-back can best come through the involvement and cooperation of a learning source which links the broadcast with the audience in ways most conducive to learning.

Finally, there was a strong belief in the ready willingness of educational institutions and other sponsors of learning to cooperate with CPB in insuring productive use of educational programming. While the process of developing such cooperation will require both time and effort, the benefits possible are exciting new dimensions to adult learning.

Submitted by:

Derek N. Nunney, Adult Basic Education
Shirley Wilson, Vocational/Technical Education

Fred Fisher, Professional Education
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Edward Kieloch, Social Problem-Solving Education

on behalf of all participants.

Appendix B:
Report of Special Consultant Group
Final Report

Special Consultant Group
CPB/ACNO Adult Education Task Force

Background and Rationale

The Special Consultant Group was named in order to provide the CPB/ACNO Task Force on Adult Education with counsel from experts in education and in media on how the two areas can be brought into a working partnership in the field of adult education. Specifically, the Group was asked to develop a model for a "delivery system" or utilization network wherein the Corporation for Public Broadcasting would provide the broadest components while educational institutions and other local user organizations would provide the organized learning situations. (See section on definitions.)

CPB's problem, briefly stated, is to respond to growing demands being placed upon it by various groups to increase its educational service as part of its mandate to serve effectively a na-

tional system of local radio and television stations.

In the Adult Education Special Consultant Group, this problem was considered with the knowledge that hundreds of thousands of adults are making sacrifices of time, money, and energy to attend continuing education classes across the country. These strongly motivated people, in the view of the Group, will welcome alternative and additional means for attaining their educational goals, especially if those means can be more convenient, as through broadcast media.

Finding individual programs or series with sufficient appeal to broad sections of this diverse clientele to justify use of a national interconnection system is an overall objective of the Adult Education Task Force. The Special Consultant Group wishes to observe, however, that criteria for selection should take into account those interest groups whose members may be relatively few in a given area but whose total across the country may be significant. One measure of success, then, would be numbers of participants in ratio to the potential audience for each series.

As a means of overcoming possible objections based upon numbers and scope, the Special Consultant Group recommends that whenever possible broadcast components should be applied to multi-level audiences by varying the supporting learning situation. Experience has shown on some recent projects that it is possible to use the same television programs as the basis for credit courses, non-credit informal education, and as an enhanced viewing situation for a general audience.

One example is "The Ascent of Man," which is a general-audience interest series being offered through the Public Broadcasting Service. Across the nation, the general interest programs are being supplemented with study guides and periodic classroom sessions and/or independent study correspondence materials to create a course for college credit. With fewer and less elaborate class meetings and written materials, the programs fit into adult education

informal settings. With no class meetings and with only a viewer's guide and perhaps selected readings, the meaning of the programs can be enhanced for a general audience. At the same time, of course, the bulk of the audience can enjoy the programs as originally presented, with no additional effort.

Assumptions and Definitions

The CPB/ACNO Education Study Plan provided some assumptions upon which to base deliberations:

- All planning will relate to organized learning situations created by various types of institutions. These other institutions have primary responsibilities in education; CPB has a support role.
- All planning will deal primarily with public radio and TV, while also suggesting implications of other types of materials, e.g., video and audio cassettes, cable, video discs, print, among others. The primary objective is programming, but consideration must be given to utilization, staff development, etc.
- All planning will have broad application, taking into account different regional, state, and local needs.

These were among assumptions in the original CPB/ACNO Education Study Plan. As will be seen later, the Special Consultant Group has suggested certain modifications in these assumptions, although adhering to their major sense.

Some critical definitions were also provided in the CPB/ACNO Education Study Plan:

Adult Education — non-credit courses. (Credit courses, whether for full-time or part-time students, will be considered by the Task Force on Post-Secondary Education.)

Instructional — involves an intentional feedback mechanism or learning environment plus a relationship with an institution which has specific educational objectives.

Educational — involves institutions which have educational objectives,

but is essentially one-way use, with the feedback mechanisms left to chance or to individual follow-up. **Educative** — programs of general interest or broad cultural-informational values.

(The Task Forces were directed to limit their deliberations to "Instructional" and "Educational" uses.)

Institutions—any organization with educational responsibilities. At one end of the continuum would be colleges and universities which have highly formalized educational missions. At the other end would be voluntary service agencies which carry out educational activities to benefit their employees or member constituencies. Ranging between these would be professional societies, labor unions, government agencies, libraries, churches, community organizations, business/industry training programs, etc.

Organized Learning Situation—The Group defines this as the mechanism by which an added educational dimension is provided to the broadcast programs. This can take the form of written materials such as correspondence courseware, periodic classes or workshops, or combinations of these.

Early in its thinking, the Special Consultant Group identified three independent and essential entities in any delivery system which would result in effective utilization of national projects.

1. the Corporation for Public Broadcasting;
2. the local broadcasting stations;
3. the local user institutions.

Development of a utilization/delivery system centers on defining the optimum relationships among these entities. In general terms, each has the following role:

Corporation for Public Broadcasting—provides a basis for national scope, which allows for a higher level of funding to assure high quality, for economies of network distribution of broadcast materials, and for the advantages of nation-

al promotional efforts.

Local stations—provide the primary means of dissemination in each community. Because each is locally licensed, each has a responsibility for ascertaining community needs and selecting programs to meet those needs.

Local user institutions—provide the organized learning situations necessary for full and effective utilization. Each has specialized means for determining local educational needs and for meeting those needs. They can assist the local station in ascertaining these specific community needs and can provide the support mechanisms for meeting them. The institutions have existing methods of enrolling and certifying students, which the other entities lack.

Although accepting the benefits of a national cooperative effort, the Special Consultant Group emphasizes that CPB and the broadcast stations cannot be the total answer for meeting adult education needs. However, because CPB is the one institution with primary concern for building the educational/public broadcasting system, the question becomes: How can CPB best contribute to a large and on-going adult education activity, drawing upon its own unique strengths? It is also not likely that any educational broadcasting activity will be successful without the full support and participation of a significant number of local institutions. Thus it is important to concentrate upon building a real working partnership among the three groups.

The Group recommends that CPB ask and encourage local radio and television stations to take the initiative in forming Adult Education Broadcasting Councils to serve their local communities in developing and implementing the new program. It is expected that these Councils will be extremely diverse in constituency, in structure, and even in size and scope of "local community"—ranging from metropolitan area to county or state or even multi-state region. It would be the station's responsibility to identify and invite the participation of

all institutions and organizations having responsibility for any kind of adult education, and to bring together their representatives for planning and establishing the local Council. It may well be, however, that the station will not ultimately house or manage the Council operation, though as the primary element in the delivery system, it will always play a major role. The actual operation of Council activities might be assigned to an educational institution, a community organization, or a coalition of such organizations, or some other participating agency. It is also likely that Council membership will shift from project to project, based upon program focus. It is important, however, that there be a continuing core of cooperating institutions with opportunity for the involvement of all. The Group stresses that the relationship of local educational institutions to the Councils is extremely important, since they have in place the systems for registering students, for distributing support materials, and for feedback and interaction processes.

CPB encouragement of the organization of Adult Education Broadcasting Councils could take a variety of forms. The Group suggests three possible aids:

1. CPB field staff to provide organizational assistance;
2. Informational emphasis upon the usefulness of such Councils in ascertainment of community needs;
3. Possible assistance in funding Council operations, recognizing that the present shortage of funds in the system may preclude this option at this time.

Neither can CPB and the broadcast stations begin to meet the needs for delivering instructional materials. Other distribution mechanisms must be developed—by an entity yet unidentified—to reach the diverse audiences. These mechanisms should include consideration of audio and video cassettes, cable television, closed circuit systems, and, ultimately, direct-to-home satellites.

As a first step toward meeting these needs, the Group recommends that CPB, in negotiating production con-

tracts, include the rights to make broadcast materials also available in these other modes, through whatever distribution mechanisms. It is also recommended that air use of the broadcast material not be held up pending development of the extended use system.

The efforts of the Special Consultant Group have been concentrated on defining a workable model to serve national needs. However, it seems obvious that other needs will be found at regional, state, and local levels. The Group feels that a CPB-initiated model such as will be outlined will also be useful in identifying and meeting these other needs. Indeed, it seems likely that the national activity to identify program priorities would result simultaneously in identification of program priorities better suited to treatment as a less-than-national level. The Group suggests that CPB investigate ways of encouraging these regional, state, and local projects.

Recommended National Utilization Delivery System

Out of the above considerations and their own experience, the Special Consultant Group has developed a National Utilization Delivery System for placing CPB-developed broadcast programs in an organized instructional setting which the Group believes offers optimum chances for local support and use.

1. Local Adult Education Broadcasting Councils are organized. They include major institutions with educational responsibilities, as defined earlier in this paper.
2. CPB derives several program priorities through a national mechanism, perhaps similar to the one followed by the Adult Education Task Force, and identifies specific objectives for each.
3. CPB offers this list to the local stations for consideration by the Adult Education Broadcasting Councils, either directly or through regional and/or state agencies where appropriate.
4. Based upon responses, CPB

makes final selection, enters proposals from educational institutions, stations, and system-related production agencies, and makes a pilot production grant for a national project that includes television, radio, written support materials, and a plan for incorporating workshops, etc., where appropriate.

5. The grant should specify that the production agency must involve representative user institutions as well as subject experts in all planning, development, and production work. The grant should also call for formative research and pre-testing of materials.
6. Upon completion of the pilot, CPB initiates a sequence of feedback activities for evaluation and decision-making. Through existing computer links, and video and audio interconnections, this feedback can be almost instantaneous. Elements in the sequence should include:
 - A. By means of PBS and NPR interconnection systems, the pilot is shown to local Adult Education Broadcasting Councils. Whenever possible, the pilot should be accompanied by a pre-test report. The Councils would feed reactions back to CPB and the production agency.
 - B. CPB calls a meeting of the production agency, subject experts representing both the production agency and interested user institutions, and field organizers from interested user institutions, to discuss content, style of production, acceptability and marketability, specific problems of utilization, etc. Feedback from the Council previews would also be considered.

- C. CPB decides whether to move ahead to full production, modify the project, develop a new pilot, or drop it altogether. (A new pilot would go back into the cycle already described.)
- D. Once full production is authorized, utilization people as well as subject experts continue to have significant input.
7. In anticipation of completion, the series is offered to stations, with previews on PBS and NPR for local institution evaluation.
 8. Local institutions plan their utilization, based upon materials in the project package, plus additional local materials as needed, at local cost. Institutions enroll students through normal procedures. Councils inform CPB of anticipated enrollments to provide a basis for initial printing orders.
 9. CPB arranges for distribution of broadcast programs through PBS and NPR, and for distribution of support materials — study guides, workbooks, promotional pieces, etc. Costs of support materials would be borne by local institutions and the local student. Materials can be purchased through a central agency, or CPB could assign reprint rights to local institutions.
 10. Local station schedules the programs, and Council institutions enroll students and provide organized learning situations as planned. Students would receive certification or other informal "credit" according to the normal procedures of each participating institution. (The new Continuing Education Unit—CEU—being adopted by many institutions across the country may eventually offer the basis for a more standardized approach on national projects.)
 11. CPB arranges for extended use distribution of the video, audio, and written materials. (Special Consultant Group notes that this extended use could become a much larger enterprise than the original distribution through broadcast.)
 12. When possible, programs should be developed with multi-level and multi-audience applications, depending upon varied support materials. This will demand close cooperation between adult and higher education elements and general audience programmers.
 13. Local user institutions will provide quantitative reports to CPB, along with qualitative judgments on the future value of the project, based on the field experience. Although various kinds of research, before and after projects, is important, the Group feels that in the world of adult education the real proof lies in whether adults enroll and whether they are satisfied with the results. However, CPB should undertake a study of methods for evaluating the quality of programs, using criteria unique to adult education, e.g., the need to appeal to adults in leisure-time settings, the impact of varied adult experience on learning effectiveness of materials, etc.
- In completing its work, the Special Consultant Group wishes to thank the Corporation for Public Broadcasting and its Advisory Council of National Organizations for undertaking the important work of identifying educational opportunities.
- The Group particularly thanks the Adult Education Task Force for providing its members with the opportunity to make these specialized inputs from the field of continuing and adult education and from the field of broadcasting and media.
- It is our belief that a working partnership is not only possible but im-

portant to achieve in order to expand opportunities for adult education to all segments of our society.

Special Consultant Group
October 20, 1974

Prepared at the direction
of the Group by:

David L. Phillips
Staff Consultant

Appendix C:

Report of Government Advisory Group

Final Report

Recommendations of the Government Advisory Group

November 14, 1974
Washington, D.C.

1. That CPB compile and distribute from available sources a comprehensive report on the trends in adult education as they relate to public broadcasting, and further that CPB continue to monitor available data and disseminate them in future reports.

2. That CPB make available for study detailed information on instructional programs which have successfully combined use of broadcasting with noncredit organized learning activities.

3. That CPB assume a leadership role in financing experimental and demonstration programs to reach adult audiences through public broadcasting.

4. That CPB maintain an "alert system" whereby federal legislation dealing with social improvement (e.g., health, social security, metric education) would be examined (1) to determine implications for adult education which would enable persons to obtain maximum benefit from the services and programs established by the legislation and (2) where indicated, to develop plans for programming, in cooperation with the agencies administering the legislation. (Such a system supported by programming would be replicable or adaptable at other levels of government.)

5. That CPB locate and make available any demographic studies which have been made of public broadcasting's audience and of potential audi-

ences not now being adequately served. If these data have not been collected, such a project should be undertaken as soon as feasible.

6. That CPB collect and make available the methodology of classic examples of formative and evaluative research in public broadcast programming.

7. That further consideration be given to the possibility of establishing a system for determining program priorities relating to clientele-group needs that includes national and local components.

8. That CPB's capabilities be expanded to include alternate media to public broadcasting (such as video cassettes, closed circuit, etc., but not including cable) for presenting its programs to additional clientele groups who would not be covered by the recommended criteria for program priorities in public broadcasting.

9. That CPB request that the Federal Interagency Committee on Education become a continuing governmental advisory body to CPB on programming needs and priorities of the Federal Government.

Appendix D:

Glossary

Adult Basic Education means education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, which is designed to help eliminate such inability and raise the level of education of such individuals with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing the opportunity for more productive and profitable employment and to making them better able to meet their adult responsibilities.

Vocational Education and Technical Education refer to educational programs which make individuals more employable in one group of occupations than another.

While vocational education is limited to no more than two years of

post-secondary education and focuses on manual skill training, technical education may include four-year college degree programs preparing students to work in mechanical or scientific fields, but not at professional levels.

Professional education refers to the broad range of professional occupational fields practiced in the United States. It includes not only the obvious categories such as physicians, lawyers, engineers, teachers, accountants, but also all types of managerial, public service and high level technical personnel. Licensed and certified occupational categories such as real estate brokers and life insurance underwriters would also be covered.

General Public Service Education refers to programs which are of value and interest to large segments of the general public without regard to occupational needs. Examples are programs for the public in the arts, humanities, public affairs, driver education, nutrition and health or for special clientele groups such as the blind or aging.

Social Problem-Solving Education is a component of many programs designed by legislatures or public and private agencies to provide remedies for societal ills. In social problem-solving education, major expenditures of funds for the training of special clientele groups or the general public on short-term or part-time bases are but one part of a larger solution involving noneducational programs as well. (See attached table of Federal extension and continuing education programs for examples.)

Definition of Adult Education (for Purposes of the Task Force on Adult Education project)

The task force has adopted the definition used by the National Center for Educational Statistics, USOE for its triennial surveys of adult education in the United States. NCES defines adult education participants as "persons beyond compulsory school age, 17 and over, who are not enrolled full-time in a regular school or college program and are engaged in one or more activities of organized instruction."

Note that this covers participants in programs operated by employer organizations, professional associations, labor unions, proprietary schools, hospitals and social organizations.

It also includes people who are in credit and noncredit programs.

The assignment for the Task Force on Adult Education is to deal with *noncredit* program activities only. This would, however, include nondegree credit activities only. The Task Force on Post-Secondary Education - Formal will be concerned with all degree credit activities for participants of all ages and in types of programs such as external degree programs.

Definitions of Cultural, Educational and Instructional Programming

Education, the acquisition of knowledge and cognitive or affective skills, can take place under an almost unlimited number of formal and informal situations. Three main types are distinguishable:

1. Those experiences which occur in situations which are not organized and carried out primarily for educational purposes, but in which knowledge, cognitive or affective skill may be enhanced, e.g., social gatherings, work experiences. These may be labeled cultural or social.

2. Those educational activities which are intended to be learning experiences and in which learning may or may not occur, e.g., ETV broadcasts, lecture series, newspaper and magazine articles, books. These may be called educational.

3. Those educational activities which are intended to be learning experiences and in which organizer feedback mechanisms are utilized to build on the original inputs and to determine the extent to which learning experiences actually occur in individuals or groups. These feedback mechanisms can be formal and evaluative, e.g., elementary, secondary and college diploma or degree classes, or informal, as in noncredit classes, conferences, workshops and seminars. These are the instructional programs.

In some cases there is overlap. Preschoolers may be exposed to Sesame

Street at home, with no feedback about whether or how effective it has been; the program may also be piped into a preschool class with a teacher and/or parents on site to add new dimensions to the program's original impact and to utilize one or more feedback mechanisms to determine how effective the program is.

All three types exist in the media. Most programs are of the first type. However, educational programs also abound, e.g. French Chef, National Geographic Special. Instructional programs are generally encountered in closed circuit and cable media. Many of the current general broadcast programs are mixed, being used in general broadcast situations without feedback mechanisms and simultaneously with feedback mechanisms from classroom type situations, e.g., Sesame Street, Sunrise Semester.

Criteria for Determination of Priorities

Essentially, conference participants can set priorities in accordance with any criteria they believe applicable to their fields, provided they articulate what criteria they have used.

The following are examples of the kinds of criteria that can be used in making determinations:

1. Programs which offer signifi-

ficant opportunities for improvement in quality of instruction and learning effectiveness.

2. Programs which offer significant opportunities for individual clientele groups to be reached who might not otherwise be reached through non-broadcast techniques. This could apply to people in rural areas or in urban areas where local adult education programs are inadequate, or to busy professional people such as doctors or engineers who frequently cannot spare the time from their occupations to travel to campuses or other learning centers.

3. Programs which substantially enhance the motivations of people to participate in programs which they might not otherwise participate in.

4. Programs which improve cost effectiveness either by making instruction available to current clientele groups at lower cost or to additional persons at no additional cost.

5. Programs which contribute to the public good as well as to the benefit of individual participants.

6. Programs whose subject matter may be especially suitable for presentation through broadcast-media.

7. Programs whose urgency may be particularly acute for identifiable clientele groups.

Appendix E

Selected Data, U.S. Office of Education 1969 and 1972 Triennial Surveys of Adult Education in the United States

Table 1

Age of Participants in Noncredit Adult Education in the United States, 1972

	Number	Percent
17-24 years	1,471,000	16.2
25-34	2,943,000	32.4
35-44	2,043,000	22.5
45-54	1,598,000	17.6
55-64	708,000	7.8
65 and over	318,000	3.5

Source: Imogene Okes, **Participation in Adult Education, 1972** (in preparation), U.S. Office of Education, National Center for Educational Statistics.

Table 2

Educational Levels of Adult Noncredit Students and Adult Nonstudents
in the United States, 1972

<u>Educational Level</u>	<u>Percent Adult Noncredit Students</u>	<u>Percent Nonstudents</u>
None-8th	4.4	25.1
9th-11th	8.6	18.3
High School	39.9	37.5
Some College	20.0	10.2
College Graduate	16.4	5.9
College +	10.7	3.0

Source: Okes, 1972.

Table 3

Family Income of Full-time Students, Adult Students and Nonstudents
in the United States, 1972

<u>Family Income</u>	<u>Full-time Students (percent)</u>	<u>Adult Students (percent)</u>	<u>Nonstudents (percent)</u>
Under \$3,000	6.3	4.5	11.6
\$3,000- 3,999	3.4	2.7	6.0
4,000- 4,999	3.8	3.1	5.7
5,000- 5,999	4.7	4.5	6.1
6,000- 7,499	7.0	6.7	8.9
7,500- 9,999	12.1	14.0	14.8
10,000-14,999	26.1	30.5	23.4
15,000-24,999	21.7	23.0	13.4
25,000 and over	9.4	7.4	4.1
NA	5.5	3.6	6.0

Source: Okes, 1972.

Table 4

Occupational Profile of Participants in Adult Education in the United States, 1972

<u>Occupation</u>	<u>Percent</u>
Professional/technical	24.4
Farmers, farm managers	1.1
Managers and administrators	8.5
Sales	4.9
Clerical	13.1
Craftsmen	9.1
Operatives	6.2
Service and laborer	9.0
Not in labor force	20.5
NA	3.3

Source: Okes, 1972.

Table 5.

Occupational and Professional Training of Adult Students in the United States in 1969 and 1972

Category	1969 Participants	1972 Participants	Percent Change
Vocational/technical	3,946,000	4,836,000	+ 22.6
Managerial	2,150,000	2,791,000	+ 29.8
Professional	1,510,000	1,805,000	+ 19.5
Other Occupations	73,000	189,000	+158.9
Totals	7,217,000	9,016,000	+ 24.9

Columns do not add because of multiple participation.

Source: Imogene E. Okes, *Participation in Adult Education, 1969: Full Report* (in preparation), U.S. Office of Education, National Center for Educational Statistics; Okes, 1972.

Table 6

Participation in Adult Education in the United States by Type of Subject and Type of Instruction, 1972

Type of Subject	Public School (percent)	2-year Colleges (percent)	4-year Coll./Univ. (percent)	Private Voc./Bus. (percent)	Employer (percent)	Labor/ Prof. Assn. (percent)
General Education	32.7	35.6	47.1	7.7	6.9	6.3
Occupational	32.1	59.3	60.0	78.7	83.2	79.3
Community Issues	3.0	3.6	6.8	2.9	8.2	8.3
Personal/Family						
Living	22.1	9.2	4.4	8.3	3.5	6.9
Social/Recreational	18.4	9.7	4.4	5.3	1.0	1.1
Miscellaneous	.3	.7	.8	.6	1.4	1.6
Total participants (numbers in thousands)	2,200	2,561	3,367	1,393	2,613	871

Totals add to more than 100 percent because of multiple choices of subject matters.

Source: Okes, 1972.

Table 7

Reasons Given by Participants for Taking Adult Education Courses in the United States, 1972

	Percent
To improve or advance in job	42.7
To get a new job	11.3
General Information	16.0
Community Activity	2.7
Personal/Family	23.5
Social/Recreational	6.5
Other and NA	8.5

Source: Okes, 1972.

Table 8

Institutional Instructional Sources for Adult Education in the United States, 1969 and 1972

Instructional Source	1969		Percent Change
	(thousands)		
Public Grade School or High School	1,970	2,203	+ 11.6
Private Vocational, Trade or Business School*	1,504	1,393	- 7.3
2-year College or Technical Institute*	1,550	2,561	+ 65.2
4-year College or University	2,831	3,367	+ 18.9
Employer	2,274	2,613	+ 14.9
Community Organization	1,554	1,996	+ 28.4
Labor Union, Professional Association, Hospital, Private Tutor	2,552	3,360	+ 31.6
Total Number of Participants	13,041	15,734	

Percentages do not add to 100 because of multiple participation by individuals at different institutions.

Source: Okes, 1969 and 1972.

* See Financing Part-time Students: The New Majority in Postsecondary Education, American Council on Education, 1974, pp. 82-83 for detailed explanation of possible adjustments in the number of collegiate and private vocational school participants.

Table 9

Method of Instruction for Participation in Adult Education in the United States, 1969 and 1972

Method of Instruction	Number of Participants	
	1969	1972
Classroom Instruction	—	9,108
Lecture Series	9,580*	5,091
Workshop/Discussion	4,367	5,017
Private Instruction	1,719	1,345
Job Training	910	1,141
Correspondence	1,110	1,195
TV or Radio	83	148
Other	490	612
NA	90	135
Totals	13,041	15,734

Source: Okes, 1969 and 1972.

* Separate data for classroom instruction and lecture series are not available for 1969.

Table 10

Federally-Funded Categorical Problem-Solving Programs for Adult Students at Colleges and Universities, FY 1972

Program Area	Number of Programs	Adult Education Appropriations	
		(millions)	(percent)
Aging	1	\$ 10.0	1.0
Agriculture	4	160.8	15.7
Business	4	14.3	1.4
Community Development	7	23.0	2.2
Drug Abuse	3	15.2	1.5
Education Professions	45	221.5	21.6
Environment	11	17.7	1.7
Health	33	186.2	18.1
Humanities	4	5.5	0.5
Law Enforcement	9	91.6	8.9
Manpower	5	57.4	5.6
Nuclear Energy	8	0.6	0.1
Science	4	4.0	0.4
Social Welfare	17	171.5	16.7
Miscellaneous	13	47.0	4.6
Totals	168	\$1,026.3	100.0

Source: Special Tabulations, National Advisory Council on Extension and Continuing Education, 1973.

Table 11

Areas of Learning Chosen by Would-Be Adult Learners, 1972

Area of Learning	Total Choices		First Choice	
	Number	Percent	Number*	Percent
Vocational subjects (excluding agriculture)	62,400,000	78.2	34,300,000	43.0
Hobbies & recreation	50,100,000	62.8	10,700,000	13.4
General education	48,200,000	47.9	10,100,000	12.6
Home & family life	44,700,000	56.0	9,600,000	12.0
Personal development	43,300,000	54.3	5,400,000	6.8
Public affairs	29,000,000	36.3	3,600,000	4.5
Religious studies	12,300,000	15.4	2,400,000	3.0
Agriculture	8,700,000	10.9	2,300,000	2.9

Source: Commission on Non-Traditional Study, *Diversity by Design*, Jossey-Bass, 1973, p. 16.

* Because of rounding, choice of a topic other than the forty-eight listed, and no response, the figures reporting first choice do not total 79.8 million

Member Organizations and Delegates

Advisory Council of National Organizations
to the Corporation for Public Broadcasting

AFL-CIO

Al Zack
American Association of School Administrators
 Martha Gable
American Association of University Women
 Linda Hartsock
American Bar Association
 Donald K. Duvall
American Council for Better Broadcasts
 Nancy McMahon
American Council on Education
 Franklin Bouwsma
American Jewish Committee
 Morton Yarmon
American Library Association
 Eileen D. Cooke
Associated Councils of the Arts
 Michael Newton
Association of Junior Leagues
 Mariquita Mullan
Consumer Federation of America
 Shelby Southard
Council of AFL-CIO Unions for Professional Employees
 Jay Turner
Council of State Governments
 Carol Steinbach
League of United Latin American Citizens
 Juan L. Villarreal
League of Women Voters
 Peggy Lampf
National Association for the Advancement of Colored People
 Yvonne Price
National Association of Counties
 Dorothy Sorter-Stimpson
National Catholic Education Association
 Rev. Charles C. Fiore, OP
National Center for Urban Ethnic Affairs
 Father Paul Ascioia
National Center for Voluntary Action
 Eugene Goldman
National Congress of Parents and Teachers
 Pearl Price
National Council of the Churches of Christ
 Rev. William F. Fore

National Council of Homemaker Home Health Aide Services, Inc.
 Ellen Winston
National Council of La Raza
 Raul Yzaguirre
National Council of Negro Women
 Mrs. Dorothy Dow
National Council of Senior Citizens
 Steve Radabaugh
National Council of Women
 Frances (Petey) McClintock
National Education Association
 John Sullivan
National 4-H Foundation
 Margo Tyler
National Latino Media Coalition
 Julio Rodriguez
**National League of Cities/
 U.S. Conference of Mayors**
 Don Slater
National Legal Aid and Defender Association
 James Flug
National Organization for Women
 Cathy Irwin
National University Extension Association
 Robert J. Pitchell
National Urban League
 James D. Williams
National Wildlife Federation
 Charles Roberts
Public Affairs Council
 John Holcomb
Southern Baptist Convention
 Charles Roden
United Nations Association of the U.S.A.
 Peggy Sanford Carlin
U.S. Catholic Conference
 Rev. Patrick J. Sullivan
U.S. Jaycees
 Gary Hill
U.S. National Student Association
 Tim Higgins
United Auto Workers' International Union
 Mildred J. Jeffrey
Veterans of Foreign Wars of the U.S.A.
 Col. T. H. Marlow

Mr. MACDONALD. Thank you very much, Mr. Fore.

As you indicated, because you were here when our discussion with the radio people occurred today. I was struck by the number of things that you raised today that the subcommittee and myself raised with both PBS and CPB yesterday, so we are all looking, and they seem to agree.

Mr. FORE. Good.

Mr. MACDONALD. So, therefore, we can all, I think, I hope, join together and see to it that this does not get cut back or lost in a sense of false economy. When you think of how much we spend on things that are just total waste, I don't agree more with you that this is a modest request. And it has the look of a thing that maybe could be cut out, you know, in these days of screeching about taxes. But I think, in the long run, it would be just as harmful as you think it would be, and we are going to do everything we can to try to see to it it does not happen, provided that many of the things that you bring out are assured to the Congress and to the people of the country, and they will be attempted to be done by the leadership of PBS and CPB.

I, for one, personally believe what they say, but we have 435 out there, and you never know exactly how things are going to be received.

Mr. Frey was playing "Jimmy the Greek" yesterday and was a little more pessimistic about its passage. But I am confident that the stations that are in existence and that hope to be, both radio and TV, in the public broadcasting field, together with the impressive list of membership of your advisory council can help by getting a hold or letting their views be known to the people that you leaders of these groups represent. And let your Congressmen know how a large segment of their community feels about this.

Congress is a very busy place, so, unless you happen to be exposed to a subject matter such as this, many people who are not terribly well-informed about the problems say, "Who needs this when the employment rate is up" and so forth and so forth.

So, what I am really saying, in a roundabout way, which I don't mean to do, is that, if you can get an active campaign going at the time when and if—and I think it is when—this bill clears the subcommittee and then the full committee and gets scheduled on the floor, the staff and myself, or Mr. Frey's staff, or himself, will be in touch to let you know for, you know, "The signal is on to get the people to contact their local Representatives, because, obviously, you are average citizens but you form a voting bloc, within each constituency.

I believe, if you actually do, and I think you do represent these people, you are not just a letterhead organization, but are a real organization. And your interest in being here today indicates you are not just a letterhead organization.

Mr. FORE. We are not just a letterhead organization; yes, sir, and, as I indicated, in addition to the advisory council work, 25 of these organizations being on record themselves means that they can go to work with their local constituents.

Mr. MACDONALD. Right. My only point—and I am not quarreling at all, or trying to quarrel—but my only point is, I didn't know about it. And therefore, I assume that the other 434 Members didn't know about it either.

Mr. FORE. Well, you encouraged me to get to work.

Mr. MACDONALD. The only way to let them know is let them know.

Mr. FORE. I appreciate the encouragement. We are a two-way organization. We give advice to the corporation, but also are committed to the support and strengthening of public broadcasting. And I can assure you, as individual organizations, we will do everything we can to alert our people to this. I appreciate the gentle prodding you gave us on this.

Mr. MACDONALD. You don't have to be all that gentle. Just show you are very interested and you are going to watch with care how your Representatives feel, and you hope that he feels the same way you do.

Mr. FORE. Right. We think enough of them to make it very worthwhile.

Mr. MACDONALD. I agree.

The bill got a big vote on final passage 2 years ago. But final passage is not always a sign of what actually has happened before, as I am sure you, as a leader of a large organization, know. One crippling amendment lbt by only one vote.

Mr. FORE. I am well aware of it. One of my colleagues would like to comment on this, if it is in order.

Mr. MACDONALD. Certainly.

STATEMENT OF TIM HIGGINS

Mr. HIGGINS. I represent the United States National Student Association to the Advisory Council, and I just wanted to get an oar in for a group of people who are very concerned with public broadcasting, but don't often get mentioned because they are not professionals in that area. That is the students who are involved.

About a third of the public television stations and most of the public radio stations are directly involved, are concerned, attached to our university, and they provide opportunities for training and research, opportunities for experimentation in programing, writing, production, of television and radio programs, and related media programs, where these students would not have in any other medium.

The Carnegie Commission report said that public broadcasting is there to help broadcasting climb the staircase, to improve the quality, in general, and by improving the outlook, by giving young, budding professionals a chance to do this kind of experimentation.

This is really a long-range form, sort of, booking activity, and the advisory council report to the Corporation on Education stresses this in a number of its recommendations, including training and research recommendations. And I just wanted to bring that aspect of the public broadcasting benefit to the public up.

Thank you.

Mr. MACDONALD. Thank you.

In your reference to ascertainment, Mr. Fore, do you think the public broadcasting stations should be held to a higher degree of ascertainment than commercial, or the same, or what?

Mr. FORE. I can't speak officially for the advisory council.

Mr. MACDONALD. Your own personal view.

Mr. FORE. My own personal view is that the public stations need to achieve an even greater quality of ascertainment than commercial stations. Public stations, I believe, have an even greater responsibility

to do this. Now, as to whether the Commission should require this, you know, the same kinds of forms and requirements on public stations, as they do otherwise—

Mr. MACDONALD. I am not talking about forms.

Mr. FORE. Well, without regard to that question, the end result should be that public stations actively seek out and ascertain community needs and interests at least as seriously and in as detailed a way as commercial stations, in my judgment. And many of them do, of course, and have done this for years.

I think some have tended to assume that, and here I am speaking only for myself; that they are kind of established in the public interest anyway and sort of know what the public wants. And a few people sit there and kind of decide what they think the public wants. I think that is unhealthy, and I really believe there must be some way that we can assure that all public stations do as well as many of them do in actively seeking and ascertaining public interest.

Mr. MACDONALD. I happen to agree with you. I am just curious, does that more or less reflect the opinions of others?

Mr. FORE. Mrs. Nancy McMahon is with the Council for Better Broadcasting.

STATEMENT OF MRS. NANCY McMAHON

Mrs. McMAHON. Mr. Chairman, I live in Madison, Wis., where our local television, educational television station is WHA-TV, and our station, we feel, does a magnificent job, an exemplary job of ascertainment of the local community, far beyond the bounds of what is required of the commercial stations.

But we are concerned that, in its rulemaking, regarding this matter, the FCC not overburden the public stations' already limited dollars by requiring so many of the legal steps that are required.

Mr. MACDONALD. Right. Well, as was brought up—I know you were not here, but yesterday it was brought up, that with the additional money that is being sought, some of that money would be used by CPB to do just that and maybe take a little load off the local station. But you say they do a magnificent job in ascertainment. I was wondering how they do it?

Mrs. McMAHON. They do it in two ways. They do it by cooperating and, in fact, hosting the ascertainment meetings, or some of the ascertainment meetings of the commercial broadcasters in the area and, also, have an individual effort carried through by their "friends" organization.

Our "friends" group hosts and invites.

Mr. MACDONALD. When you say "friends," are you talking about Quakers?

Mrs. McMAHON. I am sorry. In public broadcasting, television and, now, in radio stations, local support groups are formed and also called "friends" of WHA radio, or "friends" of channel 21.

Mr. MACDONALD. I understand. Excuse me.

Mrs. McMAHON. Our local "friends" group invites various segments of the community in to chat on a monthly basis with the station management and producing staff to talk about the needs of the community

and to lead us to areas that would not necessarily be discovered simply by a reading of the local newspaper, or by listening to current events.

We have had one effort that we are extremely proud of, and I believe it is the only program proposal that was in the current station program cooperative that was a direct result of our ascertainment efforts.

Unfortunately, it was not purchased at this time. But, nevertheless, simply the fact that it did make it through the final rounds to the station program cooperative and it came directly at the request of a rural group that we had invited into the station and asked them what we could do to help their needs and they said, Give us a program that gives us current market information and explains to the consumer the problems of the farmer in filling his basket at the supermarket—

Mr. FORE. Mr. Chairman, we were not only in this point talking about local community ascertainment. We were trying to also make the point that there needs to be some balance in ascertaining the total needs of the Nation, which are local and national, that there needs to be a continual reassessment of how national needs, for example, the needs of a nation to know how its government is functioning and what is going on, versus local needs, or the local legislature or the market basket for farmers, and how these things are kept in balance and that balance has to be struck, again, anew, all the time.

We think it is important that the Corporation continually reexamine between the way it forms the balance between local and national, so it does stay in vital balance.

We think that if the Corporation has additional funds, it will be able to have, or should have, more discretion in working on this question of balance.

Mr. MACDONALD. Yes, sir.

I know exactly what you mean, but don't you think in some ways that that is on a national level, rather, that is not necessarily the function of public broadcasting, that that puts them in direct competition?

I think, you know, commercial TV does a very poor job in very many areas, there is no question about that. And this is not to be considered a defense of commercial network practices in general, but insofar as covering national things of concern, they have the resources.

And a concrete example, last night, CBS had "End of the Road—Vietnam 1974." And I would think, with the present monetary setup, it would be impossible for public broadcasting to do that. They were very evenhanded. They were putting blame, you know, or not putting blame, on both Democratic and Republican administrations.

Fine, I am not sure, in my own mind, that public stations should go into the national aspects as much as they should go into the community served by the public broadcasting. But I am willing to be convinced.

Mr. FORE. It is simple. We feel there needs to be both, and the needs have to be kept in balance. The kind of analogy around the table, where each one of us represent a national organization, each one of which has many local chapters or groups or organizations, we serve their needs and try to find out what they are interested in. But they also need us in some national way to provide materials, which can only be done where you have funds to do it and in a quality way. That is true of NEW or National Grange or whatever.

Mr. MACDONALD. I said this once today, and I don't mean to harp on it. The only other time I mentioned it—it is not a daily thing I talk about—but during the Watergate hearings, public broadcasting, because of its lack of needing to, you know, have commercials and all of the rest, covered at prime time, where people could see, people who couldn't take time away from their jobs, could see what was happening, not just a 5-minute segment from NBC, CBS, or ABC. And I think they did an outstanding job.

Mr. FORE. Exactly; it seems to me that is one of the best examples, illustrations of the kind of unique contribution that public broadcasting can make and in a way show the American public in the case what potential there was for mass media they never realized was possible.

They never got that before on commercial broadcasting and, really, never would have, had there not been a public broadcasting setup. They never would have known what was possible, and it took public broadcasting to show the way.

But what we are saying here, there needs to be this reexamination of the decisionmaking process on local and national needs.

Mr. MACDONALD. Not just to be local, but also to take national items?

Mr. FORE. One or the other, they have to be in a mix that is constantly reexamined.

Mr. MACDONALD. Mr. Frey?

Mr. FREY. Thank you very much, Mr. Chairman.

I appreciated and enjoyed your testimony and, certainly, the wide spectrum your organization represents.

Let me ask one question before we get started, because I notice that these 23 organizations are on record in support of long-range financing. Do they also have a record of supporting public broadcasting and radio with money?

Mr. FORE. Supporting public radio?

Mr. FREY. Or public broadcasting with dollars?

Mr. FORE. You mean as national organizations?

Mr. FREY. Yes.

Mr. FORE. Yes.

Mr. FREY. Could you provide for the record, then; if you have those figures, the part of your organization, just what they have done, because I think it is helpful. When we argue the case on the floor, that is one of the first questions I would ask. I would say, "If these organizations are behind it, put their money where their mouth is."

Mr. FORE. Very often what we put up is staff where our mouth is, which is money. I am glad you mentioned that. We never went around to our group. Take the education report. The National Education Association put a staff man—I don't know how long—full time, on it, for months and months. That represents a lot of money, you see.

Mr. FREY. Certainly.

Mr. FORE. Not to mention the kind of time, because we are on salary from each one of our organizations and don't get paid by the Corporation for Public Broadcasting.

Mr. FREY. Maybe it is another source you could hit, like the bar association, of which I am still a member. It does not seem that they doled out a lot of money for it. That is one group, I suggest.

Mr. FORE. We will try to do that. It is difficult to get some of the figures. These are voluntary groups, and I appreciate the request.

[The information requested had not been received at the time the hearings were printed.]

Mr. FREY. Not only that but keep in mind that it is great to have their support and we want it in all ways. I hope the chairman's words were very well heeded about the need for support of this bill. I am for it, but I am pessimistic on the long term. I think we have a tough fight and unless we get broad-based support I don't think we will make it. It is nice to have their support but also we have to have people contribute dollars to it.

Let me ask you something else that has bothered me for some time. What is the audience for our public television or public television and radio?

Mr. FORE. I don't think that we can say the audience. That is the trap I think that commercial broadcasting has fallen into. That is why we have so many different people around this table because there is a diversity of audiences.

Mr. FREY. Let me put it this way. The surveys that are put out by the Corporation for Public Broadcasting from their office of research pretty well indicate that the higher the education and the more the income, the more people will be watching educational TV.

There is a breakdown between that level and children, because you get an obvious split between the two. Your group has great diversity but do you know who in the group represents the average guy who is out working for a living and comes home? Where do you get the input from this fellow or woman or person or whomever?

Mr. FORE. The AFL-CIO just alphabetically heads our list and also United Auto Workers.

Mr. FREY. I can see your groups and I went over them pretty carefully but as a practical matter when you talk in the executive council and the friends of public broadcasting sit down on this, how do you know what the average guy thinks?

In our area, when we advertise for money we use tennis, we use a sports program to try to raise money for public broadcasting. We didn't use opera or any of that but used a sports program. I assume they used a sports program because they thought more people watched and they could raise more money that way.

How does this apply when we look at raising funds who are we are trying to reach?

Mr. FORE. The advisory council has been very concerned about the statistics you mention which do tend to show that you really have, and this is an unfortunate and overcharacterization, but the kids and the older better educated who are watching. O.K. Now we are dedicated to pushing the Corporation and we have done it many, many times to begin to develop programming for many other kinds of audiences, people in inner cities, minority groups, and we have the Latin Media Coalition in our group, you know, which is, well, that is not an elitist group. Or the National Black Media Coalition which is pushing for programming for a working group.

Mr. FREY. Well, I agree with what you are trying to do and am not questioning it, but I would like some encouragement. Maybe you can tell me how we are breaking through, and why the statistics we seem to pile up year after year are not changing and how we are going to change them?

Mr. FORE. I think the danger I see is, if we don't have more funding in the system we will have more of this same problem, because in the station program cooperative it is inevitable that the station's decision-makers are going to buy programs with their very limited funds, they have to buy programs that get the largest audiences and therefore they are not going after these other kinds of audiences.

That is one of the great, I think, benefits of having an increased appropriation, increased funding, which should make that possible. Whether it will be in fact is a question. This is why the advisory council keeps raising that kind of question. We want to see those additional funds reaching additional audiences.

Mr. FREY. I think that is a very good point and I guess that is about the only way we are ever going to get programming to those people. As you said on page 6, it is a high-risk program and there is no question about that.

Of course maybe someday if we ever can get those kinds of programs, we will have to face the problem that may arise if no one is really receptive to them? I guess that is something we will have to come to down the line but it is certainly worth a try.

Mr. FORE. The problem is too often we don't know if anyone is receptive because nobody put money up and increased funds will help the Corporation provide that.

Mr. FREY. One other thing, I was a little surprised that I didn't see anything in here about the possible promotion of various types of programs for people with various learning disabilities.

Mr. FORE. You will have a statement from someone in our group on the education report.

Mr. FREY. You do think this is important, I hope?

Mr. FORE. Yes, very much so. Learning disabilities, the exceptional child, all of that problem is extremely important to us and was covered in great depth I think by the education report.

Mr. FREY. And the senior citizens, the shut-ins, the whole spectrum?

Mr. FORE. Yes; it starts with preschool and goes through adult education all the way through, it is a good point.

Mr. MACDONALD. Now I would like to say something. I think that even you have lost sight of, that it does not bother me a bit, I didn't think votewise or otherwise on the floor. Even though Mr. Frey has been through this and knows the problems because as someone who was around when this thing was formed, public broadcasting never went after a mass audience. Maybe to raise money they would do something, and tennis at that time I am sure was sort of considered an elitist sport anyway, because you couldn't yell "get another umpire" or something, you know.

But you are really, to use a really mixed metaphor, you are not, you know, letting loose a shotgun, you have a single-bore pistol, and I don't mean to bore, you know, a boring program, but you are asking a certain segment during a program, and then they may say, "Well, I have seen my program."

Then you go after another segment with a following program, and pretty soon, if you got enough good segments, you hit a fairly broad spectrum. But you are not after a mass audience, really, and I think that got out of hand a little bit, the mass audience part when the children's programming got so successful.

You know, Sesame Street has been run to the ground about how great public broadcasting is because of Sesame Street and Misterogers Neighborhood. Do you people get "ZOOM" in your area?

Mr. FORE. Yes.

Mr. MACDONALD. I happen to think it is just great, yet nobody ever talks about it. It answers all kinds of things, minority kids with so-called majority kids. I guess you call them, and boys and girls, and all of the rest, and their reactions are, you know, superb, and we could all learn a lesson. It is said to be a children's program, but I think the adults could watch it and learn a good deal, frankly.

But I hope we don't get carried away and try to have public broadcasting become a magnet to the multitude because there is no way you can compete. The Federal Government is not going to hold still for what is put on soap operas and the game shows and the sex and violence that make money for the commercial networks, because there is just no way, and it is enough to do what we are modestly doing now without this.

You know, the networks must spend more on 40 pilots that never get seen than the whole production on public broadcasting. You know those are just figures I brought out of the air to illustrate a point. I think it is good you just get a segment, and if you keep getting enough different segments.

Mr. FORE. I have personally been very attracted by the approach that was suggested by Lloyd Marset of the Markle Foundation, if you are familiar, where he said in an analysis about a year ago, that what public broadcasting ought to do is identify relatively small audiences, only relatively, and it could be still a big group, 1 million, or 2, or 3, or 4 million people, and identify them and how you want to relate, and what you want to achieve with them, and then build your program, and then base the results, the evaluation of that program on how many of those people it reaches effectively, and if it does not reach them effectively, get rid of the program; but if it does, that is a good program for that small audience. I think that is a very good model for public broadcasting to follow.

Mr. MACDONALD. Right.

My last point is criticism of your criticism of our broadcasting system in holding up the BBC as a great system. I first saw BBC, and I was, you know, prepared to think, you know, this is a great thing. It is terrible. There is not another word for it. It is just terrible. You know, the programing they put on. The lack of timing. The whole bit. And it is casual enough, and some of the best imports that have been put on are not good products.

Mr. FORE. We only saw the best they turned out. We didn't see the flops.

Mr. MACDONALD. You know, some of them are terrible.

Mr. FORE. But my point is they achieved the best through a long planning process, that is all, and we have to have the same kind of planning.

Mr. MACDONALD. Right. I agree.

Mr. FORE. Mr. Chairman, Dr. Sullivan would like an opportunity to say something from NEA, if you have a few minutes.

Mr. MACDONALD. Right.

STATEMENT OF JOHN SULLIVAN, PH. D.

Mr. SULLIVAN. It is a brief statement, Mr. Chairman.

Mr. MACDONALD. I would be delighted. We have taken a lot of time, I have a number of groups, and if you would not read it.

Mr. SULLIVAN. I will read only one sentence.

The National Education Association, an organization of 1.6 million teachers, 53 States and territorial affiliates, and 9,000 local affiliated associations endorses the Public Broadcasting Financing Act of 1975 now before this committee as H.R. 4563, provided that the ceiling on Federal matching funds specified in the bill are increased to the level supported by the public broadcasting representative.

The NEA basically endorses all of the statements read by Dr. Fore. Particularly we are interested in the advancement of programs for minorities and bilingual education type of programs, and we are also interested in special funding for production centers for programs in those areas where the stations are too small to put on the kind of production that would compete with Sesame Street and Electric Company.

Too often, some of the local education programs are strictly "Dullsville." The reason is, they don't have capacity—some of the smaller stations—to produce programming adequate for the school system. So we would hope that some production centers, especially for smaller areas, could be set up.

In addition, we would hope that some funding could go to larger local stations which would do the same thing.

In general, Mr. Chairman, the NEA, from the very inception of public broadcasting, we have been in support of it, and we will continue to be.

We take your advice very carefully that we go out and work with our constituents to see that the act is passed, and we intend to do so.

Mr. MACDONALD. Thank you, Dr. Sullivan. It was a pretty long opening sentence, but I know what you mean, and it is great. I endorse what you endorse, and I would like to point out to you, you have a built-in lobby already going. They are there. You have a magazine and newsletter and everything else. I hope you give this a prominent plug in what goes to most of your teachers.

Mr. SULLIVAN. I am publisher of the magazine, so I will see that we do that.

Mr. MACDONALD. That is what you get for having the right kind of witnesses here.

We appreciate any help you can give us, and I know you can give us a lot of help when you have a group which can give this kind of help.

Mr. FORE. Mrs. Yvonne Price would like to make a comment.

STATEMENT OF MRS. YVONNE PRICE

Mrs. PRICE. I am Yvonne Price, representing the NAACP, National Association for the Advancement of Colored People.

We strongly support the long-range financing legislation. However, we feel very strongly that some safeguards must be built in for minorities. We are willing to work with the committee on this.

I also want to introduce for the record a telegram from Dorothy Height, national president of the National Council of Negro Women, who supports this same position, and also want to say that the National Urban League is with us on this.

Mr. MACDONALD. That is great news. Without objection, the telegram will be inserted in the record at this point.

[The telegram referred to follows:]

[Mailgram]

WASHINGTON, D.C., April 4, 1975.

Dr. WILLIAM F. FORE,
National Council of Churches of Christ,
New York, N.Y.

The National Council of Negro Women supports the Public Broadcasting Financing Act of 1975 and recommends that the maximum funding ceiling be increased to the level recommended by public broadcasting representatives and the Senate Communications Subcommittee for \$88 million in fiscal year 1976 graduating to \$160 million in fiscal year 1980 and that safeguards be built into the legislation to assure equitable distribution of funds for minority programming educational programs geared to reach disadvantaged audiences and for increased training of minority personnel in public broadcasting.

DOROTHY I. HEIGHT,
National President, National Council of Negro Women.

Mr. MACDONALD. Now, if you would just pass along the word, you know, one step at a time, because I have been on their backs for so long that although they used to think I was a great friend, now they are having second thoughts, and by "they" I am talking about the heads of PBS and CPB, about the very subject that you have raised, and I am on their backs because I like them, and I want to see them stay in business, and they are going to have to open up and do what you are urging, or they may not be in—well, I won't say they will be liquidated in a literal or figurative sense, but the monetary problems will grow for them from the Congress. So for their own self-interest, they will listen to you, and to groups like you, and incidentally, to me, and also to the other members, such as Mr. Frey.

Mr. FREY. I hope as much as last year.

Mr. MACDONALD. And the rest of the committee, and I think I can say we are with you 100 percent.

Mr. FORE. Thank you.

Mr. MACDONALD. Now we do appreciate your comments, and we do appreciate some reciprocity.

Mr. FORE. Thank you, sir. We are with you.

Mr. MACDONALD. Thank you all.

[Mrs. McClintock's prepared statement follows:]

STATEMENT OF MRS. FRANCES MCCLINTOCK, NATIONAL COUNCIL OF WOMEN, REPRESENTATIVE TO ADVISORY COUNCIL OF NATIONAL ORGANIZATIONS TO THE CORPORATION FOR PUBLIC BROADCASTING

My name is Frances McClintock and I appear on behalf of the National Council of Women of the U.S.A. founded in 1883, a non-profit, non-partisan association of 24 autonomous organizations representing over 23 million women of all races, creeds and national origins, as well as individual members. The Council serves as an information and referral center and a forum for national issues. As a member of the International Council of Women, the National Council of Women of the U.S.A. maintains close contact with Councils in 67 nations.

Support by the National Council of Women for public broadcasting is not new. We studied the Carnegie Commission Report and supported the enactment of the

Public Broadcasting Act of 1967 and since 1969 have been active in the Advisory Council of National Organizations to the Corporation for Public Broadcasting. In 1972 we affirmed our support by going on official record in support of long-range funding for public broadcasting, and I am here to reaffirm this.

The strength of public broadcasting in involvement of the public, not as passive viewers and listeners, but as active participants. The bill before you would help to promote this. In order to realize the full potential of federal funds, every \$1 must be matched with \$2.50 from the public sector. This is an important incentive and one which would bring even greater involvement of people. Another important aspect of long-range federal funding is the insulation it could provide from "extraneous interference and control."¹

However, financial involvement is only part of the role to be played by the public. At the national level, the Advisory Council of National Organizations to CPB reflects the multiplicity of concerns from a diverse and broadly-based group of organizations representing millions of people throughout the country. As former Chairperson of the ACNO Membership Committee, and present Chairperson of the ACNO Community Outreach Committee, my efforts have been and will continue to be to achieve the broadest possible representation within ACNO and to encourage the involvement of the local constituents of ACNO with the public broadcasting units in their communities.

It is important that a balance be maintained between local and national decision making, but as more money goes directly to the stations, more decisions are made locally—decisions about programming, which special audiences to serve and when, and in general, how the money will be spent. These decisions must take into account the community the station is serving, and that means letting those in the community participate in the decision-making process. Increasingly, public broadcasting units are seeking greater involvement of the public. At recent meetings of PBS and NPR, how this is being done—reflecting the diversity and disparity of stations—is most encouraging.

Completely unrelated to my position in ACNO; I am personally involved in such an experiment on the local level. I serve as Chairperson of the Board of Trustees of a community station, the Greater Washington Educational Telecommunications Association (GWETA), which administers Channel 26, 90.9 FM and the National Public Affairs Center for Television (NPACT). The Trustees advise the Board of Directors, the legal, corporate body, in matters of community interest as well as elect the GWETA Board of Directors on which I also serve. Established in 1973 to act as a bridge with the community, the Trustees represent the major educational and cultural institutions of Greater Washington plus 15 individuals elected from and by those who are subscription-paying members of WETA. This type of thrust toward opening up the decision-making process to those who have the most concern—the supporters and listeners—is indicative of a developing pattern, and is also illustrative of the personal dedication in time, money and skills of the thousands of lay people and civic groups throughout the country. Public broadcasting must and will continue to seek new ways of involving communities in their activities. However, WETA is a community owned station, unlike many licensed to governmental units. These, too, are attempting with advisory and/or support groups to encourage public involvement.

Frankly, public broadcasting is not one of the simplest things to understand. There is CPB, PBS, NPR, APRS, NPACT, FCC, OTP, and HEW, just to mention a few. Public broadcasting, if it is to be understood, must be explained in terms the lay public can comprehend. This confusion is not only of acronyms, but also of jurisdiction. Again, this is a role for all concerned and one in which ACNO can hopefully be helpful. (For the record, attached is a questionnaire that was tried at an ACNO meeting.) Personally, the televising of the Congressional hearings on public broadcasting last year greatly helped in my understanding.

Just as the individual citizen must know how to effectively and responsibly participate in government for our system of government to succeed, so, too, must people understand their own roles and responsibilities in this unique experiment in public communications.

The "industry" (the euphemism used for public broadcasting) has made real strides in setting up orderly procedures and methods to administer public broadcasting entities, to clarify their territorial imperative and to continue to seek better ways to serve the public. As a representative of the people of the United States, Congress should encourage and endorse the increased support of the

¹ From 1967 Public Broadcasting Act.

public to public broadcasting by passage of this long range funding measure. The time now has come for Congress to act.

The National Council of Women endorses long-range federal funding. With its long history of support for human rights, the Council is, of course, concerned with the role of women and minorities in both programming and employment. We are heartened by the concern of CPB as expressed by the establishment of the Panel on the Essentials of Minority Programming. The Task Force on the Image of Women in Public Broadcasting is another effort we commend, particularly in 1975 which is International Women's Year. We are also encouraged by the new emphasis on public broadcasting and education which has been inspired by the recent ACNO Education Study. Attending public broadcasting meetings as a layperson has reaffirmed my personal commitment to this exciting enterprise. Many people care, more people than ever before are supporting it and getting involved, and many are searching for new ways to get involved. People in the "people's business" can only result in public broadcasting that truly reflects the public interest and support..

NATIONAL COUNCIL OF WOMEN OF THE U.S.A. MEMBER ORGANIZATIONS

Advertising Women of New York.
 American Mothers Committee, Inc.
 American Woman's Association.
 Association of American Foreign Service Women.
 Church Women United.
 Co-ette Club, Inc.
 The Fashion Group, Inc.
 Federation of American Women's Clubs Overseas.
 Hadassah, Women's Zionist Organization of America.
 Indiana State Council of Women, Inc.
 International Association of Physical Education and Sports for Girls and Women.
 The Links Incorporated.
 National Association of Colored Women's Clubs, Inc.
 National Association of Negro Business and Professional Women's Clubs, Inc.
 National Council of Negro Women, Inc.
 National Council of Women of Free Czechoslovakia.
 National Woman's Party.
 National Women's Christian Temperance Union.
 The Philadelphia Federation of Women's Clubs and Allied Organizations.
 The Play Schools Association, Inc.
 Relief Society of the Church of Jesus Christ of Latter-day Saints.
 Ukrainian National Women's League.
 Women United for the United Nations.
 Young Women of the Church of Jesus Christ of Latter-day Saints.

ACNO Members should have a commonality of knowledge about public broadcasting. Some individuals and organizations will perforce have more, some less. This is an effort to find out how much YOU know or don't know.

What is Public Broadcasting?

True False

1. The Corporation for Public Broadcasting was established by Act of Congress in 1967. -----
2. Before 1967, there had been no educational, noncommercial broadcasting, radio or TV, in the U.S. -----
3. The Corporation for Public Broadcasting is an agency of the federal government -----
4. Other agencies of the federal government are concerned with public broadcasting. -----
5. Public television is able to reach some 81% of the viewing public -----
6. There are some 2,000 public television stations. -----
7. Public radio reaches more people than public TV. -----
8. More public TV stations are on UHF than on VHF. -----
9. Public broadcasting is paid for by the federal government -----
10. Public broadcasting stations, TV and radio, do not advertise commercial products. -----
11. Public broadcasting stations must fulfill FCC requirements for ascertaining community needs. -----

Who Runs Public Broadcasting?

- | | True | False |
|--|-------|-------|
| 1. The Federal Communication Commission does not license public broadcasting stations..... | | |
| 2. CPB sets the policies for public broadcasting..... | | |
| 3. CPB Board of Directors is appointed by the President of the U.S. confirmed by the Senate..... | | |
| 4. CPB provides funds to local stations..... | | |
| 5. Local stations are all owned by the State governments..... | | |
| 6. CPB provides the money for the interconnection which transmits to local stations..... | | |
| 7. CPB decides which programs will be sent out over the interconnection..... | | |
| 8. CPB appoints Boards of Directors or Trustees of local stations..... | | |
| 9. CPB researches and funds pilots projects..... | | |
| 10. Congress allocates funds for CPB..... | | |
| 11. CPB also receives funds from other sources..... | | |
| 12. CPB sets policies based on study and advice..... | | |
| 13. ACNO (Advisory Council of National Organizations to the Corporation for Public Broadcasting) is composed of over 100 national organizations..... | | |
| 14. Any National Organization may apply for membership in ACNO..... | | |
| 15. The U.S. Congress decides which organizations shall belong to ACNO..... | | |
| 16. Members of ACNO support public broadcasting in local communities..... | | |
| 17. Other groups, such as the National Friends of Public Broadcasting, NAEB (National Association of Educational Broadcasters), APRS (Association of Public Radio Stations) also lend support to public broadcasting at the national, state and local level..... | | |
| 18. Officers of ACNO are chosen by the U.S. President..... | | |

How Public Broadcasting Operates?

1. PBS (Public Broadcasting Service) was established by CPB.....
2. PBS is responsible for the selection, scheduling promotion and distribution of national programs to public TV stations.....
3. PBS represents both the lay boards of local TV stations and the TV station managers.....
4. PBS is supported entirely by funds from CPB.....
5. The Station Program Cooperative (SPC) allows for selection by local TV stations of those programs they wish to carry.....
6. SPC supplies all the programs transmitted by PBS.....
7. Local stations raise money to pay for programs from public subscription, business, foundations, etc.....
8. Rockefeller Foundation has given over 200 million dollars to public broadcasting.....
9. Each local public broadcasting station has a Board of Directors elected by the people living in the area it serves.....
10. NPR (National Public Radio) is administered by PBS.....

Mr. MACDONALD. I understand that Mr. Sol Hurwitz, who represents the Committee for Economic Development, would like to submit the statement of Mr. John Burns for the record at this point.

**STATEMENT OF SOL HURWITZ, COMMITTEE FOR ECONOMIC
DEVELOPMENT**

Mr. HURWITZ. Yes, sir.

Mr. MACDONALD. Without objection, it is so ordered. We do appreciate your coming here, and also would you please tell Mr. Burns that

we appreciate his point of view, and appreciate your taking the time out from a busy day to be here. Your statement will be placed in the record as though it were read.

Mr. HURWITZ. Yes, Thank you. I would be glad to answer any questions if you have any?

Mr. MACDONALD. No, thank you.

[Mr. Burns' prepared statement follows.]

STATEMENT OF JOHN L. BURNS, ON BEHALF OF THE RESEARCH AND POLICY COMMITTEE OF THE COMMITTEE FOR ECONOMIC DEVELOPMENT

Mr. Chairman, members of the subcommittee. I am pleased to present this testimony on behalf of the Committee for Economic Development on the urgent question of long-range financing for public broadcasting.

CED, as you may know, is primarily a business group. It is an independent, nonpartisan, and nonprofit organization composed of 200 trustees who develop recommendations for business and public policy. Most of these trustees are board chairmen or presidents of major corporations, and they volunteer their time to formulate statements on national policy. For more than thirty years these policy statements have brought fresh insight to the public discussion of a number of significant national problems. The core of the Committee's work is in economic policy, but it has also dealt with a broad spectrum of public policy problems which, in this complex society, deeply affect the environment in which business operates, and deeply affect the quality of life for all of our people. I include such problems as education, the organization and management of government, crime and the administration of justice, the welfare system, and just recently communications policy.

Only last week, the CED Research and Policy Committee issued a statement titled *Broadcasting and Cable Television: Policies for Diversity and Change* since CED speaks officially only through its Research and Policy Committee, my testimony is based on that statement.

This latest CED report covered a wide range of interrelated aspects of broadcast and communications policy. It dealt with commercial broadcasting, public broadcasting, and cable television and their role in an emerging communications of abundance. Many of the issues we examined were issues on which honest men and women could disagree—and they occasionally did. But there was one issue on which there was unanimous support from the outset. And that is that public television and radio can provide this nation with greater quality, greater choice, and greater diversity of programs; yet, public broadcasting is in critical need of reliable long-range funding. Our panel was made up of people from many parts of the country and many sectors of society. They came from business and education, from commercial broadcasting and allied communications, and from the legal world. And, of course, there were some, like Dr. James Killian, who were present at the creation of public broadcasting. I recall Dr. Killian's eloquent plea at a CED meeting more than four years ago, before we had even decided to move forward with the broadcasting project. He said, and these were his words, that "public broadcasting has demonstrated that it can make a contribution to this country that is fundamental and important. And if we don't find a way to perpetuate it and make it strong and make it financially secure, then we are losing a very great resource for this country."

It was our Committee's view that public broadcasting can fulfill its promise of diversity and excellence, but not without continuous long-range funding. Public broadcasting needs freedom to create, freedom to innovate, and freedom to be heard. But these are expensive commodities, and unhappily there has been little recognition of their importance and cost in the authorization of federal funds. In fact, when figures are adjusted for inflation, the average public television station is today worse off financially than before the Public Broadcasting Act was passed in the late 1960's.

Until public broadcasting is freed of its financial constraints, until it is given adequate sustained long-range support, it cannot fulfill its great promise to the people of the country.

Our recommended policy for the long-range funding of public broadcasting is based on several important considerations.

First, federal financing for public broadcasting must be provided in a manner that insulates public broadcasting from political interference. That is one reason why we believe that federal money must be made available in a manner that

stabilize support from nonfederal sources. Money therefore must continue to come from other sources: corporations, foundations, universities, and individuals, and from state and local governments. In fact, we firmly believe that the federal government must remain a minority partner in the public broadcasting enterprise.

Second, funding for the long-term is essential. It is essential for insulating the stations from political intrusion and it is essential for accommodating the long lead time required for the planning and production of quality programming. Long-range funding is the only way to give public broadcasting a stable and secure future.

We are aware that a number of proposals have been offered recently to deal with the financing of public broadcasting. Although we endorse the concept of long-range funding contained in these proposals, none of them, in our view, contains funding sufficient to meet the real needs of public broadcasting. We were urged by some to name a figure, to indicate what an adequate amount would be, but we did not want to enter the legislative debate with yet another number.

Our Committee has looked at the proposal of the Office of Telecommunications Policy. It has looked at the Senate Commerce Committee's recommendation. And it spent many hours studying the findings of the Corporation for Public Broadcasting's Task Force on the Long-Range Financing of Public Broadcasting. Our recommendation is that public broadcasting should be funded at a substantially higher level than any of these three proposals have suggested.

The proposal contained in the CED policy statement is that support of public broadcasting from general federal tax revenues should be authorized and appropriated by Congress for a period of no less than five years. The level of federal support for public broadcasting in any fiscal year should match nonfederal support on a one-to-two basis up to an established ceiling based on realistic costs of providing an expanding, quality broadcasting service.

We recommend further that once federal support is appropriated, it should not expire at the end of the fiscal year but should be available until expended, as is current practice. Moreover, we believe that the distribution of funds should be made by the Corporation for Public Broadcasting in consultation with representatives of the public broadcasting stations. We consider it essential that local stations have a voice in deciding the distribution of funds.

Although we have given priority to federal support for programming, the Committee nevertheless recognizes that both public television and public radio are still seriously handicapped by inadequate funding for facilities. We therefore recommend that federal matching grants for broadcasting facilities should be continued at their present levels.

Mr. Chairman, while we believe that federal support for public broadcasting must be sharply increased, we recognize that if federal money is to be provided on a matching basis, all sectors of the public broadcasting system must actively encourage support from businesses, foundations, and individuals. We believe that the corporate community has an especially important role to play as an underwriter of innovative programs, both national and local.

Money was not the only subject of concern to us, important though it is to the future of public broadcasting. The Committee felt strongly that the success of any proposal for increased long-term financing will depend on the establishment by public broadcasting of firm, realistic goals and objectives, and the effective management of its resources. Public television and radio must decide what it is and what it wants to be. It must look to the future and see how it will fit into a new era in which cable television and other technologies could substantially widen program diversity and choice. It must determine how fast it wants to grow and in what direction. In the 1960's, the number of public TV stations increased from a little more than 50 to over 200; the number of employees nearly tripled; operating budgets increased more than five-fold; and broadcast hours sixfold. But will that kind of growth benefit public broadcasting in the late seventies and beyond? It is our view that public broadcasting must anticipate a future abundance of electronic media, and it may therefore have to redirect its growth toward stimulating new sources of programming and new and expanded means of delivering its programs.

Money alone, then, is not enough. The Committee therefore calls on public broadcasting to set goals and objectives, to manage its resources carefully, to evaluate its performance, and to explore ways of adapting to a new environment—one that may no longer be controlled by the scarcity of channels.

Such management-oriented proposals may strike you as inappropriate for public broadcasting stations, which are not businesses in the ordinary sense. Although our trustees are for the most part business executives, they recognized fully that public broadcasting stations are different. They are not guided by the profit motive; they do not compete for markets and audiences the way commercial broadcasting does. Nevertheless they do share many of the same management problems faced by business organizations: problems of analysis, planning, control, and accounting. In the use of limited resources, public broadcasting stations, like other organizations, should be governed by goals, objectives and priorities. I should add that the Committee for Economic Development has not limited such recommendations to broadcasting. In past policy statements, CED has made similar proposals with respect to other institutions in our society: colleges and universities, health organizations, even government agencies.

Therefore, beyond its proposals on long-range financing the Committee makes the following recommendations. They deal with management, audiences and performance evaluation, and the place for public broadcasting among the new technologies but they go hand-in-hand with our proposals for long-range funding:

First, we recommend that the Corporation for Public Broadcasting, in collaboration with appropriate business and professional organizations, should provide local television and radio stations with a comprehensive program for improved management, including opportunities for management training and standardized models of budgeting and accounting procedures, as well as guidelines for their local applications. The implementation of improved management methods should be a major responsibility of local station managers and boards of trustees.

Second, we recommend that management at all levels of the public broadcasting system develop principles and techniques for determining the interests and needs of its audiences, the kinds of programming that will reach those audiences, and the criteria to be used for evaluating a program's success. We urge the Public Broadcasting Service to prepare an annual report indicating the special interests of audiences that might be served by public television, and we recommend that the Corporation for Public Broadcasting establish a performance evaluation system in order to determine how successful programs have been in achieving their stated goals with the audiences they seek to reach.

Finally, to assure a place for public broadcasting among the new technologies, public broadcasters should focus their efforts on programming for a wide variety of purposes: public television stations, commercial stations, cable systems, schools, and individual users. To accomplish this, we urge them to consider expanding their stations into local and regional public telecommunications centers. We also urge public broadcasters to plan now to adapt to other new technologies such as satellites and to offer special services for the deaf and the blind.

In conclusion, Mr. Chairman, we believe that our prescription can help public broadcasting face the future with security and confidence. It can help it to grab hold of an opportunity to provide the nation with a very great service.

That opportunity was brilliantly described in a letter by E. B. White to the Carnegie Commission on Educational Television, and it is published in the famous 1957 report. It says:

"Noncommercial television should address itself to the ideal of excellence, not the idea of acceptability—which is what keeps commercial television from climbing the staircase. I think television should be the visual counterpart of the literary essay; should arouse our dreams, satisfy our hunger for beauty, take us on journeys enable us to participate in events, present great drama and music, explore the sea and the sky and the woods and the hills. It should be our Lyceum, our Chautauqua, our Minsky's and our Camelot. It should restate and clarify the social dilemma and the political pickle. Once in a while it does, and you get a quick glimpse of its potential."

Thank you, Mr. Chairman, for the opportunity to submit these remarks.

Mr. MacDONALD: Our next witnesses will be Kathy Bonk and Cathy Irwin.

Now, can you give us sort of a translation of your fairly lengthy statement?

STATEMENTS OF CATHY IRWIN, NATIONAL VICE PRESIDENT FOR PUBLIC RELATIONS, NATIONAL ORGANIZATION FOR WOMEN, AND KATHY BONK, NATIONAL MEDIA TASK FORCE COORDINATOR, NATIONAL ORGANIZATION FOR WOMEN

Ms. IRWIN. Chairperson Macdonald, I am Cathy Irwin, vice president for public relations, and Kathy Bonk is our national task force coordinator for women in the media.

We would first like to thank you for the opportunity to appear here to talk about the Public Broadcasting Financing Act. As you know, the National Organization for Women (NOW) is a national civil rights organization composed of feminist women and men working to bring women, both minority and nonminority, into full participation in the mainstream of American economic and political life. NOW has approximately 800 chapters in all 50 States.

Our national media task force was established to monitor the FCC and to give technical assistance and advice to chapters across the country which are working diligently to promote the employment and image of women in the broadcast media.

NOW is currently a member of ACNO, the Advisory Council of National Organizations, established by the Corporation for Public Broadcasting. In addition, NOW presented testimony to Senator Pastore last August when similar legislation was before the Senate Communications Subcommittee.

In the declaration of policy promulgated at the time the Corporation for Public Broadcasting was established Congress stated:

That the expansion and development of noncommercial educational radio and television and diversity of its programming depend upon freedom, imagination, and initiative on both the local and national levels.

Today this committee is considering a long-range funding bill to insure this expansion and development. NOW supports the concept of public broadcasting that is responsive to the needs of the Nation and of diverse communities, and we are in support of this bill.

However, many basic questions remain unanswered. Our organization is particularly concerned with a fair and equal representation of women, both minority and nonminority, in programming and employment throughout public broadcasting. As a member of ACNO, I will be talking about ACNO and CPB's women's task force, and Kathy Bonk will talk about programming and employment.

Mr. MACDONALD. Not to interrupt you but didn't either one or both of you appear here last year at some time?

Ms. BONK. Yes. We testified on the broadcast renewal bill in 1973.

Mr. MACDONALD. Thank you.

Ms. IRWIN. Finally, we will present for your consideration a list of questions and recommendations.

NOW's involvement with public broadcasting began in 1973 when we were appointed to the Advisory Council of National Organizations by the CPB Board. We have been interested in all areas of public broadcasting including such diverse subjects as the nominations to the CPB board, broadcast coverage of Congress, and all-channel radio legislation.

NOW members serve actively on four of ACNO's five committees. In addition, a NOW member is the vice chairperson of the public policy committee.

On the local level, NOW members are aware of the important alternative public broadcasting offers to commercial broadcasting. Frankly, it has been difficult for our local chapters to develop a successful working relationship with individual station managers due to the confusion as to how public broadcasting works and on what levels, and also, in many cases, due to the lack of responsiveness by local managers to seek input from women's organizations.

We have developed an ongoing program of action for our chapters on (1) demystifying public broadcasting; (2) how to gain input into local public station decisions; (3) improving the image of women in programming; and (4) lobbying for the establishment of equal employment practices in the broadcasting industry. Through this program, we hope to create an informal dialog with local station management. We hope that local managers will take as much an effort to educate themselves as to the goals of NOW.

On a national level, we are concerned with the lack of responsibility on the part of CPB in two specific areas: (1) Programming, by not defining women's programming, establishing programming priorities, or reviewing weaknesses in the program cooperative; and (2) employment, by not establishing an effective affirmative action program or reviewing inequities in the present pay scales at the national and local levels of public broadcasting.

DEFINITION OF WOMEN'S PROGRAMING

ACNO's programming committee developed this definition, see attachment 1, which was unanimously accepted by ACNO in May 1974, and was transmitted to the CPB Board with the request that it be:

Sent to the CPB Board and management urging them to adopt it as their own. ACNO further recommended that CPB make this definition part of program grant applications and to transmit it to the stations urging them to adopt it themselves.

The response was to place the definition in the CPB newsletter with no endorsement and, in fact, no comment at all.

STATEMENT OF CONCERN REGARDING THE EMPLOYMENT STATUS OF WOMEN IN PUBLIC BROADCASTING

In November, 1974 this statement which calls in part for "immediate work to eliminate employment discrimination, and the development of sound affirmative action programs." was passed by ACNO and transmitted to the CPB Board. There has been no response from the Board. See appendix 2.

CONCERN ABOUT THE STATUS OF WOMEN'S PROGRAMING IN THE STATION PROGRAM COOPERATIVE

In November 1974 this statement which calls in part for "immediate concerns about the results of the first station program cooperative. ACNO stated that:

Public broadcasting's unique mandate requires that special efforts be made to represent the interests of groups warranting such special attention: minorities, women, youth, the elderly and similar groups too often ignored by commercial broadcasting.

There has been no response from the CPB Board.

CPB BOARD CONSIDERATION OF WOMEN'S PROGRAMING

In March of 1974 ACNO requested that:

The CPB Board schedule meetings of the Board to consider proposals for ways to integrate women into the content and processes of programing, and among such meetings there be a meeting with the ACNO Programing Committee.

There has been no meeting with the Board and there has been no response from the Board.

However, ACNO endorsed long-range financing in March 1975 and I am sure that it won't surprise you to learn that there has been overwhelming response from CPB.

NOW's commitment to public broadcasting is strengthened by the fact that public broadcasting has a responsibility not only to respond to the needs of women, but to seek our advice and involvement. Obviously, this is not working as it should at the national level and we, along with the other 45 national organizations who made these recommendations, feel strongly that these issues do not go unheard.

I would like to talk a little about the women's task force. On October 23, 1974, the CPB board of directors endorsed the establishment of a national task force on women in public broadcasting. CPB appointed members from national public broadcasting organizations and television and radio stations to serve on the task force.

I served on the task force as a representative from ACNO.

Mr. MACDONALD. Could I interrupt for one question, please.

Ms. IRWIN. Yes.

Mr. MACDONALD. You say in November 1974 you passed a resolution. Did you send them a letter or request for a comment or anything?

Ms. IRWIN. Which page?

Mr. MACDONALD. I am on page 5, "concern about the status of women's programing in the station program cooperative." Then you say there has been no response from the board. Did you send them a letter or ask them to comment or anything or just pass a resolution?

Ms. IRWIN. There was not an actual letter asking them to comment on the proposal, but, looking at employment statistics, and what kinds of things that have happened since then, it is obvious what they should respond.

Mr. MACDONALD. I think it would be surprising if you sent something to them for a comment or a letter it is surprising they wouldn't reply.

Ms. IRWIN. This is passed by a resolution by ACNO and is in the minutes which are forwarded to the CPB board.

Mr. MACDONALD. It wouldn't be possible you didn't ever send it to them?

Ms. IRWIN. All of the resolutions from ACNO go to the CPB board.

Mr. MACDONALD. Right. Didn't they comment at all about any of your resolutions?

Ms. IRWIN. No.

Mr. MACDONALD. No response period. OK. Thank you.

Ms. IRWIN. Yes.

Mr. MACDONALD. I didn't mean to interrupt.

Ms. IRWIN. That is all right. I was saying I served on the CPB Women's Task Force as an ACNO representative.

The first meeting was held here in Washington in February. While we are, of course, pleased that CPB has put together this women's task force, we are very concerned about its operation and the implementation of its final recommendations.

First, except for three board members at large, the task force is composed of persons from public broadcasting. Since the task force is concerned with programming and employment in public broadcasting, both television and radio, we feel that its parochial character does not reflect the needs, interests, and concerns of women throughout the United States who are potential audiences for public television and radio and who are prospective employees of the industry.

Moreover, we believe that such narrow composition gives a rubber stamp image to the task force, an image which may be false but which exists nonetheless.

This image was reinforced at the February meeting when an overview of work already completed by the task force was presented as a set of givens, even though the task force was allegedly established to provide direction to CPB.

A year ago, an advisory panel on essentials for effective minority programming submitted its report to the Corporation. The panel was chaired by Dr. Gloria Anderson, the CPB board member and chairperson of the chemistry department of Morrison Brown College, who attended these hearings yesterday.

And I might add that Dr. Anderson, the only woman and the only minority on the CPB board, chairs the women's task force also.

Mr. FREY. May I interrupt a second because there is something that interested me about the board such as who is on it, and the fact that it could be accused of being parochial. What positive suggestions do you have? Do you think there ought to be stations, or how do you think it should be set up?

Ms. IRWIN. I am talking right now about the women's task force when I say that I don't think there is a diverse enough group. Are you asking me about this?

Mr. FREY. I am just speaking generally of the overall CPB board you have to deal with.

Ms. IRWIN. First of all, I think that in seminars or task forces of this sort, and I think we have seen it before with the corporation, that not just people from public broadcasting or even broadcasting but people from organizations be represented. For example, people from ACNO could be chosen, or citizens from citizens groups that are active in communities should be utilized on all task forces or seminars.

Ms. BONK. Mr. Frey, are you talking about the Corporation for Public Broadcasting's board of directors?

Mr. FREY. Both.

Ms. BONK. What the corporation has done has been to set up a women's task force to study women in public broadcasting. One of the members of the board of directors heads the task force, Dr. Anderson, who was here yesterday. She is the only woman and only black presently on the board of directors of the Corporation.

Mr. FREY. I was just asking a general question about what positive recommendations you had; not whether you liked it or not, but what you wanted to see on it.

Mr. MACDONALD. I would take it, what she would really like, when you pass a resolution, if you ask it to be sort of an auxiliary part of their organization, that she would pay some attention to the resolution that was passed. That is what you really want.

Ms. IRWIN. An example, CPB is holding a seminar on public affairs and ACNO is very concerned and involved. We have a number of programing committees, and I am also on that; on this subject, and I feel frankly that ACNO had to push to have any representation at the seminar. Two people from ACNO will be attending, but that was because ACNO pushed for it. It seems to me that any seminars of this sort, community groups ought to be utilized.

Mr. MACDONALD. Please don't take offense, but you know our subject so well you talk a little fast, and I missed the last sentence.

Ms. IRWIN. I said that I think in any of the panels or seminars, community groups ought to be utilized. Of course, ACNO is the best example of that.

Mr. MACDONALD. And you feel that you are not being utilized?

Ms. IRWIN. Yes, that is right.

Mr. MACDONALD. Well, I raised the question, and were you here yesterday?

Ms. IRWIN. Yes.

Mr. MACDONALD. I think you were. I thought I saw you.

Ms. IRWIN. Yes.

Mr. MACDONALD. I raised a question with Dr. Anderson about these seminars and meetings, and she kept telling, you know, about all of the meetings and stuff, and I tried to pinpoint what had resulted as a result of the meetings, and that was because I had a feeling that nothing much had happened.

Ms. IRWIN. I think we have definitely spoken to it later in our testimony when we talk about programing.

Mr. MACDONALD. Well, if you don't mind, we are not all that firmly structured, if you can tell me now it will be better than if I read it later. Has any of it been implemented?

Ms. IRWIN. For example, as I stated, ACNO has stated that women's programing should be priority.

Mr. MACDONALD. Right.

Ms. IRWIN. When you asked yesterday about how programing decisions were made Mr. Loomis talked about seminars. To my knowledge there have only been three seminars and there has not been a seminar in women's programing.

Ms. BONK. There has been little participation by women in the seminars. Let's face it, the whole corporate structure at public broadcasting is basically white males who make decisions. Women are disenfranchised.

Mr. MACDONALD. I was told that Dr. Anderson is a very forceful person on the board. Mr. Benjamin said.

Ms. BONK. But of the 15 board members, she is the only woman, and only minority person. Unfortunately, she has to wear a lot of different hats at different times, and I think she is constantly being utilized, her talents are, but what happens to the other positions on the board?

There are positions vacant, and I believe the President has sent down some recommendations.

Mr. MACDONALD. Thank you.

Ms. IRWIN. I wanted to continue to talk about the minority programming that was the subject of the task force utilized by CPB.

Last October, the CPB Board accepted the minority report. We think some questions should be asked: What are the results, in terms of minority equipment and involvement in public broadcasting? What has CPB done to implement recommendations given to the board a year ago? The problem is when I, as a member of ACNO, look at the minority report which was submitted a year ago and see very little implementation of the recommendations, I have to also be extremely concerned about what kind of implementation of the women's task force will be done.

Moreover, this year a task force on CPB's role in education conducted an extensive study—one which has recently been printed for wide dissemination to broadcasters, educators, and the public. How does the commitment of CPB to this activity compare with that to the women's task force? How much CPB funding was devoted to the education study, as compared with that to the women's task force?

Our concerns about the women's task force are positively directed, because we believe that it can be a strong force for the improvement of programming for an employment of women in public broadcasting. We would like to see a strong commitment from CPB for the success of the task force and action on its part that the task force findings are implemented.

I would like to ask Kathy to talk about programming and employment.

Ms. BONE. In terms of programming, many groups and individuals, including ACNO delegates and Senator Pastore, see appendix 3, have asked the CPB, PBS, and NPR: How are programming decisions made? After 2 years, we are still waiting for the answer.

As you have heard yesterday and today, according to the 1974 CPB Annual Report there are three sources of funding for public television programs: The Station Program Cooperative; piloting and development of new programs by CPB, an underwriting by corporations and foundations.

In 1974, the Public Broadcasting Service established the Station Program Cooperative, SPC. For 1975, \$4.5 million from CPB went directly to help fund the SPC. This system of television program selection and financing was designed to enable local public television stations to participate in the funding of programs they wish to broadcast and purchase. The selection process, however, has had the effect of disenfranchising women at the planning and production stages of program proposals. Two important documents support this statement: the SPC catalog II itself which lists all of the program proposals and the results of round three of local programming decisions. A review of the SPC catalog for this year, the SPC catalog No. 2, shows that of 136 program proposals included in the catalog, only 23 have female producers and there were two female directors. I think there is a serious question on how the programs get put into the SPC catalog; women from all over the country have complained to me that they have submitted program proposals which were never included in the catalog

to be distributed to the local stations. So once the stations get this stack of program proposals, as you know, they go through various decisionmaking rounds. Well, of the 26 programs that were more than likely to be purchased, only two have female producers, and there are no female directors in that list.

In addition, the original catalog contained 13 programs listed in a subcategory of "women" in the target audience section. Only one program made it through the program cooperate decision.

Mr. MACDONALD. Which program was that?

Ms. BOXK. It is entitled "Woman," and it made it through round three.

The deficiencies of the Station Program Cooperative are outlined in ACNO's statement of November 1974:

In reviewing the results of the first year's operation, however, it, ACNO, feels compelled to express some serious concerns about the results. It calls upon CPB and PBS and the individual stations to carefully review the results of the first SPC and the procedures that yielded such results, towards the end of better reaching the objectives of public broadcasting which ACNO has so strongly and continuously supported.

ACNO has called for a change in formula by which selection decisions are made to insure that local stations undertake affirmative action for better programming. I suggest this committee make sure they get a copy of that catalog and do a careful review of the types of programs that were proposed.

The Corporation talked to you yesterday about piloting and developing new programs. Approximately \$6.5 million was allocated to 15 programs for the fiscal year 1975, and again we have submitted to you various appendixes, and one of the appendixes, No. 6, lists those programs. I would appreciate if all of our appendixes could be included.

Mr. MACDONALD. Without objection, it is so ordered.

Ms. BOXK. The Corporation will fund these programs for up to 2 years; after which, the SPC becomes the mechanism for bringing local preferences to bear upon the continuance of such programs. Included in these programs is a series entitled "Woman Alive." Because of an inability on the part of CPB to obtain matching funds, to date, only one hour-long pilot has been aired on June 19, 1974—nearly 10 months ago. CPB has not confirmed that this program will be shown next year, and the likelihood of its survival for the 1976 season is very slim.

This basically is one of the few programs for women that was done for the piloting and development program. Although the ultimate decisions on pilot programs are determined by the Board of Directors, we still have some questions: Who makes recommendations to the Board? Does the Corporation openly solicit program proposals? Who reviewed these proposals? When and where does it take place?

Mr. Loomis was asked to explain how decisions were made for program piloting and development. As we stated earlier, this is a question that has been asked for years. We feel it has yet to be adequately answered. Loomis answered that the procedure is as follows:

1. The CPB Board, with consultation from CPB and PBS, sets priorities.

Question: What is the process of the staff recommendations? What is the role of ACNO in setting priority areas? What have they done with ACNO recommendations on program priorities, which include women's programming?

2. Seminars in the priority areas are held.

Question: Who attends the seminars? All public broadcasters? Any community groups? How many seminars have been held? To our knowledge CPB has held only three seminars. How can members of the public—those outside the public broadcasting fraternity—find out about these seminars and have input to them. ACNO has set women's programming as a priority area. Why hasn't CPB held a seminar in this area?

3. Specifications are developed. How?

4. Proposals are received?

Question: Who is notified that proposals are being solicited?

5. Finally, Mr. Loomis said a committee on CPB/PBS consultants choose programs.

Question:

1. Who from CPB and PBS is on this committee?

2. Where do the consultants come from?

3. Is ACNO utilized?

4. Who establishes the criteria for program selection?

These are just a few of the questions that must be answered, and we could go on and on.

The other issue is underwriting. In the past, programs underwritten by corporations and foundations has resulted in such productions as Clarence Darrow; the Life of Leonardo da Vinci, and the Harvard-Yale football game.

Mr. MACDONALD. How come the Harvard-Yale football game?

Ms. BOSK. I can submit to you.

Mr. MACDONALD. I didn't hear you.

Ms. BOSK. Well, there have been some discussions in the press recently about the percentage of oil companies which have underwritten programs. For example, during the 1974-75 season for public television, four oil companies, Atlantic Richfield Co., Mobil Oil Corp., Exxon Corp., and Gulf Oil Corp., provided \$7,568,690 of tax-deductible funds for programs.

Of all the underwritten programs scheduled for viewing during the 1974-75 season—and there are some admirable ones—few have women integrated as moderator, subject matter, or production staff. With a few exceptions, such as "Carmen: The Dream and The Destiny," which might be called a woman's program because it has a heroine, or "Drink, Drank, Drunk," which features Carol Burnett as moderator, there are few, if any, programs which present a positive image of women and give coverage to issues of concern to women.

During PBS's testimony yesterday, Hartford Gunn submitted a "Report on Minority Concerns and Actions—Governing Boards, Employment and Programing." Addendum 7 is a memorandum which was sent to all PBS station managers on March 24, 1975 for the purpose of gathering information on minorities for the report which they presented to you yesterday.

We have not had time to analyze this lengthy report, however, after a preliminary review of the information we have some serious questions. You will note in this memo that there is only one small question on women with regard to local stations: They don't ask any questions in their memo about women's programming, and the only thing they ask is how many women sit on local governing boards.

OK. A couple of questions we had on the report he submitted yesterday:

1. Was any similar questionnaire sent to local stations requesting information on women's programming? If not, where did the PBS obtain information on women's programming in the above report?

2. How many stations responded to the March 24, 1975, memorandum? Please include a listing of the respondents and their comments.

3. What is the statistical breakdown, by sex and race of each local station board of directors. He sort of gave you generalities about a Midwestern station somewhere that had one minority, one Chicano, and one woman. That could be the same person.

Because the PBS memorandum is not in line with its submissions on women and minorities, this subcommittee should pursue a complete examination of all programming decisions, and the information that was submitted to you yesterday.

Moving on to employment, and this is one of the depressing areas.

During the Senate hearings of August 1974 on long-range funding for Public Broadcasting, NOW presented employment data on public television employees which gave rise to a powerful inference that sex discrimination is pervasive in public broadcasting. We would like to thank you, Mr. Macdonald, for asking some very good questions on the oversight hearings. However, I still think there are many questions that are left unanswered.

Employment information, fiscal year 1973, from the CPB Information Systems Office in 152 television licenses shows that the corporation has been delinquent in encouraging affirmative action programs at the local stations.

Despite the identified need to address the imbalance of the percent of full time female employees, the number of women increased only from 27 percent to 27.9 percent in this period. Of the 1,785 full time female employees, 1,324, or 74 percent earn an average of less than \$8,500 per year, 900 of whom earn an average of less than \$7,000. In contrast, only 12 percent of the male employees earn less than \$8,500, of whom only 251 or 5.4 percent earn less than \$7,000. Only 34, or 1.9 percent of the full time female employees earn an average of over \$15,000 per year, while 90 percent of those jobs paying over \$15,000 per year are held by male employees. This is just a local station, and we will get into the statistics of the corporation a little later.

The total number of general managers increased from 130 to 140; however, the number of female general managers decreased by one— from 5 to 4. In four other important job categories: Business manager, film director, development director, and school services director, the percentage of women has also decreased. The remaining job categories have had an average increase of only 1.5 percent; the largest increase being 5.9 percent in the number of public relations directors.

Congressman Macdonald, the only point I want to make in terms of all of this is that the station percentages are not good at all, the figures of the corporation are even worse, and the figures at national public radio are terrible. We have supplied to you charts and figures on the amount of money spent at the corporation.

Mr. Macdonald, I know you have.

I am not blowing smoke, or patting you on the back or on the head by saying this is the most concise statement, and goes to the heart of what I have been after with charts and figures, that I have had.

So, the only thing I didn't like was the Harvard-Yale game. I am kidding.

I don't know if you were here yesterday or not, but I think you were. I know she was. I then told the people from the CPB and PBS that after the committee had heard complaints concerning them, that usually we hear the complaints and then they have been the first witness because they are the most expert in some areas, or the entire picture, and helpful in forming, you know, arguments for the floor.

This time, they were going to be the first and last witnesses, and I can promise you that at the time that they are here as the last witnesses that you can be here and I hope you are, and you will see that I will have absorbed many of the things that I thought were answered, but I guess really they weren't, and I will go into them at great—well, at length.

Ms. BOKK. In terms of this legislation, though, I think one key thing has to be either written into the bill or somewhere understood, and that is an affirmative action program. I think we have to look carefully at Revised Order 4 at the OFCC with regard to Government contractors. The corporation has an obligation to adopt a similar plan, for the CPB and the local stations.

Mr. MACDONALD. OK. There are ways we can do that without destroying the whole bill, but you are for the bill?

Ms. BOKK. Yes; for the bill, but I think the key problem is in employment.

[The prepared statement, with appendixes, of Ms. Irwin and Ms. Bokk, follows:]

STATEMENT OF CATHY IRWIN, NATIONAL VICE PRESIDENT FOR PUBLIC RELATIONS,
AND KATHY BOKK, NATIONAL MEDIA TASK FORCE COORDINATOR, NATIONAL
ORGANIZATION FOR WOMEN

Chairperson Macdonald, the members of this committee, we would like to thank you for the opportunity to appear before you today concerning H.R. 4563, the Public Broadcasting Financing Act. As you know, the National Organization for Women (NOW) is a national civil rights organization composed of feminist women and men working to bring women, both minority and non-minority, into full participation in the mainstream of American economic and political life. NOW has approximately 800 chapters in all 50 states.

Our National Media Task Force was established to monitor the F.C.C. and to give technical assistance and advice to chapters across the country which are working diligently to promote the employment and image of women in the broadcast media. NOW is currently a member of ACNO, the Advisory Council of National Organizations, established by the Corporation for Public Broadcasting. In addition, NOW presented testimony to Senator Pastore last August when similar legislation was before the Senate Communications Subcommittee.

In the declaration of policy promulgated at the time the Corporation for Public Broadcasting was established Congress stated "that the expansion and development of non-commercial educational radio and television and diversity of its programming depend upon freedom, imagination, and initiative on both the local and national levels." Today this committee is considering a long-range funding bill to insure this expansion and development. NOW supports the concept of public broadcasting that is responsive to the needs of the nation and of diverse communities. However, many basic questions remain unanswered. Our organization is particularly concerned with a fair and equal representation of women, both minority and non-minority, in programming and employment throughout public broadcasting.

Our testimony will cover four areas of concern to public broadcasting on both the national and local levels: The Advisory Council of National Organizations (ACNO); The Women's Task Force (at CPB); programming practices of CPB, PBS, and NPR; and the employment of women and minorities in public broadcasting. Finally, we will present for your consideration a list of questions and recommendations.

NOW's involvement with public broadcasting began in 1973 when we were appointed to the Advisory Council of National Organizations by the CPB Board. We have been interested in all areas of public broadcasting including such diverse subjects as the nominations to the CPB Board, broadcast coverage of Congress, and all-channel radio legislation. NOW members serve actively on four of ACNO's five committees. In addition, a NOW member is the vice-chairperson of the Public Policy Committee.

On the local level, NOW members are aware of the important alternative public broadcasting offers to commercial broadcasting. Frankly, it has been difficult for our local chapters to develop a successful working relationship with individual station managers due to the confusion as to how public broadcasting works and on what levels, and also, in many cases, due to the lack of responsiveness by local managers to seek input from women's organizations. We have developed an on-going program of action for our chapters, on 1) demystifying public broadcasting; 2) how to gain input into local public station decisions; 3) improving the image of women in programming; and 4) lobbying for the establishment of equal employment practices in the broadcasting industry. Through this program, we hope to create an informal dialogue with local station management. We hope that local managers will take as much an effort to educate themselves to the goals of NOW.

On a national level, we are concerned with the lack of responsibility on the part of CPB in two specific areas: 1) Programming--by not defining women's programming, establishing programming priorities, or reviewing weaknesses in the Program Cooperative; and 2) Employment--by not establishing an effective Affirmative Action Program or reviewing inequities in the present pay scales at the national and local levels of public broadcasting.

DEFINITION OF WOMEN'S PROGRAMING

ACNO's Programming Committee developed this definition (See Attachment 1), which was unanimously accepted by ACNO in May 1974, and was transmitted to the CPB Board with the request that it be "sent to the CPB Board and management urging them to adopt it as their own. ACNO further recommended that CPB make this definition part of program grant applications and to transmit it to the stations urging them to adopt it themselves." The response was to place the definition in the CPB newsletter--with no endorsement and, in fact, no comment at all.

STATEMENT OF CONCERN REGARDING THE EMPLOYMENT STATUS OF WOMEN IN PUBLIC BROADCASTING.

In November 1974 this statement which calls in part, for "immediate work to eliminate employment discrimination, and the development of sound affirmative action programs," was passed by ACNO and transmitted to the CPB Board. There has been no response from the Board. (See Appendix 2)

CONCERN ABOUT THE STATUS OF WOMEN'S PROGRAMING IN THE STATION PROGRAM COOPERATIVE.

In November 1974, ACNO passed a resolution regarding its concern about the results of the first Station Program Cooperative. ACNO stated that "public broadcasting's unique mandate requires that special efforts be made to represent the interests of groups warranting such special attention: minorities, women, youth, the elderly and similar groups too often ignored by commercial broadcasting."

There has been no response from the CPB Board.

CPB BOARD CONSIDERATION OF WOMEN'S PROGRAMING

In March of 1974 ACNO requested that "the CPB Board schedule meetings of the board to consider proposals for ways to integrate women into the content and processes of programming, and among such meetings there be a meeting with the ACNO Programming Committee."

There has been no response from the board.

However, ACNO endorsed long-range financing in March 1975 and I am sure that it won't surprise you to learn that there has been overwhelming response from CPB.

NOW's commitment to public broadcasting is strengthened by the fact that public broadcasting has a responsibility not only to respond to the needs of women, but to seek our advice and involvement. Obviously, this is not working as it should at the national level and we, along with the other 45 national organizations who made these recommendations feel strongly that these issues do not go unheard.

On October 23, 1974, the CPB board of directors endorsed the establishment of a National Task Force On Women in Public Broadcasting. CPB appointed members from national public broadcasting organizations and television and radio stations to serve on the task force. The first, and only meeting to date, of the task force was held in February of this year.

While we are, of course, pleased that CPB has put together this women's task force, we are very concerned about its operation and the implementation of its final recommendations.

First, except for three board members at large, the task force is composed of persons from public broadcasting. Since the task force is concerned with programming and employment in public broadcasting—both television and radio—we feel that its parochial character does not reflect the needs, interests, and concerns of women throughout the United States who are potential audiences for public television and radio and who are prospective employees of the industry.

Moreover, we believe that such narrow composition gives a "rubber-stamp" image to the task force—an image which may be false, but which exists nonetheless.

This image was reinforced at the February meeting, when an overview of work already completed by the task force was presented as a set of "givens," even though the task force was allegedly established to provide direction to CPB.

This image was further reinforced during these hearings, when CPB, in a 16-page statement on corporation activities, included nine words (See page 2 of the statement by Board Chairman Robert S. Benjamin) on the women's task force.

And even then, the task force was grouped in a blanket phrase covering panels on minorities and education.

A year ago, an Advisory Panel on Essentials for Effective Minority Programming submitted its report to the Corporation. The panel was chaired by Dr. Gloria Anderson, the CPB board member and Chairperson of the Chemistry Department of Morris Brown College who attended these hearings yesterday. (And, I might add that Dr. Anderson, the only woman and the only minority on the CPB Board, chairs the Women's Task Force.)

Last October, the CPB Board accepted the report. What are the results, in terms of minority employment and involvement in public broadcasting? What has CPB done to implement recommendations given to the board a year ago?

Moreover, this year a task force on CPB's role in education conducted an extensive study—one which has recently been printed for wide dissemination to broadcasters, educators, and the public. How does the commitment of CPB to this activity compare with that to the women's task force? How much CPB funding was devoted to the education study, as compared with that to the women's task force?

Our concerns about the women's task force are positively directed, because we believe that it can be a strong force for the improvement of programming for and employment of women in public broadcasting. We would like to see a strong commitment from CPB for the success of the task force and action on its part that the task force findings are implemented.

Many groups and individuals, including ACNO delegates and Senator Pastore (See Appendix 3) have asked the CPB, PBS, and NPR: How are programming decisions made? After two years, we are still waiting for the answer.

According to the 1974 CPB Annual Report there are three sources of funding for public television programs: The Station Program Cooperative; piloting and development of new programs by CPB, and underwriting by corporations and foundations.

In 1974, the Public Broadcasting Service established the Station Program Cooperative (SPC). For 1975, 4.5 million dollars from CPB went directly to help fund the SPC. This system of television program selection and financing was designed to enable local public television stations to participate in the

funding of programs they wish to broadcast and purchase. The selection process, however, has had the effect of disenfranchising women at the planning and production stages of program proposals. Two important documents support this statement: the SPC catalog II and the results of round three of local programming decisions. (See Appendix 4). A review of the SPC catalog II is as follows: of the 136 program proposals included in SPC II, 23 have female producers and two have female directors. Of the 26 programs labeled "probable purchases" in a round three memorandum, only two have female producers and none have female directors. In addition, the original catalog contained 13 programs listed in a subcategory of "Women" in the Target Audience section. Only one program—*Woman*—made it to round three.

The deficiencies of the Station Program Cooperative are outlined in ACNO's statement of November 1971: "In reviewing the results of the first year's operation, however, it (ACNO) feels compelled to express some serious concerns about the results. It calls upon CPB and PBS and the individual stations to carefully review the results of the first SPC and the procedures that yielded such results, towards the end of better reaching the objectives of public broadcasting which ACNO has so strongly and continuously supported." ACNO has called for a change in formula by which selection decisions are made to insure that local stations undertake affirmative action efforts to involve their communities in the SPC selection process. (See Appendix 5).

Producing and development of new programs is a function that CPB itself performs. Approximately \$6.5 million was allocated for 15 programs/series FY 1975. (See Appendix 6).

The Corporation will fund these programs for up to two years; after which, the SPC becomes the mechanism for bringing local preferences to bear upon the conference of such programs. Included in these programs is a series entitled *Woman Alive*. Because of an inability on the part of CPB to obtain matching funds to date, only one hour long pilot has been aired on June 19, 1971—nearly four months ago. CPB has not confirmed that this program will be shown next year, and the likelihood of its survival for the 1976 season is slim. This case in point raises serious problems with the entire process by which CPB pilots and develops new programs. Although the ultimate decisions on pilot programs are determined by the Board of Directors of the corporation, who makes recommendations to the Board? Does the Corporation openly solicit program proposals? Who reviews these proposals? When?

On Tuesday, Mr. Loomis was asked to explain how decisions were made for program piloting and development. As we stated earlier, this is a question that has been asked for years. We feel it has yet to be adequately answered. Loomis answered that the procedure is as follows:

1. The CPB Board, with consultation from CPB and PBS, sets priorities.

Question: What is the process of the staff recommendations? What is the role of ACNO in setting priority areas? What have they done with ACNO recommendations on program priorities, which include women's programming.

2. Seminars in the priority areas are held.

Question: Who attends the seminars? All public broadcasters? Any community groups? How many seminars have been held? To our knowledge CPB has held only three seminars. How can members of the public—those outside the public broadcasting fraternity—find out about these seminars and have input to them. ACNO has set women's programming as a priority area. Why hasn't CPB held a seminar in this area?

3. Specifications are developed. How?

4. Proposals are received.

Question: Who is notified that proposals are being solicited?

1. Seminars of CPB/PBS consultants choose programs.

Question:

1. Who from CPB and PBS? on this committee?

2. Where do the consultants come from?

3. How ACNO utilized?

4. How establishes the criteria for program selection?

These are just a few of the questions that *must* be answered.

In the past, programs underwritten by corporations and foundations has resulted in such productions as *Chicano Barrow*, *The Life of Leonardo da Vinci*, and the Harvard-Yale Football Game.

There has been some discussion in the press about the percentage of oil companies which have underwritten programs. For example, during the 1974-75

season for public television, four oil companies (Atlantic Richfield Company, MOBIL Oil Corp., EXXON Corp., and GULF Oil Corp.) provided \$7,568,690 of tax-deductible funds for programs. For example, Mobil Oil Corporation supported *The Ascent of Man* (\$400,000), *Classic Theatre* (\$250,000), *Masterpiece Theatre* (\$800,000), *National Town Meeting* (\$361,000), and *The Way It Was* (\$350,000).

Of all the underwritten programs scheduled for viewing during the 1974-75 season—and there are some admirable ones—few have women integrated as moderator, subject matter, or production staff. With a few exceptions, such as *Carven: The Dream and the Destiny*, which might be called a "woman's" program because it has a heroine, or *Drink, Drunk, Drunk*, which features Carol Burnett as moderator, there are few, if any, programs which present a positive image of women and give coverage to women's activities.

During PBS's testimony, Hartford Gann submitted a "Report on Minority Concerns and Actions—Governing Boards, Employment and Programming." Addendum 7 is a memorandum which was sent to all PBS station managers on March 24, 1975 for the purpose of gathering information on minorities for the above report. We have not had time to analyze this lengthy report, however, after a preliminary review of the information, we have some serious questions:

1. Was any similar questionnaire sent to local stations requesting information on women's programming? If not, where did the PBS obtain information on women's programming in the above report?
2. How many stations responded to the March 24, 1975 memorandum? Please include a listing of the respondents and their comments.
3. What is the statistical breakdown, by sex and race of each local station board of directors?
4. What criteria was used to determine a "woman's program."

Because the PBS memorandum is not in line with its submissions on women and minorities, this subcommittee should pursue a complete examination of all programming decisions.

During the Senate hearings of August 1974 on long-range funding for Public Broadcasting, NOW presented employment data on public television employees which gave rise to a powerful inference that sex discrimination is pervasive in public broadcasting. Employment information (FY 1973) from the CPB Information Systems Office in 152 television licenses shows that the corporation has been delinquent in encouraging affirmative action programs at the local stations. (Appendix 8)

Despite the identified need to address the imbalance of the percent of full-time female employees, the number of women increased only from 27% to 27.9% in this period. Of the 1,785 fulltime female employees, 1,324 or 74% earn an average of less than \$8,500 per year, 900 of whom earn an average of less than \$7,000. In contrast, only 12% of the male employees earn less than \$8,500, of whom only 251 or 5.4% earn less than \$7,000. Only 31 or 1.9% of the fulltime female employees earn an average of over \$15,000 per year, while 90% of those jobs paying over \$75,000 per year are held by male employees.

The total number of general managers increased from 130 to 140; however, the number of female general managers decreased by one—from 5 to 4. In four other important job categories: business manager, film director, development director and school services director, the percentage of women has also decreased. The remaining job categories have had an average increase of only 1.5%; the biggest increase being 5.9% in the number of public relations directors. Again this year, women are excluded from supervisory engineer and chief engineer positions, and are only .5% of the broadcast engineers—an increase of 1 or .1% from 1972.

In 18 of the 23 job classifications, women earn from 1% to 14% less than men. Employment statistics for women in public radio are as staggering as those for public television. Of the 1,080 fulltime local public radio station employees, only 242 or 22.3% are female, 75% of whom earn an average of less than \$7,500 per year. Women comprise 72% of the "non-professional" positions at local stations, and 86.9% of all traffic managers are women, earning approximately \$1,576 per year. (Appendix 9)

In 1975, the Corporation will appropriate through its Community Service Grants \$25 million to Public Television and \$3 million to public radio. We are concerned that under this legislation large amounts of money will be appropriated to individual stations with no evaluation of their employment practices. At a minimum, this legislation should include safeguards to stipulate that eligibility criteria for funding shall include consideration of a station's employment

practices. Stations must be required to demonstrate good faith efforts to eliminate the wage gap and the lack of upward job mobility which women currently experience in American public broadcasting.

Employment discrimination at local television and radio stations is merely a reflection of the blatant discrimination against women at the Corporation for Public Broadcasting, the Public Broadcasting Service, and the National Public Radio. We suggest that this committee carefully examine all jobs by grade level in these three public broadcasting structures. A brief analysis of each entity is as follows:

National Public Radio: (Addendum 10) The top 18 positions (Grade Level I to III) at NPR are held by males. Every "Director" and decision-making role in public radio has been filled basically by white males. Of the 21 clerical positions at CPB, 16 are held by women and three are held by minority males.

Public Broadcasting Service: We have been unable to obtain information on PBS employment practices. NOW requests that pertinent employment figures be released as soon as possible for public inspection.

The Corporation for Public Broadcasting: (Appendix 11) The CPB has no women or minority males serving as officers to the Corporation. Of the 18 Director positions, 17 are held by males, 15 of whom are white. It is important to note that since January 1974 the CPB has created four Director positions and has hired an Executive Vice President and Director of Volunteer Activities -- all of which were filled by males.

The above employment figures for CPB and NPR presented to this committee clearly establish severe employment inequities in public broadcasting. It is NOW's opinion that many of the problems previously addressed in this testimony -- integration of women into existing programs, coverage of issues pertinent to women, and implementation of ACNO's recommendations that impact on women -- will be resolved when women are fairly represented in public broadcasting.

In summary, we support the concept of long range funding for public broadcasting, but if public broadcasting is going to meet its mandate to "be responsive to the interests of people both in particular localities and throughout the United States, and which will constitute an expression of diversity and excellence," it must be responsive to women and minorities. To date this has not been true.

Implementation of this means a serious look at the allocation of money spent for national programs and projects in comparison to the funds going directly to stations. There must be a proper balance.

NOW RECOMMENDATIONS

We suggest the following recommendations:

1. Open CPB Board Meetings.
2. CPB responsiveness to ACNO recommendations.
3. Development of mission and goals by CPB.
4. Re-Examination of CPB-PBS partnership agreement.
5. That CPB provide step-by-step analysis of the program decision-making process.
6. That this Committee urge the FCC to adopt strong station ascertainment guidelines. (refer to your letter to Wiley)
7. That PBS provide a comprehensive analysis of SPC I and SPC II in regard to women's programs.
8. That in the annual oversight hearings, employment data on a national and local level continue to be reviewed, analyzed and made available to the public.
9. That CPB adopt OFCC Revised Order I as a model affirmative action plan with projected date for release, implementation and review of compliance. That CPB immediately take steps to insure that local stations will adopt a similar affirmative action plan with dates for release, implementation and compliance review.
10. That all management level vacancies at CPB, PBS, AFRS, NPR be filled by women until they meet work force parity; that processes for executive talent search be made public.

APPENDIX LIST

- Appendix 1 - Definition of Women's Programming.
 Appendix 2 - ACNO Statement on the Status of Women.
 Appendix 3 - 1973 Senate Hearings on Public Broadcasting.

- Appendix 4 - Programming Cooperative-Round Three Memo.
- Appendix 5 - ACNO Statement on Station Program Cooperative.
- Appendix 6 - CPB Programming FY 1975.
- Appendix 7 - 3-24-75 Memo to PBS Stations from Hartford Gunn.
- Appendix 8 - Public Television Employment Information FY 1973.
- Appendix 9 - Public Radio Employment Information FY 1973.
- Appendix 10 - National Public Radio Employment Data.
- Appendix 11 - Corporation for Public Broadcasting Employment Data.

APPENDIX 1

DEFINITION OF WOMEN'S PROGRAMMING

PREFACE

A basic and fundamental ill in this society is prejudice against all women. While radio and television are not responsible for this prejudice, it is the broadcasting media which has been a major influence in perpetuating it. The broadcasting media is one of the most important forces of socialization today. The portrayal of women through the media has dynamic impact in determining attitudes toward women.

Many surveys have been conducted on how the image of women is projected by the broadcast media. It has been established that broadcast programming gives an unfair and distorted view of women and women's role in society.

There is little difference between the presentation of women in public and commercial broadcasting. For example, during the much touted series, "Civilisation," Sir Kenneth Clark did not mention—with one exception—a woman artist, poet, political leader or social leader. The exception was Elizabeth I, and Sir Kenneth gave credit for the accomplishments of her reign to her male advisor, an attribution which is actually unsupportable by historical fact. This, of course, is one person's interpretation of history. In the Fall of 1973, PBS offered a series called, "The Men Who Made The Movies," totally disregarding the significant contributions made by women in the movie industry, both as actresses, writers, editors and directors. However, we do recognize that public broadcasting has endeavored to include women in some of its programming such as the "Woman" series, the "Woman Alive" program, and the presence, of course, of women reporters and co-hosts of NPR's "All Things Considered." We commend public broadcasting for these efforts and hope that they will continue.

According to Congressional mandate, the Corporation for Public Broadcasting has the responsibility to "encourage non-commercial radio and television broadcast programming which will be responsive to the interest of people both in particular localities and throughout the United States, and which will constitute an expression of diversity and excellence." This mandate covers *all* of the American public which includes 51% women. The emerging and changing role of women in our society is a reality yet to be fully recognized by public broadcasting.

DEFINING THE CONCERNS

Proper and adequate representation of women covers three distinct but complementary areas: 1) an honest and overall *image* of women in all programming; 2) integration of women into all areas of the broadcast media; and 3) thorough coverage of issues pertinent to women.

OVERALL IMAGE OF WOMEN IN PROGRAMMING

In developing programming, criteria must be established and adhered to that will ensure a more positive image of women. This includes portraying women as independent, responsible, and capable of playing diverse roles in our society. All programming—public affairs, children's, cultural—must include these concepts by integrating positive images of women into its content, including existing and future programs. For example, while "Rock Beat" is designed to feature outstanding authors, out of 34 programs broadcast from May 7, 1973 to May 13, 1974, 6 of the authors were women and 18 of the authors were men.

INTEGRATION OF WOMEN

On and off air access to all levels of programming is essential to the concept of equality. This means that women must have the opportunity to participate

as producers, directors, camera workers, writers, as well as being on air. In addition, sensitivity and deep understanding of the woman's perspective must be kept in mind in all decisions leading to the development of programming, for it is crucial that those involved in the decision making processes be aware of the needs of women to respond to them appropriately.

COVERAGE OF ISSUES

Because part of the Media's role is to develop an informed society it is imperative that public affairs programming cover issues that are of increasing concern to women, but also of importance to all Americans. There are many issues that are inadequately covered or not covered at all because of imposed limitations of time and perspective. For example, among others, are coverage of new developments in child care, health, sex discrimination and employment, and the status of women within and treatment by the judicial system, and the contributions of women political candidates. Each one of these areas has ramifications that should be explored. Because omitting major problems and issues that affect one segment of society damages the whole society, the coverage of issues such as these must become an integral part of public affairs programming.

CONCLUSIONS

Women's programming is that which presents a positive and diverse image of women, involves women at all levels of the program decision making process, integrates them into all areas of broadcast media, and gives emphasis to the particular experiences and issues that are of special significance to women but important to all Americans.

APPENDIX 2

ACNO STATEMENT ON STATUS OF WOMEN

"Women's programming is that which presents a positive and diverse image of women, involves women at all levels of the program decision-making process, integrates them into all areas of the broadcast media, and gives emphasis to the particular experiences and issues that are of special significance to women but important to all Americans." (Definition of Women's Programming, ACNO.) Women are not involved at all levels of programming decision-making nor are they integrated into all areas of the public broadcast media. In fact, women are denied fair and equal employment opportunities in public broadcasting. Of the 1,181 full-time public television employees, only 1,661 or 27% are female. There are 130 public television general managers, of whom 5 or 3.8% are women. The average salary for these 5 women is \$3,500 less than the average salary of men performing the same job. Of the 63 station managers, only 1 or 1.6% is a woman, and she earns nearly \$4,500 less than the average salary for men in the same job. Similarly, there are only 9 female program managers, accounting for 7.4% of the total; 3 female production managers, accounting for 2.7% of the total; and 87 female producer-directors, or 12.4% of all persons in that job. Women are totally excluded from the supervisor engineer and chief engineer positions, and are only 0.4% of the broadcast engineers. Women comprise only 4.6% of all film directors and 8.9% of film editors.

In contrast, of the 1,674 female employees, 929, or 55.4%, are secretaries or clerical workers earnings on the average of \$6,234 per year. Only 2.2% of females are employed in this job category; in the same job, however, men earn on the average \$7,672. The remaining women not in clerical positions hold jobs such as traffic manager, earning approximately \$6,335; production crew member, earning \$8,426; and business manager, earning on the average half of the salary of their male counterparts.

ACNO has advised CPB on program priorities for experimental pilot programs that will be funded by CPB, one of the 5 priority areas is:

"Development of women's programming which includes implementation of the ACNO definition of women's programming."

The definition of women's programming clearly speaks to the importance of integrating women into all areas of broadcasting.

Immediate work to eliminate employment discrimination in public television must be done. A positive step will be in developing sound affirmative action programs and in the demonstration of good faith efforts to eliminate the wage gap and the lack of upward job mobility which women currently experience in American public broadcasting.

The Corporation for Public Broadcasting has apparently recognized the void that now exists in regard to the status of women in public broadcasting and is forming a Task Force on the Image of Women in Public Broadcasting.

We recognize this is a positive effort and one which has implications for the entire public broadcasting industry. (Passed unanimously.)

APPENDIX 3

Senator PASTORE. All right. Let's assume that I'm interested in putting on a program on public broadcasting. Now, what do I do?

Mr. CURTIS. That is what I cannot answer you.

Senator PASTORE. Does Mr. Loomis know?

Mr. CURTIS. No, I don't think he knows yet. Because this is what we're trying to establish, so that you will know what PBS does, what CPB does, what other people do.

Look, John Macy said this thing was chaos, and I said, well, I don't think it's that bad, but it's sure difficult to understand. I have had people come to me, how do we get a program on. And I said, I'm trying to find out.

Senator PASTORE. Shouldn't we resolve that immediately?

Mr. CURTIS. That is what we are doing.

Senator PASTORE. How long have you been working at it? I'm not being critical. I'm curious now.

Mr. CURTIS. Good, I am too. I have been working at it since I have been on the Board, and each time it's one frustration after another. All I can say is that we are almost together. We have a meeting in April, and I think that the last hangup regarding scheduling, will be resolved.

Senator PASTORE. Well, it was my understanding that NPACT was created for the purpose of receiving the money for production. And on public affairs programs. And that's where the Vanocur business and everything else came into the picture.

Mr. CURTIS. Yes, that's right, apparently, but how this was set up, is another question.

Senator PASTORE. How would you do it now?

Mr. CURTIS. Senator, let's take a specific. We are being broadcast right now.

Senator PASTORE. Yes.

Mr. CURTIS. And I don't know how that decision was made other than the fact that I found out an appeal had been made that the local stations be asked whether they want to see this particular hearing. Was this customary to broadcast a Senate hearing? If it had been, fine, but apparently it wasn't.

Senator PASTORE. Now, Tom, you know why they are here.

Mr. CURTIS. Yes, but who made the decision, Senator? How was this decision made under our present decisionmaking system? Was it one where the local stations were involved? Or was it a decision made in Washington? I think it was a decision made here. I'm hoping that we will have for you, within a few weeks, the kind of system that you will feel is one that will involve everyone.

But above all, I do insist that whatever the new system is, it be open to the public so that people will know how to do business with public broadcasting.

Senator BAKER. Just a minute. I think that's an admirable ambition, but I hope you aren't telling me, Mr. Chairman, that you're going to run the network by some sort of Gallup poll.

Mr. CURTIS. I hope not, either.

Senator BAKER. Now, are you prepared to tell me that this board has and will maintain the authority and the responsibility for deciding how the interconnect is utilized and deciding, in the final analysis, how the Federal funds are spent?

Mr. CURTIS. Let me illustrate with Black Journal again, and I hope this is what we do. You must keep in mind we're not specialists. I think we ought to have a board of consultants on black programming, drama, public affairs, et cetera, somewhere in this decisionmaking system so that we will have this kind of input. Our responsibility is for a system that will work. We aren't actually involved in this kind of decisionmaking. Our job is to be sure that it works. That best expresses, at least what I think, our function is.

Senator BAKER. Are you telling me that you are delegating to a nongovernmental agency the authority to make decisions on the spending of Federal funds for which you have responsibility?

Mr. CURTIS. No, sir. Could I illustrate? In St. Louis, for 3 years now, every year, they have an open house where their constituency, the PTA's, the black groups,

the old groups, come in, criticize the programing that has gone on the year before, and recommend new programing. This session goes on all day, and this kind of collecting the judgment of the community, to me, is very effective. It is an integral part of their decisionmaking system.

Senator BAKER. Let me just say I don't want to be misunderstood in this respect. I want to make it clear for this record that I favor the involvement of diverse groups and I favor the involvement of the trustees of local stations and the directors, as well as management.

I favor a maximum opportunity for maximum diversity. I favor you setting up whatever machinery you can to sense out how this programing design should be made. But I do not favor your delegating to someone else the authority that the statute mandates on you to decide how these funds are going to be spent and how the interconnect is going to be operated.

Mr. CURTIS. The ultimate decision will come to us in this way.

Senator PASTORE. Mutter of fact, when Mr. Whitehead made his speech he suggested, and if I am wrong on this he will correct me when he comes here, I think he suggested that all he wanted the Corporation to be was a broker. I mean, that you would funnel out the money to the local stations period, and you would have nothing to do with production.

I think that is what he said. I think he said that.

Mr. CURTIS. We couldn't fulfill our function like that.

Senator PASTORE. I am just making a rejoinder. I don't disagree with Mr. Baker entirely. But I am afraid we are a little confused here as to what the jurisdiction is of the Corporation, just what you do with the money.

Now, you said that if you got the \$55 million you would see to it that they would get \$19 million. Now, that is without strings, isn't it?

Mr. CURTIS. Yes.

Senator PASTORE. They could do with that whatever they want. So once you give it to them under the formula, you can't follow that money?

Mr. CURTIS. Exactly. That is the point. We are responsible for having done that.

Senator PASTORE. You are responsible for the formula; that is about all.

Mr. CURTIS. That is what I am saying. We are responsible for a decisionmaking system. If one doesn't work, we are responsible for putting another in that we think might work. And I think this is being responsible. That is my answer.

Senator PASTORE. Well, I think the Corporation should have some control. I quite agree with that.

Senator BAKER. All you have to do to put my mind at rest is to say one thing, and that is that you recognize and you understand your statutory responsibility as the agency for the handling of Federal funds, and that you are going to do that to the best of your ability.

Mr. CURTIS. The buck stops here. You are darn right it does. And we will not avoid it.

Senator PASTORE. You told me you haven't resolved how a program gets on. Now, "Sesame Street," thank God, is back on. So is "Mr. Rogers' Neighborhood," and so is "The Advocates." How did that come about?

Mr. CURTIS. Through whatever decisionmaking process we have had.

Senator PASTORE. Goodness gracious, you did it. Tell us how you did it.

Mr. CURTIS. I am telling you. We followed the recommendations that came up through PBS, however that came along, which in turn came through our group.

Senator PASTORE. And you endorsed it.

Mr. CURTIS. We endorsed a whole group of these.

Senator PASTORE. Who pays the bill?

Mr. CURTIS. We pay the bill.

Senator PASTORE. You paid the bill. So PBS made the recommendation to you that these are desirable programs?

Mr. CURTIS. That is right. We tried to fit them into the budget as best we could. One of our problems was this decision-making went on the assumption of the \$65

million budget in the beginning, then we had to cut it back to \$45 million, and then to \$35 million.

Senator PASTORE. Now, you are saying that was a program that was already in existence. But insofar as a new program is concerned, let's assume someone comes along with a very fine program that is comparable to "Sesame Street" or "Mr. Rogers' Neighborhood." Now, you are telling me that you do not have a procedure which enables you to acquire that program.

Mr. CURTIS. Well, let me say this: We have done that to a degree with the Children's Television Workshop on public health. We said, here is some seed money to do that series.

Senator PASTORE. All right. To whom did you say that?

Mr. CURTIS. To the Children's Television Workshop.

Senator PASTORE. They dealt directly with you?

Mr. CURTIS. They dealt directly with us. But they also had other avenues of funding. HEW and the Ford Foundation put money in. They get it from a variety of sources.

I am happy to say that the Children's Television Workshop gets money of its own from its products and so forth. I think this is healthy and good. But how someone else, who has a good program, might get it on, is the area where I think the confusion lies.

How do you put in for something new, or how do you appeal it if somebody shoots you down? This is what I want to have developed and have out in the open.

Senator PASTORE. When will you get the answer to that?

Mr. CURTIS. I am hoping within about 3 weeks.

Senator PASTORE. Will you let us know when you get that?

Mr. CURTIS. Oh, yes. We will shout it from the housetops?

Senator HOLLINGS. Mr. Curtis, you testified that as a result of publications you instituted "Advocates." Do you know what the recommendations were on "Firing Line" from PBS?

Mr. CURTIS. All of the programs that we put on were endorsed through the PBS system.

Senator HOLLINGS. Back to my question. Do you know what the recommendations were from PBS on the program "Firing Line"?

Mr. CURTIS. Yes. They recommended it.

Senator HOLLINGS. Why did you disregard that recommendation?

Mr. CURTIS. Simply because there were others programs recommended, too, and we didn't have enough money for all.

Senator HOLLINGS. So it was an economy move?

Mr. CURTIS. Yes. We had just so much money. If we had cut out some of Senator Pastore's children's programs, we probably would have heard more criticism. Look at "Zoom." They were conducting a tremendous campaign.

Senator PASTORE. Don't put me in there. You are a grandfather, too, aren't you?

Senator HOLLINGS. Mr. Curtis, you stated to the committee that you do not know how Public Broadcasting schedules, or puts on a program. Do you know how you take one off? How the Corporation takes one off?

Mr. CURTIS. Well, I don't think we have taken one off. We just didn't fund certain ones.

Senator HOLLINGS. That is how you take them off, then?

Mr. CURTIS. Yes. There is a big difference between that and saying this is not a good program. Let's take, for example, again, Bill Moyer and Buckley. What the corporation said was that we don't have the money, but we hope, somebody in fact will help them find funding, so that they can resume production and be eligible to go down the inter- * * *

APPENDIX 4

3D ROUND ANALYSIS (PROBABLE PURCHASES)

	Amount			
Category I (programming staples)—\$8,793,333:				
At The Top.....	70,000	81 49	84 48	84 --
Black Perspective On The News.....	299,160	162 67	109 70	114 --
Book Beat.....	188,312	113 68	117 69	118 --
Consumer Survival Kit.....	400,746	128 81	135 85	135 --
Electric Company.....	2,000,000	120 76	135 85	135 --
Evening At Symphony.....	259,938	128 80	137 84	138 --
Firing Line.....	715,775	107 66	114 70	117 --
Hollywood Television Theater.....	400,000	109 77	111 72	110 --
Mister Rogers' Neighborhood.....	279,369	126 82	140 89	142 --
Sesame Street.....	2,200,000	119 74	137 86	134 --
Soundstage.....	303,568	98 62	106 60	105 --
Special Events.....	945,766	111 73	111 76	114 --
Wall Street Week.....	295,049	138 88	138 88	139 --
Washington Week In Review.....	250,172	104 66	121 78	129 --
Woman.....	185,478	104 61	110 65	116 --
Category II (material previously supported by Ford or CPB):				
Bill Moyers' Journal.....	1,004,018	121 78	127 82	128 --
Nova.....	1,778,713	119 78	128 75	127 --
Category III (new and innovative programming):				
Lewell Thomas And America.....	555,000*	96 56	96 56	98 --
WNET Opera.....	223,881	106 71	112 74	113 --
Total before surcharge.....	12,384,345			
Add 7 percent surcharge.....	\$864,804			
Total.....	13,219,149			
Possible additional purchases:				
Category I:				
Lilias, Yoga, and You.....	87,877	75 41	76 40	77 39
Category II:				
Theater In America.....	1,066,658	99 66	91 61	91 59
Category III:				
Canine College.....	28,950	53 32	52 31	57 32
Indian Way.....	320,000	34 26	35 25	36 25
Mark Russell Comedy Specials.....	47,753	69 46	70 46	78 45
Say Brother—National Edition.....	143,115	68 44	68 45	67 46
What's Cooking.....	82,656	60 34	57 32	60 32
Selections:				
Round 1 (42 per station).....				6,400
Round 2 (34 per station).....				5,200
Round 3 (29 per station).....				4,300
Round 4.....				
Round 5.....				
Round 6.....				
Round 7.....				
Round 8.....				
Round 9.....				
Round 10.....				
Round 11.....				
Round 12.....				
Round 13.....				

VOTING CHANGES

	Increased	Decreased	Did not change
Round 1			
Round 2	110	29	3
Round 3	97	17	1
Round 4			
Round 5			
Round 6			
Round 7			
Round 8			
Round 9			
Round 10			
Round 11			
Round 12			
Round 13			

Dollar allocation:	Millions
Round 1	\$55
Round 2	\$38
Round 3	\$35
Round 4	
Round 5	
Round 6	
Round 7	
Round 8	
Round 9	
Round 10	
Round 11	
Round 12	
Round 13	

APPENDIX 5

ACNO STATEMENT ON STATION PROGRAM COOPERATIVE

ACNO has previously expressed its support for the concept of the Station Program Cooperative as one source of programs for local television stations, and now restates that support. In reviewing the results of the first year's operation, however, it feels compelled to express some serious concerns about the results.

It calls upon CPB and PBS and the individual stations to carefully review the results of the first SPC and the procedures that yielded such results, towards the end of better reaching the objectives of public broadcasting which ACNO has so strongly and continuously supported.

Public broadcasting's unique mandate requires that special efforts be made to represent the interest of groups warranting such special attention: minorities, women, youth, the elderly and similar groups too often ignored by commercial broadcasting. And, its mandate requires that its decisions result from close and continuing consultations with such segments of the American public. Program popularity and cost factors must not be the sole or principal criteria for program selection, no matter the program source.

If the final program mix of public television, from all sources, is to reflect the needs of the American people generally and special interest in particular, the SPC must be operated in such a manner as to adequately fill in the gaps that might otherwise result. Some stations have done this admirably. We call upon CPB and PBS to undertake any and all efforts appropriate to achieve this result more broadly.

APPENDIX G

TELEVISION PROGRAMMING FISCAL YEAR 1975

The following are programs to which CPB has committed dollars for 1975. Out of a total television programming budget of \$11 million for 1975, \$4½ million was given to the Station Program Cooperative. The remaining \$6½ million was allocated as follows:

[Key: (S)—Series; (P)—Pilot; (R. & D.) Research and Development]

1. THEATER IN AMERICA (S)

Producing station.—WNET-TV, New York.

Executive producer.—Jac Venza.

Type of program.—20 dramatic productions of varying length.

Total cost.—\$2,225,000.

CPB contribution.—\$1,225,000.

2. FEELING GOOD (S)

Producing station.—Children's Television Workshop.

Executive producer.—

Type of program.—26 one-hour programs initially, revised to 13 ½ hour programs with Betty Avett as host. Aimed at young, lower class families.

Total cost.—\$7,000,000.

CPB contribution.—\$2,000,000.

3. NOVA (S)

Producing station.—WGBH TV, Boston, Massachusetts.

Producer.—Michael Ambrosino.

Type of program.—Series of Science adventures for curious adults. Consists of documentaries on a wide range of scientific topics.

Total cost.—\$1,364,131.

CPB contribution.—\$695,000.

4. INTERACT (S)

Producing station.—WETA TV, Washington, D.C.

Producer and host.—Tony Batten.

Type of program.—An examination of the common boundaries between cultures, including individual profiles.

Total cost.—\$749,267.

CPB contribution.—\$749,267.

5. VISIONS (R. & D.)

Producing station.—KCTV TV, Los Angeles.

Executive producer.—Barbara Schultz.

Type of program.—A series of new plays by American playwrights.

Total cost.—\$2,200,000.

CPB contribution.—\$200,000.

6. BILL MOYERS JOURNAL: INTERNATIONAL REPORT (S)

Producing station.—WNET-TV, New York.

Producer.—

Type of program.—Purpose is to keep alive some conversation about international affairs at a time when the U.S. is pre-occupied with domestic issues. Round-

table reviews with journalists, one-to-one conversations are types of programs included in series.

Total cost.—\$1,178,314.

CPB contribution.—\$200,000.

7. REALIDADES (S)

Producing station.—WNET-TV, New York.

Producer.—Umberto Cintron.

Type of program.—Magazine format geared to Latino population of U.S.

Total cost.—\$400,000.

CPB contribution.—\$400,000.

8. WOMAN ALIVE (S)

Producing station.—WNET-TV, New York.

Executive producer.—Rennie Eldridge.

Type of program.—Magazine format touching issues concerning today's woman. Originally planned as six, one-hour programs, revised to 10 ½-hour programs.

Total cost.—\$1,200,000.

CPB contribution.—\$400,000.

9. WASN'T THAT A TIME? (P) (R. & D.)

Producing station.—Children's Television Workshop.

Executive producer.—

Type of program.—Is to be a major series of sixty-minute television dramas on American social history. It will trace the lives of three American families in New York near the turn of the century.

Total cost.—\$480,000.

CPB contribution.—\$150,000.

10. DYING: A FILM PORTRAIT OF JOAN ROBINSON (R. & D.)

Producing station.—WTFE-TV, Hefsey, Pa.

Executive producer.—Mary Foldhouse Weber.

Type of program.—A film portrait of a woman living with terminal cancer.

Total cost.—\$100,000.

CPB contribution.—\$15,850.

11. FILMAKER IN RESIDENCE: SUPER 8 PROJECT

Producing stations.—KUSD-TV, Vermillion, S. Dak.; KVIE-TV, Sacramento, Calif.; WNET-TV, Trenton, N.J.; WPSX-TV, University Park, Pa.

Type of program.—Placement of young filmmakers at public stations throughout the country.

Total cost.—\$152,000.

CPB contribution.—\$62,000.

12. AMERICAN INDIAN ARTISTS (S)

Producing station.—KAET-TV, Phoenix, Arizona.

Producer.—

Type of program.—Five ½-hour programs on unique and outstanding American Indian artists. Expressing the social, moral and aesthetic values of the Indian culture.

Total cost.—\$125,054.

CPB contribution.—\$125,054.

13. AUSTIN CITY LIMITS (P)

Producing station.—KLRN-TV, Austin, Texas.

Producer.—Paul Bosner.

Type of program.—One hour pilot on the music of Willie Nelson.

Total cost.—\$12,998.

CPB contribution.—\$12,998.

14. THE CITY (P)

Producing station.—Independent (Lawrence C. Grossman & Richard Moore), producers.

Type of program.—Series of 60-minute shows will portray a part of the character culture and quality of life in this country through exploration of its urban centers. Pilot will be "Tom Wolfe's Los Angeles."

Total cost.—\$143,000.

CPB contributing.—\$143,000.

15. SPACE FOR MAN? (1 TIME)

Producers.—NPACT/BBC.

Type of program.—One time special on the space hook-up of Russian and U.S. astronauts in July.

Total cost.—\$50,000.

CPB contribution.—\$50,000.

Total television programming funds available for fiscal year 1975— \$11,653,450
Expenditures:

Station program cooperative.....	4,500,000
Series (on air now).....	4,614,267
Pilots, research and developments.....	1,565,008
Step-ups and promotion.....	381,968

Total ----- 11,062,228

Balance ----- 561,228

NOTE.—Costs of 3 programming segments: Elderly, dance, and black cultural will be between \$5,000 to \$10,000.

APPENDIX 7

MARCH 24, 1975.

Message 08940.

To: PBS stations managers.

From: Hartford, Conn., PBS.

As you have seen in the reports, Representative Torbert Macdonald (D-Mass.), chairman, House Communications Subcommittee, aimed many of his questions in last week's hearing at public broadcasting's minority employment, policy making and programming. He's asked us for the facts, and we want to provide them to him for his sub-committee hearing testimony and official record. Now he'll need your help to get them. With Macdonald indicating full-scale hearings "in early April". We'll need that help fast. We already have official FCC CPB employment data. But we need your facts in response to these questions:

(Minority means: black, Asian, native American, Spanish-surname.)

What approximate percentages are in your coverage area of each of these categories

Regarding your station(s)' governing board: what is the total number of your governing board members? How many, by category, minority members? How many women? Any other special category of board membership, I. E. French Canadian?

Regarding minority local programming: what programs have you produced and aired locally for, by, or about any of these minority groups in fiscal 1974 and 1975. And have planned for FY 1976? We'd like description of the series or program, whether remote or studio, length, time broadcast, number of programs, intended audience, audience reached. Did any organized minority groups participate? Any comments on cost effectiveness, audience response?

CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE
PUBLIC TELEVISION EMPLOYEES - FISCAL YEAR 1973 - ALL EMPLOYEES (152 LICENSEES)

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	140	144	2.8	\$23,579	\$23,582
Female	4			23,686	
Station manager:					
Male	52	53	1.9	17,850	17,796
Female	1			15,000	
Operations managers:					
Male	62	68	8.8	14,877	14,522
Female	6			10,857	
Program managers or directors:					
Male	115	128	10.2	15,969	15,567
Female	13			12,893	
Traffic managers:					
Male	26	122	78.7	8,720	7,262
Female	96			6,867	
Production managers or directors:					
Male	100	106	5.7	14,441	14,266
Female	6			11,358	
Producers:					
Male	468	554	15.5	11,779	11,795
Female	86			11,881	
Production assistants:					
Male	534	628	15.0	8,066	8,117
Female	94			8,404	
Business managers:					
Male	46	77	40.3	16,158	13,314
Female	31			9,094	
Chief engineers:					
Male	150	150	0	16,110	16,110
Female	0			0	
Supervisor engineers:					
Male	322	322	0	12,521	12,521
Female	0			0	
Broadcast engineers:					
Male	1,323	1,329	5	10,253	10,248
Female	6			9,135	
Film directors:					
Male	87	88	1.1	10,904	10,951
Female	1			15,000	
Film editors:					
Male	118	133	11.3	9,451	9,359
Female	15			8,632	
Public relations directors:					
Male	31	65	52.3	12,790	11,393
Female	34			10,119	
Promotion directors:					
Male	18	60	70.0	10,952	9,617
Female	42			9,045	
Development directors:					
Male	46	56	17.9	17,819	16,985
Female	10			13,148	
Art Directors:					
Male	95	125	24.0	10,606	10,052
Female	30			8,299	
Instruction services directors:					
Male	58	88	34.1	15,154	15,111
Female	30			15,029	
Management and supervisory:					
Male	172	284	39.4	14,892	13,111
Female	112			10,375	
On-Air performing talent:					
Male	87	166	47.6	12,939	12,366
Female	79			11,734	
All other professionals:					
Male	306	591	48.2	9,525	9,059
Female	285			8,558	
All other nonprofessionals:					
Male	251	1,055	76.2	6,400	6,672
Female	804			6,691	
Total full time employees:					
Male	4,607	6,392	27.9		
Female	1,785				
Total part time employees:					
Male	1,446	2,092	30.9		
Female	646				

CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE—Continued
PUBLIC TELEVISION EMPLOYEES—FISCAL YEAR 1973—TV ONLY—(150 LICENSEES)

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	99	103	3.9	\$22,819	\$22,853
Female	4			23,686	
Station manager:					
Male	48	48	0	17,755	17,755
Female	0			0	
Operations managers:					
Male	53	59	10.2	14,411	14,050
Female	6			10,857	
Program managers or directors:					
Male	102	114	10.5	16,052	15,727
Female	12			12,968	
Traffic managers:					
Male	25	115	78.3	8,822	7,285
Female	90			6,858	
Production managers or directors:					
Male	100	105	4.8	14,441	14,214
Female	5			9,670	
Producers:					
Male	452	535	15.5	11,827	11,852
Female	83			11,988	
Production assistants:					
Male	524	618	15.2	8,106	8,151
Female	94			8,404	
Business managers:					
Male	35	60	41.7	15,959	13,059
Female	25			9,000	
Chief engineers:					
Male	117	117	0	15,865	15,865
Female	0			0	
Supervisor engineers:					
Male	297	297	0	12,457	12,457
Female	0			0	
Broadcast engineers:					
Male	1,274	1,280	.5	10,275	10,270
Female	6			9,135	
Film directors:					
Male	84	85	1.2	10,891	10,939
Female	1			15,000	
Film editors:					
Male	116	130	10.8	9,468	9,398
Female	14			8,816	
Public relations directors:					
Male	26	50	48.0	12,903	11,814
Female	24			10,634	
Promotion directors:					
Male	12	47	47.5	11,935	9,111
Female	35			8,143	
Development directors:					
Male	34	43	20.9	17,479	16,429
Female	9			12,464	
Art directors:					
Male	87	115	24.3	10,516	9,940
Female	28			8,149	
Instruction services directors:					
Male	54	82	34.1	15,119	15,096
Female	28			15,052	
Management and supervisory:					
Male	155	250	38.0	14,829	13,154
Female	95			10,420	
On-Air performing talent:					
Male	83	160	48.1	13,215	12,522
Female	77			11,774	
All other professionals:					
Male	289	551	47.5	9,369	9,060
Female	262			8,730	
All other nonprofessionals:					
Male	201	901	77.7	6,468	6,616
Female	700			6,659	
Total full time employees:					
Male	4,267	5,865	27.2		
Female	1,599				
Total part time employees:					
Male	1,339	1,902	29.6		
Female	563				

*These are employees who are not sharing in the duties and responsibilities of radio operations.

CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE—Continued
PUBLIC TELEVISION EMPLOYEES—FISCAL YEAR 1973—JOINT²—(37 LICENSEES)

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees ²
General manager or chief executive:					
Male	41	41	0	\$22,415.0	\$25,415
Female	0				
Station manager:					
Male	4	5	20.0	18,986	18,188
Female	1				
Operations managers:					
Male	9	9	0	17,621	17,621
Female	0				
Program managers or directors:					
Male	13	14	7.1	14,430	14,256
Female	1				
Traffic managers:					
Male	1	7	85.7	6,150	6,885
Female	6				
Production managers or directors:					
Male	0	1	100.0	19,800	19,800
Female	1				
Producers:					
Male	16	19	15.8	10,422	10,182
Female	3				
Production assistants:					
Male	10	10	0	5,949	5,949
Female	0				
Business managers:					
Male	11	17	35.3	16,792	14,244
Female	6				
Chief Engineers:					
Male	33	33	0	16,979	16,979
Female	0				
Supervisor engineers:					
Male	25	26	0	13,272	13,272
Female	0				
Broadcast engineers:					
Male	49	49	0	9,684	9,684
Female	0				
Film directors:					
Male	3	3	0	11,260	11,260
Female	0				
Film editors:					
Male	2	3	33.3	8,500	7,687
Female	1				
Public relations directors:					
Male	5	15	66.7	12,200	9,999
Female	10				
Promotion directors:					
Male	6	13	53.8	8,988	11,447
Female	7				
Development directors:					
Male	12	13	7.7	18,782	18,822
Female	1				
Art directors:					
Male	8	10	20.0	11,578	11,344
Female	2				
Instruction services directors:					
Male	4	6	33.3	15,625	15,316
Female	2				
Management and supervisory:					
Male	17	34	50.0	15,466	12,793
Female	17				
On-air performing talent:					
Male	4	6	33.3	7,200	8,201
Female	2				
All other professionals:					
Male	17	40	57.5	12,334	9,036
Female	23				
All other nonprofessionals:					
Male	50	154	67.5	6,127	6,654
Female	104				
Total full-time employees:					
Male	340	527	35.5		
Female	187				
Total part-time employees:					
Male	107	190	43.6		
Female	83				

² These are employees who have joint responsibilities in both television and radio operations.

CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE—Continued
PUBLIC TELEVISION EMPLOYEES—FISCAL YEAR 1973—52 COMMUNITY LICENSEES

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	53	54	1.9	\$28,361	\$28,354
Female	1			28,090	
Station manager:					
Male	8	8	0	27,357	27,357
Female	0			0	
Operations managers:					
Male	21	23	8.7	18,312	17,720
Female	2			11,500	
Program managers or directors:					
Male	36	44	18.2	18,560	17,721
Female	8			13,943	
Traffic managers:					
Male	13	45	71.1	8,189	7,380
Female	32			7,052	
Production managers or directors:					
Male	39	42	7.1	16,953	16,446
Female	3			9,850	
Producers:					
Male	148	188	21.3	13,889	13,773
Female	40			13,343	
Production assistants:					
Male	200	251	20.3	10,147	10,019
Female	51			9,516	
Business managers:					
Male	25	35	28.6	17,347	14,950
Female	10			8,946	
Chief engineers:					
Male	49	49	0	17,399	17,399
Female	0			0	
Supervisor engineers:					
Male	78	78	0	14,364	14,364
Female	0			0	
Broadcast engineers:					
Male	473	477	.1	12,243	12,229
Female	4			10,616	
Film directors:					
Male	24	25	4.0	11,362	11,508
Female	1			15,000	
Film editors:					
Male	36	43	16.3	10,970	10,594
Female	7			8,660	
Public relations directors:					
Male	12	30	60.0	13,594	11,760
Female	18			10,538	
Promotion directors:					
Male	6	18	66.7	10,254	10,633
Female	12			10,823	
Development directors:					
Male	27	32	15.6	18,950	18,570
Female	5			16,520	
Art directors:					
Male	19	28	32.1	11,766	10,357
Female	9			7,383	
Instruction services directors:					
Male	19	32	40.6	16,380	16,114
Female	13			15,725	
Management and supervisory:					
Male	93	166	44.0	17,296	14,513
Female	73			10,967	
On-air performing talent:					
Male	41	58	29.3	13,857	12,863
Female	17			10,465	
All other professionals:					
Male	91	214	57.5	10,843	9,662
Female	123			8,789	
All other nonprofessionals:					
Male	143	553	74.1	7,009	7,348
Female	410			7,470	
Total full time employees:					
Male	1,651	2,493	33.7		
Female	839				
Total part time employees:					
Male	330	486	32.1		
Female	156				

CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE—Continued
 PUBLIC TELEVISION EMPLOYEES—FISCAL YEAR 1973—53 UNIVERSITY LICENSEES

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	48	49	2.0	\$20,621	\$20,540
Female	1			16,640	
Station manager:					
Male	23	24	4.2	16,793	16,718
Female	1			15,000	
Operations managers:					
Male	20	21	4.8	12,953	12,935
Female	1			12,582	
Program managers or directors:					
Male	48	51	5.9	14,120	13,978
Female	3			11,703	
Traffic managers:					
Male	8	39	79.5	8,665	7,127
Female	31			6,730	
Production managers or directors:					
Male	30	32	6.3	12,260	12,403
Female	2			14,550	
Producers:					
Male	169	192	12.0	10,906	10,755
Female	23			9,643	
Production assistants:					
Male	94	104	9.6	6,569	6,570
Female	10			6,577	
Business managers:					
Male	10	21	52.4	12,753	10,662
Female	11			8,762	
Chief engineers:					
Male	54	54	0	15,422	15,422
Female	0			0	
Supervisor engineers:					
Male	104	104	0	11,576	11,576
Female	0			0	
Broadcast engineers:					
Male	345	346	3	9,261	9,254
Female	1			6,814	
Film directors:					
Male	32	32	0	10,592	10,592
Female	0			0	
Film editors:					
Male	39	42	7.1	9,212	9,136
Female	3			8,149	
Public relation directors:					
Male	9	19	52.6	11,420	10,064
Female	10			8,901	
Promotion directors:					
Male	6	24	75.0	9,706	8,427
Female	18			8,001	
Development directors:					
Male	11	15	26.7	16,496	14,515
Female	4			9,069	
Apt directors:					
Male	36	43	16.3	10,481	10,248
Female	7			9,051	
Instruction services directors:					
Male	14	17	17.6	14,661	14,246
Female	3			12,309	
Management and supervisory:					
Male	21	37	43.2	11,441	9,860
Female	16			7,784	
On-air, performing talent:					
Male	10	14	28.6	8,687	8,270
Female	4			7,226	
All other professionals:					
Male	54	127	57.5	9,732	8,530
Female	73			7,641	
All other nonprofessionals:					
Male	25	159	84.3	5,227	5,772
Female	134			5,864	
Total full time employees:					
Male	1,210	1,566	22.7		
Female	356				
Total part time employees:					
Male	77	1,089	29.1		
Female	317				

CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE—Continued

4-PUBLIC TELEVISION EMPLOYEES—FISCAL YEAR 1973—20 SCHOOL LICENSEES

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	15	17	11.8	\$20,080	\$20,665
Female	2			25,052	
Station manager:					
Male	5	5	0	21,432	21,432
Female	0			0	
Operations managers:					
Male	5	6	16.7	13,508	13,523
Female	1			13,600	
Program managers or directors:					
Male	10	11	9.1	14,161	14,010
Female	1			12,500	
Traffic managers:					
Male	2	16	87.5	428	7,554
Female	14			7,429	
Production managers or directors:					
Male	14	14	0	13,397	13,397
Female	0			0	
Producers:					
Male	43	48	10.4	10,640	10,804
Female	5			12,218	
Production assistants:					
Male	57	61	6.6	8,091	7,966
Female	4			6,190	
Business managers:					
Male	2	4	50.0	19,001	17,964
Female	2			16,926	
Chief engineers:					
Male	17	17	0	15,336	15,336
Female	0			0	
Supervisor engineers:					
Male	18	18	0	13,622	13,622
Female	0			0	
Broadcast engineers:					
Male	88	88	0	11,031	11,031
Female	0			0	
Film directors:					
Male	10	10	0	11,631	11,631
Female	0			0	
Film editors:					
Male	10	10	0	8,868	8,868
Female	0			0	
Public relations directors:					
Male	1	4	75.0	12,000	12,338
Female	3			12,450	
Promotion directors:					
Male	1	4	75.0	14,184	10,063
Female	3			9,689	
Development directors:					
Male	1	2	50.0	10,121	11,361
Female	1			12,600	
Art directors:					
Male	11	17	35.3	11,755	10,644
Female	6			8,607	
Instruction services directors:					
Male	6	10	40.0	18,567	17,383
Female	4			15,608	
Management and supervisory:					
Male	8	11	27.3	11,426	10,281
Female	3			7,229	
On-air performing talent:					
Male	21	66	68.2	15,052	13,935
Female	45			23,414	
All other professionals:					
Male	24	40	40.0	9,701	10,688
Female	16			12,169	
All other nonprofessionals:					
Male	13	76	82.9	6,877	6,580
Female	63			6,495	
Total full time employees:					
Male	382	555	31.2		
Female	173				
Total part time employees:					
Male	90	115	21.7		
Female	25				

CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE—Continued
PUBLIC TELEVISION EMPLOYEES—FISCAL YEAR 1973—27 STATE AND OTHER LICENSEES

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	24	24	0	\$21,122	\$21,122
Female	0				
Station manager:					
Male	16	16	0	13,495	13,495
Female	0				
Operations managers:					
Male	16	18	11.1	13,202	12,622
Female	2				
Program managers or directors:					
Male	21	22	4.5	16,065	15,719
Female	1				
Traffic managers:					
Male	3	22	86.4	11,366	7,045
Female	19				
Production managers or directors:					
Male	17	18	5.6	13,388	13,172
Female	1				
Producers:					
Male	108	126	14.3	10,706	10,805
Female	18				
Production assistants:					
Male	183	212	13.7	6,552	6,666
Female	29				
Business managers:					
Male	9	17	47.1	16,011	12,131
Female	8				
Chief engineers:					
Male	30	30	0	15,631	15,681
Female	0				
Supervisor engineers:					
Male	122	122	0	11,985	11,985
Female	0				
Broadcast engineers:					
Male	417	418	2	8,654	8,647
Female	1				
Film directors:					
Male	21	21	0	10,508	10,508
Female	0				
Film editors:					
Male	33	38	13.2	8,255	8,338
Female	5				
Public relations directors:					
Male	9	12	25.0	13,176	12,216
Female	3				
Promotion directors:					
Male	5	14	64.3	13,240	10,224
Female	9				
Development directors:					
Male	7	7	0	16,637	16,637
Female	0				
Art directors:					
Male	29	37	21.6	9,564	9,321
Female	8				
Instruction services directors:					
Male	19	29	34.5	13,213	13,729
Female	10				
Management and supervisory:					
Male	50	70	28.6	12,423	11,948
Female	20				
On-air, performing talent:					
Male	15	28	46.4	10,304	9,682
Female	13				
All other professionals:					
Male	137	210	34.8	8,537	8,452
Female	73				
All other nonprofessionals:					
Male	70	267	73.8	5,487	5,643
Female	197				
Total full time employees:					
Male	1,361	1,778	23.5		
Female	417				
Total part time employees:					
Male	254	402	36.8		
Female	148				

APPENDIX 9

 CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE—Continued
 PUBLIC RADIO EMPLOYEES—FISCAL YEAR 1978—ALL EMPLOYEES I—(143 STATIONS)

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	55	57	3.5	\$14,776	\$14,685
Female	2				
Station manager:					
Male	49	56	12.5	12,710	12,923
Female	7				
Operations managers:					
Male	31	36	13.9	8,560	8,200
Female	5				
Program managers or directors:					
Male	83	96	13.5	10,181	10,079
Female	13				
Traffic managers:					
Male	6	44	86.4	8,026	6,169
Female	38				
Production Managers or directors:					
Male	33	37	10.8	9,399	9,400
Female	4				
Producers:					
Male	81	104	22.1	8,755	8,815
Female	23				
Production assistants:					
Male	12	24	50.0	6,048	6,126
Female	12				
Business managers:					
Male	3	10	70.0	9,443	8,455
Female	7				
Chief engineers:					
Male	74	74	0	10,967	10,967
Female	0				
Supervisor engineers:					
Male	40	40	100.0	11,179	11,179
Female	0				
Broadcast engineers:					
Male	137	138	7	9,894	9,884
Female	1				
Music directors:					
Male	39	53	26.4	8,247	7,870
Female	14				
News directors:					
Male	42	49	14.3	9,450	9,003
Female	7				
Public relations directors:					
Male	4	7	42.9	11,660	10,412
Female	3				
Promotion directors:					
Male	0	9	100.0	0	6,911
Female	9				
Development directors:					
Male	8	8	0	10,316	10,316
Female	0				
Continuity director:					
Male	1	12	91.7	9,700	6,176
Female	11				
Instruction services directors:					
Male	3	6	50.0	15,433	13,338
Female	3				
Management and supervisory:					
Male	14	18	22.2	10,782	10,264
Female	4				
On-air, performing talent:					
Male	74	88	15.9	8,145	8,042
Female	14				
All other professionals:					
Male	12	36	66.7	10,170	8,049
Female	24				
All other nonprofessionals:					
Male	19	68	72.1	4,140	5,603
Female	49				
Total full time employees:					
Male	828	1,080	23.3		
Female	252				
Total part time employees:					
Male	874	1,173	25.5		
Female	299				

¹ Joint employees not included.

CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE—Continued
PUBLIC RADIO EMPLOYEES—FY 1973—24 COMMUNITY STATIONS

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	7	7	0	\$10,357	\$10,357
Female	0				
Station manager:					
Male	12	13	7.7	13,587	12,877
Female	1				
Operations managers:					
Male	8	8	0	8,445	8,445
Female	0				
Program managers or directors:					
Male	10	13	23.1	8,538	8,805
Female	3				
Traffic managers:					
Male	1	6	83.3	4,500	5,827
Female	5				
Production managers or directors:					
Male	0	0	0	0	0
Female	0				
Producers:					
Male	19	29	34.5	8,999	8,509
Female	10				
Production assistants:					
Male	0	1	100.0	0	6,760
Female	1				
Business managers:					
Male	2	4	50.0	5,980	6,990
Female	2				
Chief engineers:					
Male	9	9	0	9,284	9,284
Female	0				
Supervisor engineers:					
Male	3	3	0	13,093	13,093
Female	0				
Broadcast engineers:					
Male	19	20	5.0	10,526	10,429
Female	1				
Music directors:					
Male	7	9	22.2	7,481	7,262
Female	2				
News directors:					
Male	4	6	33.3	9,067	8,111
Female	2				
Public relations directors:					
Male	0	0	0	0	0
Female	0				
Promotion directors:					
Male	0	1	100.0	0	7,800
Female	1				
Development directors:					
Male	1	1	0	7,500	7,500
Female	0				
Continuity directors:					
Male	0	2	100.0	0	5,583
Female	2				
Instruction services directors:					
Male	0	0	0	0	0
Female	0				
Management and supervisory:					
Male	1	2	50.0	20,000	15,750
Female	1				
On-air performing talent:					
Male	10	11	9.1	7,225	6,994
Female	1				
All other professionals:					
Male	4	11	63.6	7,280	7,222
Female	7				
All other nonprofessionals:					
Male	6	10	40.0	4,295	5,355
Female	4				
Total full time employees:					
Male	123	166	25.9		
Female	43				
Total part time employees:					
Male	69	92	25.0		
Female	23				

CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE—Continued
PUBLIC RADIO EMPLOYEES—FISCAL YEAR 1973—95 UNIVERSITY STATIONS.

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	43	44	2.3	\$15,225	\$15,168
Female	1				
Station manager:					
Male	31	34	8.8	12,439	12,209
Female	3				
Operations managers:					
Male	19	24	20.8	8,387	7,883
Female	5				
Program managers or directors:					
Male	62	69	10.1	10,340	10,198
Female	7				
Traffic managers:					
Male	4	27	85.2	7,021	5,811
Female	23				
Production managers or directors:					
Male	25	28	10.7	8,654	8,888
Female	3				
Producers:					
Male	46	58	20.7	8,752	8,510
Female	12				
Production assistants:					
Male	8	13	38.5	6,129	6,490
Female	5				
Business managers:					
Male	1	6	83.3	16,370	9,431
Female	5				
Chief engineers:					
Male	58	58	0	11,154	11,154
Female	0				
Supervisor engineers:					
Male	23	23	0	10,591	10,591
Female	0				
Broadcast engineers:					
Male	75	75	0	9,134	9,134
Female	0				
Music directors:					
Male	25	35	28.6	8,382	8,050
Female	10				
News directors:					
Male	34	39	12.8	9,256	8,885
Female	5				
Public relations directors:					
Male	4	6	33.3	11,660	11,147
Female	2				
Promotion directors:					
Male	0	4	100.0	0	6,525
Female	4				
Development directors:					
Male	6	6	0	11,350	11,350
Female	0				
Continuity directors:					
Male	0	5	100.0	0	7,098
Female	5				
Instruction services directors:					
Male	2	3	33.3	12,650	12,763
Female	1				
Management and supervisory:					
Male	8	10	20.0	9,844	9,395
Female	2				
On-air performing talent:					
Male	37	43	14.0	8,755	8,767
Female	6				
All other professionals:					
Male	4	17	76.5	9,857	7,074
Female	13				
All other nonprofessionals:					
Male	9	36	75.0	4,187	5,430
Female	27				
Total full-time employees ² :					
Male	532	673	21.0		
Female	141				
Total part-time employees:					
Male	702	941	25.4		
Female	239				

² Data for one station included in totals only, as salary averages were not released.

CORPORATION FOR PUBLIC BROADCASTING INFORMATION SYSTEMS OFFICE—Continued
 PUBLIC RADIO EMPLOYEES—FISCAL YEAR 1973—14 SCHOOL STATIONS:

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	5	5	0	\$17,100	\$17,100
Female	0				
Station manager:					
Male	3	6	50.0	15,125	18,591
Female	3				
Operations managers:					
Male	3	3	0	8,899	8,899
Female	0				
Program managers or directors:					
Male	5	7	28.6	11,815	11,737
Female	2				
Traffic managers:					
Male	1	8	87.5	15,576	7,508
Female	7				
Production managers or directors:					
Male	4	4	0	15,018	15,018
Female	0				
Producers:					
Male	8	8	0	9,835	9,835
Female	0				
Production assistants:					
Male	2	3	33.3	4,995	4,530
Female	1				
Business managers:					
Male	0	0	0	0	0
Female	0				
Chief engineers:					
Male	5	5	0	13,723	13,723
Female	0				
Supervisor engineers:					
Male	6	5	0	9,559	9,559
Female	0				
Broadcast engineers:					
Male	9	9	0	12,857	12,857
Female	0				
Music directors:					
Male	3	4	25.0	9,916	8,337
Female	1				
News directors:					
Male	1	1	0	16,535	16,535
Female	0				
Public relations directors:					
Male	0	1	100.0	6,000	6,000
Female	1				
Promotion directors:					
Male	0	2	100.0	6,002	6,002
Female	2				
Development directors:					
Male	1	1	0	6,924	6,924
Female	0				
Continuity directors:					
Male	0	0	0	0	0
Female	0				
Instruction services directors:					
Male	1	3	66.7	21,000	13,913
Female	2				
Management and supervisory:					
Male	0	0	0	0	0
Female	0				
On-air, performing talent:					
Male	4	6	33.3	5,921	6,343
Female	2				
All other professionals:					
Male	2	3	33.3	20,000	19,000
Female	1				
All other nonprofessionals:					
Male	0	10	100.0	0	7,969
Female	10				
Total full time employees:					
Male	62	94	34.0		
Female	32				
Total part time employees:					
Male	57	78	26.9		
Female	21				

PUBLIC RADIO EMPLOYEES—FISCAL YEAR 1973—10 STATE AND OTHER STATIONS

Occupation and sex	Quantity by sex	Total quantity	Percent female	Average salary by sex	Average salary all employees
General manager or chief executive:					
Male	0	1	100.0	0	\$11,690
Female	1			\$11,690	
Station manager:					
Male	3	3	0	9,859	9,859
Female	0			0	
Operations managers:					
Male	1	1	0	11,760	11,760
Female	0			0	
Program managers or directors:					
Male	6	7	14.3	9,918	9,623
Female	1			7,851	
Traffic managers:					
Male	0	3	100.0	0	6,497
Female	3			6,497	
Production managers or directors:					
Male	4	5	20.0	8,188	7,774
Female	1			6,118	
Producers:					
Male	8	9	11.1	7,116	7,400
Female	1			9,672	
Production assistants:					
Male	2	7	71.4	6,750	6,043
Female	5			5,760	
Business managers:					
Male	0	0	0	0	0
Female	0			0	
Chief engineers:					
Male	2	2	0	6,243	6,243
Female	0			0	
Supervisor engineers:					
Male	9	9	0	12,944	12,944
Female	0			0	
Broadcast engineers:					
Male	34	34	0	10,432	10,432
Female	0			0	
Music directors:					
Male	4	5	20.0	7,490	7,332
Female	1			6,700	
News directors:					
Male	3	3	0	9,799	9,799
Female	0			0	
Public relation directors:					
Male	0	0	0	0	0
Female	0			0	
Promotion directors:					
Male	0	2	100.0	0	8,146
Female	2			8,146	
Development directors:					
Male	0	0	0	0	0
Female	0			0	
Continuing directors:					
Male	1	5	80.0	9,700	5,492
Female	4			4,440	
Instruction services directors:					
Male	0	0	0	0	0
Female	0			0	
Management and supervisory:					
Male	5	6	16.7	10,440	9,883
Female	1			7,100	
On-air performing talent:					
Male	23	28	17.9	7,950	7,704
Female	5			6,572	
All other professionals:					
Male	2	5	60.0	6,744	6,615
Female	3			6,529	
All other nonprofessionals:					
Male	4	12	66.7	3,801	4,356
Female	8			4,634	
Total full time employees:					
Male	111	147	24.5		
Female	36				
Total part time employees:					
Male	46	62	25.8		
Female	16				

APPENDIX 10

PERSONNEL INFORMATION: NATIONAL PUBLIC RADIO

Level I—\$27,500 to \$41,250:

Director—News and public affairs..... Vacant.
 Director—Operations and engineering..... Male-white.

Level II—\$23,500 to \$35,250:

Assistant to president, administration..... Do.
 Assistant to president, research..... Do.
 Chief engineer..... Do.
 Director—Arts and performance..... Do.
 Director—Business affairs..... Do.
 Director—Program development..... Do.
 Director—Public information..... Do.
 Director—Station relations..... Do.
 General counsel..... Male-SSA.
 Producer, ATC..... Vacant.

Level III—\$19,000 to \$28,500:

Producer—Arts information..... Male-white.
 Producer—Classical music..... Do.
 Producer—Events..... Do.
 Producer—Options..... Do.
 Producer—Special programs..... Do.
 Senior engineer..... Do.
 Do..... Do.
 Do..... Do.

Level IV—\$16,250 to \$24,375:

Assistant to director, public information..... Female-white.
 Assistant producer, folk music..... Male-white.
 Associate producer, arts, news..... Vacant.
 Associate producer/director, ATC..... Male-white.
 Associate producer, news..... Do.
 Associate producer, ATC, long range planning..... Female-white.
 Bureau chief, New York..... Male-white.
 Operations supervisor, network..... Do.
 Program librarian..... Female-oriental.
 Reporter I..... Male-white.
 Do..... Female-white.
 Do..... Male-white.
 Do..... Female-white.
 Reporter, host..... Do.
 Do..... Male-white.

Stations relations associate..... Do.

Level V—\$13,500 to \$20,250:

Accounting supervisor..... Do.
 Assistant to director, arts and performances..... Female-white.
 Assistant producer, news..... Male-white.
 Assistant producer, modular arts..... Female-white.
 Associate producer, options..... Male-white.
 Associate producer, options..... Female-white.
 Audio engineer..... Male-white.
 Master control engineer..... Do.
 Do..... Do.
 Do..... Do.
 Bureau assistant, west coast..... Do.
 Graphics coordinator..... Do.
 Master control engineer..... Do.
 Office services supervisor..... Male-Negro.
 On-air promotion coordinator..... White male.
 Operations supervisor, tape..... Do.
 Operations supervisor, weekend and support..... Do.
 Personnel supervisor..... Female-white.
 Reporter II..... Male-white.
 Do..... Do.
 Do..... Male-Negro.
 Writer..... Female-white.
 Do..... Do.
 Do..... Female-white.

PERSONNEL INFORMATION: NATIONAL PUBLIC RADIO—Continued.

Level VI—\$11,000 to \$16,500:

Assistant producer: Assistant director	Female-white
Assistant program librarian	Do.
Associate producer, events	Do.
Audio technician	Do.
Do	Male-Negro.
Do	Male-white.
Do	Do.
Do	Do.
Master control technician	Vacancy.
Reporter III	Female-Negro.
Program services supervisor	Female-white.
Station relations assistant	Do.
Traffic supervisor	Do.

APPENDIX 11

Officers of the corporation (management council):

President	White male.
Executive vice president ¹	Do.
Senior vice president	Do.
Treasurer	Do.
Secretary	Do.

Department directors:

Minority affairs	
Legislative affairs	White male.
Public affairs ²	Do.
Publications ²	Do.
Public information	Do.
Volunteer activities ²	Do.
Planning, program analysis	Do.
Finance and accounting	Do.
External audit ²	Do.
Personnel	Asian female.
General services	White male.
Communications research	Do.
Engineering research	Do.
Information systems	Do.
Educational activities ²	Do.
Radio activities	Do.
Television activities	Do.
Director of development	Vacant.

¹ Position filled since January 1974.² Newly created positions.CORPORATION FOR PUBLIC BROADCASTING POSITIONS BY GRADE LEVELS,
DECEMBER 31, 1974

Grade and salary not available:

President	White male.
Executive vice president	Do.
General counsel	Do.
Vice president, finance	Do.
Senior vice president, broadcasting	Do.

Grade 12 (\$33,602 to \$44,796):

Director, television activities	Do.
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Grade 11 (\$28,832 to \$38,436):

Special assistant, minority affairs	
Director, public affairs	White male.
Director, educational activities	Do.
Assistant director, administration	Do.
Assistant director, TV activities, special projects	Do.
Director, radio activities	Do.

PERSONNEL INFORMATION: NATIONAL PUBLIC RADIO—Continued

Grade 10 (\$25,122 to \$33,485) :	
Special assistant, legislation.....	White male.
Assistant, general counsel.....	Do.
Director, planning and program analysis.....	Do.
Director, communications research.....	Do.
Director, engineering research.....	Do.
Assistant director, station projects.....	Do.
Grade 9 (\$21,942 to \$29,251) :	
Director, publications.....	Do.
Director, public information.....	Do.
Director, volunteer activities.....	Do.
Director, finance management.....	Do.
Director, external audit.....	Do.
Director, general services.....	White male.
Senior program officer.....	Do.
Development manager.....	Do.
Grade 8 (\$19,292 to \$25,716) :	
Director, personnel.....	Asian female.
Director, information systems.....	White male.
Program coordinator.....	Female-white.
Do.....	Do.
Projects manager.....	Do.
Grade 7 (\$16,857 to \$22,467) :	
Executive secretary and assistant to the President.....	Do.
Assistant director, planning and program analysis.....	White male.
Assistant director, finance.....	Do.
Field auditor.....	Do.
Do.....	Asian male.
Research analyst.....	Do.
Survey analyst.....	White male.
Grade 6 (\$14,522 to \$19,356) :	
Assistant to secretary board.....	Female-white.
Assistant to director of legislation and development.....	Do.
Attorney.....	Do.
Attorney (intern).....	Black male.
Assistant director, volunteer activities.....	Female-white.
Publications associate.....	Do.
Building engineer.....	White male.
Senior programmer.....	Female-white.
Program planning coordinator.....	Black female.
Contract administrator.....	White male.
Assistant to the director of radio activities.....	Female-white.
Grade 5 (\$12,508 to \$16,674) :	
Administrative assistant to the director of public affairs.....	Do.
Building engineer.....	White male.
Research editor.....	Female-white.
Programmer.....	White male.
Coordinator, special activities.....	Asian male.
Program assistant.....	White male.
Do.....	Do.
Grade 4 (\$10,812 to \$14,411) :	
Executive secretary to the executive vice president.....	Female-white.
Administrative secretary to the general counsel.....	Black female.
Secretary to vice president treasury.....	Female-white.
Files supervisor.....	White male.
Building engineer.....	Black male.
Research assistant.....	Female-white.
Do.....	Do.

PERSONNEL INFORMATION: NATIONAL PUBLIC RADIO—Continued

Grade 3 (\$9,328 to \$12,434) :

Secretary to the secretary and assistant board.....	Female-white.
Administrative secretary to the director of minority affairs.....	Black female.
Administrative secretary.....	Spanish female.
Bookkeeping operator.....	Black female.
Secretary.....	Do.
Assistant to the director, general services.....	Female-white.
Administrative assistant to the director of communications research.....	White male.
Secretary.....	Female-white.
Data technician.....	Black male.
Secretary to senior vice president.....	Black female.
Secretary to the director of educational activities.....	Female-white.
Secretary to the director, television activities.....	Do.
Secretary to the director of station projects.....	Do.
Secretary to the director of administration.....	Do.
Senior secretary.....	Do.

Grade 2 (\$8,056 to \$10,738) :

Secretary to the director of legislation and development.....	Do.
Secretary.....	Do.
Do.....	Black female.
Do.....	Do.
Receptionist.....	Female-white.
Office assistant.....	Black male.
Editorial assistant.....	Female-white.
Clerk/typist.....	Black female.
Data technician.....	White male.
Secretary.....	Female-white.
Staff secretary.....	Do.
Secretary.....	Black female.

Grade 1 (\$6,890 to \$9,165) :

Mail, stock clerk.....	Black male.
Clerk/typist.....	White male.

Departments and positions	Sex	Race	Grade	Salary ranges (dollars per year)
Board of Directors Office:				
Assistant to Secretary Board.....	F	C	6	14,522 19,356
Secretary to Secretary and Assistant Board.....	F	C	3	9,328 12,434
President's office:				
President.....	M	C		
Executive Vice President.....	M	C		
Special Assistant minority affairs.....	M	B	11	28,832 38,436
Special Assistant Leg. and Dev.....	M	C	10	25,122 33,485
Executive Secretary and Assistant to President.....	F	C	7	16,854 22,467
Assistant to Director Leg. and Dev.....	F	C	6	14,522 19,356
Executive Secretary to Executive Vice President.....	F	C	4	10,812 14,411
Administrative Secretary to Director Minority Affairs.....	F	B	3	9,328 12,434
Secretary to Director Leg. and Dev.....	F	C	2	8,056 10,738
General Counsel Office:				
General Counsel.....	M	C		
Assistant General Counsel.....	M	C	10	25,122 33,485
Attorney.....	F	C	6	14,522 19,356
Attorney (intern).....	F	B	6	14,522 19,356
Administrative Secretary to General Counsel.....	F	B	4	10,812 14,411
Public Affairs Office:				
Director, Public Affairs.....	M	C	11	28,832 38,436
Director, Publications.....	M	C	9	21,942 29,251
Director, Public Information.....	M	C	9	21,942 29,251
Director, Volunteer Act.....	M	C	9	21,942 29,251
Assistant Director Volunteer Act.....	F	C	6	14,522 19,356
Publications Associate.....	F	C	6	14,522 19,356
Administrative Assistant to Director Public Affairs.....	F	C	5	12,508 16,674
Administrative Secretary.....	F	Sp	3	9,328 12,434
Secretary.....	F	C	2	8,056 10,738
Vice President Finance and Treasury Office:				
Vice President.....	M	C		
Secretary to Vice President Treasury.....	F	C	4	10,812 14,411

Departments and positions	Sex	Race	Grade	Salary ranges (dollars per year)
Planning, Program Analysis Office:				
Director.....	M	C	10	25,122-33,485
Assistant Director.....	M	C	7	16,854-22,467
Secretary.....	F	B	2	8,056-10,738
Finance and Accounting Office:				
Director, Finance Mgmt.....	M	C	9	21,942-29,251
Assistant Director.....	M	C	7	16,854-22,467
Bookkeeping Operator.....	F	B	3	9,328-12,434
Secretary.....	F	B	2	8,056-10,738
Audit Office:				
Director, External Audit.....	M	B	9	21,942-29,251
Field Auditor.....	M	A	7	16,854-22,467
Field Auditor.....	M	A	7	16,854-22,467
Secretary.....	F	B	3	9,328-12,434
Personnel and Administrative Office:				
Director.....	F	A	8	19,292-25,716
Files Supervisor.....	M	C	4	10,812-14,411
Chief Operator and Receptionist.....	F	C	2	8,056-10,738
Office Assistant.....	F	C	2	8,056-10,738
Clerk Typist.....	M	B	1	6,890-9,185
General Services Office:				
Director.....	M	C	9	21,942-29,251
Assistant to Director.....	F	C	3	9,328-12,434
Mail, Stock Clerk.....	M	B	1	6,890-9,185
Building Engineer.....	M	C	6	14,522-19,356
Do.....	M	C	5	12,508-16,674
Do.....	M	B	4	10,812-14,411
Communications Research Office:				
Director.....	M	C	10	25,122-33,485
Research Analyst.....	M	A	7	16,854-22,467
Research Editor.....	F	C	5	12,508-16,674
Research Assistant.....	M	C	4	10,812-14,411
Admin. Assistant to Director.....	M	C	2	9,328-12,434
Editorial Assistant.....	F	C	2	8,056-10,738
Clerk Typist.....	F	B	2	8,056-10,738
Engineering Research Office:				
Director.....	M	C	10	25,122-33,485
Secretary.....	F	C	3	9,328-12,434
Information Systems Office:				
Director.....	M	C	8	19,292-25,716
Survey Analyst.....	M	C	7	16,854-22,467
Senior Programmer.....	F	C	6	14,522-19,356
Programmer.....	M	C	5	12,508-16,674
Research Assistant.....	F	C	4	10,812-14,411
Data Technician.....	M	B	3	9,328-12,434
Do.....	M	C	2	8,056-10,738
Secretary.....	F	C	2	8,056-10,738
Senior Vice President Broadcasting's Office:				
Senior Vice President.....	M	C		
Director Educational Act.....	M	C	11	28,832-38,436
Secretary to Senior Vice President.....	F	B	3	9,328-12,434
Secretary to Director Education Act.....	F	C	3	9,328-12,434
Television Activities Office:				
Director.....	M	C	12	33,602-44,796
Assistant Director, Administration.....	M	C	11	28,832-38,436
Assistant Director, TV Act, Special Projects.....	M	C	11	28,832-38,436
Assistant Director Station Projects.....	M	C	10	25,122-33,485
Senior Program Officer.....	M	C	9	21,942-29,251
Program Coordinator.....	F	C	8	19,292-25,716
Do.....	F	C	8	19,292-25,716
Program Planning Coordinator.....	F	B	6	14,522-19,356
Contract Administrator.....	M	C	6	14,522-19,356
Coordinator Special Activities.....	F	A	5	12,508-16,674
Program Assistant.....	M	C	5	12,508-16,674
Do.....	F	C	5	12,508-16,674
Secretary to Director.....	F	C	3	9,328-12,434
Secretary to Director Station Projects.....	F	C	3	9,328-12,434
Secretary to Director Administration.....	F	G	3	9,328-12,434
Staff Secretary.....	F	C	2	8,056-10,738
Audio Activities Office:				
Director.....	M	C	11	28,832-38,436
Development Manager.....	M	C	9	19,292-25,716
Projects Manager.....	F	C	8	19,292-25,716
Assistant to Director.....	F	C	6	14,522-19,356
Senior Secretary.....	F	C	3	9,328-12,434
Secretary.....	F	B	2	8,056-10,738

Mr. MacDONALD. Well, I see I will have to excuse myself from the hearing because we have a call to vote, but we thank you.

We will be in recess until 10 o'clock tomorrow morning.

[Whereupon, at 12:20 p.m., the hearing was adjourned, to reconvene at 10 a.m., Thursday, April 10, 1975.]

LONG-RANGE FINANCING FOR PUBLIC BROADCASTING

THURSDAY, APRIL 10, 1975

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COMMUNICATIONS,
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Torbert H. Macdonald, chairman, presiding.

Mr. MACDONALD. The hearing will be in order.

The first witness to be heard this morning is busy on matters concerning his own committee, Hon. William Clay, representing the Congressional Black Caucus. But I believe Congressman Clay has a statement which will be inserted in the record as if read at this point, and the next witness will be Mr. John Eger, Acting Director, Office of Telecommunications Policy.

STATEMENT OF HON. WILLIAM CLAY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MISSOURI

Mr. CLAY. Mr. Chairman and members of the U.S. House of Representatives Subcommittee on Communications, I am William Clay, a colleague of yours. Today, however, I am here as a spokesman for the Congressional Black Caucus and will submit our views and concerns on key features of H.R. 4563—with a focus on its probable impact on seeking adequate representation and participation of minorities and women in public broadcasting. As you may be aware, the Congressional Black Caucus is the formal organization of the 17 black Members of the House of Representatives and projects the legislative leadership, priorities, and interests of the overall black community—the more than 25 million black people in the Nation today. I appreciate the opportunity afforded me to express the collective views of our caucus.

We believe that long-range funding for the Corporation for Public Broadcasting, as proposed by H.R. 4563, is conceptually sound for all the reasons stated by many of the individuals who have contributed testimony for your hearing and the record. However, such funding must be tempered by a clear understanding of lines of accountability and responsibility—particularly where these assure and support adequate consideration of minorities and women in both programming and employment.

Before this subcommittee, representatives of the Corporation for Public Broadcasting (CPB) have repeatedly exhumed quotes and

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references from the Corporation's authorizing legislation and the Carnegie Commission report. Most of these were used to support the Corporation's literal interpretation of clauses about the freedom and autonomy of its local affiliates. The fact remains, however, that the Corporation created the very systems and funding mechanisms that it now claims are responsible for the limited oversight role it exercises.

We contend that while the affirmative action goals of CPB in the areas of employment, programing, and ascertainment of needs are admirable, progress in their implementation leaves much to be desired. As a recipient of Federal funds, CPB is required by title VII, 1964 Civil Rights Act, to be held accountable for expenditure of such funds and expenditures should reflect full compliance with the laws of the land. The licensees through the Public Broadcasting Service (PBS), the Association of Public Radio Stations (APRS), and National Public Radio (NPR). As Mr. Robert Benjamin, Chairman of CPB informed you, under the proposed new legislation, more than 50 percent of the Corporation's appropriation would be allocated to both television and radio stations. In our view, CPB's hold-harmless posture in disbursement of its funds, could be used to cloak the industry's continued unresponsiveness to the needs, interests, tastes, and desires of a major portion of the people, it is mandated to serve.

Spokesmen from the public broadcasting industry have readily admitted the historical shortcomings in responding to the needs of minorities. I might add that the term "minority" has been defined for use by the CPB-funded Advisory Panel on Essentials for Effective Minority Programing. The definition, which was accepted by the CPB Board at its 1974 fall meeting refers to minorities as any racial or ethnic groups which, by virtue of its culture and ethnic identity, is subjected to the disadvantages inherent in a position of inequality in the American social structure; specifically African, Asian, Hispanic, and native Americans.

If the adequacy of CPB's service to minorities were to be measured by high ideals, good intentions, and goals, then the critical input of the congressional Black Caucus would be less severe in tone. It is not CPB's philosophy that we are concerned about. Indeed, the Corporation has generally maintained a high level of integrity. Yet there seems to be something inherently wrong. Integrity, without positive results is an empty and meaningless virtue. For example, as early as May 2, 1972, in FCC docket No. 19816, the CPB advised the Federal Communications Commission that:

"The unique objectives of noncommercial educational broadcasting and its relatively privileged status within the structure of Federal regulation serves only to redouble the applicability of the principle of public service to the noncommercial broadcaster.

It is clear, therefore, that noncommercial educational stations exist solely to serve the needs of their respective communities. In public broadcasting there is no tempering of the station's service responsibility with considerations of commercial viability. Noncommercial stations have obligations and opportunities for community service that exceed those of commercial stations.

"Standards of community service must be higher than those for commercial broadcasters, and must be reflected not only in the ascer-

tainment process but also in the quantity and quality of broadcast materials designed to address community needs.

"Effectiveness in meeting the Commission's ascertainment goals must be the hallmark of any ascertainment procedure adopted.

"The process of identifying community needs, serving them, and evaluating such service must be continuing in nature and is well suited to dialog procedures that involve the whole community. The basis of any ascertainment process must be accountability for service to the community.

"Further, if it is appropriate to involve all willing elements of the community in the process of establishing station broadcast goals, it is all the more appropriate to involve them in the evaluation of station broadcast performance. Licensees committed to public service do not regard community involvement in their efforts as an obligation imposed from above, to be tolerated every few years in order to satisfy a regulatory mandate. They welcome it. Their stations thrive on it."

These are admirable sentiments and goals, yet full implementation is not evident.

Local public broadcast stations are still operating from the perspective that they are the educators and therefore need not ascertain—through interviews involving the viewing public—community needs. Noncommercial stations have obligations and opportunities for community service that are greater than those of commercial stations—service, which may be free of considerations of commercial viability. Yet, responsibilities to serve community needs cannot be met until the needs are first identified.

If the U.S. Government is prepared to fund CPB at the level recommended in H.R. 4563, then it must build into its oversight responsibility more intensive monitoring and scrutiny of all of the Corporation's related agencies—with a particular focus on compliance with laws mandating equal opportunity in employment, adequate representation in programming and responsiveness to community needs.

The FCC must move more rapidly in establishing the rulemaking and procedure for regular ascertainment of community needs by public broadcast stations.

Another example, after receiving the report of the advisory panel on essentials for effective minority programming—the CPB board issued a statement reaffirming its commitment to serving minority audiences. The board also directed the management of the Corporation to move as expeditiously as possible to gain systemwide acceptance and standardization of the definition, the goals and the priorities recommended in the report. While there is agreement among CPB, PBS, NPR, and APRS on the principle, there is, as yet, no formal agreement on goals and priorities and no substantive plan of follow-through. Here, again, we have the case of admirable intentions and little action.

Still another example, Mr. W. Clinton Powell, assistant to the president at CPB and director of minority affairs, has recommended to a group of representatives at the station that consideration be given to: "organizing a committee that would include CPB, PBS, and local station representatives, to review and to recommend for station acceptance, the standardization of goals and priorities related to minority hiring, programming—and the policies and procedures to implement them." Here again, admirable intentions and little action.

Here is a situation where CPB has created an office of minority affairs, but it is clear to us that the director does not have the staff, authority, or resources to positively affect and impact on this area within the Corporation.

We recommend that a portion of legislated funds be clearly earmarked for minority community service, as well as the necessity of the administering of such funds by minority executives in the various departments of the Corporation for Public Broadcasting. These funds should apply annually to CPB's annual discretionary funds after basic support is deducted from the gross amount of public funds granted in long-range funding legislation. These funds should also be taken off the top of the community service grants. Currently, the community service grant moneys, coupled with interconnection charges and PBS station program cooperative funding support from CPB, leaves an insufficient amount of dollars for other programs and services. CPB is, as you know, also mandated to provide program and market development, research and minority training.

Mr. Chairman, we have examined with great interest CPB's presentation on achievements in its minority record. In examining the record of the PBS we found that in 1973, out of a total of 89 persons in the professional/technical category, 16, or 18 percent, were racial minorities and 28, or about 21 percent, were women. In the nonprofessional category, with a total of 46 employees, 15, or 32.6 percent were racial minorities. In 1974, PBS hired 23 technical or professional staff, yet only one was a racial minority. The very latest figures for 1975 reveal that of the NOW 67 nonprofessional employees, nearly 39 percent are racial minorities. Yet in the professional/technical category, the number of racial minorities dropped to 9—little more than half of the 1973 level—with a proportional representation of that job category of less than 9 percent minority, or less than one-half the 1973 level.

In 1975 PBS could boast of 2 racial minorities in the officer/executives category out of 48 such people—hardly a commendable improvement. And let us not be deceived by the minority training grant applications and awards. While there are 237 CPB-approved public TV stations, only 42—in addition to the 8 which shared their grants with their radio operations—TV stations actually submitted the 162 applications and received the 52 awarded grants—meaning that the majority of public broadcasting stations never bothered to submit applications for minority training grants.

Also, Mr. Chairman, we find that the PBS statistics on minority training, hiring and particularly programming are highly suspect. We seriously question the lack of specificity in statistical data on stations. We ask that this committee require PBS to produce their sampling instruments and the justifications for their resulting analyses.

Most recently, the President of the United States, when he had opportunity to add another minority or woman to the CPB Board, chose instead to nominate Mr. Joseph Coors, a right wing supporter of Television News Inc. and owner of Coors Brewing Co. In a spring, 1973 issue of the Columbia Journalism Review, Mr. Jack Wilson, former executive assistant to Mr. Coors and current president of Television News Inc., justified the hard-nosed philosophy of his backer by stating that the late Dr. Martin Luther King was an avowed Com-

munist revolutionary whom the media had indulged. Parenthetically, it should be noted that Dr. Gloria Anderson of the CPB Board gets counted doubly, as a minority and a woman.

We see repeatedly that the issue is one of accountability and responsibility. The CPB, as conduit of funds that under proposed legislation could range from \$452 to \$634 million must be held responsible for development of an industrywide plan, implementation timetables and the internal and external monitoring of such a plan. In addition, this committee may itself have to reassess and accelerate its oversight functions. There are now 405 public television stations which could, with the passage of H.R. 4563, receive CPB support. Minority financial interests in these stations and/or our input at policymaking levels is nominal at best. We must, therefore, impress upon you the urgency of developing and supporting provisions in this bill that assure protection of the interests of minorities and countless other Americans who support our cause. Thank you.

Mr. MACDONALD. Our next witness is the Acting Director of the Office of Telecommunications Policy. Welcome, Mr. Eger.

STATEMENT OF JOHN EGER, ACTING DIRECTOR, OFFICE OF TELECOMMUNICATIONS POLICY, EXECUTIVE OFFICE OF THE PRESIDENT, ACCOMPANIED BY HENRY GOLDBERG, GENERAL COUNSEL; RALPH GRIFFITH, ASSISTANT TO DIRECTOR; COL. CHARLES SHEPPARD, MILITARY AIDE; AND JOHN LOFTUS, AIDE

Mr. EGER. Thank you, Mr. Chairman, it is nice to be here with you, I do appreciate the opportunity to appear.

I would like to say at the outset, I appreciate the committee's indulgence permitting me to appear today rather than the first day. As you know, I was in Las Vegas with the President where he was addressing the National Association of Broadcasters.

Mr. Chairman, I have a brief statement and, if I may, I will get right into it.

I have with me OTP's General Counsel, Mr. Henry Goldberg, who as many of you know, is the drafter of this legislation, and I would like, if I may, on a personal note, say to the subcommittee that this is probably the last time that Mr. Goldberg will have the opportunity to sit in this chair in that he is leaving us for the greater, glorious ranks of the superlawyers in Washington, effective May 5.

I welcome this opportunity to appear before you, Mr. Chairman, to discuss H.R. 4563, the administration's long-term funding bill for the Corporation for Public Broadcasting.

As you know, Mr. Chairman, probably better than most of the witnesses testifying before you this week, long-term funding for public broadcasting has been a goal that has been sought by the Congress, several administrations, and the public broadcasting community for many years. When the Public Broadcasting Act was passed in 1967, Congress recognized that the relationship between the broadcast medium of expression and Federal funding was a most sensitive one. Accordingly, it created the Corporation for Public Broadcasting (CPB) to function as a shield of insulation between the Federal Government and the sensitive program decisionmaking process.

But the Congress also recognized that the mere creation of CPB was not enough, for the Corporation could be subject to undue influence by Federal control over its finances. The Carnegie Commission had recommended an insulated financing plan, but Congress delayed the adoption of such funding during the formative period of public broadcasting, preferring to wait until the organizational relationships, policies, and procedures of the system were well in order. The Congress, however, established as a fundamental goal the adoption of a long-range funding plan that would further insulate public broadcasting from the possibility of governmental influence or control that could derive from the annual budgetary and appropriations processes.

It has taken longer than the Congress and OTP thought it would, but now many of the uncertainties have been clarified and many of the questions regarding the organization, structure, and policy in public broadcasting have been resolved. Public broadcasting is making important contributions to all elements of our society by providing educational and cultural program opportunities that might otherwise be unavailable. The time has come, therefore, to fulfill the original objective in creating the Corporation for Public Broadcasting to provide insulation between Government funding and programming decisions and choices. The bill before you represents the best efforts of many people within the executive branch and within the public broadcasting community to meet that objective.

Mr. Chairman, the bill is analyzed in detail in the material that we submitted to the Speaker of the House, and, if I may, at this point, offer it for the record.

Mr. MACDONALD. Without objection, it will be received.

Mr. EGER. Very briefly, the bill would: (1) Provide long-range financing for the Corporation for Public Broadcasting by means of a 5-year authorization and appropriation based on a matching formula; (2) it would assure that a significant portion of Federal funds is distributed by CPB to local, public broadcast stations and assure that the stations have a voice in how that distribution is made; and (3) it would expand the scope of the 1967 Public Broadcasting Act to include among CPB's other functions and purposes the development and use of nonbroadcast communications technologies for the distribution of educational radio and television programming.

Under the financing plan proposed by this legislation, funds would be simultaneously authorized and appropriated on the basis of a matching formula. The Federal Government would match 40 percent of the non-Federal contributions received by public broadcasting for each fiscal year. This amounts to \$1 Federal for every \$2.50 contributed to public broadcasting by non-Federal sources. This matching formula insures substantial Federal support for public broadcasting and at the same time, creates the incentive to generate non-Federal contributions.

In addition, the bill reflects the recognition that any matching appropriation cannot be open ended. Therefore, a maximum amount—or ceiling—is established for the Federal appropriation in a given year. The annual ceilings proposed in H.R. 4563 reflect the administration's attempt to strike a middle ground between the expressions of public broadcasters for additional funds and the very real need to take into account the other very critical demands upon the Federal budget. Naturally, those in public broadcasting believe that higher ceilings are

necessary. However, this is our first venture into multiyear appropriations for public broadcasting and we believe that it is prudent to establish reasonable limits at the outset. This is particularly true in light of the present state of the budget and the need to exercise restraint in Federal spending.

As I mentioned earlier, the bill would require that a substantial portion of the annual appropriation to CPB be passed on to local stations to be used at their discretion. In this regard, the bill requires the corporation to consult with local stations regarding the distribution of the Federal funds. Such provisions are consistent with, and indeed promote the concept of local station autonomy that is a basic principle of the Public Broadcasting Act of 1967.

I recognize, Mr. Chairman, that the concept of multiyear appropriations may be difficult for some in Congress to accept. Indeed, it was no easy task to convince the fiscal and budgetary arms of the executive branch that the financing of public broadcasting presented a unique problem warranting an innovative and sure solution. The multi-year funding is simply a prerequisite to assuring that public broadcasting is able to operate free of the possibilities of Government control that are accompanied by annual participation in the normal appropriations and budgetary processes of the Congress and the executive branch. This is not to say, however, that the Federal Government is abdicating its responsibilities to see that public funds are used responsibly in the public interest. In this regard, the bill specifically provides for regular oversight review of public broadcasting by the Congress. In addition, the funding plan proposed by this legislation presents the opportunity for overall financial reevaluation at the expiration of the 5-year appropriation period.

In closing, Mr. Chairman, I would like to reiterate the views of President Ford which accompanied the submission of this legislation; namely, that this bill is a constructive approach to the sensitive relationship between Federal funding and freedom of expression which will assure the independence of public broadcasting programming for our Nation.

That concludes my statement, Mr. Chairman.

I would be happy at this time to respond to any of your questions. [The attachments to Mr. Eger's statement follow.]

OFFICE OF TELECOMMUNICATIONS POLICY,
EXECUTIVE OFFICE OF THE PRESIDENT,
Washington, D.C., February 13, 1975.

HON. CARL ALBERT,
Speaker of the House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: In enacting the Public Broadcasting Act of 1967, the Congress declared that the development of educational broadcasting was an important and appropriate concern of the Federal Government. The Act authorized the creation of the Corporation for Public Broadcasting as a private, non-profit corporation for the purpose of facilitating the development of a system of non-commercial educational broadcasting that would be characterized by programming of diversity and excellence and to insulate programming from any extraneous interference or control that might derive from Federal financing. In addition, the Act stressed the preeminent role of local stations, not only in serving the educational needs of their communities, but also in the nationwide structure of a public broadcast system built upon the principle of localism.

In order to strengthen that structure and enhance the concept of localism, I am submitting herewith for the consideration of the Congress a proposed re-

vision of Sections 306 and 307 of the Communications Act of 1934 pertaining to the Federal financing of the Corporation for Public Broadcasting and the entire educational broadcast system. The bill would create a five-year Federal financing plan for the Corporation, and would assure that a reasonable portion of Federal funds is distributed directly to local stations. Finally, the bill would expand the scope of the Public Broadcasting Act of 1967 to include the development and use of non-broadcast communications technologies for dissemination of educational radio and television programming. This draft bill is similar to the legislation which the Administration proposed to the 93rd Congress, except for provisions concerning the transition period between fiscal year 1976 and fiscal year 1977.

Enclosed are copies of the draft bill, a section-by-section analysis of the bill, a comparison with existing law, and a statement from the President urging prompt and careful consideration of this legislation by the Congress.

BACKGROUND

The establishment of a source of funding to provide long-term, insulated financing has long been seen as an essential goal if public broadcasting is to fulfill its potential of offering diverse and excellent educational radio and television programming, free of governmental influences. Even before the enactment of the Public Broadcasting Act of 1967, the Carnegie Commission on Educational Television, in recognition of the uniquely sensitive relationship between program content and Federal funding, recommended a plan of permanent financing that would insulate the Corporation and public broadcasting from possible pressures that might naturally result from the annual budgeting and appropriation process.

Since 1967, however, the Congress has quite properly chosen not to institute a long-range funding plan, in view of questions regarding the structure of the public broadcasting system and the policies of the Corporation and the Public Broadcasting Services (PBS). Now, many of these questions have been resolved. Public broadcasting is making important contributions to the nation's life by providing educational and cultural programs of diversity and excellence. The important role of local stations in the hierarchy of the system has been acknowledged in principles and policies adopted by the Corporation and the other national entities that represent local stations.

INSULATED FUNDING

The time has come, therefore, to affirm the Federal commitment to the principle of public broadcasting with a long-term financing plan that acknowledges its progress and recognizes its potential. The bill the Administration submits today provides for a five-year authorization and appropriation covering fiscal years 1976 through 1980, building upon the current year authorization and appropriation, which continue the increases in funding for the Corporation over the past five years. This multi-year appropriation provision will minimize the possibility of any government scrutiny of or influence on programming that might occur in the course of the usual annual budgetary, authorization and appropriation process. In addition, it will enable the Corporation and local stations to undertake advance program planning with assurance as to the level of Federal funding available in the foreseeable future.

The authorization and appropriation of funds for the Corporation would be based upon matching fund principles that have worked successfully in providing both private foundation and government funds to public broadcasting in the past. There would be a 40 percent Federal match of the entire public broadcasting system's non-Federal income, so that \$1.00 in Federal funds would be appropriated for every \$2.50 received by the Corporation, stations and other public broadcasting entities in the form of private contributions and State and local government support. The matching formula would establish a Federal commitment to provide substantial support to the public broadcasting system while providing an incentive for encouraging continued and increased non-Federal support. The matching principle also assures that Federal assistance does not become a dominant force in the system; a risk that no one in public broadcasting or government is prepared to take. As an additional safeguard in this regard, the bill imposes ceilings on the permissible appropriation for each fiscal year, beginning at \$70 million in fiscal year 1976 and reaching \$100 million in fiscal year 1980. In view of the system's growth and development in recent years, these ceilings are sufficiently high to permit continued

growth and still offer the system a meaningful incentive to increase non-Federal financial supporting view of the record of non-Federal contributions in recent years. At the same time, the ceiling comport with sound fiscal policy in light of the fact that this would be the Congress' first venture into multi-year appropriations for public broadcasting.

Moreover, the Corporation would remain fully accountable to the public and to the Congress for its use of public funds, in that the bill requires that officials of the Corporation make themselves available for annual oversight hearings before appropriate congressional committees. Several existing provisions in the Public Broadcasting Act also assure continued public accountability. For example, the General Accounting Office is authorized to audit the books of the Corporation, as well as the records of any recipient of a grant from the confirmation by the Senate; and the ultimate safeguard, of course, is the congressional prerogative to amend the funding provisions of the Act at any time.

LOCAL STATION SUPPORT

The Public Broadcasting Act of 1967 emphasized the autonomy and independence of local non-commercial educational broadcast stations. This bill enhances that commitment to localism by assuring that a reasonable portion of each annual Federal appropriation to the Corporation would be earmarked for distribution to local educational broadcast stations. At an appropriation level of \$70 million, the Corporation would be required to distribute no less than 40 percent of the total amount paid in any fiscal year from the Public Broadcasting Fund to the Corporation. The amount to be distributed to stations would increase to 50 percent at the \$100 million appropriation level. It should be noted that the Corporation has already committed itself, in agreement with representatives of local television stations, to distribute greater amounts of its appropriations to local television stations, up to the \$80 million level of appropriations.

The bill provides that all licensees and permittees of on-the-air non-commercial educational television stations would share equally in a basic grant, the amount of which would be determined by the Corporation in consultation with stations. A somewhat different distribution mechanism would be established for non-commercial educational radio stations. Many such stations are licensed to educational institutions for purposes of training students in broadcasting, and do not render a service to the general public. Accordingly, the bill provides that only those radio stations that are eligible under public interest criteria established by the Corporation would receive financial assistance, although each such eligible station would receive a basic grant.

Grants in excess of the basic amount would be distributed among television stations, and all grants would be distributed among radio stations, under eligibility criteria established by the Corporation in consultation with stations. At present, the Corporation determines local station eligibility to receive similar grants on the basis of factors such as hours of operation, staffing levels and operating budgets. We contemplate that such eligibility standards would continue to be used.

The additional grants would be apportioned among eligible recipients according to a formula designed to (a) stimulate non-Federal financial support and (b) provide for the financial needs of stations in relation to the communities and audiences they undertake to serve. The bill does not prescribe a precise formula, but rather sets forth the two objectives that the formula is to achieve. The precise details of the formula, as well as the respective weights assigned to the two objectives, would also be determined by the Corporation in consultation with stations in much the same way that the Corporation presently administers the formula used for distribution of operating funds grants, known as Community Service Grants, to local radio and TV stations.

In accordance with the first objective, the formula would provide incentives for stations to increase their non-Federal income. Matching grants might be awarded for increases in non-Federal support, or grants might be distributed on the basis of each station's proportionate share of the non-Federal income of all stations. Stations might also be rewarded for increasing the proportion of viewers or listeners subscribing to the stations, in relation to total potential viewership or listenership.

The second factor in the formula is intended to assure that the distribution of public funds to stations bears a direct relationship to the public service rendered by stations. It is intended to encompass both actual and potential service. Thus,

the fact that stations in larger markets are generally capable of providing service to more members of the public than a station in a smaller market should be reflected in the formula. Similarly, the extent to which a station's program service actually reaches the public over the course of a year should also be taken into account.

It should be apparent from this discussion that the bill assures that licensees and permittees of local stations would play a substantial role in the decision-making processes regarding the distribution of Federal funds to stations. The Corporation would be required to consult with licensees and permittees, including their authorized representatives, in apportioning the funds between radio and television, determining the amount of the basic grant to stations, establishing eligibility criteria for radio stations and for distribution of grants to television stations in excess of basic grants, and establishing the formula for apportioning funds among stations.

Licensees and permittees may use these funds for any educational radio or television programming purpose (including payment of dues or assessments to membership organizations who represent the interests of stations), the purchase, acquisition or maintenance of broadcast facilities and real property used with such facilities, and the procurement of regional or national program distribution services, that make programs available for broadcast at times chosen by the stations. Existing provisions of the Public Broadcasting Act of 1967 would require stations to keep records regarding the application of these funds, and would permit the Corporation and the General Accounting Office to audit and examine such records.

NEW TECHNOLOGY

In addition to providing for the long-term financing of the Corporation and the entire public-broadcast system, the bill would update the Public Broadcasting Act of 1967 by including within its scope new technologies, such as cable and communications satellites, which may provide additional methods for disseminating educational radio and television programming to the public. The bill would permit stations to use the Federal funds distributed to them by the Corporation for the development of non-broadcast technologies and would also authorize the Corporation to conduct research, demonstrations or training in the use of such technologies for disseminating educational programming.

The Office of Management and Budget advises that the enactment of the proposed legislation would be in accord with the program of the President.

A similar letter is being sent to the President of the Senate.

Sincerely,

JOHN EGGER, *Acting Director.*

Enclosures.

FEBRUARY 13, 1975.

STATEMENT BY THE PRESIDENT

The Administration today sent a bill to the Congress that will appropriate Federal funds for the Corporation for Public Broadcasting over a five-year period, starting with \$70 million in fiscal 1976 and reaching \$100 million by 1980. To assure that Federal support does not dominate public broadcasting and to encourage continued non-Federal contributions, the Federal funds would be provided on a matching basis—with one Federal dollar for every \$2.50 in non-Federal revenues up to the annual ceiling.

Since enactment of the Public Broadcasting Act of 1967, the Federal Government has supported the growth and development of non-commercial educational radio and television through annual appropriations. During this time, public broadcasting has developed and matured into a far-reaching, effective medium for bringing high quality educational and cultural programming to millions of Americans.

A recurring question in public broadcasting has been how to reconcile Government funding with the possibility of Government control. On the one hand, if Federal funds are used to support public broadcasting, the Government must be able to evaluate how the funds are spent. To do otherwise would be irresponsible. On the other hand, strict accountability by public broadcasting to the Government can lead to Government direction of programming, which is contrary to the principles of free expression on which our Nation was founded. It is this issue alone which requires that the Congress consider a five-year appropriation for public broadcasting.

This bill is a constructive approach to the sensitive relationship between Federal funding and freedom of expression. It would eliminate the scrutiny of programming that could be associated with the normal budgetary and appropriations processes of the Government. At the same time, it would still permit periodic review of public broadcasting by the Congress. I believe that it will assure the independence of non-commercial radio and television programming for our Nation; and, long-term Federal funding will add stability to the financing of public broadcasting which may enhance the quality of its programming. I urge the Congress to enact it promptly.

A BILL To amend certain provisions of the Communications Act of 1934 to provide long-term financing for the Corporation for Public Broadcasting and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

That this Act may be cited as the "Public Broadcasting Financing Act of 1975."

"Section 1. Subsection 396(k) of the Communications Act of 1934 is amended by inserting, after paragraph (2), the following paragraphs:

"(3) There is hereby established in the Treasury a fund which shall be known as the Public Broadcasting Fund, administered by the Secretary of the Treasury. There are authorized to be appropriated to said Fund for each of the fiscal years during the period beginning July 1, 1975, and ending September 30, 1980, an amount equal to forty (40) percent of the total amount of non-Federal financial support received by public broadcasting entities during the fiscal year second preceding each such fiscal year, and for the period July 1, 1976 through September 30, 1976 an amount equal to ten (10) percent of the total amount of non-Federal financial support received by public broadcasting entities during the fiscal year ending June 30, 1975; Provided, however, that the amount so appropriated shall not exceed \$70,000,000 for the fiscal year ending June 30, 1976; \$20,000,000 for the period July 1, 1976 through September 30, 1976; \$80,000,000 for the fiscal year ending September 30, 1977; \$20,000,000 for the fiscal year ending September 30, 1978; \$95,000,000 for the fiscal year ending September 30, 1979; and \$100,000,000 for the fiscal year ending September 30, 1980.

"(4) There are hereby appropriated to the Public Broadcasting Fund, out of any moneys in the Treasury not otherwise appropriated, for each of the fiscal years during the period beginning July 1, 1975, and ending September 30, 1980, and for the period July 1, 1976 through September 30, 1976, such amounts as are authorized to be appropriated by paragraph (3) of this subsection, which shall remain available until expended. Such funds shall be used solely for the expenses of the Corporation. The Corporation shall determine the amount of non-Federal financial support received by public broadcasting entities during each of the fiscal years indicated in paragraph (3) of this subsection for the purpose of determining the amount of each authorization, and shall certify such amount to the Secretary of the Treasury. Upon receipt of such certification, the Secretary of the Treasury shall disburse from the Public Broadcasting Fund the amount appropriated to the Fund for each of the fiscal years and for the period July 1, 1976 through September 30, 1976 pursuant to the provisions of this subsection.

"(5) The Corporation shall reserve for distribution among the licensees and permittees of non-commercial educational broadcast stations that are on-the-air an amount equal to not less than forty (40) percent of the funds disbursed to the Corporation from the Public Broadcasting Fund during the period July 1, 1975 through September 30, 1976 and in each fiscal year in which the amount disbursed is \$70,000,000 or more but less than \$100,000,000; not less than forty-five (45) percent in each fiscal year in which the amount disbursed is \$50,000,000 or more but less than \$100,000,000; and not less than fifty (50) percent in each fiscal year in which the amount disbursed is \$100,000,000.

"(6) The Corporation shall, after consultation with licensees and permittees of non-commercial educational broadcast stations that are on-the-air, establish, and review annually, criteria and conditions regarding the distribution of funds reserved pursuant to paragraph (5) of this subsection, as set forth below:

(A) The total amount of funds shall be divided into two portions, one to be distributed among radio stations, and one to be distributed among television stations. The Corporation shall make a basic grant from the portion reserved

for television stations to such licensee and permittee of a noncommercial educational television station that is on-the-air. The balance of the portion reserved for television stations and the total portion reserved for radio stations shall be distributed to licensees and permittees of such stations in accordance with eligibility criteria that promote the public interest in noncommercial educational broadcasting, and on the basis of a formula designed to:

(i) provide for the financial need and requirements of stations in relation to the communities and audiences such stations undertake to serve;

(ii) maintain existing, and stimulate new, sources of non-Federal financial support for stations by providing incentives for increases in such support; and

(iii) assure that each eligible licensee and permittee of a noncommercial educational radio station receives a basic grant.

(B) No distribution of funds pursuant to this subsection shall exceed, in any fiscal year, one-half of a licensee's or permittee's total non-Federal financial support during the fiscal year second preceding the fiscal year in which such distribution is made.

"(7) Funds distributed pursuant to this subsection may be used at the discretion of stations for purposes related to the provision of educational television and radio programming, including but not limited to: producing, acquiring, broadcasting or otherwise disseminating educational television or radio programs; procuring national or regional program distribution services that make educational television or radio programs available for broadcast or other dissemination at times chosen by stations; acquiring, replacing, and maintaining facilities, and real property used with facilities, for the production, broadcast or other dissemination of educational television and radio programs; developing and using non-broadcast communications technologies for educational television or radio programming purposes.

Section 2, Subsection 396(g)(2)(II) of the Communications Act of 1934 is amended, by deleting the period after the "Broadcasting" and inserting the following:

"and the use of non-broadcast communications technologies for the dissemination of educational television or radio programs."

Section 3, Subsection 396(i) of the Communications Act of 1934 is amended by inserting after the word "appropriate" the following sentence:

"The officers and directors of the Corporation shall be available to testify annually before appropriate Committees of the Congress with respect to such report and with respect to the report of any audit made by the Comptroller General pursuant to subsection 396(i)."

Section 4, Section 397 of the Communications Act of 1934 is amended by inserting, after paragraph (9), the following paragraphs:

"(10) The term 'non-Federal financial support' means the total value of cash and the fair market value of property and services (except for personal services of volunteers) received—

(A) as gifts, grants, bequests, donations, or other contributions for the construction or operation of noncommercial educational broadcast stations, or for the production, acquisition, distribution, or dissemination of educational television or radio programs, and related activities, from any source other than (i) the United States or any agency or establishment thereof, or (ii) any public broadcasting entity; or

(B) as gifts, grants, donations, contributions or payments from any State, any agency or political subdivision of a State, or any educational institution, for the construction or operation of noncommercial educational broadcast stations or for the production, acquisition, distribution, or dissemination of educational television or radio programs, or payments in exchange for services or materials respecting the provision of educational or instructional television or radio programs.

"(11) The term 'public broadcasting entity' means the Corporation, any licensee or permittee of a noncommercial educational broadcast station, or any nonprofit institution engaged primarily in the production, acquisition, distribution or dissemination of educational television and radio programs."

"PUBLIC BROADCASTING FINANCING ACT OF 1975"

SUMMARY AND SECTIONAL ANALYSIS

This bill has three principal purposes relating to the Corporation for Public Broadcasting and the system of non-commercial educational radio and television stations:

- (1) To provide long-term Federal financing for the Corporation for Public Broadcasting by means of a five-year authorization and appropriation;
- (2) To assure that a reasonable portion of Federal funds is distributed directly to local non-commercial educational broadcast stations; and
- (3) To expand the scope of the Public Broadcasting Act of 1967 to include the development and use of non-broadcast communications technologies for the distribution and dissemination of educational radio and television programming.

SECTION-BY-SECTION ANALYSIS

Section 1. Subsection 396(k) is amended to establish a five-year Federal financing plan for the Corporation for Public Broadcasting and to assure that a reasonable portion of the funds appropriated to the Corporation is distributed directly to local stations.

Paragraph (3) of Subsection 396(k) would establish a "Public Broadcasting Fund" in the Treasury, to which there would be authorized for appropriation, for fiscal years 1976-1980, amounts equal to 40 percent of the total non-Federal financial support received by public broadcasting entities during each second-preceding fiscal year. A one-year time lag is necessary to accumulate the information for determining the amount on which the 40 percent match would be based. The three-month period between July 1, 1976 and September 30, 1976, which is the transition period between the July 1 Federal fiscal year and the new October 1 fiscal year, is treated as a separate authorization period pursuant to section 502(a) of P.L. 93-344. The basis for the 40 percent match for this three-month period is one-fourth of the non-Federal contributions to public broadcasting during fiscal year 1975. The appropriation for each fiscal year could not exceed the following ceilings: \$70 million in fiscal year 1976; \$80 million in fiscal year 1977; \$90 million in fiscal year 1978; \$95 million in fiscal year 1979; and \$100 million in fiscal year 1980. Finally, the appropriation for the three-month transition period could not exceed \$20 million.

Paragraph (4) would appropriate to the Public Broadcasting Fund the amounts authorized by paragraph (3). Amounts appropriated to the Fund would remain available until expended and would be used solely for the expenses of the Corporation. This paragraph also sets forth the procedure whereby the amounts appropriated each year would be disbursed from the Public Broadcasting Fund to the Corporation. The Corporation would be required to determine the amount of non-Federal financial support received by public broadcasting entities during each second preceding year, and to certify that amount to the Treasurer of the United States. The Treasurer, upon receipt of such certification, would pay from the Fund to the Corporation the amount of the appropriation, i.e., 40 percent of the certified non-Federal income or the statutory ceiling, whichever is less.

Paragraph (5) would require the Corporation to set aside a specified percentage of the appropriated funds for distribution to on-the-air non-commercial educational broadcast stations. The statutory percentage for distribution to stations would be 40 percent for the fifteen month period from July 1, 1975 to September 30, 1976 and in any fiscal year in which the appropriation was \$70 million or more but less than \$90 million; 45 percent at an appropriation level of \$90 million or more but less than \$100 million; and 50 percent at an appropriation level of \$100 million. The statutory percentage is expressed as a minimum, so that the Corporation could reserve a greater amount than that specified in the bill.

Paragraph (6) sets forth the method for distributing the funds reserved pursuant to paragraph (5). The Corporation would be required to establish, and review annually, after consultation with the licensees and permittees of on-the-air educational stations, criteria and conditions for the distribution of these

funds. In each fiscal year, the Corporation would be required to divide the funds into two portions, one to be distributed to television stations and one to be distributed to radio stations. Each licensee or permittee of an on-the-air educational television station would receive a basic grant from the portion reserved for television. The amount of this basic grant would be the same for each station, and would be determined annually by the Corporation in consultation with stations. The balance of the amount reserved for television stations would be distributed among licensees and permittees of such stations as are eligible to receive additional grants under criteria established by the Corporation in consultation with stations. These additional grants would be apportioned among eligible stations on the basis of a formula designed to (a) provide for the financial needs of stations in relation to the communities and audiences they undertake to serve and (b) stimulate non-Federal financial support for station activities. The bill does not prescribe a precise formula for the distribution of additional grants, but rather states these two objectives that the formula is to achieve. The details of the formula, as well as the weight assigned to each factor, would be determined by the Corporation in consultation with stations.

A somewhat different distribution mechanism is established for non-commercial educational radio stations. Many such stations are licensed to educational institutions for purposes of training students in broadcasting and do not render a direct service to the general public. Accordingly, only those stations that are eligible according to public interest criteria established by the Corporation would receive grants from the portion of funds reserved for distribution to radio stations. The bill does provide, however, that each such eligible radio station would receive a basic grant. As with television stations, funds in addition to the basic grant would be distributed to eligible radio stations according to a formula that would stimulate non-Federal income and reflect the needs of stations in relation to the audiences they serve.

The bill assures that licensees and permittees of stations would play a significant role in the decision-making processes relating to distribution of funds to stations. The Corporation would be required to consult with licensees and permittees (including their authorized representatives) in (a) apportioning the funds between radio and television, (b) determining the amount of the basic grant to stations, (c) establishing eligibility criteria for radio stations and for additional grants to television stations, and (d) establishing the formula for apportioning additional grants among stations, including the right to be assigned to the statutory objectives of stimulating non-Federal income and reflecting the needs of stations in relation to the audiences they serve.

In order to assure that Federal funds do not become a dominant factor in the financing of stations, this paragraph also provides that the funds distributed according to this subsection may not exceed, in any fiscal year, one-half of a licensee's or permittee's total non-Federal financial support during the fiscal year second preceding the fiscal year in which the distribution is made. This limitation would not apply to grants made by the Corporation under developmental programs designed to meet special needs of particular stations.

Paragraph (7) provides that the funds distributed to stations may be used at their discretion for purposes related to the provision of non-commercial educational television and radio programming. Several examples of such purposes are set forth, including: producing, broadcasting or otherwise disseminating educational television or radio programs; procuring national or regional program distribution services that make educational television or radio programs available for broadcast or other dissemination at times chosen by stations; acquiring, replacing, and maintaining facilities, and real property used with facilities, for the production, broadcast or other dissemination of educational television and radio programs; developing and using nonbroadcast communications technologies (such as cable television and communications satellites) for educational television or radio programming purposes.

This list of purposes for which funds may be used by stations is not meant to be exhaustive. For example, although not specifically mentioned, it is intended that these funds could be used for the payment of dues or assessments to organizations which represent the interests of stations. One purpose for listing several typical uses of the funds is to make it clear that stations may undertake the development and use of non-broadcast methods of transmitting programs to the public. In this regard, the term "dissemination" is intended to mean delivery of programs to viewers and listeners by means of non-broadcast technologies.

Section 2, Subsection 300(g)(2)(H) is amended to permit the Corporation

to conduct research, demonstrations, or training in the use of non-broadcast communications technologies, as discussed above, for the dissemination of educational television or radio programs.

Section 3. A provision is added to subsection 396(i) of the Act, which pertains to the annual report of the Corporation. The new provision states that the officers and directors of the Corporation shall be available to testify annually before appropriate committees of the Congress with respect to the annual report of the Corporation and with respect to the report of any audit made by the Comptroller General pursuant to subsection 396(l) of the Act. Even with long-term Federal financing, the Corporation remains fully accountable to the public and to the Congress for its use of public funds. In view of the multi-year appropriation provision of the bill, this addition will provide the opportunity for annual Congressional review of the Corporation and its activities.

Section 4. The provision in the bill for appropriations amounting to 40 percent of the non-Federal income of public broadcasting entities and the limitation on the amount of funds that may be distributed to a station, expressed as a percentage of non-Federal income, necessitate the inclusion of two new definitions in the Act.

The term "public broadcasting entity" is defined to mean the Corporation for Public Broadcasting, any licensee or permittee of a non-commercial educational broadcast station, and any nonprofit institution engaged primarily in the production, acquisition, distribution or dissemination of educational television or radio programs. Examples of the latter category include program production organizations, such as the Children's Television Workshop, and organizations providing program distribution services to stations such as the Public Broadcasting Service and National Public Radio.

The term "non-Federal financial support" is defined to mean the total value of cash and fair market value of property and services (except for personal services of volunteers) received as gifts, grants, bequests, donations, or other contributions for the construction or operation of non-commercial educational broadcast stations, or for the production, acquisition, distribution or dissemination of educational television or radio programs and related activities. The definition includes such funds received from any source other than (1) the Federal Government or (2) any public broadcasting entity. The latter exception is intended to eliminate the double counting of funds circulated within the public broadcasting system. Thus, for example, income from a non-Federal source received in the first instance by a national public broadcasting organization and then distributed to stations or other public broadcasting entities would be counted only once.

In addition, the term is defined to include income received for public broadcasting purposes from State and local governments and educational institutions, as well as contract payments from such entities in exchange for services contract payments from such entities in exchange for services or materials relating to the provision of educational or instructional television or radio programs. Excluded from the definition are contract payments for such services from sources other than State and local governments and educational institutions, as well as contract payments in exchange for commercial services which might be provided by public broadcasting entities.

Mr. MACDONALD. I am glad to be here, and I say it not facetiously, rather than at our overview hearings, and it is a very pleasant change for me to be working in tandem with OTP and not being at loggerheads with OTP about matters such as this, and I think it represents a step forward in every sense of the word and I think the degree of cooperation will be reflected in a better working relationship between the Hill and your office.

Mr. EGER. I sincerely appreciate that, Mr. Chairman, and I hope we continue to warrant your praise and that thinking.

Mr. MACDONALD. I hope, which I also say not facetiously, that you relay that message to your predecessor, Mr. Whitehead, who would have perfectly amicable, private conversations with me and then we would be at loggerheads, for we seemed to adopt a different position in public, but that is all part of the past.

We have had a good deal of testimony since we last saw you, Mr. Eger, and one of the things that struck me, and you spoke to it sort of peripherally, is that this is a unique situation. I think this will have to be brought to everybody's mind; I know I can bring it to Congress' attention and to the attention of the committee; it is that our committee, traditionally has not gone beyond the 3-year funding, that this in many ways is not a funding, but it is merely an incentive program whereby, as you point out the correct figures, comes out to about \$1 in Federal funds to every \$2.50 that is not promised to be raised, but is raised by the public segment, that of public support of our public broadcasting.

So, it is not really a 5-year funding. Or if you think it is, I hope you will tell me so, but it is a 5-year incentive program, really, because there are funds but they are only a little over a third of the actual amount which is envisaged and if they do not meet their quota, then they don't get the money.

Am I correct so far, in your understanding of the bill?

Mr. EGER. That is essentially correct, Mr. Chairman.

Mr. MACDONALD. And therefore call it 5-year funding, but I have fought, as you know, for multiyear funding for a long time and I must say, as I said to the people even more directly involved, the public broadcasting people, I envisaged way back when we put this bill together, they would be able to come up with a long-range funding program of their own where the Government merely gave them seed money and the Government and foundations, Ford and Carnegie, et cetera, and then they would be on their own, but they tried everything and there does not seem to be an easier way.

The user tax on TV is not going to get through Congress. There has not been a really good plan put forth. As you say, it is 5 years but not 5-year funding in one sense of the word, which leads me to my main question, that in the event that the committee and then the Congress adopt the administration's plan with minor modifications, perhaps, the subcommittee, in its work, I think might come up with a little better bill. I have been impressed by the broadcasting people, the public broadcasting people, both television and radio, that the first year the ceiling of the incentive, which the administration bill and the bill introduced by Mr. Staggers and by Mr. Devine on behalf of the administration, by request, will have absolutely no effect because there is no incentive on the \$70 million, inasmuch as they indicated to me and indicated to the committee that they already had that much. Therefore, it is no incentive at all.

Mr. EGER. Mr. Chairman, I would be most pleased to address that question.

Mr. MACDONALD. Would you, please?

Mr. EGER. Yes, sir.

Mr. MACDONALD. And, in your response to that, I wish you could also include or pause and then go into the fact that if we did raise that amount, would you then recommend to the President, Mr. Ford, that the bill, even if raised, and it is not all that much money, in general conflict, either with the budget or our general funding pattern, and yet it is, as the President and you point out, a very important factor to all for the independence of public broadcasting—if we raised the

levels, would you advise the President to accept the bill? It is a long-winded question, I know, but I hope you have divided it down in your own mind.

Mr. EGER. The thrust of your question is clear, Mr. Chairman.

Let me say at the outset, I don't wish to quibble with the characterization of the bill as to its having an incentive. Clearly, one facet of this bill in particular, the matching formula, is designed to provide an incentive for public broadcasting. But the bill is really much more than simply an incentive bill. The bill carves in somewhat worn stone some of the principles which were enunciated in 1967 which provide for local autonomy and a certain structural stability. In addition, the matching formula not only provides an incentive, but also provides a Federal commitment for a long term to public broadcasting. Additionally, the matching formula insures that the Federal dollar does not dominate the funding of public broadcasting. And at the heart of the bill is insulation, which the 5-year authorization and appropriation provides.

Mr. MACDONALD. I don't think we need to go into that. We can, if you really want to, but I think the Congress enforced its view as to the insulation necessary for public broadcasting from the administration, not from the Congress. The Congress has never tried to get into the act, so to speak, where it seems to many of us that the administration, not this administration, but an earlier administration clearly did try and the Congress more or less stopped that. I hope we can prevent any administration from trying to disrupt and impose its views. Certainly, there are coequal sources to be listened to, but their views are just not going to run rampant over public broadcasting as many of us thought they were trying to do, several years ago.

Mr. EGER. Well, the administration doesn't take that position, Mr. Chairman, because I think we feel that both the annual budgetary and annual appropriation processes do lend themselves to the Government's looking over public broadcasting's shoulders and I don't think that you can avoid this as long as you have annual funding.

Mr. MACDONALD. I hate to interrupt because you are on our side and I want to keep you there, but there is going to be annual oversight. We are not going to give them 5 years and say, "See you in 5 years, you do what you want to and have any hiring practices you want, it is your dough and you go ahead with it."

That is not at all anticipated. Funds can also be cut off, as this administration is very well aware by Congress. So, therefore, just giving them an incentive for 5 years is a vote of confidence, more than anything and it is a recognition that this will help in all ways to aid the stature of public broadcasting, who will not have to continually troop up here with hat in hand and saying, "Can we please have our money in advance so we can plan ahead and, more importantly, be free of interference."

But I think the insulation thing is clear and the oversight, I can guarantee, is going to go on, because I am not terribly pleased with some of the things they have been doing and they promised to do better. We are going to see if they have done it and, if they have not, why not. So it is not 5 years, and I don't want to repeat, but it is just not a 5-year grant.

Mr. EGER. You are quite right, it is not an outright 5-year grant, and I concur with most of your remarks and I am still on your side, except I have to emphasize we believe the heart of the bill is the 5-year appropriations and authorizations.

Mr. MACDONALD. That and the spirit and the will of the Congress to see to it that the insulation is lived up to. You can't have one without the other.

Can you direct yourself now to the first year, as to which it was no incentive at all, and it has been proven by figures, at least to my satisfaction.

Mr. EGER. I recognize that the first year, on the basis of the figures presented, does not provide an incentive. Our judgment, however, is that it is prudent, when addressing for the first time a 5-year bill such as that proposed here, to consider a number of other factors in that the matching formula is only one aspect of a multifaceted bill.

In addition, the matching formula itself accounts for more than just the incentive; it accounts for a Federal commitment over a 5-year period.

Also, I think we have to be mindful of the Federal deficit and we can quibble over dollars. But the dollars, millions here, can add up to billions very readily. I think, particularly at this time, we have to recognize that some balance, some compromise, must be achieved. It is our opinion, Mr. Chairman, that the limit proposed, \$70 million in the first year going to \$100 million, strikes a reasonable compromise and is a good first step.

I might say one other thing about the incentive. I am, frankly, a little disappointed by those who suggest that they are not going to be as enthusiastic about raising that \$2.50 because the \$1 might not also be there in the first year. That is a little shortsighted over a 5-year bill which accomplishes as much as this bill does.

Mr. MACDONALD. They didn't ever say that.

Mr. EGER. I think that is the implication, because there is no incentive in the first year, and that, ergo, the bill somehow is defective.

Mr. MACDONALD. They didn't say that either.

Mr. EGER. My interpretation may be wrong. If it is, I would gladly yield to the more favorable interpretation.

Mr. MACDONALD. I don't hear one word in testimony that would leave me reason to believe that. I did hear factually there is no incentive with \$70 million, but they didn't say, "Well, because of it, we don't want the bill," because they want the bill.

Mr. EGER. Let me just address the point that there is no incentive. I think in and of itself, it is a suggestion that there is no incentive to go out and raise the \$2.50. I don't think they mean that.

Mr. MACDONALD. They already have it, they said.

Mr. EGER. But I am talking not just about this year, Mr. Chairman, but over the 5-year period.

Mr. MACDONALD. I know, yes.

Mr. EGER. So, I don't think of that as a crucial point in view of all of the other considerations.

Mr. MACDONALD. Let me say this. If we raise it too much, if the amounts were raised, would you recommend to the President that he not veto it?

Mr. EGER. You said yourself there might be other modifications and I think it is premature for me to address myself to the question of what I would do in advance of considering what changes are made, whether a bill does indeed pass both Houses, and certainly premature in advance of having had an opportunity to consult with the President.

Mr. MACDONALD. I cannot quarrel with the answer, because it is not an answer. It is a pretty good answer, though.

Well, on another matter that has been raised that I was not aware of, radio or public radio has also been sort of a stepchild, and one of their complaints and I think rightly taken, falls directly within the original tasks assigned to "OTP" and that is spectrum allocation and to work with the FCC on that problem. Mr. Coffey indicated to us that 10-watt stations, colorfully described by him, I believe, they carried 2 miles only if they had a favorable wind at their backs, are a problem for public radio.

Are you satisfied that enough is being done about this and that this bill has enough money so that public radio can take on duties that were envisaged back in 1967 for public radio?

Mr. EGER. Mr. Chairman, as you know, the bill does not address the frequency problem which is under consideration at the FCC; I understand, Mr. Coffey's organization, I believe, has filed a petition with the Commission in that regard. But our bill does address an important aspect of the financing of stations and draws attention to the criteria by which educational or public radio stations are financed. Because of the provisions requiring CPB to consult with the local radio stations, all of the licenses, as a matter of fact, on the criteria, on the level of community service grants, and the criteria for those grants, there is some assurance there to public radio stations based upon their service to the community. What that means, in essence, is that stations with only 10 watts who are licensed to a college, basically for training purposes, would probably not be the recipient of any of those funds.

Mr. MACDONALD. Well, other than that, are you satisfied that the bill adequately takes care of the radio people?

Mr. EGER. Yes; I am satisfied, Mr. Chairman.

Mr. MACDONALD. Mr. Byron, any questions?

Mr. BYRON. No questions.

Mr. MACDONALD. Thank you very much. Do you have something to add, Mr. Goldberg, to add to your "Swan Song"?

Mr. GOLDBERG. This is really not by way of "Swan Song," but to point out, on the question of incentive, that the bill does provide that in arriving at criteria for coming up with a formula for community service grants, one factor that CPB and the stations should consider is giving the stations an incentive to raise non-Federal dollars so that the station that is doing a good job in raising non-Federal funds will get more money by way of the community service grants. To the extent that in the first year or even the second year, the combination of the ceilings and the matching formula does not provide an adequate incentive, CPB can make up for this in its grant formula, so I think the bill provides adequately for that.

Mr. MACDONALD. With the growth, obviously there comes problems foisted on the CPB thinking that we had before. As a concrete ex-

ample, I understand part of the money, they never had enough before to really go into things, is going to be used to take surveys on certain programs on how they are received and their duties are multiplying along with their duties along with more money and I found out during the hearings that two States do not have any public radio sponsoring at all and very thin coverage by public broadcasting in general, so it is hard to get money to them, I mean ~~past~~ the HEW facilities for them, and it is hard to get money to them for good performance on them when they are not on the air. So there are a lot of problems that money and long-range financing might go toward.

Mr. EGER. I do agree.

Mr. MACDONALD. I am glad you do agree and I hope between now and the time it comes down you give it a little more thought. I quite agree it is a little early to take a firm commitment about it, but you know, not just close your mind that that is as much money that is going to be given, period. Just keep an open mind until such time as we have a bill and hopefully that will be accepted by the House.

The Senate committee already passed it.

Mr. EGER. Yes; I don't think they have gone through the Appropriations Committee as yet although there is authorization.

Mr. MACDONALD. Senator Pastore handles that in the Appropriations so I would think it has pretty well passed the Appropriations part too. But it has not been finalized, you are quite correct. I know you won't have a closed mind.

Mr. EGER. Thank you, Mr. Chairman.

Mr. MACDONALD. Our next witness is a party who has been before us a number of times before, Mr. Benjamin Hooks, Commissioner of the Federal Communications Commission.

STATEMENT OF BENJAMIN L. HOOKS, COMMISSIONER, FEDERAL COMMUNICATIONS COMMISSION; ACCOMPANIED BY CHESTER HIGGINS, SPECIAL ASSISTANT

Mr. Hooks. Thank you very much, Mr. Chairman.

I submitted a lengthy written statement and I have condensed it for oral presentation and I have only one copy which is just six pages.

Mr. MACDONALD. Without objection, your full statement will be inserted in the record.

Mr. Hooks. This is my Special Assistant, Mr. Chester Higgins, Mr. Chairman, who is with me.

Mr. Chairman, members of this committee, I thank you for the opportunity of adding my views to your deliberations on this matter of funding for America's public broadcasting system. I want to stress that the views I express on the subject are not the official sentiments of the Federal Communications Commission. The following remarks are a summary of the formal statement of my personal views already submitted to this committee for the record.

First of all, I did not come here today to bury public broadcasting. But, I did not come to unduly praise it either. I have come to support the concept of long-term, stable funding so vital if public broadcasting is to achieve its potential. But—my support is conditional; it is conditioned upon the recognition by those connected with public broadcasting that however excellent its programming has been in cer-

tain areas—and, I freely concede that much of it has been marvelous—public broadcasting has left wide areas of the population seriously underserved. And the crime and pity is that those who are underserved may be the very people who could most benefit from concentrated attention. The biggest complaints I get are in the areas of employment and programming.

In this committee's "overview" hearings on March 19, 1975, Chairman Macdonald recognized the dissatisfaction of minorities with respect to employment in public broadcasting and correctly noted that "the record isn't too outstanding anywhere—not just talking about blacks. That includes Chicanos, Indians, and women."

I understand that public broadcasting has indeed caught up to commercial television in recent years. But, the levels reflected by commercial broadcasters should not be considered any sparkling standard and both commercial and noncommercial segments must do better, particularly in the area of top management positions, before there is any satisfaction from minority groups.

In the area of programming, I recently issued a dissent involving WNET-TV, New York City. In that statement I accused public broadcasting of "arrogance" and "concentrating its efforts unduly on one minority group, the cultural minority, and too often neglecting the enlightenment of less fortunate minorities which it has a fundamental duty to serve." However, I went on to say that "I have enjoyed many of WNET's presentations" and "so, too, do almost all the minority citizens to whom I talked; black, yellow, brown and white."

Figures recently released by the corporation for public broadcasting in its "newsletter" of February 24, 1975, irrefutably support by thesis, stating that:

Education, occupation, and income are highly correlated with one another; and several studies of public television viewing have shown all three to be predictors of PTV viewing.

The report concluded that "prime time PTV viewing among blacks is much lower than viewing among the population as a whole" and that there exists a "bias toward older and better education viewers of PTV."

When I point these things out to my friends in public broadcasting, I get a great deal of finger-pointing; CPB says its programs are developed by PBS and NPR. They, in turn charge the station program cooperative and the local stations. The local stations swear it is the fault of CPB which cites the pressure from underwriting foundations and corporations. We must find out where the buck stops. Congress appropriates millions of dollars for public broadcasting and we feel there is no direct accountability. That is my principle hang-up with long-term funding.

In my recommendations, I do not favor—and would be violently opposed to—the Government dictating the program content of any program or programs, including minority programs. I want no censorship whatsoever. What I do want is to see that—in the overall planning and performance of public broadcasting—provisions are made to proportionally include minorities fairly in the schedule. The style, content, format, substance, et cetera, are wholly the prerogative of the individual participants and the public system. I would hope that,

after a time, no deep Government oversight would be necessary and that public broadcasting takes effective corrective steps on its own.

But, time and time again, when voluntarism has failed, and those who falsely raised the issue of States rights have denied us our due, blacks and other minorities have had to turn to the Federal Government for help, and so today we must turn to you again.

My recommendations for accountability, outlined in my formal statement and views are not at all unshared. For example, after years of exhaustive and scientific study, the Committee for Economic Development—comprised of some of the best thinkers in the country from all fields of endeavor—recently issued a report entitled "Broadcasting and Cable Television: Policies for Diversity and Change: A Statement on National Policy." In the words of the Research and Policy Committee of the prestigious CED which supports, as I do, long range and increased funding, these are the observations about PTV:

We must stress, however, that some measure of accountability is needed if public broadcasting is to gain the large-scale Federal support it is seeking.

We propose that PBS prepare an annual report on the special interests of audiences that might be served by public television.

We recommend that the Corporation for Public Broadcasting establish a performance-evaluation system in order to determine how successful programs have been in achieving their stated goals with the audiences they seek to reach.

These statements and recommendations do not differ substantially from what I have been saying. The audience need not be large; but it should be representative of the minorities substantially overlooked by the mass media.

In conclusion, I can only say I regret the need to have to come before you with a spotty report card for our educational broadcasters.

On the one hand, I must express appreciation for the wonderful things PTV has been able to accomplish in such a short time and with limited resources. In the minority area, there have been great and informative shows and improvement in employment and public broadcasting must be lauded for these.

On the other hand, Mr. Hartford Gunn, Jr., in his August 9, 1974, letter to Senator Pastore:

Conceded that minorities and women are not adequately represented on public television staffs and stated that "the problem of bringing minority persons and women into positions on PBS's Board of Governors and Board of Managers is more difficult since the Boards are elected from individual station Boards and staffs.

Mr. Gunn suggested that for PBS to tinker with this situation "would be to interfere with the essential representative structure of PBS."

Mr. Chairman, I submit, however, that it is for these very reasons that the Congress passed certain voting rights bills which are before you again today because there were certain States which did not treat minorities fairly and I submit that it is obvious that the structure is not "representative" and unless some tinkering is done and internal policies are corrected, Congress must take action.

Let me just say in closing, a recent New York Times editorial—in criticizing my WNET statement said that it is "demeaning" for minority groups to ask for more from public broadcasting. It should have struck a responsive chord to someone in the New York Times that the catchword "demeaning" is the self-same term used when bigotry was being fought during the civil rights battles of the sixties.

It was "demeaning" to march in the streets of Selma; it was "demeaning" to beg for voting rights and lunch counter access; it was "demeaning" to boycott Jim Crow establishments.

In any event, I do not find it "demeaning" to speak out against perceived inequities and hope and pray that this committee and the Congress will most carefully consider the complaints heard in these hearings and adopt the constructive suggestions proposed. I fervently trust that public broadcasting will accept a little help and advice from its minority friends of which I count myself one, and I know their respective concerns will be rewarded.

That concludes my oral statement, Mr. Chairman, and I thank you and the committee for this thoughtful opportunity.

I will be most pleased if there is anything else I can do to help you in your deliberations.

[Mr. Hook's prepared statement follows:]

STATEMENT OF COMMISSIONER BENJAMIN L. HOOKS, FEDERAL COMMUNICATIONS COMMISSION

Mr. Chairman—other good members of this Committee; I deeply thank you for the opportunity of adding my views to your deliberations on this very vital matter of funding for America's public broadcasting system. And, before I go any further, I want to stress that the views I express on the subject are not the official sentiments of the Federal Communications Commission. As the Committee is well aware, the FCC is sort of on the periphery when it comes to the Corporation for Public Broadcasting and its tributaries—something I'll talk about in just a few minutes—and the FCC has already submitted its formal position in support of long-range funding for the system.

On the other hand, while I do not speak for the FCC, the thoughts I want to share with the Committee are not necessarily mine alone. They represent—accurately, I hope—those views of hundreds of folks I've talked to from all over the country about public broadcasting and maybe, thousands or millions with whom I've not had personal contact. I relate these views to you in the sincere hope that the members of this Committee, other members of Congress as well as my good friends in the public broadcasting business, will take heed of them in their consideration of this legislation.

First of all, I did not come here today to bury public broadcasting. But, I did not come to unduly praise it either. I have come to support the concept of long-term, stable funding so vital if public broadcasting is to achieve its potential and fulfill the expectations of the visionaries who conceived the idea. In this respect, and as I understand their positions, I am in accord with President Ford as represented by the Administration's "Public Broadcasting Financing Act of 1975." Senators Magnuson and Pastore as well as other Senate sponsors of the legislation, Congressmen Macdonald, Staggers, Devine, and others on the House side, and many other members of Congress, I am also on board with respect to the so-called "Facilities" bill. In fact, the concept—and I stress, the concept—of long range funding is not opposed in principle by even the most ardent detractors of public television. But—and this is an emphatic, unqualified, unequivocal and decisive BUT—my support is conditional; it is conditioned upon the recognition by those connected with public broadcasting that however excellent its programming has been in certain areas—and, I freely concede that much of it has been marvelous—public broadcasting has left wide areas of the population seriously underserved. I did not say *unserved*. I want to emphasize that I said *underserved* and the crime and pity is that those who are *underserved* maybe the very people who could most benefit from concentrated attention. Those whose command of the language, so essential in a communications-oriented world, is a good deal below Shakespearean. Those whose self-perception and external image is greatly influenced by the mass media.

As Chairman Macdonald is aware from my involvement in meetings over a period of some two years, the complaints about public broadcasting's service have been hot and heavy. This Committee's colleagues, members of the Black Congressional Caucus—Mr. Louis Stokes and Mr. William Clay to name just two—have been deeply interested and somewhat critical of public broadcasting.

Just recently, Congresswoman Yvonne Burke—in a speech in Los Angeles—reiterated this prevailing view. She said and I quote:

"Now the idea behind public television was to provide an alternative to commercial TV—it was to give a bill of fare that commercial television couldn't provide because of the economic pressures to reach a mass audience. Strangely enough the public broadcasting system has lagged behind commercial TV in providing programming that appeals to varied minority groups."

In other words, the agitation against public broadcasting from the Black Congressional Caucus, from minority groups who have filed numerous Petitions to Deny the license renewals of public stations with the FCC and from hundreds of minority citizens who've complained to me about neglect is extensive and deep. In this Committee's "Overview" Hearings on March 19, 1975, Chairman Macdonald recognized the dissatisfaction of minorities with respect to employment and correctly noted that "the record isn't too outstanding anywhere . . . not just talking about Blacks. That includes Chicanos, Indians and women."

Mr. Loomis responded that the latest minority employment figures show near parity between public and commercial broadcasters—about a 12% aggregate figure for both as of this year. My friend, Dr. Everett Parker, Director of the Office of Communications of the United Church of Christ—which keeps excellent tabs on minority employment in the broadcasting industry—assures me that public broadcasting has indeed caught up to commercial television in recent years. Some acknowledgement and commendation, I guess, is therefore in order. But, considering how critical minority groups have been of the low level of employment in commercial broadcasting and the plethora of dissents I myself have issued on this tragedy, congratulating public broadcasting on "catching-up" to commercial television in the area of minority employment would not be a great compliment. In short, the levels reflected by commercial broadcasters should not be considered any sparkling standard and both commercial and non-commercial segments must do better, particularly in the area of top management positions, before there is any satisfaction from minority groups.

In the area of programming, my thoughts may be best reflected in a dissent I recently issued involving WNET-TV, New York City. In that statement—which I said could be applicable to public broadcasting generally—I supported a Puerto Rican group which had filed a Petition to Deny, accusing public broadcasting of "arrogance" and "concentrating its efforts on one minority group, the cultured, while cosmopolitians, and too often neglected the enlightenment of other less fortunate minorities which it has a fundamental duty to serve." I went on to say that: "By styling itself, preponderantly, as an electronic Harvard liberal arts course, public broadcasting has forsaken those less privileged and influential whose cultural and educational needs are far more on a 'street academy' or community college scale. By aspiring to titillate the sensibilities and sensitivities of the twentieth century Renaissance man, it has overlooked the intellectual needs and sensitivities of that core of the population which, after years of third-rate education and cultural repression, is just emerging from the chains of the eighteenth and nineteenth centuries. By disproportionately featuring the refinements of Western European heritage, it has slighted those whose heritage derives from Africa, Latin America and the Orient. Public television, without the legal or moral right to do so, has become the caucasian intellectual's home entertainment game. Its attitude toward the Puerto Rican Council's lament of insufficient programming for Latinos is reflective of the disdain it has shown to many Black groups and others. It throws these disadvantaged people a few token bones and, aloofly, turns it back, wanting not to mingle with the masses."

Needless to say, I have gotten a lot of hate mail on that statement accusing me of reverse bigotry including some strong criticism from none other than the *New York Times*. What the *Times* and others seemed to miss was the fact that the WNET statement also praised public television's cultural programming, stating that such is definitely "within the province of public broadcasting." I went on to say that "I have enjoyed many of WNET's presentations" and "so, too, do almost all the minority citizens, Black, Yellow, Brown and White, and public interest group representatives I've spoken to about public broadcasting." I further stressed (again unreported) that: "Because New York, like this nation, is nothing but an amalgam of discrete minorities, the highly-educated white community should, indeed, be served by WNET." Moreover, I recognized that minority groups do derive great benefit from programs of mass appeal, and that

general public affairs shows cannot always be broken down into ethnic points of view.

Whether or not public television's intent is to serve mainly "rich, white intellectuals" as John J. O'Connor of the *New York Times* refers to them, figures recently released by the Corporation for Public Broadcasting in its "Newsletter" of February 24, 1975, irrefutably support my thesis. The CPB Report states:

"Education, occupation, and income are highly correlated with one another; and several studies of public television viewing have shown all three to be predictors of PTV viewing. Thus, while education will be emphasized here as a predictor of viewing, occupational status or income could be substituted, and the same patterns would be found."

The CPB Report goes on to note, for example, that only 11% of the children watching children's programs on public television come from homes where the household head has less than a high school degree. It further observes, in profiling the public television viewer, that 60% of the homes viewing public affairs programming have a household head with college or higher education and that figure jumps to 73% when it comes to viewing cultural programming. The Report concluded that "prime time PTV viewing among Blacks is much lower than viewing among the population as a whole" and that there exists a "bias towards older and better educated viewers of PTV."

Another dangerous aspect of public broadcasting's policies is manifested in its apparent attempt to capitalize on the fact that its core audience is over 50, highly educated and affluent with its programming. Speaking to this phenomenon in the previously mentioned WNET dissent, I declared that public broadcasting—in addition to a preoccupation with Nielson ratings—was "increasingly interested in checkbook ratings." That is, its programs are keyed more heavily to the societal segment affluent enough to donate the "record amounts" which the *Wall Street Journal* described in a recent article entitled "Public TV Stations Experience No Recession as Viewers Donate Money in Record Amounts." The *Journal* article states that "[t]he list of those who have donated the \$5.2 million WNET has raised so far reads something of a 'Who's Who'."

Now, the public broadcasting people I've spoken to adamantly deny that any such form of self-enriching elitism is intended. Yet, the CPB "Newsletter" I referred to just a moment ago—in describing the "Implications" of the educational and economic bias of the profile of PTV viewers—advised its member stations on how to maximize donations, stating, and I quote:

"On-air membership drives should be based on the fact that the audience receiving the message during the day differs from the prime-time audience. . . . A mailing to a basically blue-collar list probably should not emphasize public affairs programs. If these households are watching PTV, they are most likely watching children's programs—that is their incentive to contribute."

Members of this Committee, I would like you to realize what CPB is saying. It is saying: "Patronize the blue-collar household—and only 11% of them at that; they only watch kiddie shows during the day. Since our prime time adult shows are of no interest to blue collar types, they will send us no money." Nowhere does CPB tell the stations to apprise their communities that they will strive mightily to present shows of interest to the average working man or woman and involve them more deeply in public broadcasting. No, instead CPB says "tout children's shows" which are—quote—"their incentive to contribute." My friends, this attitude on the part of public broadcasting is precisely what I meant by "arrogance" and "neglect" and is the basic reason why the average family is disinterested in PTV—PTV is clearly disinterested in them. If that is not enough, consider this advice given to stations in the CPB "Newsletter" of March 10, 1975:

"Demographic profiles for individual programs may be useful in obtaining program underwriting. Many potential underwriters may be interested in programs that reach certain types of people."

Again, CPB is trying to exploit the wealthy, influential character of its fans to obtain grant money from prestigious foundations and corporations. This is no different from the commercial exploitation expected of the private broadcast industry and is empirical proof of "where CPB is coming from," as the people in the street would say.

These attitudes and actions by PTV are—in a word—a "disgrace" and nobody can blame these tax paying minority groups for hollering murder at the way

public broadcasting has appropriated federal funds for the selfish pleasure of a fortunate few. While I wish public broadcasting nothing but success in its "Festival 75" donation campaign, I would like to see that money come from a broader cross section of Americans. When I point these things out to my friends in public broadcasting, I get a great deal of finger pointing: CPB says its programs are developed by PBS and NPR. They, in turn charge the Station Program Cooperative and the local stations. The local stations swear it is the fault of CPB which cites the pressure from underwriting foundations and corporations. We must find out where the buck stops. Congress appropriates millions of dollars for public broadcasting and there is no direct accountability. That is my principle hang-up with long term funding. Congress said it would use "purse-string power" in its appropriations functions to assure that public money was being properly spent and that the American people were being fully served by public broadcasting. A five-year, no-strings grant could amount to a dreadful form of taxation without representation.

Although I sympathize with the motives of those who feel that the less government intrusion into the activities, especially programming, the better, and understand CPB's Chairman Bennett when he asked you several weeks ago for "insulated" long range funding, I do not believe conscience or Constitutional principle would allow half a decade of unsupervised spending of public tax money. I know, as I said at the outset, that stable funding is necessary when you consider the lead time required for producing TV shows. But, as Dr. Clay T. Whitehead, in discussing long range funding, noted to the Congress last year:

* * * Congress has an inescapable responsibility for holding the recipients of tax dollars accountable for their use of public funds. This is a valid and necessary governmental responsibility even when the recipients of such funds operate a communications medium.

The Senate Commerce Committee Report of March 21, 1975, in discussing the S. 836 legislation, recognized the problem and said:

It should be emphasized that the legislation retains significant safeguards against any potential for the abuse or misuse of a multi-year appropriation. The Corporation for Public Broadcasting would remain fully accountable in that its officials would be required to be available for annual oversight hearings before appropriate committees of the Congress.

I regret that I must urge and focus on the issue of Congressional "Oversight". Neither I nor any right thinking person wants government intrusion into the program content of public broadcasting shows. In my recommendations, I do not favor—and would be violently opposed to—the government dictating the program content of any program or programs, including minority programs. I want no censorship whatsoever. What I do want is to see that—in the overall planning and performance of public broadcasting—provisions are made to proportionally include minority fare in the schedule. The style, content, format, substance, etc. are wholly the prerogative of the individual participants and the public system.

I would hope that, after a time, no deep government oversight would be necessary and that public broadcasting takes effective corrective steps on its own. But Mr. Chairman and other members, you must understand that the whole vexatious, terrible struggle and the history of the Black and minority movement for equality and justice has required pleas for federal intervention. I am sorry that was needed and wish the problems could have been solved by good faith, voluntary actions on the part of the people and institutions minorities must deal with. But time, time and time again, when volunteerism has failed, we have sought the help of the Congress. Thank God, for the most part, it has been there along with the Administration. In the crunch, the federal government has been our court of last resort and, on the instant issue, we painfully must turn to you again for help. As this Committee surely knows, we at the FCC are far from perfect and your review of our activities and—shall we say, in charity—guidance, keeps us from being overly complacent.

Accordingly, I believe Congress must, in this legislation, assure that the minorities—Black and White, Young and Old, Rich and Poor—are getting a fair bang for their buck on public broadcasting. To that end, I would propose that:

1. All of the segments of the public broadcasting community—that is, CPB, PBS, NPR, Station Program Cooperative, NAEB, ACNO, APRS, and so on—be required to appoint a single "ACCOUNTABILITY COMMITTEE."
2. The "ACCOUNTABILITY COMMITTEE" prepare and submit to Congress a semi-annual Report on minority programming and employment.
3. The "ACCOUNTABILITY REPORT" specify concrete goals and timetables

on:

A. The amount of money the "COMMITTEE" intends to devote to minority programming as a percentage of its overall program funds.

B. The amount of money the "COMMITTEE" intends to devote to minority training and employment.

4. The "ACCOUNTABILITY REPORT" specify what the "COMMITTEE" intends to do to ensure that the public broadcasting viewer and listener "Profiles" are representative of the social, economic, racial, ethnic, and sexual composition of this country.

5. That such "ACCOUNTABILITY REPORT" indicate the disparity between such "Profiles" and the demographic make-up of America and specify what programs are intended to reduce and eradicate any such disparity.

6. That Congress review these "ACCOUNTABILITY REPORTS" annually (or more frequently if necessary) and take all necessary steps to ensure that the above programs are working, including allocation for particular purposes if need be.

These recommendations and views are not at all unshared. For example, after years of exhaustive and scientific study, the Committee for Economic Development—comprised of some of the best thinkers in the country from all fields of endeavor—recently issued a report entitled *Broadcasting and Cable Television: Policies for Diversity and Change: A Statement on National Policy.* In the words of the Research and Policy Committee of the prestigious CED, which supports, as I do, long-range and increased funding these are the observations about PTV:

Although public television has the capacity to reach over 150 million and public radio over 130 million people, audiences are, in general, relatively small. Ratings for most public television programs in most areas are so low that they fall within the statistical margin for error. Only in large metropolitan areas or for special, well-publicized programs or events of national importance does public television command a mass audience.

For commercial broadcasting, attracting a substantial audience is usually the determining factor in whether a program survives or fails; hence, audience research is a basic tool. Audiences for public broadcasting are harder to identify. Public broadcasting does not have an economic incentive to attract a mass audience, nor does it have simple criteria for success and failure.

We believe that public broadcasting should have a built-in system for evaluating the programming needs of its specialized audiences. Although this type of advance market research is costly and therefore not routinely conducted in public broadcasting, it was a vital element in program planning for public television's most spectacular success, "Sesame Street."

We are not suggesting that public broadcasting compete for an audience on the same terms as commercial broadcasting. What we are suggesting is that public broadcasting make a major effort to assess the interests and needs of its audiences and to determine what types of programs will meet those interests and needs and what criteria should be used to evaluate program success.

We must stress, however, that some measure of accountability is needed if public broadcasting is to gain the large-scale federal support it is seeking.

We propose that PBS prepare an annual report on the special interests of audiences that might be served by public television. The report would combine public broadcasting audience surveys with a wide range of audience data and opinion research from outside sources. The cost of the first report would be high, but the periodic updating would be considerably less expensive, especially when balanced against the great advantages of having such detailed information available. Public television would be better able to program for identifiable audiences and thereby eliminate costly programming for which there is little discernible interest.

We recommend that management at all levels of the public broadcasting system develop principles and techniques for determining the interests and needs of its audiences, the kind of programming that will reach those audiences, and the criteria to be used for evaluating a program's success. We urge the Public Broadcasting Service to prepare an annual report indicating the special interests of audiences that might be served by public television.

We recommend that the Corporation for Public Broadcasting establish a performance-evaluation system in order to determine how successful programs have been in achieving their stated goals with the audiences they seek to reach.

These statements and recommendations do not differ substantially from what I have been saying. The audience need not be large; but it should be representative of the minorities substantially overlooked by the mass media. Moreover, if no such *accountability* can be achieved on a national scale, I fear the FCC may be

compelled to take action on a case-by-case basis which involves costly, lengthy adjudicatory procedures. No doubt everybody here is familiar with the fact that the FCC this January, in the most severe sanctioning action in its history, dispossessed the Alabama Educational Television Commission of eight (8) TV station licenses for its neglect of minorities. Surely, then, the complaints cannot be frivolous and although the A. E. T. C. case was unquestionably extreme, it does indicate the danger to the whole public broadcasting structure if grievances must be settled in the cold, harsh legalities of FCC licensing actions.

In conclusion, I can only say I regret the need to have to come before you with a spotty Report Card for our educational broadcasters. On the one hand, I must give what journalist Edmund Fuller calls "a gem . . . that finest aspect of criticism—appreciation" for the wonderful things PTV has been able to accomplish in such a short time and with limited resources. In the minority area, there have been great and informative shows and public broadcasting must be lauded for these. On the other hand, a recent *New York Times* Editorial—in criticizing my WNET statement said that it is "demeaning" for minority groups to ask for more from public broadcasting. It should have struck a responsive chord to someone that the catchword "demeaning" is the selfsame term used when bigotry was being fought during the Civil Rights battles of the Sixties. It was "demeaning" to march in the streets of Selma; it was "demeaning" to beg for voting rights and lunch counter access; it was "demeaning" to boycott Jim Crow establishments; it was "demeaning" for Martin Luther King, Jr. to suggest and state that the Blacks were unhappy and dissatisfied; it was "demeaning" for "Negroes" to ask for access to schools and colleges. I suppose it all depends on whose "sacred cow" is being gored.

In any event, I do not find it "demeaning" to speak out against perceived inequities and hope and pray that this Committee and the Congress will most carefully consider the complaints heard in these hearings and adopt the constructive suggestions proposed. I fervently trust that public broadcasting will accept a little help and advice from its minority friends of which I count myself one, and I know their respective concerns will be rewarded. In that connection Mr. Hartford Gunn, Jr., in his August 9, 1974, letter to Senator Pastore "concede[d] that minorities and women are not adequately represented on public television staffs" and stated that "the problem of bringing minority persons and women into positions on PBS's Board of Governors and Board of Managers is more difficult since the Boards are elected from individual station Boards and staffs." Mr. Gunn suggested that for PBS to tinker with this situation "would be to interfere with the essentially representative structure of PBS." I submit, however, that it is obvious that the structure is no "representative" and unless some tinkering is done and internal policies are corrected, Congress must take action.

As I said in a speech before the National Association of Educational Broadcasters in Las Vegas, way back in 1972:

I would like to be a good friend of public television and I hope in months and years to come, as I serve on the Federal Communications Commission, that I can be a good friend to public television; but I can never be the friend of public television that I would like to be until you get your own house in order. There are still too many overtones of racism in this country.

Mr. Chairman, I thank you and the Committee for this thoughtful opportunity and I would be pleased if anything else I can do will help you with your deliberations.

Mr. MacDONALD. Thank you very much, Commissioner, for your statement. I must say I find nothing in your statement to quarrel with or to question you in the slightest bit. The only thing I would point out is that some of the quotes that were used, and accurately used, too, Mr. Commissioner, postdate by some time the overview hearings held by this committee and also their appearance here before this subcommittee.

Mr. Hooks. Yes, I think, Mr. Chairman, what you were saying is exactly what I was saying, is that we were pleased to know the quotes you made were not as relevant after Mr. Loomis made his report as they were before, and I acknowledge it on my behalf as well as yours.

Mr. MACDONALD. Yes. Also, I would like to know that they have promised they will do better. I think they recognize the fact now that the pressures of getting the thing together and all, there are some facets they have not been as good, to use a word that does not exactly fit, but it is the closest to my tongue at the moment, as what we had hoped for them to do.

I would just like to say, I don't think it is demeaning at all. I don't know what the New York Times was thinking about. But, I wouldn't think it is demeaning at all to tell a station they are not getting their fair share of public broadcasting at a time when they are contributing to that station.

In fairness, I must say they have improved since the last time that they were before us. They opened, and I mean to talk to them as they, not as if they are over there and I am pointing at them, but the broadcasting will be up here again as a windup witness and we will go over in detail those things.

We have had some women who were very factual, yesterday, and pointed out how they didn't feel they were treated any too fairly. But, if you have a chance, and I know how busy you are down at FCC, and when I say "I know," I do know. But, if you get a chance, if you can read some of their responses to questions put to them by the committee, they have been trying, and one of the things that they think about the employment thing, and I can only take their word for it, it comes back to the bugaboo about everything in Washington, which is the money situation, that they have been used, not in a bad way, but certainly in an evolutionary way. They have been used by minorities to learn the jobs that would put them in the top ranks of producers, directors, et cetera, and then get lured away by the commercial stations because of more money, which they cannot match because they don't have enough money, which comes first, if they have difficulty in obtaining trained people.

Therefore, a number of stations and CPB, itself, has its training money allocated for training programs, which seems to me to be about the only salvation, because it is a highly technical field. You know, you have to rise, sort of, I would guess, through the ranks to become an outstanding production manager, cameraman, or whatever.

They seemed to me, they convinced me of their sincerity. But, they will be back up here and I am going to have a recess before we get them again, so I can go through the rest of, and the rest of the committee can go through the complaints that have been lodged and backed up by figures and so forth and ask them "how about this or that?"

My questioning, by its nature, of them, although we have the same objectives exactly, you can believe me, Mr. Commissioner, that the questions necessarily have been in generalities and they have given me tables and graphs and that sort of thing and they have been put in the record, on how many and what jobs and all of that and that would go from one day to another day, right straight on through, thinking to digest everything given to me, especially the tables.

I hope, because I know we can use and need your support for the bill, I can assure you that the things that you have put on page 4 in "caps": "We must stress, however, that some measure of accountability is needed if public broadcasting is to gain the large-scale Federal support it is seeking."

This is one of my objectives and objectives of the committee.

"We propose PBS prepare an annual report on the special interests of audiences that might be served by public television."

Mr. Loonis has assured us they have started that now, but it takes money and with them getting money then they will be able to do more of it. I can assure you that I am seeking exactly the same thing.

You also, in "ops" indicate from the Research and Policy Committee of CED that "we recommend that the corporation for public broadcasting establish a performance evaluation system in order to determine how successful programs have been in achieving their stated goals with the audience they seek to reach."

That they are also working on, and that we here on the committee also are working on and are very interested in. I will be here for I more year, anyway. They cannot put out a recall petition on me and I hope to be here for many more years, and I can guarantee that next year, if we get this bill through, they will be up here answering hard questions.

Well, I hope they are hard this year, but they will be harder next year, because hopefully they will have had the money and the opportunity to plan in such a way that they can start their training programs and they can have programs. They have, as you point out, some complementary programming, but whether they have enough is something I don't know and I don't know if anyone knows. It does not seem to me that they do.

But one thing that strikes me, that in a community such as Washington, to cite a concrete example, I am no authority of WETA because I can't get it very well, if I can get it at all, in the southwest side of Washington where I live, but the commercial stations pick up the slack, because there is an awful lot of black-oriented commercial programs on, and I was wondering if that was just an accident or if they were just more responsive to the needs of the minorities or if it just happened or was it a planned thing. Do you have any idea?

Mr. Hooks, Mr. Chairman, based on a letter I have in my files, now, it seems that WETA only presents three programs of particular specific interest to minorities, "Interface," "Black Perspective on the News," and "Black Journal," which is basically three half-hour programs and "Interface" is relatively new.

The reason they maintained they have not done more is because of lack of money. Of course, the reason the black community maintains they do not support them is because they are not responsive, so it is the "chicken and egg" proposition. We know in many cities one of the most interesting and informative programs and in a way one of the cheapest is simply the presentation of city council meetings, which have a direct impact on what happens. And here in Washington, an elected City Council, it seems to me an innovative thing they could do and perhaps they will do with the new changes is to present them. The fact that the station is located so far from the metropolitan center is a great insult to most black people. Well, Mr. Chairman, could I just say three things, briefly?

Mr. MACDONALD. Sure.

Mr. HOOKS. The first one is, in the written statement I submitted on pages 12 and 13, I set out six definite things about accountability which

I think are very important. I get the impression, and I say this with all charity and kindness in talking about Mr. Loomis and Mr. Gunn, and hope I am right in my perception they are very concerned about minority programing and minority employment, is I believe if they had the absolute undiminished, undiluted power to do it, they would make changes. But the problem is, in my perception, they have to deal with all of the local station managers, boards of directors, and that it is true that you just cannot go on there and say to them: You do this and you do that.

This is one of the reasons I am asking the Congress to include in the bill some accountability provision because I am asking because Mr. Gunn and Mr. Loomis have their hands untied in terms of what I think the Congress ought to want them to do. As it stands now, they are in some senses of the word, simply conduits through which funds go,

Unless there is something built in, in this long-range funding bill, and unless the local stations know they have to move, I think that we have asked Mr. Gunn and Mr. Loomis to do an impossible task. I just wanted to say I think it ought to be written in.

MR. MACDONALD: And that is a good point, Mr. Commissioner, but the other end of the spectrum is we have tried to keep them away from any sort of pressure.

Mr. Hooks: Yes.

MR. MACDONALD: And it is up to the Congress, I suppose, but it is also, and I am not trying to turn the tables on you, Mr. Commissioner, but it is also up to the FCC, too, because the FCC licenses these public broadcasting stations and I was going to ask later on, do you think that higher ascertainment standards should be held for public broadcasting than commercial broadcasting?

Mr. Hooks: You know, in reading the CED report, I was very much impressed with it. I attended a meeting in which they discussed it. I would certainly recommend, if it is not included in this hearing, that it be put there because the section on public broadcasting, I thought, personally, was their best section. The part in which they said we were not doing such a great job—I thought, with FCC, that was the worst section.

Mr. Macdonald: That was the worst section of their best section.

Mr. Hooks: Yes, sir; but the part that dealt with public broadcasting, seriously, was perceptive. It was not critical, but simply dealt with the future. I think, in my personal judgment, some of the thoughts they brought to bear on ascertainment is what I have been trying to say for the last 2 years; not so much seeking to know what the needs and problems are, but to evaluate what the public would want out of the stations and if within the province of their time, energy, and expertise, they can do it, they respond to a definite need. They pointed out Sesame Street was not just born, but it came out of a long amount of time, effort, and money spent to find out what the public wanted and having found that, they then perceived the need.

I think it is one of the most perceptive statements I have seen on public broadcasting. I would certainly hope that that part of it becomes a part of this committee material.

Mr. Macdonald: I don't have a problem with ascertainment that the FCC seems to. I think just a simple rule of ascertainment is, "is that

station serving the community that it is licensed to serve properly in the public interest?" The FCC gets all tied up in different variations and rules.

Mr. Hooks. Well, FCC has this situation.

Mr. MacDONALD. If they just keep that in mind, I don't think that there would be much of a problem for you. If the public broadcasting station is not living up to it—and this is by population 80 percent black community in Washington—if they are not living up to the serving of that community, then they should not be licensed and somebody should have the license who will live up to that.

Mr. Hooks. Well, I couldn't agree with you more, Mr. Chairman. Maybe in the future we will move along on this.

The third thing I wanted to state, I think later on—

Mr. MacDONALD. I am not trying to get you in trouble with the rest of the FCC.

Mr. Hooks. I am in trouble already so that does not matter, but we get along in spite of that. We have agreed to disagree without being disagreeable.

The other thing I wanted to say was I think later on that Mr. Marshall will testify and I think that it will be very interesting to see the figures. I didn't try because I didn't think I should, being a member of the FCC, to deal with these competing figures. It is interesting how we take figures to prove anything. I hope the subcommittee will pay some attention to the disparity between the figures given by the one set of folk and those given by others, because I think this is where our major problem is: that we have disagreements in interpretations of what the fiscal evidence shows or what programing is and that will continue.

But if this subcommittee could find it within its power and thinking to write some kind of accountability provision into the bill for the agencies that have the control, the CPB and PBS, so that Congress will insulate itself one step further from what many of the public interest groups feel would be an undue burden or influence. I recognize the very sensitive nature of the Government funding—on the one hand, as President Ford says, our historic first amendment privilege of not interfering—but there is no way to reconcile those things without stepping on somebody.

Mr. MacDONALD. Yes, there is, and this is why I don't see that the FCC does not seize on it. I know at the hearings we didn't spend much time on it, but I thought that the ascertainment procedure certainly could not run afoul of the first amendment and I think the ascertainment proceeding is the one that keeps you out of constitutional trouble and keeps them insulated from pressures and through ascertaining through the community whether or not they are living up to serving the public interest in the community, not the community that the owner of the station lives in, but the community that is being served—are they living up to the standards of serving that community's public interests? I think that is simple enough. At the FCC, has the matter of open hearings been reopened since I raised it at the overview hearings?

Mr. Hooks. I think we have been sort of closemouthed on open hearings.

Mr. MACDONALD. Can I translate that into "No, it has not been done"?

Mr. HOOKS. It was discussed briefly, but there was no action taken, and the longer I stay there the more I think there is a great deal to be said for open meetings for most things, because we don't seem to have any closed meetings anyway.

Mr. MACDONALD. You are aware that the annual report on the sports antiblackout law was leaked to a trade paper before I got it.

Mr. FREY. Will you yield?

Mr. MACDONALD. Yes.

Mr. FREY. I was a little bit disturbed when I was asked about it and didn't know anything about it. I had to go to the paper to see what they had said. You know it really is discouraging.

Mr. HOOKS. Mr. Chairman, I think what the problem is—and I don't want to be evasive—but one of the problems is, when you have those reports, we meet and discuss them. When they go through duplicating, mimeographing, and printing, you know we don't know really what happens.

Mr. MACDONALD. Are you saying this is something you are not aware of happening?

Mr. HOOKS. There are two lists of distribution and some time ago, Chairman Burch got in serious trouble as you well remember when they tried to tap somebody's phone, unfortunately, to try to stop the leaks. They have had meetings and threatened to fire people and it is almost a problem that seems to me to be beyond getting into once it goes beyond—even sometimes when there are only eight or nine people present.

Mr. MACDONALD. I was not crazy about opening up our markup sessions, say, until such time, and I realized we had as big a sieve in this committee as you have down at the FCC, but we have just opened up the meetings and once again I am urging on one person, and I know you and the chairman do not put together now the agenda, but you might remind him in a friendly way that I have not forgotten, if you tell him.

Mr. HOOKS. I will be happy to tell the chairman that.

Mr. MACDONALD. Tell the chairman that and I am looking forward to seeing progress on that finding.

Any questions?

Mr. BYRON. Mr. Commissioner, I have just one question. We have an Equal Employment Opportunity Commission. Do you see any type of accountability to them in terms of minority employment or are they just not doing the job?

Mr. HOOKS. Yes, there are two answers. First of all, unfortunately, the EEO Commission is so backlogged I suppose that there isn't almost, in terms of reality, any chance of getting something done immediately and particularly in the communications field, because there is so much ferment; more spotlight, you know, more attention given to it. Minorities feel more aggrieved by the lack of programing and lack of employment here than in other industries.

Well, let's deal with employment. You have reference to that rather than other problems because it has such an impact. The background situation in EEOC does not present such a very good picture.

Second, as I recall the law—and I could be wrong—the level at which they deal, the number of employees that constitutes a minimum, there are many public stations that barely qualify. The FCC, 2 or 3 years ago—long before I came on the Commission, when Dean Burch was first made Chairman—passed a regulation that they would enforce, among their regulatees and permittees and licensees, certain EEO requirements. It had a dramatic effect and we can look at the print media where there is no oversight and the percentage of minority employment is very low, 4 percent. And, in commercial broadcasting, it is at 12 percent and I understand from the latest figures that public television is about the same. So we have made a great deal of progress.

The cry, the whole problem now is: "What kinds of jobs do these people have." The chairman spoke about it a moment ago, the timelag. I have this problem all of the time, because I have white people of good intentions and of liberal bent who have this very difficult problem trying to deal with employment of a black or a woman that they think would take a job away from them.

Of course, my stock answer is that if you think about a woman lawyer and a man lawyer who were hired the same time 15 years ago, you recognize, if you are honest, that the man has gotten a higher promotion already and the woman has been bitter for 15 years. So you are not able to balance the "bitters" and if the male has to suffer 6 months it ought not to be so difficult. I think that is what we deal with, it is not only gross numbers but where they fit in terms of the high-ranking jobs.

Mr. MACDONALD. Won't it be hard to write into the law? In other words, you can set up minority hiring patterns and programs, but when you get into the fine brush approach of trying to define what should fit certain sections, as you are talking about, isn't it kind of hard to do?

Mr. Hooks. Yes.

Mr. MACDONALD. Don't you have to look at these, really, at sort of the intent more than anything?

Mr. Hooks. It is very difficult. But the policy of an affirmative action program is upward mobility. In other words, not only hiring at entrance level, but how they advance. It is interesting to know the court the other day in the FPC case entitled *FPC v. N.A.A.C.P.*, pointed out very specifically the question.

The lack of adequate minority representation on these boards, well, this is one of the real sore points. We don't even have a good token on most of them. The boards that run the public stations, they are not employees but they are advisory committees from the community. The point is that they are mostly white upper middle class or upper class. Therefore, they can't really know what the problems are. I run into it all the time as I travel around. I also deal with the fact that if you have people in the top categories they can help to sensitize. Each day of my life on the commission I have an opportunity to do a little evangelical work and I enjoy greatly that opportunity because I have a very receptive audience and they are eager to learn. I notice the Black Caucus, in its deliberations, I am sure must have brought great insight to Congress because I find, increasingly, people don't know many of the problems because it is an unconscious kind of bias that exists. I find, in my own life as related to working with the women's movement, trying to really dig into it, that we have some unconscious male

chauvinistic ideas that we grew up with and we have to sort of work on them to get rid of them. It seems to me this is one of the things that minorities are saying: That if we don't have minority employees in sensitive positions at the stations, it will be reflected in the lack of sensitivity on programming.

I hasten to say that we don't feel that only a black person can program for blacks or that Hispanics have to program for Hispanics or that a woman has to direct and write all programs for women. That is not my view. But I think I am saying very definitely that they ought to be involved in order to get the fullest breath of expression.

Mr. MACDONALD. It is kind of difficult, isn't it, because you could get the 12 percent, or whatever it is, maybe get mediocrity thrown in and not get really the best of the black programming out of that minority representative at that particular station.

Mr. HOOKS. Yes, sir, it is difficult. But with the paucity and scarcity and lack of black programming, I will take even inferior black programming rather than none. I get a lot of people arguing on commercial television about various shows and many black people are disappointed with them and I never made a public statement against them because I feel it is important to have them. And if they are not what they ought to be over a period of time, they will be upgraded and made more representative. Even if we don't get quality, we, of course, help people who have been denied opportunities to prepare for careers in many fields would not come with a great deal of expertise. That is why I feel, if they have the native ability, it is just a matter of training and translation in time.

I think it is important, and I compliment public broadcasting for having 12-percent minority employment because it does mean we should have a pipeline coming up the ramp now, people who can be trained, provided that the top management is really serious about it and gives them the opportunity. I hope that is the case.

Mr. MACDONALD. Or provided, as the chairman so indicated, that we can pay them the right salaries to keep them because as they get along they might want to move.

Thank you.

Mr. Frey.

Mr. FREY. Mr. Commissioner, one of the obvious answers to the problem of minorities is the diversity of programming, not only in television but in radio, and the need for more stations.

One of the problems we have, for instance, in radio brought about by FCC is the question of frequency allocations. They have had that docket for 5 years. When are they going to act on this problem? It is really setting us back in public radio.

Mr. HOOKS. I think that is a very good question and the gentleman, Mr. Coffey, came over and we had a meeting one day where we discussed it. And he discussed it with Commissioner Robinson, who has the title of Educational Commissioner.

It is embarrassing to say we are concerned and we have not been able to do anything about it. I think the FCC in the past has had these problems which are partly solved now, trying to decide what items are more important than others, those that nobody cared much about, and there was not much hue and cry and really got moved to the back burner.

In May 1970, I think our docket 71 was started, it is that old, and I can only promise you that between the chairman, Mr. Robinson and myself, and Mr. Coffey and others of the public broadcasters, we will make every effort to bring them to a quick resolution.

Mr. FREY. If you have a hue and cry, will it help?

Mr. Hooks. I think you raised it today. I will take the record back and that is the "hue and cry."

Mr. Macdonald. If he is not, I am. I cried to Mr. Eger.

Mr. Hooks. We will go back and try to move on the docket.

Mr. FREY. I think part of the problem you are talking about is the diversity we can provide if we have more stations.

One other thing I wonder about is minority programming, this I think is extremely important, and I just wonder if we are sensitive enough to the many minorities we have. I am not necessarily thinking in terms of the color of somebody's skin, but in terms of people with physical disabilities, hearing or sight disabilities. These are minorities, too, and it seems to me they have been left out to a great extent, and we have a responsibility to do something about that.

Do you feel the same way?

Mr. Hooks. Yes, I do.

If I might say this, Mr. Congressman, I have also felt and have not been able to have time to write it out, that there are ethnic minorities in the country who need particular programming on public television and there are cultural minorities who definitely need special programming, and there are those who are minorities for other reasons you pointed out, such as speech and everything. But one of the problems of public television is they never defined their role and to that extent there is sort of a severe conglomeration syndrome in this world.

Mr. FREY. Could I stop you on that, because one of the things we see defining the role, that I just wonder, I don't think the FCC has not done an outstanding job on the problem of minorities, as the chairman pointed out, even on maybe somehow defining what we are talking about.

We also seem to have a problem when we get into this area of, "Where do you start." You know, there are several areas you can block out and then it sort of holds its thunder. I think public television maybe has not done this, but I think the entire communications industry has.

Mr. Hooks. Yes, sir; I expressed to Mr. Macdonald on the occasion when we had a conference, I thought the FCC from my advantage point, had done a very poor job in allocating licenses, or even reviewing. That, in a sense we were responsible for. Of course you remember the staff people disagreed, but later on they came to admit I think, and the record simply speaks for itself. The accessal of rubber stamping and licensing for everybody; I don't think is true. But if it is true in any one particular, it is true in public television.

Mr. Congressman, there was also something in the record of the history that indicated that perhaps you didn't want FCC to look at it too closely. There has been disagreement about that. I remember reading a Senator's statement; if they don't do right we will bring them down here at appropriation time and straighten them up. I think it was a sincere statement, but it was that kind of statement that got the FCC to thinking that perhaps we should not be too involved.

The oversight hearings, however, one of the greatest values we get from them, is in straightening us out on what the mood of Congress is and what the intention of the Congress is and as to what we should do.

I think we have been given the message now of committees of both Senate and House that would like us to look more critically at public television with a view to improving performance, not in a punitive way, you know, but with a view toward improving performance. I think your view is of great weight in our approach to this in the future.

Mr. FREY. Let me ask you a question not on this but generally the question of figuring out if a station is doing a good job for the community. I think it is in line with what you talk about in spite of the words, just to give you an example to illustrate the point. If you had a station in a community of 100,000, only one station doing solely news. I think you could argue it was not doing for the community what it should.

If you had eight stations in the community and one was doing "Top 40" and one "Soul" and one "News" and one was doing maybe in Spanish, for instance, looking at them as a whole, you could argue that they are doing a good job as a total package.

I have never understood how you can sit and look at a bunch of papers filed and the massive number they are filed in and really have any blessed idea of a station doing a good job or not?

Mr. Hooks. I really think we can do a better job and perhaps better than you think from your vantage point. Let me say in radio, the strange thing was that this format radio you referred to sort of evolved out of the marketplace. The FCC did not interfere. That is one of the things we did not do.

One of the things we did not do is assign "Top 40," "Soul," and "Progressive Rock," or whatever. Then in terms of how many commercials they have, we look at that, and in terms of how many public service announcements, we look at that, and in terms of how much time they spent on their news.

What we look at at the FCC, and in that context the entertainment format bothers us little in radio because it is formatted, is the amount of time on commercials, public service announcements, and on news, and whether or not they are rendering a service to the community based on, as the chairman put it, the ascertainment. This will turn up so many problems, and all we ask is tell us which problems they will deal with and how they will.

We don't ask them to deal with all problems. If there are 40 in the community, they can pick 10 and say, "These are the 10; we will deal with them." We ask them how, and it is based on what they say.

Say there is a problem of inadequate schools in the community. They have a weekly program in which the superintendent of schools will speak, and they have a monthly program.

I mean it is the problem the community raises and their efforts to deal with it which enable us to determine whether or not they are doing their job.

Mr. FREY. I understand what you say. I practiced a little law, and like anybody I can do a little job on showing how great a job we do.

I just threw that out because it bothers me and it is along the line of what you are talking about. You are really trying to find out if public television or this, "Are they doing a job in the community," and if

the community happens to be 80 percent black, obviously the program should be different just like if it is 80 percent Spanish. That is what you want to find out.

Mr. Hooks. Absolutely, that is the point I tried to make. To the extent that public broadcasting ever recognizes it, we will be on the road to good performance.

Mr. MacDONALD. Mr. Commissioner, they have raised that, if you let me be their defender because I have been their attacker all week, but they recognize that and they maybe have not done enough, but they recognize it and I think they are sincere, and not just the two gentlemen you mentioned about whom I believe your summation is correct. I don't mean to interrupt.

Mr. FREY. That is all right.

Mr. MacDONALD. But, as a whole, I think that they find that in their own self-interest they should do it or it won't be there.

Mr. Hooks. Mr. Chairman, all I was trying to do was to say, as I have talked with minorities and the Black Congressional Caucus, Black Media Coalition, and the NAACP, is, there has been this continual assault in my own time. "What are you going to do about it?"

It is my considered opinion unless there is some provision for accountability so everybody knows that the Congress, which is the highest level they have to deal with, is concerned, then to the extent that that is not in there, I think we can say—well, we have just had a lot of problems.

I could take the time of this committee, and I won't do it, to tell you over the years of the problems we have had in local communities. The advances have been so minimal and so slow compared with the problems that it is almost, well, the very thing you said about Washington. You know, being 80 percent black in the metropolitan area, and I don't think there is any question in my mind that WETA has a terribly poor record, and you alluded to it, in terms of their minority employment and programming and every commercial station in Washington, I think, is more responsive.

One of the reasons is that all of the other stations might—one of the reasons and I didn't say the only one—be subject to a petition to deny at any point, but WETA has done such a poor job I don't think anybody thinks it is worth it to petition against.

I know they boast of a great going record and I know when I leave this room I will be roundly criticized and condemned for being anti-intellectual, but the point I make is, they are lacking in minority programs, and I should make it clear, they do produce some superlative shows. I think they do "Wall Street Week," "Washington Week-in-Review," which I think you would enjoy very well.

If they had more power, and I am on record as being in favor that WETA move to channel 12, I am in favor and voted for it before, and will again, then maybe they could be more effective.

I don't think it will cause all of the problems that our engineers say. I am willing for them to get more money if it will solve their problem. Money alone will not do it, but a will to direct their conscience toward doing the thing as well as money.

If they don't get money I hope they will get 500,000 watts to get it into the Washington metropolitan area, but not without some dedica-

tion. I will make it my business to try to sit down to talk with them to make your job easier, Mr. Chairman.

Mr. Frey. Let me say a couple of things, which I think also are important.

No. 1, what we are talking about in a lot of areas is opportunity. That is what I believe in and will support as a member of this subcommittee and a fairer opportunity.

Second, in whatever we are doing, I think we also have to remember that it is just not a minority program of one kind or another, but it is a total problem of the American people, that everybody is paying taxes for this, and they deserve a right. You know, I suppose we are all minorities of one kind or another and being a Republican I am more willing to admit to that this time than the last.

I think it is a total approach and I don't think we get hung up in one thing and I think the committee is sensitive to the problem and I think the chairman has done a tremendous job in moving it in the right direction, and I think we are going to get there. I do have faith we will get there.

Mr. Hooks. I would just say— and I know I have taken too long— but I would like to say I recognize this problem and we have been wrestling at the FCC with "how we fit all of these minorities together." Because my conception of public television is, it was designed not to serve that mass audience. That is already being fairly well satisfied; but to serve peripheral needs, to serve special needs, and to that extent they recognize it, in my judgment, in the cultural affairs programming.

There are a lot of people, at the risk of opening myself up to criticism, who will never watch "Upstairs Downstairs" in the American version because it is a soap opera basically, and you can't talk about that to certain people, but everybody can relate, at the highest elevation level, to "Upstairs Downstairs." And I heard people bragging that it is slow moving and full of clichés, you know, "edge of doom or gloom," whatever it is. But at least in Britain it has great acting and a better budget, so it is intellectually all right to talk about that. So they do that.

But my only point is in their preoccupation, and in their preoccupation with serving one minority which ought to be served, and I said it over and over again, on the days of the WPA, that the Congress appropriated money for artists to paint pictures and murals and portraits and I think that is important, because I think in the long run the Nation will be judged more by literature and poetry and drama than by how many buildings it puts up. But we cannot stop with the cultural minority, but should go ahead and deal with others.

The emphasis has been, in my judgment, on that. And to the extent that it has been placed there, it is wrong to place there is not even that it is a question of time because they play most programs twice in a given week. It is a lack of money in that instance.

It is not even a lack of spectrum space because they are repeating programs. They go up there at 9 o'clock, so it is not a question of not having adequate time on the air, but a question of money. No. 1, and I think that is what the committee is working out; and No. 2, it is a question of commitment, and then it is a question of getting the right talent in there to do some job.

I might just say I am not necessarily in favor of the limits, Mr. Chairman, that the administration has submitted. I think that the formula submitted by CPS might be more realistic in light of the 2 1/2 times matching formula that we might think in terms of \$88 million the first year rather than \$70 million.

I thought I might say that also, because I think it is important we have sufficient money to do a job and also important, and I put that big "but" there, there be some accountability to somebody, so we can have the type of programing in that area.

Mr. FREY. Now, the only thing I can't help but say, and I agree with some of the things you say, Mr. Commissioner, but if the country is not free you won't have much poetry and everything under meager expenditures that have to be made.

I will stop because this could be a long discussion.

Mr. HOOKS. I was thinking about \$88 million for, you know, public television and several billion for defense. I am not saying to change that. I am not suggesting you change the ratio.

Mr. FREY. We have changed the ratio.

Mr. HOOKS. I think we can spend \$80 million on public television.

Mr. FREY. They didn't leave many paintings in Vietnam. That is something else. I would like to say this: We can take care of the first two criteria that you suggest, money and accountability, and we intend to. The third, about talent, is out of our hands and should be.

Mr. HOOKS. I am not speaking as a member of the FCC, but as a minority group we will help with talents. If you give us money and accountability I think we can find the other.

Mr. MACDONALD. We are going to try very much. We will try very much to live up to your hope for it.

Mr. HOOKS. Thank you.

Mr. MACDONALD. Thank you very much, Mr. Hooks.

Our next witness is Mr. Pluria Marshall, Washington representative of the National Black Media Coalition.

STATEMENT OF PLURIA MARSHALL, WASHINGTON REPRESENTATIVE, NATIONAL BLACK MEDIA COALITION

Mr. MARSHALL. Mr. Chairman and members of the subcommittee, I appreciate the opportunity to come before you today to express some very grave concerns that we have in public broadcasting. I have sat and listened and waited and finally the opportunity is here.

We have a 22-page document which I will not attempt to read. There are some portions that I think are necessary to be read, are necessary that I sort of give orally.

Mr. MACDONALD. Without objection, the statement will be included in the record and be a permanent part of the record as if read. You hit whatever high spots you want to.

Mr. MARSHALL. Yes, sir.

The National Black Media Coalition is an organization representing 58 local groups throughout the country who are working to improving the service provided to black citizens in their communities by both commercial and noncommercial broadcasting. We work with local stations, participate in regulatory proceedings at the Federal Communications Commission, and have testified before this committee and its Senate counterpart on previous occasions.

We are before you today in hopes of persuading this committee of the need for greater responsiveness by the public broadcasting system in this country to our concerns.

While we support the proposed scheme of long-range financing generally, we urge that certain conditions be met through the funding. More public broadcasting funding, on an assured basis, can clearly serve important goals for blacks and other minorities: But Congress should not miss this historic opportunity to reinforce the fundamental premises of public broadcasting as an alternative service.

Public broadcasting's failure to adequately serve and reach blacks is quite an irony. As we all know, this was the system which was supposed to meet the needs not served by commercial broadcasting. From the very beginning, the public broadcasting establishment sought your assistance, and public tax dollars, by arguing that it would meet those needs.

But we also know that in fact public broadcasting has often pursued the same policies followed by commercial broadcasting; serve the needs and interests of those who can most afford to buy your product, while paying lip service to the ideals and goals of minority interest programming, equal employment, and affirmative action.

If blacks were as well represented throughout the job and program spectrum of public broadcasting as we are in the pictures in CPB's 1974 annual report, this annual report here, for example, we might not need to be here today. This report is typical of public broadcasting's response whenever the question of service to racial minorities is raised. Put out a lengthy report, often liberally sprinkled with photos of blacks, Chicanos, and women, add up employment figures in the best possible way, and compile impressive looking lists with every conceivable black walk-on role listed.

Despite all the statistics and lists of programs you have been bombarded with, the record that CPB, PBS, and NPR have made so far in these hearings is devoid of the kind of specific commitments that will make this truly a public medium.

We believe that it is time for this committee to stop relying totally on the good faith efforts that have been pledged by public broadcasters each time they have sought funding before you. It is time for more definite commitments, with built-in vehicles for regular congressional reports and oversight.

The evidence of this failure to serve minorities kind of outlined in about four or five pages and I think, Mr. Chairman, it might be well to go through some of it.

Mr. MACDONALD. Sure.

Mr. MARSHALL. Because there are often glaring examples of that failure. We have a document which is included in this presentation.

It shows that of the 128 public television licensees in this country, 51 had absolutely no full-time minority employees as of last June. This represents close to 40 percent of all public television licensees. I challenge public broadcasting to find a worse record in commercial broadcasting. We continually talk about public broadcasting needing to be more responsive than commercial broadcasting.

Yes, there are blacks in Indianapolis, Providence, Binghamton, Columbus, Madison, Baton Rouge, and even the State of Iowa. There is also a significant hispanic community in San Jose. There are Native

Americans in North and South Dakota, and Eskimos in Fairbanks. But you would not know that by reading this list.

Even among the other public stations with at least some minority employment, CPB has admitted that only 2 percent of management and professional positions are held by them. This is surely a difficult record upon which to base a request for large doses of taxpayer support.

Additional evidence that the present system is not working at the local level can be found in the ever-increasing numbers of FCC license challenges to public broadcasting stations. For many years, public stations did not receive the same attention at renewal time as commercial stations.

The fact that such challenges have increased in the last few years is in one sense a high compliment to public broadcasting. Blacks and other minorities now realize that public broadcasting matters—that it exists and is a potentially powerful force for either change or reinforcement of the negative stereotypes of commercial broadcasting.

On the other hand, the data submitted in these challenges raise serious questions as to the service of these stations to minority needs. The Alabama Educational Television Commission case is, of course, the most famous, but it is clear from the attached list of stations totally without minority input that this represents only the tip of the iceberg.

Many public broadcasters will still argue that this is a unique situation, born of the prior pattern of State-enforced racial discrimination in the Deep South. But we should remember that the voting and desegregation marches in Selma and other Alabama cities in the early 1960's were also joined by Northerners who felt their own homes were in order, only to be jolted back into reality by the equally ugly racial prejudice that has surfaced a decade later in Boston.

Mr. Chairman, there is a lot of mention of the different stations that they consider good stations, and it is ironic that one of these stations, the Boston station, has a challenge against it right now because of its refusal to serve the minority community, where they took the jazz off of programing and replaced it with classical music.

So, then, when they start talking about serving the people and we see them tightening up their belts, the first folk they cut loose are the ones that they got in last. You know, this is the kind of thing that we just have to see if there is not something we can do to correct it.

Mr. FREY. Did you discuss this with the unions at length?

Mr. MARSHALL. Well, the union problem is another racial problem and I know we don't have time to cover it here today.

They challenged KQED-TV in San Francisco and we had a challenge here against a Washington station, and I think you need to make a move back to town where they belong.

The petitions that have been filed by local black groups against AETC, KQED, WETA, and WHYY—Philadelphia—by Chicanos against KNMF—Albuquerque—by Puerto Ricans against WNET, and by coalitions of black and white citizens against KETC-TV—St. Louis—and WGBH-FM—Boston—are only one part of the evi-

dence before the Congress. In the KQED case, for example, the coalition attached to its pleading one of the most massive reports of broadcast discrimination ever filed by the EEOC. Another EEOC discrimination finding has been lodged against WETA, here in Washington.

In the area of programing, the Corporation for Public Broadcasting's own May 1974 report of its Advisory Panel on Essentials for Effective Minority Programing found a glaring gap between its rhetoric and performance in this area.

Mr. Chairman, I think this is one of the things you have constantly alluded to, the rhetoric versus performance. This is why we feel that specific proposals, after very glaring identification of the problems, need to be offered, which are offered in this report, to correct some of these situations.

I think it is time for the various entities in public broadcasting to stop promising and move on to the business of solving these problems, which I don't think are so difficult. I have heard a lot of talk about how difficult the solution to these problems are. If some of us would stop talking long enough to get started on them, I think we do have some solutions that can work very well.

Mr. MACDONALD. Well then, you agree with practically every other witness. You feel that more money than that detailed in the administration bill is necessary to do that?

Mr. MARSHALL. I think money is part of the solution.

Mr. MACDONALD. I understand it is not the whole thing.

Mr. MARSHALL. Yes. There is a real danger in that because if they got more money to continue or expand on what they have been doing, there is real danger that the exclusion that exists now will be in there.

Mr. MACDONALD. What they promise to do now takes money to do, training program, ascertainment, and all of that, so you do agree perhaps that more money should be included in the bill?

Mr. MARSHALL. Well, yes, I think more money should be included in the bill with those mandates.

Mr. MACDONALD. I understand.

Mr. MARSHALL. Right. The proposals for future action to eliminate past deficiencies in the public broadcasting service to minority needs—I will just read each of the proposals without going into details of them.

One: The committee should support innovative FCC local ascertainment and dialog requirements for public broadcasters including minority and other community input into the PBS station cooperative system.

You know, that is a "white only" thing. All of the station managers and their cooperatives in the United States are white. This is a very serious kind of situation where we actually have no input and the board of directors are generally made up of folk who can either raise the money or give the money. That is another way of eliminating us.

The second recommendation: Because of the failure of local ascertainment and the PBS program cooperative system to stimulate minority programing, 50 percent of all CPB program development funds should go to minority programing under a line-item mandate.

The third recommendation: Congress should encourage the creation of a production center for minority programming equivalent to CTW or NPACT.

We know the kinds of programs that these workshops could do cannot be done without proper money and resources. When they get to us, everybody begins to act like they can't do for us what they have been doing for everybody else. There is no sense in alluding to the fact that minority programming is going to be so offensive.

You know, I don't like yoga and cooking and ballet and this kind of stuff, but you put it on and I have to suffer with it.

Mr. MACDONALD. You don't have to watch it.

Mr. BYRON. Suppose I don't like rock.

Mr. MARSHALL. But everybody gets all upset when we get to talking about minority programming.

Mr. MACDONALD. I don't see anybody on the committee getting upset.

Mr. MARSHALL. But the industry does.

Mr. MACDONALD. Like you and I see eye to eye about many things, but I think while you are right in a way, I think you are exaggerating about that a little bit, because I think that they don't, as Mr. Hooks said several times, and I know you have been here at the hearings faithfully. They try to get a segment of the audience, I don't particularly like any of the things you mentioned either and I don't watch them.

Every once in a while I watch cooking things to see if there is some I can do. But I passed that, you know, I am on to something else.

Mr. MARSHALL. We just like to be put in the hopper with the rest of them. If you don't like us, cut it to go to something else.

Mr. MACDONALD. That is what we want, too.

Mr. MARSHALL. OK. Next, the fourth recommendation: Employment, training and ownership should become primary concerns of CPB's Office of Minority Affairs, with expanded staff and funding.

Now, this is an area, say like with your training grants, it is real interesting that one-half or less than one-half of 1 percent of their budget went into the training grants and there was a severe abuse of these training grants where folks were put on as production people and were made errand girls or whatever, or switchboard operators, you know, so that the whole thing needs to be centralized under the minority affairs area where there can be better coordination, you know, with the standard staff and budget.

These are some things that we feel are very important. Now, under this minority affairs office should come the inner-training grant, the minority employment opportunities clearinghouse, like NAB has, where, you know, the stuff is fed into qualified people or qualifiable people and the network knows about who is available, you know.

I have heard of the public broadcasters crying about, "We can train them, but we can't hire them." They have not told you this. There are a lot of trainees that come out of their training program, they say they can't hire them, but they don't have a system to let the other systems know in the public broadcasting race that there are trained people available.

The NAB has one and we think there should be no problem for them to see the folks at NAB to get an idea of the pitfalls and how to work

that system out, a system for minority applicants for new public broadcasting stations.

One of the problems down in Alabama with the folks who could have been interested and some who are interested in competing for some of those licenses, is that the paperwork is so monstrous and so technical that if you have not been involved in it before, you are just out of it before you start.

So we think that this function ought to come within the ranks of CPB, where they can provide technical and legal assistance for minority groups because they are almost outside of the educational institution and there are almost no public broadcasting entities for the black community. This is one of the most important and that is an important aspect of the minority affairs office.

The equal employment data collection with an improved form or forms for them to report to. The current 395 at the FCC is being revised with their EEO thing, which we have walked those halls an awful lot to make sure that thing does come out into effect in 4 or 5 weeks, which I think, if they had their own forms down pat to where there is some accountability in commercial industry, the public broadcasting might feel better about what they have to do.

I would agree this example has not been very good coming from FCC. We have been waiting on some specific guidelines on equal employment opportunities in broadcasting for 2 years. They have been promising us for 2 years. So you know it has been a long, hard fight trying to get that. We think that this kind of thing does need to occur in public broadcasting.

The last item under the minority affairs office would be the separate internal EEO office within CPB, PBS, and NPR because we can start at those levels. There are no blacks hardly at all. I think there is one at PBS in a decisionmaking capacity, and which in my definition is really not a decisionmaking capacity, because that person does what he is told to do after a decision has been made, you know, the basic decision. So he does not have a chance to really get off into making real decisions in that area.

The whole thing of having blacks in decisionmaking positions has been the biggest hopes of these hearings, because we are not talking about a civil service kind of restriction where you have, you know, to work your way up through the ranks, but identify the kind of executive, you know, that is necessary for this level and you hire them. It is just that simple, and the salaries that are payable at this level do not differ too much from commercial broadcasters as, you know, in the lower levels, you know, because there are a lot of blacks who would welcome the opportunity to move into certain kinds of positions like this who cannot get that kind of opportunity in commercial broadcasting, so they will be glad to work for that amount of money.

The WETA situation, where a vice president from PBS was made station manager of WETA, well, our concern is whether or not a black is eligible to fill that spot, because some affirmative action has occurred, you see. So they have a number, or they have had a number of opportunities to show their good faith. They have not shown their good faith. The only way we feel that this kind of thing can correct itself is that the mandate come from, you know, the hearings, the efforts through Congress.

You know, they talk about how little amount of money there is. Although it is very important, you know, we are looking at the foundations who also give them large chunks of money and seeing if there are any stipulations of the foundations, who claim to be equal opportunity people, are asking them to deal in the same way from that foundation side of it as we are asking from the Government's side.

So we are looking at all fronts of this total situation and in addition to all of the work that has gone into our preparation for this presentation. Mr. Chairman, we stand ready to help in sensitizing and directing public broadcasting in some, into some avenues that they have traditionally not looked into.

They talk about more public broadcast stations in minority communities, you know, but they have not even paid lipservice to it. But there are ways through that minority ownership office that this thing can become a reality because if you look at all of the roadblock, you just take your bag and go on about your business because you just can't overcome this. They know this, so they tell you what you have to do and if you don't do it, you are out of it.

Mr. MACDONALD. Did I understand you correctly that somebody owns public broadcasting, a minority group can own public broadcasting?

Mr. MARSHALL. Can be a licensee, yes.

Mr. MACDONALD. Yes, but it is a group, not an individual, it is unlike commercial TV in that way. No money comes back from it. So you have to have this thing.

Mr. MARSHALL. I understand that. When I say, you know, a group, you know, if I said somebody, you know.

Mr. MACDONALD. Well, a body is a body and not just somebody, right, I see that.

Mr. MARSHALL. Right, that kind of thing does exist and they know about it. I think there was just one thing, well, the one area of setting up a work-hop to deal with minority programing. Have any of you given any thought to that, the feasibility of it, and this kind of thing?

Mr. MACDONALD. I perfectly frankly have not, no. That does not mean that I have thought about it and rejected it. I just never thought about it.

Mr. MARSHALL. OK, time is flying. If there are any questions, so we don't have to break before you might get in your questions?

Mr. MACDONALD. Well, that bell was just an indication that we went into session. That is not a call of the House. You still have some time.

Mr. MARSHALL. OK, I can stop now, Mr. Chairman.

[Mr. Marshall's prepared statement follows:]

STATEMENT OF PLURIA MARSHALL, WASHINGTON REPRESENTATIVE
NATIONAL BLACK MEDIA COALITION

Mr. Chairman and Members of the Subcommittee: The National Black Media Coalition is an organization representing 58 local groups throughout the country who are working to improving the service provided to black citizens in their communities by both commercial and non-commercial broadcasting. We work with local stations, participate in regulatory proceedings at the Federal Communications Commission, and have testified before this committee and its Senate counterpart on previous occasions.

We are before you today in hopes of persuading this committee of the need for greater responsiveness by the public broadcasting system in this country to our concerns. While we support the proposed scheme of long-range financing

generally, we urge that certain conditions be met through the funding. More public broadcasting funding, on an assured basis, can clearly serve important goals for blacks and other minorities. But Congress should not miss this historic opportunity to reinforce the fundamental premises of public broadcasting as an alternative service.

Public broadcasting's failure to adequately serve and reach blacks is quite an irony. As we all know, this was the system which was supposed to meet the needs not served by commercial broadcasting. From the very beginning, the public broadcasting establishment sought your assistance, and public tax dollars, by arguing that it would meet those needs.

But we also know that in fact public broadcasting has often pursued the same policies followed by commercial broadcasting: serve the needs and interests of those who can most afford to buy your product, while paying lip service to the ideals and goals of minority interest programming, equal employment, and affirmative action.

If blacks were as well represented throughout the job and program spectrum of public broadcasting as we are in the pictures in CPB's 1974 Annual Report, for example, we might not need to be here today. This report is typical of public broadcasting's response whenever the question of service to racial minorities is raised. Put out a lengthy report, often liberally sprinkled with photos of blacks, Chicanos, and women, add up employment figures in the best possible way, and compile impressive looking lists with every conceivable black work-on role listed.

Despite all the statistics and lists of programs you have been bombarded with, the record that CPB, PBS and NPR have made so far in these hearings is devoid of the kind of specific commitments that will make this truly a "public" medium. We believe that it is time for this committee to stop relying totally on the "good faith efforts" that have been pledged by public broadcasters each time they have sought funding before you. It is time for more definite commitments, with built-in vehicles for regular Congressional reports and oversight.

EVIDENCE OF PUBLIC BROADCASTING'S FAILURE TO ADEQUATELY SERVE MINORITIES

Perhaps the most glaring deficiency of public broadcasting is its failure to move blacks into decision making roles. This creates an insensitivity at the top level of power that duplicates the pattern of black exclusion in commercial broadcasting. It creates a ripple effect that permeates all programming and lower level employment decisions. We really would not have to talk to you today about the need for more black programming if there were more black decision makers in public broadcasting.

PBS, in its own report submitted to you on Tuesday, admitted that its survey shows minority participation on station boards of directors is at best "uneven". But its own situation is far more serious. PBS lists only one black member on its 25 person Board of Governors and none on its 25 member Board of Managers. Indeed, there is not one black public television station manager in the continental United States. PBS has seven Vice Presidents. Not one is a black, a member of any other minority, or a woman.

When top positions do open up, even today, whites continue to be hired to fill them, leaving behind openings which are themselves filled with other whites. This pattern was recently repeated in the replacement of the station manager at WETA-TV-FM. These stations are licensed to Washington, D.C., a city which is 70% black. Yet, once again, a white manager replaces a white manager, with, to our knowledge, no apparent effort to find a black for the position. The new manager was formerly a Vice President of PBS. It will be interesting to see if the game of musical chairs continues, or if PBS will make an affirmative action effort to seek a black Vice President to replace him.

The situation at CPB is not significantly better. None of the Corporation's five top officers are black. Only two of CPB's 18 department heads are black, one of whom heads the Office of Minority Affairs. These two are the only minorities among the 25 top-salaried CPB employees (Grade 9 and above).

National Public Radio may have the most severe problem among the national organizations. No blacks are employed at either the top or middle management levels of NPR. With the exceptions of one Latino, no members of other minority groups are represented at these levels. Several of NPR's black employees have publicly complained of discrimination in promotion, hiring and salary practices, even at the lower levels.

But the most incredible statistics are those of local public stations, graphically shown by the list attached to my testimony. It shows that of the 128 public

television licensees in this country, 51 had absolutely no full-time minority employees as of last June. This represents close to 40% of all public television licensees. I challenge public broadcasting to find a worse record in commercial broadcasting. Yes, there are blacks in Indianapolis, Providence, Binghamton, Columbus, Madison, Baton Rouge, and even the State of Iowa. There is also a significant Hispanic community in San Jose. There are Native Americans in North and South Dakota, and Eskimos in Fairbanks. But you would not know that by reading this list.

Even among the other public stations with at least some minority employment, CPB has admitted that only 2 percent of management and professional positions are held by them. This is surely a difficult record upon which to base a request for large doses of taxpayer support.

Additional evidence that the present system is not working at the local level can be found in the ever-increasing numbers of FCC license challenges to public broadcasting stations. For many years, public stations did not receive the same attention at renewal time as commercial stations. The fact that such challenges have increased in the last few years is in one sense a high compliment to public broadcasting. Blacks and other minorities now realize that public broadcasting matters—that it exists and is a potentially powerful force for either change or reinforcement of the negative stereotypes of commercial broadcasting.

On the other hand, the data submitted in these challenges raise serious questions as to the service of these stations to minority needs. The *Alabama Educational Television Commission* case is, of course, the most famous, but it is clear from the attached lists of stations totally without minority input that this represents only the tip of the iceberg. Many public broadcasters will still argue that this is a unique situation, born of the prior pattern of state-enforced racial discrimination in the Deep South. But we should remember that the voting and desegregation marches in Selma and other Alabama cities in the early 1960s were also joined by Northerners who felt their own houses were in order, only to be jolted back into reality by the equally ugly racial prejudice that has surfaced a decade later in Boston.

Some of recent license challenges have been directed to the very "flagship" stations of public broadcasting in the East and Far West. For example, an NBMC affiliate, the Community Coalition for Media Change, challenged the license of KQED-TV, San Francisco last fall. KQED-TV's response may be instructive to the Committee. It argued in a telephone book size pleading with exhaustive lists of programs that it was a "leader" in public broadcasting. The Coalition responded with the station's own figures, on file with the FCC, showing that KQED had the lowest percentage of minorities employed in the top three job categories (managerial, professional, and technical) of any station—public or commercial—in the entire Bay Area. According to its latest filing with the FCC it has still not achieved one-half of the level of minority employment in responsible station positions attained by the lowest of the four commercial VHF's in its market. Apparently "leadership" in public broadcasting is a highly relative matter.

Another "flagship" station is, by anyone's count, WNET in New York. Yet the Puerto Rican community chose this as a target for revocation of license, leading to the famous dissent of Commissioner Hooks. Black Citizens for Fair Media, a New York-based community group with which we work, has similarly found it often easier to deal with the honest commercial goals of, for example, WABC and WNBC than the "good intentions" but severely flawed performance of WNET.

Finally, PBS regards WGBH in Boston as such a fine example that it cites its program selection policy at the beginning of its voluminous paper on minority concerns. WGBH's goal are stated to be to "contribute to a sense of community" among the "many different people" it must serve. Yet its public radio station has recently been challenged for narrowly limiting that "community" by dropping most of its jazz and public affairs programming and substituting more classical music.

Among stations in the next level of urban markets, the problem is if anything more severe. The St. Louis public television station, in applying recently for a second channel in that city, proposed what it apparently considered to be a comprehensive educational programming schedule. None of this programming, however, was addressed to the severe problems of unemployment, poverty, and lack of basic educational skills among the 50% of that city that is black. A college level course in black history was considered adequate. No high school certificate

equivalency or vocational training courses geared to those who might not be able to afford a membership or an over-the-air enrollment fee were offered.

If these are the commitments of urban "community station" public broadcasters, who should be most sensitive to minority needs, clearly there must be deep problems with the mechanism for minority input into the total system.

The petitions that have been filed by local black groups against AETC, KQED, WETA and WHYY (Philadelphia), by Chicenos against KNME (Albuquerque), by Puerto Ricans against WNET, and by coalitions of black and white citizens against KETC-TV (St. Louis) and WGBH-FM (Boston) are only one part of the evidence before the Congress. In the KQED case, for example, the Coalition attached to its pleading one of the most massive reports of broadcast discrimination ever filed by the EEOC. Another EEOC discrimination finding has been lodged against WETA, here in Washington.

In the area of programming, the Corporation for Public Broadcasting's own May 1974 Report of its Advisory Panel on Essentials for Effective Minority Programming found a glaring gap between its rhetoric and performance in this area. And a very recent CPB audience research study, released in its February 24, 1975 *Newsletter*, confirms that it is not only failing to reach blacks, it is also failing to reach blue collar whites.

PROPOSALS FOR FUTURE ACTION TO ELIMINATE PAST DEFICIENCIES IN PUBLIC BROADCASTING'S SERVICE TO MINORITY NEEDS

To help correct this pattern of exclusion, this Committee should make long-range funding subject to the following conditions:

1. The Committee should support innovative FCC local ascertainment and dialogue requirements for public broadcasters including minority and other community input into the PBS Station Cooperative System.

Minority programming—never an overwhelming proportion of the public television national schedule—has suffered further losses since the adoption of the program cooperative selection system. Like commercial broadcasting, under this new cooperative system programs are chosen according to whether or not they will attract viewers. Local stations choose and pay for the programs they want from the network. The more popular a program is among the stations, the less it costs each station, since its expense is shared. Programs which are likely to attract the most viewers, particularly viewers most apt to contribute money to the station, are thus most frequently chosen.

This built-in economic bias in program selection is not the only reason why public broadcasting offers such poor programming service to minorities. Most public broadcasting stations don't even know what the needs and interests of the minorities in their communities are. Since local stations depend to a significant degree on contributions of viewers and listeners, they tend to come to think of their communities' needs as only the needs and interests of middle-class whites who are most able to provide financial support.

The deficiencies of this process are explained in detail on a recent report published by the Aspen Program on Communications and Society, Public Broadcasting's Station Program Cooperative, by Nathan Katzman (September 1974). Katzman is severely critical of the lack of innovation and community responsiveness, and the undue emphasis placed on financial factors, in the cooperative system. He concludes:

It is not clear that the opinions of specific program managers reflect the particular slants of the populations they serve. . . . Their sources of information are often limited to discussions with friends and associates and the letters that arrive at the station. (p. 16).

The Federal Communications Commission is presently considering requiring public broadcasting stations to conduct formal ascertainment of their communities' needs and interests, as commercial broadcasters must do. With the introduction of the cooperative system, putting decisions in the hands of local stations, such a process is particularly important. This committee's support of that proposal, in the legislative history of this bill, might expedite the Commission's decision on that matter, which has been pending since 1973.

But public broadcasting should not be held only to the bare minimum of formal public and community leader surveys required of their commercial counterparts. CPB in its own comments in this rulemaking has admitted that public broadcasting should be held to a higher standard of systematic dialogue with input from and service to its community. And the FCC indicated that it agreed, in its decision in the AETC case. The Commission there held that

"educational television has a paramount obligation to endeavor to serve significant minority needs in its service area". This obligation, it said, is "over and above what is expected of commercial stations" because of its reserved spectrum allocations and public funding.

The comments of citizens groups in this FCC rulemaking have urged that each public station be required to set up a local community advisory board, separate from its state, municipal, or other legal governing board, for purposes of meaningful ongoing ascertainment and dialogue. A new rulemaking petition was recently filed with the FCC last December urging a similar concept.

Other innovative techniques, such as on-air ascertainment through feedback programs with the station manager, open and televised public station board meetings, and "town hall" televised programs on public broadcasting's role in the community were also suggested by citizens groups. It is ironic that ascertainment in commercial broadcasting uses every form of communication except the most powerful in our society—their own television medium. Public broadcasting could break this mold, since it does not lose commercial revenues by using its time for ascertainment purposes. At present, the only time public broadcasting talks directly to its audience is when it asks for contributions during "pledge weeks". If each station devoted similar resources and effort to at least one on-air "Ascertainment Week" each year, it might be able to make more responsive cooperative and other programming decisions.

This committee should not only address this question in its report, it should also question the FCC during its upcoming oversight hearings as to why this rulemaking has been delayed for so long.

2. Because of the failure of local ascertainment and the PBS Program Cooperative System to stimulate minority programming, 50 percent of all CPB program development funds should go to minority programming under a line item mandate.

For all of these reasons, minority programming not only has not been encouraged, but has in fact been set back, in public broadcasting. Past programs, such as "Soul", have been discontinued and not replaced.

The figures submitted by PBS Tuesday show that the 1974 Cooperative resulted in only 5.5% of programming targeted for minorities and women. The figures for minorities alone was not broken out. While the report states that special efforts are being made in the 1975 Cooperative to stimulate more minority programming proposals, our information is that extremely few of these have survived the initial voting rounds. CPB must use a significant portion of the funds it will receive over the next five years to redress this imbalance.

This proposal will, as usual, meet the spectre of "segregated" or "apartheid" programming that is constantly raised whenever blacks appeal for programming targeted primarily to them. PBS claims that it would be "insulting" for it to attempt to serve blacks, Chicanos, and women solely with programming targeted by race and sex. We agree with the premise that all public broadcasting efforts should have the substantial input and participation of blacks and other minorities. But that does not discredit the concept of specially targeted programming.

It is ironic that on the one hand public broadcasting throughout its literature has argued that its mission is to reach certain target audiences, yet still attempts to rationalize away or dilute that concept when it comes to racial minorities. It appears that "segregated" programs for children, yoga devotees, cooking buffs, guitar players, stock market investors, and opera or ballet fans is the very essence of public broadcasting. Yet somehow a Spanish-language program, an examination of ghetto consumer problems, or a "soul" music series, is regarded as a unique and special dispensation to minority group "pressure" because it may not appeal to all segments of the potential public television audience. But it is because of the very concept that public broadcasting will provide a "cafeteria", from which many different parts of the audience will choose different programs at different times, that PBS emphasize the number of households that watch public television during a week, not its ratings at any one time.

We must stop the attitude that public broadcasting must be apologetic to the rest of its audience for presenting minority appeal programming. The person who takes affront at a "Black Perspective on the News", or a "Black Journal" feels no need to apologize to someone who may not be interested in his or her yoga or cooking show. We have not attacked, nor did Commissioner Hooks, other types of specialized interest programming as a legitimate part of public broadcasting. But the argument must cut both ways.

Thus, to counterbalance the inadequacies of the cooperative process, large amounts of the portion of federal funding allocated directly to CPB, rather than to the local stations, should go into development and ongoing funding of minority targeted series. This apparently is the only way the stations will provide them—if they get them for "free". At least until the local stations have upgraded the representation of minorities on their boards and staffs, and totally revamped their ascertainment procedures, CPB will have to play a very active role in this process.

CPB has already recognized this duty to some degree. But our calculations indicate that out of CPB's total programming budget for Fiscal 1975, only slightly more than \$1 million of the \$6½ million spent outside its Cooperative contribution (about 15%) went for development or continuation of minority (Black, Latino, Native American) series. These were Interface, Realidades, and American Indian Artists. That figure should be raised to 50 percent of CPB's non-SPC funds effective with the higher overall funding levels provided by this legislation. This would still be a small proportion of the total national programming dollars in the system, given the high percentage of increased funds that go to the Cooperative. But it would be a beginning.

3. Congress should encourage the creation of a production center for minority programming equivalent to CTW or NPACT.

As an efficient use of its program development funds, CPB could provide the seed money for a production center for the creation of innovative high quality national minority programming. Funding for HEW, major foundations, and corporations should also be sought for this effort. At least twice before this concept has been utilized by public broadcasting to fill a gap in programming that could not be adequately met through local station product.

The first of these national production centers was the Children's Television Workshop, a joint CPB HEW-foundation enterprise. It was recognized that to reach children, a specific target audience, with interesting, exciting learning concepts, demanded the creation of a special center. There experts in many related fields could combine their talents, exchange ideas, and benefit from the efficiencies of centrally located equipment, data, and services. What resulted was Sesame Street and The Electric Company. The initial costs were high, but without them, it is highly doubtful that public broadcasting could have become the force it currently is in children's television.

The second was the National Public Affairs Center for Television, formed to handle in a professional journalistic manner public broadcasting's coverage of critical national events such as the 1972 election, the Watergate and Impeachment Hearings, as well as produce weekly public affairs series and documentaries. It too had a specialized mission that demanded national coordination outside the abilities of a normal station program budget or facilities. It was a joint project of CPB and the Ford Foundation.

Surely that pattern could be repeated in an area such as minority programming, where total dependence on individual station product has been less than successful. Creation of such a center would not mean that all minority programming would be produced there. The creation of CTW did not prevent WGBH from successfully developing ZOOM. And the creation of NPACT did not displace other public affairs series such as Bill Moyers Journal from WNET, or Firing Line from SECA. But it did represent in both cases a significant additional ongoing commitment, above and beyond single series from individual stations that might come and go, to a type of programming for which public broadcasting had a special mandate.

Creation of such a center would benefit outside the quality of programming it could produce. One of the great difficulties of minority programming has been the inability of single series to attract foundation or corporate backers. A center such as that envisioned by NBMC, however, would have its own development department. No longer would minority producers have to rely on the primarily white development departments of local stations. Thus foundations and corporations would be directly contacted by minority development personnel who regarded funding for such programming as their first priority, not merely part of a general shopping list.

4. Employment, training, and ownership should become primary concerns of CPB's Office of Minority Affairs, with expanded staff and funding.

The need for formal procedures requiring stations to ascertain the needs of their communities is made even greater by the fact that, as previously noted, the people who make decisions at the local level—the station managers, the station boards of directors, the top programming personnel—are virtually all

white. The excuse frequently given for the absence of minorities in decision-making positions is that "We just can't find any who are qualified!"

But, instead of trying to quickly fill the gaps through affirmative action in training and employment programs, the system continues its pattern of exclusion at all levels.

It is in this area of employment and control that the issue of black input into general programming arises. Without black representation at the decision-making levels of the local stations, on their production staffs, and as development officers seeking program funds, it is little wonder that not only is specifically targeted minority programming for blacks deficient, but also black input in all local programming.

The national "general audience" production efforts of public broadcasting find minorities similarly excluded. For example, one could have watched the entire Watergate coverage of public broadcasting—the time at which more people than ever turned to it—without seeing a minority reporter, analyst, or spokesperson.

PBS's "minority programs" listing makes much of public affairs programming, including the Watergate and Judiciary hearings, as a substitute for minority targeted programming. But the failure of either set of hearings to include blacks or other minorities in their production or as on-air talent undermines this contention. Of course blacks were interested in Watergate and Impeachment. They have had their own experience with "Watergate" tactics from the Nixon Administration. But it is public broadcasting that is saying, by implication, that blacks are not interested in such "public affairs" programs, not blacks themselves. Is it any wonder that we need a "Black Perspective on the News", if no blacks are included in production of other public broadcasting documentaries or news coverage.

These patterns of exclusion could not go unnoticed within public broadcasting if blacks were represented adequately in all levels of responsibility of national and local bodies, including the Boards and executive staffs of CPB, PBS and NPR.

There are at least four areas in which the responsibilities, staff, and funding of the CPB Office of Minority Affairs should be increased to help it alleviate this problem.

A. Minority training grants

CPB's budget has included \$220,000 per year for the last two years to provide matching grants to local stations which fund minority training programs. This sum represents less than 1/2 of 1% of CPB's total budget of \$50 million. This is an example of the low priority minorities receive at the hands of public broadcasting.

Not only is there inadequate financing of minority training grants, but the program is set up in a way that guarantees its ineffectiveness. First, the CPB funds are matching grants, which means local stations get funds only if they can afford to provide 50% of the trainee's expense. Thus stations in depressed areas, where the need for minority training programs may be the greatest, are unable or unwilling to put up the money to receive a matching grant, and thus offer no training programs at all. In fact, those stations among those already sensitized to the problem will naturally be the most willing to put up the matching funds.

Minorities' opportunities to receive training for responsible positions in public broadcasting should not be precluded by a station's unwillingness or inability to bear half of the expense of that training. CPB's budget should have funds earmarked for minority training in an amount substantially higher than currently offered. Further, the funds should not be available on a matching grant basis, but rather should be made available to minorities in a way which cannot be frustrated by a station's claim of poverty or higher financial priorities.

Second, the minority training grants should be made on the condition that the funds will actually be used to train minorities to move into responsible, professional, decision-making positions. Our experience has been that stations take advantage of the training grants to get cheap labor in lower positions. Thus, although the trainee may, on paper, be learning to fill a professional capacity, the job actually turns out to be that of errand boy or secretary or telephone operator.

Other stations place the trainee in a "professional" role in the Community Relations Department, which is then relegated to a back seat in the operation of the station. Such "departments" are often a buffer for the station's refusal to deal directly with minority community complaints.

In sum, these grants must be effectively used to bring minorities into the mainstream of employment opportunities in public broadcasting, so that the next time WETA, for example, needs a general manager, many minority applicants will be among those competing for the job.

PBS in its "minority report" on Thursday, spoke of setting up an office "to secure Federal Funds for a systemwide recruitment and training program. But it failed to ask for those funds here in this legislation, where such "federal funds" are precisely the subject of these hearings. PBS might effectively assist CPB in this and other minority employment efforts. But the goal is not for a future commitment to seek such funds. Rather we need a present request to allocate a substantial portion of this legislative funding for such purposes. If not, Congress should mandate this allocation.

The problem is immediate and difficult to meet locally. KQED closed down a formerly well-funded minority training program over a year ago. The attached *New York Times* article indicates that WNET's training program is also in jeopardy. This is a highly appropriate and traditional area for federal assistance to local communities, and NABM would support substantially increased funding levels that would be channeled to this purpose.

B. Minority employment opportunities throughout

The National Association of Broadcasters in 1973 established an office that solicits and locates "qualified" or "qualifiable" minority applicants for jobs in commercial broadcasting. It provides counseling services to applicants and advisory-placement services to broadcasters seeking to increase their minority employment and training programs.

Such a service could easily be offered by CPB to do for public broadcasting what the NAB's clearinghouse does for commercial broadcasting. The counseling and referral service would be a logical step from the minority training grants, and would assist stations in their affirmative action efforts. For this reason, it should coordinate closely with the training and department, as well as the data collection office described below.

C. Assistance to minority applicants for new public broadcasting stations

No currently operating public broadcasting station is licensed to a minority educational institution or community non-profit organization. Howard University recently acquired a construction permit for the first potential such operation. And a predominantly black group has applied for some of NABM's channels. But ownership of public broadcasting, as with commercial broadcasting, still lies almost exclusively in white hands.

This is true in part because information about acquiring a public broadcasting license is so inaccessible. Groups interested in operating a station meet with immediate difficulty in trying to learn, in plain English, what the basic requirements for such an operation are. An inquiry at HEW, the FCC, or CPB will result in either no response at all, or a bundle of government forms and applications and questionnaires which leave the group wondering why they were bothered to ask.

CPB could provide a tremendous service by preparing and distributing basic, clear information designed to encourage minority ownership of public broadcasting stations. But beyond merely disseminating information, this office should have personnel able to go into the field to assist a local minority educational institution or group in filling out the proper forms, finding engineering consultants, and even on how to approach foundations, local commercial broadcasters, business, and other potential sources of support.

Nowhere, either at the FCC, NAB, HEW, CPB or any other broadcasting institution is there a resource for groups who are frustrated with dialogue with and litigation against existing broadcasters as a means of gaining access to the airwaves. Direct access through ownership and control is the logical future step and may be far more effective than the present painstaking efforts to open the closed doors of existing broadcasters. Once a group learns that any non-profit institution with educational and public service goals is qualified for HEW facilities funds to start a station, CPB funds to operate it, and PBS or NPR programming to air on it, their interest in this route will be dramatically increased.

This is not a visionary concept. At this very moment, Chicago groups in the Southside state attempting to fill out applications and gain an adequate base of community financial support to apply for vacant public television and radio frequencies. A similar process is occurring among blacks in Alabama who have requested additional time from the FCC to file for some of NABM's channels. At least the consultative services listed above should be available to them and groups like them both at CPB and HEW.

Beyond this minimum service to potential minority applicants, however, this legislation should mandate an additional commitment of CPB funds, at least equivalent to those for minority training for seed funds for engineering studies, legal expenses, and other costs of submitting an application to HEW and the FCC for a new public station. Such ownership is at least as critical to the medium's future as minority training of other stations, and should be financially supported with the same vigor under the new legislation.

D. Equal employment data collection.

To assist the industry itself, the public, Congress, and other regulatory agencies in understanding the role minorities play in public broadcasting, basic employment information such as that attached to my testimony, for example, must be compiled and made available by CPB.

Such information should include:

(1) Statistics on minority employment throughout public broadcasting, both in the aggregate and at each local station. These should be categorized by each job position, not by the broad categories called for by the FCC's reporting forms, and should contain comparative salary level data.

(2) Identity and composition of the boards of directors of each public broadcasting station by race and sex, and business or other community ties.

(3) Identity and composition of the staffs and boards of directors of CPB, PBS, and NPR.

Submission of the information asked of each station to CPB should be made part of the CPB requirements for qualifying for a community service grant. CPB should be required to distribute this information to HEW, the FCC and the EEOC. It should also be required as a term of the CPB grant that each station's data be placed in the station's data base placed in the station's public file, available to the local community for study, review, and discussion with station management. This data should also provide the basic material through which the minority training grant and minority employment clearinghouse branches of the office could target the stations most in need of their services.

It should be emphasized that each of these recommendations has been made in the context of expanding the present CPB Minority Affairs Office. Each new function should receive its own staff and funding so that the projects are not overburdened by lack of resources to carry them out.

E. Separate internal Equal Employment Opportunity Offices should be established within CPB, PBS and NPR.

As repeatedly pointed out, the failure to include blacks and other minorities in public broadcasting at the local level may be explained in part by the failure of the national offices to provide leadership through full minority participation at all levels. The sorry records of these agencies in recruiting, training, hiring and promoting minorities must give way to a new determination to live up to the language of all the policy statements, affirmative action programs, equal employment commitments, and non-discrimination clauses.

The Committee has heard the facts of discrimination, despite the attempts of the representatives of CPB, PBS and NPR, to disguise the figures so they would not look so bad. A separate internal EEO compliance office, with investigatory, arbitrative and enforcement powers within each of the three agencies, CPB, PBS and NPR, would provide the incentive that "new words and good intentions" have thus far failed to achieve. Such offices, and adequate staff, are required at all federal agencies. They should be similarly required where so much federal funding is entering these three entities.

In conclusion, I urge the committee to act with courage. Public broadcasting need long term financing to operate with the security required for innovation, experimentation, excellence and responsible service. But the public must get its money's worth back from public broadcasting. Long term financing should buy us a public broadcasting system which serves us all, and which includes black at all levels of its operation.

EXHIBIT A

PUBLIC TELEVISION LICENSEES WITH NO FULL-TIME MINORITY EMPLOYEES,
JUNE 30, 1974*Call letters and location*

1. KEET: Eureka.
2. WUSE: Tampa.
3. WGTV: Athens.
4. KUTD: Moscow.
5. So. Ill. University: Illinois.
6. WTVP: Peoria.
7. WNIN: Evansville.
8. WFYI: Indianapolis.
9. WCAE: St. Johns.
10. Iowa Network: Iowa.
11. KTWT: Topeka.
12. WCBB: Augusta.
13. WMLB: Orono.
14. WCMT: Mt. Pleasant.
15. WUCM: University Center, Mich.
16. KWCM: Appleton.
17. WJSE: Duluth.
18. WSKG: Binghamton.
19. KFME: Fargo.
20. WOUB: Athens.
21. WBGL: Bowling Green.
22. WOST: Columbus.
23. WQLN: Erie.
24. WITF: Hershey.
25. WYIA: Scranton.
26. W²BE: Providence.

(Based on the 1973 survey.)

Call letters and location

27. KESD: Brookings.
28. So. Dakota Network: So. Dakota.
29. KAMT: College Station.
30. KNCT: Killeen.
31. KPYU: Provo.
32. Vermont Network: Vermont.
33. KPEC: Lakewood Center.
34. KWSU: Pullman.
35. KTPS: Tacoma.
36. KYVE: Yakima.
37. KVCB: San Bernardino.
38. KTEH: San Jose.
39. WTTU: Bloomington.
40. WVUT: Vincennes.
41. WSGF: Newark.
42. WHA: Madison.
43. KUAC: Fairbanks.
44. WNEO: Alliance.
45. KAIT: Boise.
46. WIPB: Muncie.
47. WLPB: Baton Rouge.
48. WETC: Allendale.
49. WNPB: Marquette.
50. KAVT: Austin, (Minn.).
51. WNIT: South Bend.

EXHIBIT B

(From the New York Times, Mar. 21, 1975)

FUND CRISIS IMPERILS WNET SCHOOL FOR MINORITIES

(By Les Brown)

A training school for minorities, which has been operated at WNET 13 since 1968, may be forced to close next month because of a lack of funds, stranding 35 students who began the 42 week course in January.

The school, conducted by WNET personnel three evenings a week and occasionally on weekends, is designed to prepare disadvantaged people and members of minority groups for careers in the technical and production ends of television. No tuition is charged.

The program, which has had chronic funding problems since its founding, will have used up its latest grant, from the New York State Council on the Arts, by April 14. According to a station spokesman, WNET is in the process of applying to the city's Department of Employment for Federal funds allocated under the Comprehensive Employment and Training Act. "But it involves a lot of computerized paper work, a matter of filling out forms," the spokesman said.

A number of trade students staged a demonstration Tuesday at the station's office in the Henry Hudson Hotel on West 58th Street to protest the refusal of WNET to provide money from its own budget to keep the school going until other funding was available.

Picketing is scheduled to resume today, a member of the student council said. "We are accusing the station of not living up to liberal standards," she commented, "and we are asking that the school be funded as a permanent part of WNET and not as an added facet that is in constant danger of suspending operations."

According to Jeri Feagans, director of the school, the course has been completed by more than 150 students since it began in 1968. Approximately 80 per cent have found placement in the industry, Miss Feagans said, including nine or 10 who are now working at WNET.

Of the 35 students now enrolled, only two are not of ethnic minority groups. "We told them when they began the course in January that we were running out of money and that if we weren't able to raise new support the term would probably be interrupted," Miss Feagans said.

While expressing the wish that the students would be more patient, she added, "in some ways they are justified" in protesting. "They feel nothing is happening, although we've been deliberating for months. I agree with them that what should be done is to find other, permanent sources of funding, outside the city or state governments."

Frank Leicht, vice president of operations for WNET who supervises the training school, estimated that it costs more than \$4,000 to train each of the students who graduate and that the school would need approximately \$225,000 to run two classes simultaneously for a full term.

Mr. Leicht pointed out that the station had supported the school from July through December last year on an emergency basis, until it received the grant from the State Council on the Arts to carry it four more months.

"We have a good thing and don't want to see it stopped," Mr. Leicht said, "but every time we complete a course we have to go out and raise money again."

Mr. MACDONALD, I have a few questions.

While I agree with quite a few things you say, I don't quite follow the bureau aspect within CPB or PBS. But in addition to how they are already setup, that they get another level that has to be channeled through to very minority programming going on the air or would the advisory group

Mr. MARSHALL, You are talking about the workshops?

Mr. MACDONALD, No, I am not talking about workshops, but earlier, and you mention workshops and workshops are a pretty good idea if they have money, but within the structure of the CPB and PBS, do you feel there should be another added extra layer through which minority programs should be challenged before it goes on the air or should be gone through before it goes on?

Mr. MARSHALL, I think the mere inclusion of black employees would serve the purpose of making sure that specific minority input does, in fact, occur. You know, this would solve a lot of the problems, because I looked at NPR saying they hired a man to do a minority programming thing and everything that he was given was prepared by white folks. You know, this is the irony of it all.

Mr. MACDONALD, How do you know that?

Mr. MARSHALL, Because I got the description of what they were looking for before he was hired.

Mr. MACDONALD, I see.

Mr. MARSHALL, So he was hired to do what they had prepared, you know, and even if he wanted to suggest some different directions to get the maximum productivity out of it, he has a mandate and he needs to carry it out, or maybe he won't work no more.

Mr. MACDONALD, Lose his job up there?

Mr. MARSHALL, Yes.

Mr. MACDONALD. I do think they have a legitimate complaint when they go through their training program and train somebody, that that person, being human and having family responsibilities, is easily hired away by commercial stations who have that much more money and who want, if you will pardon the expression, a token black to say "We hire blacks." I think that happens a lot in commercial TV.

Mr. MARSHALL. Smaller stations suffer the same kind of consequences and I don't think they should set themselves up as that being any special injustice to them.

Mr. MACDONALD. There is a problem throughout the industry which is also shared by them and it seems to me, you correct me if I am wrong, it seems to me the figures I have seen, which Commissioner Hooks told me this morning, that their record in hiring minorities is higher than that of the average employer in the country, am I wrong?

Mr. MARSHALL. I would not think so, no. It has been alluded to as being equal to commercial broadcasting.

Mr. MACDONALD. Oh, it is better than commercial broadcasting.

Mr. MARSHALL. No.

Mr. MACDONALD. No?

Mr. MARSHALL. No, Mr. Chairman.

Mr. MACDONALD. I will have to look at the record, but I think it is.

Mr. MARSHALL. I was from Houston before I moved to Washington and at the public television station there and the public radio station, it is at the television station there were no blacks, and Houston is like 30 or 35 percent black.

Mr. MACDONALD. I remember that incident.

Mr. MARSHALL. And the specific station, freedom, this kind of thing, no blacks.

Mr. MACDONALD. How about Boston? You surprise me about that because I appeared on channel 2 and I have seen a black cameraman and once I had a black director and you see that their licenses have been challenged.

Mr. MARSHALL. Their license is being challenged this moment.

Mr. MACDONALD. Has it been filed? I had not heard.

Mr. MARSHALL. Yes, it has been filed.

Mr. MACDONALD. How long ago?

Mr. MARSHALL. I don't have dates handy, but I can get it back to you.

Mr. MACDONALD. Well, it is not that important.

Mr. MARSHALL. The thing in that area is that, I think it was, Mr. Gunn who chose to use this.

Mr. MACDONALD. Well, he used to be general manager of channel 2.

Mr. MARSHALL. He used some portion of the language from the station's creed or whatever we might call it and it was interesting that that would be used from the station whose license was being challenged and who had just discontinued serving our community there, because, you know, there is a music that is identified as our music.

Mr. MACDONALD. I wouldn't say that, I used to, but I think there are some pretty good white musicians who can hold their own with black musicians.

Mr. MARSHALL. We won't talk about where they got their expertise from.

Mr. MACDONALD. Well, they got it, I know where it came from, but I am just saying that you hit on something I happen to be very interested in and used to be very interested in, in my younger days, and there are white musicians that can sit in with any black band going and did, so jazz, has, I think, lost its connotation of "New Orleans" and "Dixieland" and "River Boat" and all of that and the other kind of houses besides the riverboat houses, that it is part of American culture.

What did they call Louis Armstrong, "The Ambassador of Good Will," and he was showing us the black cultural music, but he also had shown American life throughout the world and was beloved every place, not because he was black--well, partially, but also because he was playing pure American music.

Mr. MARSHALL. This is the one area that we can claim without as much question, you know, we get into classical.

Mr. MACDONALD. There is no question where it originates, yes.

Mr. MARSHALL. Yes. The one point I was looking for to come to:

PBS regards WGBH in Boston as such a fine example that it cites its program selection policy at the beginning of its voluminous paper on minority concerns. WGBH's goals are stated to be to "contribute to a sense of community" among the "many different people" it must serve. Yet its public radio station has recently been challenged for narrowly limiting that "community" by dropping most of its jazz and public affairs programming and substituting more classical music.

Now, one thing, I had looked at one other thing here. As repeatedly pointed out, the failure to include blacks and other minorities in public broadcasting at the local level may be explained in part by the failure of national offices to provide leadership to full minority participation at all levels.

The sorry record of these agencies in recruiting, training, and hiring and promoting minorities must give way to new determination to live up to the fine language of all policy statements, affirmative action programs, equal opportunity commitment, and nondiscrimination clauses.

Now, I think that is important, that all of those things be brought into perspective to be dealt with.

Mr. MACDONALD. I have no further questions, Mr. Marshall, so if you care so, for a few minutes, elaborate on how the workshop would operate, I would be interested. You had asked me if I had thought about it.

Mr. MARSHALL. We have fine examples of how workshops operate.

Mr. MACDONALD. I know that.

Mr. MARSHALL. I am talking about children's television workshop and public affairs.

Mr. MACDONALD. Fine.

Mr. MARSHALL. I think if we took the example set by those two very productive instances and utilized them to produce minority programs, then for a few minutes, elaborate on how the workshop would then seek foundation and public support for what they have produced, rather than, you know, it being a part of a general shopping list, because if I am producing this, you know I am going to certainly look out for what my productions have been to make sure they are told and supported and sponsored and this type of thing.

So you know the workshop concept has been developed in television productions, you know, from a community base. I think if we just

followed the examples that have been set, that we don't need to get into then a lot of detail.

Mr. MACDONALD. In other words, it is not a new program in one sense, but it just covers another area?

Mr. MARSHALL. Right. One thing about that whole ascertainment thing it occurred to us, and I think it is included in the paper, that if public broadcasting would just use its airwaves to do ascertainment, you know, they just had their festival in 1975 and they set all kinds of marks in reaching the community to raise money.

So instead of having to continually be attacked by the community because it excludes so much of it, why can't they just do this on television and have a big blast to inform the people about, "What can potentially be shown or seen on public television and in public radio" and then encourage responses from the community based on what you presented.

You know, commercial television is also guilty. But, you know, they always talked about how many thousand per second or per 30 seconds, this kind of thing, but public broadcasting does not have the same kind of commercialization where they cannot afford to give up 4 or 5 or 6 hours. But you seem to be very familiar with public broadcasting since you watch public broadcasting.

Mr. MACDONALD. Yes.

Mr. MARSHALL. You know, this would not be a difficult task for them to air four or five pilots. I think some few think they should do it.

Mr. MACDONALD. I think they should, too.

Mr. MARSHALL. But not nearly enough of it. I don't know if mechanics exist for real input from the community to consider, they might get in and the community affairs director over here would take it and that is the end of it.

Mr. MACDONALD. If you are around Monday, I hope you come by or, if not Monday, thereafter, when they return, and we didn't have time because the bells were going then just as they are now. Public broadcasting has prepared a montage of local shows and that is what the room downstairs was set up for and we can, together, I mean all of us, take a look at what the local stations are doing, because obviously I don't know what they are doing out in, you know, San Francisco say or someplace like that.

This is supposedly -- it was represented to me and I am sure it is true, representative of what local programming has been doing, and we can see if there is any minority programming included in it. I think after our overview hearings, they would be wise enough to say stick some in.

Mr. MARSHALL. It is always included, Mr. Chairman, at the proper time. If I would not expect it to be different, I will be back to view it and maybe we can discuss, you know, how many hours of this kind of programming is actually put on.

Mr. MACDONALD. This committee does react as you believe it to be. We live in a real world, too.

Thank you very much.

The hearings are recessed until Monday morning at 10 o'clock and I don't know which room. I think the main room, or hopefully in the main room on Monday, not tomorrow, since circumstances beyond my control stopped it. We will now meet on Monday.

[Whereupon, at 12:15 p.m., the subcommittee adjourned, to reconvene at 10 a.m., Monday, April 15, 1975.]

LONG-RANGE FINANCING FOR PUBLIC BROADCASTING

MONDAY, APRIL 14, 1975

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COMMUNICATIONS,
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to notice, in room 2315, Rayburn House Office Building; Hon. Tolbert H. Macdonald, chairman, presiding.

Mr. MACDONALD. The hearing will come to order.

The first witness this morning is Mr. William Harley, president of the National Association of Educational Broadcasters. You are welcome again, Mr. Harley.

STATEMENT OF WILLIAM G. HARLEY, PRESIDENT, NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

Mr. HARLEY. Thank you again, Mr. Chairman. It is good to be back before your committee. I have a written statement to submit for the record and would like to make a brief oral presentation on some of the major points.

Mr. MACDONALD. Without objection your statement will be made part of the record as if read.

Mr. HARLEY. Thank you.

The NAEB, as you know, Mr. Chairman, on many occasions has appeared before this committee to speak on behalf of public broadcasting and now in our 50th year of dedication to that cause we come before you in support of one of the most important and far-reaching legislative bills affecting public telecommunications.

On other occasions we have appeared as spokesman for public radio and television stations and now under our new mission as the national organization representing over 3,000 individuals engaged in public telecommunications, the NAEB desires to focus upon those aspects of H.R. 4563 which serve to insure not only stability and variety and opportunity for the public broadcasting system as a whole, but also for the individual professionals as well who make that system work: Engineers and artists, producers and directors, administrators and teachers, educational specialists and broadcast technicians—who are trained and dedicated professional craftsmen in the field of public telecommunications.

In our written statement NAEB supports long-range funding and at the level specified in S. 895. However, since this area has been dealt

with extensively by earlier witnesses in these hearings, in this brief oral testimony, I want to highlight a few points that others have not stressed.

First, we applaud the innovation that a portion of the Federal funds to be distributed to stations would expand the scope of the Public Broadcasting Act of 1967 to include the development and use of non-broadcast communications technologies for telecommunication technologies and permit the corporation to conduct research and demonstration and training in the use of such technologies for disseminating educational programs.

These provisions, we feel, are necessary and appropriate to allow public broadcasting to share in the development and use of advanced communications, including cable television and satellites.

A major goal of the new NABE is to stimulate public radio and public television stations to become public telecommunication centers for the areas they serve and, therefore, we commend provisions in the bill which spur such developments and use of nonbroadcast technologies by public broadcasting stations, thereby improving and extending their capacities for service.

Provisions for developing nonbroadcast communication technologies should also provide valuable assistance for needed research functions in these new and complex telecommunications areas.

Last February a special conference of broadcast research experts, organized by NABE, recommended creation of a National Telecommunications Research Council to provide coordination of research among all public telecommunication agencies, permit the dissemination of research information, encourage improvements in research and evaluation efforts and promote integration of research perspectives in general communications planning and operations. All of these goals and functions are fully consonant with aims and provisions in the bill which seek to promote research in any utilization of new telecommunication tools within the public broadcasting system.

Increased Federal moneys, under criteria which stress insulation from governmental pressure, independence by local stations and innovation in telecommunications usages will, in NABE's judgment, also benefit the industry's people: By expanding job opportunities; permitting more intensive training of personnel; raising salary levels; and enhancing recruitment of new talent in noncommercial broadcasting and affording upward mobility for all practitioners regardless of race or sex.

Increased funds will permit adjusting to the crucial matter of salary levels within the industry as compared to the more financially secure commercial broadcasting. They will permit the employment of more women within the telecommunications field and provide more opportunities for members of minority groups to become communication specialists. They will encourage promotion of such individuals and foster the growth and development of fringe benefits and improved working conditions within public broadcasting.

In summary, the NABE urges the passage of the proposed long-range funding legislation, together with an increase in the ceiling proposed for Federal funds, distribution of reasonable proportions of such appropriation directly to the stations and encouragement of

the use of nonbroadcast communication technologies by public broadcast stations.

Such legislation will provide both stability and freedom to public broadcasters and will give new recognition to the critical role of local stations, not only in the nationwide public broadcasting system, but in the developing telecommunication media as well. Above all, it will sustain and support the energy and talent and maintain the continuing presence of creative professionals in this field.

The professional commitment that gives meaning to public broadcasting is to be found in individuals and only in individuals and ultimately it is their work and their cause which will determine the quality and the success of the public broadcasting system.

Passage of this legislation is crucial to that outcome. We, therefore, urge this committee to proceed at once to make long-range funding a long last a reality.

Thank you, Mr. Chairman.

[Mr. Harley's prepared statement follows:]

STATEMENT OF WILLIAM G. HARLEY, PRESIDENT, NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

Mr. Chairman and members of the Committee: I am William G. Harley, President of the National Association of Educational Broadcasters. Since 1925, the NAEB has pioneered in the development of educational broadcasting and all forms of public telecommunications. The NAEB has appeared on many occasions before this Committee to speak on behalf of the accomplishments and needs of public broadcasting and telecommunications. Now, in our fiftieth year of dedication to that cause, and on behalf of more than 3000 individual members, we come before you in support of one of the most important and far-reaching legislative bills affecting public broadcasting and telecommunications: the long-range funding of public broadcasting H.R. 4563.

On other occasions, we have appeared before you as spokesman for public radio and public television stations. Now, under our own new mission, as the national organization which represents individual professionals engaged in public telecommunications, the NAEB desires to focus upon those aspects of H.R. 4563 which serve to insure not only stability and variety and opportunity for the public broadcasting system as a whole, but for the individual professionals as well who make that system work. We speak for those thousands of working people—engineers and artists, producers and directors, administrators and teachers, educational specialists and broadcast technicians, men and women from both majority and minority groupings within our society—who are trained and dedicated professional craftsmen in the field of public telecommunications.

The NAEB has testified before this Committee at earlier hearings in support of long-range funding for public broadcasting. We have testified also before the Senate Committee which last month reported favorably upon S. 893, which, like H.R. 4563, would provide long-term Federal financing for the Corporation for Public Broadcasting by means of a five-year authorization and appropriation, would assure that a portion of those Federal funds is distributed directly to local public broadcast stations, and would expand the scope of the Public Broadcasting Act of 1967 to include the development and use of non-broadcast communications technologies for the distribution and dissemination of public radio and television programming. We strongly urge this Committee, in its consideration of long-range funding, to approve similar principles and provisions in order to assure increased alternative programming of excellence and diversity to an ever-larger number of Americans, and a public telecommunications profession with sufficient resource and compensation to match its talents and imagination.

Several years ago, the Carnegie Commission characterized one part of our profession in this way:

The energies that are latent within educational television are immeasurable. The men and women who have committed their careers to educational television, and whose rewards have never been commensurate with their

efforts, have lost none of their devotion and have managed to maintain their enthusiasm. *Only the means are missing.*

Since that time, the Federal Government has established and reaffirmed its commitment to what we now call public broadcasting and public telecommunications. The means available to professionals—those "men and women who have committed their careers" to these fields—have increased substantially. Yet the gap between professional skills on the one hand, and resources on the other, remains wide.

We believe that the legislative proposals before you in H.R. 4563 are, in major respects, a practical response to these needs. First, they would provide for insulated funding through a five-year authorization and appropriation of CPB. We believe that such insulated funding, at the realistic annual ceilings contained in S. 893 (as reported favorably by the Senate Committee), is essential to permit substantial increases in the ability of organizations in public broadcasting to attract and keep the professionals they need. The record shows that community service grants, which the stations receive from CPB, make it possible for them to invest in upgrading staffs. The difficulties of recruiting, training and utilizing people on a year-to-year basis are overwhelming; annual or bi-annual authorizations simply compound these difficulties. A five-year authorization and appropriation would be a practical way of recognizing that *people are the heart of public broadcasting, and that people count.* We endorse the requests of those organizations now representing public radio and public television stations that the ceiling in Federal matching funds should be increased to the levels which are specified in S. 893, as reported. Only such ceiling levels would have meaningful impact on the system with respect to available local matching funds and inflationary costs. The ceilings proposed in the administration bill now before this Committee are too low and do not even allow for the continued growth of the public broadcasting system through the incentive of local matching funds.

The formula of a 40% Federal match of the entire system's non-Federal income provides a stimulus for non-Federal financial support, as well as a guarantee that Federal funding will not dominate the system. By tying Federal support to increased nationwide non-Federal support, the bill effectively stresses the importance of local funding efforts and individual station initiatives. But these sound objectives are frustrated if the ceilings are so low that these incentives for local initiative are removed. The NAEB desires to underscore also that these increased annual Federal ceilings, as specified in S. 893, are maximum appropriations only, and could be reached only by dedicated and intensive efforts by public broadcasters on non-Federal levels. It is just such efforts which should be encouraged by the Congress, so that the funding base for public broadcasting will continue to remain local and non-Federal in nature.

In the NAEB's view, the proposed legislation properly specifies that a reasonable portion of each annual appropriation to CPB will be designated for distribution to local public radio and television stations. These provisions preserve the principle of localism which were a cardinal premise of the Carnegie Commission's Report, and the Public Broadcasting Act of 1967.

The NAEB also applauds the provisions in the bill which permit the use of funds accruing to the stations to be used to develop non-broadcast technologies, and which permit CPB to conduct research, demonstration and training in the use of such technologies for disseminating educational programming. The NAEB believes that these provisions are necessary and appropriate to allow public broadcasting to share in the development and use of advanced communications, including cable television and satellites, and thereby improve its service to its listening and viewing public. A major goal of the new NAEB is to encourage and expand use of the developing technologies in communication, and to stimulate public radio and public television stations to become public telecommunications centers for the areas they serve. We at the NAEB are of the opinion that the provisions in the bill now under consideration, which spur such development and use of new non-broadcast technologies by public broadcast stations, are wholesome proposals and will hopefully lead to greater awareness and utilization of all forms of telecommunications by public broadcasting facilities. This innovative expansion of the scope of the Public Broadcasting Act of 1967 may in the long run prove to be the most fruitful and beneficial in terms of varied and creative advancements in telecommunications, including public broadcasting.

The provisions in the bill relating to development of non-broadcast communications technologies should also provide valuable assistance toward the creation and utilization of research functions in these new and complex telecom-

communications areas. Last February, a special conference of broadcast research experts, organized by the NABE, with the assistance of the Johnson Foundation and FFB, was held at the Johnson Foundation's Wingspread Conference Center in Racine, Wisconsin. This conference, which strongly recommended the immediate creation of a national public telecommunications Research Council, grew out of concerns among professional public broadcasting research interests around the country that there is a pressing need for coordination and improvement of such efforts. Such a Research Council would provide coordination of research policy among all major public telecommunications agencies, permit dissemination of research and evaluation efforts and promote integration of research perspectives in general public telecommunications planning and operations. The conference recommended that the Research Council should be made up of representatives from national public broadcasting organizations and other public and private institutions with responsibilities in public broadcast research, that the Council should be supported by the agencies represented, that it should be housed under the auspices of the NABE, and that a special Professional Emphasis Group should be developed within the NABE to represent the specific interests of those concerned with research and evaluation in public telecommunications. This conference also recommended designation of a staff of regional consultants, formation of special research training teams, the initiation of a series of regular research seminars, and the establishment of a research information clearinghouse. All of these goals and functions are fully consonant with the aims of the provisions in the bill now under consideration, which seek to promote research in, and utilization of, new telecommunications tools within the public broadcasting system.

Increased Federal monies under criteria which stress insulation from governmental pressure, independence by local stations, and innovation in telecommunications usage, will, in the NABE's judgment, encourage broader opportunities for individual participation in non-commercial broadcasting, and insure high professional standards and upward mobility for all practitioners, regardless of race or sex. They will permit more intensive efforts in the training of personnel, both for those who decide to stay within public broadcasting and for those who wish to secure their basic education in public broadcasting and move on to other communications endeavors. They will provide greater job opportunities within public broadcasting. They will permit fresh attention to the crucial matter of salary levels within the industry, as compared to the more financially secure broadcast industry. They will permit the employment of more women within the telecommunications field, and more opportunities for members of minority groups to become communications specialists and professionals. They will encourage the promotion of such individuals, and will foster the growth and development of fringe benefits and improved working conditions within public broadcasting.

Such progress will not of course take place automatically. Thus, the NABE on behalf of its individual membership has embarked on a series of programs designed to encourage and enhance that process. The brief summary of such activities which we describe below stresses the range of our concerns and goals:

Each year, the NABE conducts a series of Educational Broadcasting Institutes, two to four day seminars on such subjects as the rights, responsibilities and regulation of broadcast stations; the design of effective instruction; supervisory management; community ascertainment; film production for television; fiscal management; proposal writing; lighting for television; audio design and production; cable television and education; and human relations in personnel management.

The NABE sponsors or participates in a number of national and regional conferences each year, designed to encourage the interchange of ideas and information among practitioners of various telecommunications skills, e.g. the 1975 Conference on Instruction, to be held in May on both the East Coast and the West Coast; and the Association's annual Convention, which will be held in Washington, D.C. next November.

The NABE conducts a Personnel Placement Service, which endeavors to match people with positions, to ensure that prospective employers have available a pool of qualified talent from which to draw, and to give opportunities for the dedicated professional to advance in his or her chosen field.

The NABE has implemented an Affirmative Action Policy, not only for its own headquarters organization, but also for use by the whole telecommunications field in order to encourage improvement in performance with respect to the recruit-

ment, training and advancement of minorities and women. To this end, too, the NABE has formed a Committee on Women's Activities which publishes its own newsletter and has caused to be adopted a series of action programs designed to improve the status and role of women in public telecommunications. The NABE also maintains an active leadership position in efforts to expand employment and promotion of minorities.

The NABE engages in research designed to explore new areas of interest in public telecommunications, e.g., a recent project for the Office of Education on Open Learning Systems.

The NABE also conducts special projects of particular interest to identifiable groups within its individual membership e.g., a contemplated advanced management training course to be held at the Harvard Business School; and the establishment of NABE chapters of student members to focus upon increased student involvement in NABE operations and upon new services for students who are members of the NABE.

The NABE publishes a number of journals and papers, including the *Public Communications Review*, a bi-monthly newsletter, an annual directory of people and institutions in the field, and a series of letters developed by and directed to individuals in specific skills areas - what we call our Professional Emphasis Groups, or PEGs - such as Graphics Design, Programming, Engineering, and Instruction.

All of the foregoing interests and concerns are directed toward the individual professional in telecommunications, and none of these activities have meaning or value without the active participation and dedication of these professionals. No broadcasting system of excellence or diversity is possible without the energy and talent and presence in such creative individuals.

This is why the NABE urges so strongly the passage of the proposed long-range funding legislation, together with an increase in the ceilings now proposed for Federal funds, distribution of reasonable portions of such appropriations directly to the stations, and encouragement of the use of non-broadcast communication technologies by public broadcasters. Such legislation will provide both stability and freedom to public broadcasters, and will give new recognition to the critical role of local stations, not only in the nationwide public broadcast system but in the developing telecommunications media as well. An increased funding commitment to public broadcasting will serve to guarantee that individual professionals will remain in public broadcasting and continue their pursuit of excellence. Such increased funding commitment will likewise serve to permit public broadcasters to devote more of their time and energies to critical non-funding issues in public broadcasting, such as the proper type and scope of programming for this unique system, and the particular networking and ownership structures which will best achieve public broadcasting's goals.

The professional commitment that gives meaning to public broadcasting is to be found in individuals, and only in individuals. Ultimately it is their work, and their cause, which is most affected by this committee's deliberations upon the proposed legislation. Passage of this legislation, for the reasons, and in the manner proposed above, is crucial and we urge this committee to proceed at once to make long range funding at long last a reality.

Mr. MACDONALD, Thank you very much, Mr. HARLEY.

I really have just one question that puzzles me a little. I guess you probably answered it before, but if you have, I have forgotten. What is your relationship, say, with people such as Mr. Coffey, president of the Association of Public Radio Stations? Do you have one or are you a coequal?

Mr. HARLEY, We are friendly.

Mr. MACDONALD, Well, I know you are friendly, but I was wondering about your relationship.

Mr. HARLEY, We are friendly colleagues. There is no official corporate connection whatsoever. But, as you perhaps recall, Mr. Chairman, in previous years the NABE represented the non-commercial radio stations and noncommercial television stations. Two years ago these divisions of the association, elected to make new arrangements and the television stations merged with the Public Broadcasting Service and

the qualified radio stations, that is, those that the Corporation feels are qualified for Federal funds, formed a new association of their own, called Association of Public Broadcasting Stations and Mr. Coffey is president of that.

Mr. MACDONALD. And you are a separate entity?

Mr. HARLEY. Ours is a separate organization that represents the individuals in the field, a professional society of workers in the public telecommunications system, so, in effect, we represent the people who work on the staffs of the stations in PBS and APRS.

Mr. MACDONALD. Are you kind of a labor union?

Mr. HARLEY. No, it is not a labor union. It is a professional society.

Mr. MACDONALD. That is like a union.

Mr. HARLEY. Yes, but we don't consider ourselves as a trade union.

Mr. MACDONALD. In other words, some people could be represented twice, once by Mr. Coffey's outfit and yours?

Mr. HARLEY. That is right.—

Mr. MACDONALD. I think it is a great idea, but what is the "why" of it? Why do you have it?

Mr. HARLEY. Well, I think there is merit in an organization that is independent of the other broadcasting organizations which are management-oriented. Ours tends to be employee-oriented.

Mr. MACDONALD. They would be interested in the questions I and the subcommittee had about hiring practices. Do you have any questions?

Mr. HARLEY. Well, I would like to commend the attention you have given to minority employment and the programing in public broadcasting. We agree that public broadcasting should be held accountable for its record in this area and that its record should be examined over the course of 5 years and that there ought to be substantial improvement in that record.

NABE is a society that is dedicated to the well-being and the professional fulfillment of individuals and the raising of the standards of the professional and the levels of social responsibility in this field. Therefore, we have a very strong commitment to fostering the cause of equal opportunity among all individuals regardless of race or sex.

We think that the record is improving. It is not one that we are so proud of as we would like to be and our society is going to do all it can in areas of training, discussion, urging, evangelism—whatever we can do to help improve the record.

Federal funds will help, as I suggested, but there must also be a very strong commitment on the part of the industry and the leadership in this field. I think in the testimony you have had, you have seen an indication of the sincerity and earnest intentions of the leadership to improve that record and I am sure it will improve.

Mr. MACDONALD. If you were to have a question, and I don't wish to embarrass you with your friends, but if you were to consider a criticism of the record up to now, would you say there was more to criticize on the level of hiring of women and as a part of minorities, but leaving that aside, to all other minority groups?

Mr. HARLEY. I think the other minorities, I think there are quite a few women coming in. We have a women's—I was about to say women's affairs committee—a committee concerned about women's employment, and it is very active and is working with the other national agencies in

the center to increase the number of people in the field and to attract more people into the field.

I think that we have a responsibility as an organization to blacken and other colors in our lives. We need to do that in our lives. This means a change in our opportunities, a change in our attitudes, a change in our expectations, both for entry into the career marketplace and within the field. One of the areas involved is well in a good deal of encouragement.

I think we need to get around to our other people to provide in schools and in our states, and increase their efforts to get a priority placed on the educational system so that there is adequate attention to providing for the kinds of training and experience that we need. It's people must have to succeed in the field.

We need them and we are going to try to get more and more of them involved and I am sure this record will improve.

Mr. MACHESON: Well, I am going by your saying, "They ought to be doing this" and does this mean they have not been doing it?

Mr. HARTLEY: There has been a good deal of effort, but we need to sustain it and continue it, I think, at a higher level than before.

Mr. MACHESON: Well, I was impressed frankly by the testimony and the record for it which was testified to, but have not had a chance to read everything that the record contains, but I assume they are doing better than they were. Have you had a chance to look at the testimony?

Mr. HARTLEY: No, I have not seen it.

Mr. MACHESON: I know you weren't here. You have not seen anything?

Mr. HARTLEY: I do know the record is steadily improving, but we must do better. Our association is involved with a number of activities. For example, what we call educational broadcasting institutes, which are seminars given around the country in which we provide scholarships for women and minority members to attend, this is a means for upgrading the capacity of people already in the field.

Mr. MACHESON: Since two groups is better than one, I think you can take this pretty much any way you want to, but do you have any suggestions in your break down representing the professional employees to be offered and as to any standards set by the corporation?

Mr. HARTLEY: I don't have any data of the corporation.

Mr. MACHESON: Do you have resources at your disposal that you could give us figures on?

Mr. HARTLEY: Yes, we could try that.

Mr. MACHESON: I would appreciate it.

Mr. HARTLEY: Very good.

Mr. MACHESON: It is not that I don't believe their figures, but, as I say, two are always better than one.

Mr. HARTLEY: So, by and large, we rely upon the corporation to undertake that kind of inventory.

Mr. MACHESON: Just one last question. As far as you are concerned, what you have given to us is pretty accurate?

Mr. HARTLEY: I am sorry, I didn't hear you.

Mr. MACHESON: I said that as far as you are concerned, and by "you" I mean your organization, the figures that were furnished by the Corporation and other people testifying are pretty accurate?

Mr. HARTLEY: Yes, those are acceptable, I have no reason to doubt them.

Mr. MACDONALD. I know you don't doubt them specifically or in general, but are they up to date with the figures you have?

Mr. HARLEY. Yes, they are.

Mr. MACDONALD. Thank you very much, Mr. Harley.

The next witness is Mr. Robert J. Pitchell, executive director of the National University Extension Association.

STATEMENT OF ROBERT J. PITCHELL, PH. D., EXECUTIVE DIRECTOR, NATIONAL UNIVERSITY EXTENSION ASSOCIATION

Mr. PITCHELL. Mr. Chairman, I appreciate very much the opportunity to be here with you today.

In the course of my testimony I will have the opportunity to request that you insert in the record a long report which has been printed.

Mr. MACDONALD. Have I seen that report before?

Mr. PITCHELL. I believe you probably have.

Mr. MACDONALD. No, but I mean has it not been already introduced?

Mr. PITCHELL. I am not sure; this is my first appearance.

Mr. MACDONALD. Well, maybe it is not the same one as I thought I had seen. I am just informed it has been put in the record.

Mr. PITCHELL. That is fine. I have a brief statement then on the report.

Mr. MACDONALD. Fine.

Mr. PITCHELL. Mr. Chairman, I am Robert Pitchell, executive director of the National University Extension Association. I am here on behalf of the ACNO Education Study Task Forces and their chairpersons. Due to the rescheduling of this hearing the other chairpersons who were here on Friday, are unable to appear here today.

The chairpersons are:

Father Charles Fiore, consultant and educator, and Sister Rosemary Keegan, early childhood specialist, both of the National Catholic Education Association, Early Childhood Task Force;

Martha Gable, consultant to the American Association of School Administrators, and Harold Wippen, Educational Telecommunications Specialist for the National Education Association, Elementary Secondary and Teacher Education Task Force;

Franklin Bouwsma, vice president of Miami Dade Community College, Postsecondary Formal Task Force; and I chaired the Task Force on Adult Education.

Each of us as individuals wishes to go on record in strong support of H.R. 4563, the Public Broadcasting Financing Act of 1975, but with the understanding that we support the higher funding ceilings requested by the Corporation for Public Broadcasting. Three of our organizations are also on record in support of long term stable financing for public broadcasting: American Association of School Administrators, National Education Association, and the National University Extension Association. We hope to provide you with some substantial reasons for supporting long-term funding at the level requested by CPB.

This committee has heard expert testimony on the mechanics of the funding bill and there is really nothing I feel qualified to add. However, what I bring to this committee today is a brief report on the results of a far-reaching study of the future role of the Corporation

for Public Broadcasting in educational uses of public radio and television.

In the Public Broadcasting Act of 1967 the mandate to CPB read in part, "The Congress hereby finds and declares that it is in the public interest to encourage the growth and development of non-commercial educational radio and television broadcasting, including the use of such media for instructional purposes." It was from this statutory interest in education that the study was commissioned by the Board of Directors of CPB.

The work of the four task forces began in March 1971 and was completed in December 1974. Members of the task forces were chosen for their qualifications in broadcasting, education, or related public concerns. They came from every section of the Nation. Minority and regional interests were well represented from the broad cross-section of America. Of the 55 task force members, representing 23 States, 44 percent were women, and 29 percent were members of minority groups. Their names and affiliations are attached to this statement.

In addition, the task forces involved in their deliberations more than 4,000 broadcasters, educators, and members of public groups. PBS, APRS, NPR, and CPB staff were also involved from the beginning. The final Advisory Council report was transmitted to the CPB Board and released publicly on March 26, 1975.

Along with the 4,000 participants in the study and the institutions they serve, I am looking to CPB to lead us in the implementation of the recommendations of the study. Increased funding support for CPB is critical to any such implementation because the Corporation has made it clear to AUNO that it has no funds under its current appropriation to devote to the new educational projects and programs that the Council has recommended.

As an educator interested in new methods of delivery of instructional programming to students of all ages, I believe this study was undertaken at just the right time. Public Broadcasting has made great strides in educational broadcasting, but it can do a great deal more. The response by educators to programs like "The Ascent of Man," "Inside Out," "ZOOM," "Civilisation," "Sesame Street," and even "Masterpiece Theatre," indicates that there is an opportunity to extend the impact of educational programs by general broadcast and other related technologies.

There is an excellent need for more quality educational programs as well as better use of what we have, so that students of all ages, from the young through the aging, receive the best available instructional programs. All of these factors were weighed heavily in the deliberations of the task forces.

Mr. Chairman, I was going to ask that this report be inserted at this point, but I am happy to do so at the record.

Mr. Meadows: I will agree to the request. There will not be an objection because I think it is in order. If it is not, I would put it on twice.

Mr. Pritchett: Thank you, Eric.

As you know, Mr. Chairman, the report, however detailed and documented, can be of real value unless its recommendations have merit and, when implemented, are bringing the desired results. We need not take your time today to go into the details. They are in the record.

Instead, permit me to highlight several of the main recommendations, along with a few specific examples of how implementation of the study will affect us all.

Two overriding concerns emerged from the deliberations of all four task forces. One was that there is an imperative need for CPB to bridge the gap that has traditionally existed between broadcasting and education by building a working partnership to serve common purposes. CPB is not a broadcasting station or educational institution. Rather, it is a unique organization for bridging education and broadcasting together, including the ascertainment of educational needs by local stations working with local educational institutions.

Second, recognizing and supporting the principles of cultural pluralism is a responsibility that broadcasters and educators must face in development, operations, and in programming. America is a multi-cultural Nation whose differences are as important as her commonalities.

More specifically the task forces were concerned with a number of other needs and problems relating to a more effective partnership between broadcasting and education.

The first of these specific concerns is that programs must be produced which will satisfy the needs of special clientele groups. The exceptional child, the unsupervised child, and the handicapped need to learn to cope with outside life situations which they are forced to face. Programs that help parents understand their children and grow with them are also needed.

The problems of the elderly, health, finances, nutrition, for example, can be more extensively dealt with by integrating their concerns into existing programs and then alerting them to the program's availability. Between these ends of the spectrum there are literally millions of people who could benefit from improved instruction in the regular school systems, in occupational and professional fields, as well as in cultural settings.

New programs designed to educate and inform are needed, but there is also a need to make better use of what we have. As a good example of using what we have, *The Ascent of Man* provides entertainment for the general public, yet over a dozen students are taking the course for credit through their schools' extension divisions, continuing education departments or as part of a course leading to an academic degree. There are many colleges and universities using the supplementary materials developed through a consortium of the University of Case Western Reserve, San Diego State, Miami Dade Community College.

Finally, CPB should fund and encourage the development of professional development of educators and administrators engaged in educational broadcasting. Steps should be taken to ensure the recruitment and training of women and minorities in educational broadcasting. The problem of rights clearance affects not only television, radio, and libraries but producers as well, and must be dealt with for both educational programs.

Finally, community outreach efforts may be extended to reach people at all levels. To meet these challenges, we need developing adequate delivery and distribution systems for the application of technology to education.

There is universal recognition that existing public radio and television broadcast media do not have the technical capability to satisfy the needs of all types of educational programming for all potential clientele groups. Use of public television for programs for neurosurgeons or electronics engineers would appear to be a gross waste of air time to extremely limited audiences on subjects which the general public is highly unlikely to comprehend. However, the use of other media systems for such programs can provide a resource of incalculable value to the participants.

In sum, the advisory council recommended that we look toward a multimedia system in which public broadcasting stations serve a core function but which includes the capacities of multichannel cable, pay-cast audio and video cassettes, the subchannel capacity of FM stations, further use of the instructional television fixed service, and other mechanisms as they become feasible. Multiple networks based on satellite technology are not only possible, but also likely. Experimentation is already underway.

The multimedia delivery system must be organized and operated within the framework of a utilization system which satisfies five major criteria:

One, high-quality programming is essential to acceptance by institutions and effectiveness in learning.

Two, the costs of high-quality programming is acceptable when economies of scale are possible. Sesame Street would not have been economically acceptable if it had been produced for only 50,000 to 100,000 children.

Three, programs must be produced to satisfy the instructional needs of niche groups.

Four, there must be some user involvement in program development.

Five, the system must be organized to facilitate selection of programs by educational institutions.

The final recommendation of the ACNCF study may be the most important:

... *Public broadcast managers must act upon these recommendations, initially by conducting a financial analysis, determining a calendar of specific actions, and assigning responsibility for developing funding.*

This points out the fact that this study has long term requirements for full implementation. It cannot be accomplished by one project. It represents a first point for long term action by public broadcasting.

The recommendations also reflect firm awareness that the study was designed to be implemented as a commitment of education broadcast stations. Literally thousands of persons were involved, and those persons in their institutions and school systems are now waiting for direction from CTR so that they can begin to participate in the implementation of these recommendations.

Let me stress, Mr. Chairman, that the CTR board has not yet officially accepted this report -- that will happen in May -- so we are not going to create the CTR. Instead, we wish to congratulate them for undertaking this unprecedented effort. We fully expect that the agreement will not positively if adequate funding is assured.

With increased long-term funding under HEW P-63 which would provide the opportunity for planning, public broadcasters and educators can undertake a high-impact action plan for using telecommu-

munications in education. My presentation today is on behalf of those persons across the country who have expressed high hopes and expectations for the implementation of our recommendation, if increased funding is secured. We firmly believe that it will usher in a new era in education at all levels in America.

Thank you very much, Mr. Chairman.
[The task force membership list follows.]

ACNUC CPB EDUCATION STUDY TASK FORCE MEMBERS

EARLY CHILDHOOD EDUCATION

1. Rev. Charles C. Fiore, O.P., Co-Chairperson, Director, IDEA; Member, TSR Consultant, National Catholic Educational Association, Chicago, Illinois.
2. Sister Rosemary Keegan, S.I., Co-Chairperson, Early Childhood Consultant, National Catholic Educational Association, Denver, Colorado.
3. Ms. Aida Barrera Close, Producer, KRLN TV, Austin, Texas.
4. Ms. Evelyn Dyba, Communications, Broadcast Productions, Public Relations, Chicago, Illinois.
5. Mrs. Sharley R. Gillette, Director, Education Division, Educational Broadcasting Corporation, New York, N.Y.
6. Dr. Floyd Haberkorn, Assistant Executive Director, National Association for Education of Young Children, Washington, D.C.
7. Ms. Keith Hendley, Early Childhood Consultant, Association for Childhood Education International, Washington, D.C.
8. Dr. D. Dwan Heath, Formerly Executive Director, American Association of Elementary Kindergarten Nursery Educators, Mineral Wells, Texas.
9. Dr. Marie Hopkins, Director, Department of Child Development, Marygrove College, Detroit, Michigan.
10. Mrs. Gwen Hurd, Project Coordinator, Child Development Centers, Denver Public Schools, Denver, Colorado.
11. Dr. Richard Meyer, Station Manager, KUTV-TV, Channel 9, University of Washington, Seattle, Washington.
12. Dr. Rose Muker, Coordinator, Early Childhood Division, School of Education, Brooklyn College of CUNY, Brooklyn, N.Y.
13. Mrs. Edna Oliver, Coordinator, Colorado Day Care Council, Family and Children's Services, Denver, Colorado.
14. Dr. Vivian Simonson, Ph.D., S.M. Hyg., Harvard Medical School, Director of Public Health, New Bedford, Massachusetts.

ELEMENTARY, SECONDARY AND TEACHER EDUCATION

1. Dr. Harold E. Wigton, Chairperson, Education & Training Committee's Specialist, National Education Association, Washington, D.C.
2. Mr. Martin Gable, Associate Chairperson, American Association of School Administrators, Philadelphia, Pennsylvania.
3. Dr. Frederick Breckenfeld, Jr., Executive Director, Maryland Center for Public Broadcasting, Owings Mills, Maryland.
4. Mr. William Dale, Director, Educational Technology, Educational Development Center, Inc., Newton, Massachusetts.
5. Professor Martin Haberman, Department of Curriculum and Instruction, School of Education, University of Wisconsin, Milwaukee, Milwaukee, Wisconsin.
6. Mrs. Sara Harvey, Review Specialist, Pittsburgh Public Schools, Pittsburgh, Pennsylvania.
7. Mr. Susan Kainer, Manager, WFRB (FM), Third Community Schools, Flint, Michigan.
8. Mr. Robert Lipovsky, Advisory Educ., Alabama Education Association, Teacher, Mathematics Department, Butler High School, Huntsville, Alabama.
9. Mr. Alex Mancera, Vice-President for Regional and Community Affairs, University of New Mexico, Albuquerque, New Mexico.
10. Dr. Elmer Richardson, Director, ETV Programs, Los Angeles Unified School Districts, Los Angeles, California.
11. Sister Leo Vincent Short, Executive Secretary, Elementary Department, National Catholic Educational Association, Washington, D.C.

12. Mrs. Mary Skelton, Chairman of Washington State Educational Television Commission, Seattle, Washington.
13. Ms. Marjau P. Tignor, Language Arts Consultant and Faculty Tutor, Washington International College, Washington, D.C.
14. Dr. Harold Wilson, Associate Superintendent for Instruction, Arlington County Public Schools, Arlington, Virginia.

POST-SECONDARY FORMAL EDUCATION

1. Mr. Franklin G. Bonysma, Chairperson, Vice President for Instructional Resources, Miami Dade Community College, Miami, Florida.
2. Mr. Luis Alvarez, National Executive Directors, Aspira of America, Inc., New York, N.Y.
3. Dr. Robert Filip, Director, Learning Systems Center, University of Southern California, Los Angeles, California.
4. Dr. W. Todd Furniss, Director of the Office of Academic Affairs, American Council on Education, Washington, D.C.
5. Mr. Peter Goldschmidt, Special Assistant to the President, University of California, Washington, D.C.
6. Dr. Samuel Gould, Chancellor Emeritus, State University of New York, Saratoga, Florida.
7. Ms. Gladys Hardy, Secretary of the University of Massachusetts, Amherst, Newton, Massachusetts.
8. Dr. Jessie Hartline, Professor of Economics, Rutgers University College, Formerly Director of Open University Program, Highland Park, New Jersey.
9. Mr. Tim Higgins, Student Representative-National Student Association, University of Wisconsin-Madison, Madison, Wisconsin.
10. Dr. Arnold Hunter, Director, The Continuing Education Service, Michigan State University, East Lansing, Michigan.
11. Dr. Blyden Jackson, Associate Dean, Graduate School, University of North Carolina, Chapel Hill, North Carolina.
12. Dr. Calvin B. T. Lee, Chancellor, University of Maryland, Baltimore County Campus, Baltimore, Maryland.
13. Mr. Jack M. Brade, Executive Director of State University of Nebraska, Lincoln, Nebraska.

ADULT EDUCATION

1. Dr. Robert J. Fitchell, Chairperson, Executive Director, National University Extension Association, Washington, D.C.
2. Dr. Elizabeth Allen, Coordinator of Continuing Education, Nursing Education Department, American Nurses Association, Kansas City, Missouri.
3. Mr. Russell Allen, Assistant Director, AFL-CIO Labor Studies Center, Silver Springs, Maryland.
4. Mr. Robert A. Avina, Director, Bexar County Adult Education, San Antonio, Texas.
5. Dr. Barbara A. Chandler, Education Program Specialist, Division of Adult Education, U.S. Office of Education, Washington, D.C.
6. Mrs. Beverly Dopler, Assistant Supervisor, Business Education Adult Programs, Fairfax Public Schools, Fairfax, Virginia.
7. Mr. Boris D. Frank, Manager, Special Projects and Development, WHA-TV, University of Wisconsin Extension, Madison, Wisconsin.
8. Dr. Lawrence T. Frynara, Executive Director of New Jersey Public Broadcasting Authority, Trenton, New Jersey.
9. Ms. Dolores M. Harris, Director, Adult and Continuing Education, Glassboro State College, Glassboro, New Jersey.
10. Mr. Donald R. Larson, Executive Assistant to the Chancellor, Oregon State System of Higher Education, Eugene, Oregon.
11. Dr. Charles R. Lawshe, Vice President Emeritus, Purdue University, West Lafayette, Indiana.
12. Dr. Mary C. Mulvey, Supervisor, Adult Education Department, Providence Public Schools, Providence, Rhode Island.
13. Mr. Fred E. Voss, Director, Multimedia Management Education Systems, American Management Associations, Inc., New York, N.Y.
14. Dr. Ellen Winston, President, National Council for Homemakers Health Aide Services, Raleigh, North Carolina.

Mr. MACDONALD. Thank you, sir.

I think you have raised a couple of matters which have not been raised and, frankly, I don't think this committee or anyone else has given it enough attention. I couldn't agree more with what you have to say on page 4 in the next to last paragraph:

That programs must be produced which will satisfy the needs of special clientele groups. The exceptional child, the unsupervised child and the handicapped need to learn to cope with out-of-life situations which they are forced to face.

This is because all kids are different and all parents are different. But I think educational broadcasting, if it can just do that, it would justify the advantages there alone, because these are groups that are just completely overlooked. I have noticed that every once in a while now for the deaf people they will have someone with sign language to translate the news, but it is a very minor effort and I don't mean by the people doing it, but I mean the extent of it.

Now, none of that is being done now, am I correct, for the unsupervised child and handicapped child or just handicapped, period?

Mr. PITCHER. I believe there may be some produced locally for local purposes. I would not know the extent to which such programs might exist. I think we know there are no national programs, that is, very high-quality programs produced for national distribution. Again, if the other chairpersons of the other task forces were here, it would be easier to refer matters relating to child education to persons who are specialists in those fields.

Mr. MACDONALD. That flies a little in the face of what you said about Sesame Street. It couldn't have been acceptable if it is produced for only 5,000 or 10,000 children. How do you reconcile those two statements?

Mr. PITCHER. I understand why Sesame Street had a broad general appeal, through which it could be come economically feasible, but some of these programs for the handicapped would not have that broad an appeal. There is nothing exceptional to them.

Mr. MACDONALD. By them you mean not a high IQ?

Mr. PITCHER. Both of them, the handicapped and exceptional children with high IQ's.

Mr. MACDONALD. What do you call exceptional children?

An exceptional child has an IQ of about 150 and that is an exceptional child and he does not need much help, I should think. Maybe he does, I don't know. I don't have any and I was not one. But I have some retarded children and they certainly need help and interest.

I don't know how big an audience a program like that would have. It does not really matter, I don't think, for educational broadcasting that it should have that million audience so long as it does the job it is supposed to do. Do you agree with me?

Mr. PITCHER. Yes, sir, I think we have to shift to the part of the statement that deals with utilization systems. It seems to me that when we look at the problem in terms of multiple mechanisms, some things could be done by closed circuit, and other fixed instructional systems to assist special groups which do not number into the millions of people.

Mr. MACDONALD. Well, you are talking about neurosurgery and electronic engineering. I couldn't agree more, that is just an adjunct to

those people, but this can apply to a good deal of the education of the children that you single out and you say, "No, no, not if anything is done except on a local level," and you are not sure about how much of that is done, is that right?

Mr. PITCHELL. Correct.

Mr. MACDONALD. I would just like to recommend to you that you have heard CPB as I have, that they will do what they can, when and if they get proper funding in that area, because I think it is a much neglected area.

The other thing, when I read the list of the witnesses that were to be here, if they go into education matters, which I guess you envision?

Mr. PITCHELL. Right, we are educators, right.

Mr. MACDONALD. Well, is there any possibility, I am not trying to raise something that is not there, hopefully, but would you run into problems of separation of church and state if you decide to have educational programs for parochial schools? I see your leadoff witnesses were going to be Father Charles Fiore and Sister Rosemary Keegan, National Catholic Education Association.

Mr. PITCHELL. Yes, first of all, they were representing Early Childhood, which could be part of a preschool class in the parochial system as well as in the community and in our public school systems. Honestly, sir, I am not a constitutional lawyer, I am not sure of my footing in dealing with constitutional questions relating to religious schools.

Mr. MACDONALD. Well, I don't expect a 100-percent answer from you on this.

Mr. PITCHELL. I believe that Sesame Street is being used in environments such as that now without any legal challenges, but I am not positive.

Mr. MACDONALD. I am talking about educational programs that are set, say, in parochial schools, what will happen if that is involved, separation of church and state?

Mr. PITCHELL. I wouldn't think so, I would think that is a constitutional question, I don't feel qualified to deal with it as a constitutional question, but I would not think it would be relevant any more than textbooks produced commercially would be prohibited.

Mr. MACDONALD. They do have books that are in violation and we have fought that in the Congress for a long time.

Mr. PITCHELL. Well, I would think that religious programs would not be able to be produced through this mechanism.

Mr. MACDONALD. I am not talking about religious programs, but do you know about the arguments of the separation of church and state?

Mr. PITCHELL. Yes.

Mr. MACDONALD. I have nothing to do with that, but parochial schools helping people with their education and people who have a feeling against that, that it is a violation of children and state under our Constitution, yet it is in the Constitution. Well, if you don't feel qualified in this area, maybe I can write a letter if you have somebody that you think is qualified.

Mr. PITCHELL. I will be very happy to make such a response, if possible.

Mr. MACDONALD. Do you have anything further?

Mr. PITCHELL. No, sir. Unless you have further questions?

Mr. MACDONALD. I think you can rally some forces to our side to work on this, and have them just get in touch with some of the committee members and let these groups hear about funding.

Mr. PITCHELL. We expect to make this effort.

Mr. MACDONALD. Thank you very much.

Mr. PITCHELL. Thank you.

Mr. MACDONALD. The next witness is Jack Golodner, executive secretary, Council of AFL-CIO Unions for Professional Employees.

STATEMENT OF JACK GOLODNER, EXECUTIVE SECRETARY, COUNCIL OF AFL-CIO UNIONS FOR PROFESSIONAL EMPLOYEES, ACCOMPANIED BY SANFORD WOLFF, EXECUTIVE SECRETARY, AMERICAN FEDERATION OF TELEVISION AND RADIO ARTISTS AND ACTORS

Mr. GOLODNER. I am joined this morning by Mr. Sanford Wolff, executive secretary of the American Federation of Television and Radio Artists and Actors.

Mr. Chairman, I want to thank you for this opportunity to appear. With your permission, you have my statement and I wonder if it can be placed in the record and I can excerpt.

Mr. MACDONALD. Without objection it is so ordered.

Mr. GOLODNER. Mr. Chairman, I appear here today on behalf of the AFL-CIO and the Council of AFL-CIO Unions for Professional Employees, both early supporters of public broadcasting and, since its inception, continuous supporters of its expansion.

I know that the AFL-CIO needs no introduction here but, perhaps the council for professional employees does. The council comprises 19 national and international unions representing more than 1 million men and women in the professional fields. Among the members of these unions are engineers, nurses, teachers, college professors, medical doctors and others in the professions. In addition, the unions of our council serve the many thousands of actors, musicians, dancers, singers, broadcast technicians, writers, and others who are the foundation of our Nation's broadcast system. Public broadcasting is a device for communicating—an important device. But it is these people who give it value.

Two years ago I had the privilege of bringing to this committee the testimony of our council and the AFL-CIO. At that time I reported to you our enthusiastic endorsement of long-range financing for public broadcasting "free from the shifting winds of political budgetmaking." H.R. 4563 provides that kind of financing and, in this regard, we fully support it. We also support the higher ceilings for Federal contributions endorsed by the Corporation for Public Broadcasting and others and we urge that you amend H.R. 4563 to provide for these higher ceilings.

We ask you to consider other changes in the bill as well. They incorporate concerns that we have expressed here and on the Senate side many times before. We offer them now in the belief that they will strengthen the bill before you and further the healthy development of public broadcasting.

When I last testified 2 years ago, I presented to this committee a statement by Andrew J. Biemiller, director of the Department of Legislation of the AFL-CIO, calling attention to the growing influence of foreign-produced programming on public television's schedule:

We don't think this public showcase should ignore the contributions of American writers, American directors and producers, American artists and musicians and American technicians.

Mr. Biemiller said, adding,

We believe the Congress should require CPB to take steps to increase the number of cultural, dramatic and musical programs featuring American talent and artists and produced in the U. S.

We believe, Mr. Chairman, this committee saw the dangers inherent in the American public television system becoming overly dependent on cultural fare produced abroad. Though it did not recommend specific legislation 2 years ago, the committee did remind the public broadcasters in its Report 93,324 that "high quality production facilities, talent and program ideas are available in the United States and are going unused." The committee cited the country's international trade situation for consideration in the acquisition of programming. We believe that, today, there is another matter of serious concern to be considered: mounting unemployment.

Given today's economy and mounting unemployment, this point must be given additional emphasis. Can we really justify the expenditures of taxpayer money for foreign productions while American talents search for opportunities to leave the unemployment lines for meaningful employment? I think not.

We believe that the CPB took the committee's suggestion to heart. We find little to fault in its production grants over the past 2 years. We wish we could say the same for the activities of PBS, its affiliated stations and corporate underwriters.

Largely because of their programming decisions, foreign-produced programs have continued to be the heart of the cultural and performance schedule--the basic staple of the prime time hours in public TV. We estimate that in the year ending June 30, 1973, foreign-produced programming accounted for more than a third of the air time devoted to this category. Figures supplied us by CPB show that in the year ending June 30, 1974, 33.4 percent of the hours devoted to cultural and performance programs were devoted to foreign-produced material. In drama alone, foreign programs accounted for 63 percent of the air time despite efforts by CPB to encourage domestic productions such as "Theater in America," and I understand they are planning additional ones.

As if to emphasize public broadcasting's dependence on overseas products for its prime time hours, PBS orchestrated 11 evenings of "showcase" programming last month aimed at attracting new subscribers by demonstrating what is considered to be representative of public broadcasting at its best. Illustrative of this PBS effort is the evening schedule for 1 week on WETA Channel 26, here in the Nation's Capital: 39 programs--34 imports.

Ninety percent of the available air time between 8 p.m. and midnight was devoted to programs produced overseas. Along with my tes-

timony, Mr. Chairman, we have listed the scheduling for that week on WETA.

Mr. MACDONALD. Without objection that will be included in the record.

Mr. GOLODNER. Thank you very much.
[The program schedule referred to follows:]

WETA PROGRAM SCHEDULE - PRIME TIME, WEEK OF MARCH 15

SUNDAY

- 8:00 p.m. NOVA, WGBH - BBC.
- 8:30 p.m. Masterpiece Theatre, Imported.
- 9:30 p.m. Inside the World of Jesse Allen.
- 10:00 p.m. "Shabby Tiger," Imported.
- 11:00 p.m. Monty Python (comedy), Imported.
- 11:30 p.m. Sherlock Holmes, Imported.

MONDAY

- 8:00 p.m. Washington Straight Talk.
- 8:30 p.m. The Romantic Rebellion, Imported.
- 9:00 p.m. "A Pin To See the Peepshow," Imported.
- 10:00 p.m. "Shabby Tiger," Imported.
- 11:00 p.m. Monty Python, Imported.
- 11:30 p.m. Sherlock Holmes, Imported.

TUESDAY

- 8:00 p.m. America, BBC.
- 8:30 p.m. Ascent of Man, Imported.
- 9:30 p.m. Interface.
- 10:00 p.m. "Shabby Tiger," Imported.
- 11:00 p.m. Monty Python, Imported.
- 11:30 p.m. Sherlock Holmes, Imported.

WEDNESDAY

- 8:00 p.m. Vienna Philharmonic, Imported.
- 9:00 p.m. "A Pin To See the Peepshow," Imported.
- 10:00 p.m. "Shabby Tiger," Imported.
- 11:00 p.m. Monty Python, Imported.
- 11:30 p.m. Sherlock Holmes, Imported.

THURSDAY

- 8:00 p.m. Evening at Pops.
- 9:00 p.m. A Family At War, Imported.
- 10:00 p.m. "Shabby Tiger," Imported.
- 11:00 p.m. Monty Python, Imported.
- 11:30 p.m. Sherlock Holmes, Imported.

FRIDAY

- 8:00 p.m. Washington Week in Review.
- 8:30 p.m. Wall Street Week.
- 9:00 p.m. Masterpiece Theatre, Imported.
- 10:00 p.m. "Shabby Tiger," Imported.
- 11:00 p.m. Monty Python, Imported.
- 11:30 p.m. Sherlock Holmes, Imported.

SATURDAY

- 8:00 p.m. Ascent of Man, Imported.
- 9:00 p.m. "A Pin To See the Peepshow," Imported.
- 10:00 p.m. "Shabby Tiger," Imported.
- 11:00 p.m. Monty Python, Imported.
- 11:30 p.m. Sherlock Holmes, Imported.

Mr. Golopner. In New York Channel 13 mailed solicitations for subscriptions in the form of letters from Jean Marsh, the British star of "Upstairs, Downstairs." The letters urged American subscribers to make tax deductible contributions to help pay for the program promising 13 new episodes next year if they would.

Such programming and solicitations led Washington Post critic Alan Kriegsman to a logical conclusion shared by many observers of American public broadcasting. "Apparently," Kriegsman wrote, "the moral is that if the American public will only cough up its fair share, British writers, actors, and TV crews can be kept alive and healthy for the duration."

Bill Marvel, in the National Observer, said the 11 evening "show-ers" ought to make viewers aware how dependent public television is upon the British for quality television drama" and John J. O'Connor, writing in the New York Times, noted that, "One result of public TV's * * * national fundraising campaign is to underline the system's heavy reliance on imported programming. It seems that when all else fails in putting together a respectable schedule, the first and perhaps only impulse is to grab a foreign production, preferably British."

Mr. O'Connor reviewed a BBC documentary on Beverly Sills, the American opera star, and concluded:

When the American public has to ~~opt~~ on the British Broadcasting Corp. for an outstanding portrayal of a renowned American artist, something somewhere is very wrong with the American system. It is no longer a matter of whether or not similar projects can be done here. They must be done.

Mr. Chairman, we have said before that we are not opposed to foreign-produced cultural programming appearing on the public system. Today I would like to reiterate that position. We consider high quality foreign programming vital to the proper mix necessary for good, balanced programming in public broadcasting.

But, for several years now there has been an imbalance particularly in the major cultural and performance program category. This is an expensive form of programming, requiring as it does the talents and skills of many artists, craftsmen, and technicians, but it is the key to enriching prime time viewing and listening. American talent deserves a fair opportunity to participate.

In order to give them that opportunity, we must husband the financial resources to be made available under H.R. 1563 and insure that they are made available to aid and assist American artists, directors, film makers, performers, et cetera.

Just today, Mr. Chairman, I was given a letter from a producer of a public radio series in California and I think it underscores my point. This is a letter to the local of the American Federation of Musicians in Los Angeles. I will read part of it.

This is to notify you that we will be unable to proceed with the scheduled recording for broadcasts of the Los Angeles Chamber Orchestra Concert on April 7th and 14th by National Public Radio.

It goes on to say:

In conversation on March 25th with people in Washington I was informed there were no funds available and that the NPR program "Concert of the Week," on which the chamber music concert would have been presented, will no longer secure American concerts, but will present European-produced programs only.

This kind of thing underscores my plea here today, that the limited Federal resources being made available for the public system, should be used to employ and utilize American talent.

For this reason we suggest that the legislation before you be amended to insure that the Federal tax dollar be used solely to develop and acquire program material made in the United States.

In addition, we urge that you remove any possible incentive for more foreign programming by providing that only non-Federal funds used to acquire or produce programs domestically could be considered in determining the amount to be drawn from the Federal Treasury. We see little merit in rewarding a public station or corporate underwriter that acquires or produces a program abroad with a match paid for by the Federal taxpayer.

In effect, we are asking that less than 50 percent of the total operating expenditures of the public broadcasting system, the Federal share, be reserved for the development and utilization of American creative abilities. We do not think this is unreasonable, particularly in light of present economic conditions. Neither do we believe this is chauvinistic. We think it reflects a proper regard for our own national creative resources and a civilized concern for their development.

A proper concern for the personnel who contribute so importantly to a quality public system must reflect a realistic regard for the economic needs of these men and women. The Carnegie Commission report, which laid the groundwork for public broadcasting in this country, noted that "It must be able to offer compensation to attract highly able people."

By passing H.R. 4563 at the higher funding level which we support and insuring that the funds are directed to greater domestic production as we have suggested, the Congress will do much to help public broadcasting meet this requirement.

But experience has shown that merely providing funds without also establishing appropriate guidelines for their use, does not assure fair compensation to those employed in a federally supported activity. For this reason Congress has found it necessary to approve and continue such measures as the Davis-Bacon Act, Walsh-Healey Act, and many other laws designed to insure that recipients of Federal funds will not compete with others and among themselves on the basis of cheap labor and at the expense of those employed.

A prime example is found in the basic legislation authorizing the National Endowment for the Arts. Enacted in 1965, and amended several times, Public Law 89-209 continues to provide that it shall be a condition of the receipt of any grant that the group or individual or the State or State agency receiving such grant furnish adequate assurances to the Secretary of Labor that all personnel employed on projects or productions which are financed in whole or in part by the endowment will be paid not less than the minimum compensation as determined by the Secretary of Labor to be the prevailing minimum compensation for persons employed in similar activities.

This provision has worked well with regard to the Arts Endowment, its grantees and the artists and craftsmen they employ. It has not limited the endowment's freedom or the freedom of the many cultural institutions it assists. It has enlarged the freedom of many creative people by assuring them a fair minimum compensation for their efforts.

They are chosen to participate on the basis of merit rather than on a willingness to work cheaply. We believe such a provision will work as well for the public broadcasting system.

The long-range financing proposal which we endorse will not only assure public broadcasters the kind of budgeting that permits the kind of long-term planning and development so vital to quality programming, but it will also provide a measure of insulation from the political pressures that attend the authorization and appropriation process.

We approve of this because we want public broadcasting to be a truly independent broadcast system, independent of politics and independent of commercial interests but not independent of the people in the communities it serves.

The bill before you addresses only one source of pressure, the Congress. It does nothing to guard against the growing influence of private corporate interests on programming and station policy. This influence is exerted through the so-called underwriting process and through tax deductible grants made to individual stations. As a result, fiscal dependence on corporate largess is encouraged and places on the governing boards of public broadcasting are assured for corporate representatives. In addition, large portions of public broadcasting's prime time schedule is controlled, in effect, by Mobil, Exxon, or other commercial sponsors.

The Carnegie Commission feared this development and its report suggested. When the public television system we propose has been created, it would seem desirable for the corporate support to take the form of general grants rather than the underwriting of specific programs involving on-the-air acknowledgments.

When a corporate underwriter buys a program and gives it to the public system, its primary objective is not to encourage minority programming, to help develop domestic talents, or otherwise strengthen the programming of public broadcasting. If these were its objectives, it would contribute funds with no strings attached for use by the stations and the system as its administrators and leadership perceive public broadcasting's goals and needs.

Grants for specific programs are given to enhance a corporate image and this takes precedence over the mission of public broadcasting. This, we submit, is wrong and, for that reason, general grants should be encouraged and program grants prohibited in H.R. 4563. The matching provision of the bill will provide an incentive for the system to solicit general grants. Its application should be limited to such grants only.

Underwriting will no doubt continue, but surely it should not be encouraged with Federal matching funds.

At present we believe corporate underwriting provides less than 4 percent of the income for public television and radio. It will be far easier to end this practice now, as the Carnegie Commission suggested, than allow it to grow and public broadcasting to become more dependent on it. It takes little imagination to see a day when these corporate underwriters demand more for their dollar than a simple on-the-air acknowledgment.

Next will come the commercial "message"—that message which now consumes so much time on nonpublic television. The time to stop it is now, later may be too late.

Insulation from political and economic special interests? Yes, we favor it. But we do not favor insulation from the public. If the people's representatives in Congress are to cede some of their authority over this publicly supported system, we expect that they will, at the same time, insure that the people themselves will be heard more directly. Public broadcasting belongs to all the people—working people and their representatives, as well as businessmen and their managers; women as well as men; minority group members as well as white Anglo-Saxons. The boards and councils governing CPB and the public stations must reflect this diversity. Today they do not.

In addition, more must be done to insure that women, blacks, Latinos, native Americans, and others, who in the past have suffered exclusion from meaningful participation in broadcasting, are afforded new opportunities—not only to be employed, but to be employed in professional and policymaking positions. If this requires additional expenditures for recruitment and training, then so be it. It is essential.

Once again, let me remind this committee of the recommendations made by the Carnegie Commission when it first fashioned what has become our public broadcasting system. "An important part of the whole task for public television," the Commission states, "is the provision of opportunities for talented persons in all branches of programming and technology through association with production centers and broadcast stations. We believe that these centers should systematically provide inservice training and the Corporation should help them do so."

We are pleased that the system's hiring level of minority members has reached 12.2 percent. But we do not believe the system can truly reflect the standards and judgments of our polyglot nation until there are more minority group members in decisionmaking positions.

By way of summation, Mr. Chairman, we endorse long-range financing at the higher levels supported by CPB. But we suggest that this committee attach basic safeguards to insure that, during the next 5 years the public broadcasting system will grow to nurture American artistry; that it will be independent of economic as well as political pressure from special interests; that it will involve a broad cross section of the American public in its administration and that it will insure full participation from the citizenry it aims to serve.

That, Mr. Chairman, would be a public broadcasting system we can all be proud of.

Mr. Macdonald. Thank you, Mr. Golodner. You are probably aware, maybe you are not, you know Andrew Biemiller, usually on the AFL-CIO line we see pretty much eye to eye. I think my voting record with them is maybe not 100 percent, but we are not all infallible so of all of the things I don't want to do is get the AFL-CIO mad at this bill. I don't mind if they get mad at me, but I don't want them to get mad at the bill.

I would like to point out a couple of things, which is probably a middle ground. As I recall, and I don't have notes, but as I recall, Mr. Hartford Gunn indicated when he testified last week sometime that the exports of programming from the United States have exceeded the imports, which is one subject that is on my mind.

I don't know how you correlate those figures. I don't know what programs he had in mind or anything else. I just know he gave a

rough figure and I don't have his statement or my notes about it. But those two things anyway.

Well, first, I will go to the things we didn't agree on. I don't know if WETA is a typical station or not. You mention their programming, and quite properly, are labeled where the matters come from. We have the room set up to hear what the local stations are doing, and you may be right or you may be wrong.

I don't know if WETA is particularly typical of the country, although it ought to be, since it does represent our Capital City, but Washington in many ways is not typical of the country, I don't believe.

Also, I am not an expert on WETA, as I said many times, and I can't very well talk about it, for I can't see it very well where I live.

Another thing, public broadcasting spends not as much money as people think, but gets money free from the Federal Government and a lot of people are not able to see public broadcasting here at their homes.

Now, another thing you indicated about future plans, I just happened to be reading *Variety* over the weekend—quite a dull weekend—but I saw that "Upstairs, Downstairs" is on the commercial market and one of the networks is about to buy it, the way *Variety* read, and changing its name, which struck my eye to "Beacon Hill." So I don't know whether that is going to public broadcasting or going commercial.

Now, going to programming, a number of shows have come from England and a number of situations like this originate in England, but I understand your point that you feel there is too much importation and perhaps there is. It is true we have an open mind on that, I just don't know.

"Masterpiece Theater," which is all British, is pretty good, in my judgment. They do some good stuff. That does not mean we couldn't do it if we had the money. Up until now the production centers have been churning out stuff, you know, I think that they have done a fantastic job, as has commercial TV, which I give a belt to every now and then.

I think in the field of children's programming, commercial TV and public broadcasting have done very well indeed. I imagine it has been fantastic over the last 5 or 10 years.

But, be that as it may, there were a couple of things that bothered me. You suggested applying the Davis-Bacon Act to public broadcasting, according to your quote "not less than minimum compensation as determined by the Secretary of Labor to be the prevailing minimum compensation for persons employed in similar activities."

I would say, although once again I don't know because it didn't come up, I would think public broadcasting already lived up to that and, therefore, there is no need to stick a similar amendment to that in public broadcasting because I never heard of any complaint.

Now, you may have heard a complaint. I don't know but I have not heard a complaint that the people in there are being paid less than the minimum. My problems have been not with the minimum wage area, which you have reference to here in your statement, but the fact that they don't have enough money after they train them so that they should fully be raised far over their minimum to a position with top responsibility, or up to the top management people, and they are then siphoned off as employees on commercial broadcasting.

So, really, I don't think we need that amendment. I hope that we can cover your desires, which I understand perfectly well, in language in the report so that once we hit the floor we don't start amending the thing in such a way that it is, well, we would be acting like the Senate and everybody has a favorite thing that they stick in the bill.

I would hope before we get down to the nitty-gritty of putting the thing together that we have occasion for all of us to sit down together and come up with language along a strong line for the report and it won't do damage on the Floor of the House to have this preparation.

Mr. GOLODNER. I don't think, Mr. Chairman, that anything we suggested would endanger the bill. If it would, we would seriously have misgivings about offering any of these suggestions. If I could comment, I don't think we have disagreements in substance with the PBS or public broadcasting with regard to foreign programing.

We all recognize that our public broadcasting system has been terribly undernourished financially. Particularly with regard to the kind of programs that I am addressing myself to; that is, cultural performance programs, which are the most expensive type of program.

What we are, therefore, suggesting would assist our public broadcasters by making sure that the Federal moneys that are going to the system are not going to be siphoned off anywhere else, but will provide for domestic production and acquisition.

As I pointed out, Federal funds amount to less than 30 percent of the total operating budget for the system. I don't think what we suggest would close off "Masterpiece Theater." It is not denying anyone these high-quality foreign imported programing.

Mr. MACDONALD. Actually, if I could interrupt on that point, but actually, what you would be mandating to be spent on domestic is what comes out on your matching formula to just about that, all of the Government money, because they get about one-third Government money and two-thirds private. So the domestic production would take up the entire one-third that the Government was furnishing. I don't think that is quite fair.

Mr. GOLODNER. Well, in light of the fact that the other two-thirds in a large part of it, comes from the taxpayers as well because it comes from State money.

Mr. MACDONALD. It all comes from taxpayers, but—

Mr. GOLODNER. And the other part is voluntary contributions, for which there is tax benefit. The Federal Government is already in a sense providing an incentive for people who wish to give their money for foreign imported programing by allowing tax deductions on it. We are merely asking that 30 percent, and again I repeat I don't think it is an awful lot, one-third or less than one-third, should be used to encourage domestic productivity.

Mr. MACDONALD. Encourage, I agree, but encourage and sign them to what, what kind of contract after encouraging to get their skills, and they move on into commercial broadcasting. I don't blame the artists or producers or anyone.

Mr. WOLFF. May I speak to that?

The same artists in the main are performing on public television that perform in commercial television. I am not talking about the stars that we all know. I am talking about TV fine craftsmen, artisans, both technical and performing artists, who do work for public broadcasting on their projects when requested. It sort of ties in, sir, to the request

that we make and I must say we make it very strongly and I don't think that we would relent with regard to Davis-Bacon language.

Mr. MACDONALD. No, I don't care about Davis-Bacon, because they are already living up to that anyway.

Mr. WOLFF. They are not universally throughout the country. No, sir; they are not. When we talk about Davis-Bacon, we are talking, not about minimum wage, but talking about prevailing wages in the areas in which production is available.

Mr. MACDONALD. Available minimum wage.

Mr. WOLFF. Prevailing union scales, that is correct.

Mr. MACDONALD. Put it that way, fine. You mean to say public broadcasting is getting people that work underscale?

Mr. WOLFF. Sure, in many areas, in many instances.

Mr. MACDONALD. Technicians and the actors?

Mr. WOLFF. Yes, sir. In most cases those persons are in this situation.

Mr. MACDONALD. I am not talking about trainees now.

Mr. WOLFF. I am not either. In most instances that we have come across, the stations utilizing the funds for production of domestic programs are not in most cases paying union scales. Certainly they are not for the technicians.

Mr. MACDONALD. Well, I will ask some questions and get at those people when they come back.

Mr. WOLFF. I think you will find, sir, they are not.

Mr. MACDONALD. The last time, Mr. Goldwater always talked about the problem. That has all passed by. I know you have been burned badly by the commercial people.

"Once burned, twice wary." I don't think there is a similar situation here. If employment is as tight on the outside as they think it is, why would they work for PBS underscale?

Mr. WOLFF. If employment is too tight?

Mr. MACDONALD. Yes.

Mr. WOLFF. It is because there is not much work.

Mr. MACDONALD. I said it the wrong way. In commercial TV, for example, you would know about this, and I am just guessing, how many pilots do you think there are for everything you see on the air?

Mr. WOLFF. At least a dozen, I would imagine.

Mr. MACDONALD. I was going to say 15 or 20. They have to do that by scale, don't they?

Mr. WOLFF. Yes, sir.

Mr. MACDONALD. So there is more now than there has been, the movies never had it so good, if you believe Variety or anybody else, movies are on an upswing and Vegas and I don't guess that really hits the artists, at least the kind of artists you are talking about.

Mr. WOLFF. If you are referring to rather recent reports in Variety concerning movies, they are talking about the box office, not a tremendous upsurge in employment. It does not reflect in employment; no, sir.

Mr. GOLDBER. The same thing is true in broadcasting.

Mr. MACDONALD. The unions are always tough, let's face it.

Mr. WOLFF. I don't think so. I think we are very reasonable.

Mr. MACDONALD. I mean the unions can be tougher with an employer who is making exorbitant profits than they can with a guy barely hanging on by his teeth, because it is better to have a job than no job at all, even though it might not be the salary you want.

That is commensense and you people are very bright and have helped, I know unions have helped keep employers in business.

Mr. GOLODNER. We never believed in "out of work at high prices," Mr. Chairman.

Mr. MACDONALD. Right. It once in a while happens and you read it in the headlines that a guy goes on strike who is being paid \$8 an hour and that is the exception, not the rule.

I am saying this not to you, but just to let you know, and I know, also for the record, so you usually are very reasonable, but I don't understand that 30-percent thing.

I don't think it is very reasonable. First, you talk about isolation from any pressures and then you say "any pressure," except you use 30 percent, and I would think that is a pretty good pressure.

Mr. WOLFF. Is it appropriate to point out that we are probably the only nation that does not have strong governmental restrictions for television with regard to what we call "play time," the number of hours in any given day, any broadcast day, in which foreign production may be utilized. This is true in Canada where they are getting highly restrictive and affecting our employment greatly.

Mr. MACDONALD. I don't know as well as you do, but I do know the foreign countries are terrible on their quota system, there is no doubt about that.

Mr. WOLFF. If I may, Mr. Chairman, I also would like to point out that withdrawing that 30 percent won't affect Mobil or Exxon. I don't really believe it would affect the production dollars that they are providing for foreign product.

Mr. MACDONALD. Well, I am not saying, obviously, if you notice, Mobil and other oil companies such as Gulf, they never were terribly interested in public news programming or anything like that before the Arabs and before this criticism in Congress.

Now, especially when the crunch was on, they picked up Walter Cronkite, and the CBS News, for example, and you see ducks floating around where they have refineries and fishing right by the offshore drilling, you know.

Mr. WOLFF. Very romantic.

Mr. MACDONALD. That they are very great in service and all of that, which they do on commercials, so they can use commercials on public broadcasting, so this is the next best thing than saying, These guys are not just a big cold corporation, but they have a heart and soul.

I don't think that fools too many people. You know, I for one, am glad to see them put any kind of show on public broadcasting. It costs money and it comes out as a tax deduction and the Government is really paying for it, but in a round-about way. It is a business expense, I am sure.

We have gone a little afield from what I started on. One thing you did not read that I, for one, was pleased to see was on page 9, which of course will be in the record.

You did say that you were pleased that the system's hiring level of minority members has reached 12.2. I mean you bleed, but not with joy.

Mr. GOLODNER. I would like to read the next sentence.

Mr. MACDONALD. You left that out, so I will leave the but out. So I mean it is not a situation where I don't think we can't work this out to

give them the freedom that I think they need to make a best choice possible within their range of funding. I hope you give this argument, without the amendment part, to the appropriations committee.

Mr. GOLODNER: If I may, Mr. Chairman, I think a great deal more has to be done at the local stations.

Mr. MACDONALD. You are not getting any argument from me about it. I think it is a problem that they had not thought about, they are so busy.

Mr. GOLODNER. I would hope so, but I would hope you can sort of remind them.

Mr. WOLFF. Mr. Chairman, may I be permitted to give just this bit of information? We spent a day and a half here about 2 weeks ago in which Mr. Golodner and myself and at least two other people spent most of our time trying to convince members of the AFL-CIO, executive members, that quotas and restrictions were not the American way of doing it on public broadcasting. So we thought we would approach it from the dollar aspect. That is where the 30 percent comes from.

As you know, the labor movement is always prepared to negotiate, so we are not trying to destroy anything.

Mr. MACDONALD. I understand you. Believe me, I understand you.

Mr. GOLODNER. I think earlier you mentioned the import and export situation.

Mr. MACDONALD. I saw Mr. Gunn in the room. Just to carry that out, what was the import-export figure?

Mr. GUNN. Calendar year 1974, total of 115 program hours to 13 countries and during the same time period PBS broadcast a total 103 hours and 30 minutes. In other words, in calendar year 1974 we sold 11.5 hours more than required by the national system.

Mr. WOLFF. That is not overwhelming.

Mr. MACDONALD. No, it is not, but it is a win, they kicked the extra point.

Mr. WOLFF. I wonder how much of those were public affairs and children's programs.

Mr. MACDONALD. It is better to have it on that side than the other.

Mr. GOLODNER. I think Mr. Wolff raised an important point. We can import "Civilisation" and "Ascent of Man," which are all fine, and "Upstairs, Downstairs," all of which employ a lot of people, and carry big budgets and export low-budget public affairs programs or children's programming, which do not come near making the same kind of demands on talent and utilization of skills that these BBC programs like "War and Peace" and the like require.

So we are importing the big ones and we export, well, I don't know, because I have not seen Mr. Gunn's figures broken down in that way, and I don't know actually what we export and import. But I would guess the exports are relatively low employment programs. The point we want to make here is if we can help by setting aside this Federal portion, if we can help to encourage more productivity in the United States, we will thus export even more because there will be more products to export.

Right now we don't have that much to export in the cultural area where the big employment potential is.

Mr. MACDONALD. Who can argue with that? I agree with you. We have not had the money yet and they say they have not had the kind

of planned programming that will be that good. But, also plus the fact that we have different setups, BBC being both commercial and private. I mean public over there, and we are not in the same situation in this country.

You see, part of it goes to commercial production like "The World at War." We have a unique separation here.

Mr. GOLODNER. I think there still will be, if our suggestion is adopted, a great deal of this high-quality imported programming on the public system. The underwriters will still be providing it.

Mr. MACDONALD. You were not here, but I think BBC is the most over rated thing since George Allen. You know, it is OK in some areas, but I don't know how anyone really watches it.

Mr. GOLODNER. Well, they do a good job of selling. They actively exploit their material and produce it there for exploiting in our market.

Mr. MACDONALD. What is over there might be very good?

Mr. GOLODNER. We are getting the cream. We need the money here to be able to not only succeed, but realizing that success is built on some failures, the kind of money to risk a failure on our public system as well. This is what we need and that is why we say this Federal money should be used here to help us to develop the kind of productive ability to compete around the world and we will improve on Mr. Gunn's figures, I assure you, with greater exports.

Mr. MACDONALD. I don't know if you read the letter from the group and I don't know if you want to put it in the record.

Mr. GOLODNER. I will, surely.

Mr. MACDONALD. We might very well have the entire letter.

Mr. GOLODNER. All right, I will submit it.

[The letter referred to follows.]

SANTA MONICA, CALIF., March 25, 1975.

Mr. EDDIE TRUMAN,

American Federation of Musicians No. 47, Los Angeles, Calif.

DEAR MR. TRUMAN: This is to notify you that we will be unable to proceed with the scheduled recording for broadcast of the Los Angeles Chamber Orchestra concerts on April 7 and 14 by National Public Radio, (Varda Ullman and Geralt Zellinger, producers).

In conversations on March 25 with both Robert Bailey and Fred Calland of NPR in Washington I was informed that there were no funds available and that the NPR program "Concert of the Week" on which the Chamber Orchestra concerts would have been presented will no longer secure American concerts but will present European produced programs only.

This is an unfortunate circumstance brought about by lack of funds. As I understand it the European Music Festival broadcast tapes do not cost NPR any money. Considering the forthcoming Bi-Centennial and the need for exposing American artists and musical organizations this is certainly an unfortunate situation. I was assured by both Bailey and Calland of NPR that they are unhappy about this and are trying to correct it.

I am just sorry that after all the time Martha Blaine of the L.A. Chamber Orchestra took to arrange for this we are unable to follow through. I hope the opportunity arises in the near future.

Sincerely,

GERALD ZELINGER.

Mr. MACDONALD. If you have nothing further, I thank you both very much.

Now we will look at the long-awaited local picture and it will make our staff and CPB and PBS happy.

[Film presentation. Summary follows.]

EBS NATIONAL AND LOCAL PROGRAM SEGMENTS

Prepared by WGBH, Boston

Length, 21 Minutes

Narrator, Jim Lehrer, WETA-NPACT, Washington, D.C.

LOCAL PROGRAMS

KRMA, Denver.—1. Esta Semana, 2. Open Channel, 3. On the Rockies, 4. Statement by Governor Lamm, 5. Black Horizons, 6. Roots of Hope, 7. Feed Forward, 8. Garden to Shelf, 9. Eye Hear.

WJOT, Jacksonville.—1. Feedback, 2. Statement by Governor Askew, 3. Today in the Legislature.

KLRN, Austin/San Antonio.—1. Carrascolendas, 2. Statement by Gustavo Garcia, Member of Austin School Board, 3. Periodico, 4. Black American Sun, 5. People and Ideas, 6. Capital Gallery, 7. Newsroom 9, 8. Austin City Limits.

WQED, Pittsburgh.—1. People Pittsburgh, 2. WQED's Weekly, 3. Celebration, 4. Black Horizons, 5. Action Special: The Elders, 6. The Lively Arts, 7. A Dancer's Story.

WNPE, Green Bay.—1. Menominee.

WGBH, Boston.—1. Evening Compass, 2. Say Brother, 3. About the House, 4. Catch 44, 5. Hub City Hotshots.

NATIONAL PROGRAMS

(Shown at approximately 5-second segments)

Cultural

Theatre In America (Cyrano, Enemies, Feasting with Panthers, King Lear)

Hollywood Television Theatre (Opening)

Clarence Darrow with Henry Fonda

The Vienna Philharmonic

American Ballet Theatre

Sleeping Beauty

Great Performances (Herbert von Karajan, Leonard Bernstein, Artur Schnabel)

Evening at Symphony

Soundstage (Dr. John's Swamp)

Big Band Cavalcade (Margaret Whiting)

Religious America

National Swimming and Diving Championships

Hello, Dall

Book Beat (Daniel Boorstin—The Americans)

The Japanese Film

Public Affairs

Firing Line (Clay Whitehead, Huey Newton)

Captioned ABC Evening News

Washington Straight Talk (Schlesinger, Rumsfeld)

Black Perspective on the News (George Wallace)

The State of the Democratic Process (Senator Mondale, Senator Packwood)

Woman

Washington Week In Review

Behind the Lines

* The program you just have seen is one of the continuing efforts of KRMA, channel 6, in Denver, to create a dialogue between the government and the citizens of Colorado. It is an important program. Programs like this are going on all across the Nation. It's an important concept, and I think it's a concept that ought to be continued.

* For the second straight year, Florida Public Broadcasting is providing our citizens a full scale view of a legislative session in action. The program called "Today In The Legislature" presents nightly summaries of each day's activities. Floridians can actually see on a day to day basis, decisions affecting our state and its people being hammered out by their elected representatives. These are the types of programs which are a recognition of the public's right to know.

* My name is Gustavo Garcia. I am a member of the Austin, Tex., School Board. 12,000 of our children here in Austin are Chicano, and one of the programs used for instruction at the elementary level is "Carrascolendas." The children learn about their language, their people, and their culture from Carrascolendas; but above all, Carrascolendas helps them learn the skills they will need to successfully enter their adult lives.

The Advocates

Senate Hearings on Campaign Activities
 Presidential News Conference (March 6, 1974)
 Spiro Agnew Reports to the Nation
 Henry Kissinger's Confirmation Hearings
 1974 State of the Union Message
 President Ford's Swearing In Ceremony
 Rockefeller Vice Presidential Nomination Hearings
 UN Debate on the Middle East Crisis
 Arabs and Israelis
 Cuba, The People
 World Hunger: Who Will Survive?
 Canada: Not For Sale
 Cities for People
 What Makes a Good Father?
 Nuclear Energy Debate
 Chrome-Plated Nightmare
 Black Journal

Educational In Nature

The Ascent of Man
 Alistaire Crooke's America
 Feeling Good
 The Life of Leonardo da Vinci
 Consumer Survival Kit
 News
 Solar Energy
 The Turbulent Ocean
 Man Builds, Man Destroys
 The Thin Edge—Guilt
 The Thin Edge—Anxiety
 The Thin Edge—Sexuality
 Wrinkles, Birthdays and Other Fables
 Population Growth and the American Future
 What You Don't Know Can Kill You
 Bill Moyers' Journal: International Report (Henry Kissinger)
 Birth and Death of a Star

Children's Programs

Mister Rogers' Neighborhood
 Villa Alegre
 Zoom
 The Electric Company (plus adult viewers mentioning that they watch Sesame Street)

Mr. MACDONALD. There is very little I can add to what we have seen in the pictures. I think, if we can show that programing on the floor of the House, we would cut off quite a bit of talk. Unfortunately, House Rules do not permit it.

Whoever put it all together is to be congratulated as to a very well thought-out thing. I suppose the only question that some Congressmen might have is, is it very typical of public broadcasting. Is it just the best stations? You have no way of knowing, but Denver certainly looked as polished as any of them.

I don't think it would be fair to our next witnesses to get them up and then to be interrupted by the bells just as quickly as they got up here, because the next witnesses have been up before and some questions have been raised that need to be gone into in some depth, and I would like to give our next panel the benefit of being able to expound on their views for a full 2-hour period with the majority of Congressmen here, so I won't just be asking questions pro bono on behalf of the committee.

So, therefore, I know some members from CPB and PBS have come fairly long distances to be here today, but under all of the circumstances I held this meeting on Monday, knowing there probably would not be any other members since they are returning from their districts and mine being closer in, cut the travel time down for me considerably.

I think we have had a good deal of information that needs to be digested because there are obviously opposite points of views on certain subjects, and everybody seems to be for the bill, but they want the bill molded to their interests, which is certainly understandable. That is how legislation is arrived at. But I do believe that an in-depth discussion with the original panel, not that you are the most important ones, but because you are the ones that are most immediately and directly affected, the panel of PBS and CPB, so I have prepared a number of things bothering me, but I want to give the other members of the committee that opportunity as well and not second-hand from me.

So, as I say, we held this meeting today because we had put it over from last week because of circumstances beyond my control, but also this week is out of my control as well because the full committee is marking up some measures and we have a rule of the committee, the subcommittees can't meet when there is a general meeting of the full committee. Therefore, I ask your indulgence to return when we recess this meeting at this point subject to the call of the Chair and those people who will be asked to testify I can guarantee you we will give you plenty of notice. It will not be this week, but hopeful it will be the beginning of the following week.

But in any event, the Washington people, your Washington people will be able to give you plenty of opportunity to be here and if other commitments keep you from being here, the subcommittee and its chairman will understand because you have been very faithful in following the given requests of the committee.

So after we have received the statement of the Honorable Clarence Brown of Ohio, we will recess subject to the call of the Chair.

**STATEMENT OF HON. CLARENCE J. BROWN, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF OHIO.**

Mr. Brown. Mr. Chairman, let me congratulate you for once again providing leadership and initiative at a crucial juncture in the development of our system of noncommercial broadcasting. The long-term financing bill before us holds tremendous potential for achieving the objectives of the Carnegie report, and those enacted in the 1967 Public Broadcasting Act.

The growth and accomplishment spawned by the 1967 act have been significant. The number of stations has grown phenomenally. Nearly three-fourths of the population of the United States is now reached by public broadcasting. Programming continues to improve and diversify in many areas. Local stations have strengthened their autonomy since PBS and CPB have apparently resolved some basic internal and parochial disputes and have affirmed passthroughs to local licensees; and

hopefully local stations are more broadly involved in decisionmaking through the new program cooperative. With Federal help, many stations have improved their technical facilities significantly. Most stations now have their own video tape recorders which allow them to schedule programming at the local level in response to local viewer needs, and not be totally dependent upon some centralized national format. And, we are now on the verge of seeing radio become a more equal partner in our noncommercial broadcast service. Such progress is consistent with the localism and diversity called for under the Communications Act of 1934 as a means of keeping our licensed media free from undue concentration and control and thereby strengthening first amendment freedoms.

But such progress has not been without problems. Public broadcasting is still vulnerable to undue concentrations of outside influence. As the CPB governing board is now constituted, the President appoints its members, and this procedure potentially opens the corporation to undesirable political pressure, no matter how insulated its funding becomes. We should take care to see that no President, whatever his party label, or personal philosophy, influences the content of noncommercial broadcasting through this appointments process.

But, Presidents are not the only source of unwanted political pressure. Pressures can well stem from the annual budgeting and appropriations process or from concentrated uses of massive gifts such as some foundations were making a few years ago. The long-range funding bill can help insulate public broadcasting from such influences.

And, this legislation can guarantee local stations a preeminent role in serving local educational needs—along with national needs—by assuring that significant portions of Federal funds are distributed directly to each licensee.

With long-range financing will come a new capability for the long-range local and national planning essential to producing good programming. Such funding recognizes the lead-time necessary to increase the diversity of programming and proliferation of voices available in our communications system.

Obviously there are no mythical sources of money for the increasing costs of production, facilities, talent and management. Public broadcasting throughout this country needs strong incentive to attract contributors and to seek non-Federal funds. At this stage in its development, public broadcasting also requires Federal support. This bill provides both—direct Federal support and incentive for stations to become independently viable.

As other witnesses point out, there is some disagreement over the specific funding amounts and ceilings in the bill proposed by the administration. I hope that these hearings can document whether the arguments for higher funding ceilings are compelling enough to justify increased Federal outlays in our present economic situation. I might add, considering our economic circumstances, those arguments will have to be very compelling.

I would also urge the committee in its consideration of this legislation to focus squarely on the purposes of the Act that created CPB in 1967.

The act that created CPB emphasizes educational and instructional broadcasting throughout its provisions. In fact, the congressional declaration specifies that: "it is in the public interest to encourage the growth and development on noncommercial radio and TV broadcasting, including the use of media for instructional purposes." The purposes section of the law explicitly directs the CPB "to facilitate the full development of educational broadcasting." Yet education has been too peripheral a concern in public broadcasting, especially in view of the corporation's legal and public mandate, and the desperate needs in education today. It seems as if decisionmakers in public broadcasting have not considered education a "worthy-enough" problem to pursue actively. For example, almost \$15 million in CPB TV community service grants were awarded to 149 eligible licensees in 1974; \$10 million of these grants will be for program-related activities. Only 19 percent of this support will be devoted to instructional programming.

The needs of education are staggering. Consider the problem of financing alone. We are spending about \$7 billion a year on education, and that cost is rising at the rate of \$7 billion a year. And, as costs rise, funding sources are diminishing. Parents must raise \$4,000 to \$5,000 a year to send each of their children to private colleges. Basic tuition at public universities has tripled over the last decade. Who will pay the costs? Who can pay the costs?

In elementary and secondary education, not only is financing a challenge, but our techniques of teaching basic skills are often a disaster. A tragic testimonial to this is the public school system in the District of Columbia where half the sixth graders recently failed. Even the nearby and highly affluent Montgomery County, Md., system has its problems. Reportedly, over half the prospective English teachers who applied there flunked a basic high school English test.

Clearly, supplemental means of educating students of all ages must be found and developed. Public broadcasting has the potential to help solve such problems. As PBS pointed out at a 1974 appropriations hearing, a congressional appropriation of \$65 million in Federal funds for all activities of CPB during this year, amounts to appropriating not more than \$0.04 per hour for each household using public television programming. Compare this to our appropriations made directly for trying to improve public education.

Education and broadcasting can consolidate resources in many areas to provide imaginative means for instructional communication. Public broadcasting offers tremendous potential for innovating development of software and its dissemination.

Noncommercial broadcasting can bring basic university courses to the working student. The jobless can learn skills through the media. The semi-skilled can improve their credentials for a better job. The slow learner can benefit from extra instruction the media can provide. The handicapped can receive education heretofore impossible to attain. Minorities can utilize the media to help escape from the stereotypes into which their roles in society have been unfairly cast. Professionals can have the means to keep up-to-date in their fields, as the pace of change accelerates and leaves them buried in the information overload. The "extension" so effective in agriculture can become live, con-

tinuing education in a host of disciplines. Citizens with a natural reluctance to submit to the tensions and formal competition of classroom instruction have a new learning vehicle in the media. And all of us can learn enough to communicate in the specialized language of our neighbor's specialty.

I was pleased to see that the recent ACNO Task Forces in Education recommended several new and strengthened roles for CPB in education. Now, when will the Corporation act on these recommendations—needs that public broadcasting can no longer ignore.

I would urge, too, that the committee closely examine how this bill addresses the needs of radio. Excluding them from such funding or giving them minimal financing removes a stimulus to their growth, and that would certainly offer little hope for their development.

In summary, public broadcasting has achieved substantial progress since its inception in 1967.

But that progress is only a preface to the potential impact noncommercial broadcasting can have, especially in the area of educational instruction.

Attainment of the objectives in the legislation before you today can strengthen public broadcasting's ability to realize that potential.

I urge you to support the concept of long-range financing, so CPB can have increased capability to address the goals enunciated in the 1967 act. Thank you.

[Whereupon, at 12:20 p.m. the subcommittee adjourned, to reconvene at the call of the Chair.]

LONG-RANGE FINANCING FOR PUBLIC BROADCASTING

TUESDAY, APRIL 22, 1975

HOUSE OF REPRESENTATIVES,
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
SUBCOMMITTEE ON COMMUNICATIONS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to notice, in room 2212, Rayburn House Office Building, Hon. Torbert H. Macdonald, chairman, presiding.

Mr. MACDONALD. The hearing will come to order.

This is the last day of 5 days of hearing on this subject of long-range financing for public broadcasting.

The panel members have returned to respond to the concerns which have been raised since they were here starting about 2 weeks ago.

Before we turn to the panel, I would like to make two points. First, I feel that too little has been said about the key concept in this legislation, that of insulation. Insulation from Government pressure is imperative if public broadcasting is to develop to its fullest capacity. This is why the 5-year authorization and appropriation is so vital.

Public broadcasting funding is just not another Federal program, it is unique. But because it is unique, it has greater responsibilities than commercial broadcasting. Insulation from Government pressure does not mean insulation from the public, and the oversight process conducted by this subcommittee will insure that public broadcasting does not lose sight of this fact.

If we do get the 5-year funding, hearings will be held annually, at which time we will try to see what has happened; and if something has happened wrong, why it has happened.

Second, along these same lines, many of the witnesses have discussed the need for ascertainment for public broadcasting stations. Some have suggested that the FCC hold public broadcasting to higher standards than commercial broadcasting. I think that perhaps there is a good deal of substance in that suggestion and I have written to the Chairman of the FCC last week, as a matter of fact, asking that he expedite the adoption of ascertainment rules for public broadcasting stations, so we will be hearing from him in the very near future.

In the meantime, I might add there was nothing to prevent stations on their own from conducting community ascertainment. If the panel members have any response to these points, and I speak, I am sure, for other members of the subcommittee, I would welcome it and then we can turn to some of the other specifics.

[The following correspondence was received for the record:]

(491)

CONGRESS OF THE UNITED STATES,
 HOUSE OF REPRESENTATIVES,
 COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
 RAYBURN HOUSE OFFICE BUILDING,
 Washington, D.C., April 14, 1975.

HON. RICHARD E. WILEY,
 Chairman, Federal Communication Commission,
 Washington, D.C.

DEAR MR. CHAIRMAN: AS I am sure you are aware the Subcommittee on Communications is holding hearings on legislation providing funding for the Corporation for Public Broadcasting. A recurring point in the testimony presented to the Subcommittee has been the desirability, indeed the necessity, of requiring public broadcasting stations to ascertain the problems, needs, and interests of the communities which they serve. Although this matter was raised with the Commission in July 1973, and we were given the impression that action would be forthcoming (see Congressional Record, July 20, 1973, p. H6444) (original edition), and there appears to be virtual unanimity with regard to the need for requiring public broadcasting stations to engage in ascertainment, the Commission still has not adopted rules requiring such ascertainment.

I would appreciate your letting me know the reasons why such rules as yet have not been adopted by the Commission, and to urge the Commission to adopt such rules as soon as possible.

Sincerely yours,

TORBERT H. MACDONALD,
 Chairman, Subcommittee on Communications.

FEDERAL COMMUNICATIONS COMMISSION,
 Washington, D.C., April 21, 1975.

HON. TORBERT H. MACDONALD,
 Chairman, Subcommittee on Communications, Committee on Interstate and Foreign Commerce, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Your letter of April 14, 1975, requested information about the present status of rules concerning ascertainment of community problems, needs and interests by noncommercial-educational broadcasting stations. You quite properly stated in your letter that this problem was raised with the Commission in July, 1973 by your committee. Shortly thereafter, on September 6, 1973, the Commission adopted a Notice of Inquiry and Notice of Proposed Rulemaking on this subject (Docket 19816; 42 FCC 2d 699).

A large number of comments were received in response to that Notice. Further action in this proceeding was then held in abeyance pending resolution of a previously adopted Notice of Inquiry raising similar issues with regard to renewal applicants for commercial broadcast stations. As you know, the commercial broadcast stations in this country far outnumber the noncommercial stations. In allocating our manpower resources we chose to work first on the ascertainment issues facing commercial stations and then turn our attention to the noncommercial ones.

On April 2 and 3, 1975 the Commission discussed staff recommendations concerning ascertainment by renewal applicants for commercial stations (Docket 19715; 40 FCC 2d 379). As a result of that discussion the staff has been directed to prepare certain additional documents which we expect to act on in the course of the next few weeks. While we do not expect to completely terminate the proceedings in Docket 19715 at that time, we think that sufficient policy guidance can be given to permit fruitful staff work to be devoted to the matter of ascertainment by noncommercial-educational stations. The Commission recognizes both the importance of this subject and its urgency. Instructions have been issued to the staff to expedite action on this matter. We expect to have appropriate material presented to the Commission for discussion before the end of July, 1975.

I would be happy to answer any other questions you may have.

Sincerely,

RICHARD E. WILEY,
 Chairman.

Mr. MacDONALD. So I will say welcome, gentlemen of the panel. I know that to some of you my statement about what has happened over the last couple of weeks in superfluous, if you have been following these hearings very carefully, but to some others it might be helpful.

Does anyone want to volunteer anything on either subject?

Mr. Rogers.

STATEMENTS OF A PANEL COMPRISING RALPH B. ROGERS, CHAIRMAN OF THE BOARD, PUBLIC BROADCASTING SERVICE; HARTFORD N. GUNN, PRESIDENT, PUBLIC BROADCASTING SERVICE; HENRY LOOMIS, PRESIDENT, CORPORATION FOR PUBLIC BROADCASTING; ROBERT S. BENJAMIN, CHAIRMAN OF THE BOARD, CORPORATION FOR PUBLIC BROADCASTING; MATTHEW B. COFFEY, PRESIDENT, ASSOCIATION OF PUBLIC RADIO STATIONS; LEE C. FRISCHKNECHT, PRESIDENT, NATIONAL PUBLIC RADIO; AND BEN POSNER, PH. D., VICE PRESIDENT, FINANCE, AND TREASURER, CPB.

Mr. ROGERS. Mr. Chairman, I would like to talk for a moment on the subject of ascertainment. I don't think I can add anything to what you said about insulation because you expressed it exactly the way we see it. I am sorry that we didn't emphasize it sufficiently. I guess it is because we all believe that everybody knows it and understands it and appreciates it and we should have done the job.

On ascertainment I think we have to differentiate between our responsibility to the public, the necessity for us ascertaining what the public needs are, and attempting within the limits of our talents and our funds to meet the needs and the technical requirements of the ascertainment process. I would like to point, if I may, Mr. Chairman, to you what I mean.

As you know, there is in the case of commercial broadcasting a set of rules and regulations to how ascertainment is to be performed and what records must be compiled and kept and made available to the public.

We have taken the liberty of looking at some of those records. In some cases in a station you will find book after book after book. You will find people who have been assigned to compile these books and have them to meet the requirements of the FCC. We have estimated that in some cases the cost of ascertainment might be as much as \$50,000, \$75,000, or \$100,000 per-year per commercial station.

Mr. MacDONALD. If I could interrupt just at that point, Mr. Rogers, we have tried to change that a little bit because we found out through other hearings, not these, that the ascertainment done by commercial stations were indeed kept, as you say, but that there are only four or five or maybe six people down at the FCC to read them. We have tried to change the ascertainment as to quality and as to fullness.

While I am not suggesting that the same process be applied to public broadcasting, I do feel that a closer look should be taken at programming of a station in a given community.

So I would not be thrown off at all if I were you and through you speaking to your stations to find a great volume of as much as you say—up to \$100,000 to do—because I don't think that is necessarily the final criteria. I think no matter how you do it, just as long as you can show that you have made an ascertainment in programming and so forth, scheduling, from various segments of your community, I don't think a great deal of formal ascertainment paperwork would be that necessary but I do think it is necessary to have a superior ascertainment process.

Mr. ROGERS. Mr. Chairman, we agree completely and in a great many cases the stations that are doing a fine job are doing a fine job of ascertainment. The thing that bothers us is that when statements are made and requests are made at the FCC there is a great temptation for somebody to sit down and write up a code as to the formal methods of doing this without being realistic. I might just quote why this concerns us. We are not concerned at all with your viewpoint of ascertainment and the necessity of it. We are concerned with an unrealistic approach to the formats. I will give you a little illustration in our own backyard.

We asked the FCC if they would tell us what the total revenues were of certain commercial stations and in certain selected markets. One of them, for example, it was in Dallas, they said no, they cannot do that under the law, they would publish the second No. 2 ranked network affiliate without identification. Their records showed that that No. 2-ranked network affiliate had total revenues in 1973 of \$9½ million and made a profit of \$1.8 million. Our station had a total budget of \$1.8 million, some \$3 million less than the commercial station's profit.

So that you don't think that this is an exception, in Denver the revenues were \$6.3 million with \$2.9 million profit. In Orlando, \$3.7 million revenues with \$1.5 million profit.

Mr. MACDONALD. I don't want to interrupt you but this is our last session. I don't follow the connection.

Mr. ROGERS. I am going to explain the connection.

Mr. MACDONALD. Mr. Rogers, would you explain the connection first and then proceed?

Mr. ROGERS. I will explain the connection because I don't have to do any more than that.

Mr. MACDONALD. All right.

Mr. ROGERS. If the FCC were to write a procedure which would require certain formal ascertainment processes which would cost \$100,000, it would mean nothing to those stations but it would mean, let us say, virtually two-thirds of the total community service grant from Federal funds to the public television station. That is my point.

Mr. MACDONALD. Yes. Well, I thought I made that clear. I am not saying the same ascertainment requirements should be applied. I am just wondering what standard of ascertainment public stations had, both TV and radio. There has been a big hassle in two places that I know of, Boston being one and I think the other local here, when one locked off all popular modern music—not rock and roll but modern music and went to classical and there was a bit of fuss and they vice versa here. They went from classical as I recall to modern and there was some sort of furor. I was wondering, had any ascertainment been done before the change in the program?

Mr. COFFEY. Mr. Chairman, if I might respond to that, in Boston there had been an ascertainment. We have a situation in Boston where we have two public radio stations, one of which concentrates very heavily on jazz and more popular music, WBUR, and WGBH had a similar type of format and has gone classical.

Mr. MACDONALD. That is just a preliminary thing. I know that that is what happened and I tried to indicate that in my question. Was any ascertainment made as to now is the time to change and not have two stations with the same format? And, if so, how so.

Mr. COFFEY. In the Boston station at WGBH they when through a formal ascertainment proceeding just like a commercial station would.

Mr. MACDONALD. They did?

Mr. COFFEY. They did. They found themselves in competition with WBUR and felt that they would do better to change their format in a new direction. In Washington—

Mr. MACDONALD. How was one station picked over the other?

Mr. COFFEY. Well, WGBH was coming up for license renewal at that time and simply decided that their best base for financial support for the radio station would be to change their format toward classical music since WBUR intended to maintain their jazz format.

Mr. MACDONALD. So it was the license renewal that was the deciding factor?

Mr. COFFEY. That is what got them into the ascertainment process.

Mr. MACDONALD. That is either condemnation of the licensing process or praising it. I can't quite figure it out at the moment.

Mr. ROGERS. Mr. Chairman, I don't want to take any more time on this but I should like to point out that public broadcasting is charged with other things besides doing those things which they find out through an ascertainment process is desirable. They are also charged with doing novel, innovative, creative new things which you would never find through an ascertainment process, and it is one of the charges that they have.

What also bothers me in these matters which we codify and put into a set of rules and regulations is that pretty soon we do not—

Mr. MACDONALD. Mr. Rogers, I want to make myself pretty clear. Usually we see eye to eye quickly. I am not saying that anything should be codified, I just want to know whether ascertainment is done, that is all.

Mr. ROGERS. Absolutely, it must be done, it should be done. We must program to the community needs.

Mr. MACDONALD. My question 10 minutes ago was how?

Mr. ROGERS. I am in complete agreement.

Mr. MACDONALD. Yes, but how do you do it?

Mr. ROGERS. You don't do it by writing a rule book in the FCC.

Mr. MACDONALD. We agree to that, Mr. Rogers. What do you do?

Mr. ROGERS. Well, this is a longer story.

Mr. MACDONALD. Well, could you give me the opening chapter?

Mr. ROGERS. Yes, I will give you the opening chapter.

In a community station, such as we have in 40 percent of the stations, where you have a large number of members, a big board of trustees and directors, a lot of people involved, you get a tremendous amount of ascertainment because you are in touch with the public. If you have a station which is owned by a political entity such as the State or the

board of education, then the ascertainment is much different than it is in the community station, and there you have to convince the people who have the license that they have to set up some sort of a procedure to do ascertainment. This is a very complex and difficult problem.

Mr. MACDONALD. I don't doubt that but why I am raising it—and I seemed to be harping on it more than I intended to originally—is that sometimes we have criticism of public broadcasting which comes to me from Members on the Floor, whether or not any legislation is due. They know I have been defending public broadcasting for quite a while now and they will say, "Gee, those guys seem to be out of touch with reality."

I say, Well, I don't think so; the only ones I have seen don't seem so."

And they say, "Well, you know they don't have any real connection with the majority of the community."

It is just a question of me saying "Maybe in your area," and them saying "Yes." I would like to say, "Well, they have done an ascertainment process and it should be working."

In Boston a couple of days before this bill came up they were out of touch enough to put on some nude ballet late at night or something and then quiz the majority leader of the House in great detail on some program, about the financing of his campaign. It went on for about three-quarters of an hour. It showed a certain degree of independence, I must say, but at the same time it wasn't the smartest political piece of work I have ever seen either.

Well, I hate to pursue it but I don't think I have had a satisfactory answer, worthy of your usual answers to me, about ascertainment. You say it is a tough job; I agree. You say that every station does it; and I say that is nice. I say how and you don't seem to be quite able to answer. Does it vary from station to station?

Mr. ROGERS. It certainly does. It certainly does. Some do a very fine job; some do not do a very good job.

Mr. MACDONALD. That is what I would like to do, jack up those stations that don't do a very good job.

Mr. ROGERS. Mr. Chairman, we are in complete agreement with the need, we are in complete agreement with what you are trying to do and we will do everything we can to get it done. The only thing that we wanted to do in the station is throw up a flag of caution and say, "Let's be sure that all the money that we worked so hard to appropriate does not go into a book of ascertainment and not into the programing."

Mr. MACDONALD. You know, if that was somebody else I would say that is a red herring. I don't say that should be done. I am trying to get the FCC not to do it with regular broadcasting, never mind the public broadcasting. Ascertainment could be done simply without the detailed forms and still get a finger on the pulse of what the people in the area want.

Mr. ROGERS. We are in agreement.

Mr. MACDONALD. And with your word that they will jack them up, that is some progress.

I say this gratuitously but also meaning it deeply. I hope when you appear before the Appropriations Committee that you never mind talking about the funding so much but how you need more money and the money I think is the least important. The tough thing is the 5-year period and I would certainly dwell on the uniqueness of our situation and the insulation that is very, very necessary.

Mr. BENJAMIN. May I comment?

Mr. MACDONALD. Mr. Benjamin.

Mr. BENJAMIN. I will return to that but to take advantage of your kindness and that of the other gentlemen of the committee I would try to come back to a more general perspective for only a few minutes.

Mr. MACDONALD. Sure.

Mr. BENJAMIN. I tried to review for myself last night where we have been and where we hope to be going. Let me begin by thanking you for giving us the second opportunity to appear before you.

Mr. Loomis has been here throughout the hearings and has told me about how thorough and fair you have been in exploring the issues of this central legislation and of course we are grateful for that.

To me the vital necessity of insulated long-range financing is not a new issue, it has been with us from the very beginning. It has been considered an indispensable factor in the development and growth of public broadcasting by all who favored the initiation and passage of the Public Broadcasting Act of 1967. Especially is this true of those like you, Mr. Chairman, who with Senators Magnuson and Pastore, nurtured its adoption.

The delays and disagreements from then until now have always been confined to questions of timing and methodology. You, yourself, Mr. Chairman, tried to break the bottleneck of delay by introducing a 5-year bill several years ago. When that failed and time continued to go by with no administration bill forthcoming, CPB was chastised for not undertaking the initiative.

The whole of the broadcasting community responded to that challenge and we finally managed to achieve unanimity and ultimately the approval of the administration when it submitted its proposed legislation. But the passage of time had caused some erosion in the virtual unanimity of conviction for insulated long-range financing of it once the concurrence of the administration was ultimately achieved for the concept.

Past unanimity diminished somewhat and the focus of inquiry shifted the question of its necessity in fulfilling the mandate imposed on the system by the Congress and the President. The accent became whether its essentially was enough to warrant a president-making 5-year authorization and appropriation bill.

Time has converted a first-things-first imperative into a later-day consideration of the merits of the very policy which underscored the creation of the Public Broadcasting Corporation under the act.

Now, no one, especially not a Member of Congress, has the right to decry or even criticize reexaminations or reevaluation by our Congress but in such reevaluation it is fair to point out that long-range insulated financing was the very foundation upon which the law and the Corporation were initiated and created.

Nothing has happened in the intervening years that has not reinforced the original judgment of Congress. So we who were chosen to help fulfill the statutory mandate can only hope that those in Congress who championed this cause for so long will persuade their brother legislators that the President is right when he says, in his statement of February 14 forwarding this proposed bill to the Congress and I quote him:

This bill is a constructive approach to the sensitive relationship between Federal funding and freedom of expression. It would eliminate the scrutiny of programming that could be associated with the normal budgetary and appropria-

tions processes of the Government. At the same time, it would still permit periodic review of public broadcasting by the Congress. I believe that it will assure the independence of noncommercial radio and television programming for our Nation, and long-term Federal funding will add stability to the financing of public broadcasting which may enhance the quality of its programming. I urge the Congress to enact it promptly.

There are a number of irrefutable, unique reasons that justify the insulated, long-range features of this bill. Not only are they essential to meet the timelag factors inherent in programming—or the planning for job training, research, program experimentation, and technology—not only are they necessary to eliminate the fact or the appearance of Government control, or undue influence, thus insuring the independence of CPB and the public broadcasting community, but they are equally indispensable under the first amendment.

For, uniquely, public broadcasting is the only institution in the field of domestic communications receiving Federal funding, and that combination of unprecedented circumstances requires protection under the first amendment.

Mr. Chairman, with regard to your expressed concern over "ascertainment" procedures by public broadcasters, CPB has in a formal filing, strongly urged the Federal Communications Commission to adopt procedures setting the highest possible standards for public broadcasting in order to ascertain and serve community needs. These hearings should strengthen our argument. Indeed, we are in the process of preparing a handbook which we hope will help stations pursue their ascertainment processes.

Mr. Chairman, we have been most impressed with the testimony of the witnesses who have appeared before this distinguished committee. As I said in my opening statement, CPB has tried to create a climate for increased public participation in the decisionmaking process of public broadcasting. These hearings have contributed a great deal of most useful public involvement.

I want you, the witnesses, and the organizations they represent to know that we have listened carefully to their criticisms and suggestions. We recognize and welcome their expertise. We will do our best to be responsive to their varying concerns.

In the questioning to follow, I hope we can deal with many of the matters raised. With your permission, however, we would like also to submit for the record a more complete expression of our views.

With that I thank you again, Mr. Chairman.

Mr. MacDONALD. Without objection, it is received, Mr. Benjamin.

[The following material was received for the record:]

PUBLIC PARTICIPATION IN CPB DECISIONMAKING

During the course of these oversight hearings, several witnesses have expressed concern regarding public participation in the decisionmaking process at CPB.

At the outset, I want to stress that we at CPB believe that if public broadcasting is to reach its highest potential, it must, in the words of the Congressional declarations that are the preamble of the Public Broadcasting Act, provide a service "for all the people of the United States."

From an organizational perspective, public broadcasting is closer to the people than ever before. Over the last 24 months, CPB has moved to open out and open up. We have sought to provide more meaningful public participation in CPB decision making through the use of citizen advisory panels, like the panels on minority programs, broadcasting and education, and the role of women in public broadcasting. We have sought to increase public participation in our deci-

sionmaking through the increased use of public forums, including the first meeting of our Board at which the public was invited to make itself heard. And finally, we have sought increased liaison on a broad spectrum of policy matters with the Advisory Council of National Organizations, composed of 65 member, affiliate, and observer national organizations in touch with many millions of members.

In these two years, we have also sought to provide the public more information about CPB, about public broadcasting, about the stations. We have put a great deal more effort and more money into finding out exactly who "all of the people of the United States" are, in terms of their needs for public broadcasting services; how we are serving them, how we are failing them, how we can improve our services. One example: In February 1974, CPB commissioned the Advisory Council of National Organizations (ACNO) to conduct a study and make recommendations to the Board of CPB regarding CPB's role in the relationship between public broadcasting and education. The report was completed in March of this year. It will provide a blueprint for CPB Board consideration and action that is sure to be invaluable.

Our Washington-based partners in the progress of public broadcasting have also made dramatic progress in making public television and radio institutionally more responsive to all of the citizens of the United States. These past two years have seen the Public Broadcasting Service—PBS—reorganize to form a dynamic, multi-faceted enterprise in which professional representation and management is, for the first time, guided by a Board of Governors composed of laymen and women—unpaid, and previously unheard, public representatives.

APRS, the Association of Public Radio Stations, first organized in 1974, has just expanded its Board of Directors to share its policy making authority equally between public representatives and professional managers. National Public Radio had already doubled the number of public members on its Board.

Each of these moves toward greater citizen participation in "the public's business" has been encouraged and applauded by CPB. More remains to be done by each of us in this area, but I am convinced that, in the organizational sense, the public has been inextricably woven into the fabric of public broadcasting policy and management at the national level.

From a procedural perspective, the Board of Directors of CPB have adopted a policy for public attendance and participation at CPB Board meetings. The objective of this policy is to enhance public understanding of public broadcasting, the Corporation, and its work in the public interest, and to encourage public communications with the Board. In outline form, the new CPB policy and practices are as follows:

1. There will be ten regular meetings of the Board each year.
2. Regular meetings of the Board will be held in Washington, D.C., unless otherwise specified.
3. Each regular meeting of the Board shall be open to attendance and observation by the press and members of the public.
4. The Secretary of CPB will give timely public notice of the date and place of each regular meeting of the Board, and shall, upon the request of any person furnish a copy of any agenda for the meeting.
5. Four regular meetings of the Board will be held in various regions of the country, including one meeting each to coincide in time and place with the principal annual meeting of the public television licensees and the principal annual meeting of public radio licensees.
6. At each of these four regular meetings, the Board will allocate a period of time in which persons, whether representatives of licensees, other interested parties, or the public, who wish to address the Board on matters related to its work, may be heard.
7. After each regular meeting of the Board, the Secretary of CPB shall issue a summary of actions taken by the Board, including a record of the vote of each member on any matter on which a record vote was taken.
8. Minutes of actions and votes recorded at each regular meeting of the Board shall, after approval by the Board, be available for inspection at the Corporation's offices.
9. Upon the order of the Chairman of the Board, or the concurrence of a majority of Board members present and voting at any regular meeting, the Board may declare itself to be in Executive Session. During any such session the Board may, outside the presence of press and public, confer, deliberate, or act on any matter appropriate for consideration in Executive Session.

10. The Secretary of CPB will publish such procedures and regulations as the Board may adopt to implement this policy.

11. Implementation of this policy will begin with the first regular meeting following Board adoption of such procedures. This policy and procedures and regulations pursuant to it, shall be subject to continuing evaluation by the Board.

In summary, we think that our organizational and procedural arrangements will encourage and provide meaningful public participation in decisionmaking at CPB, which CPB welcomes and regards as essential for effective attainment of its goals.

Mr. MACDONALD. Mr. Byron, do you have any question?

Mr. BYRON. No.

Mr. MACDONALD. Do you have any questions, Mr. Madigan?

Mr. MADIGAN. Mr. Rogers, I think that all of us have been impressed by the stories that we read in the newspapers about the success of public broadcasting and raising money through public solicitation. I wonder how much of that money comes from foundations. Expressed as a percentage, would you know that?

Mr. ROGERS. Yes; I could give you the exact percentage.

Mr. LOOMIS. I have them right here.

Mr. MACDONALD. If I could just interrupt to clarify that.

Mr. ROGERS. I don't know if your figures will express the answer even though it will be a truthful answer. As I understand, it has been cut back 50 percent recently.

Mr. ROGERS. Yes. In 1973, for example, foundations as a percentage of the whole—and I am speaking now about the public television licensees, the whole system—was 7.7 percent. Unfortunately, that is a distorted figure because by far the largest amount came from the Ford Foundation. Over a period of years, the Ford Foundation has put something like over \$300 million into public television, but the Ford Foundation has now made a terminal grant, they are withdrawing from the financing of public television. The terminal grant will mean that the largest foundation who put more money than all the foundations put together by many times will no longer be supporting public television. So foundation support, while it will come from many foundations, will be a much smaller percentage of the total.

Mr. LOOMIS. To give you an idea, Mr. Madigan, in 1973 there was \$20 million from foundations. In 1974, there was \$18 million from foundations, while from private subscribers and from auctions the figure had risen to \$31 million, more than making up for the decrease from foundations. The industry support had also increased, but the major increase had come from the private subscribers and from auctions.

Mr. MADIGAN. Well, as that intent to contribute less is conveyed to you, is that expressed as a loss of interest in public television and public radio on the part of Ford Foundation? Is it expressed on the basis of the economy in general and what that means to the capital structure of the foundation. Exactly what message is conveyed there?

Mr. ROGERS. No; because this was a decision that was made before the recent decision to cut back all the grants by 50 percent. This was a position made prior to that.

The position that the Ford Foundation has taken, I am speaking about them specifically, is that a foundation exists to do things which need to be done at a very early stage to get something going where support is not readily available because the job to be done has not been proven and the foundation can take certain risks.

Ford feels that over the years they have assisted in proving the principle of public broadcasting, that they have done their job with their seed money, and that it is only proper that they devote their seed money now to doing other jobs which need to be done, and that we should be mature enough and that the other sources should pick up and go forward. But they have complete confidence that there has been a good foundation laid and that we can go forward.

Mr. BENJAMIN. May I add, Mr. Chairman, that when I was first elected to the Board of CPB, Mr. Bundy told me, "Well, you have 3 years to get your financing because I can see Ford terminal grants ending 3 years from now."

Now, that was 7 years ago, and the terminal grants go for 3 more years, so they have been longer, actually, than expected, by almost 7 or 8 years. It was always their idea to withdraw, as they have in university support once they get an initial impetus grant and then expect to withdraw from it for others to carry on.

Mr. MADIGAN. So I assume their thinking would be that in a period of time, although that period of time may be flexible, that within a period of time that entity whether a university or a public broadcasting or whatever it is, it either proves itself worthy or it fails, but they withdraw in any event.

Apparently in the case of public broadcasting it has been a success because of all the money that it raises from other sources and so their participation is in fact no longer required. What I am doing, Mr. Benjamin, is leading to an analogy between the Ford Foundation and the Federal Government.

You said in an earlier hearing that the participation by the Federal Government needs to be continued because it represents an incentive to public broadcasting. The higher the dollar volume from the Federal Government, the greater the incentive for you to go out and raise twice that much from private contributions. But if the Federal Government was not giving any money at all or was giving substantially less money, would that not also be an incentive for you to work harder at raising money?

Mr. BENJAMIN. Yes; but the likelihood of success or failure has often been measured by the amount of confidence the Federal Government has shown in public broadcasting. Everybody can see the Federal Government being an essential part of the public broadcasting for a very long time—from the very beginning to an indefinite period down the road—not knowing when that time should end.

Of course, so much is needed, Mr. Madigan, that it is hard when you realize that the outside funds are far greater than the Federal funds, to say let them increase their Federal funds even more.

If the Federal Government was saying, "Well, we have to withdraw over the years or we will be cutting down badly or not giving a commensurate amount," the challenge in the matching principle in this bill stimulates at this time enough for us to hope to get to a stage where we can do the job as assigned to us, self-sufficiently. That job requires far more money than is now available, as the Stanford University analysis showed, as the Carnegie Commission showed, as anybody who studied this subject feels.

Mr. MADIGAN. Did you want to say something, Mr. Rogers?

Mr. ROGERS. Yes. I would like to review just very briefly the fact that the original concept of the financing of public broadcasting was

that essentially all the funds should come from the Federal Government. If you will research, or if you would like me to I can document this for you, that the original concept was that public broadcasting would be financed with Federal funds. It was the necessities of life that showed everybody in public broadcasting that the Federal Government was not in a position or not ready to do this financing which meant that it was necessary in each local community to find the financing elsewhere. At no time has there been nearly sufficient money to do the job in any community much less nationally. The institution has lived on starvation rations from the very beginning.

Finally, the conclusion came to the people who are active: I am now talking about the viewers who then turn into involved laymen in the system. The conclusion came, we cannot depend upon any one source of financing; we must have many, many sources of financing because there is always a chance that some source of financing will disappear or decrease its support for reasons which I am not blaming us for the job that we are doing.

So the conclusion came, let us no longer seek Federal funding for the majority of our financing; let us use Federal funding as an incentive to get non-Federal funding which is the principle behind this bill.

Mr. MADIGAN. Well, have you been in this since its beginning, Mr. Rogers?

Mr. ROGERS. I have been in it actively for 6 years. I have been in it but not actively since the beginning. Of course, the act was passed in 1967 but that does not go back too far beyond 1968.

Mr. MADIGAN. When your participation started, did you anticipate that you would be sitting here today talking about the sums of money that we are talking about?

Mr. ROGERS. Oh, yes. As a matter of fact, I thought then and I think now that we ought to be talking about vastly greater sums than this, but being a businessman and being realistic I think you have to do the best job you can under the circumstances.

Mr. MADIGAN. Would you care to project for me what kind of money you think we will be talking about 8 years from now?

Mr. ROGERS. I don't know what kind of money but I would care to project to you why we are talking about these sums of money. Several years ago I had a study made to see how much money was spent on national programming—not local programming but national programming—on the commercial networks. It came to something like \$1,100 million a year for national programming alone. Last year public broadcasting spent for national programming approximately \$40 million. Contrast \$40 million with \$1,100 million. I don't say that the \$1,100 million is a good figure to spend for national programming or that the commercial networks get their money's worth, that is immaterial. I am just trying to show you what a small amount of money public broadcasting has to use in its national programming to serve publics which no commercial station even attempts to serve.

Mr. MADIGAN. I am not sure that I understand the purpose of that comparison. Are you suggesting that ultimately the public broadcasting and commercial broadcasting should be on a par in terms of the amount of money that they can spend?

Mr. ROGERS. No, I am not suggesting that. What I am suggesting is that the amounts of money which public broadcasting spends in its programming is spent very wisely, very sparingly. It is not waste when the Federal Government assists public broadcasting. It is not a great big amount of money as contrasted with what are the established costs to operate a commercial broadcasting system.

Now, the question of whether public broadcasting should spend as much money as commercial broadcasting kind of begs the point because the gap between \$40 million and \$1,100 million is beyond my comprehension that we are going to be talking about those kinds of figures ever.

Mr. MADIGAN. So in terms of expressing a dollar output or a dollar outlay for public broadcasting 8 years from now you would not care to say what you would think that would be?

Mr. ROGERS. I think it really depends upon how important the American people think that public broadcasting is to them. I think the American people think that public broadcasting is so important that they are willing to invest a number of dollars out of their private non-Federal funds to support public broadcasting, that the formula which is being presented here—which means that the Federal Government would put up 28 percent—is a very reasonable percentage.

Mr. MADIGAN. Well, for the future and just so that you know how at least one Congressman feel about this, so that perhaps it can be better addressed at future hearings, it is of some concern to me to sit and talk about a dollar figure and say, "Well, that is not too much money," or "I don't know if that is a fair amount of money or not but it is not too much money."

These are all high class gentlemen that are before this subcommittee and verily they are going to take good care of this money, so I am going to give it to them. Then at a subsequent point in time I might be called upon to give them something more. What we would really be talking about then at that point would be only the difference between the two figures. So if we are talking about \$100 million, then we might be talking about \$120 million then so we are only talking about \$20 million.

I don't know where all that goes, Mr. Rogers. It is a concern to me because I look at the overall Federal budget and I listen to talk about maybe it will only be a \$60 billion deficit as if that was something good when I, in fact—I think that is something terrible.

But I also think that that is done not \$60 billion at a time but \$6 million and \$10 million at a time and that the accumulation of all of that causes the overall problem that we finally have.

I would like to know, I have not heard in these hearings at all—I admit half of them I have not been at—but I understand that even in those meetings where I was not present there still was not any discussion about what public broadcasting is going to do in the future with the kinds of money that probably we will be talking about.

We have had discussions about the relationship between different organizations and public broadcasting, discussions about minority living in public broadcasting, discussions about the relationship between public broadcasting and the Government but there is not any sufficient discussion about what public broadcasting is going to be

doing with public funds in the nearest account. I would have liked to have seen more of that.

Mr. ROGERS. Well, I think that we can furnish you with all of this information and detail because there have been many, many studies made. Perhaps I can give you the answer that would hit right close to home.

Fundamentally, the job of public broadcasting is the job of the station in your community to serve the public in your community. Now, let us take the Federal funds which go to your community. The Federal funds which went to your community this last year came to about \$108,000. There is no way, Mr. Madigan, that your community station can serve your community with many times the \$108,000.

Therefore, what you have done is you have said in your community, we will tell you that we are for the services that you were trying to render and you can get a complete detail. I will be glad to furnish you all of the services that are rendered by your station in that community because what it ascertains is necessary for your community is not absolutely identically the same as what is ascertained for Mr. Byron's community and the money is spent at home for local needs. The national programming is merely something which is economy of scale for the local programming.

Now, that is the net and it is possible for your local station to say to you, "This is the minimum on which we can exist, this is the ideal and this is what we would do with the money if we had the money."

Then when you add them all you have just as you have said. The \$60 billion deficit is not \$60 billion, it is \$6 million here and \$6 million there and so on and so forth. So this is the sum total of 254 local television stations plus a number of local radio stations.

Mr. BENJAMIN. Mr. Madigan, may I add one word or two to what Mr. Rogers has said. When we think of \$88 million going to the corporation, one must immediately bear two things in mind.

One is that the \$88 million is only the Federal Government contribution, and 2½ times that amount must be raised by the country at large, at many levels—at the grassroots—the State, the city, the university, et cetera.

Second, of the \$88 million, \$44 million goes to the TV stations for their own local community needs as they see fit. Some \$6 million goes to the radio stations for the same purpose; \$10 to \$12 million goes for the interconnection and outright payment both to A. T. & T. and to the servicing of the network. So the amount left for discretionary use is minimal. As one of your committee members complained, there is not enough left after those deductions for discretionary use for national programming. The stimulation of the innovative programming is all I ask for.

Mr. MADIGAN. Mr. Rogers said \$108,000 was spent in my community.

As a matter of fact, I happen to enjoy public broadcasting very much and I like to listen to the radio in my car with the selection of classical jazz. I suspect that there are not a whole lot of people in my district who happen to listen to that radio station on Sunday afternoon as I do. That community has three television stations and two newspapers and one magazine is published there.

So whether or not that \$108,000 even needs to be spent in the minds of a lot of my constituents is something that I cannot answer. When we

talk about voting money for public broadcasting, the point I am trying to make to you is that I would like to know more about what public broadcasting is going to do with more money. Exactly what are they going to offer to my constituency that is not presently being offered. If their funding is doubled or tripled, there are only so many hours of broadcast time a day. What kind of programming is going to result from that increased Federal funding? I have not ever heard any discussion of that and I would like to hear a discussion of that. Certainly it does not have to take place today but at some point in time that kind of discussion ought to take place if we are going to talk about more and more Federal money. Now—

Mr. MACDONALD. I am sorry. I have to interrupt. This is the last session. We have had 5 days, this is a wrapup. The witnesses were supposed to come back to answer questions they have not already answered. Mr. Rogers said something I don't think is quite true, the first time I have ever heard him say it to you, when he said that the Government originally thought they were going to fund the whole thing because I was in on the beginning of this. The Government thought that foundations would put seed money in and thereby there would be long-range funding, not Government spending, but now it has become a fact of life—

Mr. ROGERS. Mr. Chairman—

Mr. MACDONALD. We have tried everything and there is no other way so I hope that—

Mr. ROGERS. Mr. Chairman, the Carnegie Committee report contemplated when it suggested—

Mr. MACDONALD. I don't care about the Carnegie report, I tell you what this committee contemplated. We contemplated putting money in to get you on your feet, get you running, get your own money, and you have not done it. That has been my complaint from the first; otherwise, I am 100 percent for it. I think it has been well said and further buttresses my continuing harping at you people as you testify here to let the Congressmen know that they are not the only ones in the district who listen and watch public TV—everybody testifies that and we had some from the districts of everybody who is here today, and some who were not, say, yes, we are going to let them know about that. I, for one, have not got a letter and I just would like to see how many other members of this committee have got letters from anybody supporting public TV at this point.

Have you got any?

Mr. FEJY. I had one; my mother. [Laughter.]

Mr. BYRON. My wife, I get a few.

Mr. BRODHEAD. No.

Mr. MACDONALD. You get a few, so it is like a broken record. But don't mislead the Congress and then not clue Congressmen at all. It just becomes a way of life that it is a way of Government putting in money, but that was not the original intention. We have the foundation going and then you are going to go on your own.

Mr. MADIGAN. Mr. Chairman.

Mr. MACDONALD. We have been trying to come up with some long-range financing to get us out from under forever. I would like to say that we saved a billion dollars this week by not sending more money to Vietnam, and therefore maybe we can up the figures for public broadcasting a little bit.

Yes, Mr. Madigan?

Mr. MADIGAN. I yield back the balance of my time. [Laughter.]

Mr. MACDONALD. After having consumed a half hour.

Mr. Brodhead.

Mr. BRODHEAD. I have no questions, Mr. Chairman.

Mr. MACDONALD. Do you have any questions?

Mr. FREY. I just have a couple.

Mr. MACDONALD. Go ahead.

Mr. FREY. I have a couple questions which I think we should get in the record because in reviewing it, I don't think we have had them and I think it is important. When we hopefully get the funds verifying the matching funds is going to be extremely important. How do we do this? How can we be sure it accurately uses the basis for Federal money?

Mr. LOOMIS. Mr. Frey, we have been very concerned with that problem and it is difficult because many of the licensees have their own and different accounting systems because they belong to different universities and so forth. We have developed a procedure with the stations which we think comes as close as you can in this imperfect world to guaranteeing the accuracy of the figures. The figures must be first certified by the station and then that certification has to be verified by an outside certified public accountant.

Mr. FREY. Are you talking about an audit?

Mr. LOOMIS. They have to verify that the methods used by the licensee are accurate, make sense, and have been tested.

Mr. FREY. There is a great deal of difference between that, though, and the statement that a CPA, in essence, has conducted an audit. You are not talking about an audit, you are talking about a short-cut audit; right?

Mr. LOOMIS. May I ask Dr. Posner, who is in charge of this, to answer that?

Mr. POSNER. Mr. Frey, the procedure requires that there be a statement by the certified public accountant and/or by an outside auditor with respect to the specific numbers that determine the amount of the non-Federal revenue to be recorded. That statement states that they have looked at the system used in presenting the numbers. It does not guarantee that every number has been checked.

Mr. FREY. It is not an audit then in the true sense of the word as we use in the legal profession?

Mr. POSNER. It is not an audit in the sense that all the numbers have been individually verified. It is an audit in the usual sense that an auditor certifies that he has looked at the books and records of the statement and he believes the methods used are appropriate and that the figures are based upon the reporting system.

Mr. FREY. Do you intend to spot check and, for instance, pull an audit in certain cases to make sure that not only is he doing it the right way, but the figures are correct?

Mr. LOOMIS. Yes, Mr. Frey, we do that now and we expect to increase the frequency of the audits. We now have a schedule which calls for each licensee to be audited every 5 years. We plan to increase that schedule so they will be audited every 3 years. All major production contracts are audited each year. Those are by our own auditors.

Mr. FREY. In addition to that, will they audit more than every 3 years on a catch-as-catch-can basis?

Mr. LOOMIS. Yes.

Mr. FREY. What is the relationship between the amount of local unrestricted support given to the local stations and the amount reserved for the CPB to be carrying out the long-term mandate in the public broadcasting area?

Mr. LOOMIS. Well, the discretion is a matter of degree at both the national and local ends. If you look at the amounts as planned for the \$88 million budget, 50 percent of the total would go to the TV community service grant. That percentage is agreed to formally by TV stations and CPB, so there is no discretion in that. The radio community service grants and the distribution costs, the interconnection lies total another 21 percent. There is virtually no discretion on distribution so that the total is 72 percent. Then if you add to that the ongoing administrative cost which basically is at a constant level, it comes to 76 percent. So you have in round figures a quarter left.

Mr. FREY. About like the Federal budget.

Mr. LOOMIS. And the quarter is left for the production of programs, both radio and television, and for the research and common broadcasting services. I should point out, however, as Mr. Rovers has, that two-thirds of the money that goes directly to the stations is used for local programming, so programming is a vast amount of that original 50 percent. The same thing is true of course of the radio community service grants; most of that goes for increasing the quality and diversity of the local programs. It is not lost in some personal thing, it very directly improves the quality and diversity of local programming.

Mr. FREY. Two observations I wanted to make. One is on the radio. I think there is a need for more radio and more of an emphasis on it. I hope that you are also going to continue to push the FCC on the spectrum question in order to get them off their chairs to resolve that issue. Secondly, I think one of the things that occurred to me is the fact that the groups advising public radio or public television are not very diversified.

What, I guess, I really feel is that the average citizen in this country just really is not represented by the groups. You had your special interest group, you are represented in it. You had your people on some of the boards and when you looked at them they were all represented in some kind of an interest. But many individuals in the middle wherever they are, really don't have anything speaking for them. When you look at the percentages of people who watch public television they are not watching it. I don't know if the two are directly related but it seems to me we have to make more of an effort to get those kinds of individuals involved and not just the people in the community who are necessarily the activists as such.

I don't know the answer to the problem. I just raise it because it is one of the feelings I was left with after listening to all the hearings. I think it is one of the great failures of the money we have spent. It is not necessary that we reach every person, I guess, to make it successful and I would agree with that. I think also that we need diversity, and as long as part of the audience is watching it that is so. I think we would all agree that we are not doing a good enough job in this area and that somewhere there is an answer.

Mr. BENJAMIN. We started a meeting on that, how to distinguish the community for the community leaders. That is a hard question that must be pursued with emphasis to ascertain what the people want on our programs.

Mr. MACDONALD. This goes directly to what I was talking about about ascertainment.

Mr. BENJAMIN. Yes.

Mr. MACDONALD. That is why I don't see that it is such a problem as Mr. Byron did today. It does not cost \$100,000 to do ascertainment in a community of 60,000 or 100,000 people.

Mr. GUNN. Mr. Frey, I think we are making some progress. I just looked at the audience growth and in 1970-71 when we began using the interconnected system we had about 27 percent of the households watching public television over an 8-week period. That rose the following year to 30 percent, then to 36 percent, until last year it was running about 40 percent of the American households watching. So there is some indication out there that there is a large group watching. Now, we are reaching down into areas where, for example, we are getting about a third of the blue collar homes watching which is this very significant breakthrough for public television.

Mr. FREY. I yield to my friend.

Mr. GUNN. We always assumed higher.

Mr. FREY. I think your figures have indicated that you have two audience groups. There are the younger people across the board and then there is the direct relationship on the graph between the amount of money a person makes and the education in terms of their watching. That came out of one of the publications.

Mr. GUNN. That is true. There is that relationship but there has been very steady progress in the lower income homes and in the blue collar homes.

Mr. MACDONALD. Will you take some advice from me?

Mr. GUNN. Yes, sir.

Mr. MACDONALD. Never again use the word that you are getting the blue collar audience because this is an American institution. You are not aiming—you get enough whacks for being a leader without sticking your neck out to ask to give proof that the only people you are after are the Ph. D.'s and leaders.

Mr. GUNN. No, sir, absolutely not.

Mr. MACDONALD. Well, don't talk about blue collar workers like they were some kind of new species to the United States. [Laughter.]

Mr. FREY. I yield to my friend from Maryland.

Mr. GUNN. No. We are very conscious of this problem and we are working on it.

Mr. BYRON. I wonder when you talk about audience and everything, you seem to be missing the point of what I think has commonly been referred to as ETV and all the work that goes on there and I think this is something on the positive side. I have been hoping that the chairman would one morning set aside a couple of hours so that we could get over to Oxon Hill and see the channel 67 about the work that is done on the educational level, in medicine, in vocational training. All this would not be possible, I gather, unless you had some kind of a public broadcasting system, would it?

Mr. LOOMIS. No, it would not. While our figures are very sketchy, we estimated a couple of years ago that we had a minimum of 15 million watching television in class and there were many others who were watching at home and so forth, but it is awfully difficult to get those figures because it is each classroom.

Mr. BYRON. I don't understand that. In other words, if a State has a network for continuing adult education, you don't get a feedback on what they are doing?

Mr. LOOMIS. The station has difficulty finding out because you really have to go from classroom to classroom. It can be available in the school but Teacher Jones for one reason or another does not wish to use it while Teacher Smith uses a great deal of it so you cannot sort or add it up until you look at each individual teacher.

Mr. BYRON. How about say something unique, a program tying together doctors in a meeting or State region. Don't you have any figures on that?

Mr. LOOMIS. Yes, that is being done in New York State. I happen to know about that particular case, and it may well be done in other cases that I don't know about; that is my problem.

Mr. BYRON. This would not be possible on commercial TV?

Mr. LOOMIS. No, it would not.

Mr. BYRON. So in that instance you are not getting a direct relationship.

Mr. LOOMIS. In Cleveland they have six or seven of the special broadcast frequencies that require special receivers and they have four or five instructional courses going on simultaneously. The station provided the special antennas required to the school system over a period of years.

They then have a course that is run from the hospital to the medical school so the students may view operations. They have another one, which I think is their seventh circuit, run by Case Western University to eight industrial concerns in the Cleveland area where they provide graduate courses, full credit in engineering and physics subjects. Now, this is possible because that station is not only a public broadcaster in the formal meaning but it also is a part of the community and it is a community telecommunication center. These other services pay their way.

Mr. BYRON. Could we not get an estimate? It seems to me if you are selling public funds this is a very necessary part even if you cannot decide how many families are watching which would not lend itself to family entertainment but a necessary part of educational broadcasting which I believe is in your charter, isn't it?

Mr. LOOMIS. Yes, it is. Well, I must admit, Mr. Byron, it was just yesterday morning I was saying almost exactly what you were saying to one of my staff people, "Please get me the figures." So I hope shortly to be able to give you at least his best estimates.

Mr. BENJAMIN. The support you are getting from the local governments tends to support the conviction that it is essential.

Mr. BYRON. I don't think they really know. The local governments and even the State governments sort of take this thing for granted or else it is not like an organized teacher effort or the organized public maintenance workers or whatever you might see and actually go out and see numbers of people and how many people are getting a

Government salary. In this instance I don't think we really do hear from them. I don't think the chairman or the members of the committee hear.

Mr. LOOMIS. As previous witnesses have testified, we have used the Advisory Council to do a major study on the instructional television at all levels from preschool to adult education. They just finished the report. It won't be delivered to our board until next month. The main thing it concludes is that historically there has been difficulty in educators and broadcasters working together. There is some mutual distrust. There is some mutual ignorance. We see one of our major functions as trying to be a catalyst to bring these two groups together.

In the process of the study more than 4,000 people participated around the country, about half broadcasters and half educators. That in itself we think created many bridges that we hope will be productive in the future. We think that, as the program "Ascent of Man" successfully illustrates there should be a mutual use of a program for general listening and for credit. The "Ascent of Man" is a great program; many people look at it informally for their own education, if you want to use that word. Some 25,000 people are looking at it for credit in some 200-odd universities, so there is a mixture of both instructional television and general television. We see this as the wave of the future.

Mr. FREY. I just have a couple thoughts again although we have talked about it before. I think that we have done a good job on some innovations regarding those with educational problems. I would hope that we would really concentrate on this area in the future and see what other ways there are, what other groups that need services. If it is not going to be done here, it is not going to be done. I think we have got a responsibility really to lead the way in this. I think we have a tremendous chance, and I think you can do good while doing well.

I have asked before and haven't gotten an answer, and for the last question I will ask it again. Do you have any suggestions if long-term financing falls flat?

Mr. MACDONALD. About 2 years flat.

Mr. FREY. That is pretty flat.

Mr. LOOMIS. We would hope that there would be funding for next year and that we would recon and try again for 5 years. We feel that the 5 years is absolutely essential and we have every hope and prayer that the Congress will give it to us. If we don't succeed, we will just have to keep coming back.

Mr. FREY. I for one am willing to try; however, I just hope that you demonstrate more of an effective lobbying job nationwide than has been done to date—which is about none.

Mr. MACDONALD. Thank you.

I would like to get into now some questions that we asked but we didn't have any answers for last time.

I was very impressed by at least three different groups that asked specific questions and we didn't have—we, the editorial we—you didn't have any answers for even though the questions were more or less addressed to me.

One group is the NOW which I thought put in one of the best statements that we have. They expressed their concern which has

arisen from the operation of the program cooperative and they endorse the suggestion that communities be further informed on the station cooperative selection process. Now, what has been done, or what is being planned on being done, in that area? Who wants to take that?

Mr. GUNN. I would like to give our point of view on that. The Station Program Cooperative is a means by which the local stations can make a determination of part of the national program schedule which is available to them. I think the keys to making that work are several elements. One is that the stations have sufficient money with which to purchase national programming.

Second is that they have a degree of stability in that funding, both locally and nationally, so that they can do the necessary planning.

Third, I think it does require an ascertainment process which we have talked about earlier whereby the local station really gets in touch with its local community and tries to find out what the needs and interests are.

Mr. MACDONALD. Without sounding like a bore, we all know that is a fact but that is what I have been doing since the opening guns here when I asked how are you going to do it.

Mr. GUNN. Some of our stations have taken some innovative approaches to this problem and we have shared those among all of the stations. There is a report coming back to us that more stations are following in the path of some of these innovations. Just to give you some examples of some of the things that have been tried. One has been to put an advertisement in the local newspaper and invite members of the public to come to the studio and to participate with the program staff in reviewing the national programs that are available and provide their comments on those programs.

Mr. MACDONALD. Where has this happened?

Mr. GUNN. Yakima, Wash., for example. The station out in the State of Washington has had very substantial success.

Mr. MACDONALD. I hope there is no one here from Yakima, Wash. I don't think that is what you call a hub.

Mr. GUNN. Minneapolis, Minn., which is one of our larger cities, has undertaken this process and has had success with it. WGBH in Boston published on the air and in the program guide as well, and asked the public to respond with their interest and concern. I think a number of our other stations have been contacted by local groups.

Mr. FREY. Excuse me. What public and how did they get to them?

Mr. GUNN. They published in the local newspapers and also broadcast it over their own air. We have some stations now that are planning—

Mr. MACDONALD. When you say newspapers—

Mr. GUNN. In the local newspapers.

Mr. MACDONALD. In the local listings?

Mr. GUNN. They have taken an ad out, taken out an advertisement.

Mr. MACDONALD. Local listings get better results.

Mr. GUNN. It brings this to the attention of the public and solicit directly their views.

In addition, we have a number of stations who conduct a regular cross interview of the people in the community, and this has been another technique that has worked. So this is a new process. We are only

in the second year of this experiment to see whether or not local stations can make useful decisions regarding their national programming.

I am encouraged by what they are doing, but it is too early, I think, for us to give you a definitive answer that this is the process that is going to meet all of the needs. Indeed, as we have designed it, it is not intended to meet all the needs for national programming, and that is the importance of what the Corporation has set aside and what it calls the Pilot and Development Fund which is dedicated to solving these special problems that have been identified by these groups.

Mr. MACDONALD. Well, I think that what you can say definitively is, we sound like a collection of lawyers who can't say anything definitively, but you can say definitively in the experimental stage. It is not an experiment that is about to be abandoned. Just how to perfect it is the real experiment. The idea is here to stay.

Mr. GUNN. We think it is. We hope it is.

Mr. MACDONALD. What do you mean you hope? It better be. How else can you know what the public wants?

This is exactly what I have been talking about all day. Now, I bore myself with it. How are you going to find out what the public wants? You don't have enough money to do the Nielsen thing. Unlike Mr. Frey or like Mr. Frey, I don't know, I am not trying to speak for him or against him, but he said he is very interested in how many people you get to watch the program. I am not so interested in that; I am interested in the people that you are aiming at, are you getting them? I don't want to see you in competition with them unless the commercial programming gets even worse than it is. You have got a set thing to do which is public broadcasting to provide special programs; such as how to put up a prefabricated house, which I happened to see. I thought was a great act. You will probably get sued for missing fingers and thumbs, but it is something you don't see anyplace else.

Mr. ROGERS. Mr. Chairman, for example, locally everybody does it differently. We have critique committees. We are very, very careful that we get as broad a cross section as we can. They come to somebody's home once a month, and they critique all the programs that have been on the air and what the needs are of the community.

We have an annual meeting of members at which over 1,000 people show up. We put up a big tent on our parking lot, and we spend the evening. We say, "Don't tell us what you like about what we do because we know that we do wonderful things; tell us about what you don't like and what you think we ought to do." We have to serve the public needs, and we have to ask them every which way we know how, and there is no magic formula.

Another thing is, we get letters. You may not yet have gotten any letters, although you are going to be surprised how many letters you will get—

Mr. MACDONALD. If I get six, I will be surprised. [Laughter.]

Mr. BENJAMIN. The whole family will write you.

Mr. ROGERS. Mr. Chairman, we get letters from viewers and others both praising and criticizing. We have a regulation, for example, that no letter that is received that deals with programming can be filed, it must be circulated among the people on the board so that we are aware of what is going on. These are the kinds of things that we try to do. Now, we do not represent that we have a monolithic organization

where everybody does exactly the same thing in every locality. Some do a better job than others.

If I may, I would hope that there would be no objection if we furnish Mr. Madigan and others with a detailed breakdown of what their community stations really do to serve their publics and what they would like to do if they had more funds because we can do that. We can furnish you with that information.

Mr. MACDONALD. In addition to that, I wish you would make your own arrangements—I can't do it because all Congressmen are very busy and especially in this period of time, and their schedules are so necessarily conflicted. Why don't you make your local contacts and show them the film that you showed here. A picture is worth how many words? Showing that picture is well worth it to anybody that is going to have to vote intelligently on this matter to see what is being done throughout the country.

Mr. ROGERS. We will try to set up a single showing for every single Congressman.

Mr. MACDONALD. Every Congressman who has not already seen it on both sides as well.

Now, about the programing itself and recommendations to you. You have indicated that sometimes the CPB solicits program proposals. What is the procedure after the solicitation is made? Say it is made. Who reviews the proposals, at what time and how was this done?

Mr. LOOMIS. Mr. Chairman, the proposal is reviewed by a group that is pulled together from some of the original members of the seminar that established the specifications. For example, let's take dance, where we had a 2-day seminar of broadcasters and choreographers and others who were interested in the dance. They put out the specifications against which the proposals came back. The review panel had some of the members of the original panel. It had PBS and CPB staff in charge of that particular area and additional experts. So you had a differing view from those who set it up in the first place. They looked at all of the proposals and in the case of dance they had a unanimous decision as to which proposal was the best and which station seemed to be the most qualified. The artistic director was well known and experienced and so forth and then they recommended to us that the award be given to that particular station.

Mr. MACDONALD. I think we are more or less concerned about priorities on which of these programs should be made available.

Mr. LOOMIS. The program priorities are established by a process which includes having both the PBS staff and the CPB staff in talk with the stations, talk with a variety of other people come up with a proposed list. That list is then reviewed by the program committee of the PBS Board, and by the program committee of the CPB Board. Those two group talk together and the priorities are eventually approved by both Boards. Then we have the responsibility of implementing the decision, and usually that is done about twice a year. It takes about 6 months to begin implementing the priorities that were previously agreed on.

Mr. MACDONALD. And this includes women's programs?

Mr. LOOMIS. Yes.

Mr. MACDONALD. I am going down the list of questions that were asked that I didn't have good answers to.

Mr. LOOMIS. A women's program is being piloted.

Mr. MACDONALD. Which one?

Mr. LOOMIS. "Woman Alive."

Mr. MACDONALD. That is the program in being, isn't it? I have seen it.

Mr. LOOMIS. There is one program series in being. The local stations made that possible and that is a program called "Woman."

Mr. MACDONALD. It originates in Buffalo?

Mr. LOOMIS. That is correct.

Mr. MACDONALD. What is the new name of that one?

Mr. LOOMIS. The new program being piloted is "Woman Alive."

Mr. MACDONALD. "Woman Alive"?

Mr. LOOMIS. Yes.

Mr. MACDONALD. Which would say there are a lot of women that are not alive.

Mr. LOOMIS. This program was initially piloted by CPB.

Mr. MACDONALD. Mr. Frey just asked me the question I could not ask. He wants to know if anyone wanted to have the program title change to "Person Alive"?

Mr. LOOMIS. In this particular case the title was accurate so there was no problem.

Mr. BENJAMIN. The program is by women, for women, and about.

Mr. MACDONALD. I have been kidding about the women's program but I think they have a legitimate complaint.

Mr. LOOMIS. Yes, sir.

Mr. MACDONALD. And I have not seen much happen.

Mr. LOOMIS. Well, we finished the pilot and want to produce a series. The problem has been getting the funds to produce it. The corporation has agreed to put up \$400,000. We had hoped to raise at least the same amount, hopefully more. We have had difficulty doing that.

The New York station which will be producing it has put up \$100,000—some of their own money and we have now agreed to cut back from hour-long programs to half-hour programs so that it will be produced with just our funds and the New York station's funds.

We have not been able to get the underwriting that we had hoped for. We hope once it is on the air we will be able to get underwriting and continue it.

Mr. ROGERS. Mr. Chairman, on this subject, due to the interruptions in these hearings we have had a meeting of our board of governors and our board of managers of the stations and we have discussed this whole question.

Mr. MACDONALD. Which is one of the reasons for the interruptions in case you have not got the gist of the thing.

Mr. ROGERS. We would like to express to you some of the thoughts of the system that came out of that meeting. If you have 1 or 2 minutes to listen I can do that.

Mr. MACDONALD. Sure.

Mr. GUNN. I think one of the major questions that we are wrestling with is the definition of a program for minorities and for women. As we have listened to the people who come to the Hill, it is our impression that they define it very, very narrowly—by, for and about the particular area that they are interested in.

I think it was the consensus that that is a very important area and that we are already doing a rather substantial job for most—not all but most—of the people in that area. The difficulty that we find as we review our performance is that if we are not careful, we are tending toward segregating these audiences and narrowing our focus to the point that we are going to create many ghettos or programs just designed so narrowly for a specific group that they exclude everybody else.

Now, the question we have is what is the balance that we ought to try to achieve between narrowly focused programming for these audiences and more broadly focused programming? For example, a program called "Consumer Survival Kit," it is our opinion, would be of broad general interest to those groups and would be extremely valuable, yet by definition it is excluded from being important and vital to those groups. We think that is a question that we all as an institution will have to address. We also need to address something which is—

Mr. MACDONALD. Mr. Gunn, if I could just interrupt you. I agree with you that these things by their very nature are difficult to define but in the decisionmaking about whether or not they should be included in a women's category—for lack of a better word—don't you think it would be well to sit down with some representative of women's groups?

Mr. GUNN. I certainly agree.

Mr. MACDONALD. It has not happened yet?

Mr. GUNN. We have had conversations.

Mr. MACDONALD. But you have not had any this year for a concrete example.

Mr. LOOMIS. Yes, Mr. Chairman. We have reviewed our programming with ACNO and in that group is Cathy Irwin, who testified here. So the women's groups have that forum in which they make their views known. We have had at least three, and maybe more, specific meetings with the program committee of ACNO on the subject of women's programs and these were day-long meetings.

Mr. FREY. Would you yield, Mr. Chairman?

Mr. MACDONALD. Sure.

Mr. FREY. They are making their pitch to an all-male board, except one.

Mr. BENJAMIN. We are soon going to have three.

Mr. FREY. All right.

Mr. BENJAMIN. Subject to confirmation.

Mr. FREY. I didn't mean to stop everything.

Mr. MACDONALD. No, I was just thinking.

I am a little confused now because they complained—I can't paraphrase their exact language but they felt that there were meetings and meetings. I could go to a Republican caucus and plead for something and I might have a couple of friendly faces but—

Mr. FREY. We get together in the phone booth. [Laughter]

Mr. MACDONALD. Well, you can enlarge the phone booth or I could crawl in. But you know what I am talking about. What happened as to the recommendations? Were they just received and thanked very much? Are their suggestions given serious consideration and, if so, how does this manifest itself?

Mr. LOOMIS. It has been given very serious consideration and the CPB board has been concerned with both minority programming and employment and women's programming and employment. The corporation establish a Panel on Essentials for Minority Programs, which met for 3 or 4 months and developed recommendations which were presented to CPB.

More recently, the board established a task force on women. We expect that the task force will come out with a series of recommendations which we will have to implement, assuming the board accepts them. These will take time to implement and they will take the coordination and cooperation of Public Broadcasting Service and the radio people to do it.

This is a very decentralized system, it is impossible for any central group to give an order and have everybody lock step and walk off in that direction. Like any democratic process it takes time and constant pushing your position and a series of smaller victories before results are achieved. I think that both the minorities and the women have done a great deal in the last year in making the system aware of their needs and the system is doing its best to be responsive to those needs.

Mr. MACDONALD. I am not sure that they feel the same way but I am going to go off on a different subject because that is your response, right?

Mr. LOOMIS. Yes, sir.

Mr. MACDONALD. They suggested employment data not only on the national level but on a local level which continued to be reviewed, analyzed, and made available.

We would want them available here in oversight hearings because frankly when we start the hearings we don't have any hard and fast things to go on.

Mr. LOOMIS. Well, we welcome that suggestion and we are very happy to do so. Each year we publish detailed books, one on television and one on radio, which include a lot of the statistics used in their testimony. They recommended that some of these statistics be included in our annual report. We think that is redundant since they are already published in another book and they tend to be voluminous statistics.

Mr. MACDONALD. They are very complimentary in the pictures you had in there.

Mr. LOOMIS. Yes, they were.

If the Congress wishes us to, we could add the statistics to the annual report. We just think it would be redundant to make the annual report a very big document rather than a smaller, short document.

Mr. MACDONALD. I think if you broke it into sections that some of us, myself or somebody, Mr. Frey or anybody else, would put it in the Congressional Record.

Mr. LOOMIS. We will be happy to do that.

Mr. ROGERS. Mr. Chairman, we at our meeting have decided that we would like to take certain affirmative actions in this regard and one of the things that we are suggesting—we have suggested before but we are going to be very much more active—is to take these groups who come before you when you have these hearings and invite them to have their local chapters in each place where we have licenses meet the local people. We will take them, if necessary, by the hand

and introduce them and get the story over because this is a two-way street. A great many people would like to come in front of you and perhaps you will say that I am one of them, you know, once in a while, and say, "Please do this" in the hope that some magic wand can be waved. The way to do it is to go to the local communities. Everyone has a different problem. I mean, you have a different situation in Harlem than you will in Dubuque. To go to the local communities and say, here is where we are deficient, this is what we want to do, let's go hand in hand to the educational institutions and say can we get some training courses, let's go hand in hand to the managers and the boards and say why don't we have general managers of such and such a group and so forth. We are going to take positive action to make this available to people who are willing to hold out their hands and cooperate with us to try to get this job done together and not just sit here and blame everybody or give excuses.

Mr. MACDONALD. I think that is a good idea. Has this been broached to the people?

Mr. ROGERS. It came up before the meeting and we were unanimous in our decision to do it. The people have gone home and we are putting in an implementation viewpoint. We have invited them before but inviting is not enough. I remember one year I was heckled by a representative of NOW who said that they were not properly represented on our Board and so on and so forth, so we invited her to join the Board. We said, "All you have to do is join the Board and get to work and do the job." She joined the Board and she didn't do the work and she didn't do the job. What we should do is get somebody locally to do the job.

Mr. MACDONALD. Where did this heckling take place? Not here?

Mr. ROGERS. In the annual meetings in Dallas. We were very responsive to the public, Mr. Chairman.

Mr. MACDONALD. I believe it but all I can add is you should be because we are giving you their money, so you do have a duty to them.

Mr. ROGERS. Yes.

Mr. MACDONALD. I know you recognize that fact.

Mr. ROGERS. Incidentally, a few years ago we had none supporting us in Dallas and we have 35,000 today supporting us.

Mr. MACDONALD. None are members from ACNO?

Mr. ROGERS. I am sure some of them belong to organizations.

Mr. MACDONALD. They didn't seem terribly friendly to me. I don't mean personally friendly to me or to you. If you do what you suggest you are going to do, I think that is fine. Personally they were talking about why not have more seminars. I don't think those seminars are worth much, maybe because I have been to some. I don't think anything gets done. Unless you have complete strangers in the field I don't think a seminar does much.

I think your idea of having everybody together and sitting down to talk the thing out and say "Well, what is your complaint?" and "OK, will you do this if I do that?" that is the way to do it I would think. You are in the process of doing that?

Mr. ROGERS. Yes. That has to be done in each individual local case because the local people know what the problems are better than we can know them nationally.

Mr. MACDONALD. Right. Well, to turn to the other questions that I didn't have a very good answer for—the Black Media Coalition suggestion for ascertainment. We have been over that ground, but lets return to it. Ascertainment has not worked well in Boston. They had a strike for taking a black program off the air, if I recall. I don't know how it was resolved. How was it resolved?

Mr. GUNN. It was resolved with the community. They went to work directly with the black community and the program is on and is thriving; as a matter of fact, it will probably be part of our national program schedule this year.

Mr. MACDONALD. The suggestion Mr. Marshall made just struck a note with me that it would be a quick inexpensive way of ascertainment, and maybe it is because I am aware of channel 2's fund-raising week when Mr. Marshall indicated to me he thought that the ascertainment week which is to be run on the same line as a fund-raising week would serve their purposes very well. If that were adopted I think that would go a long way for better relationships within the community.

Mr. GUNN. I think that is a very interesting and very useful idea and in some ways it is an expansion of what they are doing in Minneapolis and Washington.

Mr. MACDONALD. And it would seem to me to be more expensive.

Mr. GUNN. Yes.

Mr. MACDONALD. He had a number of suggestions, I am just picking the ones that hit me. Another was about the program production center for minority programs. Couldn't you set one up along the lines of Children's Television Workshop or NPACT? Does that strike anyone? Would they want to be heard about that?

Mr. LOOMIS. We have given some consideration to that suggestion, Mr. Chairman, and we think there are probably better ways of encouraging the production of excellent and diverse programming. The problem with "black programming" is that it is a very diverse field. There are many, many kinds of black programming and we would be concerned that if production was concentrated to any one center it would tend to have one form or at least a preponderance of one form.

The CTW that he mentioned, the Children's Television Workshop, really had only two shows—one pretty uniform audience, children—and it could concentrate on just that. It is years down the line before CTW has begun to look at other audiences and to get away from their one specialty.

NPACT was responsible for the coverage of the national political scene from Washington. Although the involvement of the Congress and the Executive and so forth brings diversity, there is still only one subject. While black programming is black culture, is black public affairs, it is many, many different things.

Mr. MACDONALD. Could this not come out of a workshop?

Mr. LOOMIS. We would prefer to see local stations, several of whom now have black programs at a local level and some at the national level like New York, like Philadelphia, like San Francisco, try to develop differing centers in different parts of the country. The black needs and experiences are so diverse there would be serious problems trying to centralize them in any one place.

Mr. GUNN. I think—

Mr. MACDONALD. It would not be a local thing, it would tend to become too national?

Mr. LOOMIS. The examples that have been used, the Children's Television Workshop and NPACT, both had the purpose of producing quality national programs, each in their specialty. We question whether black programming is narrow enough to be specialized and feel one major production source would be too specialized.

Mr. MACDONALD. Well, an African history type thing by nature would be national in appeal, not local, would it not?

Mr. LOOMIS. Correct.

Mr. MACDONALD. Is there such an African heritage or black history program?

Mr. LOOMIS. There have been individual programs done in that area, but there has not been major continuing funding.

Mr. MACDONALD. It seems that one program like that would include a lot of people in the 50 States, 48 States that have public broadcasting.

Mr. LOOMIS. Forty-eight States.

Mr. MACDONALD. With the radio also.

Mr. GUNN. Mr. Chairman, we think there may be another problem with that particular approach to the extent that if we are to require funding on the order of the Children's Television Workshop which runs in the tens of millions of dollars, it would tend to concentrate all of our resources in one single workshop and I think there would be a real danger that individual local efforts and other national efforts would be diminished by that.

Mr. MACDONALD. Congressman Clay, who is communications representative for the Black Caucus in the Congress was unable to be here but he submitted a statement which I hope you read and I thought it was a very moderate and very well thought-out statement in which he thought it would be a good idea to have an expanded staff within CPB of minority affairs which could perhaps be in an advisory capacity for programming but also would interest themselves in the employment and training side that has been referred to so often. I think that could be done without too much expense. I think that's a pretty good idea.

Mr. BENJAMIN. I think that is more vital than the accent on programming because you need the talent to make a good program.

Mr. MACDONALD. Right.

Mr. BENJAMIN. Remembering "Jane Pitman," public broadcasting would have been proud of one of the greatest black dramas in history had it been on PTV, but that took 3 years of planning and an awful lot of money to produce and it was done by commercial TV.

Mr. MACDONALD. But my point is within CPB to expand the minority programming by including more blacks so you are getting input directly from the black community.

Mr. LOOMIS. Mr. Chairman, right after I joined that corporation we created the job of assistant to the president for minority affairs. We now have one black officer there and one Spanish-American officer and their jobs are twofold. One is to inform us of the thinking and desires of the minority community and conversely to inform the minority community of our problems. They advise the Corporation in all its activities--programming activities, employment activities, training

research and so forth—so that we are aware of the minority considerations in all our decisions.

Mr. MACDONALD. I think an expansion would not cost all that much and I think in comparison with the results I see as being possible would be a good investment because especially if we get enough money it is more or less a drop in the bucket and I would recommend to you that this be followed.

Mr. BENJAMIN. Also, you should know, Mr. Chairman, it was the recommendation as well of our own panel in CPB for the implementation of those ideas.

Mr. MACDONALD. Yes, but that didn't happen.

Mr. LOOMIS. Yes, it went from one to two.

Mr. MACDONALD. You doubled your staff. I do pay attention to figures. You doubled your staff for minority planning. How many? It went up from one to two. I think maybe further additions are not out of line at all because of the ever expanding group that is aware of the broadcasting.

The gentleman representing the AFL-CIO and I had no way of knowing if what he said was correct or not, but he said you had people working for you that were working for under scale and that seems strange to me. He was saying it and I could not say "No, you are wrong."

Does anyone know?

Mr. ROGERS. Yes, Mr. Chairman: first let's get into the record that as we sit here there is not a single labor dispute in public broadcasting.

Mr. MACDONALD. All right. That is good but that is not my question.

Mr. ROGERS. Now let's go to the next thing. The AFL-CIO and all the unions have local unions that know the local conditions. They are aggressive people and they know what is best for themselves and in their community.

Now, 5 years ago you probably had a great many people who were working at wages in various public television stations that were not the same wages as were paid in the commercial stations. Today in the bigger stations we made a quick check out and we figured that about a third of the stations, the biggest ones, are in line with the commercial stations. We also found that a great many of the smaller stations exist to a large extent on volunteers from universities and schools and others without which they could not keep their doors open.

Mr. MACDONALD. I asked them about apprentices. I want them under the heading apprentices. They said no, they were not talking about apprentices. He was talking about people, staff, that were working under scale.

Mr. ROGERS. Well, I think they have all the necessary strength and ability and wisdom and skill to look out for themselves without adding any more.

Mr. MACDONALD. All right, Mr. Rogers. I understand that. I understand the way the movement is but I must say now that I am just asking the question again. Are people working in public broadcasting under scale?

Mr. ROGERS. There are a great many public broadcasting organizations that have no unions at all.

Mr. MACDONALD. That is why—

Mr. ROGERS. The question of scale is something I cannot answer because I don't know what the scale is.

Mr. MACDONALD. I can't conceive of having a cameraman not being a member of the union.

Mr. ROGERS. Oh, there are a lot of cameramen who are not members of the union.

Mr. MACDONALD. Independent?

Mr. ROGERS. Absolutely.

Mr. MACDONALD. He does not care much about his future because he is not going any place.

Mr. GUNN. Mr. Chairman, about two-thirds of our stations are affiliated with institutions and their wage scales are very directly tied in with the wage scales of the institutions and they are not necessarily reflective of the wage scales in the commercial broadcasting nor could they be.

Mr. MACDONALD. Not theoretical. WGBH—I am not being parochial, I am just using a specific question because I know about this specific. You need not tell me that those cameramen in a place as big as that, it is not affiliated with anything, it has an affinity with Harvard but it is not affiliated with it. Those cameramen are working under scale?

Mr. GUNN. No, sir. That is a major production center and as Mr. Rogers indicated, I would say almost every one of our major production centers in our large city stations are working at scale or above.

Mr. MACDONALD. That is what I felt. But Mr. Rogers says a lot of them aren't.

Mr. GUNN. We have about two-thirds of our system which are relatively small systems which are directly affiliated with school boards and colleges.

Mr. MACDONALD. I was not talking about them. Cable TV in Malden, Mass., my home, uses high school kids but I lump them under apprentices.

Mr. GUNN. The University of New Hampshire up in Durham, N.H., has a much lower wage scale than in Boston.

Mr. MACDONALD. And it shows, too, I might add. [Laughter.]

Well, he wanted amendments put in which I didn't reject but I didn't feel strongly about putting in amendments to the bill. Maybe something in the report that the legislation be amended to insure that Federal funds be used for program material made in the United States. It seemed to me without thinking about it too deeply that it would be very difficult to separate the funds—this is Federal, that is the State, this is the something else.

Does anyone have anything to say except you all agree?

Mr. BENJAMIN. I surely agree that people meet the standard of living wage which the union may or may not be—

Mr. MACDONALD. As I said to him, it is the chicken and the egg. If you get enough money, you can put on good programs. He talked about the British Broadcasting System which I am no great fan of. What has been imported is pretty good. I gave him your figure, Mr. Gunn, and he said that was a lump sum. Having thought about it I think you are probably right in the children's area and—

Mr. GUNN. No, sir. It is over a wide range of programs.

Mr. MACDONALD. Would you like to—

Mr. GUNN. I would like to enter it into the record.

Mr. MACDONALD. Yes. Give it to me right now and then enter it because we are going to mark this thing up pretty quick so we get to the appropriations.

Mr. GUNN. The programs that we exported included Washington Straight Talk—

Mr. MACDONALD. I don't mean about just programs that were exported percentagewise because you made a thing of it that public broadcasting was for the first time exporting more than importing.

Now, among the imports, what is the percentage of children's programming as compared to public affairs programming?

Mr. GUNN. I don't have the percentage breakdown between the two. I have the complete list of the individual programs.

Mr. MACDONALD. It seemed to me you might have some validity and it would be top heavy in exporting children's programs.

Mr. GUNN. I don't understand this distinction between children and nonchildren in the programs. I don't see the importance of the children's programming that is being exported.

Mr. MACDONALD. What was popular in my mind was "Sesame Street," "Electric Company."

Mr. GUNN. Those are all produced under union contracts with scale or above. They are among our best examples of using a wide range of talent and having that talent exported abroad.

Mr. MACDONALD. I guess what he was really talking about—he was at the end of the session and I didn't have a chance to get into it too deeply—was the fact that we don't do enough good dramatic production, musicals, that kind of thing, to export. Like the British, the only good stuff they send over is "Upstairs, Downstairs" or "Masterpiece Theater."

Mr. GUNN. As Mr. Loomis can tell you, the private foundations and corporations are about to underwrite the largest drama series in the history of public television. They call it "Visions," a \$10 million project.

Mr. MACDONALD. His amendment would not go to that, that is foundation. His amendment would not go to that.

Mr. GUNN. There is money in that as well.

Mr. LOOMIS. I don't have the money figures, but I do have the hour figures from PBS, and they indicate that 115 program hours were sold to 13 countries. In comparison, 103½ hours were imported from five countries. That means therefore that 11½ hours more were sold than received and there are no children's programs in that total.

Mr. MACDONALD. There were no children's programs?

Mr. LOOMIS. Right.

In addition to the hours I just listed CTW has different relationships with half a dozen foreign countries where "Sesame Street" is translated and used, but we do not have the figures because they are individual arrangements. Parts of the show are sold rather than the whole show, and it is a complex thing. The figures that show the 11 hours more being exported than imported do not include any children's shows being exported.

Mr. MACDONALD. All right. Well, he wanted more or less a Davis-Bacon approach to salaries. I don't have that in my notes but it sticks in my mind. Is that practical?

Well, I see two heads going, yes; and one head going, no.

Mr. BENJAMIN. What was your question, sir?

Mr. MACDONALD. I know Davis-Bacon is practical in the building trades and everything else but is it practical here? That is what I was not sure of.

Mr. ROGERS. I don't think so.

Mr. MACDONALD. Let's take a quick tally. Any yeses? Yes; it is practical? Everyone thinks it is impractical?

Does anyone have any special reason that I have not thought of about the small station?

OK. We have not heard from the radio at all and I am hustling because that is the end. I read in the papers that you were already no longer a band of brothers but you were fussing and feuding; about TV was mad because radio is going to get an extra hunk or you didn't think you were getting enough or what. Is that trade press talk, or New York Times talk, or is it true? There is no escaping because we have you all here.

Sir.

Mr. COFFEY. From my perspective I think it is very much trade press talk. There are certainly tugs and pulls where money is involved regardless of the institution, but it is always drawn out of perspective because that is what attracts attention.

Mr. MACDONALD. You talk like a public office holder. [Laughter.] Including Congress.

Mr. MACDONALD. Are you satisfied with the way everything has been received today? Would you shake your head about most of it or do you have certain reservations?

Mr. COFFEY. I would only make some brief comments, Mr. Chairman, about certain items that came up today.

The first is your questioning on ascertainment. On the radio side, the approach we have taken has been to establish community advisory boards to the local station from the broadest segment of the community. Now, in 1975 as part of the community service grant program the Corporation is requiring the radio stations—and I just want to quote their language—that prior to receiving a 1975 incentive grant as part of your community service grant you must “have the existence of a mechanism which facilitates regular formal consultation with representatives of the community regarding the activities of the station.”

I think that attempts to go to the question of ascertainment.

I find in my conversations with the Federal Communications Commission that they are most flexible on the question of ascertainment. They have just in past weeks announced that they are excluding all commercial radio stations in markets below 10,000 population. They are going to shorten—

Mr. MACDONALD. This may not be a mistake.

Mr. COFFEY. But they are going to shorten the form and I just point to it as a sign of flexibility, not as a sign of desirable result, necessarily.

Mr. MACDONALD. You didn't take it as a crumb being thrown?

Mr. COFFEY. No. I think they are really in a quandary as to which way to go. They have been working on the revision of the commercial ascertainment for some 6, 7 months now. Commissioner Robinson, at our radio meeting which was held here just several weeks ago indicated that as soon as they got the commercial ascertainment straightened out from their perspective they were going to address the subject of non-

commercial ascertainment. So, I think that forces are in motion to make that decision.

Mr. Madigan's concern about the issue of what is the money going to be spent for, we will supply for him or for the record, whatever is your desire.

Mr. MACDONALD. Do both. Get his quicker than this.

Mr. COFFEY. Yes. A copy of the 5-year plan for the development of the radio system and a copy of the 5-year long-range plan for the development of national public radio.

Mr. MACDONALD. There is one answer to him that I want to get into, because there is no point in getting into a hassle about it. Are there a lot of automobiles unequipped to get your programs?

Mr. COFFEY. That is right. Only about 15 to 18 percent of the cars on the road have FM capability. So they don't get the FM programs that you mainly broadcast.

Mr. FRISCHKNECHT. I am Lee Frischknecht, president of the National Public Radio.

There have been a number of statements made and questions asked by witnesses and previous testimony here about our organization, National Public Radio, which we have not really had an opportunity to address today. There are questions about NPR's employment of women and minorities and national programming for women and minorities and the question about how the additional money will be used. I would like the opportunity to provide that to you in writing, or by whatever mechanism you would like.

Mr. MACDONALD. You have 3 minutes. Give me the question and the answer.

I thought as far as minority hiring was going you were pretty good.

Mr. FRISCHKNECHT. Mr. Chairman, in the earlier testimony Mr. Coffey pointed out that given their circumstances local public radio stations are doing better than local public television. It is also true that overall, National Public Radio's employment of minorities and women is significantly better than the public radio system. NPR's problem exists at the higher employment levels.

Mr. MACDONALD. What were you going to add?

Mr. FRISCHKNECHT. I was going to say an explanation of the questions that have been raised about our organization is not the kind of thing I can do in 3 minutes, and if it is not out of order I would like to provide the information to you in writing. You obviously do not have time to listen.

Mr. MACDONALD. Well, the bells have gone for one thing. I have missed enough quorum calls in these days of hearings to last me a week—I mean a month, a year.

All right. I am advised that there are serious problems, so be sure and put it in the record. Sketch them out for me.

Mr. FRISCHKNECHT. Well, both the National Black Media Coalition and the National Organization for Women suggested that the record of National Public Radio is, if anything, worse than at any other national organization.

Mr. MACDONALD. Well, take a few minutes to respond. I am sure you are not going to say they are right.

Mr. FRISCHKNECHT. I am not going to say they are not right. I would like to take a great deal more time to tell you.

Mr. MACDONALD. You are going to have as long as you want to write an article. You have 2 minutes to answer me. Why are they wrong?

Mr. FRISCHKNECHT. I am not saying they are wrong.

Mr. MACDONALD. Why are they right?

Mr. FRISCHKNECHT. They are right because the facts speak for themselves. In the higher echelons of the National Public Radio organization there are not enough representatives from minority groups and there are not enough women and there are reasons for that, and it is that reasoning that I would like to get at. And it is not the kind of thing that I can do in 2 minutes, it takes some historical perspective and understanding of the way the organization is developed and what we are attempting to do about it.

Mr. MACDONALD. Let's take the last part, What are you attempting to do?

Mr. FRISCHKNECHT. We have in terms of programming specific projects underway and another one in planning. In terms of employment we have an affirmative action plan that is developed and a training program that is under development at the present time. Those are the short answers but they are not very complete. I can supply further details for the record.

Mr. MACDONALD. Hearing no objection, it will be received for the record.

[The following material was received for the record:]

RESPONSE OF LEE C. FRISCHKNECHT, PRESIDENT, NATIONAL PUBLIC RADIO TO TESTIMONY BY REPRESENTATIVES OF THE NATIONAL BLACK MEDIA COALITION AND THE NATIONAL ORGANIZATION FOR WOMEN

Mr. Chairman, a number of questions were raised and statements made by other witnesses in previous testimony before this committee concerning National Public Radio, especially with regard to NPR employment and programming practices relating to minorities and women. I should like to respond to those matters and provide other pertinent background and data in this statement.

EMPLOYMENT OF MINORITIES AND WOMEN

The matter of equal employment opportunity has been a serious concern of both the staff and Board of Directors of NPR almost since its inception. The Board directed the staff to develop policies for Board review early in the existence of the Corporation. Such work proceeded through several stages and drafts before the Board felt appropriate policies and plans were ready for approval. Such approval was made on an interim basis on August 13, 1973. A revised policy was approved by the Board on August 15, 1974. A Special Interest Programs resolution was approved on November 17, 1974. (Copies attached.)

The Corporation has moved to develop an Affirmative Action Plan in accordance with Federal regulations. The procedural aspects of such a plan were made part of the NPR Manual of Policies and Procedures which became effective November 11, 1974. Continuing effort is being given to the development and activation of all aspects of the Affirmative Action Plan including a utilization study, setting of specific goals, and implementation of administrative procedures associated with the plan.

Certain components of the plan have been completed. However, the process has been slowed due to the lack of industry data to which NPR can be compared. Nor is data available concerning the pool of qualified minorities and women and the degree to which that pool relates to the total pool for our industry. In the absence of such data, NPR has been working with statistics developed by the National Council of the Churches of Christ and data supplied by the D.C. Manpower Administration.

I believe it would be useful for the committee to understand the perspective of NPR in approaching the matter of implementing equal employment opportunity policies. NPR is a new organization. In ten days we will have been operating a

national program service for only four years. During those four years we have placed primary emphasis upon the start-up of this entirely new kind of organization with goals and operating procedures never before tried in broadcasting. We have been preoccupied with the start-up phase of this organization.

When recruiting began in the winter of 1970-71, there existed no ready pool of people trained in public radio programming at the national level. The kind of programming proposed by NPR by its constituent membership had never been done before. The people we needed didn't exist; they still don't for the most part.

Commercial broadcasting experience is not easily transferable to public radio especially at the higher levels due to entirely different motivations and kinds of programming. While some individuals can bridge that gap, few have done so successfully to date. Some came from public television; quite a few came from the print medium. But in all cases, none of these media were any better staffed with minorities and women than the public radio system itself.

As a farm system for a national program agency, the public radio system has just begun to provide a small pool of potential employees for NPR. Many of the public radio stations were and are very new and their staffs had little experience at the local level and virtually no experience outside of very small operations. Thus they were not and still largely are not able to serve as a marketplace for NPR staff. And as with the other media, the public radio system has few minority and women staff members; especially at the higher levels which might qualify them as candidates for NPR positions.

NPR is already far ahead of the public radio system in its employment of minorities and women. The system has 20% women employees; NPR has 32%. The system has 9% minority employees; NPR has 17%. Thus we cannot look to this system at the present time as a means of locating many minorities and women for the NPR staff.

It is also true that qualified women and minority persons are in high demand throughout the industry. Every segment is interested in improving their employment in this area. Thus the three most successful persons of this kind yet employed at NPR—two black programmers and one woman executive—have been lured away to positions with greater pay and responsibility in other organizations.

In fact, we do not believe that NPR's record of employment of minorities and women is that bad. Most of the criticism relates to the lack of such staff members at the higher levels in the organization. That is true, of course; the facts speak for themselves. But I should like to point out that the picture is not as bleak as some would believe.

In an organization such as NPR where immediacy is the key to success and deadlines are being met hourly, the decision-making process is highly decentralized and results in most of the day-to-day, hour-by-hour decisions being made by staff members below the top three position levels. It is true that the officers, department directors, and producers interpret the goals and objectives of the organization and its membership in broad, general decisions. But the daily program decisions are made by reporters, associate producers, assistant producers, and technical operators whose ranks are more heavily populated by women and minorities.

At the same time we realize that we must find ways to achieve better representation of women and minorities in the high levels of the organization and balance their presence in the lowest levels.

NPR has established certain interim goals for hiring, which, if successfully implemented, will assist NPR in increasing both the number/percentage of minority and female employees and their placement at higher levels in the organization. Those interim goals presently call for NPR to seek to employ 2 females at the managerial level and 1 male black at the professional level. The plan also calls for the employment of 1 white at the lowest level in the staff structure to relieve an over-concentration of black staff members which presently exists at that level.

NPR also is in the process of developing a training program which will assist in creating staff opportunities for upward mobility in the organization. It should also increase the labor pool of qualified applicants from which the industry at large could draw. It is worth noting that in the past 18 months ending March 3, 1975, 3 minorities and 5 women have received promotions from low-level positions.

The outline of our training needs has been completed and we will be meeting with a consultant to begin development of a series of potential projects both for upward mobility of existing staff and development of human resources not presently on the staff. While modest funds are available now for some internal work,

the bulk of these projects will be dependent upon the availability of increased funding outside of present resources.

We know we must do a better job of locating those potential candidates and we will step up our efforts to publicize position availabilities. You can be sure that notification will include the National Black Media Coalition and the National Organization of Women.

We do hope for improvement in the public radio system as a pool of potential employees for NPR. There are two black-managed stations operating and two more such groups are nearing activation. There are 4 stations managed by native Americans and one more about to go on the air. And there is now one station managed by Latinos.

PROGRAMMING ABOUT AND BY/FOR MINORITIES AND WOMEN

It must be understood at the outset of this topic that the efforts of NPR must be synchronized with the member stations of the organization. NPR is not a licensee of any station and is not in a position to dictate the programming of the individual licensees who operate the stations using NPR programs. At the same time it is recognized that NPR can and should play a leadership role in assisting the stations to a better understanding of the role that NPR can play in helping them provide services to their minority and female audiences.

The key to this effort is the ascertainment of community needs. And while it is true that the principal ascertainment effort must be conducted in each individual community of service, we agree with Bill Fore of ACNO that national ascertainment must be done to ensure that national issues are identified; that all groups in the nation are represented and that the entire nation is represented, not just those areas presently covered by the NPR stations.

To date NPR has found it necessary to try to utilize ascertainment research done by other organizations, none of its designed to meet our needs. Previous mention has been made in these hearings of the interest of the Markle Foundation in this matter. We are encouraged to know that a pilot project is underway funded by Markle to test a mechanism which might be applied to a national sample. But that too will take additional funds if the pilot proves successful.

There are two kinds of programming potential for women and minorities: programming *about* these people intended for a general audience; and programming *by and for* these people intended for a specific special interest group.

NPR has been quite successful in providing material *about* women and minority groups in its *general audience* programming. This kind of programming was developed first by NPR in order to ensure a critical mass of programming that could be used by the majority of the stations thus making our early efforts economically viable.

Although NPR doubled the amount of programming about women and minorities during the current fiscal year, it is not enough. Should the \$88 million level be realized, we would be able to add staff specifically directed to the subjects of minority and women's programming, thereby substantially increasing such activities.

NPR efforts at programming *by and for* minorities and women are much less advanced except for the one special interest group traditionally served by public radio, the so-called classical music audience. We have made some small beginnings to supply other kinds of music programming for which our members feel there is need in their communities, especially jazz and folk music.

Beyond that we have begun a six month project to ascertain the availability of existing programs being produced *by and for* minorities and women by the local public radio stations. Once we gather samples of such programs, we will expose them to the staffs of the member stations and determine the degree to which they could and would use them. Should the needs of the stations require such programming, we would then seek the funds to permit the regular distribution of these station-produced programs which have more than local utility.

It should be understood that there is a deterrent to having many stations utilize programs of the traditional 15, 30, and 60 minute lengths. Increasingly, radio stations are moving to so-called "format" radio where the station tends to be one continuous program of a certain kind of music or spoken word programming. Discrete programs do not fit well in such formats.

To better accommodate to that situation, we have had success in providing relatively short modular units of program material from 3 to 10 minutes in length which can be interspersed within the "format" schedule. We have in

mind developing the capability to produce and acquire such short modular materials *by and for* women and minorities. Some pilot funds are already available at CPB and we will seek permission to use some of those funds to test this concept. If successful, we would need additional funds to continue beyond the pilot stage.

In summary, it can be said that the NPR Board and staff and the staffs of its constituent member stations understand the obligation we face to provide increased employment and programming for women and minorities. The task will not be an easy one to accomplish, especially in the employment area. But we believe we have made progress and can do much more toward assisting these groups to equality in our society. We believe we have a critical mass of resource upon which to build such success should the additional funding required be forthcoming.

ATTACHMENT 1

1702. EQUAL EMPLOYMENT OPPORTUNITY

In order to achieve a talented and professional staff composed of individuals from all sectors of our population, it is the policy of National Public Radio to provide equal opportunity and participation to all applicants and employees without regard to race, color, national origin, age, religion or sex. National Public Radio endorses and adopts completely the intent and spirit of equal opportunity for employment and promotion as a matter of fundamental fairness. Each person will be accorded equal treatment in matters of employment, volunteer work, training, promotion, benefits and compensation. Furthermore, it is the position of National Public Radio that these objectives can only be realized through affirmative action designed and effectively implemented to seek out, train and include additional minority/female persons as effective members of the staff.

It is the goal of this policy to achieve a mixture of personnel which reasonably reflects the complex make-up of the American population, as served by the network of NPR member stations.

ATTACHMENT 2

SPECIAL INTEREST PROGRAMS AT NATIONAL PUBLIC RADIO

The American society is a pluralistic one, composed of many groups and speaking with many voices. In order to serve the diverse needs of that society, NPR must reflect that pluralism.

There are many special interest groups within our society identified by race, sex, age, vocation, hobby, socio-economic status, and other factors. While recognizing that NPR should be and will be concerned with all of them, special attention will be focused on those groups which, by virtue of their ethnic or social identity, are subjected to the disadvantages inherent in a position of inequality in the American social structure.

NPR will:

1. provide materials *about* these groups on a regular and frequent basis through existing program formats and vehicles in order to give the general audience a better understanding of the history, culture, needs, concerns, successes, and problems of special interest groups.

2. establish new program vehicles *about, by and for* special interest groups.

NPR will utilize members of special interest groups in the planning and production of materials *about* and for those groups.

The character of these services will be determined by local and national ascertainment of needs of the people. In the absence of current formal ascertainment data, NPR has determined to devote special attention to women, blacks, elderly, Hispanic-Americans, native Americans, and the poor until such formal ascertainment procedures can be accomplished.

Mr. MACDONALD. If there is nothing further, the hearings are—

Mr. ROGERS. Would you give me 2 minutes to sum up?

Mr. MACDONALD. Yes.

¹ In the development of this policy, the special interest subcommittee of the NPR Board committee on Corporate Planning and Program policy reviewed the May 1974 report of the CPB Advisory Panel on Essentials for Effective Minority Programming. This policy is supportive of the basic concepts and definitions in that report.

Mr. ROGERS. You have conducted a long, patient, thorough inquiry into the need for legislation which is being proposed.

As I have learned from attending these hearings and reading the testimony of those whom you have heard, we seem to have arrived at these fundamental conclusions:

One. A long-range insulated funding mechanism must be found and implemented.

Two. The mechanism must afford the institution of public broadcasting a reasonable assurance that it can take the necessary steps to plan quality programming years in advance, when necessary; to attract and hold talented women and men from every corner of this land to choose a career in public broadcasting; to induce Mr. and Mrs. America to support their local stations, not as a one-time gesture but as a steadfast and dedicated forward commitment; and finally—and perhaps most important—to guarantee to each citizen that this powerful instrument, public broadcasting, will always be the people's, and will never come under the sway or dominance of any powerful force or forces—whether political or economic.

Let's now take a look at this legislation as proposed and see if it has all the necessary ingredients—if it, in truth, holds the public's needs.

First, this is a long-range funding plan which is realistic. When the Carnegie Commission was planning the birth of this institution, the distinguished men and women on that commission said that there must be insulated long-range funding or the dream of a sound and independent public broadcasting system could never become a reality.

On many occasions I have heard Dr. Killian say to all of us—and to everyone who would listen—that insulated long-range financing was a sine qua non, that failure to accomplish this objective could have no result but the destruction of the institution.

Every President and every Congress since the passage in 1967 of the Public Broadcasting Act have declared their endorsement of this principle.

I need not remind the chairman that year after year he has criticized the administration, the directors and officers of the Corporation for Public Broadcasting, and all the leaders of this institution that they owed the American people an insulated long-range financing bill; that, indeed, the failure to propose such legislation was not only a reflection on them, but, far more important, a disservice to the American people.

Mr. Chairman, the legislation being proposed is the answer you have sought.

There is no proposal here that each television set in the country be subject to an annual tax sufficient to finance public broadcasting.

There is no proposal that the commercial television licensees be subjected to a tax, either on volume or on profit, sufficient to finance public broadcasting.

There is no proposal that each new television and radio set manufactured and sold contain in its price a dedicated tax sufficient to finance public broadcasting.

There is no proposal that the Congress set aside a guaranteed amount annually in a trust fund, financed by taxes, sufficient to guarantee the financial requirements of public broadcasting.

What we have here is a simple—but powerful—proposal: If the people, with non-Federal funds, will support the institution of public broadcasting, then the Congress will agree to match that support with roughly 28 percent of the funds. The non-Federal funds are to be \$2.50 for every \$1 of matching Federal funds. And if the public does not put up its non-Federal funds first, it has no guarantee of a single dollar from the Federal Treasury.

Why this proposal took 8 years to come before you, and why it took a nationwide task force to propose it, is of no importance. It is here, it is sound, it is workable, it is fair, and it ought to be enacted into law.

The Treasury has been safeguarded by modest ceilings so that in the event the public support greatly exceeded our optimistic estimates, the amount authorized would place a finite top during each of the 5 years.

The Congress is also safeguarded in that it has the right to require a yearly accounting, not only as to funds expended, but also as to the progress and accomplishments of the institution in its service, to the many and diverse publics it is expected to serve.

Second, 5 years is not too long for an institution of this kind. It is not so long as the 12 years of the BBC charter, but it is at least a beginning, with sufficient duration to encourage planning for quality programming, and to make possible local and national activities, which can bring to our institution the two needed ingredients: talented people and a steady flow of recurrent and increasing funds from many sources.

Finally, you have listened to many witnesses. They have expressed their opinions freely and forcefully, particularly as to their conceptions of the needs as well as to matters which concern them and those they represent.

Even the severest critics agree on the need for the legislation. No person objected to the 5 years. No person objected to the matching principle. No person said his constituents would not support the bill—from which, I assume, we will have the active financial support of their constituents since the funds must largely be raised from non-Federal sources. Only one witness objected to the ceilings as being too high; many feel that they would have preferred higher ceilings.

All seemed to agree that the concerns of women and minorities could be met if all of us worked together. All seemed to be willing to try to accomplish much more in satisfying these concerns, but hoped that oversight hearings from this committee would be salutary in such an accomplishment.

So with your permission, I should like to close on a personal note. For some years I have dedicated myself to the accomplishment of the dream of many who came before me. In the quest for insulated long-range financing, I have been a disciple of such outstanding leaders as Jim Killian and Torbert Macdonald. But, Mr. Chairman, in the words of the September Song, "The days grow long and we have reached November. . . . We haven't got time for the waiting game."

There is a tide in the affairs of men, and in the affairs of institutions—and for public broadcasting that tide is running now. I beg your committee and you, and good men and women everywhere, to join hands and get this job done, now.

Mr. MACDONALD. Why don't you save that for the Appropriations Committee?

Mr. ROGERS. That is why I was trying to put it in the record. [Laughter.]

Mr. MACDONALD. Put it in the record and get your people to lobby the Congress.

Thank you very much. The hearing is adjourned.

Mr. BENJAMIN. Thank you.

[The following statements and letters were received for the record:]

STATEMENT OF JOAN GANZ COONEY, PRESIDENT, THE CHILDREN'S TELEVISION WORKSHOP

(Producers of Sesame Street, The Electric Company, and Feeling Good)

Mr. Chairman and Members of the Subcommittee: Thank you for the opportunity to comment in support of long range funding legislation for public broadcasting. The 250 independent public stations, as well as the CPB and PBS which work with and serve them, have demonstrated their usefulness as a vital national resource. Adequate levels of long term matching Federal support will provide the financial base needed for public television to continue service to local communities, and to further realize the constructive potential of the medium.

Let me be clear that the Children's Television Workshop has a direct stake in public broadcasting. We began Sesame Street and The Electric Company with help from the U.S. Office of Education, foundations and later from the Corporation for Public Broadcasting. Today, more than 90% of the financial support for these two programs comes from public broadcasting; public stations broadcast our programming, and do so on schedules appropriate to our target audiences.

These programs are doing the job we set out to do. Research has documented solid progress in basic skills: children who watch with some frequency show significantly better gains in developing cognitive skills taught by the programs than those kids who do not watch. Perhaps most satisfying—and fundamental to the show's educational success—is the fact that children watch because they want to, not because they have to.

The impact of Sesame Street and The Electric Company is enhanced by public broadcasting's heavy pattern of daily and weekend repeat showings, which make Sesame Street and The Electric Company more widely broadcast than any programs on non-commercial television today, or perhaps even on commercial television. The results are that the two shows reached an estimated 15 million children last year—a substantial portion of all the children in our target age groups.

More recently the Workshop began its first series for adults, "Feeling Good," dealing with problems of health. From the beginning planning stages more than two years ago, this series has had major financial support from the Corporation for Public Broadcasting. "Feeling Good" is a major television experiment, the first attempt to convey health information to adults on a continuing week-by-week basis.

The series made its initial debut last November 20. Despite substantial critical acclaim and a significant number of individual responses to referral information, it was clear to us that it was not as effective as it might be and that with major revisions, the series could do a much better job. We approached CPB and our other major underwriters with a proposition to take the series off the air for two months, revise its format and approach, and return to the air in April. CPB, our underwriters, and PBS gave strong support to this course of action. Judging from the initial reviews of the revised series, our decision was sensible.

But the important point is that public broadcasting's commitment to experimentation and to public service made it possible for us to undertake an unprecedented step to revise and improve a major experimental television effort. Without adequately funded public broadcasting, such experimentation for public service simply would not be possible. All experiments cannot be expected to succeed as Sesame Street and The Electric Company have, not even as we believe "Feeling Good" will, but without the means and commitment possible with a strong public broadcasting community, television will never progress on its potential as a mass education and communication medium.

Our experience relates closely to the need for long term funding you are considering today.

First, it is evidence of public broadcasting's success in meeting needs, which would otherwise go unmet. In children's programming, not to mention public affairs and other programming areas, public broadcasting has made a clear case that it can successfully do those things that commercial broadcasters cannot or will not do. The fact is that the system has provided the best service to children in the history of broadcasting.

Second, public broadcasting needs adequate funds to finance the initiation of experimental programming such as ours. The hard fact is that production of programming which must compete for attention against commercial network entertainment offerings is usually expensive.

In my view, the ceilings recommended by public broadcasters—beginning at \$88 million and rising to \$100 million—are essential to ensure that public broadcasting can continue to introduce new quality programming.

Third, adequate funds are needed on a long-term basis to maintain support of effective programming. While *Sesame Street* was a popular "overnight success" in its first year, we have continued to learn, improve and broadcast the impact of the program substantially with each year's production. A higher level of funds available on a multiyear basis will make it possible for the system and for production centers such as ours to more sensibly plan continued development of successful programming.

Let me address the need for higher ceilings on Federal matching funds from the point of view of incentives for fund raising by public broadcasting. Stations have found *Sesame Street* and *The Electric Company* to be extremely effective in raising funds from the public in local communities. We have cooperated with the stations in this effort and will be working even more closely with them in the future.

"Feeling Good" outreach efforts have brought together stations and local health and service agencies—and their clients—in a way which makes more sectors of the community aware of the service potential of public television.

The point is that stations find quality productions which have gained a good measure of support to be a useful reference in raising funds. It is much less effective to try and raise funds on the basis of programming which may be developed in future—by us or anyone else. Therefore, the system needs an adequate level of funds to pay for quality production, when in turn can be used to attract funds from the public.

Mr. Chairman, as an independent production center, we naturally have an important direct interest in long term funding for programming. But before closing, I want to try to take a larger perspective.

The Carnegie Commission report in 1967 outlined a realizable ideal for public television. Obviously we have not yet fulfilled that ideal. But as we attempt to move forward, we should not forget that we have made an honest and substantial start. There is substantial programming of demonstrated excellence on public television—both national and local.

Public stations—within the tight limits of budget and production costs—have lived by the spirit and letter of the Commission's recommendations on localism. One example is the excellent cooperation we have received from local stations all over the country in our efforts to increase the utilization of *Sesame Street* and *The Electric Company* by our disadvantaged target groups. Community groups, day care centers, schools, and local institutions have enjoyed active and effective help from local stations.

Another example is the interest and help we are receiving from local public stations in connection with outreach efforts for "Feeling Good." About 150 stations have set up local information referrals for the show in cooperation with local health or service organizations. Altogether about 175 individual public stations have become involved in sponsoring or supporting direct outreach activities to further the objectives of "Feeling Good."

From our viewpoint, this combination of adequately financed and expertly produced national productions with well coordinated local efforts by stations sensitive to the needs of their communities, characterize one unique potential of public broadcasting. It is a vital part of the concept of localism, and one which Congress can take pride in having nurtured.

I am confident that with adequate financing on a long term basis we will accelerate progress toward the goals set by the Carnegie Commission.

From our own experience we know that public broadcasting works. It provides a substantive service to the communities it services. With your strong support, it can be made to work even better.

Thank you.

STATEMENT OF THE JOINT COUNCIL ON EDUCATIONAL TELECOMMUNICATIONS

In 1950, the JCET was organized by the American Council on Education, the National Education Association, the National Association of Educational Broadcasters, the Council of Chief State School Officers and other leading educational associations to promote the establishment of public television. Then called the Joint Committee on Educational Television, the JCET led the successful effort to alert the educational community to the potentials of the then new medium and to persuade the Federal Communications Commission to reserve in every major American community one or more channels for non-commercial television.

That landmark action by the FCC made public television possible by assuring the availability of necessary frequencies. No less important is public broadcasting's need for adequate financing on a sound and stable basis. For that reason, the JCET now urges passage of H.R. 4563.

Within the last few years, public radio and television have begun to realize those hopes which the JCET's founders held in 1950; but it has long been clear that realization of public broadcasting's full promise requires a system of continuing and insulated Federal support on a basis which will permit adequate planning and which will allow for both quantitative and qualitative growth.

In recent years, the Joint Council on Educational Telecommunications has helped direct attention to the new opportunities which cable, satellites, and cassettes hold for education. We are pleased to note that this bill help open the way for "the use of nonbroadcast communications technologies" as well as conventional radio and television.

The JCET was one of the leading forces in bringing into being the new Public Service Satellite Consortium, an organization which will identify and aggregate educational, health care, and other public service users of satellite technology in order to assist in arranging communications services on a cost-sharing basis, and to develop practices which will encourage the experimental uses of new telecommunications services. Clearly, both public radio and public television will be among the prime users of this new technology, and the Consortium--for which JCET is presently the secretariat--will be working closely with PBS and NPR as theirs and the Consortium's planning develops.

At the local level, support for public broadcasting is growing as never before. While H.R. 4563 provides a mechanism of matching funds to encourage and reward the continuing growth of non-Federal support, the presently proposed ceilings on Federal contributions tend to thwart that excellent intention. Cognizant of the strong pressures which mitigate against any increased Federal spending, we nonetheless join with those who point out that each Federal dollar appropriated to the Public Broadcasting Fund reflects and helps to generate two dollars and fifty cents in non-Federal monies. We hope that modifications can be made in the bill which will provide maximum incentives for the continued growth of grass root support.

Parenthetically, JCET would like to state its firm support for a complementary piece of legislation which will hopefully soon be before this Committee--The Telecommunications Facilities and Demonstration Act of 1975--which will further strengthen the non-commercial broadcasting system through updating of existing facilities, establishment of new facilities where none now exist, will permit the use of such facilities in conjunction with technologies other than broadcast, and provide for innovative demonstrations of new technology usage for public service purposes. As you well know, it too is a funding program based on a matching formula, once again insuring that the American people attest in concrete terms to their faith in, and their need for, a public broadcasting system of quality and vigor. In short, H.R. 4563, while of vital importance to public broadcasting and to the country at large, is but half of the legislative program which must be passed if we are to insure that our public broadcasting system will achieve the goals which the members of this Committee, among many dedicated others, have set for it.

Thus we believe that, strengthened to the greatest degree possible, H.R. 4563 can contribute greatly to the realization of a new level of public radio and television service for the American people and can help to begin the exploration and exploitation of the new communications technologies for public education and enlightenment.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C., April 21, 1975.

HON. TORBERT H. MACDONALD,
Chairman, Subcommittee on Communications,
House Interstate and Foreign Commerce Committee,
Washington, D.C.

DEAR MR. CHAIRMAN: I am writing to express my concern about the long-range financing bill for public broadcasting (H.R. 4563) which is currently pending before your Subcommittee.

I feel compelled to express my concern about the bill in its present form for several reasons. First, the bill would violate Rule XXI, Clause 5 of the Rules of the House. Second, the whole concept of such a bill would seem to me to be a direct contradiction of the basic philosophy and purpose of the Budget and Impoundment Control Act of 1974. Third, this bill, as you know, would completely remove the Corporation for Public Broadcasting from the annual budgetary process and the related fiscal discipline which results from that process. The bill would, in effect, appropriate \$452,500,000 over a period of five fiscal years.

The Corporation for Public Broadcasting has experienced significant growth in the level of its annual appropriations since its beginning in fiscal year 1969. Specifically, the appropriation has grown from \$5 million in fiscal year 1969 to \$62 million in the current fiscal year. I do not believe it can be said that the Congress has not adequately supported the funding of public broadcasting. I also want to say that it would certainly be possible, providing that your Committee authorized it by law, for the Appropriations Committee to appropriate funds to the Corporation for Public Broadcasting on an advanced basis. The Committee recognizes that it is desirable and necessary to provide advanced funding for certain programs and has recently reinstated this practice in connection with many of the education programs. It seems to me that some type of advance funding could be provided by the Appropriations Committee through the regular budget process that would meet the needs of the public broadcasting community for sufficient lead time in which to plan and produce new programming.

I want to stress that I am not addressing the merits of public broadcasting. I am very much concerned, however, about the fiscal situation and the need to follow the principles and disciplines established by the Congressional Budget and Impoundment Control Act.

I strongly urge you and the Members of your Subcommittee to amend H.R. 4563 by striking out the proposed new paragraph (4) under Subsection 396(k) of the Communications Act of 1934.

I would very much appreciate it if you would allow this letter to be inserted in the printed hearings on this bill.

Thank you for your consideration of this matter.

Sincerely,

GEORGE H. MAHON,
Chairman.

[Telegram]

ASPEN INSTITUTE,
Palo Alto, Calif., April 10, 1975.

Chairman TORBERT MACDONALD,
House Subcommittee on Communications, Rayburn Building, U.S. Capitol,
Washington, D.C.

We urge passage of the Public Broadcasting Financing Act of 1975, now before your committee. Having followed closely public broadcasting's struggle to emerge as an effective medium of non-commercial communication in America, we believe that long-range Federal funding is the single most important step to guarantee independence and to nurture creativity for the system. We endorse the incentive provisions which will stimulate the stations to raise matching contributions.

Our independent study confirms other financial analyses that public television and radio suffer from chronic malnutrition which has stunted its potential to serve the public good. The budgetary ceilings proposed by the Administration would perpetuate that malnutrition and undermine the incentive for greater state and community support. We believe the levels proposed by the Corpora-

tion for Public Broadcasting will come closer toward attaining the critical mass which will permit public broadcasting to flourish. Five year funding will also insure the time for planning to achieve excellence in programming.

Congress has already made the commitment to establish a system insulated from governmental and political pressures. To extend the present practice of short-term financing will nullify this commitment. We believe public broadcasting's future will be decisively shaped by Congressional action this year on the pending legislation.

We have sent you the report on our recent conference held at Endicott House in Massachusetts devoted to the future of public broadcasting. We hope this can be included in the appendix of your hearing record.

With best regards,

DOUGLASS CATER,

Director, Aspen Institute Program on Communications and Society.

REPORT ON THE THIRD ASPEN INSTITUTE CONFERENCE ON PUBLIC TELEVISION

Programming is a lot of things—it's creativity; it's the stimulation of new, creative people; it's encouragement for people who have never been creative but who have it in them to become creative . . . The priority today has to be programming; it's high time we got to it.

ROBERT BENJAMIN,

Chairman of the Board, Corporation for Public Broadcasting.

INTRODUCTION

On January 9-11, 1975, the Aspen Program on Communications and Society convened its third annual Conference on Public Television at Endicott House in Dedham, Massachusetts. Its purpose was bring together participants of varying perspectives to consider public television's future—away from the adversary atmosphere of Washington. Past conferences had been devoted to issues of financing and organizational structure to achieve independence and viability for the system. The Third Conference focused on problems of programming—how to nurture creativity for the system.

Participants (see attached list) included representatives from the Corporation for Public Broadcasting (CPB), the Public Broadcasting Service (PBS), station managers, program producers, philanthropic foundations, communications lawyers, as well as officials from the Executive and Congress. They were asked to put emphasis on "yesable" propositions—concrete proposals for dealing with specific problems. While attention was naturally devoted to problem areas, the conference also reflected a growing sense of progress and accomplishment in public broadcasting. No attempt was made to pull the participants on various recommendations. Nor were participants asked to approve or disapprove this summary of the discussions.

Background papers were distributed in advance, including:

Programming: The Illusory Priority.—Richard Moore, producer and former General Manager, KQED, San Francisco.

Public Television's Station Program Cooperative: An Analysis of the First Year's Experience.—Natan Katzman, Director CPB, NCES Programming Project.

Program Rights in Public Broadcasting.—Eugene N. Aleinikoff, communications attorney.

A Crisis of Identity: What Is Public Broadcasting?—Anne W. Branscomb, communications attorney.

CONFERENCE SUMMARY

This report of the principal discussions has been organized according to key topics:

I. Urgent Tasks for Public Television

There was general consensus that in 1975 public television faces three urgent tasks:

A. To pass during the 1975 session of Congress the long-range financing legislation, at the funding levels proposed by the Corporation for Public Broadcasting.

B. To create a program development fund, insulated and protected from political and bureaucratic pressures.

C. To develop and refine the Station Program Cooperative.

II. Putting Programming First

Richard Moore's paper set the theme that programming always tends to rank last in public television's order of priorities. It was generally agreed that now is the time for the system to take initiatives to reverse this order. Throughout the conference the participants probed the conditions that encourage creativity. One producer suggested that this really means the care and development of talented people. It will require: (1) sufficient and predictable sources of funds; (2) an organizational environment which provides a healthy balance between freedom and discipline; (3) incentives for the artist. Creativity in programming, it was pointed out, does not necessarily mean large monetary rewards; it does mean, however, a "climate" and "atmosphere" to which an artist feels attracted and in which he finds personal satisfaction.

One participant argued that during the long fight for institutional survival limited funds have been dispensed simply to perpetuate the system, and the attitude has become ingrained that "the system is more important than individuals." To counteract this, programming authority should be independent and insulated from bureaucratic cautiousness. Producers should have access without necessarily going through individual station management. Others agreed that the mechanisms for funding and development of new program projects need improvement, but not by establishing still another organization in a system already overly organized. Instead, it was recommended, CPB should create an inviolate fund to be used exclusively for program development. Decisions on new programs should be simplified and not require review by multi-layered committees. Providing seed money for promising proposals might be handled by a revolving fund. Successful programs would eventually re-pay to this fund the initial investment in planning, scripting, and piloting.

Addressing the public television leadership, one young producer argued, "You don't have a door." He voiced a frustration built up during his attempts to promote an idea for a new program series. There are in fact many doors, another participant countered, but there is no "road map" to those doors. The task for public television is to insure that entrance procedures are clear and widely known.

Finally, it was argued that while the quality of public television's programming has risen dramatically, a sophisticated approach to program promotion-marketing and distribution has lagged far behind. Conferees pointed out that commercial television and movie producers spend large sums on selling their product. The time has come for public television to recognize this aspect of programming and to plan for it in the budgeting stage. A suggestion made at the conference was the CPB and PBS create a unit solely responsible for marketing and distribution.

III. Setting Program Objectives

A repeated theme during the conference was that if programming decisions are not to be made in a vacuum, public television must develop objectives to measure success or failure of a program. Such decisions must be made at many points: Once the planning stage for a program is completed, there is the basic "go/no go" decision. Later comes another decision on whether to continue a program series after a year, or two years. Deciding when the time has come to kill a program has proved to be one of the most difficult problems in public television.

Unlike commercial television, which simply measures success in terms of audience size and demographic composition, public television has no clear criteria for determining success. It was agreed that attracting the largest possible number of viewers should not become the sole objective. However, it was considered important that some determinants of success, both qualitative and quantitative, be systematically developed. One proposal suggested that in the future, every new program proposal be required to include a statement of objectives.

The temporary withdrawal of *Feeling Good*, the Children's Television Workshop's health series, had just been announced. The implications of that decision were discussed. The primary reason for cancellation was that the series was not meeting the objectives set for it by CTW. Most important was its failure to attract enough of the program's target audience of 18- to 35-year-olds. According to Lloyd Morrisett, chairman of the CTW board, "We had to do in public television what *Medical Center* or *Ben Casey* was doing in commercial television . . . I'm still confident that with effective production and the right amount of creativity it's possible to do it. We haven't done it yet, and that's why we decided to go back to the drawing board."

It was also argued that the problems of *Feeling Good* did not represent a failure of the "TV model" (which succeeded so well in producing *Sesame Street* and *The Electric Company*), but rather a failure to apply the model properly. Unlike the earlier programs, a single team of researchers and creative producers did not see the program through from inception to broadcast. Nor were research results in viewer response to pilot films used, as the model dictated. Another participant suggested that the Workshop should be commended for its willingness to recognize its problems and make the difficult decision to withdraw its own program.

IV. The Station Program Cooperative

The participants examined the first-year's experience of the Station Program Cooperative (SPC). It is a system unique to public television through which the individual stations bid and pay for programs to be distributed by PBS. This year, SPC-financed programs account for nearly 50 percent of the total prime time hours and 30 percent of the prime time funding.

One criticism expressed at the conference was that SPC I had funded only existing or slightly repackaged programs. It has functioned primarily as a re-funding mechanism rather than a program innovator. As one participant stated, "The system is weighted in favor of the status quo." Others argued that SPC I successfully accomplished its limited objectives: (1) to give stations responsibility to choose their own programs; (2) to preserve certain programs and to discard others; (3) to insulate public television from political and other pressures.

Both SPC I and SPC II, now in progress, must be considered experimental. The miracle is that this computerized marketplace has worked at all. Nonetheless, participants urged caution that the cooperative not be allowed to become a means for distributing only the tried, the true, and the most low priced programs. The system needs a way to encourage experiment and innovation. There was debate whether the marketplace cooperative should be weighted in favor of innovation or whether to rely on separate program development funds outside SPC. But there was clear agreement that SPC should find ways to permit better communication among the stations, during the bidding process, provide better descriptions of program offerings, and perhaps offer evaluations of lesser known programs. Planning should get underway immediately to make SPC III, for the 1979 season, an improvement over the first two years.

V. Long-Range Financing

Since the passage of the Public Broadcasting Act of 1967, public television has received one year and most recently two-year authorizations for federal funding. Present authorization for federal funding expires this June. Long-range financing insulated from the political process has been an elusive dream. But at long last, the White House has recommended and Congress is now considering a five year authorization and appropriation bill.

Participants agreed that the next six months will provide the crucial test of whether public television can achieve long-range financing to bring stability to the system. If it fails this year, one participant warned, the dream may be postponed indefinitely.

Attainment of long-range financing, however, will not solve all of the financial problems. Public television faces acute pressures resulting from inflation, growth of the system, and the phasing out of Ford Foundation support. Board members of CPB (as well as PBS, National Public Radio, and the Association of Public Radio Stations) have all publicly urged a higher level of financing than the figures proposed by the White House.

The levels of federal support requested by CPB and those proposed by the Office of Telecommunications Policy may be compared:

Fiscal year	CPB requested	OTP proposed
1976	88,000,000	70,000,000
1977	103,000,000	80,000,000
1978	121,000,000	90,000,000
1979	140,000,000	95,000,000
1980	160,000,000	100,000,000

Participants agreed that the higher funding levels are essential to maintain incentives for raising increased matching funds on the local level—a provision built into the federal formula. Even at the higher levels, the system will still have to operate on substantially less than was recommended by the CPB Long-Range Financing Report. Congress, more than one conferee stressed, should be urged not to compromise on budget levels.

VI. Insulation From Government

Even with long-range financing, it was pointed out, there is a creeping danger of interference by a number of federal agencies (e.g., the Law Enforcement Assistance Administration) contracting directly with public television stations to produce programs for national distribution. While the contracts may contain provisions for "no editorial control" by the government agency, nonetheless the potential for abuse is there. Several propositions were advanced to deal with this issue: (1) CPB and PBS should work out a standard contract and voluntary guidelines for stations dealing with government agencies; (2) the Office of Telecommunications Policy should review and work out a government-wide policy; (3) Congress should forbid government agencies from funding public television programs directly; instead all federal funds for production should be channeled through CPB.

It was agreed that this represents a delicate issue. *Sesame Street*, for example, would not have been developed without generous HEW support. Public television will have to move skillfully to maintain its independence without unnecessarily slamming the door on badly needed program support.

VII. Corporate Underwriting

Public television has gained growing support from subsidy of programs by private corporations. Many excellent programs, such as *Masterpiece Theatre*, have been funded and promoted in this way. While the benefits of underwriting to an impoverished system are obvious, there are also threats. The mere appearance of corporate names, particularly with public affairs programs, may cause public skepticism about the integrity of the system. As one participant said, "There are certain chemistries that don't mix." Corporate sponsored advertising in newspapers and on commercial TV for public television programs may be reaching the outer limits of what is healthy for a non-commercial service. It is incumbent upon CPB and PBS to set forth clear guidelines for corporate underwriting.

VIII. Program Rights

Conference participants looked at the issue of program rights. How does a system which is so diverse in production centers develop a set of standards for negotiating with talent and labor unions? Traditionally, it has been done on an ad hoc basis at the local station level. However, public television is reaching a stage of growth when voluntary guidelines to negotiate program rights may be required in order to avoid escalating costs as well as restrictions on program use. Those with production experience argued that contracts should be generous in granting residual benefits to the talent in exchange for the right to extended broadcast usage. Public television must encourage repeated viewing of its best programs, unlike commercial television which sharply curtails such repetition.

IX. Copyright

Public television, which has historically benefited from "not for profit" exemptions in the present Copyright Law enacted in 1909, almost lost this benefit in the amendments considered by the Senate last year. Conferees argued that there must be a more watchful effort to make sure that public television's interests are fully and fairly treated as the revised Copyright Act moves to final passage, likely in the present Congress.

X. Ascertainment

One participant described the "ideal cycle of programming" as: (1) ascertainment of community needs; (2) conceptualization of programs to meet those needs; (3) production; (4) evaluation. Public television has rarely managed to carry out this cycle in its program development. Commercial stations are required under FCC regulation to go through an extensive ascertainment procedure before each license renewal non-commercial stations have been spared this requirement in the past. However, the FCC may now be preparing to require public television stations to ascertain problems and issues in their communities. A few stations have already taken initiatives. Conferees expressed the view that this should be a welcomed endeavor. Instead of the costly, voluminous and often

unread surveys conducted by commercial stations, public television should seek to develop a meaningful dialogue with its many constituents, real and potential. On-the-air public forums could be an effective way of ascertaining community problems and needs.

XI. Coverage of Congress

A joint House-Senate committee has recommended that Congress undertake a one year, limited experiment with audio and video coverage of its plenary sessions. There have been indications that public television may be asked to contract for gavel-to-gavel video recording. This, it was argued by some conferees, represents an opportunity that public television should be happy to accept. At the same time. There should be a clear distinction between a contractual arrangement for video recording and public television's independent decision or broadcast use. The video record would be made available to commercial and non-commercial broadcasters alike. Public television would undoubtedly wish to provide extensive airing of debates and legislative round-ups, but the decision of what and how much to broadcast must be retained by PBS and the local stations.

XII. Efficiency in the National System

One final area of concern about the structure of public television voiced at the conference was the continued growth of the bureaucracies at CPB and PBS. It was pointed out, however, that American public television is committed to a policy of decentralization. Although a single national agency (like the BBC) might be economically more efficient, it would be politically unacceptable. However, if more than 20 percent of public television funds are spent on administrative costs, Congress is likely to start raising questions. Participants urged a review of functions of both CPB and PBS to eliminate unnecessary duplication. (A joint committee has already been established to study budget priorities.) If the system is to work smoothly, there must be a clearer definition of the roles of each agency.

What we end up with in the homes of this country is all that really matters. Structure, funding, everything else should lead to that one result. In my opinion those of us who have had the responsibility to provide the mechanism for encouraging experienced creators, rising creators, and totally unknown creators to come to us have failed, except for minor, spotty results. . . . We've got to have some type of organization that cuts across all of the organizations to which people can come, submit their proposals, and get a quick answer. We should strive to have two or three major new program entries every fall season. If public broadcasting is going to continue to thrive, I think it is absolutely essential that we find a way to establish a staff with a separate program investment fund and hold that group answerable for the incubation of newness.

THOMAS MOORE,

Board of Directors, Corporation for Public Broadcasting.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., May 14, 1975.

Mr. HENRY LOOMIS,
*President, Corporation for Public Broadcasting,
Washington D.C.*

DEAR HENRY: On April 14th I wrote requesting that you outline among other things your recruitment procedures for filling upper-level and professional positions with minority and women personnel. You responded quickly and for the record that your recruitment policy includes internal posting of vacancies, advertising if appropriate and notification of the following organizations: NOW, Cabinet Commission on Opportunities for Spanish Speaking People, National Urban League, and the National Association of Black Accountants.

Shortly after I received this response I learned that you filled a vacancy for Director of Research at CPB without following these procedures. Without passing judgment on the individual selected, I am disturbed that CPB does not always follow its official positions for filling upper and professional level positions. I would like to know why your procedures were not followed in this instance.

Finally, I again want you to know that I support the long-range financing bill for public broadcasting. However, I share most of the concerns raised by those testifying at our hearings on this bill. I today raised a subject which will appear

in the Committee report expressing my concern that CPB has not yet funded daily programming for the elderly and near-elderly on a national basis. This is most disturbing to me because I understand that you have had many worthy proposals for such programming before you for nearly two years now.

On these and other subjects I hope CPB will recognize the urgent need to take the initiative in solving some of its internal problems. As this bill is considered by the Appropriations Committee and the full House, it is important that you mobilize all of the many groups predisposed to support long-range financing for public broadcasting. This can best be done if the various interested groups know that you are using the available federal funds as fairly and effectively as possible.

Sincerely yours,

TIMOTHY E. WIRTH.

CORPORATION FOR PUBLIC BROADCASTING,
Washington, D.C. May 20, 1975.

HON. TIMOTHY E. WIRTH,
U. S. House of Representatives,
Washington, D.C.

DEAR MR. WIRTH: I am responding to your letter of May 14 in which you express concern over two separate matters: (1) a reported failure on our part to follow our official hiring policies in a specific instance; and (2) the fact that CPB has not yet funded daily programming for the elderly and near-elderly on a national basis.

Let me first explain the situation with respect to our hiring of a Director of Research. When I came to the Corporation, I was most interested in making better use of communications research as one of the ways in which we might improve public broadcasting's effectiveness. I found that the Corporation had with the assistance of the Ford Foundation and such noted research academicians as Dr. Wilbur Schramm, formerly of Stanford University; Dr. Fred Yu of Columbia University; and Dr. Ithiel de Sola Pool of MIT) engaged the services of an absolutely first-rate academic research man. This employee, I soon discovered, brought to the Corporation a very high degree of professionalism, thoroughness, and integrity. It was also clear, however, that with heavy demands for audience research, ascertainment research, and formative and marketing research, he was spread much too thin. Therefore, over a year ago, we agreed that he should hire a deputy to aid him, particularly in managing the many facets of the research function.

In the process of recruiting for what was originally a deputy director, we went through our internal procedures of posting the position so as to give first consideration to CPB employees. At the time, the procedures for contacting specific minority and women's organizations had not been formalized and we did not contact these organizations, although several women and minorities were interviewed for the position.

Last winter my Executive Vice President and I decided that the nature of the research function in the Corporation had changed somewhat, and that we ought to consider bringing in as a new head of research a person better qualified in managing the operation as well as someone with more experience in the formative, or marketing, aspects of research. Although our policy was to post all positions at the time this decision was made, I made the judgment that because of the uncertainty of our being able to find the kind of person we wanted, and to avoid personal embarrassment and damage to a valued and sensitive employee, we should not post the position of Research Director.

We decided that the best way to secure someone we wanted was to make use once again of a recruitment agency which had in the past given us extremely well-qualified candidates for other senior positions. I should add that our instructions to this agency made it totally clear that we were an equal employment opportunity organization, and I personally made sure that, all other things being equal, we would prefer a woman or minority candidate.

The recruitment agency was unable to find a qualified minority or woman applicant that it could refer to us as one of the 5-person slate it developed for us. On inquiry, I learned that at least five women had been considered; that two had been asked whether they were interested; and that none was interested.

Our basic hiring policy is substantially as you mention in your letter. A more complete statement is contained in the attached memorandum that I sent out on May 7, 1975, to all CPB employees.

With respect to your concern over our development of programs for the elderly: We have received, over the past two years, in excess of twenty proposals from many producers, all claiming their approach to programming for the aged was the best. The problems of the elderly are, as you well know, many and complex. Assessing the varied approaches to the subject in the light of the issues, the public television audience, media habits of the elderly, and the target audience (for the elderly or about the elderly) in order to provide programming which would have the maximum impact on these problems has been a lengthy and important process. Staff of CPB began research two years ago, and last September we held a seminar bringing the entire programming staffs of CPB and PBS together in order to assess and expand the research process. Several producers, a few experts in the field of gerontology and several older citizens with media experience were invited as additional resource people.

The process decided upon for the seminar was to assemble as many examples of extant programs for this audience as we could identify, to have those programs screened by the seminar participants, and to hold discussions on issues raised in the programs and by the participants. We felt it was a useful process and most instructive.

The \$300,000 we have in our present budget for FY 75 was allocated with an intent to support research and the production of one or more pilot programs. In the seminar, it was realized that there existed much varied material which was valuable and had not been broadcast. Subsequently, it was decided to move more rapidly to get a series of programs which would provide various portraits or images of the aged and aging on the air assembled from the best available material. Evaluation of the impact of each approach to the subject on audiences of different ages and socio-economic levels is a crucial part of this project. Accordingly, we asked the people at WITF in Hershey, Pennsylvania, to put together a series of programs using existing materials and we used our present funds to support that effort. This series will be broadcast and evaluated in the fall.

We have budgeted a like amount in our FY 76 budget, and are now in the process of setting up a review panel consisting of gerontologists, representatives from the national aging organizations and media research experts to aid us in selecting certain proposals for which we will provide funds to produce pilot programs.

When those have been completed, we will go through our normal process of testing and evaluation to help us select the best program to support as a series. We will also attempt to involve other funding sources in this effort.

In your letter you referred to funding programming for this audience on a "daily basis". Only one of the proposals we have received suggests a daily program. It has not been decided that this is the best approach. Frequency of broadcast, format, program length, time of day, treatment, etc. are all questions we hope to answer through the research and piloting process.

We continue to be committed to programming for this audience and believe we are making progress toward being able to provide the quality of program service that is needed.

My colleagues and I in public broadcasting are most grateful for your constructive interest and assistance. I assure you that the management in CPB is doing its best to pull together and harmonize the interests of all the organizations involved in public broadcasting. With your help and that of your colleagues in the Congress in providing adequate, insulated funding, we are confident of continued progress in giving the American people radio and television programs that meet the high standards that we all seek.

Sincerely,

HENRY LOONDS,
President.

Enclosure.

MEMORANDUM

To: All CPB employees.
From: Henry Lounds
Subject: CPB hiring policy.

At the recent hearings before the House Commerce Subcommittee, the question of CPB hiring policies, particularly as they relate to employment of minorities and women, was raised.

Corporate hiring policies and procedures are as follows:

(1) When a position is vacated or a new position is created, the vacancy will be posted on the Corporation's bulletin board(s). The posting will list qualifications, responsibilities, level, and salary range.

(2) The posting will be for at least two weeks, during which period no commitments may be made, in order to ensure that all qualified individuals from within the organization have an opportunity to apply.

(3) It is standard corporate practice to inform the following organizations and to solicit their recommendations:

National Organization of Women; Cabinet Commission on Opportunities for Spanish speaking people; National Urban League; Other specialized organizations, if they exist, such as the National Association of Black Accountants.

(4) Depending upon the nature of the position, the Corporation may place ads in newspapers, make use of state employment jobs banks for positions that are expected to be filled from within the immediate area, or contact employment agencies.

Each such notice or contact makes clear that the Corporation is an Equal Opportunity Employer.

NATIONAL FRIENDS OF PUBLIC BROADCASTING, INC.,

New York, N.Y., April 9, 1975.

HON. TORBERT H. MAUDONALD,

Chairman, Communications Subcommittee, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The purpose of this letter is to share my thoughts about Bill H.R. 4563 now under consideration by your Subcommittee, and I would like to request that my comments be included in your hearing record on this matter.

For purposes of identification, I wish to state my affiliation with public broadcasting:

1. Founder and honorary chairman of the Friends of Channel 13 (WNET, New York, New York);
2. Member, Board of Trustees of the Educational Broadcasting Corporation (Channel 13, New York, New York); and
3. Founding Chairman, National Friends of Public Broadcasting.

This statement, however, represents my personal views.

My opinion, which I know is shared by many, is that major programming in general and culturally significant programming in particular can only be developed on the basis of orderly planning which permits financial commitments to be made in advance (eighteen months to two years is by no means extraordinary). Conversely, under the handicap of inadequate and annual appropriations which all stations have experienced, most significant programming today must be produced on an ad hoc basis, wholly inefficient economically and artistically. Long term planning permits individual programming within an overall concept and allows for well planned participation by leading experts. It can only be through sustained financial stability that public broadcasting can begin to realize the full potential which we all envisioned at its inception. If our goals are to be reached, the sums proposed in Bill H.R. 4563 are inadequate, and I hope that the Subcommittee will take this into consideration during its deliberations.

I would like to state the purposes and program of the National Friends of Public Broadcasting in order to properly identify this organization for the distinguished members of this Subcommittee. The National Friends of Public Broadcasting, a non-profit organization, was incorporated four years ago to develop local support groups at the local level for the local stations, and through this to develop an informed constituency for public broadcasting. In four years, local volunteer support groups representing 84 out of the 152 existing station licenses have been developed or expanded. At last count, a constituency across the country of over 200,000 citizens has, through its activities at the local level, evidenced its concern for the well-being of its stations. These 200,000 citizens are people engaged in volunteer efforts responsive to the needs of their stations. They constitute the only nationwide grass roots non-professional support group for public broadcasting.

National Friends of Public Broadcasting does not dictate national policy to its members. It operates as a guide in the development and structure of volunteer groups, as a clearing-house for information on volunteer activities, and as a source of information on news of national importance about public broadcasting. Mailings of news items from responsible sources go out to members several times a month, and the members are urged to discuss these materials with station management in order to understand the point-of-view of the station and to assist in the interpretation of this to their communities.

Using the procedures described above, the National Friends of Public Broadcasting will keep its members fully informed about this important pending legislation.

I strongly urge the distinguished members of this committee to support adequate long-range financing for public broadcasting to enable it to function properly now and in the future.

Respectfully submitted,

Mrs. WILLIAM SCHUMAN,
Chairman.

UNITED STATES CATHOLIC CONFERENCE,
DEPARTMENT OF COMMUNICATION,
New York, N.Y., April 4, 1975.

Hon. TORBERT H. MACDONALD,
Chairman, Subcommittee on Communications and Power, Committee on Interstate and Foreign Commerce, U.S. House of Representatives, Washington, D.C.

DEAR MR. MACDONALD: As a member of the Advisory Council of National Organizations to the Corporation for Public Broadcasting the United States Catholic Conference is on record in support of long range financing for public broadcasting.

Moreover, at the March 11-12, 1975 meeting of the Advisory Council of National Organizations we joined in the unanimous vote of that body to endorse the Public Broadcasting Financing Act of 1975 but at the higher ceiling levels recommended by public broadcasting representatives and the Senate Communications Subcommittee.

By this letter we wish to reaffirm the United States Catholic Conference support of the Public Broadcasting Financing Act of 1975, now before the Congress as HR4563 and S803. We are also hopeful that the maximum funding ceilings specified in the bill are increased to the higher funding levels endorsed by ACNO, Public Broadcasting representatives and the Senate Communications Subcommittee, namely \$88 million in FY '76 graduating to \$100 million in FY '80.

Very truly yours,

REV. PATRICK J. SULLIVAN, S.J.,
Associate Secretary for Communication,
United States Catholic Conference.

WETA,
PUBLIC BROADCASTING IN THE NATION'S CAPITAL,
Arlington, Va., May 2, 1975.

Hon. TORBERT MACDONALD,
Communications Subcommittee, House Commerce Committee, Rayburn Office Building, Washington, D.C.

DEAR CONGRESSMAN MACDONALD: On behalf of WETA and the Greater Washington Educational Telecommunications Association, Inc., I would like to thank you for allowing us to submit this letter for the record, joining others in support of the public broadcasting long-range funding Bill before you, and adding some factual data that we believe may be helpful in your deliberations.

During the hearings, several references were made to WETA/Channel 26 here in Washington as an example of a station that would benefit from the proposed legislation. For that reason, we feel that it is appropriate that the record reflect the fact that WETA has already made considerable progress in its minority programming and employment practices, and pledges itself to even greater progress, given the funds that would flow from this legislation if adopted. To this end, we would like to offer the following statements of fact concerning our service area, our programming (both local and national), our employment practices, and certain other matters.

SERVICE AREA

The Washington, D.C. standard metropolitan statistical area consists of the District of Columbia; the Virginia cities of Alexandria, Fairfax and Falls Church; Fairfax, Arlington, Prince William and Loudoun counties in Virginia; and Montgomery and Prince Georges counties in Maryland. The population of this area, according to the 1970 census, the latest official figures, are summarized in the following table together with the same figures for the District of Columbia alone.

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TABLE I. WASHINGTON, D. C. STANDARD METROPOLITAN STATISTICAL AREA

	Total	White	Black	Spanish Surnamed	Other
Population (area)	2 861 123	2 124 093	703 745	70 904	32 475
Female (area)	1 472 283	1 090 821	368 594	37 136	16 863
Percentage (area)	100.0	74.3	24.6	2.5	1.2
Female (area)	100.0	73.9	25.0	2.5	1.2
Population (District of Columbia)	756 510	209 272	537 712	15 671	9 866
Female (District of Columbia)	405 919	115 184	285 110	8 798	4 775
Percentage (District of Columbia)	100.0	27.7	71.1	2.1	1.2
Female (District of Columbia)	100.0	28.4	70.4	2.2	1.2
Percentage (District of Columbia of area)	26.4	9.8	76.4	22.1	29.2

From the figures, it can be seen that while Washington, D.C. is over 70% black, the District is only 26.4% of our service area. Further, the service area itself is less than 25% black.

It is undeniably true that WETA/TV is licensed to the city of Washington, D.C., and our programming service must and does include a major emphasis on service to this particular part of our larger service area. However, from the beginning when we competed for the license in a comparative hearing with the District of Columbia Board of Education, we pledged ourselves (and with approval from the FCC . . . to furnish a non-profit and non-commercial educational television broadcast service to the *Greater Washington Area* . . . (emphasis added). We are proud of our record in doing just that. In formulating programming plans and employment goals we have always kept in mind the racial and ethnic composition of our service area.

PROGRAMMING

In the programming area where our national program services have tended to reflect the lower appropriate national averages for minority programming, we have often found ourselves devoting a higher than proportionate effort toward developing additional minority programs to bring the overall presentation more in line with the character of our service area. In Attachment A we recap our local programming effort for the past two seasons. In it we have not attempted to classify all programs as to target audience since we feel that many of our programs, on home rule, budgets, D.C. elections should appeal to the entire population, and other series such as *INNER CIRCLES* and *POWER AND THE PEOPLE* are designed to cross all racial, ethnic and cultural lines. Samples of our programming are available for review by the committee and its staff.

In addition to the above noted local programs which represent nearly three-quarters of a million dollar investment, WETA regularly acquires and presents all of the minority programming available to us from PBS. In fact, we were one of only 43 stations in the system to purchase the *BLACK JOURNAL* program, and, of course, are the producers of *INTERFACE*, one of only three black-produced programs on the network.

It is a basic tenet of our programming philosophy to seek to reach a variety of special interest or target audiences through integration of such programming in our regular program service rather than by isolating different groups and presenting "specials" to meet highly individualized needs. Our current programs (see attachment) reflect this philosophy.

A further example of this approach is reflected by the composition of our local program producers staff: one black male, one black female, one white male, and one white female. Our deficiency in this regard, if at all, seems to lie in our failure to more effectively publicize both how we go about our business and the many-faceted results of our local productions.

EMPLOYMENT

In Attachment B we have summarized our progress in the employment area. This report has been prepared for our upcoming license renewal application. Of particular interest is the fact that in spite of declining overall employment (down more than 3%) we have increased our employment of women over 10% up to an overall total of 38.7%, and our employment of minorities rose 11.9% to an overall total of 20%. As noted in the Attachment, this progress has been at

every level of the organization and in every department. There are no newly created divisions or departments and no attempt to isolate any individuals from full participation in the affairs of the station.

In addition, since the inception of the special minority grant program of the Corporation for Public Broadcasting, WETA has applied for such a grant at each opportunity. We currently have on our staff one graduate of that program and an application prepared for the coming grant period.

OTHER MATTERS

Currently our studio facilities are located in Springfield, Virginia. This is so primarily because our former landlord (Howard University) exercised its option not to renew our lease just over two years ago. It was only after more than 100 potential sites for relocation within the District of Columbia had been evaluated and rejected, that we were forced to settle in our current location. However, from the moment we moved here, our staff has continuously been actively seeking a way to return to our city of license. We hope to have an announcement on this matter in the near future.

We would like to support the remarks of others before the committee in proposing a better signal for public broadcasting in Washington. To this end, we applied to the FCC for an experimental license on Channel 12 nearly three years ago. Six months ago, we filed a further Petition for Expedited Processing to attempt to get a prompt decision. All these matters are still pending.

We sincerely believe that the stability provided by the long range funding Bill at industry proposed levels will enable us to dramatically improve our service to the community. We further hope that the information we have provided herein will aid the Committee in its deliberations.

Respectfully submitted

Wynn B. Craxson, Jr.
President and General Manager

Attachment:

WETA-TV Local Programming, 1974-75 Season

CONTENTS

A weekly half hour look at the scene, look at Washington's "inner circles" from the inner circle of those who train police officers to the inner circle of people who are both black and deaf. A run-down of the individual programs follows.

- 10-1 "Life on the Line" - police selection and training in the District of Columbia.
- 10-2 "The Georgetown Waterfront Decision" - a controversial zoning decision is examined.
- 10-3 "A Conversation with Antal Debut" - music director of the National Symphony.
- 10-4 "In A Silent Way" - Washington's black hard-of-hearing.
- 10-5 "Two Different People with the Same Last Name" - Abe and Irene Pollin discuss the creation of the Capital Centre.
- 10-6 "Edison - It's About Time" - the controversy surrounding Edison Reformatory.
- 10-7 "The Hirshhorn Museum: A Personal View" - Abram Lerner, director of Washington's newest museum, discusses his favorite art works while touring the galleries.
- 10-8 "Classical Gas" - announces Bill Cerri, Fred Eden, and Renee Chatney discuss drive-time classical music radio in Washington.
- 10-9 "Psychic Phenomena - Is Anybody Out There?" - Paul Lally interviews Jean Byrd, director of Washington's 4th Center for the study of the occult.
- 10-10 "Seven Years After" - a look at the riot areas of Washington on the seventh anniversary of the assassination of Martin Luther King, Jr.
- 10-11 "The Repeaters" - recidivism and criminal justice in the District of Columbia.
- 10-12 "Metro: What's Going On Down There?" - a film portrait of Washington's subway system under construction.
- 10-13 Tom and Zelda Eichandler are interviewed on the 25th anniversary of Arena Stage.

- IC-14 "On the Plus Side" a look at innovation and experimentation in the D.C. Public Schools system.
 IC-15 Cartoonist Herblock of the Washington Post is interviewed by Carolyn Lewis.
 IC-16 A look behind-the-scenes at the emergency room of Providence Hospital.
 IC-17 The Media and Washington's Spanish-Speaking Community.
 IC-18 The Museum of African Art
 IC-19 Saving the Washington Star: An Interview with Editor James Bellows.

B. POWER AND THE PEOPLE

Beginning in November, 1974, WETA, in cooperation with the Citizen's Inter-Active Media Coalition, produced a five-program series on energy and inflation and their effects on existing community problems. These programs were part of an inter-active process designed to involve the individual in solutions to community problems. The goal was to link people with other people and organizations working on community problems, and to send the results to government and industry decision makers so that future planning and policy reflect the needs of the people of the Washington area. Discussion groups were formed to watch the programs and send back Feedback Questionnaires. Information packets were assembled which went to all viewer groups, libraries, and individuals requesting them. The packets contained lists of organizations which viewers can join, government and industry groups which are active in community efforts, and fact sheets. After each program, viewers were able to call WETA to talk to experts.

The five programs discussed energy and inflation as they relate to the following:

- PP-1 Transportation (Broadcast November 14, 8:30 p.m.)
 PP-2 Housing (Broadcast December 12, 8:30 p.m.)
 PP-3 Food (Broadcast January 16, 9 p.m.)
 PP-4 Ecology (Broadcast February 13, 9 p.m.)
 PP-5 Lifestyles (Broadcast March 20, 9 p.m.)

C. THE BILLION DOLLAR QUESTION

WETA-TV preempted its scheduled programming from 10:30 to 11 p.m. Monday, April 7, 1975, through Friday, April 11, 1975, to present this five-part special on the processing of the District of Columbia Government's controversial \$1,073,000,000 budget for fiscal year 1976. Each night, the heads of the important City Council committees were interviewed by local journalists who cover the city government. The city's budget director appeared on the closing program to represent Mayor Walter Washington's position. Guests included Marion Barry, James Coates, William Spaulding, Polly Shackleton, and Coner Coppie. The reporters were Carrie M. Anders of the Washington Post, Michael Kiernan of the Washington Star News, Barbara Bowman of the Post, Ben Dudley of WHUR-FM, and Wapner Swanson of WETA-TV. WETA's Public Affairs Manager, Sam Johnson, was the producer and moderator.

D. HOWARD UNIVERSITY SPEAKS

This series of six half-hour programs was produced entirely by Howard University students using funds and facilities provided by WETA. The programs were as follows:

- January 4: A discussion of the religious influence of the Indian guru Maharaj Ji on Blacks.
 January 11: "The Bison's A New Outlook", about the Howard football team.
 January 18: "Conversations"—four original vignettes on black lifestyles, with original scripts and music.
 January 25: "Astrology: The Original Religion"—Astrologists Jertha Love, Chuck Green, Marcia Brown, and songstress Carolyn Plummer discuss planetary influences on black life styles.
 February 1: "The Music Makers"—a discussion concerning music as a business enterprise.
 February 8: "Upward Bound"—a discussion of Upward Bound government-sponsored program as it affects young Blacks in D.C. area.

E. ELECTION SPECIALS

- September 9—"Where They Stand"—presented the candidates for the Democratic Mayoral Primary of the District of Columbia.
- November 2, 3—"The Home Rule Council"—presented all of the candidates for the D.C. Council from each of the wards in the city in three hour-long programs. Film portraits of each ward were included. The moderator was WETA's public affairs manager, Sam Johnson.

F. LOCAL FOLLOW-UPS TO NATIONAL PROGRAMS

- October 21—"With a Little Help"—D.C. follow-up to national special on alcoholism, featuring local doctors and ex-alcoholics.
- March 31—"Shades of Blue"—The first of five local follow-ups to the PBS series on mental health called "The Thin Edge", this program examined depression. Viewers were able to telephone questions to experts in the studio. A discussion of local services in this area was featured.
- April 14—"Handle With Care"—local follow-up to "The Thin Edge" program on aggression, featuring local experts, phone-in.
- April 28—"The Heaviest Burden"—local follow-up to "The Thin Edge" program on guilt, featuring local experts, phone-in.
- May 12—Local follow-up to "The Thin Edge" program on anxiety.
- May 26—Local follow-up to "The Thin Edge" program on sexuality.

G. OTHER SPECIALS

- November 25—"Compared to What? Compared to Me!"—film special on the activities of Compared to What, Inc., a local arts organization, including concerts and workshops for children.
- June 3—"Concert by the WETA Trio"—a live, 90-minute, WETA-TV-FM stereo simulcast by three prominent Washington musicians: violinist Virginia Harpham, cellist John Martin, and pianist Erik Hillman, performing trios by Mendelssohn, Mozart, and Brahms.

WETA-TV LOCAL PROGRAMING, WASHINGTON METROPOLITAN AREA—1973-74

HEALTH SPECIALS

Using doctors to answer questions about five areas, hypertension, birth defects, pulmonary disease, trauma and cancer. Repeated twice in English, once in Spanish:

One Twenty Over '80 (Nov. 19, 1973); As Long As It's Healthy (Dec. 17, 1973); Life and Breath (Jan. 14, 1974); Emergency Care, Is It Enough? (Feb. 11, 1974); and When Cancer Warns (Mar. 11, 1974).

EBONY REFLECTIONS PROGRAMS, 1973-74

The Barnet-Aden Gallery—the first private black-owned art gallery in the U.S.

Al Williamson, Assistant Director for Consumer Affairs for METRO is interviewed. Discussion focuses on citizen's input to the planning of the new rail-surface rapid transit system for D.C.

Brig Owens, player-representative for the Washington Redskins talks about racial aspects of professional sports.

A visit to the National Capital Area Child Day Care Association, which represents 25 local day centers caring for over 1,200 children.

Home Rule Charter. James Banks, the Mayor's Assistant for Housing and Ban Gilbert, Head of the District's Planning Operations discuss provisions of the Home Rule Charter. (The League of Women Voters, D.C., was especially helpful in developing this program.)

Northwest Settlement House, an inner city community organization.

Business Education. The Urban Business Education Association—a non-profit training and counseling organization for entrepreneurs and those planning to enter business.

Northwest Settlement House, an inner city community organization.

Howard Theater Foundation—New Theater of Washington.

Food and Nutrition. Guest is Mildred Brooks, Chief Home Economist for the D.C. Department of Human Resources.

Public Television: a Black Point of View. Black broadcasters talk about their experiences in public television.

U-BAD--United Blacks Against Discrimination. This program is in three parts:

1. Swimming class conducted by Jacqueline Dickerson for visually impaired senior citizens.

2. Nell Pendleton, chairperson of U-BAD, talks about activities of her group at Walter Reed Hospital to improve the situation for black workers.

3. Film of a Sunday morning at the St. Paul A.M.E. Church, Rev. Goodman Douglas, Pastor.

Gil Scott-Heron, Washington based singer, composer, poet and musician sings selections from his latest album, Winter in America.

Alternatives to Incarceration. Advantages and disadvantages of the halfway houses for offenders. Guest is The Rev. Benjamin Chavis, Director, D.C. Field Office, United Church of Christ Commission for Racial Justice.

Music and Drama. Ford's Theater production of "Don't Bother Me, I Can't Cope". A scene from "Boesman and Lena", from the Back Alley Theater.

Teen Attitudes . . . three high school students. Second part of program focuses on a conference on status of Black Women.

Federal City College Dance Workshop presents dance selections.

Blacks in Films. Bob Gibbs, founder of Black Spear Historical Productions will discuss history of blacks in films.

The D.C. Bicentennial. Guests are James Gibson, James Alexander, Dick Jones, and Ron Linton.

7 to Candidates Speak. Anton Woods, D.C. Statehood Party, and William Phillips, Republican, two candidates for D.C. Delegate to Congress.

D.C. Black Repertory Company's fight for survival.

Larry Brown, Washington Redskins.

History of Washington's Black Churches

High Score. Students from high school who counsel drop-outs.

Fashion Zenith. Local fashion designers and models.

Ambassador Edward Paul of Liberia

Mutual Black Radio Network staff

WHUR Howard University Radio staff

Sterling Tucker.

Margo Barnett.

Nell Pendleton, United Blacks Against Discrimination

WTST Radio staff.

Bowlers from the National Bowling Association

Rev. Douglas Moore.

Bob Gibbs and staff of Black Spear Historical Productions.

Wendell Robinson, Black Child Development Institute.

Robert Hooks and Clay Goss, D.C. Black Repertory Theater

Hilton Felton Ensemble. Local jazz musicians.

Black Beauty Consultants (Posner Laboratories) and models.

Bill Harris, local jazz guitarist

Attorney Wilhelmina Jackson Rolark, Public Safety Committee, D.C. Human

Rights Commission, about police brutality.

Staff, Museum of African Art. Lecture and demonstration with Eids.

Sam Jones, Dematha Couch Morgan Wooten and all-city basketball stars.

SPECIALS - 1973

Jan 4 - Holidays . . . Hollow Days. Holidays as seen by inmates at Lorton Reformatory. Recently rebroadcast by WTTG-TV.

Feb 19 - Washington, D.C. A Living City

March 6 - Housing in Anacostia. Live special from the Anacostia Neighborhood Museum utilizing community produced videotape research on problems and community residents in audience participation.

April 30 - Housing in Anacostia Revisited. Studio follow-up with H R Crawford, Calvin Rolark

June 11 - Flora Moulton-The Rejected Stone. Special on street singer of the blues.

Sept. 11 and 18 - Black is a Beautiful Woman. National showing of one-woman show by Washington actress Margo Barnett.

- Oct. 19—Roberta Flack Special.
 Oct. 20 and 21—City Celebration. Live coverage of outdoor festival of D.C. Bicentennial exhibits and performances.
 Oct. 29—All About Age.—Follow-up to national special on aging. Information and participations provided D.C. focus.
 Dec. 8—Gift of Music. The D.C. Youth Orchestra (90 minutes).
 Dec. 21—Town Meeting on the D.C. Public Schools. Studio presentation with audience and School Superintendent Barbara Sizemore.

SPECIALS—1974

- April 6—VI—The Epidemic Nobody Knows. Doctors provide D.C. follow-up to national special on venereal disease.
 May 6—Home Rule Special. Live remote from Martin Luther King Library, open public discussion of elements of Home Rule Charter.
 May 23—Bikes, Bikes, Bikes. Film special on bicycles and cycling.
 Sept. 9—Where They Stand. Presented the candidates for the Democratic Mayoral Primary.
 Oct. 21—With a Little Help. D.C. follow-up to national special on Alcoholism with local doctors and ex-alcoholics.
 Nov. 2 and 3—The Home Rule Council I; The Home Rule Council II; The Home Rule Council III. Presented all of the candidates for D.C. Council Seats from each of the wards in the city.
 Nov. 25—Compared To What? Compared To Me! Film special on activities of Compared To What, Inc., including concerts and workshops for children.

HOWARD UNIVERSITY SPEAKS

The Communications Department of Howard University produced this series of 30-minute shows in our studios bi-weekly throughout the school year. Subjects ranged from music and art to business, economics and politics.

ALL METRO SPORTS

Throughout 1973 Sam Jones, former Coach at Federal City College, hosted the weekly series, featuring high school athletics:

WHATEVER

During 1973 and 1974 the open access series, WHATEVER, featured such subjects as these:

Washington's Church of Scientology; Sigmastics; Shaw Health Center and Arlington YMCA; Acupuncture; Spiritual, folk and comedy songs by Sidney Valentine and Richard Blankenship; Haircuts in Georgetown; and Blacks in the Civil War.

Open Access means any person or organization may request time on the air to present his or her point of views on topics of his own choosing without restraint by WETA except according to FCC regulations on obscenity.

Finally, WETA also presented the D.C. Delegate Reports and Report From Capitol Hill, with Del. Walter Fauntroy, culminating with a special on the eve of the Congressional vote on Home Rule. The special was filmed at the Museum of African Art and featured a number of local persons who had worked to bring about Home Rule.

ATTACHMENT B

WETA EMPLOYMENT PRACTICES REPORT

This report, summarizing the manner in which the specific practices undertaken pursuant to the station's equal employment program have been applied and the effect of these practices upon the applications for employment, hiring and promotions of women and minority group members, is divided into two parts. First is a review of the progress over the past license term under our EEO program; and, the second is a prospectus covering intended implementation, related intern programs, and the Employee Improvement Fund.

WETA's Equal Employment Opportunity Program reproduced below has been in effect throughout the current license term. It has had a positive effect on employment practices.

EQUAL EMPLOYMENT OPPORTUNITIES PROGRAM AT WETA-TV/WETA-FM

The employment policy of the Greater Washington Educational Telecommunications Association, Inc., licensee of WETA-TV and WETA-FM, has been developed as follows and will be enforced in all employment decisions involving either WETA-TV or WETA-FM.

1. Employment, promotion, transfer, on-job training, demotion, compensation and separation decisions at WETA-TV and WETA-FM shall be based only on appropriate combinations of such factors as skills, knowledge, merit, service, physical fitness, capacity and ability to effectively perform work assignments.

2. These factors shall be determined, as appropriate, by work and education reviews, interviews, examinations, and tests, reference checks and analyses of total job requirements, *without regard to such nonpertinent factors as race, creed, color, sex, age, ancestry, or national origin.*

WETA-TV-FM EMPLOYMENT DATA (FCC FORM 395)

	1973		1974		1975	
	Number	Percent	Number	Percent	Number	Percent
TV:						
Women	53	35.1	55	36.7	58	40.6
Minorities	21	13.9	24	16.0	28	19.6
Total	151		150		143	
FM:						
Women	3	20.0	2	14.3	2	16.7
Minorities	3	20.0	3	21.4	3	25.0
Total	15		14		12	
Combined:						
Women	56	35.0	57	34.8	60	38.7
Minorities	22	13.8	27	16.5	31	20.0
Total	160		164		155	

16 employees, of which 2 were members of minority groups, were reported for both FM and TV in 1973, so the total has been adjusted to count each employee only one. In 1974 and 1975 employees serving both FM and TV were recorded for TV only since less than 5 percent of their time is spent on FM matters (see FCC form 395 for 1974 and 1975).

Note: Percentage change from 1973 to 1975: Women, +10.6 percent; minorities, +44.9 percent; total, -3.1 percent

Please note that while total employment has declined by more than three percent (3%), the employment of women has risen more than ten percent (10%), and the employment of minorities has jumped nearly forty-five percent (45%). Furthermore, this progress has taken place at every level of the company.

In the case of female employees, there were 2 (12.5%) in the "Managers and Officials" category in 1973, and now there are 5 (22.7%). Recent industry-wide figures released by the FCC itself reveal that the current national average is 11.4%. In the "Professional" category, the comparable figures are 18 (31.0%) in 1973 to 25 (44.6%) in 1975, while the national average is 15%. In the "Technical" category, there were no females in 1973 (0%), but now there are 3 (7.1%). The national average in this category is 2.8%. In the "Clerical and Office Worker" category there were 36 (75%) in 1973, and now there are 27 (81.8%), while the national figure is 89.3%.

In the case of minorities, there were 2 (12.5%) in the "Managers and Officials" category in 1973, while there are 3 (13.6%) now. The national average is 6.2%. In the "Professional" category the figures are 3 (5.3%) in 1973 and 7 (12.5%) in 1975, with the national average at 10.9%. In the "Technical" area the number of minority employees has remained at 7, while percentage has declined somewhat from 20% in 1973 to 16.6% in 1975. However, in spite of this percentage decline, we remain above the national average of 10.7%. In the "Clerical and Office Worker" category, there were 6 (12.5%) in 1973 and 12 (36.4%) in 1975, while the current national average is 18.7%.

While this progress is substantial in virtually every respect, it is especially remarkable in view of the uncertain economic conditions of the past two years which resulted in the 3% decline in overall employment. These figures are all reproduced on the next page.

	All employees	Male	Female	Minority	Caucasian	Percent female	Percent minority
Managers and officials.							
1973	15	14	2	2	14	12.5	12.5
1974	22	20	2	2	20	9.1	9.1
1975	22	17	5	3	19	22.7	13.6
Professional.							
1973	57	39	18	3	54	31.6	9.3
1974	71	40	31	6	65	43.7	8.5
1975	56	31	25	7	49	44.6	12.5
Technical.							
1973	35	35		7	28		20.0
1974	40	40		7	33		17.5
1975	42	39	3	7	35	7.1	16.6
Clerical.							
1973	43	12	36	6	42	75.0	12.5
1974	29	5	24	10	19	82.8	34.5
1975	33	6	27	12	21	81.8	36.4
Service.							
1973	4	4		4			100.0
1974	2	2		2			100.0
1975	2	2		2			100.0

Note: All figures based on FCC form 395 reports for the identified year.

In addition, we will continue to assure nondiscrimination in recruiting by a) posting notices on bulletin boards and in employment areas informing employees and applicants of their equal employment rights, including the right to inform the EOC and the EEOC if they believe they have been the victim of discrimination; b) placing employment advertisements in media which have significant circulation among minority-group people or women; c) recruiting through schools and colleges with significant minority-group or women enrollments; d) maintaining systematic contact with women's, minority and human relation organizations, leaders and spokespeople to encourage referral to qualified minority and women applicants; e) encouraging current employees to refer women and minority applicants; and f) making known to all recruitment sources that qualified women and minority-group members are being sought for employment consideration.

Further, we have designated an Affirmative Action Co-ordinator, who is responsible for assuring nondiscrimination in all phases of recruiting, selection and hiring, transfer and promotion, and examination of rates of pay and fringe benefits to assure equality among all employees.

All of our collective bargaining agreements already contain non-discrimination clauses and their implementation will continue to be unswervingly enforced.

In addition to all of the above, WETA-TV-FM is establishing formal intern programs with Howard University, Federal City College, American University, Mt. Vernon College, and the University of Maryland. Under this program, each college will select up to two students per semester each year to be given "hands-on" training in either a professional or technical job. All colleges are urged to offer minority-group members and women opportunities for these positions, with final acceptance of all candidates subject to review by WETA.

Finally, WETA is establishing an "Employee Improvement Fund" under which any employee may be reimbursed up to 50% of the tuition cost for any job-related course at any recognized school, college, or university in the Washington area. Final determination of actual percentage reimbursement will depend on how directly the curriculum is related to the person's present job or direct promotional opportunity. Women and minorities will be encouraged to avail themselves of this program.

[Whereupon, at 12:51 p.m., the hearings were adjourned.]