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PUBLIC TELEVISION ACT OF 1967

HEARINGS

BEFORE THE

COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE HOUSE OF REPRESENTATIVES

NINETIETH CONGRESS

FIRST SESSION

ON

H.R. 6736 and S. 1160

BILLS TO AMEND THE COMMUNICATIONS ACT OF 1934 BY EXTENDING AND IMPROVING THE PROVISIONS THEREOF RELATING TO GRANTS FOR CONSTRUCTION OF EDUCATIONAL TELEVISION BROADCASTING FACILITIES, BY AUTHORIZING ASSISTANCE IN THE CONSTRUCTION OF NONCOMMERCIAL EDUCATIONAL RADIO BROADCASTING FACILITIES, BY ESTABLISHING A NONPROFIT CORPORATION TO ASSIST IN ESTABLISHING INNOVATIVE EDUCATIONAL PROGRAMS, TO FACILITATE EDUCATIONAL PROGRAM AVAILABILITY, AND TO AID THE OPERATION OF EDUCATIONAL BROADCASTING FACILITIES; AND TO AUTHORIZE A COMPREHENSIVE STUDY OF INSTRUCTIONAL TELEVISION AND RADIO; AND FOR OTHER PURPOSES

(And Similar Bills)

H.R. 4140

A BILL TO AMEND THE COMMUNICATIONS ACT OF 1934 TO EXTEND AND ENLARGE THE PROGRAM OF GRANTS FOR EDUCATIONAL TELEVISION BROADCASTING FACILITIES

(And Similar Bills)

JULY 11, 12, 13, 14, 17, 18, 19, 20, AND 21, 1967

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PUBLIC TELEVISION ACT OF 1967

TUESDAY, JULY 11, 1967

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

The committee met at 10 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Harley O. Staggers (chairman) presiding.

The CHAIRMAN. The committee will come to order.

I have a brief statement I would like to make before we get started with the hearings, Mr. Secretary.

The House Committee on Interstate and Foreign Commerce will be dealing in these hearings with the general subject of educational broadcasting. Several sets of bills are before us.

One set—H.R. 4140, H.R. 6042, H.R. 6783, and H.R. 7826—would amend sections 391 and 392 of the Communications Act of 1934 by extending the period of grants for educational television. The bills would also increase the sums for such facilities and increase the total amount that can be received by any single State.

I introduced H.R. 6736, the Public Television Act of 1967. Other identical bills have been introduced by several of my colleagues. They are H.R. 6845, H.R. 7670, H.R. 7746, H.R. 7748, and H.R. 8492.

Title I of the Public Television Act of 1967 authorizes an appropriation of $10.5 million for fiscal 1968, and such sums as may be necessary for the next 4 fiscal years, to extend the existing grant program for construction of educational television facilities and to provide funds for educational radio facilities.

Title II authorizes the creation of a nonprofit corporation for public television which will not be an agency or establishment of the U.S. Government. The corporation shall have a board of directors consisting of 15 members appointed by the President, with the advice and consent of the Senate. For the first year of operations, $9 million is authorized. The corporation would make grants for the support of local, regional, and national educational radio and television programing.

Various provisions in H.R. 6736, as will be brought out in the hearings, would insulate the corporation from Government control.

How the corporation will be financed in future years is reserved until Congress has received the results of a review which will be made under Presidential direction.

Title III authorizes the Secretary of Health, Education, and Welfare to conduct, or have conducted, a study of instructional television, including the role broadcasting and related media play in instruc-

tional classroom situations. For these purposes, the bill authorizes $500,000 in Federal funds. This study shall be submitted to the President for transmittal to the Congress on or before January 1, 1969.

S. 1160, as submitted in the Senate, was identical to H.R. 6736.

After the Senate passed S. 1160, as amended, one of my colleagues introduced H.R. 10408 to conform H.R. 6736 to S. 1160, as adopted and referred to the House Committee on Interstate and Foreign Commerce. Another colleague introduced H.R. 10290 to conform H.R. 6736 to S. 1160, as adopted, and to add certain amendments. These amendments are shown in a committee print, dated June 29, 1967.

Although we have four sets of educational broadcasting bills before us, our main attention will be directed toward H.R. 6736, the Public Television Act of 1967. The Senate amendments and the proposed House amendments do not change the fundamental purposes set forth in H.R. 6736.

The objectives of the bill are—

(1) To assist in providing the broadcast facilities necessary to carry educational radio and television programs to as many of our citizens as possible;

(2) To improve the service of educational broadcasting stations by providing a mechanism whereby programs of high quality, responsive to the cultural and educational needs of the people, can be encouraged and made available for use by local noncommercial stations as they see fit, to better serve their communities; and

(3) To assess the role of broadcast and related media such as instructional television fixed services, closed-circuit broadcasts, two-way communication of data computer links, and community antenna television service, informal instruction and to investigate future activities and procedures required to integrate such media with educational objectives.

We intend to see that a full record is developed so that members of this committee will be fully and fairly informed in reaching judgments on the proposed legislation and on the need for any amendments in the public interest.

President Johnson said in his state of the Union message in January 1967:

> We should develop educational television into a vital public resource to enrich our homes, educate our families and to provide assistance in our classrooms.

Toward this goal, the committee now turns.

Before calling our first witness, Mr. Secretary, I should like to point out to each member of the committee that each committee member has been supplied with a folder containing a great deal of pertinent material concerning the legislation before us. This material is in short supply and I hope that the members will appreciate that the need to replace it should be kept to a minimum.

I would like to say to the committee at this time that it is the intention of the chairman to conclude these hearings on Friday, July 21, and if it is necessary to hold hearings in the afternoon, or night sessions, in order to get this done, this will be done.

We will hold hearings each day this week, including Friday, and on next Monday and next Friday, if necessary, and I would like,

for the information of the committee members, to say that on Thursday morning we will start at 9 o'clock, and at 11 o'clock go into executive session to try to report the health bill which we had considered and were in executive session on when we started this bill and had to stop.

(The texts of H.R. 6736, H.R. 4140, H.R. 10290, H.R. 10408, and departmental reports on H.R. 6736 follow:)

[H.R. 6736, 90th Cong., 1st sess.]

A BILL To amend the Communications Act of 1934 by extending and improving the provisions thereof relating to grants for construction of educational television broadcasting facilities, by authorizing assistance in the construction of noncommercial educational radio broadcasting facilities, by establishing a nonprofit corporation to assist in establishing innovative educational programs, to facilitate educational program availability, and to aid the operation of educational broadcasting facilities; and to authorize a comprehensive study of instructional television and radio; 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 Television Act of 1967".

TITLE I—CONSTRUCTION OF FACILITIES

EXTENSION OF DURATION OF CONSTRUCTION GRANTS FOR EDUCATIONAL TELEVISION

SEC. 101. (a) Section 391 of the Communications Act of 1934 (47 U.S.C. 391) is amended by inserting after the first sentence the following new sentence: "There are also authorized to be appropriated for carrying out the purposes of such section, $10,500,000 for the fiscal year ending June 30, 1968, and such sums as may be necessary for the next four fiscal years."

(b) The last sentence of such section is amended by striking out "July 1, 1968" and inserting in lieu thereof "July 1, 1973".

MAXIMUM ON GRANTS IN ANY STATE

SEC. 102. Effective with respect to grants made from appropriations for any fiscal year beginning after June 30, 1967, subsection (b) of section 392 of the Communications Act of 1934 (47 U.S.C. 392(b)) is amended to read:

"(b) The total of the grants for any fiscal year made under this part for the construction of noncommercial educational television broadcasting facilities or noncommercial educational radio broadcasting facilities in any State may not exceed 12½ per centum of the portion of the appropriation for such year available for such grants."

NONCOMMERCIAL EDUCATIONAL RADIO BROADCASTING FACILITIES

SEC. 103. (a) Section 390 of the Communications Act of 1934 (47 U.S.C. 390) is amended by inserting "noncommercial" before "educational" and by inserting "or radio" after "television".

(b) Subsection (a) of section 392 of the Communications Act of 1934 (42 U.S.C. 392(a)) is amended by—

(1) inserting "noncommercial" before "educational" and by inserting "or radio" after "television" in so much thereof as precedes paragraph (1);

(2) striking out clause (B) of such paragraph and inserting in lieu thereof "(B) in the case of a project for television facilities, the State educational television agency or, in the case of a project for radio facilities, the State educational radio agency,";

(3) inserting "(i) in the case of a project for television facilities," after "(D)" and "noncommercial" before "educational" in such paragraph (1) and by inserting before the semicolon at the end of such paragraph ", or (ii) in the case of a project for radio facilities, a nonprofit foundation, corporation, or association which is organized primarily to engage in or encourage noncommercial educational radio broadcasting and is eligible to receive a license from the Federal Communications Commission; or meets the requirements of clause (i) and is also organized to engage in or encourage such radio broadcasting and is eligible for such a license for such a radio station";

(4) striking out "television" in paragraphs (2), (3), and (4) of such subsection;

(5) striking out "and" at the end of paragraph (3), striking out the period at the end of paragraph (4) and inserting in lieu thereof "; and", and inserting after paragraph (4) the following new paragraph:

"(5) that, in the case of an application with respect to radio broadcast-in facilities, there has been comprehensive planning for educational broadcasting facilities and services in the area the applicant proposes to serve and the applicant has participated in such planning, and the applicant will make the most efficient use of the frequency assignment."

(c) Subsection (c) of such section is amended by inserting "(1)" after "(c)" and "noncommercial" before "educational television broadcasting facilities", and by inserting at the end thereof the following new paragraph:

"(2) In order to assure proper coordination of construction of noncommercial educational radio broadcasting facilities within each State which has established a State educational radio agency, each applicant for a grant under this section for a project for construction of such facilities in such State, other than such agency, shall notify such agency of each application for such a grant which is submitted by it to the Secretary, and the Secretary shall advise such agency with respect to the disposition of each such application."

(d) Subsection (d) of such section is amended by inserting "noncommercial" before "educational television" and inserting "or noncommercial educational radio broadcasting facilities, as the case may be," after "educational television broadcasting facilities" in clauses (2) and (3).

(e) Subsection (f) of such section is amended by inserting "or radio" after "television" in the part thereof which precedes paragraph (1), and by inserting "or noncommercial educational radio purposes, as the case may be" after "educational television purposes" in paragraph (2) thereof.

(f)(1) Paragraph (2) of section 394 of such Act (42 U.S.C. 394) is amended by inserting "or educational radio broadcasting facilities" after "educational television broadcasting facilities," and by inserting "or radio broadcasting, as the case may be" after "television broadcasting."

(2) Paragraph (4) of such section is amended by striking out "The term 'State educational television agency' means" and inserting in lieu thereof "The terms 'State educational television agency' and 'State educational radio agency' mean, with respect to television broadcasting and radio broadcasting, respectively,", and by striking out "educational television" in clauses (A) and (C) and inserting in lieu thereof "such broadcasting".

(g) Section 397 of such Act (42 U.S.C. 397) is amended by inserting "or radio" after "television" in clause (2).

FEDERAL SHARE OF COST OF CONSTRUCTION

SEC. 104. Subsection (e) of section 392 of the Communications Act of 1934 (47 U.S.C. 392(e)) is amended to read as follows:

"(e) Upon approving any application under this section with respect to any project, the Secretary shall make a grant to the applicant in the amount determined by him, but not exceeding 75 per centum of the amount determined by the Secretary to be the reasonable and necessary cost of such project. The Secretary shall pay such amount from the sum available therefor, in advance or by way of reimbursement, and in such installments consistent with construction progress, as he may determine."

INCLUSION OF TERRITORIES

SEC. 105. (a) Paragraph (1) of section 394 of the Communications Act of 1934 is amended by striking out "and" and inserting a comma in lieu thereof, and by inserting before the period at the end thereof ", the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands".

(b) Paragraph (4) of such section is amended by inserting "and, in the case of the Trust Territory of the Pacific Islands, means the High Commissioner thereof" before the period at the end thereof.

INCLUSION OF COSTS OF PLANNING

SEC. 106. Paragraph (2) of section 394 of the Communications Act of 1934 is further amended by inserting at the end thereof the following: "In the case of

apparatus the acquisition and installation of which is so included, such term also includes planning therefor."

TITLE II—ESTABLISHMENT OF NONPROFIT EDUCATIONAL BROADCASTING CORPORATION

SEC. 201. Part IV of title III of the Communications Act of 1934 is further amended by—

(1) inserting "SUBPART A—GRANTS FOR FACILITIES" immeditely above the heading of section 390;

(2) striking out "part" and inserting in lieu thereof "subpart" in sections 390, 393, 395, and 396;

(3) redesignating section 397 as section 398, and redesignating section 394 as section 397, inserting it before such section 398, and inserting immediately above it the heading thereof "SUBPART C—GENERAL";

(4) redesignating section 396 as section 394 and inserting it immediately after section 393;

(5) inserting after "broadcasting" the first time it appears in clause (2) of the section of such part IV redesignated herein as section 398 ", or over the Corporation or any of its grantees or contractors, or over the charter or bylaws of the Corporation,".

(6) inserting in the section of such part IV herein redesignated as section 397 the following new paragraphs:

"(6) The term 'Corporation' means the Corporation authorized to be established by subpart B of this part.

"(7) The term 'noncommercial educational broadcast station' means a television or radio broadcast station, which, under the rules and regulations of the Federal Communications Commission, is eligible to be licensed or is licensed by the Commission as a noncommercial educational radio or television broadcast station and which is owned and operated by a public agency or nonprofit private foundation, corporation, or association.

"(8) The term 'interconnection' means the use of microwave equipment, boosters, translators, repeaters, communication space satellites, or other apparatus or equipment for the transmission and distribution of television or radio programs to noncommercial educational television or radio broadcast stations."

(7) inserting after section 395 the following new subpart:

"SUBPART B—CORPORATION FOR PUBLIC TELEVISION

"Congressional Declaration of Policy

"SEC. 396. (a) The Congress hereby finds and declares—

"(1) 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;

"(2) that expansion and development of noncommercial educational radio and television broadcasting and of diversity of its programming depend on freedom, imagination, and initiative on both the local and national levels;

"(3) that the encouragement and support of noncommercial educational radio and television broadcasting, while matters of importance for private and local development, are also of appropriate and important concern to the Federal Government;

"(4) that it furthers the general welfare to encourage noncommercial educational radio and television broadcast programing which will 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;

"(5) 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;

"(6) that a private corporation should be created to facilitate the development of educational radio and television broadcasting and to afford maximum protection to such broadcasting from extraneous interference and control.

"CORPORATION ESTABLISHED

"(b) There is authorized to be established a nonprofit corporation, to be known as the 'Corporation for Public Television', which will not be an agency or establishment of the United States Government. The Corporation shall be subject to the provisions of this section, and, to the extent consistent with this section, to the District of Columbia Nonprofit Corporation Act.

"BOARD OF DIRECTORS

"(c) (1) The Corporation shall have a Board of Directors (hereinafter in this section referred to as the 'Board'), consisting of fifteen members appointed by the President, by and with the advice and consent of the Senate.

"(2) The members of the Board (A) shall be selected from among citizens of the United States (not regular fulltime employees of the United States) who are eminent in such fields as education, cultural and civic affairs, or the arts, including radio and television; (B) shall be 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.

"(3) The members of the initial Board of Directors shall serve as incorporators and shall take whatever actions are necessary to establish the Corporation under the District of Columbia Nonprofit Corporation Act.

"(4) The term of office of each member of the Board shall be six years; except that (A) any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term; and (B) the terms of office of members first taking office shall begin on the date of incorporation and shall expire, as designated at the time of their appointment, five at the end of two years, five at the end of four years, and five at the end of six years. No member shall be eligible to serve in excess of two consecutive terms of six years each. Notwithstanding the preceding provisions of this paragraph, a member whose term has expired may serve until his successor has qualified.

"(5) Any vacancy in the Board shall not affect its power, but shall be filled in the manner in which the original appointments were made.

"Election of Chairman; Compensation

"(d) (1) The President shall designate one of the members first appointed to the Board as Chairman; thereafter the members of the Board shall annually elect one of their number as Chairman. The members of the Board shall also elect one or more of them as a Vice Chairman or Vice Chairmen.

"(2) The members of the Board shall not, by reason of such membership, be denied to be employees of the United States. They shall, while attending meetings of the Board or while engaged in duties related to such meetings or in other activities of the Board pursuant to this subpart be entitled to receive compensation at the rate of $100 per day (or such other rate as may be determined by a vote of more than two-thirds of the full membership of the Board), including travel time, and while away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, equal to that authorized by law (5 U.S.C. 5703) for persons in the Government service employed intermittently.

"Officers and Employees

"(e) (1) The Corporation shall have a president, and such other officers as may be named and appointed by the Board for terms and at rates of compensation fixed by the Board. No individual other than a citizen of the United States may be an officer of the Corporation. No officer of the Corporation, other than the Chairman and any Vice Chairman, may receive any salary or other compensation from any source other than the Corporation during the period of his employment by the Corporation. All officers shall serve at the pleasure of the Board.

"(2) No political test or qualification shall be used in selecting, appointing, promoting, or taking other personnel actions with respect to officers, agents, and employees of the Corporation.

"Nonprofit and Nonpolitical Nature of the Corporation

"(f)(1) The Corporation shall have no power to issue any shares of stock, or to declare or pay any dividends.

"(2) No part of the income or assets of the Corporation shall inure to the benefit of any director, officer, employee, or any other individual except as salary or reasonable compensation for services.

"(3) The Corporation may not contribute to or otherwise support any political party or candidate for elective public office.

"Purposes and Activities of the Corporation

"(g)(1) In order to achieve the objectives and to carry out the purposes of this subpart, as set out in subsection (a), the Corporation is authorized to—

"(A) facilitate the full development of educational broadcasting in which programs of high quality, obtained from diverse sources, will be made available to noncommercial educational television or radio broadcast stations;

"(B) assist in the establishment and development of a system of interconnection to be used for the distribution of educational television or radio programs so that all noncommercial educational television or radio broadcast stations that wish to may broadcast the programs at times chosen by the stations;

"(C) assist in the establishment and development of one or more systems of noncommercial educational television or radio broadcast stations throughout the United States;

"(D) 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.

"(2) Included in the activities of the Corporation authorized for accomplishment of the purposes set forth in subsection (a) of this section, are, among others not specifically named—

"(A) to obtain grants from and to make contracts with individuals and with private, State, and Federal agencies, organizations, and institutions;

"(B) to contract with or make grants to program production entities, individuals, and selected noncommercial educational broadcast stations for the production of, and otherwise to procure, educational television or radio programs for national or regional distribution to noncommercial educational broadcast stations;

"(C) to make payments to existing and new noncommercial educational broadcast stations to aid in financing local educational television or radio programing costs of such stations, particularly innovative approaches thereto, and other costs of operation of such stations;

"(D) to establish and maintain a library and archives of noncommercial educational television or radio programs and related materials and develop public awareness of and disseminate information about noncommercial educational television or radio broadcasting by various means, including the publication of a journal;

"(E) to arrange, by grant or contract with appropriate public or nonprofit private agencies, organizations, or institutions, for interconnection facilities suitable for distribution and transmission of educational television or radio programs to noncommercial educational broadcast stations;

"(F) to hire or accept the voluntary services of consultants, experts, advisory boards, and panels to aid the Corporation in carrying out the purposes of this section;

"(G) to encourage the creation of new noncommercial educational broadcast stations in order to enhance such service on a local, State, regional, and national basis;

"(H) conduct (directly or through grants or contracts) research, demonstrations, or training in matters related to noncommercial educational television or radio broadcasting.

"(3) To carry out the foregoing purposes and engage in the foregoing activities, the Corporation shall have the usual powers conferred upon a nonprofit

corporation by the District of Columbia Nonprofit Corporation Act, except that the Corporation may not own or operate any television or radio broadcast stations, system, or network, or interconnection or program production facility.

"Authorization for Free or Reduced Rate Interconnection Service

"(h) Nothing in the Communications Act of 1934, as amended, or in any other provision of law shall be construed to prevent United States communications common carriers from rendering free or reduced rate communications interconnection services to grantees of or contracts with the Corporation and local noncommercial educational television or radio broadcast stations, subject to such rules and regulations as the Federal Communications Commission may prescribe.

"Report to Congress

"(i) The Corporation shall submit an annual report for the preceding fiscal year ending June 30 to the President for transmittal to the Congress on or before the 31st day of December of each year. The report shall include a comprehensive and detailed report of the Corporation's operations, activities, financial condition, and accomplishments under this section and may include such recommendations as the Corporation deems appropriate.

"Right to Repeal, Alter, or Amend

"(j) The right to repeal, alter, or amend this section at any time is expressly reserved.

"Financing

"(k) There are authorized to be appropriated for expenses of the Corporation for the fiscal year ending June 30, 1968, the sum of $9,000,000, and for the next fiscal year such sums as may be necessary, to remain available until expended.

"(2) Notwithstanding the preceding provisions of this section, no grant or contract pursuant to this section may provide for payment from the appropriation for the fiscal year ending June 30, 1968, for any one project or to any one station of more than $250,000."

TITLE III—STUDY OF EDUCATIONAL AND INSTRUCTIONAL TELEVISION BROADCASTING

STUDY AUTHORIZED

SEC. 301. The Secretary of Health, Education, and Welfare is authorized to conduct, directly or by contract, and in consultation with other interested Federal agencies, a study of instructional television, including its relationship to educational television broadcasting and such other aspects thereof as may assist in determining whether Federal aid should be provided therefor and the form that aid should take, and which may aid communities, institutions, or agencies in determining whether and to what extent such activities should be used.

CONTENT OF STUDY

SEC. 302. Such study shall be comprehensive in nature and shall cover particularly such items as—

(1) the quality and content of existing programs and how they can be improved;

(2) the financial factors involved in use of instructional television in educational institutions;

(3) the relative advantages or disadvantages of using instructional television as compared with other media;

(4) the advantages and disadvantages of closed circuit television;

(5) the relationship between instructional and educational television; and

(6) new technology not now available, including flexible teacher-controlled scheduling of programs based on videotapes, discs, films, and other materials or devices.

DURATION OF STUDY

SEC. 303. The study authorized by this title shall be submitted to the President for transmittal to the Congress on or before January 1, 1969.

APPROPRIATION

SEC. 304. There are authorized to be appropriated for the study authorized by this title such sums, not exceeding $500,000, as may be necessary.

[H.R. 4140, 90th Cong., 1st sess.]

A BILL To amend the Communications Act of 1934 to extend and enlarge the program of grants for educational television broadcasting facilities

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 391 of the Communications Act of 1934 (47 U.S.C. 391) is amended to read as follows:

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 391. There are authorized to be appropriated for the fiscal year ending June 30, 1963, and each of the nine succeeding fiscal years such sums, not exceeding $64,000,000 in the aggregate, as may be necessary to carry out the purposes of section 390. Sums appropriated pursuant to this section shall remain available for payment of grants for projects for which applications, approved under section 392, have been submitted under such section prior to July 1, 1973."

SEC. 2. Subsection (b) of section 392 of the Communications Act of 1934 (47 U.S.C. 392(b)) is amended by striking out "$1,000,000" and inserting in lieu thereof "$2,000,000".

[H.R. 10290, 90th Cong., 1st sess.]

A BILL To amend the Communications Act of 1934 by extending and improving the provisions thereof relating to grants for construction of educational television broadcasting facilities, by authorizing assistance in the construction of noncommercial educational radio broadcasting facilities, by establishing a nonprofit corporation to assist in establishing innovative educational programs, to facilitate educational program availability, and to aid the operation of educational broadcasting facilities; and to authorize a comprehensive study of instructional television and radio; 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 Act of 1967".

TITLE I—CONSTRUCTION OF FACILITIES

EXTENSION OF DURATION OF CONSTRUCTION GRANTS FOR EDUCATIONAL BROADCASTING

SEC. 101. (a) Section 391 of the Communications Act of 1934 (47 U.S.C. 391) is amended by inserting after the first sentence the following new sentence: "There are also authorized to be appropriated for carrying out the purposes of such section, $10,500,000 for the fiscal year ending June 30, 1968, and such sums as may be necessary for the next four fiscal years.".

(b) The last sentence of such section is amended by striking out "July 1, 1968" and inserting in lieu thereof "July 1, 1973".

MAXIMUM ON GRANTS IN ANY STATE

SEC. 102. Effective with respect to grants made from appropriations for any fiscal year beginning after June 30, 1967, subsection (b) of section 392 of the Communications Act of 1934 (47 U.S.C. 392(b)) is amended to read:

"(b) The total of the grants for any fiscal year made under this part for the construction of noncommercial educational television broadcasting facilities or noncommercial educational radio broadcasting facilities in any State may not exceed 12½ per centum of the portion of the appropriation for such year available for such grants."

NONCOMMERCIAL EDUCATIONAL RADIO BROADCASTING FACILITIES

SEC. 103. (a) Section 390 of the Communications Act of 1934 (47 U.S.C. 390) is amended by inserting "noncommercial" before "educational" and by inserting "or radio" after "television".

(b) Subsection (a) of section 392 of the Communications Act of 1934 (47 U.S.C. 392(a)) is amended by —

(1) inserting "noncommercial" before "educational" and by inserting "or radio" after "television" in so much thereof as precedes paragarph (1);

(2) striking out clause (B) of such paragraph and inserting in lieu thereof "(B) in the case of a project for television facilities, the State educational television agency or, in the case of a project for radio facilities, the State educational radio agency,";

(3) inserting "(i) in the case of a project for television facilities," after "(D)" and "noncommercial" before "educational" in paragraph (1)(D) and by inserting before the semicolon at the end of such paragraph ", or (ii) in the case of a project for radio facilities, a nonprofit foundation, corporation, or association which is organized primarily to engage in or encourage noncommercial educational radio broadcasting and is eligible to receive a license from the Federal Communications Commission; or meets the requirements of clause (i) and is also organized to engage in or encourage such radio broadcasting and is eligible for such a license for such a radio station";

(4) striking out "television" in paragraphs (2), (3), and (4) of such subsection;

(5) striking out "and" at the end of paragraph (3), striking out the period at the end of paragraph (4) and inserting in lieu thereof "; and", and inserting after paragraph (4) the following new paragraph:

"(5) that, in the case of an application with respect to radio broadcasting facilities, there has been comprehensive planning for educational broadcasting facilities and services in the area the applicant proposes to serve and the applicant has participated in such planning, and the applicant will make most efficient use of the frequency assignment."

(c) Subsection (c) of such section is amended by inserting "(1)" after "(c)" and "noncommercial" before "educational television broadcasting facilities", and by inserting at the end thereof the following new paragraph:

"(2) In order to assure proper coordination of construction of noncommercial educational radio broadcasting facilities within each State which has established a State educational radio agency, each applicant for a grant under this section for a project for construction of such facilities in such State, other than such agency, shall notify such agency of each application for such a grant which is submitted by it to the Secretary, and the Secretary shall advise such agency with respect to the disposition of each such application."

(d) Subsection (d) of such section is amended by inserting "noncommercial" before "educational television" and inserting "or noncommercial educational radio broadcasting facilities, as the case may be," after "educational television broadcasting facilities" in clauses (2) and (3).

(e) Subsection (f) of such section is amended by inserting "or radio" after "television" in the part thereof which precedes paragraph (1), by inserting "noncommercial" before "educational television purposes" in paragraph (2) thereof, and by inserting "or noncommercial educational radio purposes, as the case may be" after "educational television purposes" in such paragraph (2).

(f)(1) Paragraph (2) of section 394 of such Act (47 U.S.C. 394) is amended by inserting "or educational radio broadcasting facilities" after "educational television broadcasting facilities," and by inserting "or radio broadcasting, as the case may be" after "necessary for television broadcasting".

(2) Paragraph (4) of such section is amended by striking out "The term 'State educational television agency' means" and inserting in lieu thereof "The terms 'State educational television agency' and 'State educational radio agency's mean, with respect to television broadcasting and radio broadcasting, respectively,", and by striking out "educational television" in clauses (A) and (C) and inserting in lieu thereof "such broadcasting".

(g) Section 397 of such Act (47 U.S.C. 397) is amended by inserting "or radio" after "television" in clause (2).

FEDERAL SHARE OF COST OF CONSTRUCTION

SEC. 104. Subsection (e) of section 392 of the Communications Act of 1934 (47 U.S.C. 392(e)) is amended to read as follows:

"(e) Upon approving any application under this section with respect to any project, the Secretary shall make a grant to the applicant in the amount determined by him, but not exceeding 75 per centum of the amount determined by the Secretary to be the reasonable and necessary cost of such project. The Secretary shall pay such amount from the sum available therefor, in advance or by way of reimbursement, and in such installments consistent with construction progress, as he may determine."

INCLUSION OF TERRITORIES

SEC. 105. (a) Paragraph (1) of section 394 of the Communications Act of 1934 is amended by striking out "and" and inserting a comma in lieu thereof, and by inserting before the period at the end thereof ", the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands".

(b) Paragraph (4) of such section is amended by inserting "and, in the case of the Trust Territory of the Pacific Islands, means the High Commissioner thereof" before the period at the end thereof.

INCLUSION OF COSTS OF PLANNING

SEC. 106. Paragraph (2) of section 394 of the Communications Act of 1934 is further amended by inserting at the end thereof the following: "In the case of apparatus the acquisition and installation of which is so included, such term also includes planning therefor."

TITLE II—ESTABLISHMENT OF NONPROFIT EDUCATIONAL BROADCASTING CORPORATION

SEC. 201. Part IV of title III of the Communications Act of 1934 is further amended by—

(1) inserting "SUBPART A—GRANTS FOR FACILITIES" immediately above the heading of section 390;

(2) striking out "part" and inserting in lieu thereof "subpart" in sections 390, 393, 395, and 396;

(3) redesignating section 397 as section 398, and redesignating section 394 as section 397 and inserting it before such section 398 and inserting immediately above its heading "SUBPART C—GENERAL";

(4) redesignating section 396 as section 394 and inserting it immediately after section 393;

(5) inserting after "broadcasting" the first time it appears in clause (2) of the section of such part IV redesignated herein as section 398 ", or over the Corporation or any of its grantees or contractors, or over the charter or bylaws of the Corporation,".

(6) inserting in the section of such part IV herein redesignated as section 397 the following new paragraphs:

"(6) The term 'Corporation' means the Corporation authorized to be established by subpart B of this part.

"(7) The term 'noncommercial educational broadcast station' means a television or radio broadcast station, which, under the rules and regulations of the Federal Communications Commission, is eligible to be licensed or is licensed by the Commission as a noncommercial educational radio or television broadcast station and which is owned and operated by a public agency or nonprofit private foundation, corporation, or association.

"(8) The term 'interconnection' means the use of microwave equipment, boosters, translators, repeaters, communication space satellites, or other apparatus or equipment for the transmission and distribution of television or radio programs to noncommercial educational television or radio broadcast stations."

(7) inserting after section 395 the following new subpart:

"SUBPART B—CORPORATION FOR PUBLIC BROADCASTING

"Congressional Declaration of Policy

"SEC. 396. (a) The Congress hereby finds and declares—

"(1) 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;

"(2) that expansion and development of noncommercial educational radio and television broadcasting and of diversity of its programing depend on freedom, imagination, and initiative on both the local and national levels;

"(3) that the encouragement and support of noncommercial educational radio and television broadcasting, while matters of importance for private and local development, are also of appropriate and important concern to the Federal Government;

"(4) that it furthers the general welfare to encourage noncommercial educational radio and television broadcast programing which will 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;

"(5) 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;

"(6) that a private corporation should be created to facilitate the development of noncommercial educational radio and television broadcasting and to afford maximum protection to such broadcasting from extraneous interference and control.

"Corporation Established

"(b) There is authorized to be established a nonprofit corporation, to be known as the 'Corporation for Public Broadcasting', which will not be an agency or establishment of the United States Government. The Corporation shall be subject to the provisions of this section, and, to the extent consistent with this section, to the District of Columbia Nonprofit Corporation Act.

"Board of Directors

"(c)(1) The Corporation shall have a Board of Directors (hereinafter in this section referred to as the 'Board'), consisting of fifteen members of which nine shall be appointed by the President, by and with the advice and consent of the Senate, and six shall be elected by the members so appointed.

"(2) The members of the Board (A) shall be selected from among citizens of the United States (not regular full-time employees of the United States) who are eminent in such fields as education, cultural and civic affairs, or the arts, including radio or television; (B) shall be 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.

"(3) The members of the initial Board of Directors shall serve as incorporators and shall take whatever actions are necessary to establish the Corporation under the District of Columbia Nonprofit Corporation Act.

"(4) The term of office of each member of the Board shall be six years; except that (A) any member appointed or elected to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed or elected shall be appointed or elected for the remainder of such term; and (B) the terms of office of members first taking office shall begin on the date of incorporation and shall expire, as designated at the time of their appointment or election, as follows: the terms of three of the appointed members and two of the elected members shall expire at the end of two years, the terms of three of the appointed members and two of the elected members shall expire at the end of four years, and the terms of three of the appointed members and two of the elected members shall expire at the end of six years. No member shall be eligible to serve in excess of two consecutive terms of six years each. Notwithstanding the preceding provisions of this paragraph, a member whose term has expired may serve until his successor has qualified.

"(5) Any vacancy in the Board shall not affect its power, but shall be filled in the manner in which the original appointment or election was made.

"Election of Chairman; Compensation

"(d)(1) The President shall designate one of the members first appointed or elected to the Board as Chairman; thereafter the members of the Board shall annually elect one of their number as Chairman. The members of the Board shall also elect one or more of them as a Vice Chairman or Vice Chairmen.

"(2) The members of the Board shall not, by reason of such membership, be deemed to be employees of the United States. They shall, while attending meetings of the Board or while engaged in duties related to such meetings or in other activities of the Board pursuant to this subpart be entitled to receive compensation at the rate of $100 per day (or such other rate as may be determined by a vote of more than two-thirds of the full membership of the Board), including travel time, and while away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, equal to that authorized by law (5 U.S.C. 5703) for persons in the Government service employed intermittently.

"Officers and Employees

"(e)(1) The Corporation shall have a President, and such other officers as may be named and appointed by the Board for terms and at rates of compensation fixed by the Board. No individual other than a citizen of the United States may be an officer of the Corporation. No officer of the Corporation, other than the Chairman and any Vice Chairman of the Board, may receive any salary or other compensation from any source other than the Corporation during the period of his employment by the Corporation. All officers shall serve at the pleasure of the Board.

"(2) No political test or qualification shall be used in selecting, appointing, promoting, or taking other personnel actions with respect to officers, agents, and employees of the Corporation.

"Nonprofit and Nonpolitical Nature of the Corporation

"(f)(1) The Corporation shall have no power to issue any shares of stock, or to declare or pay any dividends.

"(2) No part of the income or assets of the Corporation shall inure to the benefit of any director, officer, employee, or any other individual except as salary or reasonable compensation for services.

"(3) The Corporation may not contribute to or otherwise support any political party or candidate for elective public office.

"Purposes and Activities of the Corporation

"(g)(1) In order to achieve the objectives and to carry out the purposes of this subpart, as set out in subsection (a), the Corporation is authorized to—

"(A) facilitate the full development of educational broadcasting in which programs of high quality, obtained from diverse sources, will be made available to noncommercial educational television or radio broadcast stations;

"(B) assist in the establishment and development of one or more systems of noncommercial educational television or radio broadcasting and one or more systems of interconnection to be used for the distribution of educational television or radio programs so that all noncommercial educational television or radio broadcast stations that wish to may broadcast the programs at times chosen by the stations;

"(C) 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.

"(2) Included in the activities of the Corporation authorized for accomplishment of the purposes set forth in subsection (a) of this section, are, among others not specifically named—

"(A) to obtain grants from and to make contracts with individuals and with private, State, and Federal agencies, organizations, and institutions;

"(B) to contract with or make grants to program production entities, individuals, and selected noncommercial educational broadcast stations for the production of, and otherwise to procure, educational television or radio programs for national or regional distribution to noncommercial educational broadcast stations;

"(C) to make payments to noncommercial educational broadcast stations to assist in financing the costs of operating such stations;

"(D) to establish and maintain libraries and archives of noncommercial educational television or radio programs and related materials and disseminate information about noncommercial educational television or radio broadcasting by publication of a journal;

"(E) to arrange, by grant or contract with appropriate public or private agencies, organizations, or institutions, for interconnection facilities suitable for distribution and transmission of educational television or radio programs to noncommercial educational broadcast stations;

"(F) to hire or accept the voluntary services of consultants, experts, advisory boards, and panels to aid the Corporation in carrying out the purposes of this section;

"(G) to encourage the creation of new noncommercial educational broadcast stations in order to enhance such service on a local, State, regional, and national basis;

"(H) to conduct (directly or through grants or contracts) research, demonstrations, and training in matters related to noncommercial educational television or radio broadcasting.

"(3) From the amounts available to the Corporation for making general grants for all purposes, a substantial portion (as determined by the Board) shall be used each year for making a grant to each noncommercial educational broadcast station to assist it to prepare and broadcast educational programs of particular local interest or importance.

"(4) A portion of all amounts available to the Corporation for making grants and contracts shall be set aside annually by the Board to be used for the development and preparation of children's programs of high quality.

"(5) To carry out the foregoing purposes and engage in the foregoing activities, the Corporation shall have the usual powers conferred upon a nonprofit corporation by the District of Columbia Nonprofit Corporation Act, except that the Corporation may not own or operate any television or radio broadcast station, system, or network, or community antenna television system, or interconnection or program production facility.

"Authorization for Free or Reduced Rate Interconnection Service

"(h) Nothing in the Comumnications Act of 1934, as amended, or in any other provision of law shall be construed to prevent United States communications common carriers from rendering free or reduced rate communications interconnection service for noncommercial educational television or radio services, subject to such rules and regulations as the Federal Communications Commission may prescribe.

"Report to Congress

"(i) The Corporation shall submit an annual report for the preceding fiscal year ending June 30, to the President for transmittal to the Congress on or before the 31st day of December of each year. The report shall include a comprehensive and detailed report of the Corporation's operations, activities, financial condition, and accomplishments under this section and may include such recommendations as the Corporation deems appropriate.

"Right To Repeal, Alter, or Amend

"(j) The right to repeal, alter, or amend this section at any time is expressly reserved.

"Financing

"(k)(1) There are authorized to be appropriated for expenses of the Corporation for the fiscal year ending June 30, 1968, the sum of $9,000,000, and for the next fiscal year such sums as may be necessary, to remain available until expended.

"(2) Notwithstanding the preceding provisions of this section, no grant or contract pursuant to this section may provide for payment from the appropriation for the fiscal year ending June 30, 1968, for any one project or to any one station of more than $250,000."

TITLE III—STUDY OF EDUCATIONAL AND INSTRUCTIONAL TELEVISION BROADCASTING

STUDY AUTHORIZED

SEC. 301. The Secretary of Health, Education, and Welfare is authorized to conduct, directly or by contract, and in consultation with other interested Federal agencies, a comprehensive study of instructional television and radio (including broadcast, closed circuit, community antenna television, and instructional television fixed services and two-way communication of data links and computers) and their relationship to each other and to instructional materials such as videotapes, films, discs, computers, and other educational materials or devices, and such other aspects thereof as may be of assistance in determining what Federal aid should be provided for instructional radio and television and the form that aid shall take, and which may aid communities, institutions, or agencies in determining whether and to what extent such activities should be used.

DURATION OF STUDY

SEC. 302. The study authorized by this title shall be submitted to the President for transmittal to the Congress on or before June 30, 1969.

APPROPRIATION

SEC. 303. There are authorized to be appropriated for the study authorized by this title such sums, not exceeding $500,000, as may be necessary.

[H.R. 10408, 90th Cong., 1st sess.]

A BILL To amend the Communications Act of 1934 by extending and improving the provisions thereof relating to grants for construction of educational television broadcasting facilities, by authorizing assistance in the construction of noncommercial educational radio broadcasting facilities, by establishing a nonprofit corporation to assist in establishing innovative educational programs, to facilitate educational program availability, and to aid the operation of educational broadcasting facilities; and to authorize a comprehensive study of instructional television and radio; 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 Act of 1967".

TITLE I—CONSTRUCTION OF FACILITIES

EXTENSION OF DURATION OF CONSTRUCTION GRANTS FOR EDUCATIONAL BROADCASTING

SEC. 101. (a) Section 391 of the Communications Act of 1934 (47 U.S.C. 391) is amended by inserting after the first sentence the following new sentence: "There are also authorized to be appropriated for carrying out the purposes of such section, $10,500,000 for the fiscal year ending June 30, 1968, and such sums as may be necessary for the next four fiscal years.".

(b) The last sentence of such section is amended by striking out "July 1, 1968" and inserting in lieu thereof "July 1, 1973".

MAXIMUM ON GRANTS IN ANY STATE

SEC. 102. Effective with respect to grants made from appropriations for any fiscal year beginning after June 30, 1967, subsection (b) of section 392 of the Communications Act of 1934 (47 U.S.C. 392(b)) is amended to read:

"(b) The total of the grants for any fiscal year made under this part for the construction of noncommercial educational television broadcasting facilities or noncommercial educational radio broadcasting facilities in any State may not exceed 12½ per centum of the portion of the appropriation for such year available for such grants."

NONCOMMERCIAL EDUCATIONAL RADIO BROADCASTING FACILITIES

SEC. 103. (a) Section 390 of the Communications Act of 1934 (47 U.S.C. 390) is amended by inserting "noncommercial" before "educational" and by inserting "or radio" after "television".

(b) Subsection (a) of section 392 of the Communications Act of 1934 (47 U.S.C. 392(a)) is amended by—

(1) inserting "noncommercial" before "educational" and by inserting "or radio" after "television" in so much thereof as precedes paragraph (1);

(2) striking out clause (B) of such paragraph and inserting in lieu thereof "(B) in the case of a project for television facilities, the State educational television agency or, in the case of a project for radio facilities, the State educational radio agency,";

(3) inserting "(i) in the case of a project for television facilities," after "(D)" and "noncommercial" before "educational" in paragraph (1)(D) and by inserting before the semicolon at the end of such paragraph ", or (ii) in the case of a project for radio facilities, a nonprofit foundation, corporation, or association which is organized primarily to engage in or encourage noncommercial educational radio broadcasting and is eligible to receive a license from the Federal Communications Commission; or meets the requirements of clause (i) and is also organized to engage in or encourage such radio broadcasting and is eligible for such a license for such a radio station";

(4) striking out "television" in paragraphs (2), (3), and (4) of such subsection;

(5) striking out "and" at the end of paragraph (3), striking out the period at the end of paragraph (4) and inserting in lieu thereof "; and", and inserting after paragraph (4) the following new paragraph:

"(5) that, in the case of an application with respect to radio broadcasting facilities, there has been comprehensive planning for educational broadcasting facilities and services in the area the applicant proposes to serve and the applicant has participated in such planning, and the applicant will make most efficient use of the frequency assignment."

(c) Subsection (c) of such section is amended by inserting "(1)" after "(c)" and "noncommercial" before "educational television broadcasting facilities", and by inserting at the end thereof the following new paragraph:

"(2) In order to assure proper coordination of construction of noncommercial educational radio broadcasting facilities within each State which has established a State educational radio agency, each applicant for a grant under this section for a project for construction of such facilities in such State, other than such agency, shall notify such agency of each application for such a grant which is submitted by it to the Secretary, and the Secretary shall advise such agency with respect to the disposition of each such application."

(d) Subsection (d) of such section is amended by inserting "noncommercial" before "educational television" and inserting "or noncommercial educational radio broadcasting facilities, as the case may be," after "educational television broadcasting facilities" in clauses (2) and (3).

(e) Subsection (f) of such section is amended by inserting "or radio" after "television" in the part thereof which precedes paragraph (1), by inserting "noncommercial" before "educational television purposes" in paragraph (2) thereof, and by inserting "or noncommercial educational radio purposes, as the case may be" after "educational television purposes" in such paragraph (2).

(f)(1) Paragraph (2) of section 394 of such Act (47 U.S.C.394) is amended by inserting "or educational radio broadcasting facilities" after "educational television broadcasting facilities," and by inserting "or radio broadcasting, as the case may be" after "necessary for television broadcasting".

(2) Paragraph (4) of such section is amended by striking out "The term 'State educational television agency' means" and inserting in lieu thereof "The terms 'State educational television agency' and 'State educational radio agency' mean, with respect to television broadcasting and radio broadcasting, respectively,", and by striking out "educational television" in clauses (A) and (C) and inserting in lieu thereof "such broadcasting".

(g) Section 397 of such Act (47 U.S.C. 397) is amended by inserting "or radio" after "television" in clause (2).

FEDERAL SHARE OF COST OF CONSTRUCTION

SEC. 104. Subsection (e) of section 392 of the Communications Act of 1934 (47 U.S.C. 392(e)) is amended to read as follows:

"(e) Upon approving any application under this section with respect to any project, the Secretary shall make a grant to the applicant in the amount determined by him, but not exceeding 75 per centum of the amount determined by the Secretary to be the reasonable and necessary cost of such project. The Secretary shall pay such amount from the sum available therefor, in advance or by way of reimbursement, and in such installments consistent with construction progress, as he may determine."

INCLUSION OF TERRITORIES

SEC. 105. (a) Paragraph (1) of section 394 of the Communications Act of 1934 is amended by striking out "and" and inserting a comma in lieu thereof, and by inserting before the period at the end thereof ", the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands".

(b) Paragraph (4) of such section is amended by inserting "and, in the case of the Trust Territory of the Pacific Islands, means the High Commissioner thereof" before the period at the end thereof.

INCLUSION OF COSTS OF PLANNING

SEC. 106. Paragraph (2) of section 394 of the Communications Act of 1934 is further amended by inserting at the end thereof the following: "In the case of apparatus the acquisition and installation of which is so included, such term also includes planning therefor."

TITLE II—ESTABLISHMENT OF NONPROFIT EDUCATIONAL BROADCASTING CORPORATION

SEC. 201. Part IV of title III of the Communications Act of 1934 is further amended by—

(1) inserting "SUBPART A—GRANTS FOR FACILITIES" immediately above the heading of section 390;

(2) striking out "part" and inserting in lieu thereof "subpart" in sections 390, 393, 395, and 396;

(3) redesignating section 397 as section 398, and redesignating section 394 as section 397 and inserting it before such section 398 and inserting immediately above its heading "SUBPART C—GENERAL";

(4) redesignating section 396 as section 394 and inserting it immediately after section 393;

(5) inserting after "broadcasting" the first time it appears in clause (2) of the section of such part IV redesignated herein as section 398 ", or over the Corporation or any of its grantees or contractors, or over the charter or bylaws of the Corporation,".

(6) inserting in the section of such part IV herein redesignated as section 397 the following new paragraphs:

"(6) The term 'Corporation' means the Corporation authorized to be established by subpart B of this part.

"(7) The term 'noncommercial educational broadcast station' means a television or radio broadcast station, which, under the rules and regulations of the Federal Communications Commission, is eligible to be licensed or is licensed by the Commission as a noncommercial educational radio or television broadcast station and which is owned and operated by a public agency or nonprofit private foundation, corporation, or association.

"(8) The term 'interconnection' means the use of microwave equipment, boosters, translators, repeaters, communication space satellites, other apparatus or equipment for the transmission and distribution of television or radio programs to noncommercial educational television or radio broadcast stations."

(7) inserting after section 395 the following new subpart:

"SUBPART B—CORPORATION FOR PUBLIC BROADCASTING

"Congressional Declaration of Policy

"SEC. 396. (a) The Congress hereby finds and declares—

"(1) 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;

"(2) that expansion and development of noncommercial educational radio and television broadcasting and of diversity of its programing depend on freedom, imagination, and initiative on both the local and national levels;

"(3) that the encouragement and support of noncommercial educational radio and television broadcasting, while matters of importance for private and local development, are also of appropriate and important concern to the Federal Government;

"(4) that it furthers the general welfare to encourage noncommercial educational radio and television broadcast programing which will 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;

"(5) 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;

"(6) that a private corporation should be created to facilitate the development of noncommercial educational radio and television broadcasting and to afford maximum protection to such broadcasting from extraneous interference and control.

"Corporation Established

"(b) There is authorized to be established a nonprofit corporation, to be known as the 'Corporation for Public Broadcasting', which will not be an agency or establishment of the United States Government. The Corporation shall be subject to the provisions of this section, and, to the extent consistent with this section, to the District of Columbia Nonprofit Corporation Act.

"Board of Directors

"(c)(1) The Corporation shall have a Board of Directors (hereinafter in this section referred to as the 'Board'), consisting of fifteen members of which nine shall be appointed by the President, by and with the advice and consent of the Senate and six shall be elected by the members so appointed: *Provided*, That three of the fifteen members of the Board shall be associated with the operation of noncommercial educational radio and television stations.

"(2) The members of the Board (A) shall be selected from among citizens of the United States (not regular fulltime employees of the United States) who are eminent in such fields as education, cultural and civic affairs, or the arts, including radio or television; (B) shall be 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.

"(3) The members of the initial Board of Directors shall serve as incorporators and shall take whatever actions are necessary to establish the Corporation under the District of Columbia Nonprofit Corporation Act.

"(4) The term of office of each member of the Board shall be six years; except that (A) any member appointed or elected to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed or elected for the remainder of such term; and (B) the terms of office of members first taking office shall begin on the date of incorporation and shall expire, as designated at the time of their appointment or election, as follows: the terms of three of the appointed members and two of the elected members shall expire at the end of two years, the terms of three of the appointed members and two of the elected members shall expire at the end of four years, and the terms of three of the appointed members and two of the elected members shall expire at the end of six years. No member shall be eligible to serve in excess of two consecutive terms of six years each. Notwithstanding the preceding provisions of this paragraph, a member whose term has expired may serve until his successor has qualified.

"(5) Any vacancy in the Board shall not affect its power, but shall be filled in the manner in which the original appointment or election was made.

"Election of Chairman; Compensation

"(d)(1) The President shall designate one of the members first appointed or elected to the Board as Chairman; thereafter the members of the Board shall

annually elect one of their number as Chairman. The members of the Board shall also elect one or more of them as a Vice Chairman or Vice Chairmen.

"(2) The members of the Board shall not, by reason of such membership, be deemed to be employees of the United States. They shall, while attending meetings of the Board or while engaged in duties related to such meetings or in other activities of the Board pursuant to this subpart be entitled to receive compensation at the rate of $100 per day (or such other rate as may be determined by a vote of more than two-thirds of the full membership of the Board), including travel time, and while away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, equal to that authorized by law (5 U.S.C. 5703) for persons in the Government service employed intermittently.

"Officers and Employees

"(e)(1) The Corporation shall have a President, and such other officers as may be named and appointed by the Board for terms and at rates of compensation fixed by the Board. No individual other than a citizen of the United States may be an officer of the Corporation. No officer of the Corporation, other than the Chairman and any Vice Chairman of the Board, may receive any salary or other compensation from any source other than the Corporation during the period of his employment by the Corporation. All officers shall serve at the pleasure of the Board.

"(2) No political test or qualification shall be used in selecting, appointing, promoting, or taking other personnel actions with respect to officers, agents, and employees of the Corporation.

"Nonprofit and Nonpolitical Nature of the Corporation

"(f)(1) The Corporation shall have no power to issue any shares of stock, or to declare or pay any dividends.

"(2) No part of the income or assets of the Corporation shall inure to the benefit of any director, officer, employee, or any other individual except as salary or reasonable compensation for services.

"(3) The Corporation may not contribute to or otherwise support any political party or candidate for elective public office.

"Purposes and Activities of the Corporation

"(g)(1) In order to achieve the objectives and to carry out the purposes of this subpart, as set out in subsection (a), the Corporation is authorized to—

"(A) facilitate the full development of educational broadcasting in which programs of high quality, obtained from diverse sources, will be made available to noncommercial educational television or radio broadcast stations;

"(B) assist in the establishment and development of one or more systems of noncommercial educational television or radio broadcasting and one or more systems of interconnection to be used for the distribution of educational television or radio programs so that noncommercial educational television or radio broadcast stations that wish to may broadcast the programs at times chosen by the stations;

"(C) 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.

"(2) Included in the activities of the Corporation authorized for accomplishment of the purposes set forth in subsection (a) of this section, are, among others not specifically named—

"(A) to obtain grants from and to make contracts with individuals and with private, State, and Federal agencies, organizations, and institutions;

"(B) to contract with or make grants to program production entities, individuals, and selected noncommercial educational broadcast stations for the production of, and otherwise to procure, educational television or radio programs for national or regional distribution to noncommercial educational broadcast stations;

"(C) to make payments to existing and new noncommercial educational broadcast stations to aid in financing local educational television or radio programing costs of such stations, particularly innovative approaches thereto, and other costs of operation of such stations;

"(D) to establish and maintain libraries and archives of noncommercial educational television or radio programs and related materials and disseminate information about noncommercial educational television or radio broadcasting by publication of a journal;

"(E) to arrange, by grant or contract with appropriate public or private agencies, organizations, or institutions, for interconnection facilities suitable for distribution and transmission of educational television or radio programs to noncommercial educational broadcast stations;

"(F) to hire or accept the voluntary services of consultants, experts, advisory boards, and panels to aid the Corporation in carrying out the purposes of this section;

"(G) to encourage the creation of new noncommercial educational broadcast stations in order to enhance such service on a local, State, regional, and national basis;

"(H) to conduct (directly or through grants or contracts) research, demonstrations, and training in matters related to noncommercial educational television or radio broadcasting.

"(3) To carry out the foregoing purposes and engage in the foregoing activities, the Corporation shall have the usual powers conferred upon a nonprofit corporation by the District of Columbia Nonprofit Corporation Act, except that the Corporation may not own or operate any television or radio broadcast stations, system, or network, or community antenna television system, or interconnection or program production facility.

"Authorization for Free or Reduced Rate Interconnection Service

"(h) Nothing in the Communications Act of 1934, as amended, or in any other provision of law shall be construed to prevent United States communications common carriers from rendering free or reduced rate communications interconnection services for noncommercial educational television or radio services, subject to such rules and regulations as the Federal Communications Commission may prescribe.

"Report to Congress

"(i) The Corporation shall submit an annual report for the preceding fiscal year ending June 30 to the President for transmittal to the Congress on or before the 31st day of December of each year. The report shall include a comprehensive and detailed report of the Corporation's operations, activities, financial condition, and accomplishments under this section and may include such recommendations as the Corporation deems appropriate.

"Right To Repeal, Alter, or Amend

"(j) The right to repeal, alter, or amend this section at any time is expressly reserved.

"Financing

"(k)(1) There are authorized to be appropriated for expenses of the Corporation for the fiscal year ending June 30, 1968, the sum of $9,000,000, and for the next fiscal year such sums as may be necessary, to remain available until expended.

"(2) Nothwithstanding the preceding provisions of this section, no grant or contract pursuant to this section may provide for payment from the appropriation for the fiscal year ending June 30, 1968, for any one project or to any one station of more than $250,000."

TITLE III—STUDY OF EDUCATIONAL AND INSTRUCTIONAL TELEVISION BROADCASTING

STUDY AUTHORIZED

SEC. 301. The Secretary of Health, Education, and Welfare is authorized to conduct, directly or by contract, and in consultation with other interested Federal agencies, a comprehensive study of instructional television and radio (including broadcast, closed circuit, community antenna television, and instructional television fixed services and two-way communication of data links and computers) and their relationship to each other and to instructional materials such as videotapes, films, discs, computers, and other educational materials or devices, and such other aspects thereof as many be of assistance in determining

what Federal aid should be provided for instructional radio and television and the form that aid should take, and which may aid communities, institutions, or agencies in determining whether and to what extent such activities should be used.

DURATION OF STUDY

SEC. 302. The study authorized by this title shall be submitted to the President for transmittal to the Congress on or before June 30, 1969.

APPROPRIATION

SEC. 303. There are authorized to be appropriated for the study authorized by this title such sums, not exceeding $500,000, as may be necessary.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 26, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request for the views of the Bureau of the Budget on H.R. 6736, "The Public Television Act of 1967."

The Bureau of the Budget recommends favorable action on H.R. 6736, which is in accord with the President's program.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
Washington, D.C., March 31, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This letter is in response to your request of March 14, 1967, for a report on H.R. 6736, a bill "To amend the Communications Act of 1934 by extending and improving the provisions thereof relating to grants for construction of educational television broadcasting facilities, by authorizing assistance in the construction of noncommercial educational radio broadcasting facilities, by establishing a nonprofit corporation to assist in establishing innovative educational programs, to facilitate educational program availability, and to aid the operation of educational broadcasting facilities; and to authorize a comprehensive study of instructional television and radio; and for other purposes."

This bill embodies the legislative proposal which we transmitted to the Speaker of the House by letter dated March 2, 1967, and would carry out the recommendations with respect to noncommercial educational television and radio contained in the President's Message to Congress on Health and Education in America.

We urge enactment of the proposed legislation.

The Bureau of the Budget advises that enactment of this bill would be in accordance with the program of the President.

Sincerely,

WILBUR J. COHEN,
Under Secretary.

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 7, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request for our comments on H.R. 6736, which may be cited as the "Public Television Act of 1967."

The bill would amend the Communications Act of 1934 by extending and improving its provisions relating to grants for construction of educational television broadcasting facilities, by authorizing assistance in the construction of noncommercial educational radio broadcasting facilities, by establishing a nonprofit corporation to assist in establishing innovative educational programs, to facilitate educational program availability, and to aid the operation of educational broadcasting facilities; and to authorize a comprehensive study of instructional television and radio; and for other purposes.

We support the bill, which is designed to carry out the recommendations of the President for strengthening noncommercial television and radio in America. We suggest, however, that the Federal share of the cost of construction of educational broadcasting facilities is sufficiently substantial to warrant the application of Federal prevailing wage standards to such construction. Federal grants may be up to 75 percent of the reasonable and necessary cost of the projects involved. Appropriate language for this purpose is enclosed.

The Bureau of the Budget advises that there is no objection to the submission of this report from the standpoint of the Administration's program.

Sincerely,

W. WILLARD WIRTZ,
Secretary of Labor.

PROPOSED LABOR STANDARDS AMENDMENT TO H.R. 6736

An additional section should be added to the bill which would add the following subsection to section 392 of the Communications Act of 1934 (47 U.S.C. 392) reading as follows:

"Before approving any application under this section with respect to any project, the Secretary shall obtain assurances that all laborers and mechanics employed by contractors or subcontractors in the construction of the project shall be paid wages at rates not less than those prevailing on similar projects in the locality in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a–276a–7). The Secretary of Labor shall have with respect to the administration and enforcement of this section, the authority vested in him by Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176, 64 Stat. 1267), and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c)."

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., June 21, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reference to your letter of May 25, 1967, requesting our comments on H.R. 6736, the proposed "Public Television Act of 1967."

H.R. 6736 involves matters of policy primarily for determination by the Congress and ones on which we have no recommendation to make. We do have some suggestions, however, concerning specific aspects of the proposed legislation.

A "Fact Sheet" prepared by the Department of Health, Education, and Welfare indicates that the proposed legislation was recommended in a report issued by The Carnegie Commission on Educational Television, entitled "Public Television: A Program For Action."

The Carnegie report separates educational television into two parts (1) instructional television directed at students in the context of formal education and (2) "Public Television" directed at the general community. However, the report states that "* * * we look upon these two parts as constituting a single whole." The report states that Federal funds must be the mainstay of the system, and that the Corporation for Public Television will not be viable without Federal support of approximately the size being recommended. Total estimated annual costs are $104 million after the first four years' annual cost of $58 million. The report states that the Corporation will require from Federal funds approximately $40 million in its first year and $60 million a year for the following years. For the source of Federal funds the report recommends a manufactures' excise tax on television sets with the proceeds to be credited to an account or trust fund in

the Treasury. The bill (H.R. 6736) as introduced, however, provides Federal funds by direct appropriation and authorizes the Corporation to obtain grants from and make contracts with Federal agencies.

Under existing legislation the Office of Education administers a variety of programs concerned with providing educational television equipment, systems, programming, training, research and planning. The degree of technical surveillance, approval procedures, and percentages of Federal financial participation differ substantially between programs. Several of such programs which we have noted, but for which we do not have information as to the total Federal contributions applicable to educational television or radio activities, are listed below.

(1) *Communications Act of 1934 as amended by Public Law 87-477, entitled "Part IV—Grants for Educational Television Broadcasting Facilities"*.—Federal assistance authorized for 50 percent, and up to 75 percent under certain circumstances, of the cost of the acquisition and installation of transmission apparatus (including towers, microwave equipment, boosters, translators, repeaters, mobil equipment, and video-recording equipment) and including apparatus which may incidentally be used for transmitting closed-circuit television programs.

(2) *Title VI of the Higher Education Act of 1965—Public Law 89-329—entitled "Part A—Equipment"*.—Provides grants to institutions of higher education for 50 percent, and under certain situations 80 percent, of the cost of closed-circuit television equipment; the acquisition of necessary instructonal materials for use in such television instruction; and minor remodeling necessary for such television equipment.

(3) *Titles I, II, and III of the Higher Education Facilities Act of 1963—Public Law 88-204—Grants and loans for construction of academic facilities*.—Authorizes grants and loans for construction of academic facilities, including initial equipment. Federal grant share of project cost is not to exceed 33⅓ percent. No loan is to be made unless at least one-fourth of the cost of the facility will be financed from non-Federal sources. During our reviews we have noted Federal participation in educational televsion equipment under titles I and III.

(4) *Title I, Elementary and Secondary Education Act of 1965—Public Law 89-10—entitled "Financial Assistance to Local Educational Agencies for the Education of Children of Low-Income Families"*.—Projects are approved at the State level rather than at the Federal level. Television equipment is eligible when included in projects for purposes authorized by the title. We have been advised that educational television equipment has been furnished under title I, but that information is not readily available as to the amount of such equipment included in title I projects. The Federal share of title I projects is authorized to be 100 percent.

(5) *Title III, Elementary and Secondary Education Act of 1965—Public Law 89-10 entitled "Supplementary Educational Centers and Services"*.—Authorizes 100 percent Federal grants for equipment, which may include educational television equipment, and for developing, producing, and transmitting radio and television programs for classroom and other educational use. Publications by the Office of Education show that a large number of projects have been approved involving educational television equipment, tape and film library, systems, programming, distribution, and research. Some of the approved projects involve coordination between closed-circuit television and broadcast television.

(6) *Title VII, National Defense Education Act of 1958—Part A—entitled "Research and Experimentation"*.—Authorizes grants and contracts for the development of new and more effective techniques and methods for utilizing and adapting video tapes and radio or television program scripts, training teachers to utilize such media, and presenting academic subject matter through such media. A publication by the Office of Education listing research grants and contracts awarded through April 30, 1964, shows that 32 involved closed-circuit televsion and 41 involved broadcast television.

(7) *Title VII, National Defense Education Act of 1958—Part B—entitled "Dissemination of Information on New Educational Media"*.—Authorizes studies and surveys to determine the need for increased or improved utilization of television and radio, the preparing of materials useful in the encouragement and more effective use of television and radio, and the pro-

viding of advice, counsel, technical assistance, and demonstrations to local educational agencies or institutions of higher education undertaking to use educational television and radio.

Information in the files of the Office of Education indicates that there is a difference in the range of use and compatability of television equipment. Also, the information indicates that some operations which began as closed-circuit systems have established broadcast stations and that some broadcast stations have expanded to include closed-circuit systems. In addition, a report entitled "Exchange of Instructional Television Materials" by the University of Nebraska on a survey, made under authority of title VII, Part B, of the National Defense Education Act, stated in part as follows:

"It was clearly evident that the educational institutions and organizations both public and private, have been needlessly duplicating many efforts and expending large amounts of money and talent in developing instructional programs without reference to similar developments elsewhere. * * *."

We have been informed that officials in the Office of Education recognize that there may be a need to better identify and coordinate the numerous programs administered by that Office which involve educational television. Also, the President has established "The Federal Interagency Committee on Education" and has assigned responsibility for coordination of policies affecting educational activities, for consistent administrative policies and procedures in the conduct of similar programs, and for prevention of unnecessary duplication of activities.

The activities authorized for the "Corporation for Public Television," to be established under title II of the bill, appear to include many of the same types of activities which presently are authorized under various legislation administered by the Office of Education. The Corporation, however, is not required to coordinate its activities with that Office under the present bill. We suggest that the committee might wish to inquire into the need for amending the bill to require such coordination for the purpose of avoiding needless duplication of effort.

Section 396(i) as proposed to be added by section 201(7) of the bill provides for the Corporation to submit an annual report to the President for transmittal to the Congress. The report is required to include a comprehensive and detailed report of the Corporation's operations, activities, financial condition, and accomplishments and may include such recommendations as the Corporation deems appropriate. No provision is made for access to the records for examination by the Comptroller General of the United States. The report of the Carnegie Commission on Educational Television indicates that the Corporation should be free from Government control or oversight and notes the sensitivity of the relationship between the Government and the content of television programs. In this connection, a memorandum included in the report, states, in part, as follows:

"It (Corporation) would also be free from auditing by the General Accounting Office, which carries with it the power of the Comptroller General to settle and adjust the books of the agency * * *."

Audits made by the General Accounting Office do not automatically carry with them the authority of the Comptroller General to settle accounts, especially the audits made pursuant to the Government Corporation Control Act. The purpose of audits by the General Accounting Office is concerned primarily with financial accountability and improved management of agency activities—not control. We believe that it is desirable for the Congress to have independent information as to the activities to be administered by the Corporation and financed substantially with Federal funds and that such information should be provided by an agency responsible to the Congress. Therefore, we suggest that appropriate language be included in section 201(7) of the bill requiring maintenance of pertinent records and access to records by the Comptroller General of the United States, for the purpose of audit and examination, for any fiscal year during which Federal funds are available to finance any portion of the Corporation's operations. In addition, we suggest that such requirement be made applicable to records of recipients of grants and contracts, other than fixed-price contracts, made by the Corporation. Such suggestion could be accomplished by inserting a new subsection "(l)" after line 18, page 18, of the bill, as follows:

"RECORDS AND AUDIT

"(l) (1) (A) The financial transactions of the Corporation for any fiscal year during which Federal funds are available to finance any portion of its operation

shall be subject to audit by the General Accounting Office in accordance with the principles and procedures applicable to commercial corporate transactions and under such rules and regulations as may be prescribed by the Comptroller General of the United States. The audit shall be conducted at the place or places where accounts of the Corporation are normally kept. The representatives of the General Accounting Office shall have access to all books, accounts, records, reports, files, and all other papers, things, or property belonging to or in use by the Corporation pertaining to its financial transactions and necessary to facilitate the audit, and they shall be afforded full facilities for verifying transactions with the balances or securities held by depositaries, fiscal agents, and costodians. All such books, accounts, records, reports, files, papers and property of the Corporation shall remain in possession and custody of the Corporation.

"(B) A report of each audit shall be made by the Comptroller General to the Congress. The report to the Congress shall contain such comments and information as the Comptroller General may deem necessary to inform Congress of the financial operations and condition of the Corporation, together with such recommendations with respect thereto as he may deem advisable. The report shall also show specifically any program, expenditure, or other financial transaction or undertaking observed in the course of the audit, which, in the opinion of the Comptroller General, has been carried on or made without authority of law. A copy of each report shall be furnished to the President, to the Secretary of the ---------- and to the Corporation at the time submitted to the Congress.

"(2)(A) Each recipient of assistance by grants or contracts, other than fixed price contracts awarded pursuant to competitive bidding procedures, under this section shall keep such records as may be reasonably necessary to fully disclose the amount and the disposition by such recipient of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, and the amount and nature of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

"(B) The Corporation or any of its duly authorized representatives, shall have access for the purpose of audit and examination to any books, documents, papers, and records of the recipient that are pertinent to assistance received under this section. The Comptroller General of the United States or any of his duly authorized representatives shall also have access thereto for such purpose during any fiscal year for which Federal funds are available to the Corporation."

If it is decided not to require an audit by the General Accounting Office as suggested above, we believe that the Corporation should be audited annually in accordance with generally accepted auditing standards by independent certified public accountants or independent licensed public accountants, certified or licensed by a regulatory authority of a State or other political subdivision of the United States and that a report of such audit should be included as a part of the Corporation's annual report to the Congress as required by Pub. L. 88–504, approved August 30, 1964, 36 U.S.C. 1101–1103, for certain private corporations established under Federal law. While Senate Report No. 222, 90th Congress, pp. 21–22, states that this should be done, it would be preferable to include a provision therefor in the law.

Concerning the study of instructional television proposed by title III of the bill, substantial Federal aid is already being made available for instructional television under many Federal programs and the Congress might want to consider having included in the study the need to better coordinate such programs.

The citations to "42" United States Code should be changed to "47" at page 3, line 8, at page 5, line 18, and at page 6, line 6.

Sincerely yours,

ELMER B. STAATS,
Comptroller General of the United States.

The CHAIRMAN. With this preliminary statement, Mr. Secretary, I would like to call on you as our first witness, and to say that we are happy to have you and your distinguished colleagues who are with you to appear here as the first witnesses on this very important bill, a bill that I consider very important to the future development of America.

You may proceed, Mr. Secretary.

STATEMENT OF HON. JOHN W. GARDNER, SECRETARY OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY RALPH K. HUITT, ASSISTANT SECRETARY FOR LEGISLATION; PAUL A. MILLER, ASSISTANT SECRETARY FOR EDUCATION; AND DEAN W. COSTON, DEPUTY UNDER SECRETARY

Secretary GARDNER. Mr. Chairman, I have on my far right Assistant Secretary for Legislation Ralph Huitt; beside me on my right, Dean Coston, Deputy Under Secretary; and on my left, Paul Miller, Asistant Secretary for Education.

The CHAIRMAN. Would you allow me to interrupt you right there, sir?

Secretary GARDNER. Certainly, sir.

The CHAIRMAN. I would like to say for the benefit of this committee that Dr. Paul Miller is the former president of West Virginia University and I consider him one of the most outstanding presidents West Virginia University ever had.

I couldn't conceive of West Virginia's letting him come to Washington to be with this group, although I know that the part that he is playing here is important, but to our State he was playing a very important role and I think was doing an excellent job.

We are glad to see you this morning, Dr. Miller, but again I want to say that it was a sorrow to me and a lot of West Virginians when you left West Virginia University as its president.

Secretary GARDNER. Mr. Chairman, I want to apologize for stealing him from West Virginia. I do believe the Nation has gained.

Mr. Chairman and members of the committee, in 1962 the 87th Congress enacted the first Educational Television Facilities Act. The $32 million made available by that legislation has activated 93 noncommercial television stations in 47 States, the District of Columbia, and Puerto Rico. It has more than doubled the number of ETV stations existing in 1962, and some 50 million more Americans have come into the orbit of educational television stations as a result of that act.

GRANTS FOR EDUCATIONAL TELEVISION AND RADIO FACILITIES

Title I of H.R. 6736 builds on the achievements of the past 5 years. It requests $10,500,000 for fiscal 1968 and extends the program through 1972. A new feature is authorization of grants to educational radio stations.

The limit in the present act of $1 million for any one State is replaced by a State limit of 12½ percent of appropriated grants in a given fiscal year. Federal grants not in excess of 75 percent of cost are authorized.

DEFINING EDUCATIONAL TELEVISION

Before describing the other provisions of H.R. 6736, it will be useful to define what is commonly and loosely known as educational television.

A certain amount of commercial television is, of course, educational. The documentaries, news programs, dramas, and symphonies seen on commercial television have informed and educated millions of viewers. And nothing in this act's provisions should encourage commercial

broadcasters to reduce these activities. They cannot—nor do I believe they will—seek to diminish their responsibility for programs of enlightenment. To the contrary, the proposed act might well lead to an enlargement of commercial television's commitment to instruct and enlighten.

The phrase "educational television" as it is generally used covers all of noncommercial television. But noncommercial television tends to be of two sorts—each with its own audiences and goals. One segment of noncommercial television directs its broadcasts to the home; the other to the classroom.

The Carnegie Commission has recently suggested the name "public television" for noncommercial television broadcast to the general public in the home. Its broad purpose is to expose audiences to the best in our cultural tradition and acquaint them with the significance of contemporary conditions that shape society.

The other forms of noncommercial television, broadcast chiefly to classrooms, is designed for formal teaching and is generally referred to as instructional television, or ITV. Its most frequent application has been in elementary and secondary school systems.

Public television and instructional television are different, and these differences need to be acknowledged if each is to achieve its full measure of usefulness.

THE PROBLEMS OF PUBLIC TELEVISION

The minimum goal of public television is to make a usable signal available to all our citizens. This is fast being attained—chiefly through means made available by the 1962 Educational Television Facilities Act.

But, as President Johnson has said: "We have only begun to grasp the great promise of this medium."

Despite enormous advances in technology, the one changeless ingredient that makes for excellence in all the media is talented people. Each medium—theater, books, art, motion pictures, or broadcasting—achieves greatness to the degree that it engages the interest of gifted people.

But such people will not turn to public television as a medium if they cannot be assured of the production support needed to turn an idea into a significant and visually exciting program.

Each technological advance has raised the cost of the presentation of ideas. Just as the motion picture is more costly than the book, television is more expensive than radio. Apart from operating costs, the expenses of program production are heavy. But these costs must be met if public television is to achieve its full potential.

There are well-intentioned people who believe that noncommercial television need not produce programs at the same level of professional competence and visual impact as commercial television. They believe that the intrinsic merit of the subject matter will outweigh any amateurism in production.

But a whole generation of viewers has grown accustomed to professionalism in presentation. To hold audiences, public television must approach the production standards established by commercial television.

The time has come to make available to public television the manpower and funds to do that job. The time has come to give economic support to those creative people who are willing to explore the potential of this medium. The time has come to match technological sophistication with program excellence. But do we want excellence?

It is fashionable in some circles to maintain that a democracy is sterile ground in which quality cannot flourish, that the people's preferences are invariably for the inferior and the commonplace. I refuse to believe it.

Last year the 5,000 museums in this country were hosts to 300 million visitors. Four times as many people visited New York City's Metropolitan Museum of Art as went to the Louvre in Paris. Today there are more than 1,400 symphony orchestras in this country; more than half the total in the entire world. This compares with less than 100 symphony orchestras in 1920, when radio signaled the mass communications boom.

Increasingly, the American people are participating in the arts. There are, for example, an estimated 40,000 theatrical groups in our country today. Almost 14 million youngsters play musical instruments—not all of them guitars or drums. Nor is an appetite for the fine arts confined to large, urban centers. In Cherokee, Iowa—a town of 8,000—there is a $250,000 community center with a museum of fine arts and well-attended classes in painting and sculpture.

This suggests that there are many people, Mr. Chairman, who are interested in programs of a kind that are not now being offered. And if better programs are made available, they will stimulate an even greater interest.

Radio in the 1930's, with its live broadcasts of the New York Philharmonic and the Toscanini-conducted NBC concerts, was a powerful stimulant to the interest in classical music recordings. Sales of classical records have grown at a faster rate than the phenomenal rise of all record sales. They are some 20 times larger today than in 1930. Great music became popular as it grew familiar.

CORPORATION FOR PUBLIC TELEVISION

President Johnson has recommended the establishment and funding of a nonprofit corporation for public television. Its mandate is to encourage and facilitate the expansion and development of noncommercial broadcasting and of program diversity.

To achieve these objectives, the corporation would assist, by grant or contract, in developing programs for national, regional, or local transmission over noncommercial stations. The corporation is also charged with facilitating interconnection among stations. This interconnection would make possible simultaneous transmission of an event requiring it, or could be used to store programs for broadcast at the stations' convenience.

The corporation would have funds to help local stations create innovative programs. It could establish a library of broadcast material. In short, it would serve the public interest by taking any and all appropriate steps to make a genuine choice of programs widely available.

This proposal maintains the independence of local stations, which would continue to determine for themselves what they should or

should not broadcast. To insure this autonomy, the corporation is prohibited from owning any station or network, any interconnection system, or program production facility. The corporation would not, or should not, in my opinion, be an operating organization, but would provide support to operations carried out by others.

The corporation would be managed by a board of directors appointed by the President, with the approval of the Senate. The integrity of the board is, of course, central to the success of the venture. It would consist of talented and eminent people from appropriate fields and from across the Nation.

They will, after the first year, appoint their chairman. The officers and employees of the corporation will be selected by the board. The bill has strong conflict-of-interest provisions governing the officers of the corporation, and forbids political activity or any political test in personnel actions. The corporation would be required to submit an annual report to the President for transmittal to Congress.

An authorization of $9 million is requested for fiscal year 1968, with such sums as may be necessary for the ensuing years.

Support for President Johnson's proposals are crucial to the full realization of our country's educational ambitions. The first ETV Facilities Act has brought noncommercial television to the threshold of maturity. Now we must complement facilities construction with program development. In terms of our commitment to education, the investment required in this field to turn potential into reality is small, but critical.

THE ROLE OF INSTRUCTIONAL TELEVISION

Now I would like to turn briefly to title III of the proposed legislation—the request for a research study of the role and capabilities of instructional television.

In its simplest terms, this is an effort to perform for classroom television the same searching inquiry performed by the Carnegie Commission for public television. It is an attempt to appraise the possibilities and limitations of instructional television, including technology, program content, costs, conditions of classroom use, and so on.

Additionally, the study will examine the potentialities of other forms of audiovisual instruction, which are so comparable to television that they cannot be dealt with separately; for example, classroom films.

The findings of the study will be transmitted to the Congress by the President and will furnish the basis for such legislation as may be needed. Additionally, I am persuaded it will serve our school systems admirably by giving them a comprehensive description of the educational capacity of television and other technological developments.

SUMMARY

The proposals of this bill, Mr. Chairman, are wholly consistent with the Educational Television Facilities Act of 1962. Hindsight, which always possesses 20–20 vision, reveals the wisdom of Congress' actions in passing that legislation.

Today, the circumstances for approval of this bill are no less timely. Without your approval of this proposal, the facilities made possible by previous action will be incomplete monuments to a great hope.

I urge your favorable consideration of this bill. I believe it may well prove to be one of the most significant steps taken by the Congress this year.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Mr. Secretary. Do you have anyone else on your panel who wishes to give a statement?

Secretary GARDNER. No, sir. We are prepared to respond to questions at this time.

The CHAIRMAN. I want to thank you for your statement. I think it is a very good statement. I agree with you on the importance of the legislation. It could well be one of the most important pieces of legislation that could come out of Congress. That would depend on what we get through the committee and through the Congress.

I have some questions which I would like to ask you, and perhaps some of your staff or some of those with you would want to help me with these.

First I would like to make a statement for the record on the language of the bill.

Would you agree that the language in this act could or should be changed where necessary to reflect the inclusion of radio as well as television?

Secretary GARDNER. In title I?

The CHAIRMAN. Yes, sir.

Secretary GARDNER. Yes, sir.

The CHAIRMAN. Also change the word "television" to "broadcasting"?

Secretary GARDNER. Yes, sir. That seems to me entirely reasonable.

The CHAIRMAN. It could be a corporation for public broadcasting and a public broadcasting act of 1967.

Secretary GARDNER. That seems to us entirely reasonable.

The CHAIRMAN. Section 392(b) called for a limitation of 12½ percent of the grants available in the following year for any single State. Where did this figure come from, and why the 12½ percent?

Secretary GARDNER. I would like to have Dean Coston comment on this. I will simply say that the original provision of a limit of $1 million was a very cautious provision so that the States which were less prompt in responding would have some funds available when they did respond.

It is now clear that many of the States which originally responded and made applications under the act need further development of their facilities and this provision will permit large and populous States which, in fact, do need greater facilities to have them under the act. Dean Coston?

Mr. COSTON. Mr. Chairman, I think two points should be made: One, the limitations in the previous act; the criteria with regard to equitable geographical distribution, service of a maximum number of people, and so forth, would be retained in this act. In addition to the 12½-percent limitations, the bill keeps the requirements on the administrator of this program to be sure that the funds are equitably distributed throughout all of the States and that the maximum number of people would be served by grants made under the program.

The 12½-percent figure represents a limitation to be sure that no single State can take the lion's share of the money and a State which is

prepared with a $10 or $15 million program could not take the entire appropriation for any single year.

It is flexible enough to permit the administrator to be more judiciously selective among approvable applications to be sure that the best applications are the ones that receive Federal assistance.

The CHAIRMAN. Mr. Secretary, title I of the proposed act changes the base which is to be contributed in matching funds for station facilities. The Federal contribution goes from a combination 50–25 percent arrangement to a flat 75-percent arrangement.

Would you please elaborate or explain this just a little bit?

Secretary GARDNER. Yes, sir. The original Federal share of 50 percent was 50 percent of the hardware, the broadcasting equipment involved, but any station getting into business under this act had very heavy additional capital outlays for building, real estate, and so forth, and it turned out that, in effect, the Federal Government was putting up in many cases only 20 or 25 percent of the total, and this was a very heavy burden on communities which simply couldn't afford the remaining investment.

The 75-percent matching money for equipment will come out closer to 50 percent when you add in the community provision of buildings, real estate, and other expenses.

The CHAIRMAN. Section 396(k) calls for a limitation of $250,000 for any one project or to any one station. What, in your opinion, does the word "project" mean? Is this to include the costs of interconnection, the so-called line charges?

Secretary GARDNER. I would like to ask Dean Coston to answer that question, Mr. Chairman.

Mr. COSTON. Mr. Chairman, the $250,000 limitation applies only for the first year of the activities of the corporation. We thought it was appropriate in that first year to maximize the number of project grants that the corporation might be able to make so that a number of innovative, imaginative, new projects could be started.

We put the limitation on so that it would be a directive to the corporation to make a number of grants, rather than just one or two very large, single grants to a single production center. The $250,000 limitation would apply to any grant or contract which the corporation chose to fund and would include interconnection projects.

The CHAIRMAN. In title II, section 396, the Congress is asked to declare that a private corporation should be created to facilitate the development of noncommercial educational broadcasting, and to afford maximum protection to such broadcasting from extraneous interference and control.

Precisely what is the justification for the Congress to take such a step; that is, what is the need for such a private corporation?

Secretary GARDNER. Mr. Chairman, we believe, as the Carnegie Commision believed, that the interests of the people would be best served by an instrumentality which had some insulation from the Federal Government and from the normal push and pull of political affairs. We felt that it should have some insulation from HEW, some capacity to function independently of any Federal control, and this corporation is a device which was suggested by the Carnegie Commission and which seemed to us a very sensible way of providing this buffering.

The CHAIRMAN. I think the committee will agree with you. H.R. 6736 calls for a 15-man Board of Directors for the corporation. It calls for them to be appointed by the President.

What is your opinion of this suggestion and what would you suggest as an alternative, if you would have an alternative, to a 15-man board appointed by the President?

Secretary GARDNER. Well, I think that the number of individuals, of course, is debatable. Our purpose was to get a small enough board to function effectively and large enough so that we had the kind of geographical distribution and distribution in terms of line of activity which makes such a commission effective.

There has been a good deal of debate as to appointment by the President. It is my view that that is the most sensible procedure.

The CHAIRMAN. You have no alternative to the 15-man board appointed by the President?

Secretary GARDNER. No, sir.

The CHAIRMAN. The Senate, I believe, did not recommend it.

Secretary GARDNER. The Senate said that nine should be appointed by the President, is that correct, and they would elect the other six. Well, I could see the reasonableness of that as an alternative.

The CHAIRMAN. Section 396(g) spells out the purposes and activities of the proposed corporation. Subparagraph B calls for it to assist in the establishment and development of a system of interconnection.

What is the function of the corporation here? Is it to operate a network or how do you define "interconnection"?

Secretary GARDNER. A good deal of care was taken to phrase this and formulate it in a way which would keep the Government out of the business of operating a network or even keep this independent corporation out of that business in any sense of controlling or operating it. The decision to participate in any interconnection remains with local stations and the corporation itself is not an operating body, so that this is simply a means of facilitating interconnection where interconnection is thought to be desirable by the local stations.

The CHAIRMAN. Section 396(g) calls for the establishment of a library of archieves and programs and related material, and development of a public awareness of noncommercial educational broadcasting by various means.

What is the intent of the law here, in your opinion?

Secretary GARDNER. Mr. Chairman, there are already two or three good regional libraries or specialized libraries, and the corporation would certainly not wish to compete with those. It would supplement existing facilities.

One of the obvious needs, as we move along, is for any individual station to have ready access to existing materials so that it can make use of what is already on the shelf, so to speak, in terms of produced and available programs. The corporation would be empowered to create such a resource for local stations.

It would also be empowered to familiarize the educational world and the world of people interested in these matters with the facilities and the programs that were available.

The CHAIRMAN. Now, if the corporation were confined to the publication of a journal, as suggested in the Senate bill, how are the

viewers to be informed of the more noteworthy programs that would be appearing on the noncommercial station? How will the public be kept informed of the work of the corporation, and especially on a national program of importance and interest?

Secretary GARDNER. Well, it is my view that the corporation should be allowed a good deal of flexibility in its means of keeping the public informed as to what is available. It is not easy for the public to know what is available through these educational stations, and I believe if the corporation is given reasonable flexibility, it would not misuse that flexibility.

The CHAIRMAN. Section 396(g)(2)(E) authorizes the corporation to arrange, by grant or contract with appropriate public or nonprofit private agencies, organizations or institutions for interconnection facilities.

What would be the authority and the limitations of the corporation under this provision? Also, I would ask in connection with that, what in your opinion would be the preferred system?

Secretary GARDNER. I would like to ask Dean Coston to comment on that.

Mr. COSTON. Mr. Chairman, this provision would direct the corporation to deal with agencies which are not themselves common carriers in the business of supplying interconnections for profit. It would authorize the corporation to make arrangements withother nonprofit agencies who, in turn, might wish to contract with common carriers.

The theory behind this provision was to further insulate the corporation from any direct operational programs. We felt then and we still feel rather strongly that the corporation should not be an operating entity and that, therefore, it should not itself deal directly with common carriers in the establishment of interconnection facilities. This provision rather specifically states that the corporation should not contract or grant directly with common carriers.

The CHAIRMAN. In title III, the Secretary of Health, Education, and Welfare is authorized to conduct a study of educational and instructional television broadcasting. Should not educational radio be included in this, as I suggested in my first question?

Secretary GARDNER. That seems to me perfectly reasonable. It seems to me a perfectly legitimate inclusion; yes, sir.

The CHAIRMAN. Section 301, title III, calls for a study to be made to determine whether Federal aid should be provided for instructional broadcasting. Is a study for this purpose necessary?

Secretary GARDNER. Well, I think of the study under title III as chiefly illuminating the role of instructional television and related media in America education and what flows from that in the way of implications for Federal assistance is, it seems to me a secondary question.

The primary question of the study outlined under title III is what directions should we be thinking about in the development of instructional television and these related media? By that I mean not just open broadcasts to the schools, but closed circuit broadcast within schools and the whole range of audiovisual instruction which is very hard to separate from instructional television in its functional aspects as it performs the same role.

There has been a great deal of debate as to the role that this should play, the extent to which it should supplement the teacher, the extent to which it should present one kind of instruction visually but not necessarily other kinds of instruction, the extent to which you can individualize this kind of instruction.

In other words, it seems to me that there are some extremely important educational questions here as to the validity of this, Mr. Chairman, the scope of it, what you can do with it, and this I regard as the primary objective of the study.

The CHAIRMAN. My final question would be what, in your opinion, in title III, are some of the items to be included in the content of the authorized study? You have answered that to some degree. Do you have any further suggestion on that?

Secretary GARDNER. I do not. I would be glad to have Dean Coston comment on that.

Mr. COSTON. Mr. Chairman, the questions you were raising were also raised in the Senate in their consideration of this bill, and the section was considerably revised in the Senate-passed bill.

It is my opinion that the Senate revisions represented a substantial improvement and clarification of the purposes of title III. It did broaden somewhat the educational objectives of the study, it simplified it by reducing it to one section instead of two, and generally, I think, is a preferable provision than the one in the House bill.

The CHAIRMAN. The Senate version?

Mr. COSTON. Yes, sir; of title III.

The CHAIRMAN. Fine. I was wondering, Mr. Secretary, if I would submit these questions in writing if you could give us more elaborate answers so that we could have them for the benefit of the record.

Secretary GARDNER. Yes, sir.

The CHAIRMAN. I think they are pertinent to the markup of the bill and our consideration of it. They are the main things that I would considered covered in the bill. We will give you a series of questions.

(The questions and answers to be furnished follow:)

ANSWERS FROM H.E.W. TO QUESTIONS POSED BY CHAIRMAN STAGGERS

1. *For the sake of the record, don't you agree that language in this Act should be changed, where necessary, to reflect the inclusion of radio as well as television? That is, we could change the word, "television" to "broadcasting" where applicable. And it could be the Corporation for Public Broadcasting and the Public Broadcasting Act of 1967, and so on.*

"*Secretary Gardner.* Yes, sir. That seems entirely reasonable."

2. *Section 392(b) calls for a limitation of 12½ percent of the grants available in any fiscal year for any single state? Where did this figure come from? Why 12½ percent?*

"*Mr. Coston.* Mr. Chairman, I think two points should be made: One, the limitations in the previous Act, the criteria with regard to equitable geographical distribution, service of a maximum number of people, and so forth, would be retained in this Act so that in addition to the 12½ percent limitation, there is a requirement on the administrator of this program to be sure that the funds are equitably distributed throughout all of the States and that the maximum number of people would be served by grants made under the program.

"The 12½ percent figure represents a limitation to be sure that no single State can take the lion's share of the money and a State which is prepared with a $10 or $15 million program could not take the entire appropriation for any single year.

"It is flexible enough to permit the administrator to more judiciously select among the sets of approved grants to be sure that the best applications are the ones that get funded by the Federal money."

Additional Comment

Other Federal legislation has been passed which contains a provision similar to the limit of 12½ percent of available funds per State placed on Title I in this bill. Examples include P.L. 88–204, the Higher Education Facilities Act of 1963, section 302; and P.L. 89–675, the Clean Air Act as amended by section 104(c), and others.

The 12½ percent limitation continues to be affected by the criteria of P.L. 87–447, Section 392(d).

"(d) The Secretary shall base his determinations of whether to approve applications for grants under this section and the amount of such grants on criteria set forth in regulations and designed to achieve (1) prompt and effective use of all educational television channels remaining available, (2) equitable geographical distribution of educational television broadcasting facilities throughout the States, and (3) provision of educational television broadcasting facilities which will serve the greatest number of persons and serve them in as many areas as possible, and which are adaptable to the broadest educational uses."

The proposed 12½ percent formula would provide DHEW with the requisite flexibility to take the following factors into consideration in making equitable distribution of funds:

1. States differ in population
2. States differ in terrain
3. States differ in area

The inflexible dollar limitation per State did not provide for any of those factors. In practice the $1 million per State limit over a 5 year authorization period in P.L. 87–447 has stunted ETV growth in some States; California, Pennsylvania, Georgia, New York, Kentucky, and Alabama are examples.

The limitation had unfortunate consequences. It deterred State legislatures from dealing in a comprehensive fashion with statewide ETV plans. The old limit penalized States which displayed initiative in developing statewide systems. Kentucky, for instance, received Federal matching funds at the low 10–20% level because it needed 12 stations. California, as a whole, received only 45% matching. San Diego, the latest California community to activate a station received only 6% Federal support, approximately $35,000. Substantial numbers of grants were made under the $1 million limitation at a matching level of between only 10 and 20 percent.

3. *Title I of the proposed act changes the base which is to be contributed in matching grants for station facilities. The Federal contribution goes from a combination 50–25 percent arrangement to a flat 75 percent arrangement. Would you please elaborate a little more on this?*

"*Secretary Gardner.* Yes, sir. The original Federal share of 50 percent was 50 percent of the hardware, the broadcasting equipment involved, but any station getting into business under this Act had very heavy additional capital outlays for building, real estate, and so forth, and it turned out that in effect, the Federal Government was putting up in many cases only 20 or 25 percent of the total, and this was a very heavy burden on communities which simply couldn't afford the remaining investment.

"The 75 percent matching money for equipment will come out closer to 50 percent when you add in the community provision of buildings, real estate, and other expenses."

Additional Comments

A large share of the areas to be served by anticipated new station activations under the proposed legislation are sparsely populated and lack the necessary financial resources. For example, Alaska, Montana, and Wyoming have no ETV stations operating or under construction. Only one ETV station is operating in each of the States of Arkansas, Idaho, Kansas, Louisiana, Mississippi, Nevada, New Mexico, Colorado, and North Dakota. Many of the grants under P.L. 87–447 went to help establish service in areas of dense population; areas which had greater financial capacity to participate than many we now seek to serve.

Certain high cost elements in broadcast systems were not eligible for matching under the current legislation, therefore, local contribution to station activation has exceeded greatly 50% of the facilities cost alone. Examples of ineligible elements include real estate, buildings, office equipment, vehicles for mobile units, etc.

DHEW studies show that the average amount of local dollars invested in *non-matchable facilities* items in an "average" station activation was $576,000. The eligible facilities of an "average" activation totaled $1,150,000. Federal matching, therefore, averaged $545,000. The "average" activation, then, resulted in the expenditure of $1,177,000 local dollars against the expenditure of $545,000 federal dollars.

In addition to the local dollars which communities had to raise for facilities, they were required to have available operating funds for the first year. All operating costs are supported by non-Federal sources. The average station spends $260,000 per year for operations in the first year.

Therefore, for the "average" $545,000 Federal grant to a proposed "average" new station, state and local sources provided $1,381,000 as follows:

Ineligible items for matching	$576,000
Approx. 50% of eligible	545,000
First year of operating funds	260,000
Total	1,381,000

This is almost three times the Federal grant and is well beyond the capacity of many small communities where ETV stations are needed to complete the national coverage pattern. A 75/25 ratio would help to alleviate this problem.

4. *Section 396(k) calls for a limitation of $250,000, "for any one project or to any one station." What, in your opinion, does the word "project" mean? Is this to include the cost of interconnection, the so-called line charges?*

If it does include the cost of interconnection, could you give us an idea of what such charges might be?

What does the word "project" mean?

A "project" can be defined as any unit of activity leading to effective ETV programs. This could be a grant for a program or a series of programs, a research proposal, a training proposal, needed interconnection, or various combinations of the above. The intention of the provision is to provide for a wide distribution of funds. It would not be appropriate to fragment major efforts into a series of smaller "projects" in order to circumvent the intention of this clause. Pertinent testimony follows:

"*Mr. Coston.* Mr. Chairman, the $250,000 limitation applies in the first year of the activities of the corporation and we thought it was appropriate in that first year to maximize the number of project grants that the corporation might be able to make so that a number of innovative, imaginative, and new projects could be started.

"We put the limitation on so that it would be a directive to the corporation to make a number of grants, rather than just one or two very large, single grants to a single production center."

Are payments for interconnection includable project costs?

The cost to interconnect a group of stations to make a special program (or a series of programs) available to a wider audience would qualify as a "project", or as a part of a "project", under this clause. As stated:

"*Mr. Coston.* * * * The $250,000 limitation would apply to any grant or contract which the corporation chose to fund and would include an interconnection project if that is what the corporation decided on."

What is the nature of interconnection costs?

The cost of interconnecting broadcasting stations is high, particularly for television circuits. National Educational Television (NET) estimates that connecting the present 135 ETV stations for hours per day (e.g. 4:00 PM-midnight) would cost at least $6,500,000 per year including reliance upon intra-state systems where they now exist. Educational broadcasting has never been able to afford such costs.

For purposes of demonstration, NET has leased interconnection facilities from common carriers on an occasional basis which is even more costly in terms of unit cost. The tariff for inter-city sound and picture service on an occasional basis is $1.15 per airline mile per hour, and to this must be added local circuits to get from the city exchanges to the local stations, plus special construction or installation charges.

On June 25, 1967, NET cooperated in a world-wide television program with pickups from many countries and seen around the world via satellites. This two

hour program—*Our World*—was fed to 37 locations in the United States, and from these points by various means (state-owned microwave facilities and off-the-air reception by one station of another's signal) to 80 ETV stations which telecast this program. The cost of the commoncarrier interconnection service to the 37 locations was about $44,000.

Costly though it is, interconnection is an invaluable capability. Not only does it make possible simultaneous broadcasting of special programs, but it provides an efficient way to distribute programs for delayed broadcasting. For example, when a program is fed to the line, stations along the way can make their own video tape recordings for later broadcast. This technique is superior to NET's present practice of making many copies of a program at headquarters and mailing them to over 100 stations.

The present common carrier rates are on file with the Federal Communications Commission and all customers are treated alike. There is a somewhat lower rate for an unmonitored television service, which is available to anyone but more often selected by educational institutions, providing inter-city video service at $27.50 per airline mile per month for 24 hour service. "Unmonitored" means that technicians do not continuously watch the circuits to be certain that they are operating satisfactorily, as they do routinely on commercial broadcasting circuits. Nor is this service satisfactory where many stations are to be served.

The rates above do not take into consideration any future effects of Section 396(h) of H.R. 6736 which would permit common carriers to offer "free or reduced rate communications interconnection services to grantees of or contractors with the Corporation and local noncommercial educational television or radio broadcast stations, subject to such rules and regulations as the Federal Communications Commission may prescribe." Nor are offers for free interconnection considered, as suggested by Comsat in recent testimony before the FCC (Docket 16495).

(See also Additional Comments under question 7.)

5. *In Title II, section 396(a)(6), the Congress is asked to declare that a private corporation should be created to facilitate the development of noncommercial educational broadcasting and to afford maximum protection to such broadcasting from extraneous interference and control.*

Precisely what is the justification for the Congress to take such a step? What is the need for such a private Corporation?

Additional Comment

There are two aspects with respect to the desirability of Congress creating a private corporation to facilitate the development of noncommercial educational broadcasting.

1. What is the justification for Federal action in supporting noncommercial broadcasting?
2. Why a private Corporation?

What justifies Federal activity? First, the Federal government has full responsibility for use of the radio spectrum. The radio spectrum belongs to the public. It is a limited natural resource.

Herbert Hoover has stated (1924): "Radio communication is not to be considered as merely a business carried on for private gain, for private advertisement, or for entertainment of the curious. It is a public concern impressed with the public trust and to be considered primarily from the standpoint of public interest to the same extent and upon the basis of the same general principles as our other public utilties."

A scarce natural resource is being conserved when better used by ETV stations. The nation already has in investment in the spectrum space utilized, which belongs to all of the people. The added expenditure provides an assurance of public return on this investment.

Second, as the Senate Report 222 stated, television viewing alone occupies nearly one-fourth of the waking hours of the average American. Increased Federal support for educational broadcasting will contribute to an improvement in the quality and desirability of educational broadcasting and will provide an immediate benefit to the citizen. It will produce a good return on the investment because television viewing occupies such as enormous amount of the time of the American people. Increased competition for the viewer's attention is desirable. Quality can become contagious. For instance, when ETV attracts sizable audiences commercial stations will be motivated to improve programs.

Third, public funds are the major support of education. ETV and Educational Radio can reinforce important qualities of American life and quality noncommercial programing will provide additional choices to the public and reinforce the principle of diversity.

Why a private Corporation? The proposed private Corporation for Public Television is an organizational structure which recognizes that the area of programming in noncommercial broadcasting is a particularly sensitive one, and that it should be insulated as much as possible from any day-to-day relationship with Government. Preserving the free exchange of ideas on radio and television is important in maintaining our democracy.

Any system of noncommercial broadcasting will need a strong organization to provide leadership and essential services to the several hundred local stations. Among the most important functions are station interconnections, the acquisition of programs of national and international significance of the type which would be beyond the resources of local stations, and the provision of financial assistance to local stations for augmenting their efforts in serving community needs. Also, there are questions of archival storage and library service to preserve and make available video tapes of past broadcasts for later replay.

The Corporation described in Title II of H.R. 6736 is well constituted to carry out these unique and varied tasks. It is similar in purpose and structure to the Corporation for Public Television recommended by the Carnegie Commission on ETV after a year's study of this difficult problem.

A private Corporation for Public Broadcasting draws upon the best features of public administration and the advantages of private corporate organization. Examples of other nonprofit cooperative enterprises between Government and private interests are the Smithsonian Institution, the American Red Cross, the Boy Scouts of America, and Howard University. The pattern has proved workable.

The private corporate structure confers certain practical operating advantages.

1. Freedom from Federal control of programs.
2. Can draw on public and private sources of financial support.
3. Ability to recruit outstanding production talent.
4. Freedom to adapt management practices to the changing patterns of mass media.

From the public sector it gains these benefits:

1. High status to draw top persons to the Board of Directors.
2. Can be funded by the Federal Government.
3. Can deal readily with other Government agencies at all levels.
4. Is identified with broad public interest.

6. *H.R. 6736 calls for a 15-man Board of Directors for the Corporation. It calls for them to be appointed by the President. What is your opinion of this suggestion?*

What would you suggest as an alternative?

"*Secretary Gardner.* Well, I think that the number of individuals, of course, is debatable. Our purpose was to get a small enough board to function effectively and large enough so that we had the kind of geographical distribution and distribution in terms of line of activity which makes such a commission effective.

"There has been a good deal of debate as to appointment by the President. It is my view that that is the most sensible procedure.

"*The Chairman.* You have no alternative to the 15-man board appointed by the President?

"*Secretary Gardner.* No, sir.

"*The Chairman.* The Senate, I believe, did not recommend it.

"*Secretary Gardner.* The Senate said that nine should be appointed by the President, is that correct, and they would elect the other six. Well, I could see the reasonableness of that as an alternative."

7. *Section 396(g) spells out the purposes and activities of the proposed Corporation. Subparagraph B calls for it to assist in the establishment and development of a system of interconnection. What is the function of the Corporation here? Is it to* OPERATE *a network? How do you define "Interconnection"?*

In assisting in arranging for "interconnection" the function of the Corporation as authorized in H.R. 6736 is *not* to operate a network. The point is covered in Question 10.

How is "interconnection" defined?

H.R. 6736 defines "interconnection" as follows:

"(8) The term 'interconnection' means the use of microwave equipment, boosters, translators, repeaters, communication space satellites, or other appara-

tus or equipment for the transmission and distribution of television or radio programs to noncommercial educational television or radio broadcast stations."

Stated another way, "interconnection" is the simultaneous connecting of two or more broadcast stations by electronic means for purposes for distributing programs from one or more broadcast stations or production centers to one or more broadcast stations. The local stations may choose to broadcast these programs as received; they may prefer to video tape them for delayed broadcast; or they may reject them.

By definition an electronic link between a separate studio facility and a transmission facility is not "interconnection." Such a facility is not licensed by the Federal Communications Commission as an interconnection but rather as a studio transmitter link (STL). Nor has DHEW in its operation of P.L. 87–447 regarded an STL facility as a facility to interconnect two or more broadcasting stations.

8. *Section 396 (g) (2) (D) calls for the establishment of a library and archives of programs and related materials and the development of public awareness of noncommercial educational broadcasting by various means. What is the intent of the law here, in your opinion?*

"*Secretary Gardner.* Mr. Chairman, there are already two or three good regional libraries or specialized libraries, and the corporation would certainly not wish to compete with those. It would supplement existing facilities.

"One of the obvious needs, as we move along, is for any individual station to have ready access to existing materials so that it can make use of what is already on the shelf, so to speak, in terms of produced and available programs. The corporation would be empowered to create such a resource for local stations.

"It would also be empowered to familiarize the educational world and the world of people interested in these matters with the facilities and the programs that were available."

Additional Comments

This provision will permit the Corporation to encourage the collection of radio and television programs having historical significance and arrange for the preservation of those which should be retained for posterity. It is envisioned that in this task the Corporation will serve as a resource for more selective efforts of the National Archives and the Library of Congress which may in time develop. Interviews with great men, TV news programs and documentary programs usually are recorded on costly video tape which, unlike film, is later on erased so that the video tape can be reused. There has been general recognition that many valuable programs are now lost; steps to prevent this loss are overdue. The Corporation will be able to make a timely contribution through its archival function.

The Corporation as a principal underwriter of national programs will accumulate a vast store of recorded programs, both television and radio and will be able to make them available to newly activated educational stations and to others for repeat broadcasts. This library function will supplement presently limited general programing libraries, giving local stations a wider choice than before and contributing to diversity.

The activity will not compete with the current regional libraries—the Great Plains Instructional TV Library and the National Center for School and College Television. Their purposes are different with offerings almost entirely devoted to instructional television for broadcast and closed-circuit university or in-school teaching.

9. *If the Corporation were confined to the publication of a journal, as suggested in the Senate bill, how are the viewers to be informed of the more noteworthy programs that will be appearing on the noncommercial stations? How will the public be kept informed of the work of the Corporation, especially on a national program of importance and interest?*

"*Secretary Gardner.* Well, it is my view that the Corporation should be allowed a good deal of flexibility in its means of keeping the public informed as to what is available. It is not easy for the public to know what is available through these educational stations, and I believe if the Corporation is given reasonable flexibility it would not misuse that flexibility."

Additional Comments

The House bill differs from the Senate bill in the power allowed the Corporation to disseminate information concerning programs.

Under H.R. 6736 the Corporation is empowered:

"(D) to establish and maintain a library and archives of noncommercial educational television or radio programs and related materials and develop public awareness of and disseminate information about noncommercial educational television or radio broadcasting *by various means, including the publication of a journal.*" [Italic added.]

Under S. 1160 as it passed the Senate the Corporation is empowered:

"(D) to establish and maintain libraries and archives of noncommercial educational television or radio programs and related materials and disseminate information about noncommercial educational television or radio broadcasting by *publication of a journal.*" [Italic added.]

Section 396(g) of H.R. 6736 permits the Corporation to publish a journal and otherwise disseminate information about noncommercial broadcasting to help make the general public *and* local broadcasters aware of the programing operations of the Corporation.

The public will be making a considerable financial investment in noncommercial broadcasting and will expect to be informed of the program content. The latitude which the proposed bill gives the Corporation for these necessary activities is sufficient for accomplishing these purposes.

10. *Section 396(g)(2)(E) authorizes the Corporation to arrange, by grant or contract with appropriate public or private nonprofit agencies, organizations, or institutions, for interconnection facilities.*

What would be the authority and the limitation of the Corporation under this provision?

What, in your opinion, is the preferred system?

Under Section 396(g(2)(E) of H.R. 6736 the Corporation is authorized: "to arrange, by grant or contract with appropriate public or *nonprofit private agencies*, organizations, or institutions, for interconnection facilities suitable for distribution on transmission of educational television or radio programs to noncommercial educational broadcast stations;"

The effect of this provision is to limit the authority of the Corporation for no provision is made to allow for contracts with commercial common carriers. The Corporation is required to contract with an intermediary organization that would undertake to contract for the interconnection.

A similar provision in S. 1160 was amended and the word "nonprofit" dropped so that the final version read as follows: "to arrange, by grant or contract with appropriate public or *private agencies*. . . ." etc.

The effect of this change was to permit the Corporation to contract for interconnections directly with commercial common carriers.

The Senate Subcommittee Report 222 made clear that such an authorization was to provide neede dlatitude to meet unusual needs; it was not the intent that the Corporation undertake regular network activities:

"The Committee was persuaded that the Corporation needed this flexibility and discretion not to establish a fixed schedule network operation but to take advantage of special or unusual opportunities that warrant the Corporation directly contracting for interconnection facilities. Even under these circumstances, however, it should be made clear that the decision to broadcast such a program remains with the local station."

Secretary Gardner stated in response to the above question:

"A good deal of care was taken to phrase this and formulate it in a way which would keep the Government out of the business of operating a network or even keep this independent corporation out of that business in any sense of controlling or operating it. The decision to engage, participate in any interconnection remains with local stations and the corporation itself is not an operating body, so that this is simply a means of facilitating interconnection where interconnection is thought to be desirable by the local stations."

DHEW supports the language as found in H.R. 6736 which makes it clear that the Corporation is not to contract directly with common carriers for interconnection facilities. It is intended that the Corporation should not be involved in operations and interconnection is one facet of network operations.

However, the final language contained in S. 1160 appears to be workable. Should such language be deemed preferable, it is suggested that the Committee report contain clear and strong language indicating, as did the Senate Committee, that the Corporation should not engage in interconnection operations as a regular practice and should not undertake to operate a network.

11. *In Title III, the Secretary of Health, Education, and Welfare is authorized to conduct a study of educational and instructional television broadcasting. Shouldn't educational radio be included?*

"*Secretary Gardner.* That seems to me perfectly reasonable. It seems to me a perfectly legitimate inclusion; yes sir."

12. *Section 301 of Title III calls for a study to be made to determine whether Federal aid should be provided for instructional broadcasting. Is a study necessary for this purpose?*

"*Secretary Gardner.* Well, I think of the study under Title III as chiefly illuminating the role of instructional television and related media in American education and what flows from that in the way of implications for Federal assistance is, it seems to me, a secondary question.

"The primary question of the study outlined under Title III is what directions should we be thinking about in the development of instructional television and these related media? By that I mean not just open broadcasts to the schools, but closed circuit broadcasts within schools and the whole range of audio-visual instruction which is very hard to separate from instructional television in its functional aspects as it performs the same role.

"There has been a great deal of debate as to the role that this should play, the extent to which it should supplement the teacher, the extent to which it should present one kind of instruction visually but not necessarily other kinds of instruction, the extent to which you can individualize this kind of instruction.

"In other words, it seems to me that there are some extremely important educational questions here as to the validity of this, Mr. Chairman, the scope of it, what you can do with it, and this I regard as the primary objective of the study."

(See also Additional Comments at conclusion of question 13.)

13. *What is your opinion of Section 302 in Title III, which outlines some of the items to be included in the content of the authorized study?*

In considering S. 1160, the Senate dropped Section 302 (identical to Section 302 of H.R. 6736) in favor of more comprehensive version of Section 301, as follows:

"The Secretary of Health, Education, and Welfare is authorized to conduct, directly or by contract, and in consultation with other interested Federal agencies, a comprehensive study of instructional television and radio (including broadcast, closed circuit, community antenna television, and instructional television fixed services and two-way communication of data links and computers) and their relationship to each other and to instructional materials such as videotapes, films, discs, computers, and other educational materials or devices, and such other aspects thereof as may be of assistance in determining what Federal aid should be provided for instructional radio and television and the form that aid should take and which may aid communities, institutions, or agencies in determining whether and to what extent such activities should be used."

With reference to the above action Mr. Coston testified as follows:

"It is my opinion that the Senate revisions represented a substantial improvement and clarification of the purposes of Title III. It did broaden somewhat the educational objectives of the study, it simplified it by reducing it to one section instead of two, and generally, I think, is a preferable provision to the one in the House bill."

The Chairman supplemented the above question in the course of the hearings by asking: "*My final question would be what, in your opinion, in Title III, are some of the items to be included in the content of the authorized study?*

The study authorized under Title III is to be policy oriented. It will be aimed at the decision makers. It is not expected to provide new, scientifically unassailable answers. It will for the most part use the studies now completed. It will be an effort to balance consideration of scientific merit against the need for action and to arrive at sound judgments on which to base future actions. It will recognize that large sums of money are being spent now on equipment and operations and that these sums are expected to increase as each year passes.

Within the general limits of the proposed authorization the study under Title III can be expected to include items which will permit the accomplishment of two major objectives.

First: It can assist those who must make operating decisions. The study can bring together the current fragmented knowledge in such a way as to be useful to those who need to apply the knowledge in day to day operations. As part of this function it can clearly state, for example, where we now lack knowledge as to the effective use of television and related media and thereby avoid a prolifera-

tion of costly research in the future which rakes over ground already well worked.

Furthermore, it will, in all probability, confront the need for techniques of cost analysis, to be applied to the several alternative ways of using television and related media. It can provide the basic guidelines for the continuing assessment of cost effectiveness for existing and future media systems.

The teacher and administrator have little alternative at present except to make decisions about television materials and equipment on a piecemeal basis. Due to a lack of systematic and easily accessible information; the educator too often cannot match available teaching resources to a given educational objective for a specific group of students.

Second: The study can assist those who make policy decisions. It can arrive at judgments as to the worth of television for instruction on which can be based the broad policy determinations—at local, State, and national levels—required by the demand for some kind of action. For example, the need for action, or lack of need, can be assessed by Congress and decisions made on the Federal role based upon judgments arrived at as part of the study.

In summary, the study can provide Congress, as well as State and local bodies, the data needed for legislative purposes. It can also provide the educational community the basis for making operational decisions about teaching materials, equipment, and techniques.

Title III is a logical extension of some fifteen years of research and development of such instructional media as audiovisual materials, instructional broadcasting, and programed instruction. At present, there is a usable pool of research information on such media which has been estimated to total approximately 4,000 separate studies, of which over 400 have been concerned directly with the comparative effectiveness of television for a variety of educational purposes.

In the past nine years, Title VII of the National Defense Education Act has provided major support for such research; in addition, other significant contributions have been made under the Cooperative Research Act, Title VI of the National Defense Education Act, and Title III of the Mental Retardation Facilities and Community Mental Health Centers Construction Act.

Mr. SPRINGER. Mr. Chairman——

The CHAIRMAN. Mr. Springer?

Mr. SPRINGER. Would it be possible for the Secretary to send a copy of the letter to you and each member of the committee in order that we may be specifically notified in detail of the answers which the Secretary will give?

The CHAIRMAN. Mr. Secretary?

Secretary GARDNER. Yes, sir.

The CHAIRMAN. Mr. Macdonald?

Mr. MACDONALD. Yes, thank you, Mr. Chairman.

It is nice to see you again, Mr. Secretary.

One of the main questions I have might seem picayunish, I hope it doesn't but why is this called a Public Television Act? I thought all TV and radio was public? I thought that the Government just gave, as a public service, certain rights to certain people to carry in certain areas of the spectrum what programs they feel are necessary and entertaining.

Don't you think that by calling this public that by an inversion of reasoning it makes the rest of TV, the present TV and radio, sound private?

Secretary GARDNER. Yes, sir. I think that the term "public" as it came into being in connection with the title of this act really stemmed more from the terminology of the Carnegie Commission report, and I don't think that it was intended to have that implication at all.

I don't think anyone would really argue very strongly about the word "public" in the title.

Mr. MACDONALD. Is it your statement, then, as I translate it, that it should not be called "public"?

Secretary GARDNER. My view is that it doesn't make very much difference.

Mr. MACDONALD. Then you disagree that if you call this public that the regular TV is considered private?

Secretary GARDNER. That is right. I don't think that this hardens any categories or suggestions or forces the rest of TV into any particular kind of private status.

Mr. MACDONALD. You think that the title doesn't matter?

Secretary GARDNER. That is correct. I would have no objection if the title were changed.

Mr. MACDONALD. If it were just called X TV. About the economic factors involved, I get a little confused about the formula that was set up, as I read it, from your statement. After the first year, there is $22 million left to be used during the next 4 years; is that correct?

Secretary GARDNER. No; I don't think so.

Mr. MACDONALD. Is it $10.5 million the first year?

Secretary GARDNER. That is correct.

Mr. MACDONALD. Then there is $22 million left, if my figures are correct, to be used during the next 4 years.

Secretary GARDNER. Let me ask Dean Coston to give you the whole rundown on the figures, because he can give you that in detail.

Mr. COSTON. Mr. Macdonald, the existing ETV Facilities Act provided $32 million for 5 years.

Mr. MACDONALD. Right.

Mr. COSTON. That act expired at the end of June of this year.

Mr. MACDONALD. As I understand it, it is still operating as of today, which is the 11th of July.

Mr. COSTON. The funds which were made available under that act remain available until expended, although no new appropriation, no further authorization, is permissible under that expired provision.

Title I of this act would replace the previous act and provide in the first year an authorization of $10.5 million for construction. It provides for a 5-year program with the remaining 4 years open-ended, such sums as may be necessary for the ensuing 4 years, so that there is only a specific authorization for the first year of $10.5 million.

Mr. MACDONALD. If I can interrupt you at that point, how much does HEW think will be forthcoming within the next 4 or 5 years from the Congress?

Mr. COSTON. I don't think we are prepared to go beyond the first year of the program, Mr. Macdonald.

Mr. MACDONALD. Don't you think that is a very basic question about how much is going to be spent and how it is going to be spent and by whom and in what States? I see you nodding, but I don't have any answer.

Secretary GARDNER. I think we assume that the willingness of Congress to appropriate funds for this portion of the act which does have

a pretty stable record over the past years will continue. In other words, we are assuming that Congress will continue to take a favorable attitude toward this program which has really pleased just about everyone.

Mr. MACDONALD. I promised to yield to the chairman, and obviously I am going to. I would like to say that I am all for the program as a program, but it seems to me that for the last some years we have had programs which had good ideas; yet when you come down to saying A, B, C, and D shall be done, everyone is scurrying around trying to find out what the A, B, C, and D is, and if I were charged with the duty of being titular head of this, I would like to know, if I were sitting down there, how much you were going to be called on to spend and where you were going to be called on to spend, and by whom.

Now I yield.

Secretary GARDNER. Mr. Macdonald, that is the one thing that people sitting down here aren't given the privilege of knowing.

Mr. MACDONALD. By that I mean how much you would like to ask that the people here in the Congress give you. You might be given nothing. I agree, but I would think that being against educational TV would be much like being against motherhood or the flag or sin, and therefore I can't see that people will just say, "No, this is a terrible program."

On the other hand, I think more people in the Congress are saying, "This is a good program, but how is it going to work?"

Secretary GARDNER. I will tell you what we could do. We could supply for you for the record our projections of what is needed over the years ahead, because these projections are readily available, and we have worked them out in considerable detail, and it may be useful.

Mr. MACDONALD. Do you have the projections?

I am sorry, Mr. Chairman.

Secretary GARDNER. We don't have them available.

The CHAIRMAN. I thank Mr. Macdonald for yielding.

I might say that I should perhaps have said, Mr. Secretary, that we will, I am sure, before you get away from here, ask you for the projections for the next 2 years after this, and in all probability—and I am only talking from past experience—you will be asked not only to give the projections for the next 2 years, but that this authorization will probably be cut down to a 3-year authorization, which we have been ordinarily doing in this committee so that the next Congress can take a look at it to see how it is going, and go ahead.

We would like to have supplied for the committee and for our consideration the projections over the next 2 years after the first year.

Secretary GARDNER. Good.

(The following material was received by the committee:)

THREE YEAR COST PROJECTIONS FOR H.R. 6736

TITLE I—CONSTRUCTION GRANTS

The $10.5 million authorization for matching construction grants provided in H.R. 6736 for Fiscal 1968, will sustain a level of assistance in activating and improving educational broadcasting facilities which is slightly higher than FY 1967 when $8.7 was granted.

Currently pending are 42 applications for new stations and 23 for expansion of facilities. This totals approximately $17 million in requests, based on the proposed 75% matching formula.

It is expected that FY 1969 will show a substantial backlog. Furthermore, planning for noncommercial radio, which is contemplated this year, will begin to generate a considerable number of projects in FY 1969. Even greater expansion is anticipated in FY 1970, both in television and radio. Therefore, DHEW suggests total authorization ceilings under Title I as follows:

3-YEAR PROJECTION, H.R. 6736—TITLE I

Estimated Federal support for construction of noncommercial broadcasting stations

	Millions
Fiscal year 1968	$10.5
Fiscal year 1969	25.0
Fiscal year 1970	30.5
Total	66.0

Staff projections of educational broadcasting facilities indicate that the $10.5 million requested for FY 1968 could result in the activation of 27 black-and-white equipped television stations or a proportionally smaller number of color equipped stations. Actually there will also be some expansion projects, although priority will be given to the activation of channels and increased ETV coverage.

In seeking to project future requirements under Title I, DHEW staff, using current State and local plans, established three levels of national development; each reflecting a different degree of ETV coverage within States:

Minimum—Model 1, 291 stations, Coverage of at least 50% in each State.

Moderate—Model 2, 393 stations, Coverage of at least 75% in each State.

Comprehensive—Model 3, 506 stations, Coverage of at least 95% in each State.

(NOTE.—The percentages above represent a coverage *floor* in *each State*. It assumes that coverage in most States will be higher than that floor. The percentage of coverage in each *State* is in contrast to a *national* coverage percentage. A *national* coverage of 80% of the population, for example, probably would exclude a sizeable number of States from participation in ETV broadcasting whereas a percentage of coverage by State would represent some coverage in every State.)

These facilities projections are developed fully State by State in the attachment headed "Projections of Facilities Costs for Educational Television Stations and Educational Radio Stations."

The $10.5 million level for station construction in 1968 included in H.R. 6736 approximates Model 1, using the lowest annual rate of station activation. If maintained it would provide opportunity for service by 1972 at the level of 50% of the population or better in each State. To achieve the comprehensive plan—95% coverage in the States embodied in Model 3 above—would require over 15 years of Federal funding at the 1968 level.

The following chart (fig. 1) indicates the progress which would be possible under the three rates of activation.

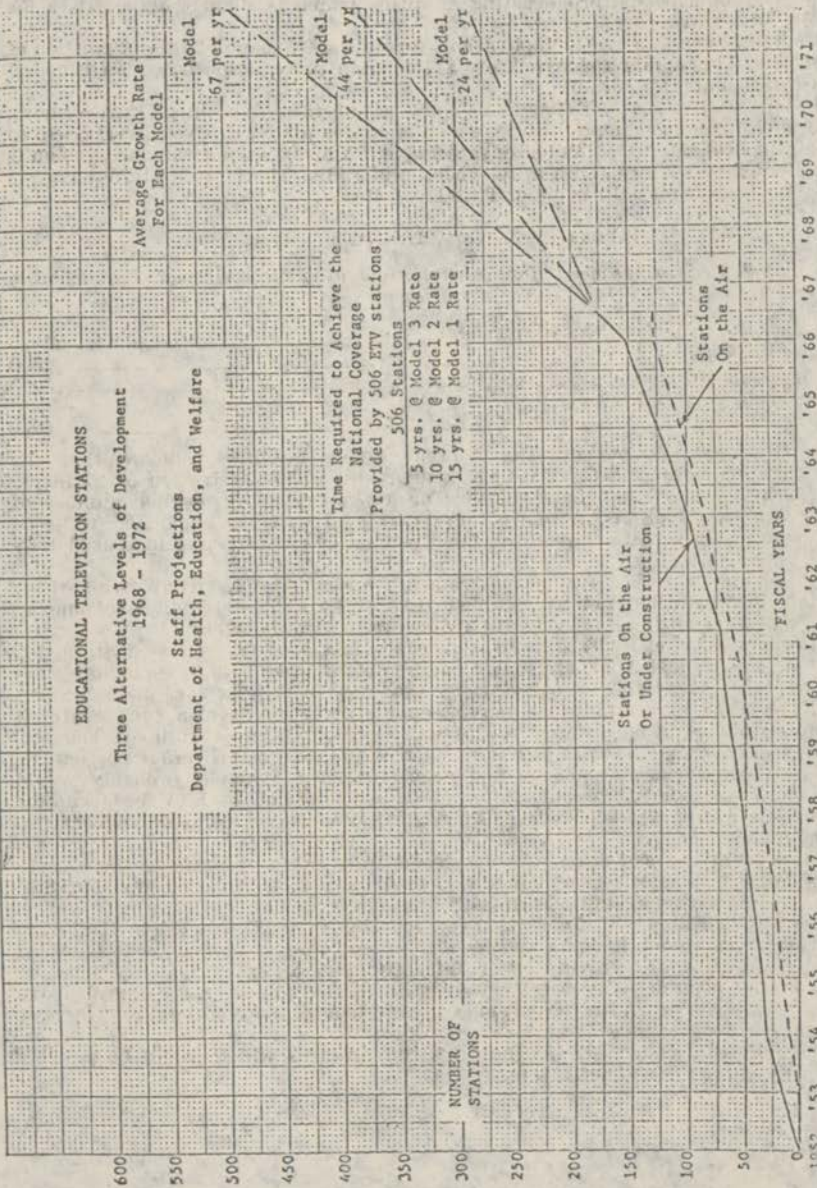

EDUCATIONAL TELEVISION STATIONS
Three Alternative Levels of Development
1968 - 1972
Staff Projections
Department of Health, Education, and Welfare
Average Growth Rate
For Each Model
Model
67 per yr
Model
44 per yr
Model
24 per yr
Time Required to Achieve the
National Coverage
Provided by 506 ETV stations
506 Stations
5 yrs. @ Model 3 Rate
10 yrs. @ Model 2 Rate
15 yrs. @ Model 1 Rate
NUMBER OF STATIONS
Stations On the Air
Or Under Construction
Stations
On the Air
FISCAL YEARS
1952 '53 '54 '55 '56 '57 '58 '59 '60 '61 '62 '63 '64 '65 '66 '67 '68 '69 '70 '71
0 50 100 150 200 250 300 350 400 450 500 550 600

FIGURE 1.

The Corporation for Public Television will not be operated by DHEW and cost projections should be considered as tentative pending the organization of the Corporate board and determination by the directors of policy and operational procedures.

The $9 million authorization requested in this bill will permit the establishment of the Corporation, recruitment of staff and the initiation through grants of selected operational activities as set forth in H.R. 6736, Subpart B, Section 396(g)(2).

DHEW, in keeping with its policy of noninterference in the operations of educational stations, has not conducted extensive investigations of operating costs. Nor has the Federal Communications Commission required educational broadcasters to make financial reports, as it does in the case of commercial broadcasters.

There have been several conferences on the financing of ETV, funded under Title VII of the National Defense Education Act. A conference in 1962 was supported at Brandeis University, Morse School of Communications, conferences in 1965 and 1967 were directed by the National Association of Educational Broadcasters. However, the most comprehensive recent estimates are found in the Carnegie Commission report, funded by the Carnegie Corporation. These are believed to be adequate for initial planning, pending actual establishment of the Public Corporation. At that time the Board of Directors will draw up their own plans free from influence by any agency of Government.

President Johnson has suggested that the Corporation receive a $9 million appropriation for the Fiscal Year 1968. In the meantime, proposals for permanent financing will be evaluated and an appropriate solution for long range financing will be recommended by the President to the Congress for consideration next year. At that time the operational plans of the Corporation also should be available.

The Corporation for Public Television, authorized in H.R. 6736, was first proposed by the Carnegie Commission on Education Television in January 1967. Commission projections of expenditures in the first three years are reported below and may be examined in greater detail on page 161 of the Carnegie Commission Report, *Public TV—A Program for Action*. These costs are of two kinds: (1) operating costs including programing, and (2) capital costs to assist selected program producing organizations with better technical capabilities.

Corporation operating cost requirements (proposed by Carnegie Commission)

[In millions]

	1966 actual	1968 estimated	Average, 1968–71
National programs	$5	$10	$20
Local program support		10	11
Interstate interconnection	[1] 1	5	7
Nonbroadcast activities	[1] 1	3	7
Total	7	28	45

[1] 1966 data apply to NET (National Educational Television) and are listed here as a base.

Corporation capital costs (proposed by the Carnegie Commission)

[In millions]

	1966 actual	1968 estimated	Average, 1968–71
As a part of programs			$1
Directly		$12	10
Total		12	11

The Carnegie Commission also recommended that DHEW assist in the support of the operations of local stations. The magnitude of this expenditure, over and above any Federal funds for facilities was estimated as follows:

Station operating assistance grants (proposed by Carnegie Commission)

[In millions]

	1966	1968	Average, 1968-71
HEW		$6	$31

The Corporation authorized in Title II of H.R. 6736 differs from the recommendations of the Carnegie Corporation on ETV for a similar corporation in at least three significant respects.

(1) The responsibility for station operating grants is assigned to the Corporation rather than to DHEW.

(2) The Corporation will have no authority to grant capital funds.

(3) The proposed $9 million authorization for the first year of corporate activities is less than the $40 million recommended by Carnegie.

Bringing all of these factors together, the 3-year projections for the proposed Corporation as described in Title II of H.R. 6736 are given below. The breakdown of the $9 million is arbitrary and should not be considered to bind the Corporation. In fact, all estimates are tentative pending the activation of the Corporation when final decisions can be made by the Corporation board.

3-year projection H.R. 6736, title II

[In millions]

	Fiscal year 1968	Fiscal year 1969	Fiscal year 1970
Corporation operating expenses:			
Programing	$3.5	$22.0	$35.0
Interstate interconnection	2.0	5.0	7.0
Station assistance grants	3.0	10.0	31.0
Other	.5	3.0	7.0
Total	9.0	40.0	80.0

TITLE III—ITV STUDY

H.R. 6736 authorizes $500,000 to conduct a thorough study of Instructional Television. No additional authorization is contemplated at this time. Until this study is completed recommendations for Federal project support in the field of Instructional Television cannot be made.

PROJECTIONS OF FACILITIES FOR EDUCATIONAL TELEVISION STATIONS AND EDUCATIONAL RADIO STATIONS

I. Projected Development of Educational Television: Explanation of Method.

II. Summary of Present and Proposed ETV Channel Activation, by State.

III. Channel Activation Patterns Upon Which Models (1), (2), and (3) are Based, by State.

IV. Cost Summary of ETV Models (1), (2), and (3).

V. Comparison of Model costs (chart):

Carnegie Commission Proposal.

National Association of Educational Broadcasters Projection.

Department of Health, Education, and Welfare Estimates.

VI. Projection of Educational FM Radio Coverage Plans and Construction Costs.

I. PROJECTED DEVELOPMENT OF EDUCATIONAL TELEVISION EXPLANATION OF METHOD

Approach taken

In projecting ETV development various sources of information are available and were used. For most states, engineering studies or preliminary plans have been made; these reflect the particular problems encountered in the several states and the individuality of approach in solving them. For example, some states prefer a minimum number of high power, strategically located stations; other states prefer many stations each closely identified with a particular city, even though it may be more costly to do so.

Inquiries were made of ETV authorities (usually the official state ETV agency) as to present planning and desired development of ETV in their state during the next five years. Since development obviously depends upon funds available and therefore is difficult to predict, in many instances the projected growth of ETV was necessarily hypothetical. On the other hand, it did indicate what local ETV authorities had in mind as a desirable ETV service for their state when financing could be arranged.

Each state was considered under three categories; Model 1, a minimum plan; Model 2, a moderate plan; and Model 3, a comprehensive plan.

Model 1 includes, in addition to existing stations, those cities which have applications pending; if these existing and proposed stations would not provide coverage of major population centers, stations were added for such locations. Usually at least 50 percent of the population of each state would be served under this plan.

Model 2 includes the additional stations considered necessary to provide more general incomplete ETV coverage of the State. Stations built in accordance with this plan would normally serve 75 percent or more of the state's population.

Model 3 adds sufficient stations to provide, with few exceptions, essentially complete state coverage. The goal was 95% of the population; usually at least 95% was covered, and quite often 98% to 100%.[1]

In developing these plans, the priority of station locations within each state usually followed the priorities (if determined) in current statewide ETV planning. However, in some states plans have not been developed for statewide coverage; in other states where such plans have been prepared, they often find it necessary or desirable to revise them. Accordingly, the station priorities indicated by Models 1, 2, and 3 are more often than not, likely to be changed.

Cost estimate detail

In this study, a repeater station is considered to be one that has no camera equipment for live programing, and is normally interconnected with associated stations by microwave (leased or privately owned), by off-the-air pickup and rebroadcast, or by a combination of the two methods. Alternately, a repeater station may be isolated and furnish all of its programing on a delayed basis by film or videotape. Apart from its lack of program production facilities, a repeater station (sometimes referred to as a "satellite") is equipped with normal transmission equipment and must comply with minimum power requirements and other rules of the FCC.

A low cost form of a repeater station, termed a translator, is often used to extend TV service to small areas beyond the reach of regular or repeater stations. Translators, using low power and usually costing from $10,000 to $20,000 installed, pick up TV signals at points of good reception and rebroadcast (on a different channel) into shadowed areas that have little or no direct reception. Sometimes translators are used as an interim measure until regular repeater stations can be built.

In making projections of ETV service, many assumptions must be made. Thus TV coverage depends not only upon the transmitter power, together with the type of antenna and its height above the surrounding terrain, but also upon the channel employed, the terrain between the station and the receiving area, interfering stations, and other factors. Also, it is very costly and hence often im-

[1] It should be noted that the 50% and 75% population figures for Models 1 and 2 respectively apply mainly to states having no or few ETV stations. A number of states now have essentially full population coverage or will have by stations under construction, and other states have or will have good coverage. The national total population coverage by presently authorized stations is about 80%, and the estimated national coverage figures for Models 1, 2, and 3 are respectively 90%, 95%, and 98%.

practical to establish stations to serve sparsely populated areas; frequently a better approach in such cases is to use translators to serve isolated communities. For this reason many of the Western states will have fewer stations (both commercial and noncommercial educational) than their smaller Eastern counterparts, but will use more translators. From inquiries made and a review of the matter, it appears that at least 80 translators are now used in extending ETV service and that an additional 350 or more are presently planned or are needed, including those to be used with upcoming as well as with existing stations.

Plans being made indicate that separate studios are desired in 14 states, particularly as production centers for statewide ETV networks. Accordingly, these have been included in the three plans with priority believed appropriate on the basis of available information.

Thirteen cities now have second educational television stations on the air or under construction. In the course of this study, it was found that planning for second stations is developing in an additional 16 cities. These proposed stations have been included in the totals of new stations, nearly all of them under the Model 3 plan because of low priority given them in state planning.

Interconnection

Under P.L. 87–447, ETV grantees may use up to 15 percent of the Federal funds for interconnection apparatus, not only microwave equipment but also for translators when used for connecting stations. Microwave channels are available under FCC rules for privately owned systems as well as for common carrier systems, and ETV licensees choose one method or the other depending upon cost, technical or operational requirements, and other factors. Some of the grants made, particularly for repeater stations, have included amounts for microwave equipment for the station or the state network. However, the amount of assistance requested under P.L. 87–447 for interconnection equipment has been small. The cost of such interconnection facilities is not included in these estimates.

Color TV equipment

During the early part of the program of matching grants under P.L. 87–447, little equipment for color ETV transmission was proposed. During the past year, however, one grant for a new station and nine grants for existing stations have included color TV equipment in their projects. Generally the stations propose equipment for programs color-recorded on tape or film, and usually they do not provide for color cameras for live programming. With the rapid growth of color in the television industry, and for the many areas in ETV where color is desirable (if not a necessity), it is obviously important that the ETV service develop a greater color ETV capability in the near future.

One method by which this could be done would be to establish one (or more) color TV studios or production centers in each state. Such a system should work out well in states having networks in being or planned, particularly under common ownership or control. It would be difficult, however, in states having independently operated stations, in that multiple studios would undoubtedly be proposed with attendant unfair distribution of Federal funds. Also, various administrative problems appear certain, such as determining the eligibility of equipment used for both color and black and white transmission. Nevertheless, a review suggests that one color TV studio may be adequate (at least at this time) for about 40 states with two for each of the remainder. At an assumed cost of $600,000 each, which includes cameras and other equipment for black and white programming as well, the total (unmatched) cost would be approximately $36,000,000.

Alternatively, it is suggested that color TV be handled in the future as it is being done now; that is, on an individual application basis. Some stations are at least partially equipped for color programming, and they can be completed under expansion or improvement applications. It is not known how many of the applications in the next five years for new stations, for expansions, or for separate studios will provide for color programming. It seems certain, however, that most will include some provision for color.

In projecting costs for Models 1, 2, and 3 include color (beyond the limited percentage to date), estimates have been made for all projected stations on three basis: (1) no color equipped stations; (2) half of the stations color equipped; and (3) all of the stations color equipped. By this term is meant that complete

stations (or separate studios) will have cameras, tape and film equipment for both color and black and white programming, and that repeater stations will not have any cameras for live programming but will have some equipment for programs on film or tape. Repeater stations often have no equipment at all for local programming; some have film equipment for emergency programming, in black and white; infrequently, some are equipped for taped programs, again in black and white.

If repeater stations are used in the normal fashion without local program origination, little extra cost is involved for color transmission. Television transmitters now manufactured do not require modification to carry color programs, and the additional cost of monitoring and other equipment for relaying color transmissions is a minor part of the overal repeater cost. The average total cost during the past year of 11 new repeater stations was $325,000, and a figure of $400,000 has been used in projecting future costs. This assumes some tape and film equipment for black and white programming; in many repeaters this will not be used but, in some others, it is probable that color-capable tape and film equipment will be installed with a total cost considerably above $400,000.

In estimating the probable total cost of the facilities projected in Models 1, 2, and 3, the HEW applications granted under P.L. 87-447 during the past year (October 1965 through September 1966) were reviewed. The average total costs (without matching) of the projects in these applications were as follows in round numbers:

Average of the 13 complete stations [1]	$553,000
Average of 12 (of the 13) complete stations, omitting the 1 with color equipment	518,000
Average of the 11 repeater stations	325,000
Average of the 22 expansions and improvements	372,000
Average of 9 (of the 22) expansions and improvements that included color equipment	463,000

[1] Excludes 1 atypical station; its application was later amended.

The projected costs (without matching) for the facilities given in Models 1, 2, 3 were based on the following estimates:

Complete station, equipped for black and white program production	$500,000
Complete station, equipped for color and black and white program production	900,000
Repeater stations (all)	400,000
Expansions and improvements (all)	500,000
Separate studio, equipped for black and white program production	200,000
Separate studio, equipped for color and black and white program production	600,000

The projected cost of $500,000 for complete stations equipped for black and white program production is less than the average total cost of $518,000 shown above. However, excluding two of the projects that were much larger than usual, the average total was $423,000. Under the circumstances and considering that some unusual applications will continue to be filed, it is believed that $500,000 is an appropriate figure.

Little experience is available on which to base estimates of complete ETV stations equipped for both color and black and white program production. The one such application approved during the year was for a project totaling $976,000, but it cannot be considered typical. It appears that the average additional cost of color cameras and other equipment should be about $350,000, depending of course on the amount and type of equipment chosen. Since the trend of color equipment complexity and costs will probably continue upward, however, the figure of $400,000 is used.

The projected cost of repeater stations has been increased from the past $325,000 to $400,000, as described previously.

The assumed cost of station expansions or improvements has been increased from the figure of $372,000 for all such applications granted during the past year, or $463,000 for those including color equipment, to $500,000 on the basis that many of the future applications in this category will be for color equipment and that the average cost will further increase.

The projected figure of $200,000 for a separate studio equipped for black and white program production reflects the cost of equipment in typical, not elaborate studios, and the additional cost of $400,000 used for color cameras and other equipment is the same as that indicated above for complete stations.

At some time in the future it may be expected that all, or essentially all, programming over ETV stations will be in color, and accordingly it would not be necessary to purchase equipment that it is useful only for black and white programming. While prediction is difficult, it seems likely that black and white equipment will be needed at least over the next few years. If not, additional color equipment presumably will be needed that will cost the stations more than the projected cost of black and white equipment.

The ETV Facilities Act, P.L. 87–447, does not provide funds for studio or transmitter buildings or for necessary land. A large majority of existing stations have studios located in building space previously used for other purposes, such as gymnasiums, storerooms, and the like. Under the conditions existing in many ETV studios, the production of high quality programs is difficult.

In the event that consideration should be given to providing funds for land and buildings, estimates have been made of expected costs. Relatively few studio buildings have so far been built expressly for ETV stations, but it appears that the average cost of such buildings (and land) of modest size is about $250,000. Several ETV stations, however, have studio buildings costing much more, in the range of $500,000 to $1,000,000. Also, two ETV studio buildings now being planned of practical but not elaborate size and construction are expected to cost about $600,000 each. While only a limited amount of experience and data is available, it appears that a figure of $400,000 is reasonable to use for studio building and land costs.

As to transmitter buildings and land, data available indicates that the average cost for typical stations is about $30,000. Accordingly, this figure has been used for the estimates.

II. Summary of present and proposed educational television channel activation

[C—Complete station; E—Expansion or improvement; R—Repeater station; S—Separate studio]

State	Existing facilities (Jan. 31, 1967)			Additional facilities over next 5 years													
				Model 1 minimum plan					Model 2 moderate plan					Model 3 comprehensive plan				
	On the air	Under construction	Total channels in use	C	R	E	S	Total channels in use and required	C	R	E	S	Total channels in use and required	C	R	E	S	Total channels in use and required
Alabama	6	1	7	0	2	4	1	9	0	2	4	2	9	1	2	4	3	10
Alaska	0	0	0	2	0	1	0	2	2	1	2	0	3	2	2	2	0	4
Arizona	2	0	2	0	1	0	0	3	0	2	1	0	4	0	4	1	1	6
Arkansas	1	0	1	0	2	0	0	3	0	3	1	0	4	0	4	1	0	5
California	7	0	7	5	0	5	1	12	11	0	6	1	18	16	0	7	0	23
Colorado	1	0	1	2	1	1	0	4	2	1	3	0	6	3	6	1	0	10
Connecticut	1	1	2	1	1	1	0	3	1	1	2	0	4	1	1	3	0	4
Delaware	1	0	1	1	0	1	0	2	1	1	1	0	3	1	1	1	0	3
District of Columbia	1	1	2	0	0	1	0	2	0	1	1	0	2	0	0	2	1	3
Florida	8	1	9	1	0	3	0	10	4	0	6	0	13	5	1	9	0	15
Georgia	8	3	11	0	1	1	1	12	0	1	2	1	12	1	1	2	1	13
Hawaii	2	0	2	0	1	1	0	3	0	1	1	0	3	0	1	1	0	3
Idaho	1	0	1	2	0	1	0	4	2	1	2	0	5	2	0	3	0	6
Illinois	4	1	5	0	3	1	0	8	0	5	6	2	11	0	10	3	3	15
Indiana	0	3	3	0	4	0	1	7	5	1	2	1	10	6	3	3	1	12
Iowa	1	0	1	1	4	1	1	6	1	9	1	1	11	1	13	1	1	15
Kansas	1	0	1	0	3	1	1	4	1	6	1	1	8	1	10	1	1	12
Kentucky	1	12	13	0	0	1	0	13	0	0	2	0	13	0	0	1	0	13
Louisiana	1	0	1	0	0	1	0	3	2	2	1	0	5	3	4	1	0	8
Maine	4	0	4	1	0	1	0	5	1	2	2	0	5	1	1	2	0	6
Maryland	0	0	0	2	0	0	0	2	2	2	1	0	4	2	5	0	0	7
Massachusetts	1	1	2	1	0	0	0	3	1	2	0	0	4	2	2	0	0	6
Michigan	3	1	4	3	0	0	0	7	5	1	2	0	11	6	5	4	0	15
Minnesota	4	0	4	0	4	0	0	8	0	6	2	0	10	0	8	3	2	12
Mississippi	0	1	1	0	2	0	0	3	0	5	1	0	6	0	8	1	0	9
Missouri	2	0	2	2	3	2	1	7	2	8	2	0	12	2	13	2	1	17
Montana	0	0	0	3	3	0	0	6	3	4	2	0	7	3	6	3	1	9
Nebraska	5	0	5	0	2	1	0	7	0	3	2	0	8	0	4	2	0	9
Nevada	0	0	0	2	0	0	0	2	0	2	0	0	3	2	3	0	0	5
New Hampshire	1	4	5	0	0	0	0	4	3	0	1	0	4	3	0	1	1	5
New Jersey	1	0	1	3	0	0	0	4	3	0	0	1	4	3	0	1	1	5

II. Summary of present and proposed educational television channel activation—Continued

[C—Complete station; E—Expansion or improvement; R—Repeater station; S—Separate studio]

State	Existing facilities (Jan. 31, 1967)			Additional facilities over next 5 years														
				Model 1 minimum plan					Model 2 moderate plan					Model 3 comprehensive plan				
	On the air	Under construction	Total channels in use	C	R	E	S	Total channels in use and required	C	R	E	S	Total channels in use and required	C	R	E	S	Total channels in use and required
New Mexico	1	1	2	0	1	2	0	3	0	3	2	0	5	0	5	2	0	7
New York	4	1	5	4	1	2	0	10	7	4	3	0	16	9	8	5	0	22
North Carolina	3	2	5	0	3	0	0	8	0	5	2	0	10	1	6	2	0	12
North Dakota	1	0	1	1	1	1	0	3	1	3	1	0	5	1	6	1	0	8
Ohio	8	0	8	2	3	2	0	13	2	8	6	0	18	3	12	8	0	23
Oklahoma	3	0	3	0	2	0	0	5	0	4	2	0	7	0	7	2	0	10
Oregon	2	0	2	1	3	0	0	6	1	8	1	0	11	1	12	2	0	15
Pennsylvania	7	1	8	1	0	0	0	9	1	1	5	0	10	1	2	5	0	11
Rhode Island	0	0	0	1	0	0	0	1	1	0	1	0	1	1	0	1	0	1
South Carolina	3	0	3	0	2	0	0	5	0	2	1	0	5	0	2	1	0	5
South Dakota	1	1	2	1	0	1	0	3	1	1	2	0	4	1	3	1	0	6
Tennessee	2	3	5	0	1	2	0	6	1	1	2	0	7	1	3	2	0	9
Texas	5	0	5	0	5	3	0	10	0	9	4	0	14	2	13	5	0	20
Utah	5	0	5	0	1	1	0	6	0	3	4	0	8	0	4	4	0	9
Vermont	0	4	4	0	0	1	0	4	0	0	1	0	4	0	0	1	0	4
Virginia	3	1	4	2	0	1	0	6	2	3	1	0	9	2	6	1	0	12
Washington	5	1	6	1	3	3	0	10	1	6	5	0	13	1	8	5	0	15
West Virginia	0	1	1	1	2	0	0	4	2	4	1	0	7	3	5	1	0	9
Wisconsin	3	0	3	0	2	0	0	5	1	3	2	1	7	1	5	2	1	9
Wyoming	0	0	0	2	0	0	0	2	2	2	0	0	4	2	7	0	0	9
Puerto Rico	2	0	2	1	0	1	0	3	1	2	2	0	5	2	2	2	0	6
Total	126	46	172	55	64	48	9	291	75	146	96	15	393	96	238	119	20	506
New stations required								119					221					334

III. PRESENT AND PROJECTED ETV CHANNEL ACTIVATION FOR THREE LEVELS OF DEVELOPMENT, BY STATE

(Prepared January 31, 1967)

Code: C—New complete stations.
R—Repeater stations.
E—Station expansions.
S—Separate studio facilties.
(a)—Application pending.
(b)—Station operating on an unreserved channel.
(c)—An unreserved channel is available for education use.

The state-by-state analysis that follows is based on existing state engineering studies and consultation with state ETV authorities.

The models and priorities in no way are intended to affect local ETV planning; they are intended rather to reflect such local planning. They were developed only to provide a basis for national cost estimates under the three models in order to assist dicussions of policy.

Changes will no doubt be made in state plans as further consideration is given to facilities needs and their most desirable location. Such changes, while altering specific details of state plans, will not in all probability affect the total needs of the state as estimated here.

The attached table shows existing educational television facilities in each state, together with the additional facilities projected under Models 1, 2, and 3. The channels listed are those reserved for each state, with exceptions noted.

ALABAMA

City	CH	Existing facilities (September 1965)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Birmingham	10	X		E(a)	E(a)	E(a)
Dozier	2	X				
Huntsville	25	X		E(a)	E(a), S	E(a), S
Mobile	42	X		E(a)	E(a)	E(a), S
Montgomery	26	X		E(a), S	E(a), S	E(a), S
Munford	7	X				
Florence	36		X			
Louisville	43			R(a)	R(a)	R(a)
Demopolis	41			R(a)	R(a)	R(a)
Birmingham (2d ch)	62					C
Dothan	39					
Mobile (2d ch)	31					
Munford (2d ch)	16					
Tuscaloosa	39					
Channels in use and required		6	7	9	9	10

ALASKA

Anchorage	7			C	C, E	C, E
Fairbanks	9			C	C, E	C, E
Juneau	3				R	R
Ketchikan	9					R
Channels in use and required		0	0	2	3	4

ARKANSAS

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Little Rock	2	X			E	E
Fayetteville	13			R	R	R
Jonesboro	19			R	R	R
Arkadelphia	9				R	R
El Dorado	30					R
Harrison	14					
Fort Smith	(C)					
Hot Springs	20					
Monticello	(C)					
Batesville	17					
Little Rock (2d ch)	29					
Russellville	28					R
Mountain View (In Stone County, north of Little Rock and west of Jonesboro)	(C)					
Channels in use and required		1	1	3	4	5

ARIZONA

Phoenix	8	X				
Tucson	6	X		E(a)	E(a)	E(a)
Yuma	16			R	R	R
Flagstaff	16				R	R
Douglas	28					R
Safford	23					R
Ajo	23					
Globe	14					
Holbrook	18					
Kingman	14					
McNary	22					
Nogales	16					
Page	17					
Parker	17					
Phoenix (2d ch)	39					
Prescott	19					
Tucson (2d ch)	27					
Channels in use and required		2	2	3	4	6

CALIFORNIA

Los Angeles	28	X		S, E	S, E	S, E
Redding	9	X		E	E	E
Sacramento	6	X		E	E	E
San Bernardino	24	X		E	E	E
San Francisco	9	X			E	E
San Jose	54	X				E
San Mateo	14	X				
Fresno	18			C(a)	C(a)	C(a)
San Diego	15			C(a)	C(a)	C(a)
Santa Barbara	20			C(a)	C(a	C(a)
Bakersfield	39			C	C	C
Eureka	13(b)			C	C	C
Indio	19				C	C
Modesto	23				C	C
Santa Rosa	62				C	C
San Luis Obispo	15				C	C
Brawley	26				C	C
Salinas	56					C
Chico	18					C
Los Angeles (2d ch)	58					C
San Francisco (2d ch)	60					C
San Diego (2d ch)	(C)					
Sacramento (2d ch) (plus 35 proposed translators to serve many smaller cities on other reserved and unreserved channels)	(C)					C
Channels in use and required		7	7	12	18	23

COLORADO

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Denver	6	X		E(a)	E(a)	E(a)
Pueblo	8			C(a)	C(a)	C(a)
Boulder	12			C	C	C
Glenwood Springs	19			R	R	R
Gunnison	17				R	R
Grand Junction	18				R	R
Durango	20					R
Sterling	18					R
La Junta	22					R
Denver (2d ch)	41					C
Alamosa	16					
Craig	16					
Lamar	14					
Leadville	15					
Montrose	22					
Salida	23					
Trinidad	24					
Channels in use and required		1	1	4	6	10

CONNECTICUT

Hartford	24	X		E	E	E
Norwich	53		X			E
Bridgeport	49			R(a)	R(a), E	R(a), E
New Haven	65				C	C
Channels in use and required		1	2	2	4	4

DELAWARE

Wilmington	12(b)	X		E	E	E
Dover	34			C	C	C
Seaford	22				R	R
Channels in use and required		1	1	2	3	3

DISTRICT OF COLUMBIA

Washington	26	X		E	E	E
Washington (2d ch)	32			C	C, S	C, E, S
Channels in use and required		1		2	2	2

FLORIDA

Gainsville	5	X		E	E	E
Jackson	7	X		E	E	E
Miami	2	X		E	E	E
Miami (2d ch)	17	X			E	E
Orlando	24	X			E	E
Tallahassee	11	X			E	E
Tampa	3	X				E
Tampa (2d ch)	16	X				E
Pensacola	23		X			E
Boca Raton	14			C	C	C
Fort Myers	30				C	C
West Palm Beach	42				C	C
Fort Pierce	21				C	C
Cocoa	18					C
Marianna	16					R
Channels in use and required		8	9	10	13	15

GEORGIA

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Athens	8	X			E	E
Atlanta	30	X		E	E	E
Columbus	28	X				
Savannah	9	X				
Waycross	8	X				
Wrens	20	X				
Chatsworth	18	X				
Cochran	15		X			
Dawson	25		X			
Pelham	14	X				
Ashburn	23		X			
Atlanta (2d ch)	57			S	S	S, C
Draketown	27			R	R	R
Macon	47					
Valdosta	33					
Vidalia	18					
Warm Springs	22					
Channels in use and required		8	11	12	12	13

HAWAII

Honolulu	11	X		E(a)	E(a)	E(a)
Wailuku	10	X				
Hilo	4			R	R	R
Lihue	8					
Channels in use and required		2	2	3	3	3

IDAHO

Moscow	12	X			E	E
Pocatello	10(b)			C(a)	C(a)	C(a)
Boise	4			C	C	C
Filer (Twin Falls)	19			R	R	R
Coeur d'Alene	26				R	R
Idaho Falls	33					R
Burley	17					
Grangeville	15					
Preston	28					
Pocatello (see above)	25					
Sandpoint	16					
Weiser	17					
Channels in use and required		1	1	4	5	6

ILLINOIS

Carbondale	8	X		E	E	E
Chicago	11	X				E
Chicago (2d ch)	20	X				
Urbana-Champaign	12	X			E	E
Olney	16		X			
Kankakee	54			R	R	R
Springfield	65			R	R	R
De Kalb	48			R	R	R
Streator	64				R	R
Peoria	59				R	R
Freeport	65				R	R
Macomb	22					R
Moline	24					R
Quincy	27					R
Edwardsville	18					
Vandalia	21					
Channels in use and required		4	5	8	11	15

INDIANA

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Vincennes	22		X			E
Indianapolis	20			C(a)	C(a)	C(a), E, S
St. John (Gary)	50		X		E	E
Bloomington	30		X			
South Bend	34			C	C	C
Fort Wayne	39			C	C	C
Evansville	9			C	C	C
Lafayette	24				C	C
Muncie	61				R	R
Terre Haute	26				R	R
Madison	60					R
Indianapolis (2d ch)	69					C
Channels in use and required		0	3	7	10	12

IOWA

Des Moines	11	X		E,S	E,S	E,S
Iowa City	12			C	C	C
Corning	36(c)			R	R	R
Fort Dodge	31(c)			R	R	R
Mason City	24			R	R	R
Ottumwa	33			R	R	R
Sioux City	27				R	R
Spencer	25(c)				R	R
Waterloo	32				R	R
Council Bluffs	32				R	R
Burlington	58				R	R
Dubuque	29					R
Davenport	36					R
Decoran	14					R
Denison	44(c)					R
Channels in use and required		1	1	6	11	15

KANSAS

Topeka	11	X		E(a)	E(a)	E(a)
Wichita	15			S	S, R	S, R
Hutchinson	8			R(a)	R(a)	R(a)
Lincoln Center	9			R	R	R
Lakin	3			R	R	R
Chanute	30				R	R
Manhattan	21				C	C
Oakley	15				R	R
Dodge City	21					R
Phillipsburg	22					R
Columbus	34					R
Emporia	25					R
Hays	14					
Pratt	32					
Sedan	28					
Wichita (2d ch)	42					
Channels in use and required		1	1	4	8	12

KENTUCKY

Louisville	15	X		E	E	E
Lexington	46		X		E	E
Morehead	38		X			
Ashland	25		X			
Hazard	35		X			
Pikeville	22		X			
Somerset	29		X			
Elizabethtown	23		X			
Bowling Green	53		X			
Madisonville	35		X			
Murray	21		X			
Owenton	52		X			
Covington	54		X			
Louisville (2d ch)	68					
Channels in use and required		1	13	13	13	13

LOUISIANA

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
New Orleans	8	X		E	E	E
Baton Rouge	27			C	C	C
Shreveport	24			C	C	C
Monroe	13				C	R
Lafayette	24				R	R
Alexandria	41					R
Lake Charles	18					R
New Orleans (2d ch)	32					C
De Ridder	23					
Morgan City	14					
Natchitoches	23					
Taliulah	19					
Channels in use and required		1	1	3	5	8

MAINE

Augusta	10	X			E	E
Calais	13	X				
Orono	12	X		E	E	E
Presque Isle	10	X				
Portland	51			C	C	C
Kittery	34					R
Fort Kent	46					
Fryeburg	18					
Houlton	25					
Millinocket	44					
Rumford	43					
Channels in use and required		4	4	5	5	6

MARYLAND

Baltimore	67			C(a), S	C(a), S	C(a), S
Hagerstown	68			C	C	C
Salisbury	28				R	R
Cumberland	36				R	R
Waldorf	56					R
Frederick	62					R
College Park	(C)			S	S	S, R
Channels in use and required		0	0	2	4	7

MASSACHUSETTS

Boston	2	X				
Boston (2d ch)	44		X			
Springfield	57			C(a)	C(a)	C(a)
North Adams	35				R	R
New Bedford	47					R
Worcester	48					C
Channels in use and required		1	2	3	4	6

MICHIGAN

Detroit	56	X				E
East Lansing	10(b)	X				E
University Center	19	X				E
Mount Pleasant	14		X			E
Grand Rapids	35			C	C	C
Kalamazoo	52			C	C	C
Flint	31			C	C	C
Ann Arbor	58				C	C
Alpena	6				R	C
Marquette	19				C	R
Traverse City	(C)				R	R
East Lansing	69					C
Calumet	22					R
Port Huron	(C)					R
Sault Ste. Marie	32					R
Channels in use and required		3	4	7	11	15

MINNESOTA

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Appleton	10	X				
Duluth	8	X			E	E
Minneapolis-St. Paul	2	X			E	E
Minneapolis-St. Paul (2d ch)	17	X				E
Bemidji	9			R	R	R
Rochester	(c)			R	R	R
Mankato	26			R	R, S	R, S
St. Cloud	25			R	R, S	R, S
Hibbing	18				R	R
Slayton	(c)				R	R
Detroit Lakes	(c)					R
Thief River Falls	(c)					R
Alexandria	24					
Austin	15					
Brainerd	22					
Channels in use and required		4	4	8	10	12

MISSISSIPPI

Jackson	29		X		E	E
Starkville (State College)	2			R	R	R
Hattiesburg	28			R	R	R
Biloxi	19				R	R
Cleveland	31				R	R
Senatobia	22				R	R
Booneville	18					R
Meridian	14					R
Bude	17					R
Columbia	34					
Greenwood	23					
Yazoo City	32					
Channels in use and required		0	1	3	6	9

MISSOURI

Kansas City	19	X		E(a)	E(a)	E(a)
St. Louis	9	X		E(a)	E(a)	E(a)
Columbia	(C)			C	C	C
Rolla	28			R	R	R
Springfield	21			R	R	R
Jefferson City	36			C, S	C, S	C, S
St. Joseph	(C)			R	R	R
Flat River	22				R	R
Cape Girardeau	39				R	R
Joplin	22				R	R
La Plata	21				R	R
Birch Tree	20				R	R
Poplar Bluff	26					R
Lowry City	15					R
Bowling Green	35					R
Carrollton	18					R
King City	28					R
Kansas City (2d ch)	68					
St. Louis (2d ch)	40					
Channels in use and required		2	2	7	12	17

MONTANA

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Missoula	11			C	C, E	C, E
Bozeman	9			C	C, E	C, E
Helena	15			R	R	R, S
Billings	11			C	C	C, E
Butte	7			R	R	R
Great Falls	32			R	R	R
Kalispell	29				R	R
Miles City	6					R
Havre	18					R
Cut Bank	14					
Dillon	14					
Glendive	16					
Wolf Point	17					
Channels in use and required		0	0	6	7	9

NEBRASKA

Lexington	3	X				
Lincoln	12	X			E	E
Omaha	26	X		E	E	E
Alliance	13	X				
North Platte	9	X				
Bassett	7			R(a)	R(a)	R(a)
Albion	21					
Hastings	(C)				R	R
Marion	(C)					R
Omaha (2d ch)	48					
Norfolk	16			R(a)	R(a)	R(a)
Channels in use and required		5	5	7	8	9

NEVADA

Las Vegas	10			C(a)	C(a)	C(a)
Reno	5			C	C	C
Elko	14				R	R
Ely	(C)					R
Winnemucca	15					R
Fallon	25					
Tonopah	17					
Yerington	16					
Channels in use and required		0	0	2	3	5

NEW HAMPSHIRE

Durham	11	X				E, S
Hanover	15		X			
Littleton	49		X			
Berlin	40		X			
Keene	52		X			
Channels in use and required		1	5	5	5	5

NEW JERSEY

Newark	13(b)	X			E	E
Glen Ridge	77			C	C	C
New Brunswick	19			C	C	C
Trenton	52			C	C	C
Atlantic City	18					R
Channels in use and required		1	1	4	4	5

NEW MEXICO

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Albuquerque	5	X	X	E	E	E
Portales	3			E	E	E
Hatch	12			R(a)	R(a)	R(a)
Gallup	8				R	R
Roswell	33				R	R
Farmington	15					R
Santa Fe	9					R
Alamogordo	18					
Albuquerque (2d ch)	32					
Carlsbad	15					
Clayton	17					
Deming	16					
Lovington	19					
Raton	18					
Silver City	10					
Channels in use and required		1	2	3	5	7

NEW YORK

Buffalo	17(b)	X		E	E	E
Rochester	21	X			E	E
Schenectady	17	X		E	E	E
Syracuse	24	X				E
New York City	25		X			E
Binghamton	46			C	C	C
Watertown	50			C	C	C
Utica	59			C	C	C
Levittown	21			C	C	C
Poughkeepsie	(C)			R	R	R
Ithaca	14				C	C
Corning	30				C	C
Jamestown	46				R	R
Plattsburg	57				C	C
Amsterdam	39				R	R
Patchogue	(C)					R
Massena	18					R
Glens Falls	58					R
Oneonta	42					R
Lake Placid	34					R
Buffalo (2d ch)	23					C
Schenectady (2d ch)	29					C
Channels in use and required		4	5	10	16	22

NORTH CAROLINA

Chapel Hill	4	X			E	E
Charlotte	42	X			E	E
Columbia	2	X				
Asheville	33		X			
Linville	17		X			
Concord	58			R(a)	R(a)	R(a)
Franklin	56			R	R	R
Wilmington	39			R	R	R
Winston-Salem	26				R	R
Greenville	25				R	R
Red Springs	(C)					R
Raleigh	34					C
High Point	32					
Channels in use and required		3	5	8	10	12

NORTH DAKOTA

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Fargo	13	X		E(a)	E(a)	E(a)
Grand Forks	2			C(a)	C(a)	C(a)
Bismarck	3			R	R	R
Minot	6				R	R
Dickinson	4				R	R
Devils Lake	22					R
Jamestown	23					R
Williston	15					R
Ellendale	19					
Channels in use and required		1	1	3	5	8

OHIO

Athens	20	X				E(a)
Bowling Green	70	X			E	E
Cincinnati	48	X			E(a)	E(a)
Cleveland	25	X			E(a)	E(a)
Columbus	34	X		E(a)	E(a)	E(a)
Newark	28	X			E(a)	E(a)
Oxford	14	X				E
Toledo	30	X		E(a)	E(a)	E(a)
Akron	49			C(a)	C(a)	C(a)
Dayton	45			C	C	C
Lima	57			R	R	R
Coshocton	(C)			R	R	R
Mansfield	31			R	R	R
Youngstown	58				R	R
Steubenville	62				R	R
Bryan	27				R	R
Hillsboro	24				R	R
Portsmouth	42				R	R
Woodsfield	44					R
Ashtabula	(C)					R
Sandusky	(C)					R
Springfield	66					R
Columbus (2d ch)	56					C
Channels in use and required		8	8	13	18	23

OREGON

Corvallis	7	X				E
Portland	10	X			E	E
Medford	8(b)			C(a)	C(a)	C(a)
Roseburg	(C)			R	R	R
Grants Pass	(C)			R	R	R
Klamath Falls	22			R	R	R
The Dalles	17				R	R
Pendleton	(C)				R	R
Astoria	21				R	R
Coos Bay	(C)				R	R
Bend	15				R	R
La Grande	16					R
Baker	(C)					R
Ontario	(C)					R
Burns	18					R
Channels in use and required		2	2	6	11	15

PENNSYLVANIA

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Allentown	39	X			E	E
Clearfield	5	X			E	E
Hershey	33	X			E	E
Philadelphia	35	X			E	E
Pittsburgh	13	X			E	E
Pittsburgh (2d ch)	16	X				
Scranton	44	X				
Erie	54		X			
Altoona	57			C	C	C
Wellsboro	(c)				R	R
Franklin	(c)					R
Johnstown	38					
Philadelphia (2d ch)	57					
State College	25					
Channels in use and required		7	8	9	10	11

RHODE ISLAND

Providence	36			C(a)	C(a), E	C(a), E
Channels in use and required		0	0	1	1	1

SOUTH CAROLINA

Charleston	7	X			E	E
Greenville	29	X				E
Columbia	35	X				
Allendale	14			R(a)	R(a)	R(a)
Florence	33			R(a)	R(a)	R(a)
Aiken	44					
Beaufort	16					
Conway	23					
Georgetown	41					
Greenwood	38					
Rock Hill	55					
Sumter	27					
Channels in use and required		3	3	5	5	5

SOUTH DAKOTA

Vermillion	2	X		E(a)	E(a)	E(a)
Brookings	8			C(a)	C(a)	C(a)
Rapid City	9		X			
Reliance	12(c)				R	R
Eagle Butte (Pierre)	10					R
Aberdeen	16					R
Seneca	2					
Sioux Falls	23					
Channels in use and required		1	2	3	4	6

TENNESSEE

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Memphis	10	X		E	E	E
Nashville	2	X		E	E	E
Lexington	11		X			
Chattanooga	45		X			
Sneedville	2		X			
Cookeville	22			R	R	R
Knoxville	43				C	C
Fayetteville	28					R
Dyer	(C)					R
Athens	24					
Crossville	20					
Jackson	32					
Johnson City	41					
Memphis (2d ch)	14					
Nashville (2d ch)	42					
Channels in use and required		2	5	6	7	9

TEXAS

Dallas	13	X		E	E	E
Houston	8	X		E	E	E
Lubbock	5	X			E	E
Richardson	23(b)	X				E
San Antonio	9	X		E(a)	E(a)	E(a)
Tyler	38			R	R	R
Harlingen	44			R	R	R
El Paso	7			R	R	R
Waco	34			R	R	R
Amarillo	2			R	R	R
Corpus Christi	38				R	R
Abilene	26				R	R
Wichita Falls	24				R	R
Bryan	15				R	R
Beaumont	34					R
Big Spring	14					R
San Angelo	21					R
Texarkana	34					R
Dallas (2d ch)	(C)					C
San Antonio (2d ch)	23					C
Channels in use and required		5	5	10	14	20

UTAH

Ogden	18	X			E	E
Ogden (2d ch)	9	X			E	E
Provo	11	X				
Salt Lake City	7	X			E	E
Logan	12(b)	X		E(a)	E(a)	E(a)
Richfield	19			R	R	R
Cedar City	16				R	R
Vernal	17				R	R
Price	15					R
Logan	22					
Moab	14					
Monticello	16					
Salt Lake City (2d ch)	26					
St. George	18					
Channels in use and required		5	5	6	8	9

VERMONT

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Burlington	33		X	E	E	E
Rutland	28		X			
St. Johnsbury	20		X			
Windsor	41		X			
Channels in use and required		0	4	4	4	4

VIRGINIA

Hampton-Norfolk	15	X		E(a)	E(a)	E(a)
Richmond	23	X				
Richmond (2d ch)	57	X				
Roanoke	15		X			
Staunton	51(c)			C(a)	C(a)	C(a)
Norton	47			C	C	C
Charlottesville	41				R	R
Front Royal	42				R	R
Bluefield	63				R	R
Fredericksburg	53					R
Lynchburg	33					R
Danville	56					R
Blacksburg	43					
Bristol	28					
Courtland	36					
Kenbridge	31					
Norfolk area (2d ch)	55					
Onancock	25					
West Point	46					
Channels in use and required		3	4	6	9	12

WASHINGTON

Pullman	10	X		E(a)	E(a)	E(a)
Seattle	9	X			E	E
Tacoma	56	X		E(a)	E(a)	E(a)
Tacoma (2d ch)	62	X		E(a)	E(a)	E(a)
Yakima	47	X			E	E
Spokane	7		X			
Bellingham	34			R	R	R
Richland	31			R	R	R
Wenatchee	18			R	R	R
Aberdeen	(C)				R	R
Vancouver	14				R	R
Walla Walla	(C)				R	R
Centralia	15					R
Omak	(C)					R
Seattle (2d ch)	28			C	C	C
Channels in use and required		5	6	10	13	15

WEST VIRGINIA

Morgantown	24		X		E	E
Charleston-Huntington	49			C(a)	C(a)	C(a)
Grandview-Beckley	9			R	R	R
Elkins	(C)			R	R	R
Parkersburg	57				R	R
Weston	(C)				R	R
Wheeling	(C)				C	C
Moorefield	(C)					R
Charleston-Huntington (2d ch)	67					C
Martinsburg	44					
Weirton	50					
Williamson	31					
Channels in use and required		0	1	4	7	9

WISCONSIN

City	CH	Existing facilities (September 1966)		Additional facilities under plan indicated		
		On the air	Under construction	Model 1 minimum	Model 2 moderate	Model 3 comprehensive
Madison	21	X			E	E
Milwaukee	10	X			E, S	E, S
Milwaukee (2d ch)	36	X				
Colfax (Eau Claire)	28			R	R	R
Wausau	20			R	R	R
La Crosse	31				R	R
Green Bay	38				C	C
Wautoma	(C)					R
Fennimore	(C)					R
Channels in use and required		3	3	5	7	9

WYOMING

Laramie-Cheyenne	8			C	C	C
Casper	6			C	C	C
Riverton	(C)				C	R
Rock Springs	(C)				R	R
Lovell	(C)					R
Sheridan	(C)					R
Gillette	(C)					R
McKinley	(C)					R
Cheyenne (2d ch)	17					R
Channels in use and required		0	0	2	4	9

PUERTO RICO

Mayaguez	3	X			E	E
San Juan	6	X		E	E	E
Ponce	26			C	C	C
Aguadilla	32				R	R
Fajardo	40				R	R
San Juan (2d ch)	74					C
Caguas	58					
Utuado	70					
Channels in use and required		2	2	3	5	6

IV. COST SUMMARY OF ETV MODELS 1, 2, AND 3

Projected ETV station activations, station expansions and improvements, and separate studios

	Estimated total cost for ETV facilities [1] (without matching funds), fiscal years 1968–72		
	All new stations equipped for black and white programing only	Half of the new stations also equipped for color programing	All of the new stations also equipped for color programing
Model 1			
Complete stations, 55; repeater stations, 64; total, 119	$27,500,000 25,600,000	$38,500,000 25,600,000	$49,500,000 25,600,000
48 expansions and improvements [2]	24,000,000	24,000,000	24,000,000
9 separate studios	1,800,000	3,600,000	5,400,000
Total	78,900,000	91,700,000	104,500,000
Rounded	79,000,000	92,000,000	105,000,000
Model 2			
Complete stations, 75; repeater stations, 146; total, 221	37,500,000 58,400,000	52,500,000 58,400,000	67,500,000 58,400,000
96 expansions and improvements [2]	48,000,000	48,000,000	48,000,000
15 separate studios	3,000,000	6,000,000	9,000,000
Total	146,900,000	164,900,000	182,900,000
Rounded	147,000,000	165,000,000	183,000,000
Model 3			
Complete stations, 96; repeater stations, 238; total, 334	48,000,000 95,200,000	67,200,000 95,200,000	86,400,000 95,200,000
119 expansions and improvements [2]	59,500,000	59,500,000	59,500,000
20 separate studios	4,000,000	8,000,000	12,000,000
Total	206,700,000	229,900,000	253,100,000
Rounded	207,000,000	230,000,000	253,000,000

[1] Equipment only; does not include land and buildings.
[2] Most new applications are expected to include color equipment.

V. COMPARISON OF MODEL COSTS

The following chart (fig. 2) compares three separate estimates of ETV's capital cost requirements during the next five years. The three are the January 1967 report of the Carnegie Commission on Educational Television (*Public Television, A Program for Action*, (Bantam Books)), the projection prepared by the Educational Television Stations Division of the National Association of Educational Broadcasters (NAEB) in December 1966, and the DHEW models developed as part of this staff study.

The following factors should be noted:

1. The Carnegie Commission and NAEB proposals included estimates of intrastate interconnection costs (indicated by the letter "E"); the DHEW models do not include estimates of these costs.

2. The costs of buildings and land (indicated by the letter "D") are not separable from the other costs indicated in the NAEB column. It is not clear, in fact, whether all of these costs are included in the NAEB projection.

3. The Carnegie Commission and NAEB figures include mobile units. DHEW projections do not include mobile units and also call for fewer and smaller studio facilities.

4. All three estimates include both construction of new stations and improvement of existing stations. The number of stations at the base of each column indicates the total number of stations for the completed system projected.

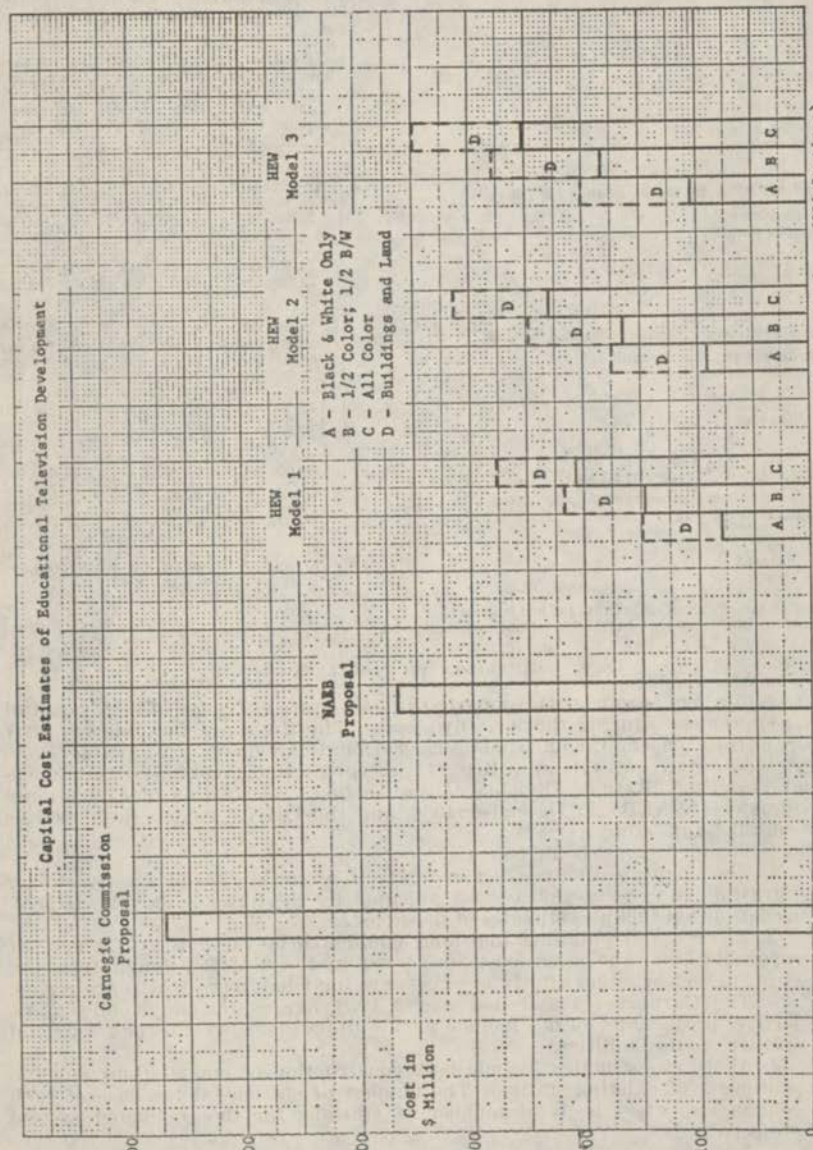

Capital Cost Estimates of Educational Television Development
Carnegie Commission Proposal
NAEB Proposal
HEW Model 1
HEW Model 2
HEW Model 3
A - Black & White Only
B - 1/2 Color; 1/2 B/W
C - All Color
D - Buildings and Land
Cost in $ Million
600
500
400
300
200
100
0
(380 Stations)
(364 Stations)
(291 Stations)
(393 Stations)
(506 Stations)
A B C
D

FIGURE 2.

VI. PROJECTED EDUCATIONAL FM COVERAGE PLANS AND CONSTRUCTION COSTS

In developing national coverage plans for educational FM stations and the number of stations that would be required, together with their costs, the station locations chosen in the projected development of educational television were used as a basis. The ETV plans were developed to provide, in three levels, minimum population coverage of each state of 50%, 75%, and 95% respectively.

Since it is much less costly to provide the same coverage by FM than by TV, the minimum FM plan—called Model A—has been based on the 75% minimum coverage plan of ETV.[2] This ETV plan proposes stations in approximately 380 cities, and for an FM estimate a round number of 400 stations (and cities) has been used.

The second level of FM coverage chosen was the 95% figure, and in ETV this represented stations in approximately 480 cities. Again in round numbers, 500 FM stations have been used for the Model B educational FM plan. Because of the greater coverage of FM stations and the slightly larger number of stations than in the ETV plan, essentially 100% FM coverage should be provided to the population of nearly all states under this plan.

Since additional or multiple educational FM channels are available in most cities, since the cost of providing FM service is comparatively low, and since there is an indicated need for the various services that FM can provide, additional stations appear desirable in large cities. It is suggested, therefore, that second stations be considered for the cities (numbering 109) having a population of 100,000 to 500,000 and that second and third stations be considered for the cities (numbering 21) having a population greater than 500,000.[3] The total number of stations for the additional service then is 109 plus 42, or 151, which is rounded to 150. Added to the 500 stations proposed in Model B, Model C would have 650 stations.

Model C would, therefore, not only provide essentially 100% coverage of the Nation's population but would also furnish additional educational FM service to the major population centers of the country and to extensive rural areas as well. Also, the specialized services that can be provided by multiplex on FM, in addition to regular programing, are available at little additional cost; no extra cost has been used for them in developing the estimates for Models A, B, and C.

On November 14, 1966, the Federal Communications Commission issued a Notice of Inquiry in educational FM broadcasting, looking toward the development of a channel assignment plan by cities as used in commercial FM (and as in commercial and educational TV). With regard to the number of educational FM assignments, the Notice proposed the following:

Population of community:	*Number of assignments*
1,000,000 or over	5
250,000 to 1,000,000	4
100,000 to 250,000	3
50,000 to 100,000	2
Less than 50,000	1

The number of additional stations suggested in Model C obviously would not use all of the assignments proposed by the FCC, nor is it intended herein that they do so. Also, the educational stations may not all necessarily be located in the large cities considered but may, for example, be located in university centers. Thus the number of 150 additional stations in Model C should be used primarily for cost estimating purposes, with the realization that the actual assignment of stations will probably be different.

This FCC Notice also proposed upgrading the 10 watt educational stations or their deletion in the future, on the basis that they do not now make adequate use of FM channels. There are 314 educational FM stations authorized (as of November, 1966), of which 158 are 10 watters; their cost is normally from $3,000 to $5,000. These stations usually have a good coverage radius of only a few miles, rarely more than about five. Of the remaining 156 educational FM

[2] As to comparative costs, ETV stations of good coverage and equipped only for black and white program production cost, on an average, about $500,000; FM stations providing similar or better coverage cost about $50,000.

[3] 1960 Census figures.

stations, fewer than 100 have what may be called adequate technical facilities. In checking the station files at the FCC, it is apparent that many of the stations, if not most, need improvements or expansions. A good portion of the FM transmitters are old and should be replaced; in fact, many of them have been discarded by commercial FM broadcasters and were donated to educational stations. Also, most of the educational FM stations use antenna towers that are too low and thus reduce considerably their potential coverage. In view of the need for upgrading the 10 watt stations and improving most of the higher power stations as well, the number of existing stations has not been deducted from the totals in Models A, B, and C in determining their costs.

The figure of $50,000 each used in estimating costs of projected educational FM stations is higher than nearly all existing stations in the category above 10 watt, often because of inadequate antenna towers. A review indicates that typical costs of these stations run from $25,000 to $50,000. In checking against catalog prices of transmitters, antennas, towers, studio equipment, etc., however, it is apparent that an average figure of $50,000 is realistic for a well built station that makes good use of the channel, is capable of multiplex operation, and is comparable with commercial FM facilities.

As in TV, the coverage of FM stations depends on many factors. These include transmitter power, the antenna type and its height above the surrounding terrain, terrain between the transmitter and receiver, interference from other stations, and other things. In general, stations in the $50,000 category should furnish good service within a radius of 50 to 75 miles. In addition to extending the range of existing and proposed stations, improved transmission facilities (particularly increased antenna height) will of course also upgrade the quality of service at lesser distances from the stations.

There are also 20 educational stations operating in the standard broadcast band. There are very few opportunities remaining in that band for new stations with good facilities, and possible expansion of educational broadcasting in standard (or AM) broadcasting, is from a practical standpoint, minimal. Because of geographical problems, it would also be extremely difficult to devise a fair apportionment plan. Accordingly, it is recommended that no provision be made for this purpose.

Educational FM coverage costs (without matching)

Model A: Single stations for the urban areas and major cities of each State; service would usually be provided to at least 75 percent of the State's population, 400 stations, at $50,000	$20,000,000
Model B: Additional single stations for serving smaller cities and for additional rural coverage; service would usually be provided to at least 95 percent of each State's population, 500 stations, at $50,000	25,000,000
Model C: Model B plus a 2d station for cities of 100,000 to 500,000 population, and 2 and 3 stations for cities larger than 500,000,650 stations, at $50,000	32,500,000

The CHAIRMAN. Mr. Springer?

Mr. SPRINGER. Mr. Secretary, are you talking about the projections of the present program or the projections of the present program plus the proposed program?

Secretary GARDNER. I was talking about the projections of need under title I, which is the continuance of the present program.

Mr. SPRINGER. That is all you are limiting this to in answer to Mr. Macdonald, unless Mr. Macdonald understands what you are talking about.

Secretary GARDNER. I thought that he was talking about the facilities part of the bill, the one on which we have had continuing experience.

Mr. SPRINGER. That is a very minor matter. We are sure that you are sincere and are not trying to misinform us, but I want to be sure that Mr. Macdonald knows the answer because that is peanuts.

Mr. MACDONALD. Not just Mr. Macdonald. I want everyone to understand what we are talking about and what I was talking about is finance. I think the Secretary understands what questions I am asking.

Secretary GARDNER. Absolutely.

Mr. SPRINGER. Will the gentleman yield?

Mr. MACDONALD. I yield.

Mr. SPRINGER. I am sure the Secretary understands what I am talking about. If you are talking about the present program, that is peanuts. I admit it has worked well, because I have had some experience in my own community. It has worked well and has been well administered, but what we are talking about here today is not that program. That program is accepted and already here. You are not going to have any trouble getting the money for that.

But what you want to tell Mr. Macdonald in your reply to him is what is required in this program, which is not peanuts. That is going to be a whole lot of money multiplied many times. If Mr. Macdonald understands that you are giving the whole answer, I want to be sure that we do not misunderstand Mr. Macdonald's question.

Secretary GARDNER. I have this quite clear. I was thrown off by the reference to the $10.5 million and I stuck to the reference to the act. We will give the whole story.

Mr. SPRINGER. Will you yield?

Mr. MACDONALD. I yield.

Mr. SPRINGER. I am sure that the chairman meant for you to give the projections as proposed under this bill for the entire program for the next 2 years.

Secretary GARDNER. There is perhaps one point I should add as additional clarification, because we are in a clarifying mood here. This corporation will be set up as a semi-independent corporation. It will have its own existence, its own board, and can receive funds from other sources.

The president of the Ford Foundation, McGeorge Bundy, said at one point that if his plan goes through, his satellite plan, that the fund from that would be put into this corporation.

The head of a network has offered $1 million, I believe.

A foundation has said that it would probably give $1 million, so that there may be other sources of funds and the level of funding that the board of the corporation envisages once it gets in business is its affair, except insofar as it comes back to you.

Mr. SPRINGER. He is saying some pretty fine things here which ought to be pinned down.

Mr. MACDONALD. I would like to say this, Mr. Secretary, and I say it not pugnaciously or any other way: I just say that people who come to testify before the committee, it would seem to me, basically would have the answers to the questions of what the cost of the program would be.

You say that you have put a good deal of time and effort into projecting what you thought the costs would be. I repeat, with all due respect, Mr. Secretary, that I don't see why you don't have those figures available right now to put into the record so that we could hear it. Sure, we might get a letter but it isn't exactly the same as testimony.

The CHAIRMAN. Will the gentleman yield?

Mr. MACDONALD. I yield.

The CHAIRMAN. I might say that a committee will be set up for a study of the costs and funding of this program which is to be reported back to the Congress, to be dealt with at that time. And Dr. Killian, from the Carnegie Commission, will be before our committee perhaps tomorrow or the next day with his studies on this subject. I think he would probably have some ideas on it, too.

Mr. MACDONALD. My last question, although I have yielded most of my time, Mr. Chairman, is that it seems to me that the Carnegie report takes one position and yet the Ford Foundation another. Am I correct?

Secretary GARDNER. In what respect?

Mr. MACDONALD. Well, for a concrete example, about the formation of the board itself. One wanted six appointed and six elected. The other group, which prevailed, apparently, wanted nine and six. I take it you sat in on these hearings. Did you, Mr. Secretary?

Secretary GARDNER. I am not sure what you are referring to.

Mr. MACDONALD. I am referring specifically to the fact that Ford thought that this autonomous board that you have reference to would be better set up, as I read it, as six and six, six appointed and six elected. Carnegie thought it would be better to have nine and six and that is what prevailed, if we follow what is in the bill as reported out. I have a deep-rooted feeling that they don't see eye to eye about many other matters either, really. Both organizations, of course, are staffed with very wonderful people, but do you think they both see eye to eye about everything?

Secretary GARDNER. I think they see eye to eye on about 95 percent of the matters that are of concern to us here.

Mr. MACDONALD. Are you just picking that figure out of the air, Mr. Secretary, 95 percent?

Secretary GARDNER. Ninety-six.

Mr. MACDONALD. Ninety-two?

Secretary GARDNER. Ninety-two.

Mr. MACDONALD. Would you believe 15 percent?

Secretary GARDNER. Yes. I would say that the area of agreement is overwhelming and I have talked to representatives of both groups within the past 2 days. In fact, representatives of one of these groups said explicitly that differences between them had been very much exaggerated.

Mr. MACDONALD. Had been exaggerated?

Secretary GARDNER. Yes.

Mr. MACDONALD. By whom, the press?

Secretary GARDNER. Presumably.

Mr. MACDONALD. But did you sit there and listen to them iron out their differences, if any?

Secretary GARDNER. The main difference that has emerged is that there are those in the Ford group who favor very strongly the network idea, the necessity of an operating network, and the Carnegie Commission did not feel that that was essential.

Mr. MACDONALD. Don't you think it is really a basic difference?

Secretary GARDNER. Yes, sir.

Mr. MACDONALD. When you say 5-percent difference, you mean 5 percent of very basic differences. They go along with the fringe, but not the bases.

Secretary GARDNER. Not everyone in the Ford group shares that feeling and it is not all that vital in their present consideration. This follows the Carnegie pattern.

The CHAIRMAN. Mr. Springer?

Mr. SPRINGER. Mr. Secretary, according to our report of June 26, 1967, ETV broadcast stations assisted by the Educational Television Facilities Act, the appendix on this, shows that there are 135 operating, 46 under construction, and 25 activation grants requested on which apparently nothing has been done.

This makes a total of 206, as I count them. Here is a map which I can't put in the record, but I can show you, and which you are familiar with.

Now, under the first or second part of this act, how many more anticipated separate grants for new construction are you expecting in the next 3 years, and that is as long as you are going to get any authority from this committee, probably?

Secretary GARDNER. I would like to ask Dean Coston to answer that.

Mr. COSTON. Mr. Springer, it is difficult to give you any precise figure on the number of new grants that would be made. This is dependent on several factors: First of all, the level of funding which the Congress may authorize; secondly, the number of stations which are able to supply the matching funds required to operate; and, thirdly, the ability of the local communities or colleges or school systems to develop applications which would be approved.

If the pattern of the existing program is followed, and I suspect it will be rather generally followed, the average grant will run between $125,000 and a quarter of a million dollars; so, depending on the funding level, you can have a number of grants ranging from 40 to whatever the funds available are.

I think it is obvious that with 633 channels allocated and only 135 channels actually in use now, that there is a great deal of room for expansion.

Mr. SPRINGER. You have 206, in fact. You have 135 operating, 46 under construction, and 25 requested, which means that you are going to have 206. There are how many total allocations?

Mr. COSTON. 633.

Mr. SPRINGER. How many are U and V? How many VHF's are already in existence?

Mr. COSTON. Total VHF's on the air now are 73. There are 62 UHF's on the air.

Mr. SPRINGER. Most of what you have left are UHF?

Mr. COSTON. That is correct.

Mr. SPRINGER. Six hundred and what?

Mr. COSTON. 633 total allocations.

Mr. SPRINGER. This means that there is a possibility of 613 ETV stations, so that, in effect, at the present time, you have only about a third of your possibility.

Mr. COSTON. That is assuming, Mr. Springer, that it is not only appropriate but essential that all channel reservations be activated.

Mr. SPRINGER. But that is your maximum possibility.

Mr. COSTON. Yes.

Mr. SPRINGER. I would take it that you are expecting a substantial increase in the number of applications within the next 3-year period, new ones; not expansions, but new ones.

Mr. COSTON. I would not necessarily draw that conclusion, Mr. Springer, because, again, it is going to depend upon local initiative to develop proposals for grants. I am not sure that in all of the communities where there is presently a reserved channel there is the interest in activating those channels that there has been in the 5 years of the present program.

I don't see an explosive growth in the number of applications, although I do think they will continue to come in in substantial numbers.

Mr. SPRINGER. With this increase of 50 to 75 percent of the Federal share, you naturally are going to expect some increase, are you not?

Mr. COSTON. Yes, sir.

Mr. SPRINGER. Now, the corporation is set up, but there is no means to finance it. Do I state the situation correctly?

Mr. COSTON. Except in the first year, sir.

Mr. SPRINGER. Why have you not mentioned anything about funding in the remaining 4 years of your proposed 5-year program?

Mr. COSTON. Primarily, Mr. Springer, because the corporation will not be a Federal instrumentality. The Secretary of HEW and the Department of Health, Education, and Welfare will not be operating the corporation. Therefore, we felt it was appropriate for the corporation to consider means of financing over the long run and make those recommendations to the President.

Mr. SPRINGER. Will this request by the corporation come directly back to you for approval before they go to the Appropriations Committee?

Mr. COSTON. No, sir. We will not be involved in any appropriation requests under title II.

Mr. SPRINGER. The only stopgap in going to the Appropriations Committee would be the Budget Bureau; is that correct?

Mr. COSTON. I assume the Budget Bureau would review it.

Mr. SPRINGER. All right. So that we are, in effect, giving authority for 1 year's appropriation and 2 years open ended. Mr. Coston, I don't know. The Secretary has been pretty familiar with what this committee has done. I certainly don't speak for the committee, but we take a very dim view, unless we are supplied with figures, of authorizing anything out of a blue sky unless you submit figures for what you think it is going to be, and then justify the figures.

We are going through that on comprehensive health, on whether or not the figures have been justified. I would think we would have to have more before us than 1 year with 2 open-ended years. I think we would feel derelict if we did that.

Mr. COSTON. The President stated in his message to the Congress that he would recommend a permanent means of financing to the Congress in the second year of this program. We are committed as an administration to provide the Congress with a permanent program to show how it will be financed over the long run.

Mr. SPRINGER. Don't you think it would be better if we finance this for 1 year and you come back next year and talk about the 3-year program?

Mr. COSTON. You may very well be correct.

Mr. SPRINGER. I think that is one of the problems that the committee is deeply involved in: What is this projected cost? I have talked to some very knowledgable people in both fields, in ETV, in educational television and also in commercial, about what this is likely to cost, and I am simply astounded at the figure that this could cost if you go into all this field of programing, and so forth.

You are willing to admit that this is going to be substantial, are you not?

Secretary GARDNER. Yes.

Mr. COSTIN. I am.

Mr. SPRINGER. I would like to come to the corporation, if I can, for just a moment. May I ask one further question on this?

There is a provision, I believe, against a General Accounting Office audit. In the letter of the Comptroller General to the chairman, he says on page 4:

> Audits made by the General Accounting Office do not automatically carry with them the authority of the Comptroller General to settle accounts, especially the audits made pursuant to the Government Corporation Control Act. The purpose of audits by the General Accounting Office is concerned primarily with financial accountability and improved management of agency activities—not control. We believe that it is desirable for the Congress to have independent information as to the activities to be administered by the Corporation and financed substantially with Federal funds and that such information should be provided by an agency responsible to the Congress.

Mr. Secretary, do you agree with those words?

Secretary GARDNER. I would think so; yes, sir.

Mr. SPRINGER. We are not in difference on the question of the audit?

Secretary GARDNER. Yes, sir.

Mr. SPRINGER. My time is probably expired. The next part has to do with the corporation itself.

There is a great deal of feeling, and whether or not this is substantiated with facts I don't know, but it seems to me that the possibility is that by the appointment of the directors of the corporation that this corporation could be controlled. Do you agree with that?

Secretary GARDNER. Say that again? I hope it will be controlled by the directors.

Mr. SPRINGER. Would you read my question back?

(The reporter read from her notes as requested.)

Secretary GARDNER. Certainly the character of the directors will determine the whole effectiveness and thrust of the corporation. The extent to which it can be controlled depends on many other factors. Any means of financing this will have to pass before Congress, pass under review by Congress a year from now so that they could examine the membership of the Commission.

Any activities are subject to the Communications Act of 1934, and in general it seems to me there is very little likelihood that this would not function within the normal constraints of our national life.

Mr. SPRINGER. Mr. Secretary, we have, I think, several distinct commissions which are administered by this committee from a legislative

standpoint. Each of those commissions is very carefully divided, 7 to 6, 5 to 4, 4 to 3, between the respective parties.

My recollection is that there has never been even the faintest accusation that these commissions have been politically partisan or in general that they have not been in the public interest. I think this has been largely due to the fact that when one party was in power, at least there were others that were checking to be sure.

The result of it was that the majority never took advantage of the minority, or tried to make a partisan political issue out of the problem. As a result, I think they have worked remarkably in the public interest. This is my view from 17 years, almost 18 years, on this committee.

Do you feel that this approach might have merit?

Secretary GARDNER. The approach of dividing the group according to political affiliation?

Mr. SPRINGER. Yes.

Secretary GARDNER. That is something that has not occurred to me and I just would have to give it some thought.

Mr. SPRINGER. Let me develop this a little further.

As it originally went to the Senate, the 15 were appointed by the President, and I forget whether they were with the approval of the Senate or not, but it has been revised by the Senate so that nine are appointed by the President and the remaining six appointed by the Board, but this means that five could appoint the remaining six. It seems to me that this does give us pause for hesitation at this important time in the creation of this corporation that we don't let it get into the hands politically of any party.

I would say this is certainly no reflection on the President, because he and I are good friends, but I would say that if it were in the Eisenhower administration and did—and the White House didn't like that—because I felt it was going to give too much to a party in power, and I think it was good because we have had two successive Presidents who were not of my party.

I think we ought to approach this point of how this Board is going to be appointed and I think this approach has some merit. I do throw this out for some reflection.

Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Jarman?

Mr. JARMAN. Thank you, Mr. Chairman.

Mr. Secretary, I appreciate your contribution this morning.

It is my understanding that the corporation would be authorized to accept funds from other sources, public and private.

Secretary GARDNER. Yes, sir.

Mr. JARMAN. Would it be your thinking on this, in this formulative period of thinking about the objectives of this legislation, and of the corporation's activities, that a very real concentration be on trying to get as much private financing as possible?

Secretary GARDNER. Well, this raises some very difficult questions. The present group of educational television stations are now working that beat as actively and energetically as they can and we wouldn't want to put the corporation into competition with them as a private money-raising effort.

The great advantage of this is that it brings new funds into the field and, in fact, when you talk about projected costs you have to keep in mind that even very modest sums, even very modest sums over the years ahead, will be a great gain over what we have now. But certainly I would want to keep the door wide open to private financing and any significant leads ought to be followed.

Mr. JARMAN. It is my understanding that the Ford Foundation has invested somewhere near $120 million on educational TV to date. How much other private financing and programing is there in the country?

Secretary GARDNER. This is the one great single source. The rest of it is very, very widely scattered and consists mostly of the local community efforts of each station seeking its own support from local sources, local foundations, and so forth.

Mr. JARMAN. Where has the Ford Foundation concentrated its objectives?

Secretary GARDNER. Well, it is spread over the whole field of both what is now called public television and educational or classroom television. It has supported experiments in the schools very extensively; in Hagerstown. In Indiana, as you probably know, they have the flying classroom that operated over Indiana.

It has also supported very heavily what we are calling here public television; that is, the nonclassroom, generally cultural, informational kind of television. It was quite a remarkable contribution, I believe, over a period of time when none of the rest of us were really doing a great deal.

Mr. JARMAN. As you envision the activities of the corporation, they would supplement and help improve the programing that has been done so far and the long-range objectives of educational TV?

Secretary GARDNER. That is correct. In my own view, we have been extremely laggard on the programing side. I think the Carnegie Commission report was far too gentle in its appraisal of what we have accomplished to date.

In my opinion, we have trifled with what could be a very powerful educational device. We have spent 15 years doing very little to explore or to exploit the educational possibilities of this medium. It doesn't take a lot of money to do the kind of exploration necessary, but it takes considerably more than is now available.

Mr. JARMAN. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Devine.

Mr. DEVINE. Thank you, Mr. Chairman.

Mr. Secretary, I note in the first page of your statement that, since we passed the act of 1962 wherein we activated 93 noncommercial television stations in 47 States, some 50 million more Americans have come into the orbit of educational television which amounts to a little better than one-fourth of the population of the Nation. How many would you say overall are now getting the benefit of ITV?

Secretary GARDNER. I would like to ask Mr. Coston to answer that, but I would first like to draw a distinction between those that are getting the benefit of it and those who are in the orbit of it. Not all who are in the orbit of it may be tuning in, but we can tell you who is within reach of a signal. Do you have that?

Mr. COSTON. Yes, sir. Our best figure is that about 150 million people are within reach of the signal.

Mr. DEVINE. They are?

Mr. COSTON. Yes, sir.

Mr. DEVINE. They could be exposed to it if they so desired?

Mr. COSTON. Some require a rather sophisticated antenna system and in many the power is lower than the coverage curve would indicate it ought to be, but theoretically about 150 million people conceivably are within the reach of the signal.

Mr. DEVINE. This coverage area of three-quarters of our population is as a result of the 165 stations on the air?

Mr. COSTON. Yes, sir. On the air and under construction.

Mr. DEVINE. Now, Mr. Secretary, on page 4 of your statement you point out that expenses of program production are heavy, which we recognize, and you say these costs must be met if the full potential of public television is to be achieved, and you further say that to hold audiences public television must approach the production standards established by commercial and that it becomes necessary for the Congress to give economic support to these "creative people."

Does this not put the Federal Government in the general overall category of being in direct competition with the free enterprise system?

Secretary GARDNER. Well, there is an element of competition in the sense that all of our publicly supported cultural efforts, whether they are public libraries or universities or university presses, are in competition with other kinds of activities, but I would say the record would show that this is a very modest kind of competition. This is a competition for a segment of the audience, a rather small segment of the audience.

The problem, as you know, in commercial television is that they must reach for the total audience. They must reach for the average, the lowest common denominator, or at any rate a common denominator will will pull together an audience, and there is not the opportunity available to them that there is the opportunity in, say, the publishing industry to have a bookstore full of 1,000 or 10,000 or 20,000 choices because there are only a few channels.

Mr. DEVINE. I am mindful, of course, that industry has already contributed a million dollars. If they felt that the competition was too strong, they wouldn't have contributed.

Mr. MACDONALD. Would the gentleman yield?

Mr. DEVINE. I will be happy to. Let me finish this thought. It would seem to me if you bring up public television to the standards of the commercial and if it does become at least equal, perhaps some of those persons who support commercial television would probably be less inclined to do so if the audience is going to public television and it will not be attracted to the commercial any more.

I will be happy to yield to the gentleman.

Mr. MACDONALD. I am asking this question not only for my own information, but also for the committee. My point is this: It is envisaged by HEW that those educational stations will put on programs that are sponsored commercially?

Secretary GARDNER. No, sir.

Mr. MACDONALD. Then in that sense there will be no competition?

Secretary GARDNER. Only competition in the sense that someone tuned in on them cannot be at the same time tuned in on Marshal Dillon unless he has two sets.

Mr. DEVINE. My question is directed further that there would be commercials on your commercial television but there wouldn't be commercials on your public television, but you would attract attention from those who would support the commercials from the commercial television.

Mr. BROWN. Will the gentleman yield?

Mr. DEVINE. My time has expired. Yes, I yield.

Mr. BROWN. Who is going to make these programs? Isn't there going to be some competition in personnel and facilities that will be involved in the making of programs which will provide competitive factors also?

Secretary GARDNER. Very much so. There will be a considerable variety of sources of production.

Mr. DEVINE. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Rogers.

Mr. ROGERS. Thank you very much, Mr. Chairman.

Mr. Secretary, and your associates, what is the present status of educational TV stations as far as their financial capabilities generally?

Secretary GARDNER. The characteristic situation with respect to educational television stations is that they scrape along with just about enough to get through each month and each year. They cannot afford anything extra in the way of production funds. They have programed the least expensive possible programs and they have no margin with which to experiment or try something new or develop a better way of doing it.

Mr. ROGERS. Now, as I understand the proposal, this corporation would make grants to the various stations that would be authorized.

Secretary GARDNER. Yes.

Mr. ROGERS. Is there any limit on the amount of individual grant?

Secretary GARDNER. The $250,000 which we mentioned earlier.

Mr. ROGERS. Per station?

Secretary GARDNER. And per grant, per project.

Mr. ROGERS. So that one station could get as much as $250,000?

Secretary GARDNER. Yes, sir.

Mr. ROGERS. For one project?

Secretary GARDNER. Yes, sir.

Mr. ROGERS. If there were two projects, could it get a half million dollars?

Secretary GARDNER. Yes. In some instances. Then we go to the construction, to the 12½ percent.

Mr. ROGERS. That is construction?

Secretary GARDNER. You are now talking about programing.

Mr. ROGERS. That is under our present bill, isn't it; the 12½ percent?

Secretary GARDNER. Yes. It is conceivable for example that if one station developed an extremely effective program unit so that it was developing programs that could be very widely used, it might get a number of grants.

Mr. ROGERS. Is there any control in the legislation as to how much would be allocated in one State by this corporation?

Secretary GARDNER. No, sir.

Mr. ROGERS. Should there be?

Secretary GARDNER. No, sir.

Mr. ROGERS. There should not be?

Secretary GARDNER. There are provisions, I believe, in the language of the act for equitable distribution of effort, but I don't believe that is pinned down. It is not pinned down in terms of figures.

Mr. ROGERS. Could you give us some suggested language in case the committee wanted to do that?

Secretary GARDNER. I would be very glad to do that, sir.

(The following material was received by the committee:)

PROPOSED LANGUAGE FOR H.R. 6736—TITLE II, SUBPART B—CORPORATION FOR PUBLIC TELEVISION, SECTION 396(k)(2)

"Notwithstanding the preceding provisions of this section, no grant or contract pursuant to this section may provide for payment from the appropriation for the fiscal year ending June 30, 1968, for any one project or to any one station of more than $250,000."

The intent of this language is to maximize the number of grants in the first year so that many innovative and imaginative new projects can be started. It also recognizes that there is considerable variety in the organization and purposes of educational broadcasting and program production entities. Some might qualify for assistance under this clause as broadcasting stations since they hold noncommercial licenses issued by the Federal Communications Commission (FCC). Others might qualify as project contractors, for example, production centers such as National Educational Television (NET), which hold no FCC licenses and operate no stations. Also, there are multiple station license holders. The Kentucky State Board of Education holds 14 licenses for ETV stations. It and other holders of a number of ETV licenses, such as the Alabama Educational Television Commission and the Nebraska Educational Television Commission, would be eligible for multiple grants on the basis of numbers of stations in operation.

Mr. Rogers has suggested, relative to the language above, that it would be desirable to consider limiting maximum allocations to any one state, as another way of assuring broad distribution of grant funds. Title I of H.R. 6736 includes a restriction of 12½ percent of the total appropriation for any fiscal year. The following language is provided should the Committee wish to consider a similar limit for first year appropriations under Title II.

"Notwithstanding the preceding provisions of this title, the total payable under grants and contracts pursuant to this title for projects in any state for any fiscal year may not exceed 12½ of the appropriation for such fiscal year."

Mr. ROGERS. You see, we did that in the prior legislation by putting a 12½ percent limit because if all the money is to be spent in five States, it would not accomplish the purpose of the legislation I presume.

Secretary GARDNER. One of the problems here is the problem of production centers. Every station does not wish to be a production center, but there may develop half a dozen stations which are in effect very, very effective production centers providing programs which are then used by others.

Mr. ROGERS. If they can get grants for every production project, they might decide to become production centers. Is this possible?

Secretary GARDNER. Yes.

Mr. ROGERS. Here is some of the concern of course that I know you have gone into in the Senate, but I think it should be clear in this record. It is on the subject of control, for instance, in political matters. I understand there is a prohibition which would prohibit the corporation from contributing or supporting any political candidate or party, but what prohibition is there against making grants to a station which may support a political candidate?

Secretary GARDNER. Well, the stations are still subject to the Communications Act of 1934. I think that is the major protection.

Mr. ROGERS. Prohibition only. How much duplication is involved, do you think, in the amount of moneys going to programs now in being with this proposed legislation? Do you see any duplication?

Secretary GARDNER. No, sir.

Mr. ROGERS. None?

Secretary GARDNER. No, because this was designed to supplement and enrich what is now going on and what is now going on is so close to the subsistence level that it is not hard to avoid duplication.

Mr. ROGERS. What would you say the total funds are from the education acts, the Higher Education Act, the Elementary and Secondary Education Act, and the National Defense Education Act? How much would you estimate, or if you don't have it, can you supply for the record how much moneys are being allocated to educational TV, instructional and public?

Secretary GARDNER. Would you care to comment?

Mr. COSTON. Mr. Rogers, very little money from the various education acts goes into what the Carnegie Commission called public television. Most of the investment into those acts goes into instructional television, primarily devoted to classroom instruction, largely closed circuit television systems.

One of the purposes of title III of this bill is to develop more appropriate priorities for the allocation of the resources under those other acts. This is why I think that title III is a very significant part of this proposal because it will give us some resources to develop better systems of priorities and better evaluations of the effectiveness of expenditures for systems under the Elementary and Higher Education Acts.

Mr. ROGERS. Now, the Comptroller General in his letter to Congress on this said:

> The activities authorized for the Corporation for Public Television, to be established under title II of the bill, appear to include many of the same types of activities which presently are authorized under various legislation administered by the Office of Education. The Corporation, however, is not required to coordinate its activities with that Office under the present bill.

And, of course, he suggests that: "the committee might wish to inquire into the need for amending the bill to require such coordination for the purpose of avoiding needless duplication of effort."

In looking at the titles of the various bills and the authority given to the Office of Education, many of the grants up to 100 percent, it seems to me that we could get into quite a bit of duplication, and I would hope the Department would look into and let us have information on the amount of money spent because I see in title VI of the National Defense Education Act they have awarded grants and contracts, 32 involving closed circuit television and four involving broadcast television. So it seems to me that there is a pretty good possibility of a good bit of duplication, and I would hope that this committee would not write additional legislation which is simply overlapping what presently exists.

I would be opposed to any approach like that, and I would hope you would let us have this information as to the amount of money spent on that.

Secretary GARDNER. We will provide such a memorandum.

Almost all of what you are talking about is in the area of so-called instructional TV. We will be glad to spell it out.

Mr. ROGERS. Thank you very much.

Thank you, Mr. Chairman.

(The following material was received by the committee:)

PROGRAMS ADMINISTERED BY THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE WHICH MAKE AVAILABLE FINANCIAL SUPPORT OF EDUCATIONAL TELEVISION

(For purposes of this paper, educational television is defined to include broadcast, closed circuit, 2500 megacycle, and community antenna television.)

Under existing legislation, the Department of Health, Education, and Welfare administers a variety of programs through which applicants may obtain financial assistance in acquiring television equipment and systems, as well as assistance in producing materials and conducting training, research, and planning projects. The only program dealing directly and specifically with ETV is administered under the ETV Facilities Act of 1962, the extension of which is proposed under Title I of the Public Broadcasting Act of 1967 currently under consideration by the Congress. The sole purpose of the 1962 Act (and its proposed extension) is to provide Federal financial assistance in the acquisition and improvement of ETV facilities and equipment. Other DHEW programs serve broader purposes, such as "to improve the quality of undergraduate instruction in institutions of higher education", and some Federal funds are channeled into ETV, the use of which will help achieve this broader objective.

Approval procedures, degrees of supervision, and percentages of Federal financial participation differ substantially between programs. In some programs the extent of Federal support for ETV is difficult to ascertain, as Federal funds are dispersed at the State level, through State decision-making machinery, and accurate data on all fundings in support of ETV would require a survey of State agencies.

PUBLIC HEALTH SERVICE

In the three years prior to FY 1967, Public Health Service grants and contracts assisted research and demonstrations utilizing television equipment, facilities, or programming, in the amount of $3,480,352 for some 22 projects. The funds were not used exclusively for television, but were for projects which had their main focus on some use of television. There are no matching requirements for such grants.

National Institutes of Health

In fiscal 1967, NIH supported 5 research and demonstration projects involving ETV in which Federal funds amounting to approximately $479,182 were provided. The NIH also produced two television series in conjunction with National Educational Television. One was produced with a National Cancer Institute contribution of $22,500; the other was produced without cost to NIH, but with cooperation provided by the Division of Research Facilities and Resources.

National Institute of Mental Health

NIMH supported four research and demonstration projects involving educational television in FY 1967. It is estimated that $329,055 in Federal funds were awarded in support of these projects.

Bureau of Health Services

In FY 1967, the Nursing Homes and Related Facilities Branch of the Division of Medical Care Administration, awarded a contract in the amount of $44,196 to Massachusetts General Hospital in Boston for the production of 12 video-taped programs explaining the major features of the Medicare program as it pertains to the New England area.

Bureau of Health Manpower

The Division of Nursing awarded a grant of $38,831 in fiscal 1967, to support a research and demonstration project at Bronx College in New York.

Under the Nurses Training Act of 1964, 13 projects involving ETV were funded in fiscal 1967 for a total of $1,363,489. These projects involved the use of ETV in improving the teaching of nursing skills. The total ETV funding to date under this Act amounts to $3,801,985.

The Division of Dental Health awarded contracts in FY 1967 for three films on oral hygiene and dental care. The total expenditure for the three projects was $64,000. The programs were designed for use on both commercial and educational television.

Bureau of Disease Prevention and Environmental Control

The BDPEC has awarded funds to support three projects in which filmed and video-taped reports will be made available for broadcast purposes. The programs were concerned with the problems of air pollution, food protection, and smoking. Approximately $164,735 was awarded in support of these projects for fiscal 1967.

National Medical Audio Visual Center

Although not a grant program, this PHS audiovisual activity in Atlanta, as an operational unit, produces television materials and video types (among other media materials) concerned with problems in the field of health and makes them available for closed-circuit or broadcast use by schools of the health professions in undergraduate, graduate and continuing education programs. In FY 1967 approximately $2.0 million was expended for all types of media purposes. Television related activities represent only a small part of the total.

WELFARE ADMINISTRATION

In many of the Welfare programs the decisions as to fund expenditures are made at the State level and it is not known to what extent such funds are being used for educational television. In FY 1966, the only such project of which the Welfare Administration was aware was the production of a series of ETV programs in South Carolina on the development of child and family life. The series of 12 programs were produced with a Welfare Administration grant of $22,500.

The only direct support given to ETV during Fiscal 1967 was a grant of $12,042 to the Washington Educational Television Association for the production of a documentary movie dealing with Washington youth summer programs.

There are no matching fund requirements for such grants.

ADMINISTRATION OF AGING

Under the Older Americans Act, grants were made to ETV station WITF–TV in Hershey, Pennsylvania for the development, production, and airing of a series of programs of information and community organization directed specifically at the requirements of persons of age 65 and over, and others anticipating retirement. A grant of $75,000 was awarded in FY 1966; a second grant of $31,000 was made in FY 1967. Some local funds are required but Federal amounts need not be matched at a specific percentage. Currently under consideration by the AOA is a project involving some $80,000 in Federal funds to support a state-wide program utilizing ETV to provide information to older people and stimulate self-organization for more effective self-help programs.

FOOD AND DRUG ADMINISTRATION

The Food and Drug Administration has not specifically supported ETV to date. It has produced a limited number of public information films which have been made available to both commercial and educational television stations.

SOCIAL SECURITY ADMINISTRATION

The Social Security Administration has not directly assisted educational television stations, but as a part of its public information activities, it supports the production of films and videotapes for both commercial TV and ETV utilization. In 1965, the SSA, through a contract with NET, provided approximately $50,000 for the production of series of three half-hour programs. In production now for release this summer is a series of 26 15 minute programs for showing on both commercial and educational television. The contribution of SSA will be somewhere in the neighborhood of $105,000. Also, in the budget of the Office of Information for the next fiscal year is a $30,000 item for educational television materials.

VOCATIONAL REHABILITATION ADMINISTRATION

The VRA has produced a number of films which have been made available to commercial and educational television stations. VRA grants to ETV stations for

production of program series have totaled just under 1 million. Among projects funded were grants to the Chicago ETV Association for the production of programs dealing with mental illness and alcoholism. The VRA is currently supporting the production of 14 technical films, through grants to various educational and nonprofit organizations. These films are not designed for broadcast use, but with modification some could be adapted to ETV. There are no matching requirements for such grants.

Of the 81 medical schools which receive VRA training grants, it is estimated that 50 of them are using Federal funds to support the operation of closed-circuit television systems. The exact extent of Federal financial participation attributable to ETV has not been determined.

OFFICE OF EDUCATION

ETV Facilities Act of 1962

This Act authorizes the expenditure of $32,000,000 over a five year period to assist the various States in the acquisition and installation of television equipment. To date 161 grants have been awarded for a total of $31,971,011. In Fiscal 1967, 50 grants totaling approximately $8.7 million were awarded. The Act provides for 50% Federal grants (in some instances up to 75%).

Title I; Elementary and Secondary Education Act (for Public Schools)

This program is designed to provide assistance for educationally deprived children. It is impossible to obtain exact figures on the total amount of Federal financial participation in ETV activities under this program because projects are approved at the state level. An informal survey made of state education agencies, however, provides a basis for an estimate that over $6,000,000 in Title I funds were used during fiscal 1967 in support of ETV activity. Funding is at 100% Federal participation. The funds were used for the purchase and installation of equipment, for programs to implement basic skills and for in-service training of teachers. Broadcasting of educational television programs was used by some cities to serve nonpublic school children.

Title II; Elementary and Secondary Education Act (for Public Schools)

This is a materials program, providing printed and audio-visual materials for use of children and teachers in public and private elementary schools. There is no direct relationship to educational television, though funds may be expended for video-tapes and kinescope recordings.

In fiscal 1966, approximately 17.4 million dollars were spent for over 2 million audio-visual items, and it is highly probable that some funds were expended for video tapes. However, there is at present no statistical information to identify television projects. Funding is at 100% Federal participation.

Title III; Elementary and Secondary Education Act (for Public Schools)

This program provides assistance for supplementary educational centers and services. One of the uses of Federal Funds under ESEA Title III is ". . . Developing, producing and transmitting radio and television programs for classroom and other educational use: . . ." In line with this authorization, 41 of the projects approved in fiscal 1967 involved educational television as a major part of the program. The total cost of the 41 projects was $4,004,304. Funding is at 100% Federal participation.

Title VI (a), Higher Education Act of 1965 (for Colleges and Universities)

Category II of this program covers grants for the acquisition of closed-circuit direct instruction television equipment, materials, and minor remodeling of television facilities. In FY 1966, 125 grants totaling $1,472,171, were awarded under this program. In FY 1967, the second year of operation of this program, 145 grants totaling $1,470,073 were awarded. The Federal share may be for up to 50% of project costs; or upon proof of extreme need, the Federal share may be increased up to 80%.

Adult and Vocational Research and Demonstration Projects

The Division of Comprehensive and Vocational Research (formerly the Division of Adult and Vocational Research), Bureau of Research, OE, has made seven grants totaling $576,124 for projects utilizing ETV programming (two projects are not directly related to ETV, but the films produced in these projects could be used over ETV). There are no matching fund requirements for such

grants. The seven projects were funded prior to FY 1967, and two received additional funds during FY 1967.

Title III, National Defense Education Act of 1958

This program provides financial assistance for strengthening instruction in science, mathematics, modern foreign languages, and other critical subjects in public elementary and secondary schools.

Television receivers and reception accessories are eligible for purchase with Title III funds when educational television programs in the critical subject fields are available. Television production equipment is generally not eligible, but portable tape recorders and small television cameras can be supported in certain justifiable instances.

Because the program is a State plan program, States receive allotments each year to distribute to local school districts on the basis of approved projects for the purchase of equipment, materials, and for minor remodeling. The US Office of Education does not maintain records on expenditures for television equipment by State agencies.

An annual report which each State submits to the Office of Education shows only expenditures for audio-visual and non-audio-visual equipment and materials for each of the subjects eligible under the program (ETV materials and equipment are not singled out).

Title VII; National Defense Education Act

This program provides for research and experimentation in the development and evaluation of projects involving television, radio, motion pictures, printed and published materials, and related media of communication for educational purposes.

In fiscal 1967, 10 projects involving closed-circuit and broadcast television were supported under Title VII. Four of the projects were new; six were continuations from the previous year. The total amount awarded in FY 1967 was $1,672,000. Funding under this program can be at 100% Federal participation.

(Staff Report, July 1, 1967.)

The CHAIRMAN. Mr. Nelsen.

Mr. NELSEN. Thank you, Mr. Chairman.

As to this $9 million for the first year of the Corporation as referred to in your statement, Mr. Springer earlier mentioned that the cost of this program could be monumental. I hope that you will gather information for us which could be compiled from very professional advice from the industry as to what the real cost would finally be. I think we should have that information. This has already been referred to, but I hope it is not shaded. I hope we get a very accurate figure.

Now, on page 8 of your testimony you refer to the possibility of political activity, and so forth, and to the proposal's strong provisions governing the officers of the Corporation in this respect.

You also indicated in your testimony in response to questions, that the effectiveness of this will depend on the character of the directors. What I am always concerned about, whether it be in the area of Federal aid to education or any Federal program, is that where the Federal Government moves into an area of this kind there is a very likely possibility of the program's being directed to reflect a philosophy or a thinking of the administration in power at the time.

Now, this language that you have in this bill indicates that you likewise feel there is great danger in this direction. Is this not true?

Secretary GARDNER. Yes, sir.

We felt that the primary justification for the corporation as an instrumentality was this danger if there were any hint of control.

Mr. NELSEN. It is also true that we do have laws dealing with the Federal employees as to political activity, and we have seen a gradual

move toward ignoring of these restrictions. We have seen a trend among some in leadership positions of Government to encourage violation of the Hatch Act by Federal employees, so I look with some skepticism on the possibility that you can restrict what this corporation might do.

I would like to ask the question: Is there any reference in this bill to the activity of a local station in the area of advertising? Will the educational TV station be restricted in any advertising that they might do?

Secretary GARDNER. They do not advertise and cannot advertise. The extent to which they approach this borderline is the use of some programs which are financed by industry and simply carry a credit line, say, at the beginning of a film but they don't advertise. They don't have commercials.

Mr. NELSEN. I note on page 5 of your statement that not all of the 14 million youngsters play guitars and drums. I presume you are referring to some of these long-haired fellows with their ya-ya singing, which I don't appreciate.

Thank you very much.

The CHAIRMAN. Mr. Kornegay.

Mr. KORNEGAY. Thank you, Mr. Chairman.

Mr. Secretary, of the $32 million that was made available by the legislation which was passed in 1962, how much of that remains unspent at the present time?

Secretary GARDNER. I would ask Dean Coston to answer that.

Mr. COSTON. There is presently $25,000 of unobligated money left in that appropriation.

Mr. KORNEGAY. Only $25,000?

Mr. COSTON. Yes, sir.

Mr. KORNEGAY. So that for all practical purposes it is used up?

Mr. COSTON. Yes, sir.

Mr. KORNEGAY. Now, under the bill title I calls for authorization of $10,500,000 for fiscal 1968, and an open-ended program thereafter, and the question has been raised, Mr. Secretary, I think first by Mr. Macdonald, as to how much is it going to cost in the future, and you made the statement that you had some projections, but you did not give us any figures.

Let me ask you if this figure is in line with your projection and that is a cost of $270 million per year at the end of 5 years?

Secretary GARDNER. That is the figure supplied by the Carnegie Commission.

Mr. KORNEGAY. Covering the establishment of 400 stations.

Secretary GARDNER. Yes.

Mr. KORNEGAY. So, that that would be a jump from the present 93 stations to 400, which would be roughly about 300 percent.

Mr. COSTON. Mr. Kornegay, of course, that figure, too, represents the total capital requirements and does not necessarily indicate that that is the extent of the Federal contribution.

Mr. KORNEGAY. That was the next point I wanted to raise.

Assuming that is a reliable figure, what portion of that would you expect to come from the Federal Government?

Mr. COSTON. It would seem to me that that really is the question that the committees of the Congress have to determine, knowing the out-

side capital investment requirements to establish certain levels of coverage and quality.

Mr. KORNEGAY. Assuming it is going to take that kind of money to put on an acceptable quality program, how much are you going to be able to get from sources other than the Federal Government?

Mr. COSTON. We will be glad to look into that and try to get you a memorandum breaking down the available capital for this kind of program.

Mr. KORNEGAY. I think it would be desirable to have that for the record.

(The following material was received by the committee:)

THE PROSPECTS FOR NON-FEDERAL FUNDS FOR PUBLIC TELEVISION

Private Foundation funds and individual and corporate contributions started ETV in 1952. Stimulated by matching grants from the Fund for Adult Education (then an agency of the Ford Foundation) 30 local groups were able to organize broad local support to construct and operate ETV stations.

The National Educational TV and Radio Center (now National Educational Television (NET)) was also started by the Ford Foundation. More recently, the Ford Foundation initiated a program of stimulator grants, matching local donations raised by community stations, and provided support for a new Public Broadcasting Laboratory to develop specialized public affairs programing. The Ford Foundation's cumulative contributions to all phases of educational television (closed-circuit and broadcast) now exceed $100 million.

A second strong source of support for ETV has been schools and colleges—public and private—and *state and local government*, particularly in the financing of in-school instructional television and television in support of community services.

Additional support has been provided by *business organizations*. And finally there have been the donations of individual citizens—*the general public*. The response of the latter groups has on occasion been astounding; the appeal by Boston's WGBH–TV for funds to reconstruct its burned-out TV station, for example, was successful within weeks of the fire.

These are the four principal sources of non-Federal funds to support an expanded public broadcasting system in partnership with the Federal government—*private Foundations, schools—public and private*—and *state and local government, business corporations*, and *the general public*.

Yet, it was the conclusion of the Carnegie Commission on ETV that ETV was stretching private resources to the limit and that Federal funds would be essential to any workable national noncommercial broadcast system.

Projections of support from these sources are necessarily imprecise. The Federal Communications Commission does not require annual financial reports from educational broadcasting. DHEW in administration of P.L. 87–447 has regarded as inappropriate under Sec. 397 (Federal Interference or Control Prohibited) detailed inquiries into the financial affairs of individual educational broadcasting stations when unrelated to applications for construction grants. Therefore, the following DHEW staff estimates should be considered as very general and expressions of orders-of-magnitude.

The basic information is derived from the Carnegie Commission on ETV reports for 1965–66. As part of this study the most recent comprehensive survey of financial support was made.

1. FOUNDATION FUNDS

The Ford Foundation's support of ETV has tended to eclipse substantial support by other foundations. However, in fact, many foundations have also contributed. During 1965–66, The Carnegie Commission reported that $8.4 million was donated to all ETV stations by foundations. Approximately half of this was from the Ford Foundation as stimulatory grants with Ford matching local voluntary support in a descending percentage over several years. This program which was in effect in 1965–66, the year studied by the Carnegie Commission staff, is phasing out. Thus the Commission figure of $8.4 million cannot be considered as

typical. Therefore, $4.0 million is chosen as a better base figure for annual Foundation support.

Many foundations tend to prefer capital grants and "seed" grants for starting new enterprises. As the public broadcasting system is extended in scope there will be many opportunities for such support, particularly in terms of assisting local educational broadcasters to serve community needs. Smaller foundations, which tend to support needs in a region or locality, are likely to increase their support as stations expand. Although prediction is risky, it seems reasonable to expect moderate growth in the level of foundation support from the base figure of $4.0 million.

2. SCHOOLS AND COLLEGES (PUBLIC AND PRIVATE) AND STATE AND LOCAL GOVERNMENT

These institutions are the largest sources of funds for ETV stations, principally in support of in-school instructional television services. According to the National Association of Educational Broadcasters' *First Report on the Financing of ETV Stations*, the level of this support constitutes 53% of the total income of ETV broadcasting stations. The Carnegie Commission survey reports $32 million for 1965–66 and this amount is growing as the number of ETV stations increases and as the quality of the instructional TV service improves. In recent years there also has been a considerable increase in Federal support to the states for encouraging innovative and imaginative applications of television to educational problems at all levels.

On the other hand, most new stations will be in smaller markets (or will be second stations in large markets) so that the increment in school children reached probably will reflect a somewhat lower growth rate.

Similar growth is occurring in the use of noncommercial broadcasting stations schedules to strengthen the functions of a wide range of community services. Television programs are increasing which provide (1) continuing education for doctors, nurses, lawyers and other professonal groups, (2) assistance to public services such as police and fire protection, and (3) information to the public on alcoholism, mental health, problems of aging, and mental retardation. While these uses of television are being undertaken on the initiative of State and local agencies, there has been an increase in innovative efforts to improve services as a result of increased Federal support available to State and local administrations. These Federal programs are reflected in an attachment elsewhere in this record, headed *Programs Administered by the Department of Health, Education and Welfare which Make Available Financial Support of Educational Television.*

On balance, DHEW staff estimates indicate that support from State and local sources will substantially increase and that a reasonable figure for 1980 might be in the range of $47 million per year.

3. PUBLIC CONTRIBUTIONS

Historically, the general public contributes about 10% of total ETV station expenditures. Many devices are used to stimulate this giving—program booklets, annual campaigns; even auctions. In at least three cities (Boston, Chicago, and San Francisco) general support is a substantially larger percentage. Whether the 10% average can be sustained when public broadcasting attains its full stature of $270 million per year is a moot question. However, the Cancer Crusade collects over $50 million annually and the Heart Fund over $35 million so the potential is present if public broadcasting can mount a service with sufficient appeal. A new national Citizens Committee for Public Broadcasting has been organized to help in securing support.

In 1965–66, the Carnegie Commission reported that the public contributed $3.2 million to ETV stations. It is believed that there has already been an increase in that figure. With increased promotion and organized fund raising eventual support, it is estimated, could total $15 million if the public broadcast service proves to be popular.

4. SUPPORT BY BUSINESS CORPORATIONS

Business and commerce have supported ETV from the start and the level of this support grows as industrial organizations increase their contributions to education in general. The Chicago ETV station draws 10% of its $2.0 million annual budget from this sector. In 1965–66 about $3.0 million was contributed to all ETV

stations by commerce and industry including $1.0 million for underwriting special programs, according to the Carnegie Commission.

In recent years, the use of ETV stations by industry for industrial development programs—management or electronics training, for example—has shown a steady increase. Stations in such varied locations as Pittsburgh and South Carolina have devoted important segments of their schedule to industrial development programs.

It would seem that the future potential here is considerably larger—as industrial programing increases, as the quality and popularity of public broadcasting increases and benefits ever larger segments of the communities in which industries have investments, and as the solicitation of the business community becomes a special gift situation in any national drive for funds from the public. By 1980, it is estimated that financial support by business will more than double to about $6 million.

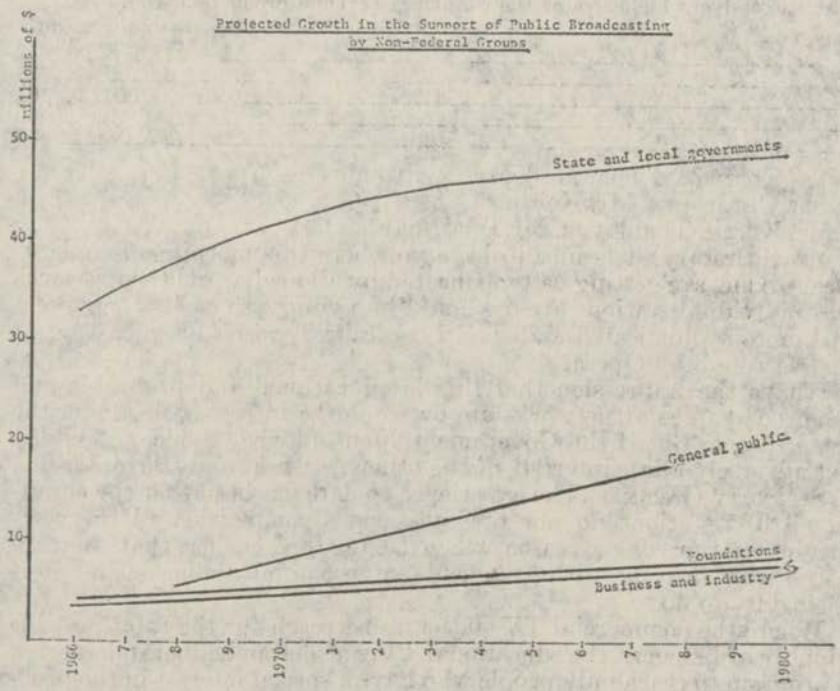
Bringing together the estimates above, which must be considered as general and tentative, the potential for growth in non-Federal support for public broadcasting is estimated to be about $75 million which is in general agreement with projections of the Carnegie Commission.

[In millions]

	Amount	Eventual
Schools and colleges (public and private) State and local government	$32	$47
Foundations	4	7
General public	3	15
Industry	3	6
Total	42	75

This would represent about 25% of the total of $270 million, which is the Carnegie annual figure for a mature public broadcasting system.

The following chart indicates these trends:



Mr. KORNEGAY. Are there any figures available as to how much money could be raised as a result of the suggestion that an excise tax be placed on each receiver sold?

Secretary GARDNER. I think Carnegie made those projections, too, did they not? We can dig those up.

(The following information was received by the committee:)

ESTIMATED REVENUE PRODUCTION BY AN EXCISE TAX ON TV SETS AT THE MANUFACTURER'S LEVEL

The Carnegie Commission on ETV recommended that the Corporation for Public Television be financed by a dedicated tax and they suggested an excise tax on TV sets at the manufacturing level. Their estimates of revenue were based on 1965 manufacturers' sales of $1.8 billion. Sales for 1966 rose to $2.6 billion, according to the Electronic Industries Association, partly reflecting the higher unit price on color sets, so a 2% excise tax based on 1966 sales would have produced $52 million. The Commission was conservative.

H.R. 6736 differs from the Carnegie proposal in assigning to the Corporation for Public Television the additional responsibility for supporting the operating costs of educational broadcasting stations. Carnegie had recommended that this funding be through DHEW and would, therefore, be provided from general revenues.

What is the best guess as to future levels of sales? Annual sales showed a marked increase of $.8 billion between 1965 and 1966. On the other hand, it is difficult to predict the net effect on sales of an excise tax. Industry sources suggest that excise taxes applied at the manufacturer's level tend to compound as wholesalers and retailers hedge by raising margins and that this might affect total sales negatively, producing less tax revenue. Furthermore, the color television surge will eventually run its course. Although the industry remains optimistic concerning growth, caution would suggest that future estimates be based on the $2.6 billion 1966 figure.

At successively higher rates the estimated revenue production would be:

Percent	*Million*
2	$52
3	78
4	104
5	130
6	156

Mr. KORNEGAY. That is all, Mr. Chairman.

The CHAIRMAN. Mr. Keith.

Mr. KEITH. Thank you, Mr. Chairman.

Mr. Secretary, it is nice to have you here this morning. People, it seems to me, are getting better educated by all media, and the networks and individual stations are or should be vying with each other to get this more sophisticated audience. Let's take Texaco's broadcasting of the Metropolitan Opera.

I have the impression that this is educational and profitable and other companies or networks are or would be interested in doing the same things. But if the Government sponsors rival services, would it not adversely affect interests of the other networks and stations?

Secretary GARDNER. The experience to date has been that the educational TV stations do not present serious competition to the commercial stations for a reason which I suggested earlier, that they are necessarily dealing with fragments of the total audience and it is their duty to do so.

Where the commercial TV station must reach for the total possible number of listeners, the educational TV station can deliberately design a program to reach only people who have a special interest in the problems of children or the problems of public health or whatever.

Mr. KEITH. It shouldn't be necessary for me to tell you that I, of course, appreciate this and would like to have my young people watch educational programs, but I like to have the existence of a choice, and I would like to upgrade the private sector as well as the educational TV.

Let's take another instance here. I think we have a problem that should be recognized somewhere in the statute dealing with the subject, and I want to point it up. I believe that both educational TV and other networks covered the recent United Nations sessions. Do you know about that at all?

Secretary GARDNER. No, sir.

Mr. KEITH. It is my recollection that educational TV vied with the private TV companies for the same audience for the same programing, and if this is true, wouldn't the existence of that choice of stations covering the same exciting and educational programs lessen the incentive of the private sector to put on that program?

Secretary GARDNER. I think there will be inevitably occasions, have been in the past and will continue to be in the future, in which both are covering the same event. There is no doubt about that. I think the longrun consequence of an effective educational TV element within the broadcast community will be to heighten incentives.

Mr. KEITH. I think it has served that purpose thus far and hopefully will continue to do so. At the same time I think we must recognize that perhaps if they are unable to compete because of the Government sponsorship of such programs, that they will perhaps seek to offer contrast and appeal to a different segment of our society and this wouldn't be as healthy.

Mr. BROTZMAN. Will the gentleman yield for one question?

Mr. KEITH. Yes.

Mr. BROTZMAN. Mr. Secretary, I have been waiting for someone to ask this. How are your ratings on educational television? You talk in your statement about the fact that there are some 50 million Americans that are within the orbit of educational TV. Have you made any attempt to measure how many people in that orbit are, in fact, taking advantage of educational television? Do you understand my question?

Secretary GARDNER. Yes, indeed, I do. It is 1 or 2 percent.

(The following information was received by the committee:)

ETV AUDIENCE RATINGS

Currently, 1 to 3 percent of the sets in use are tuned to ETV stations at a given hour. (The average VHF station has almost double the viewership of the average UHF station.) This means that ETV is viewed by between 700,000 and 1 million people during an average non-instructional weekday hour.

However, a distinction should be made between the audience reached in a given hour and the audience reached cumulatively over the period of a week. ETV programs to small, select audiences. But, over the period of a week, an ETV service reaching a large number of small audiences serves a broad segment of the total population.

According to a 1966 National Educational Television survey by the Stanford Institute for Communication Research, ETV was viewed by between 12.2 and 14.7 million people in a typical week. By contrast, according to an earlier comparable survey, only 4.5 and 7 million people viewed ETV in a typical week in 1962. Therefore, it can be stated that the number of people using ETV is growing, more than doubling between 1962 and 1966.

In addition to ETV's general audience noted above, a 1966 study conducted by the National Center for School and College Television reported that ETV

provided broadcast television instruction for 6.5 million school children in a typical week that year. In 1962, a comparable study revealed that 2.2 million students received broadcast instructional television. The number of students viewing broadcast ITV almost tripled between 1962 and 1966. In sum, approximately 20 million people used ETV in a typical week in 1966.

Although the total general audience of ETV stations increased in size during the period 1962–1966, the percent of the general audience viewing ETV remained relatively constant during the period. An increase in the total number of ETV stations and an increase in population partially explains the increase in size of general audience in contrast to the lack of percentage increase.

The percentage of the school population using ETV broadcasting, it should be noted increased from 11% in 1962 to 19% in 1966.

In a typical week of 1966, an ETV station operating on a VHF channel reached a 22% share of the general viewing audience; a UHF station 11%.

The comparison of noncommercial television audiences with those audiences reached by commercial television does not take into account the difference in functions of the two systems. The commercial television system derives its support from the sale of advertising, and it programs to mass audiences. The noncommercial system derives its income from nonadvertising sources, and is in a position to program precisely to more limited special audiences with specific needs. These functions are reflected by audience statistics.

Mr. BROTZMAN. I thank you.

Mr. KEITH. Do you know of any place in the record where there is a discussion of the possible impact, adverse perhaps, to the private sector of support of competition for the existing networks? Following up this theme that I mentioned, is there any place in the Senate hearings or in the hearings that we had before either House or Senate committee in previous years of the factors that have to be recognized and discussed and conclusions reached with reference to the long-range effects?

You talk on the one hand about how competition improved the programs, and I agree. But is there any discussion in the record that you know of possible adverse effects?

Secretary GARDNER. I don't know of any, and I don't know that any data exists that would support such a notion.

Mr. MACDONALD. Would the gentleman yield?

Mr. KEITH. Excuse me. I would like to yield to Mr. Macdonald if he is speaking to this point.

Mr. MACDONALD. I was going to say on this subject that perhaps we could invite Fred Friendly as a witness. He would be able to give you exact testimony as to that type of competition.

Mr. KEITH. Thank you. I have one further question.

You mentioned that one network had offered a million dollars to help support this program. What network or what station was that?

Secretary GARDNER. CBS.

Mr. KEITH. I have no further questions, Mr. Chairman.

Secretary GARDNER. May I make one brief comment on competition? That is that I think we must not assume that we have an inflexible audience that can only be divided by those who are present. The whole story of the growth in classical records is the story of the discovery of a new audience and in this case the discovery of a new audience that had very lively commercial consequences.

It is quite possible that educational TV will develop and demonstrate the popularity of the kind of educational and cultural programs that now aren't appreciated.

Mr. KEITH. I must recognize the point that it has been my view that this had a beneficial effect on competing networks. They might, if

left to their own devices, just be vying for other markets that would be more lucrative but less beneficial in the long run. Of course, what is beneficial is a matter of personal philosophy.

I would be glad to yield.

Mr. BROWN. I wonder if the Secretary would be a little more specific as to what specific kind of cultural advancement you feel might be developed by public television.

Secretary GARDNER. I can't predict. I was just making the point from the precedent of the classical records and the emergence of an audience that it is quite possible for example that there could develop an audience for good theater that would be very wide, indeed, if properly presented, but this I don't know.

Mr. BROWN. You mean broader than the audience which has developed for theater in recent years?

Secretary GARDNER. Yes.

The CHAIRMAN. Mr. Van Deerlin.

Mr. VAN DEERLIN. Mr. Secretary, is it your idea that the 1 to 2 percent who now avail themselves of public television might be substantially increased with the development of an independent publicly owned and operated network?

Secretary GARDNER. Yes, sir.

Mr. VAN DEERLIN. Especially in the area of public events, that there would be an urgency and timeliness in the presentation of programs that can never be achieved by a number of independent stations waiting for tapes and recordings to arrive by mail?

Secretary GARDNER. That is correct.

Mr. VAN DEERLIN. This being so, would the maximum $250,000 allocation per station include the use of funds for possible line charges for network use, or will this be entirely committed to construction and purchase of equipment?

Secretary GARDNER. The $250,000 is a maximum per grant per project, and a maximum per station, and it could be used for interconnection. It could be used for interconnection.

Mr. VAN DEERLIN. The Senate in reporting out the bill eliminated the word "nonprofit" in describing the private agencies, organizations, or institutions with which arargnements might be made for interconnection facilities. This word "nonprofit" remains in the bill that we are considering.

I should imagine that the principal facility for transmission might be the International Telephone & Telegraph Co., which is not a nonprofit or eleemosynary institution. Do you think we ought to strike the term "nonprofit" from our bill as well?

Secretary GARDNER. I don't know the history of the striking of that word. I would like to ask Dean Coston whether he knows.

Mr. COSTON. Mr. Van Deerlin, when the Senate was considering the bill, a number of witnesses made the point that it seemed to be an extra exercise for the corporation to have to go to another organization to provide them with funds to establish an interconnection on an ad hoc basis. They wanted to open up the possibility for the corporation from time to time to contract with a common carrier to interconnect for a nationally distributed real time program series. So they struck the word "nonprofit" and then in the report made it quite

clear that they were not talking about a permanent arrangement between the corporation and ITT or A.T. & T. or whoever the carrier might be, but that they did feel that the corporation should from time to time have the opportunity to directly establish an interconnection either on a regional or national basis. It was on this basis that they struck the word "nonprofit."

Mr. VAN DEERLIN. Would the Department support a similar amendment in the bill we are considering?

Mr. COSTON. I think that is a reasonable provision, Mr. Van Deerlin, but I hope it would be safeguarded in the legislative history in the same manner in which the Senate safeguarded it.

Mr. VAN DEERLIN. Mr. Gardner, have you had extensive discussions with network executives in the planning and preparation of this legislation?

Secretary GARDNER. We have discussed this with a very considerable variety of people. The Carnegie Commission also discussed it with network executives.

I would say that the conversation which led first to the Carnegie recommendations and then to the legislation was participated in by just about all of the relevant parties.

Mr. VAN DEERLIN. Insofar as is known, the networks do not fear or oppose the competition that they might face as a result of passage of this legislation?

Secretary GARDNER. I can't honestly answer that.

Mr. COSTON. Mr. Van Deerlin, I would like to make one point on the competitive aspect.

The average annual educational station budget-capital investment and operating cost is something under $400,000 a year. This is less than a network would invest in an hour prime time evening program. I think we are a long way from threatening an institution and organization the size of commercial broadcasting when we are that widely separated in terms of ability to operate, and compete for programs.

Mr. BROWN. Would the gentleman yield?

Mr. VAN DEERLIN. What I was trying to adduce is not whether we think they have anything to fear, but whether they think they have anything to fear. Are they on record?

Mr. COSTON. Yes, in the Senate, broadcasting executives did support the concept of public television.

Mr. VAN DEERLIN. I would be happy to yield.

Mr. BROWN. If we are talking about 1 percent of the audience, I don't think they would be too worried about it.

Mr. VAN DEERLIN. I hope that we are trying to develop something that is going to serve more than 1 or 2 percent of the public, or it isn't worth doing.

Mr. MACDONALD (presiding). The time of the gentleman has expired.

Mr. Broyhill?

Mr. BROYHILL. Thank you, Mr. Chairman.

I note that the House is in session and time is growing short, and I don't intend to take too much time. I may want the Secretary to submit answers to questions for reference. I would like to ask a couple of short questions.

One is: Is it my understanding that the Federal Communications Act of 1934 applies to the public television system as presently in being as well as the expanded system that we will bring forth?

Secretary GARDNER. Yes, sir.

Mr. BROYHILL. The fairness doctrine as laid down by the Federal Communications Commission is fully applicable, is that correct?

Secretary GARDNER. Yes, sir.

Mr. BROYHILL. Section 315 of the act as it applied to political candidates fully applies, is that correct?

Secretary GARDNER. Yes, sir.

Mr. BROYHILL. Do any of these public television stations editorialize?

Secretary GARDNER. Yes, they do. This varies enormously from station to station and I wouldn't say that there has been a great deal of boldness, but they do expose views on one subject or another.

Mr. BROYHILL. Have any of them ever endorsed political candidates, local, National, or State?

Secretary GARDNER. Not that has come to my attention. Mr. Coston?

Mr. COSTON. Not that I know of, Mr. Broyhill.

Mr. BROYHILL. One other quick point: The language of the bill as well as comment by members here and other material which I have read continually refers to this television system as an educational medium. In your remarks and also in the remarks of others, however, it seems to me that what we have really created and are going to create even in a larger sense is really a public entertainment medium.

Would you agree with that comment or would you comment on that?

Secretary GARDNER. You mean what we are trying to develop in this bill?

Mr. BROYHILL. Is really a public entertainment medium rather than educational?

Secretary GARDNER. Well, in the sense that education is entertaining, yes. Certainly you can see that there has been some confusion about terminology because educational television, as traditionally used, covers both instructional——

Mr. BROYHILL. But I think this would be a fair statement that when the public thinks of educational TV, it thinks of instructional TV as in the instruction of schoolchildren, whereas this is only a small part of this.

Secretary GARDNER. That is correct.

Mr. BROYHILL. What we are really contemplating here is developing the wherewithal and the means of providing programs for these stations that are on the air now and that will come on the air for public consumption from an entertainment standpoint, is that not correct?

Secretary GARDNER. Well, entertainment is not the word I would have thought of or used. I would have thought of such words as instruct or enlighten or other terms that one would use in connection with the whole range of information, public affairs, culture, current events, examination of the significant events of the day or the significant parts of our world. Whether or not they are all entertaining or deserve that term, I don't know.

Mr. BROYHILL. Thank you, Mr. Chairman. I have taken up too much time considering that the time is short.

Mr. MACDONALD. Mr. Pickle.

Mr. PICKLE. Mr. Secretary, it is good to see you and have you before our committee. I must confess that I am generally in the 98 percent who look at the other stations and not so much at the educational TV, and that is a shortcoming that I want to overcome. I don't know enough about this general subject, and I must admit it. I have some questions about actual operation.

Do you do newscasting in the educational stations?

Secretary GARDNER. Yes, sir.

Mr. PICKLE. Is there any advertisement in any respect on the station?

Secretary GARDNER. No, sir.

Mr. PICKLE. If they do a regular newscast, when is it done, in the morning, at noon, and at night?

Secretary GARDNER. Yes, sir.

Mr. PICKLE. Have they had objection to that by the networks?

Secretary GARDNER. No, sir. They regard the public affairs area as one of their major fields.

Mr. PICKLE. How will a station which is presently operating as an ETV station now get funds under this bill for operating purposes or program purposes? Is it through title I primarily?

Secretary GARDNER. Well, it is more likely through title II. You mean an existing station?

Mr. PICKLE. Yes.

Secretary GARDNER. I would think they would want to apply for funds under title II. Mr. Coston?

Mr. COSTON. Mr. Pickle, there would be several ways in which the individual station would utilize the authorities of this act. One, it could get grants under title I for improvement of its facilities and enhancement of its signal.

Secondly, it could get a direct grant from the corporation for the development of programs or program series.

Thirdly, it would be able to utilize programs developed in production centers or in other places under corporation sponsorship; and lastly, it could receive operating moneys from the corporation if in the judgment of the board of the corporation operating moneys were a high priority item for that station.

Mr. PICKLE. I notice in the bill under title II for 1968 only $9 million authorized. Just for comparison, what would be the amount authorized for next year under title II, for 1969 and 1970? Just give an example.

Mr. COSTON. It is difficult to say, Mr. Pickle, until the corporation has had a chance to determine for itself a permanent financing method.

Mr. PICKLE. I understand that, but what is your estimated overall cost over a 3-year basis that was established early this morning? Wasn't it somewhere in the neighborhood of $250 million to $275 million?

Mr. COSTON. That was the Carnegie Commission suggestion.

Mr. PICKLE. Then you can give me an idea of what it would be in the years 1968 and 1969. $9 million doesn't mean anything. Does that mean $100 million in the next year?

Mr. COSTON. I don't know, Mr. Pickle, and I don't think anyone will until the corporation is established and figures it out.

Mr. PICKLE. This is only repeating, but won't we need more than just a cavalier answer to the question?

Let me ask you something of a personal nature just for my information. What would you think if we said to everybody in America who buys a television set that there would be a $1 charge that would go toward defraying expenses of operating this program?

Secretary GARDNER. Well, that is essentially the kind of proposal put forward by the Carnegie Commission, and we chose to leave open this question of financing and the President has said that he will come forward with a method of financing after further study. We are now beginning that study.

Mr. PICKLE. I will be anxious to see it.

One last question: the ETV stations now give discussions on current events. They are designed, I assume, not to be political, but do you have discussion on open housing now from these stations?

Secretary GARDNER. I would think it would be perfectly possible for that to happen if the station wished. The essence of this plan is that the local station is its own boss and its own master.

Mr. PICKLE. They could present either a submission of the pros and cons or have the speaker say "I believe" or they could have two adversaries on the program or just one man, any way they want to?

Secretary GARDNER. Within the limit of the Communications Act of 1934 certainly.

Mr. PICKLE. They could talk about any of our current problems, open housing, social security, Middle East, Vietnam, Adam Clayton Powell, at any time of the year?

Secretary GARDNER. As a commercial station can; yes, certainly.

Mr. MACDONALD. The time of the gentleman has expired.

Before I call on the next gentleman, I would like to point out two things.

In Boston educational station 2, channel 2, No. 1, has the best newscaster in the business in that area, Mr. Lyons, whom I am sure you are familiar with, Mr. Secretary; and, secondly, as far as competition is concerned, when it had a fire and burned down, the two other stations which were affiliated with networks led the fight to get more funds for them, which would indicate to me that they didn't take the amount of competition, in the sense that the question has been asked, that seriously.

Mr. Harvey?

Mr. HARVEY. Mr. Secretary, I am impressed that the Carnegie Foundation did a fair amount of studying before they put out this report of theirs, and in chapter 10 where they speak of revenues, which I am sure you are familiar with, they discuss first of all their estimate of what it will cost to operate the corporation once it gets going and they set that figure at about $104 million a year, and they then discuss specifically, however, the first 4 years of the corporation's growth.

I would like to read that paragraph to you on the bottom of page 68 from chapter 10:

> Our estimates for each of the first four years of the Corporation's operation show capital costs of $11 million, programming costs of $31 million, interconnection costs of $7 million, and administrative and other costs of $7 million; the total for each year being $56 million. These are the costs for which the Corporation must look to the Federal Government.

We are thus led to the conclusion the Corporation will require from federal funds approximately $40 million in its first year and $60 million a year for the following years, allowing for a moderately rapid buildup.

That will be for the first 4 years. As Mr. Pickle said, in this bill is only authorized $9 million. Where will the remainder of this money come from, No. 1, or if you disagree, how do your figures differ from these figures here? These are quite specific.

Secretary GARDNER. The $9 million refers only to title II. This would include titles I and II, which would be different.

Mr. HARVEY. Which would be what?

Secretary GARDNER. $20 million.

Mr. HARVEY. We are still off a pretty fair sum.

Mr. PICKLE. Would the gentleman yield?

Mr. HARVEY. Yes, within the limits of my time.

Mr. PICKLE. I want to ask a question. On funds under title II, who would supply the operating cost, the corporation, or HEW?

Secretary GARDNER. The corporation.

To respond to your question, first, this is the document of a commission which has to pull some figures out of the blue, which has to arrive at some kind of figure that they can talk about.

Mr. HARVEY. But after a fair amount of study, wouldn't you agree?

Secretary GARDNER. Oh, yes.

Mr. HARVEY. In fact, I am greatly impressed with the amount of study they put in this. Could you show me specifically in that chapter where it says that both title I and II are included there? I would disagree with your conclusion there. I gather they are talking about this corporation only, as it says at the outset.

Secretary GARDNER. Well, you see, they do talk about construction and capital outlays which comes under title I in our bill.

Mr. HARVEY. You may be right there, but we are still off more than 50 percent. In other words, they estimate $40 million in the first year, and you take $20 million out of that and you are still at $20 million, and you have $9 million in the bill.

If you read two pages further in the report, they estimate that the most that private contributions will give annually will be, in their judgment, $4 million a year. It seems to me that this committee is deserving of something better than that as far as the estimate of the cost of this program is concerned.

Secretary GARDNER. Let me say a word about our whole discussion. First of all, our Department is not faced every day with a question of launching a private corporation that will not be under our jurisdiction after its establishment.

Second, many of these things are extremely variable. How much programing money you inject into the stream just depends on the amount of effect you want to have. You could double it, triple it, you could have a massive program which would really radically alter and upgrade educational television in a very short time or you could take a long-term approach to it. There are many levels at which you could do it.

Mr. HARVEY. My time is limited, Mr. Secretary. I don't mean to cut you off, but maybe you can expand later in a letter. I have just a few minutes. Let's get to the programing just for a second.

I wonder if you could tell me what safeguards are there in this bill that will prevent it from becoming, in your judgment, a propaganda agency for the Federal Government or for the administration in power regardless of which party it is? What safeguards have you written into this bill?

Secretary GARDNER. The first safeguard would be the existence of a corporation rather than simply direct Government operation of the program.

Mr. HARVEY. In that regard, first of all, though, we have to confess, or I take it that you would, that you haven't yet established in your own mind how that corporation shall be financed, whether it shall have to come to the controlling Congress and ask for money or shall have an excise tax as the Carnegie Commission asked.

Secretary GARDNER. It would have to come to Congress in any case to get its manner of financing. Its manner of financing will come through Congress. You will have to decide that.

Mr. HARVEY. Tell me what other safeguards there are in your judgment that prevent its being propaganda.

Secretary GARDNER. The first is the existence of the corporation, and the second is the character of the board itself. The third is the provision that the local station is at all times master of its own fate as to whether it wants to accept a program or whether it wants to undertake interconnection. Nothing is forced upon it. It is the final point of decision.

Those three are the main safeguards. Another safeguard, I might say, is that all that goes on here is highly visible. This is not something that the public cannot judge immediately.

Mr. MACDONALD. I am sorry. The time of the gentleman has expired.

Mr. Adams?

Mr. ADAMS. Thank you. It is a pleasure to see you again, Mr. Secretary.

My questions are more of a technical nature with regard to the public corporation, and I am trying to determine just how it produces throughout the country a particular program. As I understand it, it is not allowed to own any broadcast facilities; is that correct?

Secretary GARDNER. Yes, sir.

Mr. ADAMS. And that it can only contract with educational TV for the production of an educational TV program by that local station, is that correct, or with a commercial producer to actually, let's say, produce Henry VIII. A local educational television station would produce Henry VIII with funds given by this corporation or they would go out and hire X company to produce it, is that correct?

Secretary GARDNER. Yes.

Mr. ADAMS. Having this Henry VIII, does the corporation have an absolute right to get it back from the station that produced it in order to make it available to other stations once they have given the funds for it, or how does that work?

Mr. COSTON. Mr. Adams, that would depend on the nature of the contract and how the corporation and the contracting parties chose to execute the contract.

Mr. ADAMS. In other words, we give complete freedom to this corporation to say, "This can only be produced by this educational TV station," even though it is Federal money that has produced it, and they can keep it and not give it to anybody else?

Mr. COSTON. No, sir; because the bill specifically provides that it must be made available to all noncommercial TV.

Mr. ADAMS. The answer to the question is not that they cannot get it back or have freedom, but it is required that the public corporation would have the right to use the production, continuing to use the example Henry VIII, to give to others?

Mr. COSTON. But there are a whole series of questions regarding residual rights or rerun privileges, et cetera.

Mr. ADAMS. But if they produce it, they have a right to give it to others?

Mr. COSTON. Yes.

Mr. ADAMS. Now, one prior question before my next one.

If you have an interconnecting system, as I understand it under the bill, the corporation itself cannot require this to be used and what I am asking then is: How does this public network become creative; is it some kind of a confederation of the individual TV stations?

Mr. COSTON. Essentially that is it; yes, sir.

Secretary GARDNER. Yes.

Mr. ADAMS. All that happens, then, is that some educational television station across the country—for example, New York, Chicago, Seattle, all three say they would like to be connected, would they apply to the corporation and it could supply funds to either put them on a cable, send them to a satellite, or use telephone lines; is that correct?

Secretary GARDNER. Yes.

Mr. ADAMS. But it could not enter a contract by itself. It could just supply money to someone else to do it; is that it?

Mr. COSTON. Under the House bill, that is correct. Under the Senate bill, they could contract directly with the carrier.

Mr. ADAMS. That was the point I wanted to bring up. In other words, we have a conflict between the two at the present time.

Mr. COSTON. Yes, sir.

Mr. ADAMS. Does the Department have one, and what is its position if it has one, as to which is preferable?

Secretary GARDNER. The chairman's bill is the bill which was transmitted to the Congress by the administration.

Mr. ADAMS. I know that, but after hearings in the Senate, do you have anything you want to say about it? I am not trying at all to put you on the spot. I just want to know if you have a preference.

Secretary GARDNER. Either provision would be quite acceptable to us, Mr. Adams.

Mr. ADAMS. Assuming that you one had the interconnection created between these stations, then what I would like to know is who puts this on the wire?

Since the public corporation is not allowed to own any broadcast facilities and it is not allowed to produce or broadcast anything, who puts Henry VIII on the system?

Mr. COSTON. It could be any one of a number of entities. It could be one of the stations in the network which would put the tape on its own video playback machine and feed it out to the network. It could be a production center.

Mr. ADAMS. This is the following to my prior question. If it puts it on its station, could the public corporation which has put in the

money to produce it require that station to allow it to go on the interconnecting links to the other stations in order to be available to them?

Mr. COSTON. I believe it could.

Mr. ADAMS. Are you sure, because if it isn't in the bill, I would like to know. If you think it is in the bill, I would like to know, or if you think it is cloudy, I would like to know.

Mr. COSTON. Page 14 of the bill, line 20, I think is the pertinent provision. It says: "To assist in the establishment and development of a system of interconnection to be used for the distribution of educational television and radio programs so that all noncommercial educational television or radio broadcast stations that wish to may broadcast the programs at times choosen by the stations.

Mr. ADAMS. All right. The last question I have then is: Is there any right in the public corporation to require anybody, either by having individual facilities or to go out and hire them to produce a program, and then put it on the system through its own motion at a particular time when it felt it would be an appropriate time to show around the country?

In other words, we have Henry VIII produced. We have worked this thing all the way through. Now we will say that it is being put on by a station that is not on the interconnecting group. A lot of money has been put into it. We want a lot of people to see it. Is there any way it can do it?

Mr. COSTON. The corporation cannot require any station.

Mr. ADAMS. In other words, I won't mention the name of a town any place because I don't want to insult anybody, but it could end up in some station which would only be willing to put it on at an hour that was far out of any possible use to the rest of the country so the other stations could never use it and it could stay buried?

Secretary GARDNER. The video tape would be available.

Mr. ADAMS. Is the video tape required and, second, can it be made available either free of charge or for a charge to all stations?

Mr. COSTON. It is certainly not required. I would assume and expect that the corporation would take advantage of all technological possibilities for wide dissemination of its materials.

Mr. ADAMS. Thank you, Mr. Chairman.

Mr. MACDONALD. I have just one question on this, and if it is going to open up a whole vista of things, I withdraw it.

The copyright factor doesn't enter into it today, but what if there were something not current, say something that was copyrighted and was still active, subject to the copyright laws? Who, if anybody, would pay a copyright?

Mr. COSTON. First of all, this bill does not confer any right to infringe copyrights on anybody. As to how you negotiate the copyright license for copyright material, the bill does not confer any right to infringe a copyright.

Clearly, if the system in some way uses copyrighted materials, appropriate arrangements have to be made to be sure that the holder of the copyright gets the royalties to which he is entitled. This may be a negotiation carried out by the corporation.

Mr. MACDONALD. This is my point. Does the corporation enter into it or do the stations involved?

Mr. COSTON. It could. The corporation could.

Mr. MACDONALD. You say it could. I agree it could. I say does it?

Mr. COSTON. I think this depends entirely on the procedures that the corporation sets up and the arrangement it makes with the local station. Certainly a station which does not choose to air a copyrighted program shouldn't pay a royalty because somebody else aired it, but I think the whole area of licensing and agreements is one that demands a lot of attention.

Mr. MACDONALD. I had an amendment on the floor, but it went to things produced for schools, not an entertainment type of thing which has been suggested here today.

Mr. Brown?

Mr. BROWN. Mr. Secretary, I have listened to a lot of discussion on the financing and the technical nature of this bill, but I would like to ask some questions about the philosophy behind the bill.

If you could respond without using words that may mean one thing to you and something else to me, because you have talked already today about editorializing and significant, exciting programs, and gifted, talented people. But what is the philosophy of this public television approach? What are we doing?

Secretary GARDNER. We are trying to exploit the possibilities and potentialities of a medium that everyone believes can be put to additional uses than those to which it is put by commercial television.

Mr. BROWN. Explain just what you mean by additional uses. You mean there are things that we could bring into television that are not now brought into television?

Secretary GARDNER. There is now in existence a very considerable number of educational television stations. They are day in and day out carrying a range of things which are not carried on commercial television; sometimes historical subjects, sometimes public affairs.

Mr. BROWN. Like "You Were There" or something like that?

Secretary GARDNER. Yes.

Mr. BROWN. These are things that are not carried at all or not carried in the quantity that you feel should be carried?

Secretary GARDNER. Both. Some not carried at all.

Mr. BROWN. Would you give me an example of something that is not carried at all on commercial television which is carried on educational television?

Secretary GARDNER. Well, Mr. Coston mentions plays. The range of plays in educational television is very much broader. Far more modern playwrights are used. But if you tune in on a university television station, you may encounter almost any subject in the curriculum presented in a popular manner designed to appeal to a lot of people. Sometimes they are "how to do" programs. Sometimes they are more cultural.

Mr. BROWN. Mr. Secretary, aren't these things also on commercial television? The question, it seems to me, is that we are now talking not about the fact of their existence, but whether or not they are in sufficient quantity, or, I gather, in sufficient quality, whatever we mean by quality. Is that right?

Mr. ADAMS. Will the gentleman yield at that point? It will be very brief and right on your subject.

Mr. BROWN. If you will excuse me just a minute, Mr. Adams, you know I waited for a long time to get around to asking my questions, and if the time can come out of the committee's time rather than mine, I will appreciate it.

Mr. MACDONALD. I think whatever time you yield to Mr. Adams will be given to you.

Mr. BROWN. Thank you.

Mr. ADAMS. I just want to know is there any dramatic program since "Playhouse 90" went off that is carried nationally on any commercial television network?

Secretary GARDNER. I can't answer that.

Mr. BROWN. Is your question live or on tape? I saw a play last night which was apparently not live but on tape. Your question a while ago had to do with Henry VIII which might be on tape.

Mr. MACDONALD. You are back on your own time.

Mr. BROWN. Thank you.

Mr. Secretary, why pick television as a medium? Shouldn't we have public theater, for instance, or maybe a public publisher for books or magazines or newspapers so that we can get a different kind of thing in the public domain than we have now?

Secretary GARDNER. As I pointed out in the example of books, you have a situation in which publishers can publish an enormous variety of books and they are all in the bookstore. In television you have a limited number of channels.

Mr. BROWN. The reason for this is that you can support a limited number of channels, is that not right, with private business venture?

Secretary GARDNER. The spectrum is limited, the broadcasting spectrum.

Mr. BROWN. But the spectrum and channels available are not all utilized at present, are they?

Secretary GARDNER. No.

Mr. BROWN. We still have them available. The reason we don't have more utilized is because they haven't been supported commercially by private participation.

Secretary GARDNER. But you see I have talked with many commercial broadcasters about this and they really agree on this point, that they are forced in the nature of things to move toward the most comprehensive audience.

Mr. BROWN. Is that in conflict with what you said, Mr. Secretary, that you were sure that it wouldn't cause a deterioration in commercial programing? I would think that maybe you are arguing against yourself here. You don't think that public television's existence will deteriorate commercial programing?

Secretary GARDNER. No, I certainly do not.

Mr. BROWN. In spite of the fact that there is a feeling that we need it in order that the commercial broadcasters can deal with the most common denominator?

Secretary GARDNER. They deal with that common denominator in any case, and I believe that, if there is a better range of quality programs on educational television, the commercial broadcasters will take considerable pains not to be outdone, not to let the contrast be too striking.

Mr. BROWN. We are talking about not technical competence, because you seem, on page 4 of your testimony, to eliminate that as a problem, that technical competence exists in private television as we have nowadays, but are we talking about the enlightenment, the significance, the excitement, the talent of the program? Is that what we are talking about that we are trying to create in this corporation?

Secretary GARDNER. We are trying to make it possible to use the medium in a great variety of ways that isn't possible when you have an overpowering capital investment and must recover it by reaching the largest possible audience on every pitch.

Mr. BROWN. What about motion pictures? Shouldn't we do this in the motion picture field?

Secretary GARDNER. Well, we have supported a certain amount of work in the field of educational films.

Mr. BROWN. By a corporation of this type?

Secretary GARDNER. No. But there again you don't have the limitation of channels. The instructional TV study, by the war, will examine again the question of the extent to which we ought to make better use of educational films.

Mr. BROWN. If the chairman will let me ask one more question before he bangs the gavel, are we in the area of the days when the princes or the sovereigns were the patrons of the arts? Is this what we are going to in this program? That is my question. It seems, to an extent, that we are, and if we are, I think we ought to say so, frankly, because I think that there are other areas that would then deserve exploration. For instance, whether we should have a public symphony nationwide, supported by the Federal Government, taxpayers' funds, just as public funds supported the patrons of the arts in the old days. Is this the philosophy behind this program?

Secretary GARDNER. I am not clear as to the import of that. The philosophy in the country for many years has been a very healthy mixture of public and private support for the highest levels of cultural and educational attainment, and some of our finest artists work for State universities and some of the finest ones are supported by the modern equivalent of the princes.

Mr. BROWN. Eleemosynary and local institutions.

Mr. MACDONALD. I am sorry. The time of the gentleman has expired.

Mr. BROWN. This is my question. I still don't have an answer I think.

Mr. MACDONALD. I would like to point out at this time and perhaps it is the same question I started out with, and that is that there is no such thing as private television. All television is public television granted by the Government for the public welfare, and therefore, I repeat that I think that whoever chose the name for this bill or this company that is going to be formed was ill advised. I am sure it didn't come from Madison Avenue.

Secretary GARDNER. I see your point more clearly now than I did earlier.

Mr. MACDONALD. Thank you, Mr. Secretary.

The hearing will stand adjourned until tomorrow at 10 a.m.

(Whereupon, at 12:45 p.m., the committee adjourned, to reconvene at 10 a.m., Wednesday, July 12, 1967.)

PUBLIC TELEVISION ACT OF 1967

WEDNESDAY, JULY 12, 1967

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

The committee met at 10 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Harley O. Staggers (chairman) presiding.

The CHAIRMAN. The committee will come to order.

Today we are continuing the hearings on the different bills having to do with educational television. For our first witness this morning we will have one of the Members of the House, and a member of this committee, who wishes to make a statement.

At this time I recognize Mr. Friedel from Maryland.

STATEMENT OF HON. SAMUEL N. FRIEDEL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mr. FRIEDEL. Mr. Chairman, I want to thank you for giving me an opportunity to speak on behalf of my bill, H.R. 7746, the Public Television Act of 1967.

Since 1951 when the Federal Communications Commission set aside the first 242 television channels for noncommercial broadcasting and when the first educational television station went on the air in 1953, we have only begun to visualize the possibilities of this communications media. Even after 14 years, noncommercial television is only reaching a fraction of its potential audience—and achieving only a fraction of its potential worth.

Title I of my bill expands and extends the Educational Television Facilities Act which expired on June 30, 1967. Under the expired act, my State received $654,301 from the Federal Government for incentive and encouragement to develop, operate, and maintain an educational television network in Maryland. H.R. 7746 will insure that in the future States and communities will also be able to receive incentives as they construct noncommercial radio and television facilities. My State has planned for the construction of six additional Maryland transmitters.

Title II of my bill presents an exciting innovation in the development of noncommercial television. It contains the heart of the proposal offered by the Carnegie Commission in educational television. It establishes a nonprofit corporation to help develop the promises and potential of educational television. The corporation will demonstrate that Federal support can be given to television programing

without the dangers of Government censorship or improper political influences.

In addition, it would encourage the full development of the expansive potential offered by this great media. Mr. E. B. White, editor of the New Yorker magazine, explained this great potential in a letter to the Carnegie Commission which read in part:

> I think television should be the visual counterpart of the literary essay, should arouse our dreams, take us on journeys, satisfy our hunger for beauty, 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 the social dilemma and the political pickle. Once in a while it does, and you get a quick glimpse of its potential.

Finally, title III recognizes that television is a valuable instructional instrument. It provides for a study by the Department of Health, Education, and Welfare into an area which is even less discovered than educational television—instructional television and radio. In this fast moving society of ours, where doctors, scientists and philosophers are simultaneously making breakthroughs from Johns Hopkins University to the University of California, instructional television may prove to be as important to education as assembly line production was to the automobile.

Mr. Chairman, members of the committee, I want to urge that this committee join with our colleagues in the Senate in rededicating the public airways to the public service.

When we stop to consider that television viewing occupies nearly one-fourth of the waking hours of the average American, and that the airwaves over which television and radio programs are broadcast are public property, then we realize the responsibility we have for insuring that these media make the fullest possible contribution to the betterment of individual and community life.

Because television has become such an influential factor in American life, it could function in a vital way in the improvement of public education and the furtherance of public culture.

Public television can reach out to the young and old alike in its educational and cultural endeavors. I look to the future of public television which has the power to arouse our dreams, satisfy our hunger for beauty. Public television can vastly multiply the choices given to individuals who from time to time want to be "individuals" to continue their education and cultivate their artistic tastes.

For a government by the people, a successful democracy depends on enlightened and well-informed citizens. I sincerely believe that public television can contribute to this end.

It is for these reasons that I urge members of this committee to support the Public Television Act of 1967.

The CHAIRMAN. Thank you, Mr. Friedel. We also have another colleague of ours, a very distinguished colleague from the State of Florida, Mr. Claude Pepper.

STATEMENT OF HON. CLAUDE PEPPER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. PEPPER. Mr. Chairman and members of the committee, I thank you very much for the privilege of being here today, and also for the gracious privilege you accorded me to be here yesterday. I regretted

that, on account of an important meeting of the Rules Committee, I was not able to be here at that time.

I would like to take this opportunity to commend the able chairman of this committee for his usual farsightedness, and also for introducing H.R. 6736, the bill on this subject, and also for realizing the need for hearings on this matter of such great consequence to the American people, and for the fine and comprehensive manner in which you are studying this subject. This is characteristic of the high quality of excellence on the part of the distinguished chairman and this committee.

Mr. Chairman and members of the committee, I have long been active, as many of you have been, in trying to give educational television a foothold in our great Nation. I always feel that I would be remiss in the performance of a duty if I did not publicly express my gratitude, and I believe the gratitude of the Congress and the country, to a great, gracious, and gallant lady, Mrs. Freda Hennock. She was a member of the Federal Communications Commission many years ago and she gallantly, valiantly, and finally, after many obstacles, successfully established through the policy of the Federal Communications Commission the educational television facility that we enjoy, the channels that have been set apart for educational television in our country today.

I have also been active in my county in the establishment and support of educational television, which has one of the finest educational television stations in Florida. We like to think it compares favorably with any in the Nation.

We have five educational television channels, facilities, in our State today and we are very proud of them. A little while ago I met in Jacksonville a representative of this industry and taped a 30-minute recording which was played over these five stations of ours. We are very proud of them in Florida.

We have had an opportunity to sense the potential of educational television. That is one of the reasons I am here today, to support the distinguished chairman's bill. I introduced one that is a companion bill to it. I would like to do everything I can to progress the great cause of educational television.

Some of us were saying a moment ago, before the hearing began, "Why couldn't the schoolchildren be taught Caesar's compaigns on television rather than reading them out of a book?" I said, "Why couldn't the travels of Marco Polo be engagingly and intriguingly presented not only to the schoolchildren but also to the adult population? Why isn't the seizure of Troy just as exciting as 'Bonanza,' 'The Lone Ranger,' or a lot of other things that have their place, perhaps, but not regarded, I think, as the classics of our civilization?"

We all realize that individual broadcasting stations are not enough.

By the way, I think of educational television as, in one sense, having the capacity to bring the great libraries and the great museums of our country, for example, into the classroom and into the home. You have to go down to the library, you have to go to the museum, to see a lot of the things that you should be able to see by just turning a dial on your television station. The schoolchildren could see them in their school rooms by having it brought to them.

Toward this end, in order to support the distinguished chairman's bill, I have introduced a companion bill, H.R. 6945. I was the first witness to appear at the hearings held by the Senate Commerce Committee and was pleased to introduce the legislation, the purpose of which is to carry out the great program recommended by the President and so strongly supported by the chairman and this committee, to continue and sustain educational television and radio programs.

I also adamantly supported the Senate amendments which put safeguards into the bill, mainly by ordering the creation of a private corporation to facilitate the development of noncommercial educational radio and television broadcasting and to afford maximum protection to such broadcasting from extraneous interference and control.

The swift speed with which the Senate approved the Public Broadcasting Act of 1967 gives weight to my long-held theory that quality television and radio is not an impossible ideal. In fact, the only recent critics of the public television bill are those who hold unfound fears of propaganda takeover.

I inserted an article by Lester Markel, the associate editor of the New York Times, in the Congressional Record of June 19, 1967. In this article, Mr. Markel states that—

> Congress must be educated to the importance of public television and to the vital need of assuring its independence.

He continues by saying that the basic fear of a Government-supported medium being used for propaganda purposes is canceled out by the well-established example of the BBC.

I share Mr. Markel's views and sincerely believe that the corporation established for public broadcasting can and will act independently of strong Government interference. In fact, the hearings held before the Senate on this bill revealed the necessity of keeping news programs free of public funds. This idea has been readily accepted and proves to the critics that independence in public television will be encouraged and will be preserved.

It has long been believed that the airwaves are a valuable public property and that, therefore, the Government has the right to enforce certain terms or conditions. This would require the broadcasters to perform a sufficient amount of public service or present shows of artistic taste. Anyone who has watched a sampling of television recently can give witness to the fact that no quality guide now exists; that is, not one high enough, I think most of us feel, to meet the criteria that Americans should require and expect.

On the contrary, television has become such a big business that the profitmaking motive involved in a television show far outweighs the quality motive.

Television's failure to even approach excellence—the excellence we feel we have a right to expect and enjoy—in programing has taught a lesson to those who value human interests. We must establish television for an audience of people who function more than merely as buyers or sellers.

It has been said that "the marketplace is a necessary and desirable way of regulating a great deal of our economic activity. But that does not mean that the marketplace should regulate everything." I believe that some of the most important things in life—education, artistic

creation, friendship, religion, for example—cannot and must not have a price.

It seems the only way to guarantee that these important things in life can preserve and fluorish is to make certain that they will not be wholly controlled by the profitmakers. We have tried to achieve this liberation by keeping the schools and universities, scientific and artistic institutes, churches, libraries, museums, and parks apart from the world of business and the marketplace.

And to those who still argue that this cannot be done, I would like to quote a famous American author who said:

> There are all the churches and schools and libraries in Christiandom to testify to the absurdity of such an idea.

But let us approach this problem of public broadcasting from a different tack. I have recently been in contact with the Educational Television Stations Division of the National Association of Educational Broadcasters. They have furnished me with a report which reviews the Carnegie Commission's report, "Public Television, a Program for Action," and also makes suggestions for further action in increasing the scope and range of educational television.

The heart of educational television broadcasting is the individual station license. Strengthening of local stations should include operations and occur as a result of local needs. Every effort must be made to increase the number of educational stations.

The main thesis of their report is that "Public television funds should be insulated, independent, and as far as possible, diversified."

Educational television has a tremendous potential in this country if it is allowed to grow and mature. Mr. Chairman, I am sure you and I share the same conviction: that our support of an expanded program of educational television and radio is not in any sense of the word intended to disparage or to discount or in any way to minimize or to reduce, or impair, the splendid private television and radio system that we have in this country.

It is, rather, to supplement it with programs where the principal emphasis is the public satisfaction, the public education and the public need which might not perhaps sustain a profitable operation in the rendition of that particular kind of service.

But if it is left entirely, this great educational radio and television potential, this marvel of the age, if it is left entirely in the hands of the profitmakers, it will be squashed like a bug underfoot.

Incentive and profit are the great driving forces behind American life—and they must be protected and supported—but they should not be allowed to be the main stimuli to our cultural flowering and dissemination.

It is with all this in mind that I cannot but urge your support of the Public Broadcasting Act, for in doing so, you will be laying the groundwork for a more informed, culturally enriched American population.

Mr. Chairman, in an effort to gather a broader based support for this legislation, I have been keeping the various educators and businessmen of my State advised as to the progress of this legislation. When advising them of the hearings, I suggested that they may want

to make a comment to your honorable committee on the need for this legislation, and would like now to submit for the committee's information their replies for insertion into the official record of these hearings.

I commend you again, Mr. Chairman, and I want to help in every way I can in the great work you are doing in support of this bill.

The CHAIRMAN. Your items will be inserted in the record.

(The letters and articles referred to follow:)

UNIVERSITY OF SOUTH FLORIDA,
DIVISION OF EDUCATIONAL RESOURCES,
Tampa, Fla., July 8, 1967.

Hon. CLAUDE PEPPER,
Member, House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PEPPER: Per our telephone conversation Friday, and in reply to your letter of June 30, I am enclosing with this letter my testimony regarding the bills for Public Television before the House Committee on Interstate and Foreign Commerce.

Please accept my sincere appreciation for the interest you have demonstrated in your support of Public Television through your witnessing in the Senate hearing on S. 1160, and your two fine bills, H.R. 6042 and H.R. 6845.

As you are aware, the nation, and particularly the State of Florida, needs your support and that of your colleagues in the House in order to enable educational broadcasting to achieve its vast potential.

I hope the enclosed testimony, which you have generously offered to bring to the committee's attention, will be of some value in helping achieve the goals we both seek.

Sincerely,

G. C. EICHHOLZ, *Director.*

UNIVERSITY OF SOUTH FLORIDA,
Tampa, Fla., July 8, 1967.

Re Public Broadcasting Act of 1967.

To: The honorable members, House Committee on Interstate and Foreign Commerce.

From: G. C. Eichholz, director, Division of Educational Resources, University of South Florida, Tampa.

May I express my sincere appreciation to the honorable members of this committee to the opportunity to submit this testimony regarding educational broadcasting, and to the Honorable Claude Pepper for his courtesy in bringing this statement to your attention.

Last year the lives of over fourteen million people were regularly enriched by educational and non-commercial television. This year there will be more such viewers, and each future year, with your help, we will witness an ever increasing growth in such educational broadcasting services to the people of America.

In 1964, the First National Conference on Long-Range Financing of Educational Television Stations proposed a study be made on the financial needs of educational broadcasting. The result was the report of the Carnegie Commission. This year, in his State of the Union message, President Johnson said: "We should develop educational television into a vital public resource to enrich our homes, educate our families, and to provide assistance in our classrooms. We should insist that the public interest be fully served through the public's airwaves."

You now have before you the Senate's answer to the Carnegie Commission and the needs of the public: Senate bill S. 1160, introduced by the Honorable Warren G. Magnuson, chairman of the Senate Commerce Committee, recommending a Corporation for Public Broadcasting.

It was my privilege to participate in the Second National Conference on the Long-Range Financing of Educational Television Stations held in March of this year. We endorsed the Carnegie Commission's recommendations for federal support of a Corporation for Public Broadcasting. In particular, may I call your attention to these items from that conference.

1. There must be an increase in the number of educational television stations if the needs of the public are to be met.

2. The Corporation for Public Broadcasting, per se, must not be engaged directly in any operation-production, interconnection, or station—but should be empowered to receive and disburse governmental and private funds to extend and improve educational television.

3. National programming service or services must be strengthened to support the increasing number of stations with quantity and quality in public television programs.

4. Top priority must be given to supporting funds for local programming in order to more effectively serve the needs of our communities.

5. Public television funds must be insulated, independent, and diversified, with funding procedures best left to the wisdom of the Congress.

Tampa, Florida, represents a unique situation in educational broadcasting: two independent, separately owned and operated educational television stations serving the same broadcast area. With the proposed growth of educational stations, this situation will undoubtedly be duplicated in many areas of our country. I urge you to recognize the necessity of regarding both stations in circumstances such as this, as serving definite multiple needs in their community. Therefore, neither station should be denied full access to all programing produced, originated, or funded by a public corporation. This, coupled with mutual cooperation by the local stations involved, will assure all the needs of the community's citizens will be served.

The Public Broadcasting Act of 1967 will greatly enhance the television and radio programing available to the American public. Commercial television has shown an ever increasing awareness of its responsibility to the public it serves both in the quality and quantity of public affairs and news broadcasting. But commercial television must, if our form of government is to survive, be committed to programing that will be economically profitable.

There are many areas of interest to minority "publics", especially in the fields of art, drama, and music, that cannot be economically profitable. It is these areas that are in need of public support. Such support to minority "publics" is not without historical precedence.

The Public Broadcasting Act of 1967 can give the total population of these United States a real choice in television viewing and radio listening. The choice will not be the present artificial choice between two or possibly three stations programing similar kinds of entertainment, but the choice between programs of entertainment and programs of cultural worth. Commercial television serves the general public, and despite its critics, continues to serve the general public well in the areas of entertainment, news and public affairs.

What the Public Broadcasting Act of 1967 offers the American public is not a replacement to commercial television, but a second cultural and quasi-educational service not economically feasible for commercial stations. Such a second service will not serve the mass audience commercial television, but through public support serve the minority "publics" that now have little or no programing available to them.

This Act will, for the first time in the history of educational television, make sufficient funds available to develop massive amounts of quality programing. Furthermore, through public support, noncommercial stations will be in a position to carry-on extensive experimentation in programing as well as programing formats. Noncommercial television, due to its severe financial limitations, has not even begun to explore its full potential and worth to the American public. It is only with the passage of this bill that non-commercial television will have the opportunity to become a true force for culture and education in our society.

May I also recommend your serious action on the equipment and facilities bills before you. In our State of Florida we have utilized existing matching funds to the limit. But our citizens' needs exceed these limits. At present we are only partially fulfilling the potential of this great educational service the citizens of Florida both want and would like to expect. Enlargement and continuation of matching funds through the Department of Health, Education, and Welfare is needed if we are to realize our potential.

Also before your are eight bills, including H.R. 6845, sponsored by Representative Pepper who was the first to testify at the Senate hearing on Public Television. These bills provide for the establishment of a Corporation for Public Broadcasting, of which the Honorable Rosel Hyde, chairman of the Federal Communications Commission, has said: "You may be sure that we regard this historic

program as well deserving the backing and support of all Americans." As a manager of an educational television station, and as a concerned American citizen, I hopefully rely on the wisdom of the honored members of this committee to enable Public Television to enter the dawn of a new era of service to the people of our Nation.

Respectfully submitted.

G. C. EICHHOLZ,
General Manager, WUSF–TV FM,
Director, Division of Educational Resources.

WALLACE-WELCH AGENCY INC.,
St. Petersburg, Fla., July 7, 1967.

Hon. CLAUDE PEPPER,
Congress of the United States,
House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PEPPER: Thank you very much for your letter of June 30th. I certainly appreciate all of the effort which you are expending, and your strong interest in the Public Broadcasting Act of 1967. You are correct in that I have a strong interest in the measure. Of course, you understand that I am a businessman serving voluntarily in a parttime position as President of WEDU, Channel 3 in Tampa, Florida. There are many, many educators, who are interested in this television act who could do a far better job than I could in testifying before the Committee. For this reason, it would seem appropriate that I not appear as a witness until, and unless, such circumstances should come about that the appearance of a witness from the business community would be of particular help in persuading one or more Congressmen that this proposed bill does truly have the backing of the business community as well as the broadcasting and educational community.

I am referring your letter to the General Manager of WEDU for preparation of a written testimony if he feels that this would be appropriate, and I will be in further touch with you later about this. As the hearings progress and if you feel that the appearance of a businessman in such a role would be helpful, I would be most happy to appear at any time.

With best regards.

Very truly yours,

WILLIAM P. WALLACE.

UNIVERSITY OF SOUTH FLORIDA,
DIVISION OF EDUCATIONAL RESOURCES,
Tampa, Fla., June 30, 1967.

Congressman CLAUDE PEPPER,
House Office Building,
Washington, D.C.

HONORABLE CONGRESSMAN PEPPER: You have been most gracious in sending me all information relating to the Public Broadcast Act of 1967. Needless to say, we in educational broadcasting at the University level are extremely interested in the passage of such an act. While you are working at the National level to further the interests of educational television, the system of educational television in the State of Florida is in serious difficulty. The enclosed information will give you some idea of the extent of the difficulties. In quick summary, here are the problems and what they could possibly portend:

1. *Miami* (Exhibit 1.) Should the Board of Education vote to abolish educational television, the many other school boards will follow suit since the Dade system has been used as the "leader" and "example" for other educational television systems in the state and nation.

2. *Orlando* (Exhibit 2.) The cut-backs in the Orange County television programs would seriously threaten the license of Channel 24 in terms of the very limited nature of their programming. This station was built with 50% H.E.W. funds under the Educational Television Facilities Act. Thus, cutbacks in programming may raise serious doubts concerning federal support given to put the station on the air.

3. The Florida Educational Television Commission has voted to introduce a bill into the 1967 Legislature to disband. Three other bills have been

introduced to place the power and funds formerly appropriated to the Commission into the hands of the State Superintendent of Education. Due to the nature of television in the State, this makes a district "split" between the stations licensed by the Boards of Regents and those licensed to school boards and/or non-profit corporations. With the possible enactment of the Public Broadcast Act of 1967, this demise of a state-wide television commission will be a serious loss to that part of our program day usually given over to "public service." (Exhibit 3.)

4. The Board of Regents, as a result of Dr. Menser's recommendations, is considering making the three University television stations little more than closed-circuit instructional outlets. (Exhibit 4.) Such limited use of the facilities licensed by the F.C.C. would, of course, seriously jeopardize our license. WUSF (University of South Florida's facility) was built with a $300,000 H.E.W. grant under the Educational Television Facilities Act, again bringing up a grave question of State responsibilities in accepting federal funds.

5. The Governor's appropriation bill, passed yesterday, would have predictable results. We, of course, are hoping that additional appropriations will be made after July 4, 1967, specifically for educational television.

I feel that it is extremely important at this time in the light of your work and dedication to educational and public television, that these facts be brought to your attention. Needless to say, such facts could prove most embarrassing to you and to the State of Florida should they be used against you in the Congress of the United States while you are working toward the passage of the Public Broadcasting Act of 1967.

I am writing this as a private citizen, not as general manager of WUSF–TV and WUSF–FM. As a private citizen, I would be most happy to assist you in any way possible to make educational television realize the full promise it could hold for informing, educating, and helping the citizens of Florida.

Yours truly,

G. C. EICHHOLZ, *Director.*

EXHIBIT 1.

RADIO–TV

MIAMI.—Five Dade County School Board members say they favor abolishing educational TV. They ordered a study to see what effect such action would have on schools in the Miami area.

The board member who proposed the study is William Lehman. He said the electronic teaching method has outlived its usefulness.

Chairman C. T. McCrimmon and board member Mrs. Anna Brenner Meyers opposed the motion. They warned colleagues that elimination of ETV in Dade could have nationwide repercussions.

Mrs. Myers was active in getting ETV started in Dade. She said: "We must not make changes hastily. We are one of the first in the Nation to use it and what we do may well affect other systems."

McCrimmon said: "ETV nationally is just beginning to blossom. If we turn this loose we will be greatly damaging south Florida."

Lehman said the county spends $750,000 a year on ETV, "Yet it hasn't solved our personnel problems. With that money we could build 30 classrooms a year or in 5 years one new high school and two junior highs and cut down the size of classes."

Lehman added: "And the students hate it. Going to TV class is like going to Siberia for them."

EXHIBIT 2

JUNE, 22, 1967.

To: Dr. E.
From: Rich Steck.
Re: Channel 24.

Volusia County re-structured its tax system and omited money for support of Orlando's ETV station ITV. This took in the neighborhood of $65,000 according to one of the ex-employees of Channel 24.

One other county cut back their support, and Orange County decided that the best utilization of Channel 24 would be to video tape 24 lessons each in just a few basic courses (science, Spanish, etc.) for use next year.

Most of the Production staff has resigned, and most of the teachers have been re-located in classrooms.

Staff, production, and personel have been cut severely as a consequence.

EXHIBIT 3

[Editorial from the St. Petersburg Times, June 8, 1966]

THE REGENTS: GOOD AND DUBIOUS

Decision of the nine members of the State Board of Regents to serve out the terms for which they were appointed is, we think, entirely proper.

It may be unfortunate that the entire board, with terms ranging from one to nine years, was appointed by a governor who was repudiated by the voters after only 16 months in office.

Nevertheless, the purpose and intent of the law, to make the Board of Regents a continuing, virtually autonomous body, well protected against political pressures, is sound.

If the Regents should wander astray from the path of quality higher education, the Cabinet Board of Education and the Cabinet Budget Board have the power to bring them back in line. We hope it will not be necessary.

Unfortunately, all actions taken by the Board of Regents this week are not equally laudable. These were distinctly dubious:

A secret meeting of the regents, the chancellor and the university presidents at which matters were discussed which should have been taken up openly in public meeting. The university system does not belong to the regents, but to the people of Florida, from whom there is no right to keep secrets.

Under the guise of establishing "guidelines" for hiring academic personnel at the universities, the board set up a committee described by Regent Clifton G. Dyson as intended to screen all faculty appointments. If the regents interfere in such academic affairs, it will be a grave threat to the orderly administration of the universities by their presidents, as well as a violation of the Legislature's intent in establishing the regents as "primarily a policymaking body."

Finally, it is both questionable policy and questionable law for the Board of Regents to go ahead with its own plans for educational television and "let the other people work out their own salvation."

"The other people" happen to be the members of the Florida Educational Television Commission. Under Chapter 246 of Florida statutes, this commission is given broad powers over ETV in the state. The regents need to work out an accommodation with the State ETV Commission, not go haring off with a program of their own unauthorized by law.

EXHIBIT 4

[From the Tallahassee Democrat, May 2, 1967]

REGENTS PROPOSE MAKING ETV CLOSED CIRCUIT OUTLET ONLY

The State Board of Regents Monday asked two of its committees to draw up plans to turn educational television into a closed circuit system for classroom use.

Regent Dr. Clarence L. Menser of Vero Beach said that funds were not available to educate the general public by broadcasting television into everyone's homes, and funds should be directed towards the classrooms.

He said the board's function was "instructional," and that the funds should go first to the student.

Menser said he took issue with some recommendations made in a report on the use of Educational Television (ETV) by Stan Witner, director of the Florida Educational Television Commission.

"I don't agree that we should put too much stock into what the station managers have to say," Menser said. The former television executive said that managers don't necessarily have the same opinion as the regents as to what the role of educational television should be.

He said he also disagrees with bringing in an outside expert to assist in an overall evaluation of the educational television system.

"I suggest that knowledge enough is in the system to tell us what we know," Menser said.

Menser said he thinks that the universities have enough personnel and equipment to operate the stations themselves.

The Board of Regents asked its committees to make commendations about moving the educational stations from under the legislative ETC commission and split up funds and responsibilities between the Board of Regents and the state school superintendent.

Menser said that if there was a good TV class being used at one university, and it was the best, there was no reason why it couldn't be used at the other universities.

He said there was much opposition to this from the university professors.

"We may have to do some woodshedding among the personnel," he said. "That's taking a person out to the woodshed to teach him what he already should know."

STATE OF FLORIDA,
DEPARTMENT OF EDUCATION,
Tallahassee, July 6, 1967.

HON. CLAUDE PEPPER,
11th District, Florida, Congress of the United States, House of Representatives, Washington, D.C.

DEAR CLAUDE: Your letter of June 30, notifying me of the hearing before the House of Committee on Interstate and Foreign Commerce regarding the Public Broadcasting Act of 1967, was received but not in time for me to make a preparation or presentation to the Committee on Tuesday, July 11. As a matter of fact, the mail was delayed because of the holidays, and we were not working on July 3 or 4, consequently, it was not received in time for me even to prepare a statement for the Committee.

I am sure you know of my personal interest in this matter, and I do hope that the bill, as it has been prepared, will be given favorable consideration by members of the Committee.

I appreciate your personal interest. I think it is an excellent bill and would greatly benefit Florida.

Sincerely,

FLOYD T. CHRISTIAN, *Superintendent.*

WUFT-TV, UNIVERSITY OF FLORIDA,
Gainesville, Fla., July 20, 1967.

HON. CLAUDE PEPPER,
Member of Congress,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PEPPER: My summer schedule of classes and other commitments have made it impossible for me to attend the Hearings on public television. If the attached is a useful statement you may use it any way you see fit.

On behalf of the University and on my own behalf may I express my appreciation to you for the leadership and effort you've given to move legislation in support of public television.

Yours truly,

KENNETH A. CHRISTIANSEN,
Director of Television.
July 20, 1967.

Re Public Broadcasting Act 1967.

To: The Honorable Members, Committee on Interstate and Foreign Commerce.
From: Kenneth A. Christiansen, Director of Educational Television, University of Florida, Gainesville, Fla.

May I express my sincere appreciation to the honorable members of this committee for the opportunity to submit this testimony regarding educational broadcasting, and to the Honorable Claude Pepper for his courtesy in bringing this statement to your attention.

It is proper and desirable in a country such as ours, grown into unequaled wealth with the principles of free enterprise and unrestricted commerce, that the medium of television should be employed as a means to add to the material welfare of the nation. It is likewise proper and desirable that such use not remain restricted to the pursuit of material ends alone, but that due attention be given to the realization of the vast potential which the modern means of mass communications hold for the development of the mind. Wealth, in and of itself, creates a measure of leadership in communities small and large, including the community of the world. True leadership and the inspiration of genuine respect are even better served when wealth is crowned by knowledge and affluence with understanding. The industry, zeal and business acumen of our population, utilizing this nation's vast natural resources, have assured this young nation of a position of world leadership in many fields of endeavor. Let us not hesitate to employ each and every means of acquiring the wisdom without which no leadership will last.

It is not uncommon to pay lip service to education. Neither is it uncommon to see education, which requires an investment without a short-term return, made subservient to interests with more immediate appeal and profit. Within the boundaries of a human life time education knows neither beginning nor end. The period of so-called formal or classroom instruction is but one phase of a process which begins soon after birth and spans today's human existence.

More than ever it is imperative that we put at the disposal of the individual every possible means to foster the growth of the mind. With new technology it is now possible to move mountains of information. The media, as part of the tools used in the educational process, can accelerate and improve on the information moving function.

Likewise, there is in the application of media to the nation's educational task, opportunities for cooperation and sharing in the educational mission of the state and nation. The total educational community in the coverage area of a station or the combined coverage of a region or nation can with the men and women of good intention and a sense of dedication discover the ways to measure and use the potential of a national educational communications endeavor.

Future generations having reaped the benefits of its implementation, will long praise the foresight of those who came in the seventh decade of this century to inaugurate new measures of understanding between human beings through such far-reaching measures as the Public Television Act of 1967.

KENNETH A. CHRISTIANSEN.

COMMUNITY TELEVISION FOUNDATION OF SOUTH FLORIDA, INC., WTHS-TV,
Miami, Fla., July 13, 1967.

Representative CLAUDE PEPPER,
Congress of the United States, House of Representatives,
Washington, D.C.

DEAR CLAUDE: We are very pleased to hear that the House Committee on Interstate and Foreign Commerce has scheduled hearings on the Public Broadcasting Act of 1967. This proposed legislation is very important to all of us here in Southeast Florida, and the impending results will have a profound influence on our future plans for Channel 2.

I do appreciate you advising me of the opportunity available to present testimony to the Committee. We will be watching the hearings very closely, and I know that you will do all in your power to present to the Committee the far-reaching implications of this Bill.

We are indeed fortunate in having your most capable assistance in our efforts to bring to the citizens of our community the finest possible educational television programming.

God love you, my friend.

Sincerely,

JOHN B. TURNER,
President, Community Television Foundation of South Florida, Inc.

WEDU,
Tampa, Fla., July 10, 1967.

Hon. CLAUDE PEPPER,
House of Representatives, House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PEPPER: I am pleased to have this opportunity to express our sincere appreciation to you for your vision and for your efforts on behalf of ETV and specifically the Public Broadcasting Act of 1967.

It was most gratifying to receive your letter of invitation to appear as a witness before the House Committee on Interstate and Foreign Commerce during the hearings. I do not now plan to take advantage of your generous offer. However, this does not mean that I do not wish to assist you in your efforts if desired.

There are many of us who are hoping for the passage of this Act because we, sir, quite agree that it "will result in far-reaching educational benefits for future generations."

Cordially and sincerely,

R. LEROY LASTINGER,
Executive Vice President and General Manager.

DADE COUNTY PUBLIC SCHOOLS,
Miami, Fla., July 12, 1967.

Hon. CLAUDE PEPPER,
House of Representatives,
Washington, D.C.

DEAR MR. PEPPER: We very much appreciate your letter and the valuable information that you continue to send us. We support your effort in our behalf most strongly and support you completely in your appearance before the House Committee on Interstate and Foreign Commerce.

Educational Television and specifically Instructional Television need all the support possible before it can really prove to the general public its worth. You and I both know Instructional Television is a mere infant. Its unlimited potential will be a major educational resource for many, many years to come in every school, public and private, in this nation.

We hesitate to add to your many problems, but we must inform you that Instructional Television in Dade County is undergoing a very demoralizing and unjustified attack by some members of our School Board. The Board has requested that a study on the effects of abolishing Educational Television be made. This report will be made to the Board by the end of this month when the facts, I am sure, will disprove the many uncomplimentary statements made in the papers. We agree that large classroom conditions, among other things, are not at their best, and we have so stated many times in the past, but this condition will prevail with or without television. However, it is expedient, I suspect, at this time to blame Instructional Television.

We would like to ask, if we may, to spend a few minutes with you on your next trip to Miami. Perhaps at that time we can better discuss the Public Broadcasting Act as well as the Instructional Television picture in our "beloved community of Miami."

May we again reiterate that national support of Educational and Instructional Television is most essential in light of the many problems our legislators have been having in Florida in regard to education and educational television. State support till now has been virtually non-existent. It is our hope that the abolishment of the Florida Educational Television Commission and the transfer of their duties to the State Department of Education will prove fruitful to the students and the public who should and must have available to them this vital resource.

Unfortunately, because of the pressures presently in Dade County, we were unable to come to Washington or submit written testimony in behalf of the Public Broadcasting Act.

Your interest in the Public Broadcasting Act is a most honorable one, and we support you completely. We ask that you also support our local problem as we need gentlemen of your stature to reach the people who have entrusted their communities to you.

We will keep you informed as events occur.
Thank you for your consideration and continuous interest.
I remain,
Most sincerely,

CHARLES L. AZEVEDO,
Station Manager, WTHS–TV, WSEC–TV, WTHS(FM).

The CHAIRMAN. I want to commend you for your fine statement, Mr. Pepper. I want to say that I have always found you to be on the side of those things which help to build America into a stronger and better nation. I thank you again.

Mr. PEPPER. I am glad to work with the distinguished chairman and your fine committee in this effort.

The CHAIRMAN. Thank you for giving us your time this morning.

Our next witness is the Honorable James R. Killian, Jr., chairman of the Carnegie Commission on Educational Television and chairman of the Carnegie Corp.

Would you and your associates come to the witness table, please, and present your views.

I notice you have with you the former Governor of the great State of North Carolina, Terry Sanford.

Governor, I notice that you have two of your fellow state-men from your State with us on the committee, Mr. Broyhill and Mr. Kornegay. Mr. Kornegay?

Mr. KORNEGAY. Mr. Chairman, I would like to join you in welcoming our panel before the committee and to extend a special welcome to my long-time friend Terry Sanford, the immediate past Governor of our State. He will go down as one of the greatest educational Governors as well as in other aspects.

All of North Carolina is proud of the work he has done in education and the fact that he was selected for this panel of the Carnegie Commission on Educational Television. We are very proud of Terry Sanford in our State for his fine work and I want to express a hearty welcome.

Thank you.

The CHAIRMAN. Mr. Broyhill?

Mr. BROYHILL. I want to join with Congressman Kornegay in welcoming our past Governor before the committee. Under his administration, during the 1960's I believe, the State appointed a commission to study the expansion of educational television in North Carolina and the result of that study caused money to be appropriated by the legislature to expand the network in our State.

The CHAIRMAN. I thank both of my colleagues for their comments.

I notice also we have the distinguished president of the University of Illinois, Mr. David Henry.

Sitting to my left, and the ranking member of the minority, is one of the men from that great State, a distinguished gentleman. I thought he might want to say a word at this point.

Mr. SPRINGER. I am particularly happy, Mr. Chairman, to welcome Mr. Henry here. He is one of the authors of the higher education bill 3 years ago, and one of the most distinguished educators in the entire world, in my opinion, and the president of a great university.

I might say also to the distinguished ex-Governor of North Carolina that I have a daughter who served as a committee of one to outvote

me in my family and, instead of turning up at the University of Illinois, has turned up at Duke University, which is also a good school.

We are extremely happy to see all of you here, and especially Dr. Henry. Dr. Henry has in his university also one of the finest educational TV systems in the universities of this country.

We are glad to see this kind of a distinguished panel come here to express their views on this matter which is and will be most important in the life of this country in the next decade.

The CHAIRMAN. Thank you, Mr. Springer.

I notice, Dr. Killian, you have scheduled with you Mr. Leonard Woodcock.

Mr. KILLIAN. No, he could not be here, Mr. Chairman.

The CHAIRMAN. At this time, Dr. Killian, would you proceed to present your colleagues and your evidence to the committee?

STATEMENT OF DR. JAMES R. KILLIAN, JR., CHAIRMAN, CARNEGIE COMMISSION ON EDUCATIONAL TELEVISION, AND CHAIRMAN, CARNEGIE CORP.; ACCOMPANIED BY HON. TERRY SANFORD, FORMER GOVERNOR OF THE STATE OF NORTH CAROLINA; DAVID HENRY, PRESIDENT, UNIVERSITY OF ILLINOIS; ERNEST JENNES, LEGAL COUNSEL TO THE CARNEGIE COMMISSION; AND HYMAN H. GOLDIN, EXECUTIVE SECRETARY

Dr. KILLIAN. Thank you very much, Mr. Chairman and members of the committee.

I have the honor to serve as chairman of the Carnegie Commission on Educational Television. I hasten to report that this was an ad hoc assignment. My normal assignment is chairman of the Corporation of the Massachusetts Institute of Technology.

On January 25, 1967, the Carnegie Commission issued its report. I believe you all have copies of the report before you now.

With the completion of its report and its publication, the Carnegie Commission formally disbanded.

In appearing here this morning, we appear as individuals and are not speaking necessarily formally for the commission except to try to make clear the commission's own statement and its report.

I also want to introduced, in addition to those you have already presented, Mr. Ernest W. Jennes, who sat with the commission during its latter days and served as it legal counsel, and Dr. Hyman H. Goldin, who served as our executive secretary.

The full membership of the commission and its staff are listed in the report which you have and in an attachment to my statement.

We very much welcome the opportunity to appear here today to discuss the commission's recommendations and their relation to the pending legislation.

Your committee, may I hasten to note, played a leading role in the development and support of the Educational Television Facilities Act of 1962, and we have been impressed by the continuing interest of the committee in the advancement of educational broadcasting in this country.

We are highly gratified that many of the Carnegie Commission's proposals for extending and strengthening educational television were

endorsed by President Johnson and were incorporated in the pending legislation before this committee.

In the Senate hearings, I supported and urged the adoption of S. 1160, which is the counterpart of H.R. 6736. I suggested several amendments and some of these were incorporated in S. 1160 as passed by the Senate, and my testimony generally refers to the amended S. 1160.

Before discussing S. 1160 I would like to tell you something of the work of the Carnegie Commission on Educational Television.

The commission was established in November 1965 as a private body, sponsored and financed by the Carnegie Corp. of New York. When we began our work, we had no preconceived ideas as to what kind of educational television service would best serve the American people.

We undertook our study not as advocates representing special interests, but as citizens invited to study educational television objectively. We deemed it our charge to look at the future of educational television in the context of what would best serve the public interest.

If you will note the make-up of our committee, you will note that we had people from labor, commercial television, education, and people from industry, public life, serving on the committee.

We quickly reached the conclusion that there are two parts to educational television. One part, instructional television, is directed at students in the classroom or otherwise in the general context of formal instruction.

The second part, to which the Commission devoted its major attention, is directed at the general community. To differentiate this part of educational television from the other, we invented the term "public television." The term "public television" seems to have caught on all across the country.

Public television's purpose is to meet the diversified needs and desires of the American people in all walks of life who seek a wider choice of television fare in the setting of the home.

Early in its deliberations the Commission faced the issue as to whether there existed a genuine need for a national noncommercial educational television service. We recognized and considered the outstanding contributions commercial television has made from time to time to the enlightenment and cultural enjoyment of the public.

In the end, however, we became convinced of the need for a separate and complementary educational service. This need arises from the size and diversity of the country, its diverse educational systems, the multiplicity of its regional and local needs, the program requirements for in-school instruction, teacher training, health and welfare information, adult education, and a gamut of home services. Without deprecating commercial television and its vital importance to mass entertainment and news dissemination, the Commission agreed unanimously that the Nation as well as commercial television would benefit from the full development of a complementary educational service.

In noncommercial television, the Nation has a potentially powerful instrument for both formal and informal instruction. Educational television has already demonstrated its capacity to be responsive to the public's hunger for knowledge and self-improvement but it is only at the threshold of what might be done.

Public broadcasting can give each home the opportunity to be a center for learning where knowledge and scholarship are informally and expertly available. There are hundreds of activities people are interested in enjoying or learning about or teaching other people. Through the diversified use of educational television, Americans can know themselves, their communities, and their world in richer ways. They can gain a fuller awareness of the wonder and the variety of the arts, the sciences, scholarship, and craftsmanship, and of the many roads along which the product of man's mind and man's hands can be encountered.

Important as this can be for adults, the informal educational potential of public television is greatest of all for children. The powerful impact of television upon children is known to every parent in the land and the opportunities for educational television are limitless. Public television can greatly contribute to the informal educational needs of preschool children, particularly to interest and help children whose intellectual and cultural preparation might otherwise be less than adequate. For schoolchildren in their home hours, public television programs can provide exposure to a wealth of information and experiences. Mr. Pepper emphasized this point.

I am deeply convinced that we must find new ways to appeal to the fresh and eager minds of our young people in their language and in a manner responsive to their innate curiosity and their delight, their instinctive delight, in observing skill, grace and wit presented without dullness, pompousness or without talking down. Their capacity for wonder, their eagerness to understand, and their instinctive rejection of the spirits call for new efforts on the part of all of us, you and me, to reach them on the level of their fine and eager intelligence and their ready curiosity. Public television has this potentiality.

The public television system we visualize is not for the elite or for a small, select group of people, but for a broad cross section of American tastes, interests and ages. It should reach every member of the family. It should not be limited to the somber or the dully didactic. It should embrace involvement, personality, discovery, freshness, controversy, and humor. It should have the freedom to experiment. This is of fundamental importance. Television must go outside the studios and interpret the active life of the community in all its ramifications—civic, cultural, political, social, and economic.

Public television is capable of becoming the clearest expression of American diversity, and of excellence within diversity. It can uniquely give meaning to the great national issues within the context of the local experiences and problems: water pollution, smog, racial tensions, urban blight, parklands, crime, cultural resources for the many—these are best understood as local issues confronting the individual citizen in his own community. Public television has immense potentiality for service to the individual local community.

During its study the Commission surveyed all 124 noncommercial educational television broadcast stations then in operation in the United States; 92 were actually visited by the staff. I think we have the most complete and searching report in these station surveys in existence at the present time.

In sum, the pervasive impressions derived from this survey were those of a wealth of ingenuity and a poverty of resources. We found

that, while the audience for particular programs is usually small, the station's total audience is often large, broadly representative of the community as a whole and very receptive and responsive to the programs that are presented.

At the conclusion of our study we formulated a number of recommendations, which reflect the basic philosophy behind the public television system proposed by the Carnegie Commission. Our goal was to see the establishment of a public television broadcast service that would be creative, committed to excellence and provided with maximum insulation from unwarranted governmental and political interference and control. The three elements underlying our recommendations which we felt would achieve this goal are: (1) localism, the absolute importance of the local station being independent and able to determine its programs, (2) the corporation, and (3) a dedicated tax combined with trust fund financing.

(1) Localism: The Commission envisioned a system based primarily on a foundation of independent and energetic local broadcast stations, serving the needs and interests of the communities in which they are located. A great majority of the programs would be produced by the local stations, drawing on local skills and talents. We have a feeling, gentlemen, that all over this country there is talent available that does not now have the opportunity to expose itself, to test itself. If these local stations can begin to reach in and find these unexposed, undeveloped talents, there is an opportunity for us to greatly expand the availability of first rate people to serve the programing of television. Moreover, scheduling of all programs would be entirely within the discretion, as I have emphasized, of the local station. We think this is the key.

Another element necessary to localism is to make an abundance of programing available to the local stations from major national production centers, independent producers and stations located in major metropolitan areas. This would allow them wide diversity and choice in tailoring their program formats to the needs of their local communities. It is something like a great newspaper which devotes itself to the local interest of its readers but at the same time brings in news from all over the world.

(2) The corporation: While stressing localism, the Carnegie Commission believed it essential that there be a national institution that could provide quality programing and leadership to the system as a whole, even though the local station would have full autonomy with respect to its own operations.

The commission, therefore, recommended that the Congress establish a nonprofit, nongovernmental corporation to achieve this goal. Since it would not be an agency or establishment of the U.S. Government, it would help insulate the entire system from extraneous influence and control.

The commission realized that, along with statutory safeguards, a key factor in the independent operation of the corporation would be the stature and varied backgrounds of the men and women who would lead it.

(3) Dedicated tax and trust fund financing: The Carnegie Commission attempted to deal with a basic dilemma when it recommended a

method of financing for the public television system. That dilemma is created by the necessity for an innovative and independent public television service coupled with the inevitable dependence of this service on substantial amounts of Federal funds.

The commission was torn between two basic ideals of a democratic form of government: the tradition of congressional control of Federal expenditures and the principle of fostering and protecting the expression of ideas and the communication of information free from governmental control and oversight. In the end we came to the conclusion that our American system had enough flexibility and opportunities for creative development to solve this difficult problem.

The commission believed that its proposal for the establishment of a Treasury trust fund made up of the proceeds of a dedicated manufacturer's excise tax on television sets would be the most workable solution, but by no means the only solution. The fact that the proceeds of the excise tax would be paid into a trust fund and then disbursed to the corporation would allow the corporation independence from the ordinary budgeting and appropriations procedures and insulate the system from governmental oversight of its day-to-day operations. Thus, assured financing would support long-term planning, but the Congress would retain ultimate control over expenditures, since it could halt the flow of revenue to the trust fund if the corporation were to engage in activities which the Congress regarded as fundamentally inconsistent with the public interest.

Although we believed that the corporation should look to the Federal Government as the principal source of its financing, we felt that the corporation should have a substantial private endowment to assure at least a partial degree of independent financing, even though the nongovernmental financial resources would be only a part of its total budgetary requirements. We were enormously heartened when this report came out to have CBS declare it was prepared to contribute the first $1 million to the private financing of this corporation. I have every hope, speaking as an administrative officer in an educational institution, that the corporation will have a private endowment of $25 million at its inception and will continue to receive private contributions.

S. 1160 provides the framework in which the goals sought by the recommendations of the Carnegie Commission may be achieved. We will be building a structure that can support a much more active and advanced instructional television system.

Here may I comment briefly in response to the suggestion that Mr. Pepper made? The opportunities for presenting on television the resources of scholarship, of our libraries, our laboratories, and of the best thought of our great teachers and scholars in this country is simply incalculable. In a recent curriculum development program that is associated with the new math, the new science, the new biology, and so on, I have seen a program devoted to history. A group of scholars who knew their subjects with deep insight, working with a group of private teachers, have developed a program, one element of which is Caesar's crossing the Rubicon. With the assistance of photographers of Life magazine who contributed the services of these people, with the guidance of scholars, they went to Italy and photographed the

whole terrain. They also translated Caesar's letters written during the course of this and made all of this material available for the youngsters to examine and to draw their own conclusions from.

This kind of development in instructional television, this kind of carefully researched, carefully planned material, can have a tremendous impact going into the home as well as into the school. I just think we have a tremendous opportunity here building on this public television system.

Financing the corporation for public broadcasting: S. 1160 authorizes $9 million to be appropriated from general funds for fiscal year 1968 and "such sums as may be necessary" for fiscal 1969. As stated in the Senate report accompanying S. 1160, "financing is, of course, one of the complex issues in the development of public broadcasting, and the $9 million is only 'seed' money, designed to get the corporation off the ground." We understand that the President will make further proposals for the corporation's long-term financing.

In our discussion of financing, we present it against the background that the administration will be coming forward with specific suggestions for financing, which may be wholly different from that recommended by the Carnegie Commission.

Meanwhile, I wish to stress the great importance of insuring that the method of financing ultimately chosen will not compromise the independence of the corporation. What is fundamental is the principle of assuring a stable source of Federal funds insulated from the annual budgeting and appropriations procedures.

A danger to the independence of the corporation exists even during the interim period in which the corporation must rely on regularly appropriated funds. I urge that the Congress make clear in enacting a bill that the temporary reliance on appropriated funds will not subject the corporation to the usual restrictions on the use of such funds. The corporation is designed as a nongovernmental entity and it must have all the advantages that its private nature confers in this sensitive field of freedom of the press, freedom of communications. This status must not be compromised at its inception.

For example, the Congress should make clear that civil service requirements will not apply to the corporation's hiring practices during this interim period. It is our hope that by next year the long-term financing of the corporation will be arranged, preferably by means of routine disbursements from a trust fund, with adequate funding for the corporation's many functions. Thus the limitations inherent in the use of annual appropriations would not apply.

Appointment of the board of directors: The Carnegie Commission had proposed a 12-member board of directors for the corporation; six appointed by the President, with the concurrence of the Senate, and six elected by the other members of the board. As originally drafted, S. 1160 proposed a 15-man board, all to be appointed by the President—the same provisions as contained in H.R. 6736. The Senate amended S. 1160 so that nine members would be appointed by the President with the advice and consent of the Senate, and six would be elected by the other board members. I support the change made by the Senate. I feel this change is equally as good if not better than the proposal made by the Commission.

There was added to section 396(c)(1) of the bill during debate on the floor of the Senate a proviso that "three of the 15 members of the board shall be associated with the operation of noncommercial educational radio and television stations." It was the expectation of the Carnegie Commission that distinguished representatives of the boards of noncommercial educational broadcast stations would serve on the corporation's board. The proviso makes this explicit, and we support this change.

Interconnection: There has been a good deal of discussion concerning the interconnection of noncommercial educational broadcast stations to make public broadcasting service available on a wide scale. The Carnegie Commission viewed electronic interconnection as the most practicable and economical means of program distribution. Initially, interconnection would be effected by the radio relay and coaxial cable facilities provided by terrestrial common carriers at free or reduced rates. We recommended that there be consideration given to free or reduced rates for educational television.

Ultimately, domestic communications satellites would also serve this purpose. I know that the former members of the Carnegie Commission would approve the view stated in the Senate report on S. 1160 that resolution of the issues concerning the use of communications satellites for interconnection, and their role in relation to public broadcasting need not delay implementation of the purposes of S. 1160.

It was the belief of the Carnegie Commission that a system of interconnection used primarily for distribution of programs rather than for fixed-schedule networking would foster local autonomy by placing the responsibility for scheduling directly upon the managers of the local station. A system organized along these lines involves a challenge for the local stations to develop a broadcast service that does not limit what the viewer sees to what some centralized decision maker believes he should see. We believe the local station should make that decision.

Moreover, it is essential that the corporation have the responsibility for determining national program distribution in order to preserve the opportunity for such decentralized scheduling of programs. Of course, there are events and programs whose very nature demands that they be subjects for live, simultaneous telecasts. But even in such circumstances, the local station must have the ultimate responsibility to decide if such programs will be carried at the time the corporation makes them available, or some other time, or even whether to carry them at all.

The critical factor is that, while the corporation will have, as it must, the ultimate responsibility of deciding what programs will be distributed over the interconnection system, the local stations have the ultimate power. They decide what will be broadcast to the viewers in their communities.

I welcome the Senate amendments to S. 1160 and urge similar changes in H.R. 6736, that make clear the role of the corporation in effecting nationwide interconnection by giving it authority to make arrangements directly with common carriers. I fully support the purpose of these amendments as set out in the Senate report accompanying S. 1160, which states that:

> The committee was persuaded that the Corporation needed this flexibility and discretion not to establish a fixed-schedule network operation but to take advantage of special or unusual opportunities that warrant the Corporation directly contracting for interconnection facilities. Even under these circumstances, however, it should be made clear that the decision to broadcast such a program remains with the local station. Therefore the committee has modified subsection (g)(2)(E) so as to give the Corporation the necessary authority with regard to interconnection facilities. This does not mean that others—such as a group of noncommercial stations or national educational television—could not also arrange for interconnections and receive financial assistance from the Corporation for it. The provsions of this legislation permit this to be done.

In other words, the corporation would not have exclusivity in interconnection arrangements.

The end result is that, under S. 1160, the corporation will not be a program producer, program scheduler, broadcaster, common carrier or have any operational functions with respect to programing. The corporation will be, however, a decisionmaker with respect to program distribution, in that it will make the ultimate decision as to how the interconnection system will be used.

I have discussed the important aspects of S. 1160 particularly in relation to the work of the Carnegie Commission. I reiterate that I strongly support the bill because it will set in motion a new and beneficial force in American life. A noted journalist compared this legislation with the Morrill Land Grant Act of 1862. Congressman Morrill saw the purpose of the new educational institutions he proposed in these broad terms:

> A nation that acts by the will and judgment of the people must make available to the people the knowledge and spirits of the civilization they are expected to sustain and develop.

As an officer of an educational institution that would not have come into being without the Morrill Land Grant Act, I salute this statement in saying it is relevant as to what we can accomplish in bringing a better and newer educational television system into being.

In 1967, I hope we shall be launching an institution that will utilize modern technology to make available to the entire American public the "knowledge and spirit of the civilization they are expected to sustain and develop."

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Dr. Killian, for a very comprehensive statement. It will be helpful to the committee in its consideration of the bill before us.

I wonder if any of your colleagues have any statement to make at this time.

Mr. SANFORD. I would simply endorse everything that Mr. Killian said and add that from the point of view of a State, having served in the administration of a State, that I think it is going to be extremely important in the future that we have the enriching facilities of television that can reach out to many neglected areas, bringing the people a greater awareness of what is going on in the country, what has gone on in the past, what America is all about.

I had welcomed the opportunity to work with this committee over the past couple of years, looking to the future of television, the use of this dramatic means of communication in education, for the further advancement of all education in America.

I am glad to come here primarily to support Mr. Killian in what he has to say, and strongly endorse the bill that has been introduced, which is now being considered.

The CHAIRMAN. Thank you, Governor.

Mr. HENRY. Mr. Chairman, I, like Governor Sanford, am here primarily to endorse the statement which has been made to you by Dr. Killian, and to be available to you for questioning, if you have any, for which I may have any special expertise. I would emphasize three or four points, not because they have not been covered by Dr. Killian, but because they need emphasis in a specific way as well as in a general way.

Dr. Killian stated that the audience will be a cross section of the American people. I think you have to examine the reactions of people who have been receiving public television in the limited form that has been possible, to understand the full meaning of this statement. Children, adults, older people are the audience. This service is not directed at an elite as is sometimes misconceived.

I would invite you, if you have the time, to read the letters which come to us in response to our new limited educational programs, but nonetheless highly appreciated by a very wide cross section of the people whom we serve.

A second point I would stress is the use made of public television by teachers and schools. We have drawn the line, as Dr. Killian indicated, between instructional television broadcast in the schools and public television, which is aimed at the home.

It is impressive to note how many teachers use the broadcast to the home as part of the background for school assignments and for discussion in the classroom, inviting their children to listen in to music, to lectures, to the examination of a museum program, as referred to this morning. Then this becomes the subject of school material the next day.

Public television cannot be divorced entirely from its use in the schoolroom. I hope this point will be fully appreciated as an evaluation is made.

Another point I would stress is that it is my view, and I think this can be supported, that these recommendations reflected in the bill and in the Commission report generally have the endorsement of the educational community quite widely, not only the higher education community but the education community generally.

This does not mean that many are not interested in the further examination of instructional television which this Commission has also endorsed in the way Dr. Killian has indicated, but I believe you will find a broad support throughout the entire professional educational community for the recommendations proposed in the bill before you.

The CHAIRMAN. Thank you.

Dr. KILLIAN. This will complete our presentation, but I will call on some of my colleagues perhaps to respond to some of the questions that some of the rest of us may not be fully informed on.

The CHAIRMAN. Mr. Macdonald.

Mr. MACDONALD. Thank you, Mr. Chairman.

First of all, I would like to welcome the very distinguished gentleman from my home State. I know, by his position at MIT, he has to

be a very capable person. Even though we are not personal friends, I certainly respect his position and obviously respect the other gentlemen with him.

I did have some questions. One of them I raised yesterday to Secretary Gardner. That had to do with the name "Public Television." As I said to him, and I say to you and ask for your comments, it is well known that all TV is given by the Government to individuals or corporations for the public interest. Therefore, don't you think that the name—and I take it the name came from your group—in just naming this "Public Television" doesn't that differentiate between public and private TV? If so, why did you happen to pick that name?

Dr. KILLIAN. Mr. Macdonald, the name was not picked with the thought that it was a discriminatory title in any way, but we reached a conclusion that we needed a handle to talk about a special kind of television that had been normally referred to as educational television, and that the term "educational television" encompassed, as we have been using it, educational programs that were directed to the home and the instructional programs that were directed to the schools. We needed to distinguish between these two very carefully.

Therefore, we needed a new term to describe that part of television that was not directed at the school or that was not dependent upon advertising for its support.

I might say that after fumbling around with many different names we hit upon this one which seemed to be simple and which perhaps had inherent in the title a feeling——

Mr. MACDONALD. If you permit me, it is simple but it is misleading. Don't you think so?

Dr. KILLIAN. Commercial television, I think, will always be known for what it is under the many different titles that are applied to it. Since this report was issued, and much to our surprise, and we attached nothing like the importance that has come to be attached to it, this term "public television" has been picked up and one hears about it all across the country now in specific reference to the kind of television we have applied it to.

Mr. MACDONALD. That leads me to the next point I was about to raise. Yesterday I was very surprised to hear the Secretary say that the TV you contemplate would be an entertainment type of TV. Is this correct? That was his characterization of it.

Dr. KILLIAN. I think public television, if I may still use the term, sir, ought to include or encompass a wide range of subject matters. When we speak of entertainment, we do not necessarily mean entertainment in the sense of some of the kinds of things that appear on commercial television, and quite properly. What we are talking about is the people in the home deserve more choices, more opportunities to range over a wide selection of programs than they can now get under commercial television.

We also mean that kind of entertainment, if you will, that appeals to the bright young youngster who is looking for things that delight him, to make him responsive to new skills. That is entertainment, too, if you will. Everything that appeals to the curiosity, to the wonder, to the imagination of our people and gives them a feeling that something can be improved, is also entertaining.

In the more limited sense, I would say that public television ought to have elements of entertainment, but that it would not stress this kind of programing in the way that the commercial stations quite understandably do.

Mr. MACDONALD. I could pursue this, but my time is limited so I will not.

Throughout the testimony yesterday and the testimony today, I have both read and heard the words of that network, that group, and your technical term of interconnection. For me and I think for the committee, would you please define what you mean by interconnection?

Dr. KILLIAN. It is the technical system, if you will, that makes available the interchange of programs. It makes it possible, say, for a center to broadcast programs so that they are available to a series of local stations. The system might use land lines, coaxial cables, it might use bicycles. The current broad networking and interconnection of educational television in part is dependent upon the mails. That is a form of our interconnection. What we are talking about is a system for making programs available. The present system of the mails, bicycling, and so on is not adequate to do this job. It ought to be possible to make available to the local stations by electronic means, whether it be long lines or satellites, program originating at a central point, programs that are originating at local stations that might be of interest to other stations, programs which they can receive over the system, use at the time they receive it or store it as they can do technically at the present time.

I think there was a formal definition of interconnection that appears in the bill.

> The term interconnection means the use of microwave equipment, boosters, translators, repeaters, communication space satellites or other apparatus or equipment for the transmission or distribution of television or radio programs to noncommercial educational television stations.

Mr. MACDONALD. I have read the bill. You have to grant me that much. But I don't understand what the words mean.

Although I am still not clear about your definition, the second thing is the funding for the next 2 years after, if this bill is passed. I see reference in your fine report about different ways it could be done. Gifts might come in, or there might be a trust fund. There is some talk about different ways of taxation, one of them being on the television set and another being on the franchise of the present TV.

Dr. KILLIAN. That is a proposal that came from many people. Franchise taxes on television sets would be one way to finance this. That is not the way the Commission chose to recommend.

Mr. MACDONALD. I read your find report at length, but the reasoning behind it I never did understand. Why wouldn't that be a good way?

Dr. KILLIAN. I would suggest that this point ought to be talked about by the committee with representatives of commercial broadcasting. There was a feeling that this kind of tax might serve to inhibit the development of new commercial stations and it might be difficult for some of the less strong commercial stations to meet the tax that would be adequate to provide the necessary amounts.

After looking at this and talking with economists, and so on, we concluded this was probably not a practical way of raising the neces-

sary amount of Federal funds. There are people who differ with this point of view. One of our own members differed with this point of view and it so states in the report.

Mr. MACDONALD. Is it more practical as you said on page 9 of your testimony to look to public gifts to support this thing? As the head of a wonderful institution, you know how difficult it is to raise funds.

Dr. KILLIAN. I certainly do. But we concluded, after a great deal of bias toward present forms of support, that is, public contributions and State support, that these sources of funds would not be adequate by any conceivable yardstick that we could apply.

Mr. MACDONALD. You said $25 million, Doctor.

Dr. KILLIAN. This is the private funds. I am confident that the $25 million can be raised.

Mr. MACDONALD. Why?

Dr. KILLIAN. Just based upon my sense of the importance that many groups attach to this corporation and their willingness to try to make it successful. It is going to take work, it is going to take solicitation. Any fundraising requires that. But I am reasonably confident that $25 million can be raised as a kitty, as an endowment or rotating fund for this corporation.

Mr. MACDONALD. Who will do this, the corporation, the members, or who?

Dr. KILLIAN. Who would raise it?

Mr. MACDONALD. Yes.

Dr. KILLIAN. I think it is primarily the responsibility of the directors of the corporation, just as the trustees of an educational institution have the fundamental responsibility to augment that insitution's resources.

Mr. MACDONALD. As I understand it, they will not be full-time employees.

Dr. KILLIAN. Neither are the trustees of a university full time.

Mr. MACDONALD. But there can't be any rich alumni about to die to leave you a trust fund.

Dr. KILLIAN. You must have a staff to support this kind of operation. I think having discussed this with many different people, I have a sense of confidence that there are sources of funds that would be responsive to creating this kind of fund for this public television corporation. This is a statement of faith on my part. I can't document it. It would be improper, if I could, to name names. But I think it is quite within the realm of possibility that such a fund can be established.

Mr. MACDONALD. The Ford people, I understand, thought that the use of satellites would yield from $30 million to $60 million, thus relieving taxpayers, and so on, from supporting this. What do you, or what does your group, have against that approach?

Dr. KILLIAN. We think that that is a form, in the end, of Federal support because it involves Federal legal action to make it possible. But if such a corporation came into being and yielded that income, it ought to be used to reduce the tax income that otherwise would be required for the programing cost of the corporation. We see nothing in our plan that excludes the formation of the Ford-proposed corporation, or the method of financing or handling revenues of that corporation that was proposed.

Mr. MACDONALD. My time has expired. I will wait for the second go-round. I have more questions.

The CHAIRMAN. Mr. Springer.

Mr. SPRINGER. Dr. Killian, I think you have made a very concise statement. I am a lot more convinced as a result of your testimony than I have been from the many things that have been said thus far, either privately in my office or by anybody from that witness stand.

There are two or three things I think I should cover in my limited time. Let us come, if we may, to cost.

It is my understanding that you think the annual operating and capital costs, 1968 through 1971, would be $178 million.

Dr. KILLIAN. That is the figure that we estimate for the first 4 years, the annual average. That is given on page 76 of our report.

Mr. SPRINGER. All you are asking for this year is $8 million?

Dr. KILLIAN. $9 million.

Mr. SPRINGER. That is for the fiscal year 1968?

Dr. KILLIAN. That is correct.

Mr. SPRINGER. For the years 1969, 1970, 1971, you are estimating your costs at $178 million per year.

Dr. KILLIAN. I would hasten to point out that that includes several elements.

Mr. SPRINGER. I will not cover that as I don't have time, Doctor. I just want this committee to understand what the cost of this program is going to be.

Dr. KILLIAN. Some $54 million of that would come from private sources and States.

Mr. SPRINGER. Just a moment and I will get to that. I want to be sure this committee knows what we are getting into and what our responsibility is. We want to limit the questioning to that.

According to your statement, which is HEW's statement, the relationship of the recommendations of the Carnegie Commission to the provisions of the Public Television Act, on page 2, the responsibility of this committee for operating costs would be $31 million; is that right?

Dr. KILLIAN. Yes.

Mr. SPRINGER. And for the sources of capital cost, it would be $37 million; is that right?

Dr. KILLIAN. Yes.

Mr. SPRINGER. That is a total of $68 million. Therefore, what you are asking for the years 1969, 1970, and 1971, is a total of $68 million times three, which is $204 million. Is that what you are asking of the Federal Government as its contribution for the years 1969, 1970, and 1971?

Dr. KILLIAN. In our estimates the total Federal funds, those going to the corporation and those going to HEW, I believe total $124 million, 68 plus 56.

Mr. SPRINGER. Actually, I am trying to pin down the Federal amount. That is our responsibility, what the Federal Government contributes. It is $68 million a year for 3 years.

Dr. KILLIAN. Am I correct in this, $124 million of Federal funds in this first period?

Mr. GOLDIN. I think the difference arises from your distinction between the corporation and HEW.

Congressman Springer, you are referring to the $68 million to go to HEW from annual appropriations. Mr. Killian was also referring to the second column, which is the $56 million which presumably would come from the Carnegie proposed trusted fund. When he added those two figures, ultimately those were figures that would come from the Federal Government either through annual appropriations, an excise tax, or some other form of financing.

Mr. SPRINGER. What you are talking about, then, is 68 plus 56?

Dr. KILLIAN. That is right.

Mr. GOLDIN. That is the average annual over the first 4 years.

Mr. SPRINGER. You are talking about $124 million, not $68 million?

Mr. GOLDIN. Of which $68 million, on the average, would be appropriated from annual funds and the remainder would come through some tax system such as the one the Carnegie Commission proposed.

Mr. SPRINGER. Wait a moment. I am not sure I understand you. Would you repeat that?

Mr. GOLDIN. Yes. Let us refer to the moneys that would flow to the corporation. That is the $56 million. Those moneys were assumed to come from a dedicated tax, such as the tax on television receivers or some other form, which would flow through a trust fund to the corporation.

Mr. SPRINGER. Suppose you don't get the dedicated tax?

Mr. GOLDIN. The corporation would be dependent on some alternative form of financing, then, from public funds.

Mr. SPRINGER. In other words, you are really talking about the U.S. Government as a backup for $56 million; is that correct?

Mr. GOLDIN. Yes, that is true.

Mr. SPRINGER. So, in effect, what you are saying is that there is $124 million for each of those 3 years.

Mr. GOLDIN. That is the average assumed here.

Mr. SPRINGER. The Federal Government will contribute that amount to the total of $178 million?

Mr. GOLDIN. That is right.

Mr. SPRINGER. This is total for operating and instruction both?

Mr. GOLDIN. And the program production.

Dr. KILLIAN. Equipment production and operation.

Mr. SPRINGER. Now go to the left-hand column. Now you are talking about operating costs and under that you have stations at $83 million; is that right?

Dr. KILLIAN. That is correct.

Mr. SPRINGER. Last year you had 124 operating stations. Is that correct?

Dr. KILLIAN. Yes.

Mr. SPRINGER. So you are asking for in the neighborhood of $750,000 per station; is that about right?

Dr. KILLIAN. Yes, dividing this up. But this total you are talking about——

Mr. SPRINGER. Let me put it another way. I am trying to consolidate this so that the committee can understand it. Let us go to the $112 million, for operating. You have 124 stations and if you take them all and put them together, the stations on interstate connections and so on, that is $112 million. You have 124 stations.

Mr. GOLDIN. Mr. Springer, may I refer to the note at the bottom of that table which says that the stations at the beginning of the period are assumed to be 150 and the stations at the close of the 3-year period would be 240. So it would be the average of 150–240 that we are talking about.

Mr. SPRINGER. Then in the first year, it is 150 as against the $112 million; is that right?

Mr. GOLDIN. May I add one other point? It is not assumed that the figures would start at this level. They would build up so that they would average this. In other words, instead of the corporation having $56 million the first year, it would start at $40 million. There is a gradual buildup during this 4-year period.

Dr. KILLIAN. I would also like to emphasize one other thing. The Commission sought, based upon a very thorough engineering study, to get really for the first time solid figures on what costs were really involved in expanding the system.

Mr. SPRINGER. When would you do this?

Dr. KILLIAN. We did this essentially a year ago. It was completed around the first of January.

Mr. SPRINGER. Will you mail to each member of this committee, as well as to this committee, a copy of those extended expenditures which you expect to incur, and would you break them down, please, as to what the Federal share is and how you expect to raise the rest of the money?

Dr. KILLIAN. Yes, sir; we will do that.

(The information requested may be found in the committee files.)

Mr. SPRINGER. All right.

I am bringing this all out because there will be a million questions asked by people who are not in this room today as to where is this money going and how do you justify it. HEW was here yesterday with no figures, as far as I can find out, and we have asked them to come forward and give us an estimate of the extended expenditures in the next 3-year period.

Dr. KILLIAN. May I say that the Carnegie Commission stepped right up to this problem and sought to present for the first time their estimate of this, based upon actual engineering studies, what the expansion of the system would cost, and then to make estimates as others have made.

Mr. BROWN. Would the gentleman yield?

Mr. SPRINGER. In just a second.

What is the top level of the number of stations that you expect to get out of 613 allocations that can be made to ETV?

Dr. KILLIAN. We project 380 stations.

Mr. SPRINGER. At the end of what period?

Dr. KILLIAN. By 1980 or thereabouts.

Mr. SPRINGER. In other words, 15 years, roughly?

Dr. KILLIAN. Yes. Those 380 stations will cover 90 percent of the American people. That was our goal. Of course, you have some areas where the density of population is so low that you can't very well justify a station. In general there is a careful distribution among the States in an effort to reach, as I say, 90 percent of the population.

Mr. BROWN. May I say that the figures exist in the book?

Mr. SPRINGER. I have that before me.

Dr. KILLIAN. This one part is not in the report.

Mr. SPRINGER. I do have the preliminary HEW figures.

I would like to come to a second point and it is most important because the night before last—and I am a television watcher, with my family, to some extent—on Monday night, after looking at the television program, I used some harsh words about Mr. Minow 7 years ago, but if he had been there Monday night I would have apologized to him. That is how bad I thought Monday night's shows were.

But this is one of the things that is killing TV—advertisements. I want to know what you intend to do in this field.

Dr. KILLIAN. No advertisement of any kind. We do not recommend in our report that the existing permissive use of corporation names in relation to programs be continued.

Mr. SPRINGER. Let me ask you: You have two stations, channels 20 and 26 in the city of Washington. Does any part of this program extend to them?

Dr. KILLIAN. It certainly does.

Mr. SPRINGER. They are just as bad as the other networks, only I think they are worse. Their reception isn't as good, and at least their advertising isn't as bad.

Dr. KILLIAN. This is precisely what we want to remedy.

Mr. SPRINGER. What do you say to them when you give them some money? "No advertising."

Let us be sure we understand this.

Dr. KILLIAN. After the system is in operation, we don't say to them that they should give up their present sources of income until we have some alternate plan.

Mr. SPRINGER. Does your counsel agree with you? I see him rather anxious there.

Dr. KILLIAN. I take it you are talking about educational stations.

Mr. SPRINGER. I am talking about two of them.

Mr. JENNES. I wanted to correct the record. Channel 20 is a commercial station and channel 26 is an educational television station. That being the case, channel 26 would be the beneficiary of the programs proposed here.

Mr. SPRINGER. All right. Channel 26 would be the beneficiary.

Mr. JENNES. Yes.

Mr. SPRINGER. And they would not advertise, is that correct?

Mr. JENNES. That is correct. They are not supposed to advertise today.

Mr. SPRINGER. I think we have this part of it straight. There would be no advertising.

Does the gentleman still wish me to yield?

Mr. BROWN. I was under the impression that the figures you were after were in this book on page 159, table 7.

Is that right?

Dr. KILLIAN. Yes.

Mr. SPRINGER. May I say, Dr. Killian, the only one I am really familiar with is at the University of Illinois, and if all of them were operated in that fashion, they would be all right, as far as I am concerned.

Dr. KILLIAN. If I may speak for my own community, we have a very superb station in Boston, with taxi drivers, waitresses, all kinds of people watching that station. It is very good.

Mr. SPRINGER. One of the things that is very disturbing and I think the biggest issue this committee is faced with, after talking with my colleagues on both sides of the aisle, is whether or not there will be any Federal control in this whole thing. I have been relieved by your statement today. After 17 years I know all the angles of this business of TV and how you control it. I don't think there is anything I don't know about that. This could be mighty easily done if a person wants to do it.

I don't want to argue about this, but we have had the FCC operating as a nonpolitical commission largely because they have had the majority of only one. But that minority is constantly keeping the majority on the alert. There has never been the slightest claim of favoritism, corruption, or anything I have seen against the public interest in any of those seven agencies, all of which are subject to the legislative jurisdiction of this committee. This is one of the things we are very concerned about.

I don't care whether you have a President who is Republican or Democrat, but he is appointing nine members, and those members will appoint the remaining six. Have you any comment on that?

Dr. KILLIAN. We have not been able to come up with what we think to be a safer method of handling these appointments. We believe that in the context of this sensitive area, where so many issues are so vitally important to free discussion in this country, freedom of the arts, freedom of the press, freedom of communications, that the Senate, first of all, will be much tougher and more careful in its confirmation procedures, in looking at people for this kind of a corporate entity than it might normally be.

Mr. SPRINGER. You didn't realize when you made this statement on page 5, because you don't get the broad cross section of Congress. You referred to water pollution, smog, racial tension, park lands, crime, health resources for the many.

Do you realize just the way in which that program is given can represent a political party? It isn't a question of politics but it is the way in which the program is presented that can make the difference.

I watch some of the national commentators ending up with the last two or three sentences giving their opinion. I have watched the University of Illinois programs very carefully and I will have to admit that they have done a job balancing them. You can hardly tell which side of the fence they are on. That is really reporting, in my book, because it covers completely, thoroughly and in depth, but without any political connotiation of any kind. You understand you can even take certain issues and discuss them which are interesting to one party and not interesting to another party. Do you see what I mean?

Dr. KILLIAN. Yes.

Mr. SPRINGER. Even the issues you pick out to discuss may have a political connotation. I know as an educator you don't get this point.

Dr. KILLIAN. We are up against this all the time.

Mr. SPRINGER. I am sure Governor Sanford understands it. If you want to discuss certain issues in North Carolina you can take those

issues and they will be the issue of one party or another, just the discussion of them alone.

I don't know what we will do on this question, or what anyone else can do about this. But we realize that here is the nub and we will have to live with it for a long time.

Dr. KILLIAN. The Carnegie Commission gave more attention and thought to this problem of insulation and independence than anything else. We are heart and soul committed to an independent and free system. Unless we can get it, I think we are in trouble. Unless we can get that freedom and independence we are in trouble.

Mr. SPRINGER. I will yield.

Mr. MACDONALD. Doctor, I agree and subscribe to what Mr. Springer has said. That is why I was a little surprised that you endorsed the group that free representative stations should be represented. Don't you think there would be a conflict of interest if one of these stations that the people worked for were up for a grant?

Dr. KILLIAN. There conceivably could be some conflict, but I don't think you are going to be able to have a representation that brings in the perfectly appropriate and needed point of view of the educational system without drawing upon that community. I think you have to give some faith and assign some sense to the integrity of people in saying that they will not exercise any special interest.

Mr. MACDONALD. Obviously you need expertise. But also it seems to me a little peculiar to draw from the very segment that may be looking for a grant to say that three of them shall be on this board.

Thank you.

The CHAIRMAN. At this time I would like to perhaps deviate from our usual procedure, with your permission, Doctor, and ask if you and your panel would step aside that we might hear a man who, if we do not hear him now, we will not hear him. He is leaving the country today.

Dr. KILLIAN. Gladly, sir.

The CHAIRMAN. He has to do with the private sector for financing this corporation, and its programs.

Mr. OTTINGER. Mr. Chairman, I have a unanimous consent request that would be appropriate at this point. A question was raised yesterday as to whether the TV networks endorsed the bill. I would like to reference, if I could, for the record, statements in the Senate testimony and hearings from Mr. Goldman of ABC, Mr. Stanton of CBS, and Mr. Goodman of NBC, supporting S. 1160.

The CHAIRMAN. They may be inserted into the record, but I may say to the record that all of them will be testifying here and we will have that benefit.

Mr. OTTINGER. Very well, Mr. Chairman.

The CHAIRMAN. Mr. Hoving.

Mr. OTTINGER. I would like to join in welcoming Mr. Hoving from our great State.

Mr. HOVING. Thank you very much.

The CHAIRMAN. I might say, Mr. Hoving, if you wish to summarize your remarks so that we could have the benefit of your views, we would be happy to have you proceed at this time.

STATEMENT OF THOMAS P. F. HOVING, CHAIRMAN OF THE NATIONAL CITIZENS COMMITTEE FOR PUBLIC TELEVISION

Mr. HOVING. Thank you, Mr. Chairman, for allowing me to speak at this particular moment because of the difficulties I have involved with the Metropolitan Museum in going on a business trip to Europe.

Mr. Chairman and distinguished members of the committee: Compared to what others have said who have appeared before you, I believe that I am rather a neophyte to Public Broadcasting. But I am not a neophyte to the goals and to the tastes of public broadcasting programs and what they must pursue. They are what quickly led me to accept the chairmanship of the National Citizens Committee for Public Television; and what brought about and will bring about scores of distinguished citizens to join with me.

I have taken the liberty of passing to the members of the committee a list of members of the National Citizens Committee for Public Television as of the present time. I think you will be able to see that there is a broad and important base of people in education, the arts, business, and labor; people who are of the utmost creativity and imagination and responsibility in the United States, such as Kingman Brewster, president of Yale University; Leonard Bernstein; General James Gavin and E. William Henry, an attorney in Washington and former Chairman of the Federal Communications Commission. People such as Mrs. Jennelle Moorhead, president of the National PTA. People such as Gerard Piel, well-known editor of the Scientific American an important publication. People such as Edward Purcell, physicist at Harvard University. People such as Whitney Young, Jr., executive director of the National Urban League.

At this particular moment there are 47 members of the National Citizens Committee, and there will be more. Many people have envinced great interest in getting on this committee. They believe in what it has to do. They believe in public television. Indeed, of the 48 people that I asked to join me in this endeavor, only one said that he couldn't do it. He said, "Please, give me a big rain check. I want to come on in the fall. It is just that I made a promise to various people and my family that I wouldn't do any one more thing this year."

That is an indication of the interest of this broad base of people around the United States in all fields in this project and in this hope.

All of us on the committee have one thing in common. I think we have had the opportunity to taste of beauty and we have found it good. We have courted controversy from time to time and, through it, found at least some truth. Most of us on this committee live in the give-and-take world of ideas, whether they be in a museum of art or in reality, and, invariably, these things are inextricably intertwined. I believe we are the lucky ones.

We are joining together to see to it that our luck is shared by millions and millions of people in the United States.

The point is, that many of the Nation's citizens catch only fleeting glimpses of what we have beheld, those of us on the committee, and at times have had the opportunity to have lived. Many people have not had a glimpse of this.

We intend that the National Citizens Committee's voice, joined by ever-increasing numbers from local communities everywhere, will

become a chorus that will not only sing, if you will, a viable public broadcasting system into existence, but make it as strong and as free as it definitely should be.

Speaking for myself, but on behalf of the National Citizens Committee, I believe that the measure before you is of great value. A strong public broadcasting concept cannot come into being without Federal assistance.

But we believe it would be unwise, and I would like to make this very emphatic, I believe that it would perhaps be even unhealthy, for public broadcasting to attempt to live by Federal funds alone.

Those very citizens whom you represent and whom I come here to represent before you must also contribute. This goes for the richest corporation heads and their colleagues to this country's less wealthy citizens, in combination and individually.

For if there is to be public broadcasting, it must be the public's broadcasting. That is the reason that the name was picked as public broadcasting.

The public's stake in public broadcasting is bigger than simply asking, "Why give to public broadcasting? Isn't that what I pay my taxes for?"

The National Citizens Committee will see to it that the private sector will contribute and will contribute substantially—no matter what fancy Federal and foundation figures the public may read about in the newspapers.

We insist on that as one of the important roles of the National Citizens Committee.

In order to involve our citizenry, the committee is embarking on a concerted effort to acquaint all of our people about educational broadcasting's accomplishments—both nationally and locally. Sometimes people know more about what public broadcasting has done in England, rather than how glowing some of the cases have been in this country.

Already, local and State organizations are springing up and are amazing us by their enthusiasm for what television can be. In Athens, Ohio, the Ohio University Public Television-Radio Advisory Committee was formed by a number of local civic leaders to help support their local ETV station, WOUB–TV.

In Pennsylvania, Governor Shafer has announced the formation of a new Pennsylvania Committee for Public Television.

As the National Citizens Committee moves into high gear, I am sure you will see, from every region and locality, a massive ground swell for public broadcasting.

Just the other day we appointed an executive director, Mr. Ben Kubasik.

It is time, if they will, for all who are and are to be public broadcasting to begin to speak for themselves proudly and clearly with a single voice, while preserving a multiplicity and diversity of views.

It is time, if our citizens will, for all who have and will benefit from public broadcasting to begin to speak proudly and clearly with a single voice, while enjoying that multiplicity and diversity.

That is why the National Citizens Committee was formed.

That is why I am before you today.

Thank you, Mr. Chairman, for allowing me to appear at this time.

The CHAIRMAN. We thank you very kindly for giving us the benefit of your views.

Mr. SPRINGER. Mr. Chairman, may I express my appreciation to the gentleman for coming here.

You mentioned BBC. I saw that when it was a pretty sad thing. In 1953, I was in the House of Parliament when they passed the Private Television Act. May I say that BBC pepped up immediately and today it is a fine, going thing, and their programing has increased 100 percent.

Maybe you will have the same kind of influence on ABC, NBC, and CBS, I hope.

Mr. HOVING. Mr. Springer, there have been a lot of people who have said, "Goodness, what if you have these things, this public broadcasting, this network, that are going to show people things that we don't see now, all subjects, from medicine to sports, to culture, to museums? Won't this be a terrible competitor to commercial television?" That is a lot of nonsense. Both will have more people watching if the excitement builds up.

It seems to me we owe it to commercial broadcasting to have a strong public broadcasting system.

The CHAIRMAN. Mr. Ottinger.

Mr. OTTINGER. I just wanted to say that I think we are fortunate, indeed, in having what I consider one of the most creative individuals in the country head the Citizens Committee for Public Television. He has won nationwide and world renown for his creative work as parks commisioner for New York City, bringing worthwhile civil artistic renditions to the people of the city of New York.

I am sure Mr. Hoving's testimony and his committee's work will be a tremendous help to us on the committee and to the Public Television Corporation when it is established.

We are very grateful to have your testimony.

Mr. HOVING. Thank you, Mr. Congressman. I am getting red behind the ears.

The CHAIRMAN. Thank you very much for coming today.

STATEMENT OF DR. JAMES R. KILLIAN, JR., CHAIRMAN, CARNEGIE COMMISSION ON EDUCATIONAL TELEVISION, AND CHAIRMAN, CARNEGIE CORP.; ACCOMPANIED BY HON. TERRY SANFORD; DAVID HENRY; ERNEST JENNES, LEGAL COUNSEL; AND HYMAN H. GOLDIN, EXECUTIVE SECRETARY—Resumed

The CHAIRMAN. Mr. Rogers, have you any questions?

Mr. ROGERS. Thank you, Mr. Chairman.

Doctor, all of us appreciate what you and your colleagues have done in public service. Your testimony has been most helpful to the committee.

In the present programing of educational TV stations, do they make a distinction between public educational television and instructional television? Is this currently made?

Dr. KILLIAN. I am sorry. I don't follow your question.

Mr. ROGERS. What I am trying to find out is in those stations which are now educational TV stations, is there a distinction drawn presently, as you and your colleagues have drawn a distinction, between public educational television and instructional television?

Dr. KILLIAN. I think there is no sharp distinction that has been drawn in the past between these two fields. Practically all of the current public television stations handle instructional television, too. They do both.

There are currently in this country about 30-some odd what we call community stations whose overall responsibility is to address themselves to the community and to the home. There are systems in the States and there are certain stations that confine themselves to what we call instructional television although in general they carry public television programs, too.

Mr. ROGERS. Under your proposal, would there be a division of time as to what the stations would do?

As I understand it, you propose public educational TV.

Dr. KILLIAN. I think this is a matter for the public station to determine how best it can serve its community, how best it can serve the schools, if the school systems want to avail themselves of television provided by these stations.

It is a matter of their determining the balance of their programing. We don't think they ought to be told how to do that.

Mr. ROGERS. It seems to me to be a very difficult line to draw. How are we going to tell if we turn over the money to a public corporation and you say you don't want to get into instructional TV but you do want to carry on public TV.

Dr. KILLIAN. This is right.

Mr. ROGERS. Someone has to tell us what is the difference and how you are going to distinguish it, where funds should support one and not the other, or vice versa.

Dr. KILLIAN. I think I should like to turn to an expert on this field because he in his university is operating a station.

President Henry?

Mr. HENRY. I will try to clarify that. The stations now do both and they do it in varying degrees. Some stations do almost exclusive instructional television, particularly if they are owned by a school district. Some of the State educational networks are aimed primarily at instructional television. Others, like the community stations and indeed like the university stations, emphasize the other side now. They haven't called it public television up to now, but they call it general educational broadcasting for the home.

It is our conception that the corporation will assist through programing and through interconnection just in these two ways the public television aspect of whatever the local station is doing. The local station may go on and do these other things by its own choice. This will be of no concern to the corporation except, of course, from the point of view of encouraging the strengthening of the facilities and the operation of the facilities as provided in the bill.

Mr. ROGERS. I would like to pursue that for a moment. Suppose the local station has been giving a very effective instructional education programing which teaches young people something, with a goal in

mind, but the corporation thinks it should have a broader approach of public educational television.

Do you give them a grant to do a project on public educational TV as distinguished from instructional? Is this going to move that station away from educational TV as long as they have a source of money to do the other where they may not have a source of money to do the instructional TV?

It seems to me you are going to have some rather strong pulling forces to perhaps get away from instructional TV, which I think is perhaps primary to the whole system.

Mr. HENRY. Certainly we would agree, sir, with your last comment particularly, but I think most of us on the firing line would not see this as a real danger.

They get revenue from the school authorities for instructional television where this is done. They aren't likely, I think, to give that up.

I think if the corporation will aid that station to do something more broadly than they are now doing, the corporation would take this total picture into account in funding it.

In other words, there is nothing wrong with a good instructional television being enlarged for an adult audience. This is, I think, the heart of your question.

Mr. ROGERS. You say being enlarged. Why couldn't that be done anyway? Anyone can tune in on it.

Mr. HENRY. The instructional television is mainly geared to the classroom and under the aegis of an educational authority, and very often on a very limited wavelength or channel.

Mr. Killian, did you have a comment there?

Dr. KILLIAN. I would make two observations about this. One is that the public television kind of broadcasting is primarily designed for the prime time evening hours. Most of the instructional broadcasting comes in the day when schools are in session. Therefore, one has a schedule separation of these two functions. That is very natural.

I have a second observation. We include in the concept of public television those kinds of continuing educational programs that go to the home rather than to the school, of which there are multiplying numbers.

I would hasten to say that one of the most important potentials of public television is to carry to people, working people, if you will, opportunities to learn, to bring themselves new skills, new insights, through television in their homes, or in other locations. This is part of this public television process.

Mr. ROGERS. How do you gear these programs? Are they geared to a medium of your audience level, age, education? How are the programs geared when they propose a program?

Dr. KILLIAN. One of the fundamental purposes is to have diversity in the programing so that you seek deliberately to design programs to reach different levels, different groups of people, so that you do not exclude in the end any particular group. You want diversity, you want variety.

Mr. ROGERS. I assume you have only so much prime time that you are going to use. When you make up a program is it going to appeal to 70 percent that have no college education?

Dr. KILLIAN. We want to appeal to those——

Mr. ROGERS. Or will it appeal to the college group only? Who will decide that?

Dr. KILLIAN. The local station.

Mr. ROGERS. I thought the programing was pretty much geared and directed by your corporation, your interconnections, trying to direct the makeup of the programs.

Dr. KILLIAN. The corporation, with its programing, is designed to multiply the variety and number of programs available by choice to the local station. It does not impose programs on the local station.

Mr. ROGERS. I realize they have the choice. But the program is made up and is influenced by the corporation; is it not? At least that is what I understood from your statement on page 7, that it is essential that a national institution that could provide quality programing and leadership to the system as a whole is there.

Dr. KILLIAN. That is right.

Mr. ROGERS. I understood you wanted the national corporation to upgrade all of the programing, which I understand would be left to the discretion of the local station as to whether they would use it or not. But then if they don't use it, I presume you wouldn't be encouraged to give them grants, would you, if they are not using any of the programing that the national corporation was advising?

Dr. KILLIAN. You might be very encouraged to give them grants because they might explain that they have programs more important to their community.

Mr. ROGERS. But that is not in line with the policy of the national corporation.

Dr. KILLIAN. The local community needs must come first.

Mr. ROGERS. Let me just ask you one or two more questions and I will conclude.

What about your overlap of funds? We have provisions for moneys in the education bills, as you know, the National Defense Education Act, the Elemenetary and Secondary Act, the Higher Education Act. Now the Council on the Arts is making grants to television to product cultural programs. Do you see any problem of duplication of funds? Should this be gone into, do you think, by the committee?

Dr. KILLIAN. From what I know about the kinds of grants that are being made by HEW and by the arts, I do not feel that there is any significant duplication overlap here.

Mr. ROGERS. You do not believe so?

Dr. KILLIAN. I do not believe so. As I have understood, this question was addressed to Secretary Gardner yesterday and he expressed the same view.

Mr. ROGERS. I think they said they would furnish us the funds being spent in these areas.

Dr. KILLIAN. I do think that one must look at the total sources of funds.

Mr. ROGERS. The Comptroller General has stated in his report that he feels there would be overlapping and duplication, and that this program should be gone into.

Dr. KILLIAN. But the requirements and the opportunities are so enormous, that I think the impact of any overlapping would be negligible in terms of its effect.

Mr. ROGERS. Thank you. I will yield to the gentleman from Texas.

Mr. PICKLE. I thank the gentleman.

Dr. Killian, yesterday I ask Secretary Gardner his opinion with respect to the funds controlled by the corporation.

As I understand it, under title II, I believe it is, this would be the place where most of the moneys are involved; that is, grants from the corporation to the local stations. It involves itself in the question Mr. Rogers was asking with respect to programing.

What is your opinion—who should control the distribution of these funds, whether $125 million or $168 million? Should it be the corporation as envisioned in this bill or HEW? Have you any feelings about that?

Dr. KILLIAN. The Carnegie Commission made a distinction between certain kinds of funds. It felt that the corporation, as it had designed it, ought to confine itself to funds for programing in which it would not itself spend in producing programs, but having production centers, local stations and regional stations producing programs that would feed into the system. That would be its primary function, plus the problem of publishing a journal and conducting a certain amount of technical investigation, and providing interconnection, of course.

We felt that instructional television should be appropriately supported, so far as Federal funds are concerned, by HEW, and that the corporation should stay out of the instructional business.

We also felt that the problem of giving the corporation insulation and independence was a problem relating to programing more than it was relating to operations and so on, and that there would be two kinds of funds handled by the Federal Government.

The appropriations made to HEW, for example, under the facilities act, as now made, or as they would be made in the future, or for the operation costs, could be subject to annual review by the Congress, whereas, the programing funds would not be appropriate for that kind of annual review.

So we made this distinction between the different kinds of funds going into the system, and we expressed the hope that HEW might handle these operating funds, equipment funds and so on, and the program funds would be concentrated in the corporation.

The bills provide for these operating funds also to go to the corporation. This is different from our commission's recommendations, but I think it is still a workable system.

Mr. PICKLE. You are saying, then, that some of the funds should be controlled by the corporation and some by HEW?

You are making a distinction between the type of programs and the control of it. We could hardly set up a system where funds could be controlled by either one or the other but not both, could we?

Dr. KILLIAN. I would say that the corporation must be a private agency, it must be independent, and that funds that Congress chooses to make available to it must be expended at its discretion under the general guidelines of the bill.

Mr. PICKLE. I am not satisfied with that answer. If we have $124 million of Federal funds, controlled by Federal agencies of one sort or another, who will make the distribution of these funds?

Can you give me a clear answer on that? Will it be HEW or the corporation?

Dr. KILLIAN. It depends upon how the bill is finally drawn. As the Carnegie commission recommended it, $40 million originally and then $60 million would be handled by the corporation. The rest would be handled by HEW.

Mr. PICKLE. I yield back.

Mr. ROGERS. I thank the gentleman.

Dr. KILLIAN. Does that answer your question?

Mr. ROGERS. Doctor, is that present distinction made on the expenditure of funds in instructional TV?

Dr. KILLIAN. Would you ask that again, please?

Mr. ROGERS. Is the distinction that you are now drawing for public educational TV where programing should be funded through a corporation outside the Government, in effect?

Dr. KILLIAN. Not for instructional television.

Mr. ROGERS. In instructional television this distinction is not made but you think it should be for this purpose?

Dr. KILLIAN. We think that the corporation should be limited to funding those kinds of program productions that would be noninstructional.

Mr. ROGERS. But it is all right for the Government to fund directly those which are instructional?

Dr. KILLIAN. In a variety of ways, just as it is funding educational activities.

Mr. ROGERS. But you do not think it should be done now with public educational TV?

Dr. KILLIAN. There are no Federal funds going into programing.

Mr. ROGERS. Except educational instructional TV, is that correct?

Dr. KILLIAN. I don't believe there are any funds going into instructional TV, significant funds. There are certain Government agencies that are contracting with educational television station to produce programs for them, but these have to do with technical programs and that sort of thing. Beyond that I do not believe that there is any programing support from the Federal Government at the present time.

Mr. ROGERS. It would appear from some of the bills we have, and from the report of the Comptroller General, it might be contrary to the statement you have just made. But we will pursue that elsewhere.

Dr. KILLIAN. I am not aware of any substantial program support at the present time.

Mr. BROWN. Will the gentleman yield for a question at this point?

The CHAIRMAN. The time of the gentleman has expired.

Mr. Keith?

Mr. KEITH. I thank the Chairman.

Dr. Killian, I am sorry that I wasn't here to hear your testimony. I am on the Merchant Marine and Fisheries Committee and we were discussing a matter of great importance to our Nation and, particularly, to New Bedford, Mass.

Because of my not having been here, I am not as well prepared to ask questions on your testimony. There are several problems that concern me on the program outlined yesterday by Secretary Gardner.

Mr. BROWN. Would the gentleman yield?

Mr. KEITH. I would like to take advantage of the chairman's leniency and yield while I have the time to my colleague from Ohio, Mr. Brown.

Mr. BROWN. I have just one question on the point that Mr. Rogers was pursuing.

Who is to decide what is educational and what is entertaining on the level that you are discussing? Suppose we have Fonteyn and Nureyev doing Swan Lake. Is that educational or entertaining? I have seen it on Ed Sullivan and I have also see it on educational television.

Dr. KILLIAN. I would say that almost everything we do in our life may have an educational impact of some sort, and one cannot pretend to make sharp distinctions between them. There are many kinds of programs that might appear under the general term of education that may be very dull, but they might appear in the context of entertainment to be very instructional.

I don't think you can make sharp distinctions.

We can make a distinction between that kind of program designed to go to the school and to operate in the context of the classroom and for accredited courses of some kind. That is the distinction.

Mr. BROWN. This is a distinction which you drew in your exchange with the gentleman from Florida.

My question is, How do you draw that distinction with ballet performances, for instance?

Dr. KILLIAN. Let us say that the corporation for public broadcasting would undertake to produce programs, making them available to the local stations, over a wide range of things, except those kinds of programs designed specifically to the classroom, to a course, or to be related to credit. Beyond that, there could be no real distinction made.

Mr. KEITH. Pardon me, Mr. Brown, I refuse to yield further.

I wish to get some Brownie points from the chairman and I will yield to him.

Mr. MACDONALD (presiding). Thank you very much, my colleague from Massachusetts.

Sir, on this point, don't mistake the motive by which I ask it because I have put in a similar bill, but yesterday when I heard this type of programing would not be just educational but would be to some extent entertainment, and you have today buttressed that, what can this new group of stations do that the present stations can't do?

Dr. KILLIAN. That the present commercial stations cannot do?

Mr. MACDONALD. Yes.

Dr. KILLIAN. It can do a whole variety of things that at least they are not doing today. First of all, the stations under the system that we anticipate and propose have an opportunity to experiment, to innovate, in a way that the commercial station that must bring in the largest possible audience under a given circumstance cannot appropriately do.

Mr. MACDONALD. If you will yield for a second, many of the networks do put on very good programs. Certainly, there are some programs that are not perhaps terribly adult, but there are some very good programs.

Dr. KILLIAN. There is no question about it.

Mr. MACDONALD. Therefore, if you are going into the field not of instructional TV or really educational TV, but, as you have said, entertainment TV, why? Why should the Federal Government get into that aspect of it?

Dr. KILLIAN. Simply because there isn't enough choice available to the American people at the present time.

Mr. MACDONALD. Isn't that partially because the spectrum is not used up by enough channels?

Dr. KILLIAN. No, I think it is a matter of economics in its basic limitations. There are a whole host of kinds of programs that the commercial stations have not found it possible to handle, even though they would like to. This whole domain of continuing education is one of them, addressing to the home opportunities for people of all ages to learn new things, to improve themselves.

You can't get that on commercial television.

Mr. MACDONALD. Yes, sir. But you have been saying you are going to go into an entertainment.

Dr. KILLIAN. The entertainment would be an insignificant part of this.

Mr. SANFORD. Let's say there is nothing wrong with education being entertaining. It is more palatable if it is.

Mr. MACDONALD. When I went to school, it was not entertaining. It was something that you did.

Mr. SANFORD. I think when you take the opportunities that television presents, almost anything you do in the field of the arts would be entertaining to some extent. While the primary purpose of public television cannot be simply to entertain or duplicate the entertaining programs from commercials, certainly there is nothing wrong. It is the same way that Congress promotes the arts. If Congress thinks this is a public purpose, the promotion of the arts through the television media may be a more important function for Congress to support because of the greater impact on the greater number of people.

While it is not primarily entertaining there is bound to be entertainment involved if we are promoting the arts and the culture of the people of America.

Mr. MACDONALD. Yesterday they said that the average person reached was only 1 to 2 percent of the entire country.

Dr. KILLIAN. But there are figures today that indicate that the audience of educational television runs from 12 to 15 million over a span of different kinds of programing. This is no small audience that we are talking about.

We are talking about a lot of specialized, diversified audiences. When you put them all together, as we have repeatedly said, you get a representative group of Americans watching this system and you cover many families. This is important.

Mr. HENRY. May I make a comment, Mr. Chairman?

Mr. MACDONALD. Of course you may.

Does the gentleman continue to yield?

Mr. KEITH. Yes.

Mr. MACDONALD. Then you say the figures used yesterday were incorrect?

Dr. KILLIAN. I don't know what the figures are.

Mr. MACDONALD. I have just said them, between 1 and 2 percent.

Dr. KILLIAN. You will find in our formal statement about this, there is a study mentioned in the last pages of the report, on the audience of educational television.

I would like to refer specifically to that statement. In fact, there are two estimates presented. One is based upon the Nielsen study. This is on page 251. At the time of this study, the total U.S. homes was estimated at 58 million, the total television homes at 55 million, the number of homes tuning to one or more ETV stations in the average week 6,860,000; percent of homes tuning to one or more ETV stations in average week, 12½ percent; average hours for viewing ETV, 1.2 hours per week.

Then the notes, assuming 2.4 viewers per viewing home the total number of persons reached by all ETV stations in a week exceeds 16 million.

Then there was an alternate study that is presented.

Dr. Goldin, do you want to comment on this?

Mr. MACDONALD. I would suggest that you and HEW sit down and get your figures straight.

Dr. KILLIAN. I suspect they were basing their figures on another consideration.

Mr. GOLDIN. They were referring to the audience for a specific program. It is the same way as commercial stations have a rating, which is the percentage of homes tuned to a specific program. The HEW statement was that for the average program the rating was in the neighborhood of 1 to 2 percent. But the correct way to view the audience for ETV is what the audience does over a period of time. It is not assumed that a specific ETV program is likely to reach a very large audience, but the whole purpose of ETV is to attract a great many different audiences in the course of a week.

Therefore, the more realistic way of viewing the potential of ETV is in terms of a period of time with a full range of programs.

Dr. KILLIAN. I would also hasten to add that this audience is growing, growing very rapidly. In these figures that we have been talking about there are no figures included for the instructional television. These are people viewing television in their homes. When you add the instructional, that would be a different figure.

Mr. KEITH. Does the Chairman yield back the balance of my time?

Mr. MACDONALD. Yes.

Mr. KEITH. One subject I doubt has been explored. Would you feel that, under the programs which you contemplate, educational TV stations might go into the business of radio tapes and film strips, programs that might be put on tape and mailed out to schools on a subscription basis?

Dr. KILLIAN. I certainly do. I think there are innumerable technical opportunities for expanding and extending this system. Let me hasten to say that I think one of the important developments is the low cost storage of television programs and their playback by broadcasting stations, by homes, by schoolrooms.

This can have a revolutionary effect, particularly on instructional television.

Mr. KEITH. This was the answer that I expected to get.

Now I would be interested in your comment. We have organizations that have seen this opportunity and have gone forward with these programs. There is one based here in Washington. I believe Time, Inc., contemplates such an activity. I know there are other subsidiaries

of large corporate entities that are setting up educational subsidies to take advantage of this market.

They have to raise their capital in the private sector, which comes after taxes have been paid. Admittedly, there is some stimulus by the fact that other people are in this. Is there not also a negative factor by a small organization trying to get started, when the basic competition is financed at the taxpayers' expense?

Dr. KILLIAN. I gather what you are particularly referring to here is the enormous growth in recent years of efforts to improve educational materials, to provide the teacher and the classroom with better pictures, better filmstrips, better prepared materials, program instruction; there are a whole host of things.

I attach great importance to the fact that educational institutions of various kinds have been joining with industry to try to further this thought. This seems to me to be quite separate from broadcasting, however, but there is no reason why these materials, if they are relevant and useful, why they can't flow into educational television and prove themselves useful.

As I said, I think perhaps before you were able to come in, I think there is enormous opportunity for us to bring together the great teachers and the great scholars of this country to design programs that are elegant, precise, entertaining, if you will, but are directed at the highest quality of education for the youngster that he can possibly find.

We have been making great headway in curriculum reform in this country in this way. Some of this ought to now appear on television.

Mr. SANFORD. I think he meant that these programs could be widely distributed, but surely he doesn't mean that this corporation will get into the business of making filmstrips and such teacher aids as that.

Mr. KEITH. I think there is a tendency for these staffs to expand their services and to want, in all good conscience, to educate everybody, everywhere.

If the private sector is to furnish their share of these things, which hopefully would be the dominant share, they must be in competition with an unfair start, which, in effect, restrains private capital from pursuing the same objective.

You inadvertently used the term "elegant" to describe the end product that will come about.

Dr. KILLIAN. The new curriculum, like the new biology programs, the new mathematics programs, elegant in the intellectual sense.

Mr. MACDONALD. The time of the gentleman has expired.

Mr. Adams?

Mr. ADAMS. Thank you.

We certainly appreciate your being here, Mr. Killian. I wanted to pursue briefly one or two points and then I will yield to the chairman for any questions he may have.

As I understand it, the problem faced presently by commercial television is a combination of the ratings, the requirement by the advertisers that they justify to their stockholers and other people in the commercial field their advertising dollar, and that this will tend to

stereotype or prevent innovation beyond the push to the pure entertainment or pure excitement stage of television.

Is that what your Commission found was causing this removal of drama and other classic entertainment? For example, is that why there is no more "Playhouse 90," and the symphonies appear less and less? It is not that they don't have a substantial audience, but they cannot compete with a more exciting fare on a pure rating system. Is this what is occurring?

Dr. KILLIAN. We did not specifically study commercial television, but we also reached the very definite conclusion that we thought commercial television had a significant and important and vital role in this country. We would not do anything to cut back on that importance and that role.

But we also reached the definite conclusion that commercial television had built-in limitations in terms of the kinds of programing that we felt ought to supplement commercial television.

Therefore, the United States, currently the only major nation in the world that does not have a really adequate noncommercial system, ought to have available for its people a range of program choices and of experimental programs, efforts to bring out new talent, efforts to provide education, continuing education, instructional television of all kinds.

We ought to build a system adequate to do that. This is not the role of commercial television, to do that. We need both. Both will complement the other.

I have a deep conviction that if we have an adequate system of public television, it will open up new territories that commercial television will move into and exploit with all of their great skills.

Mr. ADAMS. This was the point I was hopeful we would arrive at and the point you would make. As I have watched television during the years, what occurs is that whoever happens to come on with a successful set of programing, be it a western, be it a series of secret agents, or whatever it is, there is a tremendous rush to copy this particular program until it drives itself into the ground and then the rush goes to the next one.

I am hopeful what you are talking about in this public corporation is that you will begin to develop some innovations in programing which can be picked up by commercial television and they may once again find that a good play or the New York Symphony Orchestra, or some of these types of programing can be commercially successful.

Will your corporation be allowed, if it puts on—and by "it puts on" I mean individual stations put on—and and they commit some of these to tape, to either sell them or make them available to the commercial areas?

I don't mean to go into the business of programing for them. Are you allowed to make an interchange?

Dr. KILLIAN. We did not make a specific recommendation on that point, but speaking as an individual I would say that if these good programs produced by the public corporation prove to be useful for commercial television, they ought to be available.

Mr. ADAMS. I wondered particularly in the UHF field and several others where they are also having a very difficult time obtaining pro-

graming. We might be able to kind of lift the whole television business if this were available.

Dr. KILLIAN. I hasten to say that I don't think the function of the Public Television Corp. is to do programing for commercial television.

Mr. ADAMS. I agree with that. What I am trying to find out is if we do all of this, somehow we want to try to get a litle translation into the whole business, don't we?

Dr. KILLIAN. Let me be specific. If programs are produced that prove to be particularly meaningful to a local community and if for some reason that community does not have a public television station or has no access to educational television, maybe a commercial station might make that program available under those circumstances.

Mr. BROWN. Will the gentleman yield?

Dr. KILLIAN. We are concerned with getting more choice, more quality, more meaningful programs for the whole range of the American public. That is our basic consideration.

Mr. MACDONALD. Will the gentleman yield?

Mr. ADAMS. I yield.

Mr. MACDONALD. Doctor, on that very subject does the emergence of the UHF stations and, for that matter, CATV, affect your feelings about this?

Dr. KILLIAN. I think these are new ways.

Mr. MACDONALD. Both give a larger choice to the viewing public.

Dr. KILLIAN. We did not study CATV. But let me make this comment on UHF. It seems to me that there is a superb opportunity for UHF public television stations to begin to assist in multiplying the number of UHF sets around this country, and they can build a base for the commercial stations that want to develop in the UHF range.

This is a wonderful opportunity for the commercial people.

Mr. MACDONALD. In that sense, don't you feel—and I am not suggesting that it is—that your report is a little out of date, if you think of the tremendous growth of CATV and the high frequency stations?

Dr. KILLIAN. No, sir; I do not think so. I think, however, CATV may go, and it may increase greatly in quality, I think we still have a fundamental problem of broadcasting, and that we want to strengthen broadcasting. If we get the quality element into this, the innovative element, into this broadcasting thing, it is going to affect all kinds of transmissions, all kinds of programs.

Mr. ADAMS. I yield to the gentleman if I have time left.

Mr. MACDONALD. The time of the gentleman has expired.

Mr. Brown is recognized.

Mr. BROWN. Thank you, Mr. Adams, for wishing to yield.

You went on to say that programs become very popular and then were driven into the ground. I wondered if there was a danger that cultural or educational television will become so popular and so on, and we will be in the same cycle.

Dr. KILLIAN. I would say glory be, if it became that popular. I would say the chances of it becoming a strong competitor of commercial television are negligible. But we ought to aim at getting the largest possible audience for public television.

Mr. BROWN. I asked a question of the Secretary yesterday, without getting what I thought was a meaningful answer. We have here ap-

parently, basically the question of the cost in public money that we are going to put into public television, if we are going to put it into public television, versus, I think, what we must call private television, since that is the source of the money. That is for a certain percentage of the audience that will be reached.

If it is applicable to television, why isn't it also applicable to publishing, to movies, to other means of cultural advancement, other kinds of public entertainment?

Dr. KILLIAN. We have a flourishing private publishing business in this country.

Mr. BROWN. We have a flourishing private television business in this country.

Dr. KILLIAN. This is right. It was built originally on that tradition. But the whole economic setup is such that this can happen, and I do not believe that the economics are such that it can happen in public television.

I also would hasten to point out that what we are talking about here in public television is the total cost. We made a long-range projection. By 1980, there ought to be around $270 million going into the system, private, public, State funds of all kinds.

The FCC reported in 1965 the revenues of the commercial television system of this country was slightly under $2 billion. We are talking about peanuts compared to the amount of funds going into commercial television at the present time.

Mr. BROWN. We get into essentially the same problem, do we not, in publishing? There are a lot of trashy books being published today. Why shouldn't the Federal Government get into the business of selecting certain authors and making available on a subsidized basis, which is what we are talking about, their production of literary effort so that people would have this available to them economically, so that they could enjoy it?

Dr. KILLIAN. May I point out that in our total publishing system in this country we have a whole group of university presses that are providing a kind of book that the commercial publishers do not provide. This is enormously important to the scholarship and the research of this country.

Mr. BROWN. Isn't this possible in the television industry?

Dr. KILLIAN. No.

Mr. BROWN. That is, without the expenditure of a quarter million dollars?

Mr. SANFORD. The difference is that printing is so much cheaper than television. You have an added pressure to subsidize, except through the universities, the printing business, because the cost is not so massive as it is in this new kind of communication. I think that is the real business.

Mr. BROWN. Television is being subsidized by universities, is it not?

Mr. SANFORD. Yes; but not adequately.

Mr. BROWN. The publishing business perhaps is not being adequately subsidized.

Mr. SANFORD. I think it is, though. Certainly, relatively it is.

Dr. KILLIAN. I will point out another thing: We are spending Federal funds for research that are comparable to the programing on

television. The research that Federal funds make possible, and which is published ordinarily through commercial channels, could not be done were it not for Federal funds, to the extent and quality at which it is being done at the present time.

Mr. BROWN. Again, so that I understand, the objective of this legislation is not educational television. Is that right?

Dr. KILLIAN. It is educational television.

Mr. BROWN. Partly. But it is also what you call public television which is in the entertainment area for the average home.

Dr. KILLIAN. Unless you include in your term "entertainment," adult education, the kinds of programs like the French chef, the report of the local school board meetings, the televising of Senate hearings.

Let me give you an example. In the Boston community there were a series of school board meetings dealing with very difficult problems. WGBH went in and televised. For the first time, the Boston community had a chance to get insights into that process of discussion and debate about some enormously important problems. No commercial station did handle those programs until WGBH led the way.

The opportunity for the public television station to go into the community to help that community see itself, see its political processes, its craftsmanship, its public figures, all of these things can be done, if you call that entertainment then I will accept your statement.

Mr. BROWN. My question is that the term "entertainment" has been used, not by me but by the witnesses who have been before us thus far. What I am trying to figure out as a member of this committee is the degree to which entertainment, as such, is going to be involved in this issue.

I appreciate that covering the school board meeting could be done by commerical television, and going in and covering the Security Council was done by commercial television.

I am concerned about the fact that if we established a public network or public stations the private sector of television, to again make the distinction that you have initiated by calling this other public, that the private sector of television may find that it is an easy out to get away from these uneconomic broadcasts, these broadcasts that are not sponsored, and go back to the FCC and say, "Let us out of that because it is being done by public television."

How about bull fighting? Is that educational or entertaining? How about a soccer game?

Dr. KILLIAN. Suppose in a local community there is a first-rate local dramatic organization, which are springing up all over this country, local groups that are innovative and experimental. Suppose the local public television station relates itself to those kind of activities and broadcasts these dramatic productions that would be of interest to a relatively small audience but nevertheless an important audience.

Do you call that entertainment?

Mr. MACDONALD. The time of the gentleman has expired.

I would like to say thank you very much, gentlemen, for your appearance today, and I would also like to point out, as I did to the Secretary yesterday, that, witness some of the questions, a grave mistake is being made by the people who are sponsoring this legislation, which I support, in calling it by the name public television.

I would like to point out to you, Doctor, which I am sure you know, and which would be an answer to Mr. Brown's question, the reason the Government is not about to sponsor a newspaper or a publishing plant is that it does not give them the right to use their facilities in the first place.

Each network, each station, is given the right to use the air waves by the Government.

Dr. KILLIAN. That is right.

Mr. MACDONALD. I think there is a vast difference between something like publishing, the arts, or anything as compared to something that originates from the Government in the first place. They get a license to operate in the public interest, both the station and the network. I think the cost of getting a license, as far as the cost they pay to the Government, is very small, indeed.

Therefore, it can't be confused with private enterprise. As a matter of fact, I think they are in private enterprise. They are not; the advertisers who utilize their facilities are, obviously.

Rightly, they should not be controlled. On the fairness doctrine, which is up for consideration, which FCC came out with a regulation about or had talks about, I think all of us tend to get confused a little bit after so much talk in comparing things that are somewhat alike but are not really similar.

Therefore, I suggest, sir, even though you have presented a wonderful report, and the idea of the bill makes it a fine bill, I think two things should be in your thinking, and I, as an individual member, have no real right, though I have the opportunity to say it.

I think the concept of public television should be dropped because all television is public.

Secondly, I think the fact that this is a subsidized form from the Government to the people who are going to perform a public service is an erroneous one, that we are trying to help the public, not the people who run the stations.

I am not sure that it is in the bill, and perhaps is should be, they would be nonprofit corporations.

I think all the muddying of the waters, comparing it to other forms of expression, does occur.

Mr. Brown?

Mr. BROWN. I would submit to the chairman that I do not think it is muddying the water on the part of the committee inquiring of the people before the committee to testify when it has been suggested by both the Secretary yesterday and by the people before the committee today that one of the objectives of this is to go into the entertainment field and to raise the cultural level.

If I may, Mr. Chairman, I would also like to point out that I think that the present television industry, with the exception of ETV, is a private enterprise with a public license, if you will, to operate.

With that public license they were given certain responsibilities, among them fairness and certain public service. If, as a goverment, we feel that part of that public service ought to provide educational television viewing for a certain level of culture, and for the life of me I am not sure who will decide what meets that level of culture or what is cultural and what is not, then I would suggest perhaps one of

the things we should consider is a revision of television and radio FCC regulations to require such cultural programing.

We are in the same kind of circle that we were involved with, with Mr. Minow. If we are going to provide it by Federal funds to set up a new network and public television series of stations, fine.

If we are going to do it with the present private industry, that is something else.

Mr. MACDONALD. Mr. Brown, my time has expired. All time has expired.

Once again, on behalf of the committee, I want to thank you for being here.

The committee will resume at 2 o'clock. I have not had a specific request for your return but it might be that you would be requested to return at 2 o'clock. In the meantime, I hope you would think of dropping the words "public" and "entertainment."

Thank you very much.

(Whereupon, at 12:45 p.m., the committee recessed, to reconvene at 2 p.m. the same day.)

AFTER RECESS

(The committee reconvened at 2 p.m., Hon. Harley O. Staggers, chairman, presiding.)

The CHAIRMAN. The committee will come to order.

Dr. Killian, I just want to say for your information that I was sorry I had to leave this morning and go to another meeting. I do have to leave in a very few minutes this afternoon. We have a little business with the railroad legislation trying to avert a strike. We are in conference with the Senate. We have to go to that conference.

I did want to be back to be with you to tell you, Dr. Henry and your other associates, how much I appreciated the fact, and I am sure all of us do, for your giving of your time to promote something for the betterment of the land. It is only public-spirited men who do this. Oftentimes they take a lot of abuse and criticism which they wouldn't have to take in their normal life, doing their normal job.

I wanted you to know that I appreciated what you are doing. I am sure most Americans will, that all Americans will, when they realize the fact that you are only here trying to help, as I say, to make a better land.

We are back for more questioning. I promised my distinguished colleague from the State of Michigan that he would have an opportunity to ask you some questions. At this time I will call on Mr. Harvey for any questions he might have.

Mr. HARVEY. Thank you very much, Mr. Chairman.

Dr. Killian and Dr. Henry, I certainly want to join with our chairman for the very, very fine report that the Commission has turned out on this subject. I think it is a good example of what can be done by persons when they set out to do a difficult task.

I am sure your Commission recognizes what a tough subject this is, even though some of our questions may appear to mean that we object to the bill very much. I am sure that the objections are not insurmountable, but there are things that bother us about the bill as it was submitted to the committee.

One of those points, in my judgment, is this: In the Carnegie Commission report, you, of course, set forth very clearly that the major financing here is by a dedicated tax, this trust fund in the Treasury, and the tax on the television sets. I can't help but remark that, in my judgment, the administration should have, at the time, submitted to this committee such a program right at the outset.

A very serious objection to me, as a committee member, is not to know how this program will be financed in the future. I have no objection to the method your Commission has set up. I think it is really looking ahead. But we are asked here to authorize a corporation to receive the sum of $9 million, which is really only a drop in the bucket. We are committing the Congress for the years ahead to a tremendous program, to facing a problem which could be pretty difficult. I wonder if you would care to comment on that.

I take it that the Commission felt that this was an absolutely necessary prerequisite to the program; is that correct? I am sure you felt that such a dedicated tax was a prerequisite.

FURTHER STATEMENT OF DR. JAMES R. KILLIAN, JR., CHAIRMAN, CARNEGIE COMMISSION ON EDUCATIONAL TELEVISION, AND CHAIRMAN, CARNEGIE CORP.; ACCOMPANIED BY HON. TERRY SANFORD; DAVID HENRY; ERNEST JENNES, LEGAL COUNSEL; AND HYMAN H. GOLDIN, EXECUTIVE SECRETARY

Dr. KILLIAN. The Commission felt very strongly, and we have said this repeatedly, that the corporation, if it is to be worthy of meeting its responsibility, must have adequate financing. Certainly the seed money, the $9 million, can only be considered in terms of a preliminary, ad hoc kind of situation.

If the corporation is going to perform the objectives that we had in mind, in our judgment it has to have financing of the magnitude that we have outlined here for the first several years.

I think the rate of development of this corporation, of the whole system, is a matter of judgment. We would not want to say that the $270 million ought to be reached by any particular date. Something depends upon performance and how things work out.

There ought to be an opportunity to judge what the pace of the growth should be. Nevertheless, in this first period, after this $9 million year, there must be, it seems to us, available to the corporation something of the order of $40 million a year, or $50 million for the first year beyond the $9 million.

Mr. HARVEY. If the money is not made available by an excise tax, such as the Carnegie Commission suggests, or by the satellite method suggested by the Ford Foundation, or some other dedicated tax in a trust fund, then it would mean that the corporation would have to come to Congress each year and receive money from the General Treasury.

I would think from the standpoint of the Commission and others who have studied the problem, that would be very objectionable.

Dr. KILLIAN. We also feel very strongly that any arrangement that calls for annual review either by the executive branch or the Congress would not be good. I think our position is very clear on that.

Mr. HARVEY. I must say that I would express surprise that the Commission does not object more strenuously to this bill as we received it from the Department of Health, Education, and Welfare, which includes no tax and no method of financing for the program whatsoever. This, in my judgment, as I say, is very objectionable.

Dr. KILLIAN. I, of course, cannot speak for the administration and the reasons it had for approaching this on a two-step basis. It may well be that they have very persuasive and compelling reasons to follow this course. I am not prepared to debate that at all.

Mr. HARVEY. Just along those lines, I would call to your attention that I think there are many Members in the House who would question whether such a tax would pass the House at this time, mainly because the Congress, in all likelihood, in the next 6 months is going to be called upon for another tax increase because of the war in Vietnam and other factors.

Undoubtedly this has entered into the administration's judgment. Nevertheless, it seems to me that this committee and this Congress should be entitled to face the problem squarely, knowing what we committing other Congresses in the future to on how this problem is to be met.

Dr. KILLIAN. The Carnegie Commission sought to be realistic and explicit in presenting the cost program. I think we would stand by that as a reasonable projection of what we are seeking to do.

I hasten to say that we are not necessarily wedded to the excise tax as the only way of doing this. It may well be possible that this committee or others will come up with an alternative proposal for a kind of tax arrangement or kind of lump-sum appropriation, whatever it might be, that would preclude or prevent the annual review of appropriations.

We would be openminded on this. We are not taking the position that the excise tax is the only way of doing this.

Mr. HARVEY. While I understand your remarks there, I take it what you mean is that you are openminded to the extent that the corporation would not have to come to Congress and make a request for funds each year and compete with other agencies in the Department of Health, Education and Welfare, for example, under the comprehensive health program or any other program, which are all competing for funds.

Dr. KILLIAN. In my opening statement, I sought to say that very strongly, that we do not feel that this preliminary first-year arrangement should in any way imply or leave the corporation in the position that it has to fall back on the kind of annual appropriation procedure that we have sought to avoid.

Mr. HARVEY. In setting up a trust, taking this corporation as you have it, what you are recommending is a rather unusual corporation. Normally, the board of directors is responsible to the stockholders directly. This corporation, as I understand it, would be different than any other public corporation that I know of. It is not like Comsat, for example.

Dr. KILLIAN. No. Comsat has a profit element and stockholder group,

Mr. HARVEY. Both common carrier stockholders and private stockholders. Comsat has, as I recall, directors, some of whom are appointed

by the President, some of whom are elected by the common carrier stockholders, and some of whom are elected by the ordinary stockholders, if I am correct.

Dr. KILLIAN. I believe so, yes. But my comment on this would be that I think we are dealing with a novel and different kind of situation than we have ever dealt with before.

We must devise or invent some way in which there can be an independent entity, free of political influence, direct political influence, that can perform this particular function. The American system has been so adjustable to new conditions and new requirements that I am satisfied a solution can be found to this kind of problem. It may have to depart from existing kinds of institutions we have created.

Mr. HARVEY. I take it you would have no objection, then, to departing somewhat from what you have recommended here, as long as you created a separate corporation.

Dr. KILLIAN. We would not have any objection so long as it met the criteria that it be independent, that it be private, and that it be primarily responsible for a system of national programing and have the role that we have described; that is, interconnection, making funds available for programs of national distribution or regional distribution, undertaking a certain amount of technical exploration that we think to be very important.

Technology in this area is going to be changing. Enormous changes are now on the road. We ought to have mechanisms for doing this.

I have just been in Japan and looking at the enormous noncommercial television operation that they have here, NHK. Incidentally, they are spending $250 million a year on a television system for a country that has half of the population of ours and a much smaller geographical area.

They are combining instructional programing, as we define it, public television and a host of other things. They are having a profound impact upon the Japanese people. They are doing this alongside the commercial operation.

Mr. HARVEY. The reason I mentioned, Dr. Killian, the responsibility of the directors to shareholders is because the corporation that we have set up here, as far as I can see, has no comparable responsibility. Our directors would be responsible only to the President; is that correct?

Dr. KILLIAN. The directors are, in my judgment, not responsible to the President.

Mr. HARVEY. I see your legal adviser shaking his head. Maybe he would like to comment on this.

Mr. JENNES. I think I was shaking my head because I was thinking the same thing that Mr. Killian said in a slightly different way.

In this, the directors are like the board of trustees of a university, responsible to themselves and not to the president. There are many corporate organizations, nonprofit organizations, that do not have stockholders that are run by boards of directors which are very responsible boards of directors, indeed, responsible to themselves and, consequently, to the public.

Mr. HARVEY. There is a difference here, I think. If I am wrong, correct me.

In this case, I notice, for example, that we are making an annual contribution, and by "we" I mean the Congress and the U.S. Government. In one breath we are saying that we should separate all control over this corporation so that we have no control over what happens to that contribution.

For example, we are saying the civil service laws shall not apply. We are saying there shall be no GAO audit. I am just picking out two things which would indicate a complete separation of government.

I am sure this would bother many Members of Congress if they are going to be called upon annually to invest money in a project such as this, with no control in this particular regard. We have, for example, the question of fair employment practices, a constantly recurring question here in the Congress. I would be interested in knowing how some of the States meet this particular problem. How would we meet it without civil service, for example?

Dr. KILLIAN. If I may first respond to that, this corporation, itself, would have a relatively small staff. It would do its work primarily by contracting with other agencies, while making funds available to the local stations which themselves are normally under the policy direction of boards of trustees who have the quality that Mr. Jennes was talking about.

We have all around this country a host of these educational television stations run either by universities responsible to the university trustees, or by direct trustee arrangement. In our own Boston station, here in Washington, in San Francisco, Philadelphia, Los Angeles, Chicago, they have very distinguished boards of trustees who have a sense of community responsibility and who, therefore, bring to these stations a grassroots support and a public responsibility that is very important to the quality of their operation.

So I don't think there is an acute problem here, if I may say so, of staff selection or of the large number of employees to be dealt with by the corporation itself, directly.

I would anticipate that any corporation of this kind would be very scrupulous and follow policies that were in accord with such things as fair practices, and so forth.

Mr. JENNES. I think so far as the employees of the corporation are concerned, they, like any other corporation, public or private, engaged in interstate commerce, would be subject to the provisions of the fair employment practices statute.

The reason for the exceptions to civil service, GAO and the like, are a combination of insulation from Government intervention, plus, particularly in the case of civil service, the notion that the kind of people whom the corporation would need to perform the functions wouldn't readily fall into the kinds of categories or classifications such as civil service would have.

Mr. HARVEY. I am sure you want the corporation to have the freedom talked about or mentioned in your report.

Dr. KILLIAN. Yes. There is an ultimate power that the Congress would have. That is, if the corporation files a report which is indeed inconsistent with these aims, the Congress can cut off the corporation's water. That is a drastic remedy. It is a remedy which would apply to an irresponsible corporation.

But given the kind of corporation Mr. Killian has been talking about, with the kinds of boards he has been talking about, and the assumption of responsibility, then you don't have that problem.

Mr. HARVEY. I would comment in that regard that it seems to me that the corporation you are attempting to set up here is something quite a bit different than the ordinary board of trustees or university boards, and they are not entirely comparable. You are handling an area of public consideration that is totally different.

It is not simply funds that you are handling, or the programing of funds in that regard. What you are literally trying to do is to mold public opinion and mold public education.

Dr. KILLIAN. I would not accept that. This corporation has no right to mold public opinion or mold education. It has a right to make available the substantive material that will help to enrich education and to help inform the public. This is quite a different thing from it having any effort to sell any particular point of view or any particular system.

Mr. HARVEY. I didn't mean it in that regard. Perhaps it is a harsh word to use when you say you "mold" public pinion. But, nevertheless, I think commercial TV, as we know it today, does mold public opinion. You have to face that. What people see on TV does determine what people think to a considerable extent.

Dr. KILLIAN. I accept that.

Mr. HARVEY. In this regard, I think Mr. Springer this morning touched on an area that is very, very bothersome to many of us here, and that is how this particular corporation would control the programming, particularly in the case of the networks.

There were many questions that you mentioned in your remarks. I could name fair housing, for another. That is a question that has two sides to it. I happen to support it in Congress very strongly, but I have to have respect for my colleagues who oppose it, who feel that their side should be presented fairly.

The same could be said of minimum wages, migrant labor, or just about any other problem. How they are presented determines to a considerable extent what the particular party philosophy is.

I think this committee is concerned, at least many of us are, that some means be written into this act to assure that both sides will be presented in every case. I am not sure that the Communications Act of 1934, in itself, is enough in the case of public television, such as this, to be protective enough.

I don't know whether I make myself clear or not.

Dr. KILLIAN. Absolutely. I think this is an exceedingly important consideration.

Mr. HENRY. May I make a point there, Mr. Harvey?

I think you ought not overlook, and we ought not overlook, the built-in sensitivity of the station management and the station boards, regardless of what the corporation might do. If they put out programs mistakenly, let us say, that had political overtones in my community, I would be very sure that, as president of the University of Illinois, I would bear the brunt of that if that mistake were made.

Therefore, we would take our own steps to make sure of political immunity as far as our programs are concerned, just as we have on our own, by ourselves, up to this point.

I am not saying that this answers your question completely, but I did want to point out that there is another brake here in terms of the evaluation and the appraisal that goes on at the local level. I think I can say for community stations, the school district stations and the university stations, that they are all just as concerned about this point in what they would choose off the network as the Congress would be.

Mr. HARVEY. I would think where you are talking about network programs it would be pretty evident who the network were to use, for example, in newscasting being very important.

Dr. KILLIAN. May I make an observation about this?

Mr. HARVEY. Yes.

Dr. KILLIAN. In our concept of this system, we are striving mightily to avoid network operations. We deem this corporation and its distribution system a system which make possible the distribution of a great variety of diversive programs and not one that is imposing a fixed time set of programs that all of the affiliated stations are expected to carry.

We attach fundamental importance to the fact that what we want to do is to give to each local station an array of programs out of which it can choose what it wants to use and that local station has complete independence to say yes or not as to whether it is going to use it or when it uses it.

Mr. HARVEY. But there is nothing in the legislation that I know of that would preclude the corporation or the network from hiring network newscasters for that particular effect, is there?

Dr. KILLIAN. The whole statement of objective and philosophy is opposed to this kind of operation. Certainly the bill, as I understand it, would make it very difficult to impose a network kind of operation on this system.

Mr. HARVEY. I am very, very happy to learn that. It is pretty obvious, just in listening to commercial radio and commercial television today, that certain newscasters are paid by organized labor, certain newscasters are paid by NAM, for example, and their views as to how they interpret the news will vary very greatly.

Dr. KILLIAN. We have done everything we could in our own proposals to try to make sure that the programing is diversified, that the sources of the programing are different. That is why we would not want one, but two national production centers, why we want local stations, particularly the stronger ones, feeding programs in, why we do not impose upon this the kind of network that is perfectly common and appropriate for the commercial system. We want to get away from that.

Mr. HARVEY. I thank you very much, Dr. Henry and Dr. Killian.

Mr. MACDONALD (presiding). Mr. Kornegay?

Mr. KORNEGAY. Thank you, Mr. Chairman.

First, I want to thank you gentlemen for coming before the committee to give us your opinions on this very important matter. Also, I regret very much that it was necessary for me to leave the room this morning during your appearance, although I was fortunate to hear your entire statement. I trust I will not be repetitious in the several questions I have.

Mr. Harvey touched on this area a few minutes ago; that is, that the function of the board of directors of this corporation would be to handle the funds which are made available to it from the various sources, as I understand it. Is that correct?

Dr. KILLIAN. Yes. The function of the board of directors of the corporation would be that of setting policy and accepting the responsibility for the appointment of staff.

Mr. KORNEGAY. Who would make the allocation of funds?

Dr. KILLIAN. Presumably this would be handled in the way institutions normally do. The administrative staff would come in with proposals, but they would have to be approved and reviewed by the board of directors.

Mr. KORNEGAY. And that would be true not only in the case of programing and the various moneys put into programing, but in the facilities as well, where applications for new facilities are granted and that sort of thing?

Dr. KILLIAN. Yes.

Mr. KORNEGAY. Insofar as programing is concerned, do you and does your commission envision that you would contract most of this area out to other agencies?

Dr. KILLIAN. All of it. We would preclude the corporation from doing any direct programing itself.

Mr. KORNEGAY. In other words, you would have no programing staff, no technicians, directors, or whatever you would call them, to come up with ideas and actually produce programs?

Dr. KILLIAN. No, sir.

Mr. KORNEGAY. These would be contracted out, this phase of the corporation's activities would be contracted out?

Dr. KILLIAN. Yes.

Mr. KORNEGAY. I think you mentioned a few minutes ago it would be contracted out to colleges and universities that are interested in television, theatrics, and so forth?

Dr. KILLIAN. We have proposed specifically that there be not less than two national production centers. We have what you would call a national production center now, a first one, in NET, the national educational television, and we would like to see that perpetuated and strengthened as one of these national programing facilities. It has its own board of trustees.

Mr. KORNEGAY. It has its independent board?

Dr. KILLIAN. Yes. We would have at least another one.

Mr. KORNEGAY. You envision or have in mind another similar center?

Dr. KILLIAN. Another similar center; that is right.

Mr. KORNEGAY. One similar to the NET?

Dr. KILLIAN. Yes. We think there would be valuable competition between such groups on the basis of the quality of their performance. Basically, we want diversity. We think the corporation also can well afford to go to independent producers for programing.

Mr. KORNEGAY. My next question is, Do you contemplate contracting with existing commercial television producers?

Dr. KILLIAN. I don't know quite how to define "existing commercial television producers."

Mr. KORNEGAY. Let me first say the networks that we have, and the various studios in the country.

Dr. KILLIAN. I would anticipate that that would not be the normal procedure, but I see nothing to prevent this corporation from going to a commercial station to get a program produced for it, for its own use. Then, of course, the corporation would make funds available to local stations and to what we call flagship stations, the presently strong stations around the country that are already producing programs of more than local interest.

So you would have programs flowing into this system produced by NET, produced by another national center, produced by independent producers, perhaps, produced by local stations, produced by major regional stations, all providing a diverse set of programs available to the local stations to take or leave.

Mr. KORNEGAY. At their option?

Dr. KILLIAN. At their option.

Mr. KORNEGAY. I think you have made some long-range plans as to cost and financing for this enterprise.

Dr. KILLIAN. Yes.

Mr. KORNEGAY. You suggested in your statement that what you had decided upon as far as the public fund is concerned was an excise tax on each television set sold. But you said you considered other means of financing. What are some of the other means?

Dr. KILLIAN. One means, and it is mentioned by one of our members in a footnote, is to have a franchise tax on commercial television to provide the funds that might flow into a trust fund. This has been oft repeated.

In one of its missions to the FCC, the Ford Co. had a paper prepared by a gentleman with the Brookings Institution in which he outlined a whole set of different ways for funds to be used for this purpose, of which the excise tax was one and the franchise tax was another. There are many ways.

Mr. KORNEGAY. If you went to the franchise tax, it would have to be rather substantial on each renewal, wouldn't it? Would you base it on a tax on the commercial station each time it has its license renewed? That is every 3 years.

Dr. KILLIAN. I am not an expert in this field; Dr. Goldin?

Mr. GOLDIN. The commission itself, of course, rejected the idea of a franchise tax. It considered it, but rejected it. But the tax itself could be imposed in many different ways. For example, an annual tax on the gross revenues of the stations, for example, graduated according to the size of the revenues. There are many variations that could be developed.

Mr. KORNEGAY. It would be similar to the income tax.

Mr. GOLDIN. It would be on gross rather than being on net, and part would be passed on to the advertiser.

Mr. KORNEGAY. You said the commission rejected the franchise tax. By that you mean the Carnegie Commission?

Mr. GOLDIN. Yes, the Carnegie Commission, not the FCC.

Mr. KORNEGAY. I wanted to be certain whether you were talking about your commission or the FCC.

I assume these very suggestions and ideas are set out in the book which you have left with the committee.

Dr. KILLIAN. Yes.

Mr. KORNEGAY. Thank you.

Mr. Chairman, I yield the balance of my time. I have no further questions.

Thank you, gentlemen.

Mr. MACDONALD. Mr. Ottinger.

Mr. OTTINGER. Thank you, Mr. Chairman.

I would like to join in welcoming you gentleman to the committee.

One thing I would like to hear a little bit more about is this: You have been quite assiduous in your recommendations for avoiding any actual operations by the corporation. I wonder if in so doing you don't exclude very valuable work that could be done in educational television by the corporation by way of demonstrations as to what a station could do, and whether it wouldn't be advisable to have the corporation at least able to set up one station to demonstrate new innovations in programing that even a nonprofit educational station might not be able to or want to undertake.

Dr. KILLIAN. That is a very interesting idea. My personal reaction would be that I see nothing in the philosophy of this that would prevent the corporation from setting up an ad hoc arrangement whereby it would test out or try out certain new ideas.

But I would hesitate to see the corporation get into the business year in and year out of running the station.

Mr. OTTINGER. Is a demonstration operation possible now under the legislation? I understand it would not be.

Mr. JENNES. Yes, it is not.

Mr. OTTINGER. You indicate a great desire, and I think we would share that, in maintaining the independence of the corporation. You indicate you are even somewhat apprehensive about initial financing coming from appropriated funds.

Do you have any alternatives to suggest for the initial financing that we could explore?

Dr. KILLIAN. I do not, beyond moving directly into the ultimate arrangement. But I think given the way the whole matter has come before the Congress, it is perfectly appropriate to await the administrative proposal on this arrangement. I am quite content to have this preliminary period, so long as there is understanding that this is seed money, that it is temporary, and that it is not solving the core of the financial problem.

Mr. OTTINGER. Do you anticipate that this kind of an operation would have to be subsidized in perpetuity or do you foresee a time when the individual stations would be able to pay for the kind of center services that the corporation would be financing?

Dr. KILLIAN. My answer to this would have to be that it would depend wholly upon the tax policies of the Nation and a whole host of other things that one cannot anticipate.

Mr. OTTINGER. Do you think with appropriate tax incentives——

Dr. KILLIAN. Did you say tax incentives?

Mr. OTTINGER (continuing). With appropriate tax incentives this might be financed completely from private resources?

Mr. HENRY. I wanted to add a word on that point first. I think we must emphasize that the stations are putting money in now and will

continue to in increasing amounts as they are able to get money at the local level, either from taxes, gifts, or in whatever way.

So the corporation will not be providing a full subsidy for the stations. To anticipate that the income of the stations will rise in a way that not only will they support their own expanding part of the total package, but also pick up what was previously subsidized by the Federal Government, I think, is an expectation that is not very realistic.

Mr. OTTINGER. I was aiming at this in a slightly circuitous way, whether this could be financed by some type of guaranteed bond rather than a direct subsidy.

Mr. HENRY. There is no revenue involved in the local station. There is no advertising. We are dependent entirely either upon local taxes or upon gifts or combinations. As an administrator I wouldn't see how we would get the money to pay off the bonds at any point because our obligations are going to increase along with the Federal subsidy.

Dr. KILLIAN. I would point out that the use of the matching fund method, requiring Federal funds to be matched in some percentage, could help to augment the flow of State funds into this total system.

I would anticipate that the corporation could well use matching fund grants as a way of drawing private funds into this system.

Mr. OTTINGER. That is possible.

Dr. KILLIAN. In fact, in the Carnegie Commission's plan, it was known.

Mr. OTTINGER. With respect to the composition of the board of directors, I don't know whether Mr. Springer followed up what seemed to be his initial idea. Many of our commissions have a requirement that no more than a certain number, perhaps in this case it would be no more than eight, be of one party. Did you consider this kind of a provision and would you have any objection to it?

Dr. KILLIAN. I will explain why we arrived at the position we did. We started off perhaps with the idealistic view that we would like to see this board nonpartisan in every respect. We also had the hope that it would be possible to appoint to this board people who perhaps were not clearly or sharply identified with a given party. We have many independents. Perhaps a lot of the people from the communities that these people might be drawn from might be of this category.

But maybe there is a way of dealing with this problem that would involve a stipulation of some maximum number, beyond which you couldn't go.

Mr. OTTINGER. Would you gentlemen have any objection to that kind of a provision in the legislation?

Dr. KILLIAN. My personal view is that it ought to be looked at very carefully. But I also cling to the hope that this board could be a nonpartisan as you could make it.

Mr. OTTINGER. Is there any prohibition in the legislation, and I haven't had a chance to do my homework as well as I would have liked to, that would prevent the appointment of people from the commercial television world to the board of directors?

Dr. KILLIAN. No.

Mr. OTTINGER. Should there be a kind of restriction in that regard?

Dr. KILLIAN. I would not be anxious to see that kind of restriction.

Mr. OTTINGER. You think there is no danger of developing into a conflict of interest?

Dr. KILLIAN. I think if you appointed all representatives of commercial television or a majority, there could be questions raised about this. But I think there could be a real advantage in having a representative of commercial television on the board.

Mr. JENNES. Mr. Ottinger, may I point out that the bill would preclude domination by the standards that are set for selection. The members of the board are to be selected from among citizens of the United States, not regular full-time employees of the United States, who are eminent in such fields as education, cultural and civic affairs, or the arts, including radio and television, and shall be 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.

It is a rather strong statement of congressional sentiment as to the makeup of the board which I would assume the President would follow in the first place, and the Senate would scrutinize with most considerable care in the second place.

Dr. KILLIAN. But this does not preclude the appointment of a person from commercial television.

Mr. OTTINGER. Thank you very much, Mr. Chairman.

Mr. MACDONALD. Mr. Blanton.

Mr. BLANTON. Mr. Chairman, I have no questions. Thank you.

Mr. MACDONALD. I just have a few questions, and the main ones go perhaps to the lack of knowledge on my part. As I understand it there are two points of view about this approach, one adopted by the Carnegie group and then that adopted by the Ford Foundation group. I wonder if you could spell out for the committee what those differences are and sort of buttress your feeling about this.

Dr. KILLIAN. May I read the specific statement on this in our report?

The Ford Foundation to which educational television owes a historic debt has proposed a satellite system and an independent corporation to manage it which would provide free interconnection for educational television, and would also provide, out of profits from commercial activities, financial support for educational television. We see no conflict between such proposals and the plan we present. We heartily approve in principle the objective of reducing the cost of interconnection for educational television, as we have already stated. We cannot be certain that the ingenuous Ford proposal or similar plans would yield benefits large enough to provide more than a small part of the funds needed by educational television, but we do suggest that any funds that might become so available be applied to reduce the ceiling of the excise tax we recommend.

We also conclude that the Ford Foundation proposal for a domestic satellite corporation as well as other proposals recently presented to the FCC involve issues of public communications policy that go beyond the scope of this Commission and, indeed, beyond the dominion of educational television. We feel that the Carnegie Commission should not undertake to formulate conclusions on these contending issues, and we urge that the adoption of a program to strengthen educational television not be delayed in resolution.

Mr. MACDONALD. With all due respect, would you translate that for me? What are the points of difference. As I understand it, one of the points of difference is that one group thinks a network is necessary, and another thinks a network is not necessary.

Dr. KILLIAN. I think one would conclude from the presentations of the Ford Foundation that they attach greater importance to network, live broadcasting, and less importance to the autonomy of the local stations than we do, although they, I think, would support the autonomy of the local station.

Mr. MACDONALD. Without my taking any position about it, and I don't have my mind made up about it, and I am sure most of the members of the committee do not either, what are the merits of both arguments? Why shouldn't there be a network if you want to use that now so bad word "network"? Why shouldn't there be a use of the system, so-called?

Dr. KILLIAN. This drives to the philosophy of what we are seeking to achieve for purposes of diversity, variety, and local autonomy. We do not preclude networking in the sense of an occasional live program where important events must be handled on that basis. We think this is vital.

What we are worried about is the possibility that over the long run a fixed, scheduled set of programs will come to dominate this whole educational system and these programs will be derived from one or two central points so we do not get the diversity, the points of view, the presentation that Mr. Harvey was inquiring about. We think diversity in programing is extremely important. We do not want to relieve the local station of either the opportunity of responsibility of devising programs that would best serve that community and not coming to rely, as a crutch, on programs that would be coming from a central point.

Mr. MACDONALD. What would be interesting in Mr. Harvey's area, for instance, would not necessarily be of interest in my area. Therefore, why wouldn't that be taken care of just by the commonsense rule that people who run the individual stations would use in the matter?

Dr. KILLIAN. At the present time, NET provides to the local stations 5 hours a week of programing that originate in NET. We have proposed that these national production centers would provide twice that much, 10 hours a week. These would be programs emanating from national centers. We also provide that there be regional places like New York, Boston, Washington, and others, that would be generating programs, plus the local stations themselves. A lot of this would become a series of first-rate programs, we would hope, that would be available to the local stations for them to choose.

But they can broadcast them whenever they wish. They can take them or leave them.

Mr. MACDONALD. Isn't that now true of commercial stations? Can't they rearrange their programs?

Dr. KILLIAN. In general, the networks, the three networks, tend to dominate the programing of the local stations.

Mr. MACDONALD. Of course, the networks dominate because they are so big.

Dr. KILLIAN. We don't want that domination to occur in the public television system.

Mr. MACDONALD. As a concrete example, I see some programs here in Washington that I have already seen in Boston, or vice versa.

Dr. KILLIAN. On commercial television?

Mr. MACDONALD. Yes.

Dr. KILLIAN. Yes. They record the programs and broadcast them at their convenience.

Mr. MACDONALD. What is wrong with that in your system?

Dr. KILLIAN. We would hope that the local stations would record the programs, too. The recording is not the problem. The problem is that they would come to rely too much on the central sources of programing. Therefore, their own capacity and initiative, and creativity, would tend to with away. This would not be good.

Mr. MACDONALD. If I can interrupt, and I don't mean to, obviously one of the virtue of having things big and monolithic is the fact that they can do a better program. I would think perhaps a national program involved in education of one sort or another would be better than MIT or, if you would pardon the expression, Harvard could do individually.

Having read the bill and having your report about it, I don't really see what is wrong with it.

Mr. JENNES. I wonder if I could make one observation. I think perhaps what may be involved here is a matter of semantics rather than a matter of substance.

I think the word "networking" as Mr. Killian has been using it means to cover essentially simultaneous broadcasting of the same program at the same time over a lot of stations.

Mr. MACDONALD. Could I interrupt?

Mr. JENNES. Yes.

Mr. MACDONALD. Hasn't that become obsolete with the use of video tape?

Mr. JENNES. Without characterizing the practice one way or the other, I believe that 90 percent of the network affiliates will broadcast the network program at the time it is distributed by the network. Also, each affiliate has perhaps 40 or 45 percent of the broadcast day for programs which it originates itself. But the normal practice—and I wouldn't characterize the practice one way or another—is fixed schedule broadcasting, so that whether a program is, by its nature, something as to which timeliness is significant, or whether it is something by which, of its nature, timeliness is not significant, it will still normally be broadcast at the same time by all the members of the network. That, I think, is the general notion of what a network is.

If I could carry this one step further——

Mr. MACDONALD. Just to help you, isn't there a technical definition of what a network is under the FCC? Westinghouse is not a network, I am told.

Mr. JENNES. That is right.

Mr. MACDONALD. That is a group.

Mr. JENNES. What I am suggesting is this: You have indicated the importance of programs being produced nationally for this public television system and think that this is desirable. So does the Carnegie Commission. The bill contemplates this. The difference between networking and what is contemplated here is that the interconnection sys-

tem, the system of electronic connection of a lot of stations, which is used in normal networking for simultaneous broadcasting at the same time would be used principally in this situation for distribution to the stations.

So it would come into the station and the station could broadcast it at that time if it chose to. It could video tape it and broadcast it later that day three times, five times, 10 times, or not broadcast it at all.

So whether or not timeliness was a factor the local station would be able to do this. The distribution would be set up in such a way that except when timeliness was a factor the incentive would not be to broadcast on a fixed schedule basis but, rather to use the interconnection system for distribution.

Mr. MACDONALD. This is why I asked Dr. Killian this morning about what was the definition of an interconnection.

Dr. KILLIAN. This is a slippery subject.

Mr. MACDONALD. I really didn't understand your response.

Mr. JENNES. It becomes largely a method of distribution.

Dr. KILLIAN. We used essentially the definition involved in this bill.

Mr. MACDONALD. You are aware that there are two bills, the Senate and the House bill?

Dr. KILLIAN. Yes.

Mr. MACDONALD. Obviously, when you say in your testimony that you approve of this bill, I was about to ask you this morning as to what you meant by recommending this bill. Which bill, the Senate bill or the House bill?

Dr. KILLIAN. I would have to say that I testified earlier on the original bill introduced in the Senate and in the House. That is the bill you are considering here. That had my support. Also, I am prepared to support the amendments that were made to that bill in the Senate.

Mr. MACDONALD. Would you say for the record what the differences between the two bills are, between the Senate bill as introduced and the bill that was introduced here?

Dr. KILLIAN. I will ask my colleagues to help me on this because I have not tabulated all of these differences. Certainly one of the differences is the manner in which the board is appointed. One of the differences is the manner in which interconnection is handled. There are various other differences that relate, for example, to the matter of information handling.

Ralph Goldin has examined this with some care.

Mr. MACDONALD. I have the copy here. I was just asking your opinion about the differences and which you preferred.

Dr. KILLIAN. I am inclined to prefer the Senate version of the bill.

Mr. MACDONALD. By that you mean the Senate bill as amended?

Dr. KILLIAN. Yes, the Senate bill as passed by the Senate.

Mr. MACDONALD. As amended by the Senate after the hearings.

Dr. KILLIAN. Yes.

Mr. MACDONALD. Mr. Ottinger.

Mr. OTTINGER. I just have a couple of technical questions that I would like to ask which I do not think were covered before. One is that the Senate version of the bill provides that three of the 15 members of the board are to be associated with the operations of noncommercial educational radio and television.

Dr. KILLIAN. I believe that was introduced on the floor of the Senate.

Mr. OTTINGER. It was not made explicit how those three members were to be chosen, whether they were to be among those appointed by the President or whether those were to be appointed by the previously appointed members. I wonder if you had any opinion as to which was preferable and whether the legislation should make provision in that respect.

Dr. KILLIAN. I really have not thought about that, but I think it makes no particular difference.

Mr. JENNES. Under the bill as passed by the Senate it could be either way.

Mr. OTTINGER. As far as you are concerned, there is no appreciable lifference?

Mr. JENNES. No.

Dr. KILLIAN. I do favor that change.

Mr. OTTINGER. It was brought to my attention, and this pertains to section 396(g)(2)(D) that the Senate very severely restricted the ways in which the corporation could advertise and publicize its programs. This might be undesirable.

As I understand it, it was limited to the publication of a journal. Do you not think that it would be a good idea to permit the corporation greater latitude to promote its educational programs, being able to take ads on commercial TV, on radio and in newspapers?

Dr. KILLIAN. I would much prefer the corporation to have the freedom of publishing its lists of programing, to have it in newspapers, and so on, to have some promotion. I think this is a wholly different problem than what the Senate was concerned about, and that was the possibility that this corporation might engage in propaganda activities.

But I think for the purposes of making well known to the public what its programs are, there ought to be more freedom perhaps than the Senate bill provides. I so wrote to Senator Pastore.

Mr. OTTINGER. The third question is with respect to making grants to local stations for programs they produce. There are apparently no guidelines the corporation is required to use in making these determinations. Do you think that is better left flexible or do you think it would be a good idea for us to try to write into the legislation some guidelines? If you do, what kind of guidelines do you think would be appropriate in determining the granting of very limited funds?

Dr. KILLIAN. I suppose that there would be some geographical distribution of funds to recognize the needs of all the States. Some prohibition against and undue concentration of these funds in a few places might be appropriate.

I think I would have to say that I would like to see this corporation have a chance to work out some of these policies. I think it has to experiment. It has to find out how it can best get this system working in an effective way.

I would hope that its hands would not be tied in too many ways by specified guidelines that all of us would find difficult in anticipating.

Mr. OTTINGER. Certainly very subjective judgments will be involved as to what is a quality program, what is innovation, and so forth. You think it is better to leave the corporation work these out?

Dr. KILLIAN. I do.

Mr. OTTINGER. I have no further questions, Mr. Chairman.

Mr. HARVEY. I have no further questions, Mr. Chairman.

Mr. MACDONALD. The House is in session, as you know. We have just had a call to go to the floor.

There is one question which was touched on this morning which I never really understood the answer to. Maybe it is me, but I think perhaps it is cloudy on the record.

I would like to find out what the corporation thinks is the difference in education versus entertainment. It isn't just that we sit here and make a judgment in committee, but we have to defend it on the floor.

I would like to have your judgment. I read the report, and words are words. I would like to know who is going to make the evaluation. Is it going to be in competition with the so-called commercial TV as far as entertainment is concerned? Who is to judge what is entertainment and what is education?

Dr. KILLIAN. I think within the freedom that we visualize for this system, there ought to be the opportunity for local stations to make this kind of decision along with the independent decisions that the corporation would be making. I would not want to see public television, or whatever its name may be in the end, precluded from what we call entertainment. I think there are many kinds of what can be properly called entertainment that commercial television is not handling at the present time, and that public television ought to be so broad in its scope that it can deal with those kinds of entertainment, along with instructional television, with all kinds of educational activities, public service broadcasting, and so so on.

I would think that one would have to rest this definition that public television ought to include all of those kinds of things that are not suitable for advertising to support, or which are not being supported by commercial television, and are not designed for the classroom use in formal education. That is the best distinction that I can make.

Mr. MACDONALD. It is a pretty broad one.

Dr. KILLIAN. Yes; it is very broad, but we are hoping for a system here that would bring to the American people things that they now are not getting.

Let me cite the example of sports. I think there should be some sports broadcasting on public television, because there are certain kinds of sports now that are not broadcast by commercial television at all, where there are specialized audiences.

Mr. MACDONALD. What are those? I follow sports very closely and I have seen every kind of sports there are.

Dr. KILLIAN. Soccer.

Mr. MACDONALD. That is on.

Mr. HENRY. National soccer but not intercollegiate soccer.

Dr. KILLIAN. There are any number of sports of this sort that do not attract commercial audiences.

Mr. MACDONALD. I heard somebody say crew, but that is not true. As you know, the First National Bank of Boston put on a program.

Dr. KILLIAN. Yes; a brief one.

Did the First National Bank put this on commercial television?

Mr. MACDONALD. Yes. I guarantee you. I watched it.

Dr. KILLIAN. Anyway, I am rying to make the point that there are athletic events that commercial television quite properly doesn't cover and which might well come under public television. The American people should not be denied the opportunity for those kinds of televised programs.

Mr. MACDONALD. In conclusion, I would like to say once again that I certainly appreciate, on behalf of the committee, your taking this much time to appear before us. It is a very sticky business that we are involved with. It involved many things—money, education—many things that go to the heart of our way of life.

You certainly have made a terrific presentation of your case, in my opinion. I do wish, and I am sure the committee wishes, that you will buttress some of the statements made earlier this morning with some facts and figures, especially about funding.

Dr. KILLIAN. We will gladly do that. Speaking as an academician, I think this has been a fine seminar. The opportunity to bring out the issues has been provided. The questions have been helpful to us. I think we are dealing with great issues here, and they must be dealt with with thoroughness and soberness. We are dealing with a particular period when there is an opportunity to make a great improvement in bringing to the American people an enriched fare that can have a profound effect upon the quality of this Nation in the future.

Mr. MACDONALD. That is a fine statement. I should quit with that one. I repeat what I said about calling this public television, No. 1, the entertainment type. Of course you have to entertain, or you wouldn't have any audience at all, even if the rating given on one certain program is only 1 percent of the people. If it does good for those people, it is well worth it. But also, we who want to help would like some support so that when we defend this, and this is not understood, in my judgment, by some people who testify, when we defend this on the floor of the House, some people would automatically be opposed to it.

Therefore, the more information you give us the better off we are to see the problem as you do, though not perhaps in every aspect.

Dr. KILLIAN. You have every right to call for more ammunition.

Mr. MACDONALD. Certainly, if you can help us in that field, we would appreciate it.

In closing, I will just say this: The attendance here at the committee might be sparse this afternoon. Therefore, I feel a little embarrassed having asked you back, but I was requested to ask you back.

Secondly, I would like to point out that we have a railroad strike and the conference is in session. That will explain much of the lack of attendance.

On behalf of the committee, Dr. Killian and Dr. Henry, and your associates, I would like to thank you very much for the fine contribution you have made to the committee.

(The following suggested amendments were subsequently received by the committee:)

SUGGESTED AMENDMENTS FOR S. 1160, AS AMENDED, AND H.R. 6736, SUBMITTED BY CARNEGIE COMMISSION ON EDUCATIONAL TELEVISION

S. 1160, as amended

Page 16, (D): "(D) to establish and maintain libraries and archives of noncommercial educational television or radio programs and related materials and disseminate information about noncommercial educational television or radio

broadcasting *and programs* by publication of a journal[;], *by advertising and by other usual means of disseminating such information and to make funds available therefor*;"

Page 17, (3): "(3) To carry out the foregoing purposes and engage in the foregoing activities, the Corporation shall have the usual powers conferred upon a nonprofit corporation by the District of Columbia Nonprofit Corporation Act, except that the Corporation may not own or operate any television or radio broadcast stations, systems, or network, or community antenna television system, or interconnection or program production facility[.]: *Provided, That the Corporation is not precluded from owning or operating a single noncommercial educational television broadcast station in furtherance of the activities authorized by subsection (g)(2)(H) of this section.*"

Page 19, (2): "(2) Notwithstanding the preceding provisions of this section, no grant or contract pursuant to this section may provide for payment from the appropriation for the fiscal year ending June 30, 1968, for any one project (*other than interconnection*) or to any one station of more than $250,000."

H.R. 6736

Page 16, (D): "(D) to establish and maintain a library and archives of noncommercial educational television or radio programs and related materials [and develop public awareness of] and disseminate information about non-commercial educational television or radio broadcasting *and programs* by [various *usual means of disseminating such information and to make funds available therefor*;"

Page 17, (3): "(3) To carry out the foregoing purposes and engage in the foregoing activities, the Corporation shall have the usual powers conferred upon a nonprofit corporation by the District of Columbia Nonprofit Corporation Act, except that the Corporation may not own or operate any television or radio broadcast stations, system, or network, or interconnection or program production facility[.]: *Provided, That the Corporation is not precluded from owning or operating a single noncommercial educational television broadcast station in furtherance of the activities authorized by subsection (g)(2)(H) of this section.*"

Page 18, (2): "(2) Notwithstanding the preceding provisions of this section, no grant or contract pursuant to this section may provide for payment from the appropriation for the fiscal year ending June 30, 1968, for any one project (*other than interconnection*) or to any one station of more than $250,000."

There are some amendments to Part IV of the Federal Communications Act (ETV Facilities Act of 1962), *not* proposed by Title I of H.R. 6736, that should be made in the interest of making the Facilities Act consistent with the policy and provisions of H.R. 6736.

H.R. 6736 reflects the concept of localism, with its great stress upon the local broadcast station, expressed in the Report of the Carnegie Commission on Educational Television. It is recommended, in the interest of consistency, that Section 392(d)(3) be amended to add the phrase, "and which will also provide local broadcast service for the greatest number of communities throughout the United States" at the end of this subsection.

It is also suggested that Section 392(a)(1)(C) of the Act be amended by deleting the language, "deriving its support in whole or in part from tax revenues" after the word "university" in this subsection. Given the broad concern of H.R. 6736 for all noncommercial educational broadcasting, it is submitted that HEW aid should not be limited only to those broadcast stations that are associated with colleges and universities which are tax supported.

One aspect of the method of compensating Directors of the Corporation set out in H.R. 6736 does not appear to be in keeping with the basic assumption of the Bill that the Corporation would not be an agency or establishment of the United States. The new Section 396(d)(2), which H.R. 6736 would add to the Act, provides that Directors "may be allowed travel expenses, including per diem in lieu of subsistence, equal to that authorized by law * * * for persons in the Government service employed intermittently." Given the nongovernmental character of the Corporation, it can be said to be inconsistent to tie this type of compensation to a governmental standard. Moreover, as a matter of practical policy, it may be unwise to foreclose the Board of Directors from making a different arrangement for compensation. This is a matter peculiarly within the competence of the Board of a typical private corporation.

Subsection "(C)" of pages 15–16 of H.R. 6736 places emphasis on the Corporation seeking "particularly innovative" approaches to programming. Moreover,

the preamble to the Bill states that one reason for establishing the Corporation is to have it assist in establishing "innovative educational programs." While the preamble, of course, does not have the force of law, it reenforces the impression derived from subsection (C) that H.R. 6736 appears to create a criterion for program support by the Corporation that is overly restrictive. While innovation is desirable in programming, the Report of the Carnegie Commission places greater stress on diversity in programming. It is suggested that requiring programs to be innovative is limiting, but requiring them to be representative of diverse sources is not. It is, therefore, recommended that the phrase "particularly innovative approaches thereto" be stricken from subsection (C).

Another matter, which is quite important to the future development of Public Broadcasting, may be properly dealt with in the legislative history of H.R. 6736. As was pointed out by various witnesses appearing before the Committee, the funding authorized by H.R. 6736 departs from that suggested in the proposal of the Carnegie Commission. The sum of $9 million authorized to be appropriated from general funds, and annual appropriations generally, are understood to serve only as an interim method of financing the activities of the Corporation. Since H.R. 6736 specifically states that the Corporation is not to be an agency or establishment of the United States, it should have all the latitude and freedom its nongovernmental status confers and its special functions require. This fundamental aspect of the character of the Corporation must be present at the outset. It is, therefore, suggested that safeguards be constructed to reduce the "governmental" effects that may inhere when there is financing by annual appropriations from general Treasury funds. In particular, it is recommended that the Corporation be exempted from civil service and public bidding as well as GAO auditing requirements. As a practical matter, it is apparent that the functions of the Corporation make these governmental requirements inappropriate. Moreover, they would clearly be inapplicable once a stable method of long-term financing for the Corporation is devised. It is, therefore, important, as a policy matter, that the interim method of financing by annual appropriations from general Treasury funds not operate to change fundamentally the nongovernmental character of the Corporation. Rather than amend H.R. 6736 to assure that Government personnel, contracting and auditing requirements will not apply to the Corporation, it is felt that the legislative history of H.R. 6736 should make very clear that these requirements do not follow from the interim method of financing the activities of the Corporation.

Mr. MACDONALD. We will now adjourn until 9 o'clock tomorrow morning.

(Whereupon, at 3:20 p.m., the committee adjourned, to reconvene at 9 a.m., Thursday, July 13, 1967.)

PUBLIC TELEVISION ACT OF 1967

THURSDAY, JULY 13, 1967

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

The committee met at 9 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Harley O. Staggers (chairman) presiding.

The CHAIRMAN. The committee will come to order.

We are continuing our hearings on educational television.

We have as our first witness this morning the Honorable Richard D. McCarthy.

I understand he is not present.

We will hear from the Honorable Rosel H. Hyde, Chairman, Federal Communications Commission.

We are glad to have you with us, Mr. Hyde. You may proceed as you see fit.

STATEMENT OF HON. ROSEL H. HYDE, CHAIRMAN, FEDERAL COMMUNICATIONS COMMISSION

Mr. HYDE. Chairman Staggers and members of the committee, I do have a prepared statement which I shall read, submitting the view of the Communications Commission.

It is a pleasure to appear before this committee to present the Commission's views on pending bills dealing with educational broadcasting.

H.R. 6736, H.R. 7670, S. 1160 and five other similar bills would create a corporation for public broadcasting as well as enlarge the scope of the existing Educational Television Facilities Act of 1962 and direct HEW to conduct a study of instructional television.

Four other bills, H.R. 4140, H.R. 6042, H.R. 6783, and H.R. 7826, would extend the scope of the Educational Television Facilities Act of 1962.

Although all of the bills similar to the one introduced by Chairman Staggers are directed to the same end, to avoid prolonging my statement unnecessarily, I shall deal primarily with S. 1160, the Public Broadcasting Act of 1967, because that bill, as passed by the Senate, has already been the subject of congressional study which has resulted in refinements of language, including some of the Commission's suggested changes.

Many of the other bills under consideration by the committee are very similar to S. 1160 and, of course, my comments are equally applicable to those similar provisions. Where any other bill before the

committee contains some different provisions not covered by my comments and as to which the committee may have questions, I shall be very happy to respond.

The Commission wholeheartedly supports the enactment of S. 1160. We believe this bill constitutes a major step in making educational broadcasting a truly vital service to the American people. Its concept of a nonprofit corporation to assist educational broadcasting should provide the foundation for literally a new era in the use of radio and television as a public educational service.

For many years, the Commission has promoted the development of educational broadcasting. Fifteen years ago, when the Commission adopted the present nationwide television allocation plan, it looked to the future and reserved a substantial number of channels in various communities solely for educational use.

There are now on the air 20 educational AM radio stations, 333 educational FM radio stations (including 15 on frequencies not reserved for educational use), and 135 educational television (ETV) stations (including eight on unreserved channels). Six hundred and thirty-three television channels have now been reserved for educational purposes (516 UHF and 117 VHF), and further reservations are still being requested.

The Educational Television Facilities Act of 1962 (Public Law 87–477, sec. 390–397 of the Communications Act, 47 U.S.C. 390–397) has further had an important impact on educational television. As of June 1, 1963, the date on which the Department of Health, Education, and Welfare was prepared to accept applications for matching grants, there were only 79 ETV stations in operation. This number has increased to 135, a great majority of the new stations being the beneficiaries of HEW grants.

That act also had a dramatic impact upon enlargement of existing ETV stations. In the 33 months prior to June 1, 1963, the Commission granted only four construction permits for major modifications, whereas in the 33 months immediately following the availability of funds under the act there were 32 grants of construction permits for increased facilities, 31 of the recipients taking advantage of HEW grants of funds.

I should like to invite your attention to a chart (fig. 1) appended to my statement which shows the present status and the growth since 1952 in the number of educational television stations. It indicates the accelerated growth of these facilities since the adoption of the Educational Television Facilities Act of 1962.

There is a second chart (fig. 2) which gives a projection for the future, to which I also invite your attention. We expect that with enactment of the legislation now under consideration, there may be as many as 20 new stations each year, which, of course, would add tremendously to the availability to the public of educational television.

Despite the great strides already made, we have, as the President said, only begun to grasp the great promise of this medium, and I do not wish to dwell on past achievements. The future will make even greater demands upon us. Many more operating stations will be needed for educational television to reach its full potential. Many States are planning statewide educational television networks which will need increased funds.

It is these problems with which we must now deal, and the provisions of S. 1160 should be of great value in bringing to fruition the plans and hopes of educational broadcasting.

THE CORPORATION

Let me discuss first the important provisions of title II of the bill which embodies the bold and imaginative concept of an independent, nonprofit corporation to assist in developing and distributing educational programs.

The bill follows President Johnson's message to Congress on this subject of February 28, 1967. Its provisions for a private corporation are also similar in many respects to the recommendations of the report of the Carnegie Commission on Educational Television of January 1967, entitled "Public Television: A Program for Action."

The significant innovation of S. 1160 is its provision for assistance in program development. Financial assistance for the construction of facilities has been an important first step in the development of educational broadcasting systems. It is clear, however, that the programs presented need to be of the highest attainable quality if educational broadcasting stations are to make optimum use of the scarce channels they occupy and the facilities with which they have been provided. The Corporation for Public Broadcasting authorized by title II should be on significant assistance in this most vital area.

While there are some differences in approach, there is, I believe, substantial agreement on three basic principles:

First, noncommercial broadcasting must be assured of adequate financial support. This, of course, is cardinal. There is a proposed appropriation of $9 million for the first year's operation. The President next year will make recommendations for the corporation's long-term financing.

The matter is thus one for resolution by the Congress after consideration of the President's recommendations and other appropriate views.

Second, the composition and status of the corporation must be such as to assure that its policy judgments—particularly in the area of programing—be completely independent.

Finally, while a program of Federal support for noncommercial broadcasting must provide for effective networking in this area, it must also contain safeguards to assure local autonomy in the choice and selection of programing. This is basic to the American concept of broadcasting.

These fundamentals then—adequate financing, corporate independence and local autonomy along with effective networking—are the keys to success.

I should like to discuss some of the particular provisions of title II of S. 1160 which I believe deserve special emphasis. The Commission believes that congressional intent should be clearly indicated on such matters as whether the corporation would charge stations for programs produced under its contracts or grants; whether the programs would be available to commercial stations; and whether the programs should be available to station in the important instructional television fixed service, a nonbroadcast service for in-school television.

Generally, we believe that the corporation should have the flexibility required to respond to special needs in each of these areas.

On the question of charges for programs, the corporation might find it desirable to require nominal uniform charges from the stations. I assume that such charges would be made only where they would not unduly burden stations, and the presence of a nominal charge might even stimulate local participation and support for educational broadcasting.

I would emphasize, however, that if such charges are made they should only be nominal, and in no way be a substantial portion of the corporation's income. In view of the financial conditions under which many educational stations operate, the corporation should proceed cautiously in this matter.

I also believe it would be desirable to permit the corporation to distribute programs to commercial broadcasting stations on a secondary basis. There are a number of communities where at the present time there is no educational station on the air. In some of these communities there will not be an educational station on the air for some time to come. With the assurance that the programs distributed by the corporation will be for the primary use of educational stations, I see no reason otherwise to deny the people of these communities the opportunity to see some of the excellent programs we hope will be forthcoming.

I also believe the corporation should have the discretion to arrange for the foreign distribution of programs. This could be done on an exchange basis and the corporation could then make available to educational stations in this country some of the best programs produced abroad. This would facilitate bringing to the American people the best in drama, history, and culture from many foreign lands.

Finally, it would also be desirable that programs be made available to stations in the important instructional television fixed service.

OPERATING COSTS OTHER THAN PROGRAMING

Section 396(g)(2)(C) provides for payments to stations to finance local programing costs "* * * and other costs of operation." General operating costs in ETV are quite high, and presently are a deterrent to the development of stations and a limitation on the quantity and quality of their service.

We would hope that the corporation would give serious consideration to providing substantial support for station operation, although we recognize that its major concern will be for the development of quality programs.

INTERCONNECTION

Sections 396(g)(1)(B) and 396(g)(2)(E) of S. 1160 relate to interconnection. They enable the corporation to provide funds to assist in the construction of systems of interconnection to be used for the distribution of educational television or radio programs.

They also give the corporation the authority to furnish funds to others to contract for interconnection or, where appropriate, to arrange itself for interconnection for program distribution.

Interconnection is, of course, highly important to educational television and radio. It assures effective distribution and can be critical to the establishment of a statewide system of educational broadcasting. It is also important where a live program warrants coverage and distribution to educational stations simultaneously throughout the country.

These objectives are well met, in the Commission's opinion, by the provisions in section 396(g)(1)(B) and 396(g)(2)(E) of S. 1160. The amendments not only permit the corporation to arrange directly for the interconnected distribution of a program where circumstances warrant, but also to assist in the establishment of one or more systems of interconnection.

Some of the other bills before the committee provide only that the corporation shall assist in the establishment of a system of interconnection. We prefer the approach in S. 1160 because of the flexibility afforded the corporation in carrying out its congressional mandate.

TITLE I

I have discussed title II of the bill first because of its innovative features. Title I is also an important part of the bill. Title I of S. 1160 would amend the Communications Act by extending and improving its provisions for grants for the construction of educational broadcasting facilities.

THE EXTENSION OF THE MATCHING FUNDS PROVISIONS

Section 101 authorizes an appropriation of $10,500,000 for the fiscal year ending June 30, 1968, and "such sums as may be necessary for the next 4 fiscal years." This is an important extension of the 5-year period provided in Public Law 87–447.

LIMITATION ON PER-STATE SHARE

Section 392(b) of the Communications Act now limits to $1 million the amount any State may receive under the "matching fund" provisions. Section 102 of S. 1160 would amend this to specify a limit of 12½ percent of the appropriation for each year for any one State.

Raising the present limit is highly desirable, since a number of States have used up their quotas or are about to. Moreover, some States, such as those with large areas or populations to be served, have greater needs than others and therefore should probably be entitled to a larger share of the money than would be available under the present system.

The present arrangement, limiting each State to $1 million out of $32 million, or about 3 percent permits relatively little deviation from a strict mathematical-equality basis which would give each of 50 States 2 percent.

It might be desirable, however, for the legislative history to reflect congressional intent that HEW in its administration of the grant program will take into account the requirements of all States, the amounts previously disbursed to individual States, and the reservation of funds for States not yet ready to construct stations.

THE INCLUSION OF EDUCATIONAL RADIO IN THE MATCHING FUNDS PROGRAM

The Commission favors the provisions of section 103 of S. 1160 which include noncommercial educational radio stations in the provisions of the law for matching grants, as well as in the new provisions for the private corporation.

Presently, there are 353 such stations in operation, with construction permits granted to 24 more. There are also 22 applications pending before the Commission. Of the 353 stations, 318 use those channels in the FM band reserved for educational radio; 15 use the nonreserved portion of the FM band, and 20 are AM stations. The growth rate of educational radio has approximated two new stations per month during the past 4 years.

In this connection I should also mention that the Commission is currently reexamining the table of allocations for FM educational broadcasting.

At present, FM stations in the educational band are assigned on an application-or-demand basis. We have outstanding a notice of inquiry which would replace this with the same system used in commercial FM since 1963 and television—a table of assignments assigning channels to communities in advance. The table would take into account the need for statewide and regional networks, and local needs of communities and institutions.

Educational radio has an important role to play and S. 1160 wisely provides for it.

INCREASING THE FEDERAL SHARE AND REMOVAL OF THE INTERCONNECTION LIMITATION

Section 104 of the bill would amend section 392(e) of the Communications Act to increase the Federal share of construction funds to 75 percent.

As we understand it, a 50-percent equipment grant often represents as little as 20 percent of the total station cost, leaving 80 percent of the station cost to be raised locally.

We support the increase in the maximum Federal share to 75 percent because, in our opinion, it more realistically achieves the purposes for which the grants are made. It should stimulate the development of educational broadcasting in places not now able to afford it.

We also support the removal of the present provision in section 392(e) limiting to 15 percent the portion of any grant which may be spent for interconnection facilities—microwave, and so forth—since interconnection is highly important in ETV and educational radio operation.

It appears more desirable to leave the allocation of resources for interconnection to the demands of the applicants and the judgment of HEW. We assume that with this change it will be possible to obtain a grant for interconnection facilities alone in places where the basic stations to be connected are already in existence.

INSTRUCTIONAL TELEVISION FIXED SERVICE

The FCC in 1963 instituted a new educational service known as the instructional television fixed service (ITFS), which I mentioned earlier.

This service is used to provide multiple channel instructional television service to schools. Thus it does not fit the Communications Act's definition of "broadcasting," which is a radio transmission intended to be received by the general public.

The reference in S. 1160 to "broadcasting," therefore, would apparently not include the instructional television fixed service.

While we recognize that the authorization set forth in S. 1160 does not include amounts for instructional television fixed service, I do want to explain to the committee just how ITFS works and to strongly recommend it to you for your future consideration.

Technically, ITFS is a point-to-point service operating on higher frequencies (2500 to 2690 megacycles) than regular television broadcasting and cannot be received by the general public.

Typically, these in-school instructional programs are transmitted from a single point, such as a school district headquarters, and are received by a special antenna at the schools. There the signals are translated so that they can be viewed on conventional television sets in the classrooms.

Because the service operates point to point and has a shorter range than broadcast ETV, a great many more systems can be accommodated in the allocated spectrum space.

In addition, a single ITFS system can offer service to a school on up to four channels simultaneously. ITFS therefore performs a very valuable service for in-school instruction, relieves some of the programing pressures on ETV broadcast stations, and helps ease the problem of television broadcast channel shortages.

It also, of course, can make instructional programing available to school systems in communities which do not have ETV broadcast service.

There has been a great deal of interest in ITFS and the Commission has received 124 applications for 341 channels in the 4 years since the service began—and many other communities have such plans under development.

We recognize that construction of ITFS facilities is one of the numerous educational activities eligible for assistance under the Elementary and Secondary Education Act of 1965 and the Higher Education Act of 1965, and that a few grants have been made for this purpose.

But, under these acts, it is only one of the numerous educational needs to be considered.

At some future time, adequate funds will need to be made available either through specific provisions under these acts or through supplementary assistance under the matching funds provisions of title I of the Public Broadcasting Act to provide for aid to this valuable service.

At this point, I would like to make brief reference to H.R. 4140, H.R. 6042, H.R. 6783, and H.R. 7826. Those bills differ basically from

the others before the committee because they are limited to an extension and enlargement of the scope of the Educational Television Facilities Act of 1962.

Although the Commission is in accord with the objectives of these bills, we do not believe they go far enough in terms of what is now needed for the expansion of educational broadcasting.

Thus, while they continue to provide assistance for the construction of facilities, they do not provide any assistance in program development. These bills also contain no assistance for educational radio which also plays an important role in our system of educational broadcasting.

For these reasons, the Commission prefers legislation along the lines of S. 1160 or H.R. 6736.

TITLE III

Title III of S. 1160 authorizes the Secretary of Health, Education, and Welfare to conduct a comprehensive study of instructional television and radio, and in doing so directs him to consult with other interested Federal agencies. These provisions recognize that the pertinent questions to be resolved are what Federal aid should be provided and what form it should take.

Federal aid is now being provided to instructional television under the ETV Act of 1962, titles I and III of the Elementary and Secondary Education Act of 1965, and title VI of the Higher Education Act of 1965, among others.

But this study will be concerned with the relationship of facilities such as broadcast, closed circuit, community antenna television, instructional television fixed services, and two-way communication of data links and computers to each other and to other educational materials and devices.

It should supply the required concrete and comprehensive data upon which the Congress may exercise its judgment as to the role the Federal Government should take in the development and expansion of instructional television and radio as an integral part of American education. The Commission will be most happy to cooperate with HEW in its study.

DOMESTIC SATELLITES AND INTERCONNECTION

S. 1160, among other things, contemplates the possible use of satellites for educational broadcasting. In his message of February 28, 1967, the President mentioned that one of the first tasks of the corporation would be to make a study of such use and said that he was directing the National Aeronautics and Space Administration and the Department of Health, Education, and Welfare to conduct experiments in this connection.

As you know, the Commission is conducting a broad inquiry (docket No. 16495) which is designed to resolve a number of legal, technical, and policy questions regarding domestic uses of communications satellites, including educational broadcasting.

It was in this proceeding that the well-publicized proposals of such groups as the Ford Foundation, and the Communications Satellite Corp., have been filed.

These proposals, along with the comments of some 25 other parties are currently under study by the Commission. As part of that proceeding, we will also consider the report of the Carnegie Commission on Educational Television.

Aside from the question of use of satellite facilities, the bill deals generally with charges for interconnection facilities required by educational broadcasting.

In this connection, we understand the proposed section 396(h) as not affecting the power of the Commission to prescribe or review preferential rate treatment for educational broadcasting under existing provisions of law, which permit the Commission or a carrier to initiate the establishment of just and reasonable classes of service, with different charges for the different classes.

To avoid any question on this score, we suggest that it should be made clear, either in the proposed section 396(h) or in the legislative history, that the Commission's existing authority in this area is not altered and that the Commission is, of course, to follow the congressional policy contained in the bill of preferential rates for educational broadcasters.

In closing, Mr. Chairman, I would just add that the value of education in both the instructional and the broader cultural sense is a truism in our society.

H.R. 6736, the bill before you, gives us the opportunity to dedicate much more fully our economic and technological strength to this most important task. The proposed legislation would thus be a vital step toward meeting high purpose with sound achievement.

(The attachments referred to follow:)

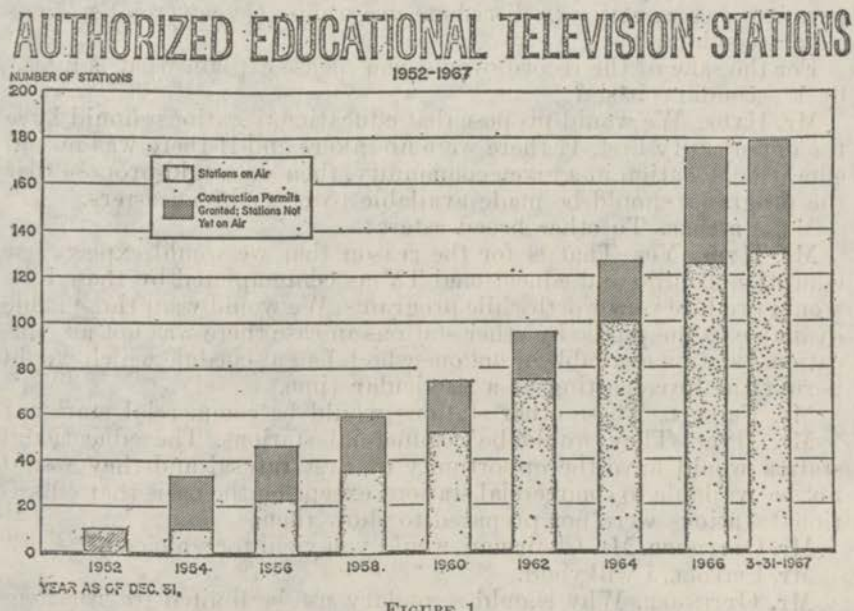


FIGURE 1.

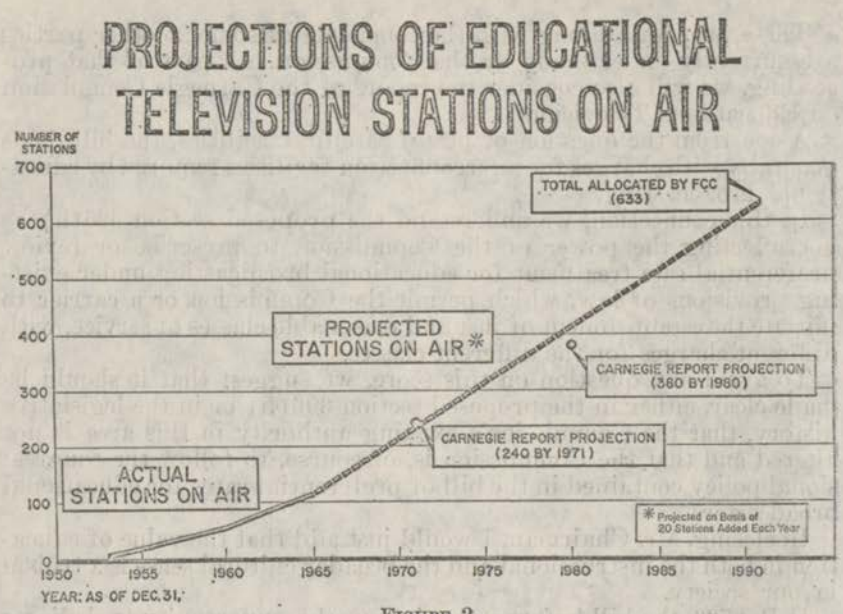


FIGURE 2

Mr. HYDE. Mr. Chairman, that completes my statement. I would undertake to respond to questions the committee may have.

Mr. FRIEDEL (presiding). Mr. Hyde, I have a few questions.

On page 6 of your prepared statement, you state it is desirable to permit the corporation to distribute programs to commercial stations on a secondary basis.

For the sake of the record, would you please explain what is meant by a secondary basis?

Mr. HYDE. We would propose that educational stations should have the opportunity first. If there were no takers and if there was not an educational station in a given community, then we would propose that the programs should be made available to other broadcasters.

Mr. FRIEDEL. To other broadcasters?

Mr. HYDE. Yes. That is for the reason that we would expect that educational radio and educational TV as contemplated by these bills would produce very worthwhile programs. We would want those made available to the public by other stations in case there was not an educational station available or not one which had a schedule which would permit the broadcasting at a particular time.

Mr. FRIEDEL. These other stations would be commercial stations?

Mr. HYDE. They would be commercial stations. The educational station would have the opportunity of first refusal and they would not be available to commercial stations except on the basis that educational stations were not prepared to show them.

Mr. OTTINGER. Mr. Chairman, would you yield for a moment?

Mr. FRIEDEL. I will yield.

Mr. OTTINGER. Why should secondary use be limited to situations where there are no educational stations? Why not permit broader secondary use?

Secondly, isn't it necessary to be very careful to assure, under your more limited program or under a broader program that I suggest, prevention of profiteering.

Mr. HYDE. I would agree with you entirely. The arrangements under which these would be shown, of course, would be under the control of the producing station or entity.

Mr. OTTINGER. How do you prevent commercial stations which get programs free from then charging for them or substituting them for other public service programs?

Mr. HYDE. Many stations carry sustaining programs. Our thought was there will be situations where just as a public service a commercial station would wish to lend its services to this purpose.

Answering your question as to how they could be prevented from using the educationally produced program for commercial purposes, simply in the conditions under which they are made available to the station.

As I understand it, the Public Television Corp. would lend its assistance to production centers and to stations for the production of programs.

All I am suggesting here is that those centers or those stations should not be precluded under appropriate conditions from allowing the presentation of these programs on other stations.

I would expect that the program centers or stations would see to it that they were not used in any way inconsistent with the purposes of educational broadcasting.

Mr. OTTINGER. Doesn't the legislation as you read it prohibit that?

Mr. HYDE. I am not sure it prohibits it, but I would wish, either in the bill or the discussions here, to indicate that there was no intent to absolutely prohibit it under appropriate conditions and controls.

Mr. OTTINGER. Isn't it contemplated that the commercial stations would pay the educational corporation?

Mr. HYDE. They might. We have suggested here that educational stations might pay a nominal fee for a program to help to develop their interest in it, and likewise, I think it would be appropriate for a commercial station to make some payment for programs used to enhance its service to the public.

Mr. OTTINGER. Why do you propose such severe limitations on the ability of the corporation to provide commercial stations with its programs, permitting this only in situations where the programs are not broadcast otherwise by educational stations?

Mr. HYDE. Because this is all designed to further the development of educational stations. I am afraid that cause might be impeded somewhat if the programs could go to other stations on other than a secondary basis.

Mr. FRIEDEL. My time has expired. I will now recognize Mr. Macdonald.

Mr. MACDONALD. Thank you, Mr. Chairman.

It is nice to see you again, Mr. Hyde.

One basic question that I have had since the bills started being discussed was the relationship of the FCC to the corporation in this entire picture.

Do you have any responsibilities or functions? It would seem to me that you have the expertise that many of these well-meaning and

knowledgeable people in other areas lack. You have been through this so many times. I know you are very busy down there, but it would seem to me natural that you would have some responsibility.

If you would, I would like to find out what it is.

Mr. HYDE. As I read the act, we would not have a licensing responsibility, but we would have a relationship somewhat like that we have to the networks as of now.

As you know, the Commission does not license networks as such, but we license all the stations that make up the outlets of a network.

Mr. MACDONALD. And thereby control the networks.

Mr. HYDE. Thereby have a considerable influence or, I will say, responsibility as to the operation of a system. This public corporation would perform functions something like that of a national network. They would assist in the financing of program centers. This is a function which a network performs. It produces programs for its affiliates.

Mr. MACDONALD. I don't like to interrupt, but my time is limited. I know what their functions are. I was wondering what your functions are.

Mr. HYDE. I was going to say our functions with respect to the corporation here would be somewhat similar to the functions we have with respect to the national network.

Mr. MACDONALD. That isn't quite accurate, is it? You control the stations by virtue of being able to lift their licenses. You haven't done it often but, theoretically, you can do it in a periodic review.

Mr. HYDE. This is the comparison I was making. We would license all the individual stations in the educational network or those not operating in the network. Their operation would be subject to our licensing authority.

In that connection, we would be interested in the programing that they present. They would be getting these programs through the assistance of the public corporation and their is where our relationship would lie.

Mr. MACDONALD. You would license each educational station?

Mr. HYDE. Yes, sir; each one. That is right.

Mr. MACDONALD. One question I asked yesterday which may or may not be true is this: This report of the Carnegie Commission which, of course, is a very good one, even though I just checked the publishing date, causes the question to arise: Don't you think changes have come about very recently in the rapid development of CATV and the rapid development of the high-frequency stations has changed the entire picture as far as making more programs available to more people? I think that is one of the reasons—I hope it is—that we are considering this bill.

Mr. HYDE. I would agree with you, sir, that the development of community antenna systems has made programs available to a greater extent. In many instances they do carry educational programs. They carry them to communities other than the one in which they are originated. This is a contribution.

But I do not think that this development really tends to satisfy to any significant degree the need for a better educational television system.

Mr. MACDONALD. Don't misunderstand me. I am all for the educational system. I introduced a bill to that effect. I am just trying to

find out what should be in the bill. As the bill is written now, it is, in my opinion, very vague and very general. There is no real definition of terms.

I just think perhaps you have overlooked the impact that the high-frequency stations have had.

Mr. HYDE. No. We do suggest to you in our statement that the Congress look toward assisting the high frequency, or I call them ITFS stations, in the future, because they are a very significant addition to the use of educational stations for educational purposes. They were not recognized in the original drafts here.

I think they could very well be accommodated in later legislation. You call it high frequency. I believe you are referring to what we call ITFS, instructional television fixed service. I think this is a worthy addition and should be worthy of some Federal type of assistance.

Mr. MACDONALD. That is more or less a circuit-type of thing?

Mr. HYDE. It is.

Mr. MACDONALD. I am not talking about that. I am talking about the stations where you have to have your TV adjusted or buy a new one.

Mr. HYDE. The UHF stations.

Mr. MACDONALD. Yes. That offers in my area, at least, a great deal.

Mr. HYDE. You are absolutely right on this. It is in this area where we have really the only real opportunity for expansion of educational TV. VHF channels are already developed. It is in UHF where the further developments will be and it is also the area where they need the more urgent financial assistance.

Mr. MACDONALD. My time has about run out, but I would like to refer to page 6 of your statement once again to try to find out what you meant about the corporation charging the stations.

It seems to me a contradiction in terms. Here we are saying that the only way these stations can be put on the air is for us to give to the stations a certain amount of money. Nobody who has testified yet has come within 8 light-years of identifying how much money it would cost eventually.

Then you say, on the same hand, even though the Government is giving this money, these stations are so poor that they need help from the Government and they should be taxed. It doesn't make sense to me.

Mr. HYDE. The same questions were raised in the Senate hearings.

Mr. MACDONALD. I am not in the Senate. I am here.

Mr. HYDE. I know. But the same apparent inconsistency caused some questioning in the Senate. I understand your inquiry entirely.

Our suggestion is based on this kind of an approach: The payment of a little fee, it seems to us, would give a sense of participation. It is not unlike the situation where a man comes to the bank and wants——

Mr. MACDONALD. What is a little fee?

Mr. HYDE. Something that is within the capacity of the station that is paying it.

Mr. MACDONALD. If they are so broke that they can't create the station——

Mr. HYDE. If they don't have any funds at all, the fee ought to be waived. But let be make this little comparison. I think it will illus-

trate the point I wanted to make. In country banking experience it was discovered that if a man came and wants to borrow some money you would ask him, "What are you going to do with this money?" He would tell you he is going to buy an extra 40 acres or extra quarter section.

"How much of your own money will you put in it?"

"Well, I am just going to borrow money from you."

The bank would be a little cautious unless he is putting in some of his money. What I am suggesting is if they put a little of their own money in it, it gives them a sense of participation. We think the fee should be a reasonable one.

The NET, the National Educational Association, charges a rate of $5 for a half-hour program in its library, and a yearly charge which entitles affiliates to several hours of free programs per week. Of NET's operating budget of $8 million, approximately $500,000 is obtained through fees.

Mr. MACDONALD. Thank you.

Mr. FRIEDEL. Mr. Springer.

Mr. SPRINGER. What was your appropriation last year?

Mr. HYDE. For the fiscal year just completed, it was around $17 million.

Mr. SPRINGER. $17 million?

Mr. HYDE. Your question was directed to the cost of operating the FCC?

Mr. SPRINGER. That is right.

These people are asking for a total, after this year, of $9 million, $178 million for next 4 years. We are probably not going to give them but for 2 years. That is a pretty significant sum.

Mr. HYDE. It is a very significant amount of money.

Mr. SPRINGER. There are at the present time, according to our figures, which have been reported under the Television Facilities Act, in a committee print, 130 operating stations. Dr. Killian said yesterday the correct figure was 125. There were 46 under construction, 25 activation grant requests, making a total of 201. That is either operating, under construction, or to which a grant has been requested.

There are how many stations allotted to ETV? There are how many set-asides for ETV?

Mr. HYDE. There are 600 station assignments on the list, in the allocation plan. This includes those in operation and those still available.

Mr. SPRINGER. Is there ever a possibility that those 600 would become active?

Mr. HYDE. I wouldn't say that there is no possibility for it because we are dealing in an area where everything is subject to rapid change, both the technology and the service concepts.

On the basis of present experience, I would say that the Carnegie estimate was more realistic.

Mr. SPRINGER. 350?

Mr. HYDE. Yes.

Mr. SPRINGER. Let me ask you, of the remaining 400 that have not been allotted, how many are UHF's, roughly?

Mr. HYDE. The number of stations operating as of now is 135. You gave a figure of 201.

Mr. SPRINGER. That is the total of everything that has been requested. Now let's go above the 201.

Mr. HYDE. The rest of them are just, you might say, reserved for future use.

Mr. SPRINGER. How many of those 400 are UHF's?

Mr. HYDE. Practically all of the remaining ones.

Mr. SPRINGER. How many VHF's were there allotted?

Mr. HYDE. Seventy-three, I believe is the figure.

Mr. SPRINGER. I heard about 75.

Mr. HYDE. May I correct that? One hundred and seventeen.

Mr. SPRINGER. I want to come to another problem and see if we can get at the meat of what you are talking about.

On page 5 you say "these fundamentals" and you number them, "first adequate financing; second, corporate independence, and third, local autonomy with effective networking"—those are the three fundamental principles that are needed in this bill?

Mr. HYDE. I would regard those as fundamental.

Mr. SPRINGER. Adequate financing I can understand. What do you mean by corporate independence?

Mr. HYDE. I mean insulation against, we will say, untoward interference with the operation. I think everyone would agree that a media of mass communication, an educational system, must be protected against political interference.

Mr. SPRINGER. Let me ask you this: There are how many Republicans and how many Democrats on your Commission?

Mr. HYDE. The law provides that not more than four members may be appointed from the same party. There are four Democrats and three Republicans.

Mr. SPRINGER. In my 17 years on this committee I don't know of a single instance where you could say that there has been any shadow of corruption or influence, undue influence—I suppose there is always influence—influence which was actually exerted and there was a result from it, or anything that I considered to be what I would say off color on your Commission.

Isn't that largely due to the fact that the minority is always there looking at the majority?

Mr. HYDE. Congressman Springer, I certainly do appreciate your comment on the experience of the FCC. We do have this division of four and three. While we have had divisions in voting I am sure an examination of the record will show that we do not divide along party lines. The system has worked very well.

Mr. SPRINGER. It has worked because anyone who went down there knew that if he was trying to exert influence the probability was that the other party would check up on him, is that right? This was just as true in the Eisenhower administration as true in the Kennedy and Johnson administration.

Mr. HYDE. I think this concept has been in use ever since the first independent agency was created, the Interstate Commerce Commission.

Mr. SPRINGER. There is one thing that bothers me, Mr. Chairman. I don't think it is a question of necessarily Democrat or Republican, but I think the whole atmosphere of the creation of this Commission, out-

side of the question of politics, to create this Commission in one aura, was most important. Yesterday they thought they could render a contribution. I asked if he realized if he discussed those problems, you don't have to talk about politics, but those are the problems of one party. They are not the issue that one party thinks is important at all.

The fact that you are discussing certain issues is reflected in the fact that you do have, unconsciously, a leaning toward one philosophy. Do you see what I mean? What I am trying to do is find some method where you get entirely away from that concept, that you necessarily get a group of people who believe these are the issues which the American people ought to hear about, and whatever they discuss ought to be done thoroughly and in depth.

But it isn't because those issues are necessarily the ones that ought to be discussed on a television program.

Mr. HYDE. I do appreciate your concern. I recognize the principle you are examining here. The local autonomy principle would be an additional safeguard here. This is a very important one. It means that the local station would have the right to refuse to accept a program regardless of what the public corporation said.

Mr. SPRINGER. Now you are developing it a little further and very well. A local station doesn't have to. But the important thing is that this corporation will develop the programing.

Mr. HYDE. That is correct.

Mr. SPRINGER. Not all the programing, of course. I am familiar with this in the University of Illinois. I have followed it all the time. I will say they do an outstanding job there in depth and thoroughness.

May I say I cannot find which side of the fence they are on when they discuss these matters in depth. I think they are sitting right on the fence. But I can see if you had a national program that was just shipped out and they have to take what you ship out, the philosophy of the people making up the programing is going to make the difference.

I come back to this thing because I am not so sure that a political appointment on this isn't maybe the secret of being sure that this balance is maintained. I am just asking you for your opinion based upon the kind of a Commission that you have had down there.

Mr. HYDE. The bipartisan approach has certainly worked very satisfactorily at the FCC, as I understand it has at other independent agencies. But there are these differences, Congressman Springer. The entity about to be organized here would not be a Government agency. It would be a corporation. The principals, the directors, would not be Government employees. By design they would be people selected because of their prestige their abilities, their standing in the national community.

These, I think, would be very useful protections against the establishment of a politically oriented organization.

Mr. SPRINGER. May I say that I can select people in both parties, of either philosophy, of the very highest integrity that you wanted to find. That is in either party. They can fit the bill on this very well.

But the question I am getting at, with the direction this country is going—and this is the thing that is bugging this committee—is

what kind of people will run this thing, because we realize what kind of people are on the board means the kind of corporation you will have and will determine the direction in which the philosophy of this corporation will be bent.

I think I can read these things very clearly. I have been here 17 years and you know me pretty well. We have discussed these matters about the direction in which radio and TV are going, and the tremendous influence this media has in the United States is almost unbelievable. Now we will create another octopus which in my opinion will be bigger.

Dr. Killian said yesterday that when they got into full operation nine out of 10 people would be reached in this country.

Is that right?

Mr. MACDONALD. He said that, yes.

Mr. SPRINGER. Nine out of 10 people in this country will be reached. Not even CBS, ABC, and NBC can reach that many.

Mr. HYDE. They will reach 90 percent of the population.

Mr. SPRINGER. Then we will say they are tied. But here is another giant octopus. This will be at public expense which, if it is done right, we will not quarrel about it. But, nevertheless, this is the problem.

Just this last point. Local autonomy with effective networking. Local autonomy, I think will work out. You think most universities will be pretty independent?

Mr. HYDE. I think that is essential.

Mr. SPRINGER. By effective networking, are you talking about a tieup? They have some money in here for interstate connections, intrastate connections of 3 million. Are you talking about in terms of tying them up like a network?

Mr. HYDE. Yes.

Mr. SPRINGER. Or just sending them programs?

Mr. HYDE. When I say effective networking I mean the connection necessary so that when the program is appropriate for the purpose they can have a national hookup.

Mr. SPRINGER. Just this last point and I am through.

In 1950 and 1951, I saw BBC and I thought it was one of the saddest excuses for programing. I was in London when they passed the bill in 1953 in the House of Commons, with some trepidation because they had a lot of opposition without advertisers.

If you see BBC now it is pretty good programing, a pretty good network. There is one where commercial television stimulated the public TV to come up with something better. If they didn't, it would lose their audience. Now they have a pretty good program.

Do you think this might do the same thing in a way to commercial TV?

Mr. HYDE. Yes, sir. I think the principle of competition, I think the principle of diversity, I think the principle of having alternate choices available to the public will provide a stimulant for better programing in both areas.

As a matter of fact, this is the basic reason for my personal interest in it. I have always thought that you would get better programing by having competition, by providing a setup that gives diversity as against anything that could be done in terms of trying to regulate programs.

Mr. SPRINGER. Thank you, Mr. Chairman.

Mr. FRIEDEL. Mr. Rogers.

Mr. ROGERS. Thank you, Mr. Chairman.

How many States are without educational TV stations now?

Mr. HYDE. Fifteen States, I believe.

Mr. ROGERS. That have no stations at all?

Mr. HYDE. That is right.

Mr. ROGERS. Which States have, say, five or more?

Perhaps you can submit that.

Mr. HYDE. In the interest of accuracy, I had better submit it. States like Alabama have State systems. There are a number of them that have undertaken to provide a comprehensive State system.

(The information requested follows:)

FEDERAL COMMUNICATIONS COMMISSION,
Washington, D.C., July 25, 1967.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: During my appearance before the Committee on July 13th, I was asked by Congressman Rogers to submit information with respect to educational television stations and their interconnection (page 269 of the transcript). Following is the information requested:

There are 135 educational television stations in operation in 41 States. Nine States—Alaska, Indiana, Maryland, Mississippi, Montana, Nevada, Vermont, West Virginia, and Wyoming—do not have any educational TV stations presently in operation. Of these 9 States, all but Alaska, Montana, and Wyoming have applied for and received construction permits for building ETV stations.

Eleven States have 5 or more ETV stations in operation. These States are: Alabama, California, Florida, Georgia, Nebraska, New York, Ohio, Pennsylvania, Texas, Utah, and Washington.

There are 18 States with at least some degree of interconnection between ETV stations within the States. Several of these States—Alabama, Georgia, and Maine—have virtually complete interconnected Statewide coverage. In addition, 21 other States have indicated in information submitted to the Commission plans for Statewide interconnection of ETV stations.

I regret that the Commission does not have information on the amount of viewing of educational television in the home or in school as requested by Congressman Brown at page 339 of the transcript.

If there is any additional information I can supply which would be of assistance to the Committee in its deliberations, please do not hesitate to call upon me.

Sincerely yours,

ROSEL H. HYDE, *Chairman.*

Mr. ROGERS. Is this done in a good number of States?

Mr. HYDE. I wouldn't say a good number. There have been at least 39 which have indicated an interest in doing it, and I believe there are about 12 or 14 that have actually undertaken the operation of State networks.

Mr. ROGERS. As I understand it under the proposed legislation, you would do away with the $1 million limit, the safeguard, in seeing that all States are able to participate in these funds, and raise it to 12½ percent, which would in effect allow the Commission, if it so desired, or the corporation, to allocate all of the money to eight States.

Do you think this is a wise thing?

Mr. HYDE. Yes, we do. We do support the substitution of the 12½ percent in place of the absolute figure, but at the same time we do suggest that the Congress make it clear that they expect HEW to use

some judgment in seeing that the equities of the several States are recognized. Their needs will vary and the costs will vary. These are things that you can't really determine ahead of time.

Mr. ROGERS. This is only for the construction program that you are speaking of.

Mr. HYDE. That is right.

Mr. ROGERS. What about the corporation, in the allocation of its funds? Should there be any guidelines for the corporation?

Mr. HYDE. I think Congress might very well make it clear that they expect the corporation to give assistance on an equitable basis, taking into consideration the needs, costs, conditions, in each of the States.

Mr. ROGERS. As I understand it, the programing money will be far and beyond the construction money.

Mr. HYDE. The money which the corporation would supply would be basically for programing assistance. Programs, of course, I would expect to have national distribution.

I think they would be permitted to assist in the establishment of interconnection. This, of course, would be conducive likewise to the distribution of programs to all the States.

Mr. ROGERS. Let us pursue this matter. From my understanding, the corporation has no connection with the Government, although it would be spending Federal funds.

Mr. HYDE. That is right.

Mr. ROGERS. They don't even want the General Accounting Office to come in and see if money is properly spent. Do you think that is a good idea?

Mr. HYDE. I would expect that there would need to be some kind of an audit and report to Congress.

Mr. ROGERS. In other words, it is proposed that we simply turn over this money to a corporation. Once it is set up, it has no guidelines as to speading this money over the States, although I think we do say it is not to be more than $250,000 for any one project. But it doesn't say to any one project that a station may only have one project. A station could have 15, 20, or 30, according to Dr. Killian.

Mr. HYDE. I read the testimony of the first day's hearing and then I checked the language of the statute before me. To me it seemed to say $250,000 to any one station in any 1 year.

Mr. ROGERS. That is not the testimony that Dr. Killian gave. I specifically asked him the question and he said "No, any one station was not restricted to any one project."

Mr. HYDE. The proposed provision would read "Notwithstanding the preceding provisions of this section, no grant or contract"—this is title II, subparagraph (k) (2), on page 19 of S. 1160.

> Notwithstanding the preceding provisions of this section, no grant or contract pursuant to this section may provide for payment from the appropriation for the fiscal year ending June 30, 1968, for any one project or to any one station of more than $250,000.

That seemed to me to constitute a limit of $250,000 on any one station in a year.

Mr. ROGERS. Does it say "or to any one station" or "and to any one station"?

Mr. HYDE. Or to any one station.

Mr. ROGERS. Dr. Killian in his testimony yesterday, however, said they could have a number of projects in any one station.

I would agree with you that that doesn't sound like it could be true, however.

Mr. HYDE. There seems to be a limitation in my reading of it.

Mr. ROGERS. I would agree with you.

What about the programing? Who decides on programing? Is this a decision of the corporation?

Mr. HYDE. It is a bit complicated. This is the way it would work according to my understanding: This public corporation would supply funds for assistance to individual stations and to production centers.

Mr. ROGERS. Are production centers stations?

Mr. HYDE. Not necessarily, but they may very well be.

Mr. ROGERS. If they are not stations, they may not be limited to the project grant.

Mr. HYDE. There would be a limitation on project grants. There is provision for projects grants as well as grants to stations. A production center may not be a station. It may be just a production facility, such as we have in Hollywood.

Once the programs are produced they would be available at the option of stations all over the country.

Mr. ROGERS. But who makes up the programing content?

Mr. HYDE. The production center or the station. They would.

Mr. ROGERS. Is this under the supervision of the corporation?

Mr. HYDE. They would make money available under contract or grant for them, and I presume that they would have an influence. I imagine they would have a concern in how their funds were used.

Mr. MACDONALD. Would the gentleman yield?

Mr. ROGERS. Yes.

Mr. MACDONALD. Isn't that exactly the point about local autonomy?

Mr. HYDE. Yes, sir.

Mr. MACDONALD. Therefore, the corporation couldn't possibly program for each station throughout the country.

Mr. HYDE. I would suggest that this will be a matter of negotiation and contract between stations and the corporation, and after the programs are made it will still be a matter of choice of individual stations as to what use they would make of the programs.

Mr. ROGERS. I would agree that the individual stations have the right to run it or not. But I wonder if there is any safeguard. Suppose the corporation decides that certain programs or certain types are the ones they are going to sponsor and give grants to.

If they give grants only to the type of programs they desire, local stations may not run them. But then they have no choice. What is there to bring about some diversity or some assurance that there is not a domination by one sort of thinking in the corporation?

Mr. HYDE. I think, Congressman Rogers, we will be dependent upon the interrelationships between the corporation and individual stations.

Mr. ROGERS. Suppose they just give grants to production centers to make up the programs? Suppose they don't use individual stations? I don't know that it is necessary.

Mr. HYDE. The corporation under this legislation would be directed to supply money to stations for the production of programs. I don't

find anything in it which gives them the power to give specifics as to how programs would be produced.

Mr. ROGERS. They simply don't make any other grants if they don't like that type of program. Let us not be naive.

Mr. HYDE. I believe, Congressman Rogers, you really have this kind of a situation: The proposal is to set up a corporation under the leadership of men of culture and ability, who would give it the kind of direction that would conduce to leadership in good programing, and this coupled with local autonomy is really the system we are dealing with.

Mr. ROGERS. Thank you very much.

Mr. FRIEDEL. Mr. Devine.

Mr. DEVINE. Thank you, Mr. Chairman.

Commissioner, you are appearing here this morning as the Chairman of the Commission, as a Commissioner, and I assume the position you are taking in support of this legislation represents the views of the entire Federal Communications Commission?

Mr. HYDE. It does. I present the unanimous statement of the Commission. They do enthusiasticly support the legislation.

Mr. DEVINE. You also as an individual American taxpayer, separate and apart, wearing a separate hat, feel the same way, do you?

Mr. HYDE. Yes, I would give it my personal support. I place a lot of emphasis in my own personal views on diversity and local autonomy. This bill does recognize these principles.

Mr. DEVINE. Thank you.

I find myself very much in the same position as my colleague, Mr. Springer from Illinois, in that Ohio State University, in my State, has been in this educational television for some period of time and has been very successful.

Mr. HYDE. May I make this observation: We do have a competitive system. There is no question about that. We have the three national networks and the several hundred stations. But this is competition between organizations of like character. The three networks are commercial networks and they are similar in this respect.

We have before us a proposal to set up a system which would have a different financial basis, would be operated by educators at the stations largely, and would offer competition of a new kind. I think this would be helpful.

Mr. DEVINE. I think competition is helpful in all segments of our society. The only question is whether the three networks, the general commercial television, can afford to compete against itself because the proposal here is being financed by public funds. It will attract creative talent and production with taxpayer money.

Mr. HYDE. The competition would only be in the contest for the attention of listeners. It would not affect the advertising business.

Mr. DEVINE. You say only. That is the only thing they have to sell, the listeners.

Mr. HYDE. Well, of course, they are all after a maximum number of listeners, as you say, of course. But they are in the competition for advertising accounts, too. This new entity would not enter into that at all.

We are not really talking about the creation of a new business. We are talking about the use of television by education, as such, and the

fact that it may get into the field where it might attract listeners from commercial television is not really an argument why we should not use television for cultural and educational purposes.

Mr. DEVINE. I would agree with you there, but would you not agree further that in the event, through the use of public funds, instructional television, public television, using creative talent and bringing production standards up to those of the commercial area, would attract quite a number of the new commercial listeners and when they leave the commercial listeners the persons who support the commercials may say, "Well, what is the use?"

Mr. HYDE. I don't believe it would work that way. I believe when the educational TV station makes its influence felt in terms of getting the audience, the commercial broadcaster will have to do something about his programs to win them back. I think this will conduce to the benefit of the public.

Mr. DEVINE. If public television can put on good, attractive, well-produced programs will creative talents and people can watch that without being beaten over the head with obnoxious commercials, perhaps they will take the whole field. I don't know.

Mr. HYDE. This may be the answer to the problem of discretion in how you present commercials.

Mr. DEVINE. It very well could be.

Thank you, Mr. Chairman.

Mr. FRIEDEL. The Chair recognizes Congressman Van Deerlin for 5 minutes.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

Mr. Hyde, in earlier colloquy great emphasis was placed upon the desirability of dividing the corporation along the lines of the regulatory agencies on a partisan basis. I don't know a safer system. But in the interest of keeping the record clear, does this guarantee pristine purity? Has there never been any hanky-panky in the FCC?

Mr. HYDE. I always think that the folks who vote the other way are failing to see the light.

Mr. VAN DEERLIN. Wasn't there a case involving the Chairman of the FCC and a license down in Miami? It certainly was not averted by the system of partisan division on the Board.

Mr. HYDE. We did have the distressing experience of the ex parte cases that you refer to.

Mr. VAN DEERLIN. So while this may be the best system devised, we shouldn't fool ourselves that it guarantees the "purest ray serene?"

Mr. HYDE. In the last analysis we will always be dependent upon the integrity of the officials administering the program.

Mr. VAN DEERLIN. Precisely.

In further keeping the record straight, isn't it to be assumed that in his testimony yesterday, when Dr. Killian referred to the 9 out of 10, he was referring to the area coverage rather than the sets tuned to educational television?

Mr. HYDE. Yes.

Mr. VAN DEERLIN. So to suggest that we are automatically going to have a tie ball game here overnight between public television and commercial television would be unwarranted?

Mr. HYDE. I think so, yes.

Mr. VAN DEERLIN. Mr. Hyde, what special taxing method might you favor in meeting part of the cost of this new system?

Mr. HYDE. Congressman Van Deerlin, we actually haven't made a study of that question. I noticed in the President's message that he is undertaking to have such a study made.

Mr. VAN DEERLIN. Have there been any surveys thus far that would show whether set owners would support a special tax to provide this?

Mr. HYDE. I do not know of any surveys that would give an indication as to that, what their interest would be.

Mr. VAN DEERLIN. It might be a useful undertaking.

Mr. HYDE. I would suppose that the investigation that would be made preliminary to the President's recommendation would probably concern itself with that very question.

Mr. VAN DEERLIN. On a subject not unrelated to the question of public television, it has been brought to my attention that a local channel had scheduled for this Saturday night a David Susskind panel discussion on aviation safety, in which one of our committee members, Mr. Dingell, participated. This was taped earlier in New York, and has been shown elsewhere in the country.

The word is that the local channel has preempted this program in favor of a beauty pageant, and that the program on aviation safety, despite its timeliness and public interest, will not be scheduled for another time.

I surely don't want it indicated that I am beyond the age of appreciating a beauty pageant. But isn't this an example of the kind of programing that is done too often now, which public television would go a long way toward correcting?

Mr. HYDE. I think it is. I would like to add, if I may, without imposing upon your time, that one of the big attractions of the new approach to broadcasting, of network broadcasting, would be that it would have a flexibility that the conventional commercial networks do not have. It could carry an experimental program now and then. There wouldn't be the risks of the sponsors involved or the concern about the size of the audience. Maybe I should say the untoward concern about the size of the audience.

Mr. VAN DEERLIN. Thank you.

Mr. FRIEDEL. Mr. Harvey.

Mr. HARVEY. Thank you, Mr. Chairman.

Mr. Hyde, by authorizing public TV programing, as we are here, and then in turn in the same bill authorizing a study to see how it is to be financed, aren't we really putting the cart before the horse?

Mr. HYDE. I think if we postpone this until all relevant studies could be completed we wouldn't get the program going.

The President in his message to Congress said that he would make a recommendation as to the long-term financing later. As I understand it, this would not be dependent upon the financing of this bill.

Mr. HARVEY. Aren't we placing quite a burden on future Congresses here?

Mr. HYDE. Yes.

Mr. HARVEY. If we are to believe what the Carnegie Commission reports, title II alone is going to cost in excess of $100 million a year. Yet we are starting out with initial seed money of $9 million with

no plans whatsoever as to where the rest is going to come from. Isn't that quite a burden to place on future Congresses?

Mr. HYDE. It is quite a challenge. I would agree with you.

Mr. HARVEY. They suggested, of course, an excise tax, which is a segregated tax, where the funds are segregated and all go into this particular program. Let me ask you this: If the Congress refused in the next years, in the ensuing years, to enact such a segregated tax and, therefore, public television had to come before Congress with all the other agencies of HEW and stand in line for its funds every year, wouldn't this go right to the very freedom of the corporation that it is supposed to have?

Mr. HYDE. It would certainly go to its freedom; you are correct. But I am confident that Congress can find the appropriate way to finance this program.

Mr. HARVEY. This next question is a technical question. I have before me the committee print. I am looking at section 393 of the Communications Act of 1934 as it pertains to inspection by the Comptroller General of the United States.

Do you interpret this bill as preventing the Comptroller General from inspecting these particular records of the corporation, and so forth?

Mr. HYDE. I am advised that the corporation as proposed in the statute before you would not be subject to the audit of the Comptroller General. It would, however, be required to submit an annual report. I can't imagine any report which didn't include a financial report.

The specific provision reads—

> The corporation shall submit an annual report for the preceding fiscal year to the President for transmittal to the Congress on or before the 31st day of December of each year. The report shall include a comprehensive and detailed report of the corporation's operations, activities, financial condition, and accomplishments under this section and may include such recommendations as the corporation deems appropriate.

I would feel that such a corporation should have an independent audit as part of this report.

Mr. HARVEY. Is there any provision in there for an independent audit?

Mr. HYDE. It does not seem to be required.

Mr. HARVEY. You would personally favor an independent audit?

Mr. HYDE. I personally feel that there should be such an audit, and I think you could very well take care of it in your legislation.

Mr. HARVEY. Let me ask you this—well, go ahead.

Mr. HYDE. I was going to suggest that in your report on your examination of the legislation you could say that the corporation is required to make an annual report, including a financial report, and the Congress expects to have an independent audit submitted.

Mr. HARVEY. Is the FCC presently subject to an audit by the Comptroller General?

Mr. HYDE. All of our accounts are subject to their audit at all times.

Mr. HARVEY. Have you ever felt as Chairman that this has interfered in any way with the freedom of operation that your sort of quasi-legislative-judicial organization has?

Mr. HYDE. This has not interfered with our judgmental functions at all. It has sometimes inhibited the conditions of travel and made that awkward. But it has certainly not interfered with our deliberations.

Mr. HARVEY. Thank you.

I have no further questions, Mr. Chairman.

Mr. FRIEDEL. The Chair recognizes Mr. Rooney.

Mr. ROONEY. I have no questions, Mr. Chairman.

Mr. FRIEDEL. The Chair recognizes Mr. Watkins for 5 minutes.

Mr. WATKINS. Mr. Hyde, I have always been a firm believer that to the victor belongs the spoils and I have no quarrel with the division of 4 to 3 in your Commission.

I can only say that you have been very fair to me in my short time as a Congressman.

Is there some reluctance on your part that this new board known as the public broadcasting corporation would be set up and not be under your jurisdiction?

Mr. HYDE. Is there some reluctance about the organization?

Mr. WATKINS. Will the Public Broadcasting Act come under your Commission?

Mr. HYDE. It would not, under our direct licensing authority.

Mr. WATKINS. Don't you have reluctance at all about that?

Mr. HYDE. No, I do not have. We would have responsibility as to the licensing of all stations that would use the programs produced with the assistance of the corporation.

Mr. WATKINS. In other words, you don't think there would be a duplication of costs? Don't you think there would be an additional cost facing the members of your board?

Mr. HYDE. There would be payments for expenses, such as director fees.

Mr. WATKINS. Don't you think it would be handled by your Department without creating another monster? I don't mean to say yours is a monster. I approve of yours, as I told you before.

Mr. HYDE. Congressman, this organization would operate very much as only a program production entity. We have many of those now in the broadcasting service. There are many production centers which supply programs to both radio and television stations which do not come under FCC surveillance at all.

Mr. WATKINS. Perhaps that is bad, too, in my opinion.

Mr. HYDE. I think this really conduces to competition in program production. I don't really feel that Government agencies should be granted authority to supervise studios and production centers. There are many of them. Some of them have the very special function of preparing advertising continuity. Some of them prepare network shows for sale through the network. I think it is time enough for us to get into the act when we get to the station operation.

Mr. WATKINS. Mr. Hyde, here is a bill that is going to cost a great deal of money. There is no need denying that. I think the figure is around $178 million before we get through with this thing. That is a lot of money to be spent without any audit. Do you approve of that?

Mr. HYDE. No, I think there should be an audit. This corporation should have an independent audit. I think you ought to require that as part of the annual report to Congress.

Mr. WATKINS. Thank you.

Another criticism that I have is this: The Senate amended to provide that three members of the corporation board would be representatives of public broadcasting stations. Do you think that is right?

In other words, when it comes down to the allocation of this money, how do you think they would lean?

Mr. HYDE. I think you have a point there. I may say that this amendment did not come out of the suggestions that we made during the hearing.

Mr. WATKINS. Do you suggest it now? Do you think it ought to be taken out of there?

Mr. HYDE. Let me say this: This would give the board some firsthand information as to operational realities in the operation of stations.

But, as you mention, it would place men on the board who would also have an interest along the lines of the operators' point of view. You will have to balance the question of whether the advantages overweigh the disadvantages.

Mr. WATKINS. You think perhaps the same as I do, that these three men will not be happy with this broadcasting act in the operation of their business.

Mr. HYDE. I think in a board of 15 men this representation from operating stations would provide firsthand experience from the operating level. I think this might very well be an advantage. It would give you three members that, if we were dealing with commercial stations, we would call a possible conflict of interest.

Mr. WATKINS. I certainly think it is conflict of interest. You just said what I wanted you to say. It is conflict of interest.

I can agree that on a board of 15 you can kick up a pretty good argument. You would have a lot of different views. It is bad enough to get five in a room without having 15, and try to come to some agreement.

I am very much concerned about this thing. I have seen too many Federal monsters grow. That is what I am going to call them. When I call them a monster, my definition is they are reaching into the taxpayer's pockets to pay their bills.

I am very much concerned at this time—Mr. Chairman, I don't talk very often. Don't rap that gavel yet.

Mr. ROONEY. Will the gentleman from Pennsylvania yield?

Mr. WATKINS. I will not yield. I have no reason to yield. I have a question and I want it answered.

We are at a time now when this country needs money, and I don't think you or any other American will deny that, with the cost in Vietnam, and the deficit we are running here.

Is this the right time, Mr. Chairman, to start creating another cost to the taxpayers of this country? Or should we wait just a little while? I see a lot of progress perhaps in this, and I see a lot of dressing up that has to be done.

Don't you think perhaps we better try to stop spending right now and balance this thing up a little bit, to give the taxpayers some kind of a break?

Mr. HYDE. I will have to give you my answer from the standpoint of my experience in communications. I would not pretend to be an expert in the area which you are questioning me.

May I say this: The reservations for educational television have been on the books since 1952. Without some Federal assistance we

have made only a poor beginning. I fear that if we don't get a program going, we are going to lose a lot in terms of making use of these facilities.

Mr. WATKINS. I certainly have no argument on that.

I am not arguing with you at all. But I am very much concerned.

As I say, there is certainly some good that will come out of this.

I believe now is the time, however, that we must tighten up a little bit and wait a little bit for this progress until we get out of Vietnam and level off, giving the taxpayers a chance to pay the bills that we have. I just wonder if we shouldn't stop this for a while.

Thank you, Mr. Chairman. You gave me an extra minute and a half and I appreciate it.

Mr. FRIEDEL. Nine minutes.

The Chair recognizes the gentleman from Oklahoma.

Mr. JARMAN. Mr. Chairman, I yield to my colleague from Massachusetts, Mr. Macdonald.

Mr. MACDONALD. I appreciate that, Mr. Jarman.

I have asked this question before and it may sound repetitive. But during the course of testimony in the past 2 days, the title of this whole bill, being public television, has concerned me. I asked other witnesses didn't they believe that all television was public. None of them had the authority to speak on this subject as directly as you. I will ask you, don't you believe that all TV is public?

Mr. HYDE. All TV is public.

Mr. MACDONALD. Then don't you think this is a misnomer?

Mr. HYDE. This would be public as well.

Mr. MACDONALD. Touché.

It would be public, but this is the first public television for which the Government is going to pick up the tab, is it not, and, therefore, you couldn't really call it public. The public doesn't support it inasmuch as the Government is getting it off the ground and subsidizing it. That is a really completely different type of public television than you have jurisdiction over. Am I not correct?

Mr. HYDE. Yes. Congressman Macdonald, all broadcasting is public. As a matter of fact, it is defined in the Communication's Act as a service directed to the general public. It is also defined in those terms in international treaties and the regulations of the International Telecommunications Union. The FCC when it reserved channels reserved them for noncommercial education television stations.

I would be very pleased if they used the name which the Commission developed in its study of the subject. But I would add——

Mr. MACDONALD. What was that?

Mr. HYDE. Noncommercial educational TV. This is what it has been known as since 1941, I believe Well, not TV, but broadcasting.

I would agree with what Shakespeare said, "That which we call a rose by any other name would smell as sweet."

Mr. MACDONALD. Well, I hope this is not going to smell. Perhaps some of the programs that have been seen commercially give rise to this so-called new type of public television.

My second question is that I found out for the first time during the testimony of the last 2 days that these, not networks but whatever word they use, outside of the networks—I guess it is called interrela-

tionship between the stations—I was told by two people, which surprised me, that they were going to be entertainment networks. This doesn't seem to me to be the same concept that I had when I read the President's message, agreeing with it wholeheartedly.

I feel that educational TV is long overdue and it needs help. It will benefit the people who have to have a part of their income tax go into it. They are getting a direct benefit.

But do you think it should be an entertainment network?

Mr. HYDE. I think the emphasis will be and should be upon cultural development. But we must also recognize that many a program which is cultural in nature will have entertainment values, too. You could not make a sharp division between the two.

Mr. MACDONALD. Of course, everything has some entertainment.

Mr. HYDE. Everything has some educational value. It may not be education in a worthwhile direction but it will add to your knowledge.

Mr. FRIEDEL. The time of the gentleman from Oklahoma has expired.

Mr. MACDONALD. The gentleman had a very short 5 minutes.

Thank you.

Mr. FRIEDEL. The Chair recognizes the gentleman from Ohio.

Mr. BROWN. On the last point, the Beatles are a cultural development, aren't they, Mr. Chairman?

Mr. HYDE. Yes.

Mr. BROWN. The word bothers me. Let us talk about either education or entertainment. I grant that education can be entertaining and entertainment can be educational. What is the emphasis of this program we are going into? Are we just extending and strengthening ETV by this legislation, or are we creating a sort of U.S. version of the BBC?

Mr. HYDE. In my judgment Congress would be assisting stations which are primarily educational institutions. The eligibility for licenses to operate on a channel reserved for noncommercial educational stations is in terms of both private and public educational institutions, with qualifications nonprofit. The 135 stations authorized are for the most part operated under the aegis of educational institutions, and I expect that to be in the future as well.

Mr. BROWN. What is the answer to my question? What is the thrust of this legislation?

Mr. HYDE. The thrust of this legislation is to provide financial assistance to stations of the type I have just described.

Mr. BROWN. Educational television stations or cultural development stations?

Mr. HYDE. As I read the act, it is designed to provide financial assistance to stations licensed by the FCC in the noncommercial educational category.

Mr. BROWN. Let me ask you, Mr. Chairman, under the present regulations of the FCC, aren't local television stations required to provide a certain amount of their broadcasting in the public service area and in the religious area, for instance, not by specification of a percentage but, rather, that they are to provide certain public service aspects of their programing?

Mr. HYDE. We do require that an applicant for a license, an original permit or renewal, to present a plan of operation, a format. They

normally do provide some recognition of various classes of public service.

Mr. BROWN. Are you suggesting that this is not necessary, however?

Mr. HYDE. I am suggesting that there is no regulation that requires this.

Mr. BROWN. And that the FCC doesn't care whether a station provides public service broadcasting in its time on the air?

Mr. HYDE. I wouldn't say that the Commission doesn't care whether they do or not.

Mr. BROWN. Then why do they ask for it?

Mr. HYDE. The majority of them feel that they should have some showing from the applicant indicating that they have made a study of the needs of the community and that they have at least undertaken to find something that would be responsive to the needs of the community.

Mr. BROWN. Why does the FCC ask for this information?

Mr. HYDE. As a basis of making a determination as to whether a grant would serve the public interest.

Mr. BROWN. So the implication is clearly there that this station has a responsibility to provide a certain amount of public service broadcasting, is that not correct?

Mr. HYDE. The implication is that the applicant is required to study the situation, present a——

Mr. BROWN. But he is not required to provide any public service broadcasting?

Mr. HYDE. There is no policy requiring a given amount, but I will tell you, taking cognizance of the Commission's decisions in many cases, a typical applicant will provide for recognition of such a need.

Mr. BROWN. Let us presume an applicant provided no public service broadcasting whatsoever in his operation. Would his license in any way be in jeopardy in the view of the FCC?

Mr. HYDE. It would depend on the community, other services available, and so forth.

Mr. BROWN. So that in some cases it might not be in jeopardy?

Mr. HYDE. That is right. We actually have licensed a station in the FM service to provide a continuous want-ad type of operation within a community.

Mr. BROWN. Are you telling us that the FCC cannot influence a station, a commercial broadcasting station, to provide public service broadcasting?

Mr. HYDE. No, I wouldn't tell you that the Commission can't influence them. We can influence them by asking them the question as to why haven't they provided such a service.

Mr. BROWN. Will the Commission have such regulatory power over the ETV stations?

Mr. HYDE. We have the same regulatory power over the ETV stations as the commercial ones, exactly the same.

Mr. BROWN. Could these same questions be asked with reference to the cultural nature of the programing of commercial stations?

Mr. HYDE. We could require the applicant for an education station——

Mr. BROWN. For a commercial station?

Mr. HYDE. I am afraid I misunderstood the question.

Mr. BROWN. Could the Federal Communications Commission by asking questions related to the cultural nature of the programing of commercial stations influence the commercial stations or network in the cultural level or nature of their programing?

Mr. HYDE. To some extent.

Mr. FRIEDEL. The time of the gentleman has expired.

Congressman Kornegay.

Mr. KORNEGAY. Thank you, Mr. Chairman.

Good morning, Mr. Chairman.

I have two or three questions I wish to ask concerning interconnections. I haven't that straight in my mind. We have touched on it with several of the witnesses preceding you.

I wonder if you could describe for us and for the record the mechanics of interconnection as presently done by the commercial networks.

Mr. HYDE. Interconnection usually is accomplished by contracts with the communications carrier for program transmission services. The actual, physical handling of this would in most cases be by the domestic microwave systems, which gives broad-band transmission. It could be handled by coaxial cable, but I believe that operating experience shows that most of this is done by the microwave system supplied by the communications carrier. There are other methods of distribution.

Mr. KORNEGAY. In other words, using existing facilities presently owned by existing carriers?

Mr. HYDE. That is right.

Mr. KORNEGAY. You don't contemplate under this act setting up another system of interconnections, microwave systems, or coaxial cables?

Mr. HYDE. No, but this act would give the corporation flexibility in this area, and if there should be a development of interconnection facilities by satellite, for instance, such facilities could be used, insofar as this act is concerned. It is very flexible in this regard, but I think only as necessary in order to contemplate the use of different kinds of facilities that might become available.

It certainly does not contemplate the establishment of a new national network. I would expect that they would undertake to use the most economical and efficient way that would be available.

Mr. KORNEGAY. In other words, if I understand you, then, this bill contemplates a system of interconnections for the public broadcasters—the ones we are talking about here, Mr. Macdonald—mechanically similar to those in the country today.

Mr. HYDE. That is right. There are instances, for instance, where a State network may have its own private system. The Commission has licensed microwave systems to interconnect several stations in a region.

Mr. KORNEGAY. Do you believe the corporation should operate its own interconnection system?

Mr. HYDE. I am told that there is actually no authority for them to do that. Actually, the references to interconnection are in terms of assisting the stations in this interconnection function.

Mr. KORNEGAY. In other words, then, this act does not contemplate the creation of a noncommercial network?

Mr. HYDE. The creation of a new interconnection system? I would say it does not.

Mr. MACDONALD. Will the gentleman yield on that point because I am still confused about the matter?

Mr. KORNEGAY. Yes.

Mr. MACDONALD. What is the definition of a network?

Mr. HYDE. Two or more stations.

Mr. MACDONALD. How can you possibly say that it doesn't authorize that when in your own statement you talk about it?

Mr. HYDE. What I am saying is that the bill authorizes the corporation to assist the operating stations in respect to obtaining interconnection. They could certainly help to finance their use of microwave systems.

Mr. MACDONALD. Wouldn't that be a network?

Mr. HYDE. Yes, it would.

Mr. MACDONALD. I thought you just answered the opposite of that.

Mr. HYDE. I thought Congressman Kornegay was asking me about this contemplating the construction of an entirely new system.

Mr. MACDONALD. The answer was there is no authorization. I say there is authorization.

Mr. HYDE. I would say that any time you connect two or more stations for simultaneous broadcast of the same program you do have a network, and to the extent that this would provide the funds for setting up such a network, it authorizes networking.

Mr. MACDONALD. Thank you.

Thank you, Mr. Kornegay.

Mr. KORNEGAY. The question whether or not setting up or assisting the establishment of a network system is concerned, let us look at this. The House bill calls for the purposes and activities of the Commission to assist in the establishment and development of a system of interconnection to be used for the distribution of educational television and radio programs.

The provision was amended in the Senate to provide, by striking "a system" and inserted in lieu thereof "one or more systems of noncommercial educational television or radio broadcasting and one or more systems of interconnection."

So the act does certainly give the corporation that authority, setting it forth as one of its purposes. It empowers it to assist in the establishment and development of one or more systems of noncommercial educational television broadcasting.

Mr. FRIEDEL. I wish to remind the gentleman we have to go into executive session at 11 o'clock.

This committee will recess at 11 o'clock until 2 p.m. this afternoon. We will be going into executive session at 11 o'clock.

I would like to know whether the members who have not been heard yet wish Mr. Hyde to return at 2 o'clock.

Can you return?

Mr. HYDE. Certainly.

Mr. BROWN. Are you asking about the members who have not been questioning?

Mr. FRIEDEL. Yes.

Mr. KORNEGAY. I have a few more questions.

Mr. FRIEDEL. Do you want him to return?

Mr. KORNEGAY. I have several more questions, Mr. Chairman. I don't want to put an imposition on him, but I do think he is certainly one of the most knowledgeable men in his field.

Mr. FRIEDEL. Mr. Hyde, would you please return this afternoon at 2 o'clock?

Mr. HYDE. I shall be here.

Mr. FRIEDEL. Also, the president of Western Union will be here at 2 o'clock.

Next we have Congressman McCarthy.

Do you want to submit your statement or return and testify this afternoon, Mr. McCarthy?

Mr. MCCARTHY. Mr. Chairman, I would just as soon return. We spent quite a bit of time on this.

Mr. FRIEDEL. You were called earlier.

Mr. MCCARTHY. I realize that. Maybe I better come back this afternoon.

Mr. FRIEDEL. Then you will be the first witness this afternoon.

Mr. MCCARTHY. Thank you.

Mr. FRIEDEL. The committee will stand in recess until 2 o'clock this afternoon.

(Whereupon, at 11 a.m., the committee recessed to reconvene at 2 p.m. the same day.)

AFTER RECESS

(The committee reconvened at 2 p.m., Hon. Horace R. Kornegay, presiding.)

Mr. KORNEGAY. The committee will come to order.

It is my pleasure to call as the first witness in this afternoon's session our colleague, the Honorable Richard D. McCarthy, U.S. Representative from the 39th District of New York.

STATEMENT OF HON. RICHARD D. McCARTHY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. MCCARTHY. Thank you very much, Mr. Chairman.

First of all, for the benefit of the committee, I should explain that I have a conflict of interest here. On the one side I am a father and on the other a Member of the House, and it is my role as father that has stimulated my interest in this, even though I am not on the committee.

In the past 40 years, radio, and more recently television, have developed into forces of tremendous influence in our society. Over 1½ billion man-hours per week are now spent watching or listening to these media. Television alone occupies nearly one-quarter of the awake time of the average American.

During the early days of broadcasting Herbert Hoover asserted that the public owned the airwaves and that the Federal Government was the only agency which could act in this interstate area to lay down guidelines and rules to guarantee that the airwaves were used in the public interest. Based on this principle the Federal Government has licensed and regulated the broadcasting industry since the 1920's.

In 1951, once again acting in the public interest, the Federal Communications Commission set aside the first 242 television channels for noncommercial broadcasting. It was the FCC's hope that the public interest would be served if these stations contributed to the educational process of the Nation.

In 1962, Congress became concerned with the development of noncommercial television, commonly called public TV, and enacted Public Law 87–447, the Educational Television Facilities Act, to aid in the construction of ETV stations.

Since the passage of this legislation the Federal Government has provided $32 million to help build towers, transmitters, and other facilities.

In the past 5 years, with the assistance of these Federal funds, the potential audience of educational television stations has been expanded from 100 to 150 million citizens.

On July 1 of this year the Educational Television Facilities Act expired, thus ending the Federal assistance that is so urgently needed in the development of this industry.

Mr. Chairman, public television is still in its infancy, its powers for the public good have only begun to be developed. As the President said, we have only begun to grasp the great promise of this medium.

The future offers great possibilities for broadcasting excellence; but also will make great demands upon us. Hundreds of new operating stations will be needed to approach more complete service to all of our citizens. Many States are planning statewide educational television networks which will need increased funds. Even today almost all noncommercial stations are faced with serious shortages in facilities, equipment, money, and staff.

The Carnegie Commission's Report on Educational Television referred to the opportunities unrealized by this medium. It pointed out what might be done, what needs doing, and yet remains undone because of limited resources. The energies latent within educational television are immeasurable, it concluded. Only the means are lacking.

Clearly, more Federal assistance is necessary if we are to meet the needs and opportunities facing noncommercial television. In his February 28 message to Congress, President Johnson proposed a bold program for the development of public TV. As he pointed out:

> Noncommercial television is reaching only a fraction of its potential audience—and achieving only a fraction of its potential worth.

Briefly summarized, President Johnson's proposal has three parts:

First, there would be a continuation of Federal support for the construction of facilities.

Second, there would be created a nonprofit, private corporation to improve the quality of educational and cultural programs and to make them available to local stations.

Third, a study would be authorized of instructional television in its relation to the broad needs of formal education.

I support these recommendations of President Johnson. They appeared in the proposed Public Television Act of 1967. I further support the Senate Commerce Committee's change in this legislation to include assistance for educational radio.

This bill, as amended by committee, passed the Senate on May 17. After careful review of the specific language of this proposed legislation, I came to the conclusion that, although quite sound in its objectives, two significant additions could be made to the bill.

Consequently, on May 24, I introduced my proposed Public Broadcasting Act of 1967, H.R. 10290. The additions incorporated in this bill are:

(1) To provide that a certain portion of all funds available to the corporation for making grants and contracts be set aside annually by the board of directors to be used for the development and preparation of children's programs of high quality; and

(2) To stipulate that a substantial portion of the funds available be diverted to unrestricted local station use for the preparation and broadcasting of educational programs of particular local interest and importance.

The exact portion of the total funds available to be used for each of these projects would be determined by the board of directors of the corporation to be established by this legislation.

Mr. Chairman, important as it can be for adults, the informal educational potential of television is greatest of all for children. As a father of five, the oldest of whom is 9, I witness daily the powerful impact that television has upon our youngsters. It can and should be a necessary complement to the formal classroom education our children receive.

Yet, it is quite obvious that the quality of children's television programs, for the most part, leaves much to be desired. In its recent report "Television for Children," the Boston Foundation for Character Education concluded that commercial networks were failing to meet the challenges presented by this area of broadcasting, even though every day most of the Nation's 50 million youngsters under 13 watch up to 4 hours of TV. The foundation contended that broadcasters seem content to program what amounts to a "miniwasteland."

Newsweek magazine pointed out on January 23, 1967, that the main staple of children's TV diet is cartoons. On any given Saturday morning, when parents often use television as a pacifier, the three commercial networks beam a total of 23 half-hour cartoon shows.

For the most part, these shows are dull and kooky. Of course, commercial television's purpose is to sell products, and this is the way it is also in children's programing. Repetition of sales pitches is the proven way to get the message across to the youngster. Unfortunately, most of these programs treat the child as a buyer rather than as a viewer.

This negative critique of children's television on commercial stations is by now means absolute. Many excellent programs have been presented with youngsters in mind: young people's concerts, science programs, children's film festivals, and so forth. I might add Captain Kangaroo. We definitely need more of them on commercial television.

In addition, however, I believe that noncommercial television can and should play a vital role in improving the quality of TV programs for our younger citizens. The educational opportunities available here are staggering.

As the Carnegie Commission's report pointed out, public television should give great attention to the informal educational needs of pre-

school children, particularly to interest and help those whose intellectual and cultural preparation might otherwise be less than adequate.

For schoolchildren in their after-school hours, public TV should provide a wealth of exposure to the variety of information and experience a really educated person gets outside of formal instruction.

If we ignore the area of television for children, the Congress will be neglecting part of its responsibility to assist public TV in reaching and educating the widest possible audience.

For this reason, my proposed legislation specifically sets aside a portion of the money available to be used exclusively in the development of quality children's television programs.

The second addition to the administration proposal that my bill includes is a stipulation that a substantial part of the funds available be provided to local stations for the development of local programs. In this category of programing would be included: news of purely local interest, civic affairs, local sports, local personalities, and so forth.

Presently, almost all public television stations make real efforts to produce programs of this sort. Except for the few large stations, the task is an almost impossible one. The cost of production is enormous. Obviously, the corporation to be established should be prepared to support by grant a portion of this purely local programing.

The administration proposal did not specifically guarantee this assistance: H.R. 10290 does. Without local programs there would be no justification for local educational stations—just a justification for a national educational network. Such a national educational network may be desirable—I think it is—but so are local stations producing and broadcasting local programs.

Finally, the legislation I introduced deletes a section in the administration bill which had suggested innovation as the criterion for the disbursement of funds to local stations to aid in financing local educational programs.

While such a standard for judgment may sound fine, and one would hope that a number of the programs would be innovative, many in the educational television field believe language of this kind could actually destroy broadcasting flexibility. Many "gut" things that must be done—such as live coverage of city council and board of education meetings, documentaries on local problems, and so forth, do not necessarily lend themselves to innovative approaches, but such coverage is essential, nonetheless.

If their treatment depends on innovation, and the broadcaster is not certain that he will meet the innovative standard, there is a possibility they won't be done at all. We must be careful not to tie the hands of those we are trying to help by this legislation. It seems far better to provide outright grants to the local stations, to be used by the broadcasters as they see fit in producing and presenting local educational programs.

Mr. Chairman, the 90th Congress has before it the opportunity to begin to fulfill the promises of the exciting medium of public television. Without action on our part these promises may not, and most probably will not, be realized in full. The President has proposed a dramatic program to aid in this development. The bill I introduced provides two important additions to this plan. These additions, and

whatever other changes this committee in its wisdom deems proper, could make an already strong proposal stronger, and would guarantee the best possible use of public funds in achieving the opportunities presented for the public good.

Mr. MACDONALD (presiding). Thank you, Congressman McCarthy, our distinguished colleague from New York. You have made a fine contribution in a field that I know you personally have been interested in for quite some time.

I might say that at Boston College about a month ago they had a symposium of this very subject and many of the points that you raised were noted there.

I congratulate you on your statement.

Mr. MCCARTHY. Thank you, Mr. Chairman.

This morning you said something that I construed as tying into my proposal when you made the observation that the legislation as it now stands is rather general in nature. This corporation will be independent, and I think it is very important that it should be.

I feel that while the corporation may do some of these things that I have suggested, I think it would tie it down a lot more tightly if these were written into law. In that way we would be assured that some portion of it would go into quality children's programs and that some portion would go directly to the local stations.

Mr. MACDONALD. Thank you again.

Mr. MCCARTHY. Thank you, Mr. Chairman.

Mr. MACDONALD. Mr. Kornegay.

Mr. KORNEGAY. Mr. Chairman, I would like to commend our colleague from New York for a very splendid statement. I know it is a product of several long years of experience he has had in the news media field.

Thank you very much.

Mr. MCCARTHY. Thank you.

Mr. MACDONALD. Mr. Kuykendall.

Mr. KUYKENDALL. I want to compliment the gentleman on getting into an area which I think is very critical and should be covered. He brought out the determination on his own part that I think has already been stated as the intent of all the members of this committee, and a subject I wish to ask the FCC Chairman about later, with regard to the independence of this board of directors.

Personally, I think there is a critical lack in our broad commercial television programing, the language of anything that is really constructive for our children.

I agree with you that this is one of the most wasteful parts of the wasteland that has been discussed. This bothers me.

Do you not think that a rather arbitrary ruling on the part of this committee passed by Congress stating that the board of directors is bound to a certain amount of time or a certain percent of time or, to use an adjective or adverb to describe the amount of time, do you not think this is taking away some of this independence that you, yourself, stated was one of the goals in this program?

Mr. MCCARTHY. We wrestled with that aspect of it in trying to compose the bill. At first we thought we would try and specify, say 10 percent of the funds in children's programing. We vetoed that on the

thought you have just expressed, that this indeed would be too arbitrary a restriction. But we felt that it is so general in nature and we are just letting this thing sail and letting go of it, which I think we should, but before we let it go I think we should give some direction. I think this is a most critical area in molding the minds of our youngsters.

I see my own children just glued to that thing daily, especially the preschool youngsters. I think of the fantastic potential. It seems to me that before we let this thing away from the dock and let it go out on its own, that we should give it some direction without tying it down to percentages, but to put in the legislation, to avoid this generalness that the chairman spoke of that it would require that they devote a certain portion based on their own judgment to quality children's programing.

I don't think it ties them down.

Mr. KUYKENDALL. May I share with you for a moment some of the thoughts that passed through my mind in listening to your statement?

My first impression was, Is he going to differentiate between educational and entertainment for children or children's programs? Then the thought entered my own mind that the only compulsion for a child is his parent making him listen to something unattractive to him. So we would probably have to mix the two. Of course, this stuff they listen to and watch now is quite entertaining and would be pretty rough competition, would it not, for the things that we want our children to watch?

Mr. MCCARTHY. I think it would be. I think that is one of the most exciting challenges of all to those who will be developing the programming in the public television area. This is a tremendous challenge for creative minds, to develop stimulating and entertaining and yet valuable and cultural programs.

This is their goal, to do it. That is all the greater incentive to develop programs that kids would voluntarily tune in that would be educational and not merely entertainment. I think this is a good thing.

Mr. KUYKENDALL. Thank you, Mr. Chairman.

Again, I compliment you on your remarks.

Mr. MCCARTHY. Thank you.

Mr. MACDONALD. Thank you.

Mr. Hyde.

STATEMENT OF HON. ROSEL H. HYDE, CHAIRMAN, FEDERAL COMMUNICATIONS COMMISSION—Resumed

Mr. HYDE. Chairman Macdonald, if it would meet the convenience of the committee, I would try to give a little better explanation than I did this morning as to the functions of the proposed public corporation in respect to interconnection.

The corporation would not own or operate interconnection facilities. It would not be an operating agency for that purpose. It would be authorized to provide financial assistance for local, regional, State, and for national interconnection.

This would be in terms of providing financial assistance, not providing a network setup as such.

I would not anticipate that this looks toward the establishment of interconnection facilities paralleling those that are now available.

I think it is important that the corporation provide assistance for these various kinds of networks because in the development of educational TV that we have had now, there has been a considerable interest in such operations. Alabama has a State network. The interconnection facilities are owned by the system. They are microwaves under license from the FCC.

Georgia has probably the next most complete State system.

North Carolina is expanding a State system. This is operated by the State university system.

But the function of the corporation would be simply to assist in the matter of making facilities available, not becoming a network itself.

I hope this will help to clarify the record.

Mr. MACDONALD. Yes, I am sure it does. Have you anything further?

Mr. HYDE. No, that is all. This is all I have to offer.

Mr. MACDONALD. I don't know if you were consulted at the time of the suggestion that this corporation be formed, but speaking for myself and I think also for the committee, there are the various proposals put forth by the Carnegie Commission and the Ford Foundation.

I was wondering if you knew why one was chosen over the other to be represented in this administration bill.

Mr. HYDE. No, I do not know the reason for the approach that was determined upon. The bill actually is a Health, Education, and Welfare Department bill. Our agency did not participate in the drafting of the bill at all.

We are, of course, very much interested in it. We have had an interest in the Ford Foundation plan because actually the Ford Foundation proposal was first proposed in connection with a rulemaking before the FCC. A filing was made in that proceeding looking toward the establishment of a relay system using satellite techniques which would be authorized under FCC regulations.

But, no, we were not a participant in the drafting of the legislation.

Mr. MACDONALD. Since money is the root of all evil, and we are all using cliches today, as I understood it the Ford Foundation proposal using the satellite would yield between $30 million to $60 million a year.

Am I correct in that?

Mr. HYDE. I must tell you that estimates of that kind were submitted but it has been under considerable further examination and is still undergoing further examination. There are conflicting views as to just how viable it would be and what the income would be and what savings there would be for educational TV.

I must tell you that since the matter is under examination in this proceeding before the FCC, I think it would not be appropriate for me to give any views as to whether it is workable or not. It is a matter of discussion and there are conflicting views about it.

Mr. MACDONALD. I understand that very well, sir. On that same basis would you exclude the witnesses that are about to be called next from Western Union?

Mr. HYDE. No, I would not.

Mr. MACDONALD. They have some matters before you, too.

Mr. HYDE. I would say that these representatives of operating companies are in a far better position to discuss this than would be a mem-

ber of the forum that must make the judgment on the various representations that are made to us.

Chairman Macdonald, may I make this further observation, that the proposal which has been submitted by the administration is not in any way inconsistent with the Ford Foundation proposal. Actually, one of the first duties of the proposed corporation would be to study the possibility of using satellite communications as a means of distributing programs.

Mr. MACDONALD. Which would necessarily make necessary the use of a network-type operation.

Mr. HYDE. Satellite communications might very well be the technology that would be used for the interconnection function.

Mr. MACDONALD. It would hardly be beamed to one station, I wouldn't think, if it came off a satellite. It would have to be beamed through a number of stations.

Mr. HYDE. This, of course, is one of the things that recommends satellite communications, its potential of delivering program transmission to facilities at many points.

I believe I mentioned the point that my assistant was bringing to my attention. The new corporation would be authorized to study the feasibility and practicability of using satellite communications.

Mr. MACDONALD. I don't want to be repetitive, but when we talk to one group, the second group and now the FCC, it seems difficult to find out who wrote this bill and what they had in mind, and what the words mean. I have great difficulty in pinning down exactly what the words mean that are used in the administration bill. I don't want to embarrass you. You are a Republican and I am a Democrat. But I think this transcends that.

As I said yesterday to one witness, if we take it out to the floor, and I think we will, we will have to defend it. I think these are some of the questions that in fairness should have answers given to us so that we can use the expertise that supposedly went into putting out this bill.

Mr. HYDE. Chairman Macdonald, we are very much interested in the bill. The Commission is unanimous in its support of it. We did not participate in the drafting of it.

Mr. MACDONALD. Who did?

Mr. HYDE. I presume it was prepared by the Office of the Secretary of Health, Education, and Welfare.

Mr. MACDONALD. If you listened to his testimony you wouldn't say that.

Mr. HYDE. We are an interested party because as a licensing agency for all television, including educational TV, and because we have reserved the channels for educational purposes, we are very much interested in legislation that would bring to more effectiveness the effort that we have made on our own responsibility to encourage the development of such a service.

Mr. MACDONALD. Thank you, Mr. Chairman.

Mr. Kornegay.

Mr. KORNEGAY. Thank you, Mr. Chairman.

Mr. Chairman, you will appreciate, I am sure, section 396 of H.R. 6736, the bill we have here before the committee, has a provision lim-

iting the corporation to arrange interconnections with public or nonprofit agencies, organizations and institutions.

The corporation does not have any authority to make direct contracts with common carriers for interconnection. Common carriers, of course, are not nonprofit agencies.

The Senate amended its bill to allow the corporation to contract directly with private carriers for interconnection.

In your opinion, is this the most desirable setup?

Mr. HYDE. I would strongly recommend that the House would approve the formula that was worked out in the Senate committee. I would.

Mr. KORNEGAY. In other words, we should amend the House bill to conform with the Senate bill in that respect?

Mr. HYDE. I would recommend that you would do that.

Mr. KORNEGAY. Frankly, if that isn't done there would be very little chance of any interconnection, would there?

Mr. HYDE. I think there would be problems. The way it is written as passed in the Senate there would be full flexibility for either use of private links, common carrier, or a link that would be provided by a nonprofit organization.

You will remember that the Ford Foundation plan contemplated the establishment of a nonprofit organization that would provide transmission service by satellite, and so forth. All of these possibilities would be open under the formula which the Senate has worked out.

Mr. KORNEGAY. Just for my own education and edification, what systems exist in this country so far as interconnection is concerned that are not part of some profit organization?

In other words, are there any systems owned by private, nonprofit organizations?

Mr. HYDE. Yes, there are. Several of these State systems have their own systems.

Mr. KORNEGAY. I mean other than the State systems, such as the one you referred to in Alabama.

If you wanted to originate a show in New York or California, and run it to Kansas or North Carolina, in other words.

Mr. HYDE. I think that the only ones that are in operation are those such as a State system. There are some organizations which call themselves networks and I suppose this is not a misnomer, who use tapes and films for the purpose of carrying programs from one station to another.

But this, of course, does not provide simultaneous broadcasting.

Mr. KORNEGAY. It is not interconnection or network in the sense we are using it here?

Mr. HYDE. It is not network or interconnection in the sense we are using it here. But it does provide for distribution of shows to a number of stations.

Mr. KORNEGAY. They don't actually originate from each individual station?

Well, you send the tape or a reproduction of the show.

Mr. HYDE. That is right.

Mr. KORNEGAY. I am talking about a simultaneous reproduction. You have to have interconnection.

Mr. HYDE. I believe the only facilities available are the common carrier and then these private ones. I have called them private but perhaps I should say specialized ones which have been set up by these educational networks.

I am leaving out one other means used, not for distribution between stations but it is a means which carries the program from a locality of a station to other communities.

This is community antenna service. In many instances a program will be carried from one locality to another over a microwave system used for community antenna purposes.

Mr. DINGELL. Would the gentleman yield?

Mr. KORNEGAY. I will be happy to.

Mr. DINGELL. Am I correct, Mr. Chairman, in understanding that some while back the FCC supported a piece of legislation originating on this Hill which would have authorized the use of the copyright law for control, effective control, of educational TV and limited educational TV to certain boundaries of less than 250 miles?

Mr. HYDE. The Commission supported some amendments to the copyright law which would have——

Mr. DINGELL (continuing). Limited the distance that educational TV could travel over wire as part of a network to less than 250 miles.

Mr. HYDE. Our recommendations were designed to liberalize the copyright law which is construed under Judge Herland's decision to provide absolute liability for the showing of programs without the consent of the originator.

Mr. DINGELL. Limiting it to 250 miles is not necessarily an appreciable liberalization for educational TV traveling by wire on a network. They should travel nationwide, is that correct?

I am intruding on my friend's time.

Mr. HYDE. May I have the question again? I am sorry, I didn't follow it.

Mr. DINGELL. The point I make is that if you are going to have educational TV as part of a network, it should not be limited to 250 miles. It should be nationwide and not limited to just 250 miles.

Mr. HYDE. Congressman Dingell, I don't believe there is a copyright problem at all involved in this educational project we have before us here.

Mr. DINGELL. That still doesn't answer my question.

I am intruding on my friend's time. I want to point out the anomaly of benefiting educational TV by limiting them to 250 miles.

Mr. HYDE. The program we supported before the Senate was actually designed to provide some escape from the absolute liability that now obtains. If it is tighter than it should be——

Mr. DINGELL. 250 miles is obviously tight, isn't it?

Mr. HYDE. But this was really directed to the commercial operation. If it is not appropriate to educational service, we can give it some further attention.

Mr. DINGELL. I would like to have you direct your thoughts more fully to my question, Mr. Chairman, when you have time, and perhaps submit additional commentary.

Mr. HYDE. Thank you for the opportunity. I believe we can give you a more satisfactory answer than what I give you at the moment.

(The following information was subsequently submitted:)

FEDERAL COMMUNICATIONS COMMISSION,
Washington, D.C., July 25, 1967.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: At the July 13, 1967 hearings before your Committee dealing with educational broadcasting, Congressman Dingell requested some additional commentary on the relationship between the Commission's views on the educational broadcasting legislation and its views on the proposed copyright law revision, with particular reference to the question of whether the Commission's position in favor of the educational broadcasting legislation conflicts with the earlier Commission view on the mileage limitation for educational broadcasting exemptions contained in the proposed copyright law. I believe that our positions on these two matters are fully consistent.

On March 31, 1967 we communicated our views on the pending copyright legislation, H.R. 2512, to this Committee. The educational broadcasting exemption contained in that bill was limited to transmissions within an area with a radius of 100 miles. We urged that this provision was too restrictive in light of prevailing educational broadcasting practices. There were also other conditions which we considered unduly restrictive, and in an attempt to suggest a workable compromise, we recommended "that at the least these provisions be liberalized to extend the transmission limit from 100 miles to statewide or 250 miles . . ." Thus, we did not advocate a 250 mile limit as a maximum, but mentioned it as the smallest area which would permit practical interconnected operation by educational stations.

As a further illustration of our views on the mileage limitation, the Commission recently had an opportunity to comment further on the provisions of H.R. 2512, as that bill passed the House. As you know, H.R. 2512 no longer contains any mileage limitation on the educational broadcasting exemption. In a letter of May 9, 1967, to Senator John L. McClellan, we reiterated our dissatisfaction with the conditions of the original H.R. 2512, and stated with regard to the bill as passed by the House:

"The House amendments to H.R. 2512 eliminating the above sources of concern thus more accurately reflect the mode of operation of educational broadcasting today and for the foreseeable future. We therefore endorse the House action in this regard."

I appreciate the opportunity to submit these clarifying comments and I hope that they are responsive to Congressman Dingell's question.

Sincerely yours,

ROSEL H. HYDE, *Chairman.*

Mr. DINGELL. I thank the gentleman.

Mr. KORNEGAY. Mr. Chairman, I have just a couple further questions to tie down what is in my mind.

Mr. Chairman, I understand that interconnection charges of various common carriers are rather substantial. Would these substantial charges more than eat up or certainly cut very deeply into the $250,000 limitation imposed under section 396(k)(2) of the bill before the committee?

Mr. HYDE. The interconnection charges are substantial for a nationwide broadcast, of course. They can be much lower for a regional or even a station system.

The bill before us here would allow the Commission to approve special rates for educational services. We think that is a very important feature.

Mr. KORNEGAY. Let me ask you this: Do you think the limitation of $250,000 in the bill should be increased in line with the cost realities on interconnection at least for the fiscal year ending June 30, 1967?

Mr. HYDE. I wouldn't be prepared to make such a recommendation. I believe that $250,000 is directed toward projects, isn't it?

Mr. KORNEGAY. That is right. That is the total limitation on the projects.

Mr. HYDE. I believe the $250,000 is designed essentially for assistance to a station producing a program rather than for its distribution throughout the network.

Mr. KORNEGAY. In other words, you don't feel interconnection charge should be included under the law in the $250,000?

Mr. HYDE. No, I think I would leave it out of that $250,000 because there is general authority for the corporation to give assistance for interconnection purposes. I think that is separate from the $250,000 item.

Mr. KORNEGAY. It would be over and above that?

Mr. HYDE. Yes.

Mr. KORNEGAY. I yield to the chairman.

Mr. MACDONALD. Mr. Chairman, isn't it a fact that the corporation could give a grant to a station for whatever purposes it wants but limit it to $250,000?

Mr. HYDE. This is the way I understand it.

Mr. MACDONALD. In other words, if they used $250,000 in production, they get nothing for any other charges that they might have?

Mr. HYDE. As I understand it, they may make an award up to $250,000 for assistance in programing. But there is general authority to assist stations in interconnection. I think that would not necessarily be associated with a production project.

Mr. KORNEGAY. Mr. Chairman?

Mr. MACDONALD. I yield back to the gentleman.

Mr. KORNEGAY. It has just been called to my attention that Secretary Gardner, when he testified before the committee, stated that the interconnection charges were included in the $250,000.

I think this is a point we ought to have presented correctly.

Mr. HYDE. I can say that some clarification might be necessary here.

Mr. KORNEGAY. Thank you, Mr. Chairman.

Mr. MACDONALD. Mr. Kuykendall.

Mr. KUYKENDALL. Though I am a very junior member of the committee, I can say in my short experience I have never seen since being here or read any piece of legislation with as many unanswered questions as this one.

I think the overwhelming majority of this committee is basically sympathetic to this overall goal. I ask you to put yourself in this position, if you will: How would you feel if the representative of a perfectly reputable company, let's say a brokerage firm selling securities, came to you and gave you a beautiful picture of the future of an operation, every answer you wanted except when the time came you asked him, "What is the cost? What is the overhead going to be for the future?" And he said, "Well, sir, you will have to wait and see on that, but I want you to buy now."

That is what we are being faced with. All the answers except the important one is answered.

I have heard both conservatives and liberals bringing up this question. That is the first question I want to ask you.

Mr. HYDE. May I answer it this way, that the $10,500,000 provided under title I, after allowing for radio interconnection, improvement,

or expansion of existing facilities, would provide funds, based on present costs, for approximately 20 stations a year.

This would enable us to reach the contemplated Carnegie goal of 380 stations by 1980. There is a pretty definitive statement as to what it would buy.

Then I would add this, that this is not a program into which you build a lot of capital plant. It is a program of assistance to educational TV stations. If you find that it is not carrying out its purpose, if it is not equal to the promise, it can be curtailed or even eliminated. It would always be under the supervision of the Congress.

Mr. KUYKENDALL. Mr. Chairman, to use the phrase of our distinguished ranking member who normally sits in this chair as of yesterday, in discussing this same problem with a representative of the Carnegie group, he called the $9 million—I think was the figure—peanuts. But the Carnegie group, and this is the only group that has been willing to discuss anything in the way of projection of costs, came up with a 3-year cost of around $350 million, not $30 million. So there is more than just a slight spread here, I would say, between what the Carnegie group gave us in the way of cost.

When you are speaking of cost, we are talking about the amount of money we will have to pick from the taxpayers' pockets.

Mr. HYDE. Yes.

Mr. KUYKENDALL. That is whether you call it a tax on television reserves or whatever. How much money will we have to take out of the taxpayers' pockets on a 3-year appropriation?

Mr. HYDE. The $9 million you referred to would be the funds for the first year of the operation of the Corporation for Public Television. That would be the commitment there.

The other appropriations would be for extension of the Educational TV Facilities Act, a program that is already in operation or has been in operation. There it is just a question of the degree as to how much assistance Congress would find it appropriate to give.

Mr. KUYKENDALL. Of course, the bill is asking for an open end, as much as is necessary. The Carnegie people told us there will be over $300 million that will be necessary.

Mr. HYDE. That is to reach their goal.

Mr. KUYKENDALL. Let me ask another question. Obviously, we still don't have the answer from any governmental agency.

Secondly, and this is something that has disturbed us a great deal, is the matter of the board of directors, built-in safeguards.

The answer we get from the witness chair almost universally is we depend on men of character and good will to furnish the safeguards.

I love men of good will. I hope everybody in Congress is a man of good will, and I assume they are. But I like safeguards written into the law because that is what our Government is based upon.

You belong to an agency, you are chairman of it, with a safeguard built in, and I very much approve of that. Would you object to the board of directors' description saying not more than eight members would be members of one political party?

Mr. HYDE. I could not object. I haven't reviewed this with the agency.

Mr. KUYKENDALL. I am asking you personally.

Mr. HYDE. I would have no objection.

Mr. KUYKENDALL. I think this is almost essential in the safeguards that we must have. We are going to be questioned. These stations are going to be accused of being partisan, even if they are not.

Mr. HYDE. Congressman, there is this point I would like to make: The corporation would not be an operating agency. It wouldn't operate a single station. It wouldn't be licensed to operate any.

It would merely be an agency to receive funds and to provide assistance to operating stations, all of whom would have full authority to accept or reject programs.

Mr. KUYKENDALL. I am glad you brought this up. In this case, who is the judge as to whether or not a program may be either labeled "commercial" or "political," or "partisan political"? You know the charge is going to be made that these programs are either commercial or partisan political.

I will give you an example of commercial. You may put on a safe driving show and have too many Ford automobiles or Chevrolet automobiles in it and the other side will object. Who will be the judge of this?

Mr. HYDE. The station operator must be the judge, the licensee. We hold them responsible for program judgments.

Mr. KUYKENDALL. Who holds them responsible?

Mr. HYDE. The FCC.

Mr. KUYKENDALL. So you are the boss of this?

Mr. HYDE. We are the boss in the sense that we hold a licensee responsible for everything it broadcasts. There are certain rules and regulations, certain policies, which are applicable, but the judgment as to whether a program is received or not received, or the conditions, is up to the licensee of the individual station.

I think this is fundamental to our whole system. I think the local autonomy and diversity is our main protection against untoward interference with mass media.

Mr. KUYKENDALL. I know my time is running out, but to give you a prime example of what I am speaking of, I happen to be a great proponent of fluoridation. I think a fluoridation study would be completely educational. That is my opinion. But if you put on a fluoridation show on a Government-supported television program in my hometown, you know what would happen.

Mr. HYDE. I expect there would be some concern about it.

Mr. MACDONALD. The time of the gentleman has expired.

Mr. Ottinger.

Mr. OTTINGER. Thank you, Mr. Chairman.

It seemed to me that during the morning session I understood you to say, Mr. Chairman, we should be relatively happy with your degree of control over this arrangement because it would be roughly analogous to your control over commercial networks. If this is your contention, I would say our happiness hangs on an awfully slim reed.

Mr. HYDE. I think I said there was some similarity. There is this difference which I would mention now, since you give me the opportunity: The networks are operating agencies. They do in fact create programs, they buy others, they sell sponsorship for their programs, and they maintain schedules. Yet they are not licensed by the FCC at

all, except as operators of individual stations. But in their capacity as networks they are not under any licensing system.

In the case of the corporation we are talking about now, we would not have an operating agency but really an organization to receive funds to give assistance to production centers and to stations to help them in arrangements for interconnection, but really not a network at all.

In view of that, I really don't see any necessity for putting them under a licensing system.

Mr. OTTINGER. My observation would be that the networks could use a little more control.

Mr. HYDE. I am not raising the point at this moment, but in times past when the Commission has suggested that they be given some regulatory authority there, it has not cleared Congress.

Mr. OTTINGER. Perhaps we should see if we could change that. As you may know, I have introduced legislation to remedy this situation with two of my committee colleagues, Congressmen Moss and Dingell.

On another issue, I wonder if the CATV people are going to be making any money out of the arrangements proposed in this bill. Do CATV operators now operate in educational programs?

Mr. HYDE. This is a very interesting question. The CATV service does deliver programs to homes, picking them up off the air, sometimes transporting from one city to another by microwave.

The programs of an educational station will very often be among the various channels that that CATV service will provide to a given home. They do collect a fee.

Mr. OTTINGER. Do you think that is appropriate with respect to a station subsidized under this program?

Mr. HYDE. I would regret to see the educational service left out when they were carrying the commercial stations.

I would be very hopeful that the educational station service would be made available on as broad a basis as possible. I am afraid that if we had a rule that said you may not disseminate or transmit the programs of educational stations we would be discouraging their distribution.

Mr. OTTINGER. Is there any way we can provide, in those areas where the only way to get satisfactory reception for educational television would be through a cable transmission, that the Corporation could provide the cable connection?

Mr. HYDE. I believe, Congressman, in the interest of getting the customers that the CATV people don't need any encouragement to pick up and use any programs that are available. Systems are becoming larger.

Mr. OTTINGER. How does it work? Do they have to add anything to their cable to bring in educational television, or does one cable bring in reception from all stations?

Mr. HYDE. The first cables had enough capacity for three networks. Presently they found it possible to establish cables with five. Then it went to 12. Now we are hearing about cable capacity up to 20 channels, and we are hearing about proposals to create programs, to buy film and to go into the program distribution business in addition.

The trend has been to higher and higher capacity. As a means of providing more service to the customer it has been the usual thing for them to carry the educational service as well as others.

Mr. OTTINGER. That may present an interesting problem for us. Do you have any solution? I dont have any immediately.

Mr. HYDE. I would be very much interested in a good answer to the problems that have been created by this new technology which has become not only a community antenna service supplementing the over-the-air transmission in the service area of a station, but which has also become a distributing service.

Mr. OTTINGER. The Senate amended the administration bill which had provided for only one system of interconnection, to say one or more systems.

Do you support that amendment?

Mr. HYDE. I do. The information I gave a little earlier this afternoon about the development of State and regional systems would illustrate the need for this. We have several State systems working now, and this change which the Senate made would be very helpful to them.

Mr. OTTINGER. If stations want to own and operate their own interconnection equipment they could receive from HEW for such equipment the funds under title I. But if the same stations want to lease interconnection facilities, I understand these funds would have to come from the corporation under title II, rather than from HEW.

Do you think it advisable to amend the bill to provide that HEW may also provide grants up to the limits established in title I for the cost of leasing interconnection facilities?

Mr. HYDE. I would suppose that at such time as you might be considering this other statute liberalizing it would be consistent with what we are recommending here.

Mr. OTTINGER. There are additional funds, aren't there, provided?

Mr. HYDE. Yes; but I believe, Congressman, that these bills for general aid to education cover so many things other than television that the amount that is available for the use of broadcasting for education may be quite limited.

Mr. MACDONALD. I am sorry, the time of the gentleman has expired.

Mr. Brown.

Mr. BROWN. Mr. Hyde, as I understand the FCC now licenses ETV stations.

Mr. HYDE. Yes, sir.

Mr. BROWN. And they review the technical signal, the signal put out by the station, for its technical qualities. They review the propriety of the programs, and I presume observe whether or not the station meets other standards.

Is this correct?

Mr. HYDE. This is correct.

Mr. BROWN. Do they also concern themselves with the extent to which the ETV station is meeting the educational responsibilities under which it is licensed?

Mr. HYDE. No; we have not concerned ourselves with that close an examination. We do expect them to show that they are serving the purposes of education in their community. But it can only be a general test. Otherwise, we get into the field of censorship which, of course, we are prohibited from doing.

Mr. BROWN. In other words, there are no criteria by which you determine whether an ETV station is doing the job of serving as an educational station?

Mr. HYDE. There is this criterion. We insist that the applicant in this service be either a public or private educational institution, which in itself is an assurance that the service will be educational.

There are rules which prohibit the broadcasting of commercial continuity on an educational facility.

Mr. BROWN. By "commercial continuity," what do you mean?

Mr. HYDE. Sponsored programs.

Mr. BROWN. Material for pay?

Mr. HYDE. That is right. There is the further provision that they must submit a plan of operation which shows that it has been worked out with some thought and on the basis of that the Commission must make a finding that the operation will serve the public interest. This occurs every 3 years. We may not issue a license for more than 3 years.

Mr. BROWN. You mentioned the plan of operation. Do you review whether or not they are operating according to that plan?

Mr. HYDE. Yes; that is right. We do expect that in working out their format, which I called the plan, the application will show that some thought has been given to it.

Mr. BROWN. Then I presume that the FCC would have available, for instance, from ETV stations the amount of time which is aimed at the classroom and the amount of time which is aimed at a nonclassroom situation?

I am reluctant to say aimed at the home, because I am sure that TV is watched elsewhere than in the home. I would like to make a distinction between classroom and nonclassroom.

Mr. HYDE. We have not established any requirements that a given amount of time should be appropriate to classrooms and another portion of the time for general educational purposes.

We have rather satisfied ourselves by examining the plans of the applicants to see if they have been worked out with some regard for what is appropriate in their respective community.

Mr. BROWN. I wonder if that information might be provided to this committee. In other words, from the experience of the past with reference to ETV, the amount of programing of all ETV stations and whether or not it is aimed at the classroom or nonclassroom viewer.

Mr. HYDE. I would like to check the figure. My assistant was just indicating that the percentage seemed to be around 43 percent for classroom.

Mr. BROWN. Is it your viewpoint that when we go into this new program, should be go into it that the percentage would be about the same?

Mr. HYDE. I would not. I would suggest that you leave this completely flexible.

Mr. BROWN. In other words, that it would be possible that an ETV station might aim——

Mr. HYDE. It might aim primarily at the home audience. I don't want to say adult audience, but the home audience. The reason I suggest this is that the FCC has made an allocation of facilities for a service on higher frequencies which is designed primarily for distribution to classrooms.

If we could develop that service for classroom purposes it would make more scarce channels available for the general and larger audience.

Mr. BROWN. Would you have available the percentage of viewing time of ETV in the classroom versus the percentage of viewing time of ETV in the homes?

Mr. HYDE. I will investigate to see what information I can supply on that. I am not sure I can be of very much help, but I will try.

(For reply, see letter dated July 25, 1967, p. 194.)

Mr. BROWN. We have had some conflicting figures on that subject.

Mr. MACDONALD. Mr. Van Deerlin.

Mr. VAN DEERLIN. I thought in answer to a question from Mr. Kuykendall, Mr. Chairman, you indicated that you felt that the $250,000 maximum allocation to one station could not be used for interconnection purposes.

Mr. HYDE. I didn't mean to indicate it could not be used for interconnection, but I did mean to indicate that this would not exclude the possibility of other funds for interconnection.

In other words, as I understand this $250,000, this is for one project, and this might be essentially the development of a program idea.

I would not think that this would be a limitation against some assistance to interconnection outside the $250,000.

Mr. VAN DEERLIN. As long as that is clear, all right. I was afraid there might be a discrepancy between this testimony and the testimony given by Mr. Gardner.

Mr. HYDE. This is the way I intended to put it. Of course, I am not one of the drafters of the bill. This may need to be examined more closely.

Mr. MACDONALD. On that point, I am confused. We were told the bill seems to read that each station that is given a grant can only get up to $250,000, whether it is for programing, carrying signals, for whatever. They can just get $250,000.

Mr. HYDE. May I refer to the text a moment?

Mr. MACDONALD. Yes.

Mr. HYDE. One possible answer is that the $250,000 might go to the station for the program, the assistance for the distribution of the show might go to the carrier or some other entity that provided the transmission.

If so, you could have $250,000 for a program produced by a station, with interconnection funds supplied to a carrier, giving you a larger contribution to the overall end of national distribution.

Mr. MACDONALD. In that event it would seem quite likely that certain stations would get quite a lot of money and some stations, because there would be a lack of money, would not get any. That doesn't seem to me to be the idea behind this bill.

Mr. HYDE. There would be this offsetting consideration: If a fine program were produced at a given station with an assist, say, of $250,000, this program would be available to all other stations. It might be more helpful to another station to have the use of the production facilities of the first one than to have the grant itself.

In other words, $250,000 for program production might be beneficial to every station that can be associated in a network presentation or apart from the network through a distribution by tape.

Mr. MACDONALD. That is obviously true. I don't mean to intrude on any member's time, but yesterday it was testified by the panel that presented the bible, which I don't happen to think is the bible on this particular subject, but it is referred to by everybody as the bible, and they said—I think I am quoting them exactly—that a station could get money for production several times over which would lead one to believe, unless you knew the bill, that they could get much more than $250,000.

It is my impression and my conviction that no station, no matter where it is located, Boston, New York, any place that has good production facilities, can get more than $250,000. If I am wrong, I wish someone would tell me.

Mr. HYDE. Chairman Macdonald, that is what it seemed to say to me. I read the other testimony, which seems to be inconsistent with that.

Mr. MACDONALD. Right. You and I both know that the witness isn't always right. He might have had a hard, long day in answering questions that are repetitive.

Mr. HYDE. I appreciate this understanding of my situation, Mr. Chairman.

Mr. MACDONALD. Therefore, I wouldn't take everything that the witness says as being correct.

The bill seems to me to say, and I don't know who wrote it, that a station is entitled to $250,000 if the corporation decides that that is what they are entitled to, but no more. That is it, $250,000, period.

Mr. HYDE. That is what it seems to say under my reading.

Mr. MACDONALD. When you talked to Mr. Van Deerlin, you seemed to say it differently.

Mr. HYDE. No, when I talked to Mr. Van Deerlin I meant to say this would not prevent the corporation from providing other funds for networking. The other funds might very well go to the common carrier, A.T. & T. or some other carrier.

Mr. MACDONALD. But the total amount allocated to a given station would be $250,000.

Mr. HYDE. To a station for a project or for the service of that particular station. But this, I think, would not be a limitation against the corporation providing other funds for interconnection to that station.

Mr. MACDONALD. Then we go up into the wild blue yonder again. How much is this bill going to cost? We don't know. Even taking the guidelines that you used, we don't know how much it would cost, and certainly, if what you say is true, now it is really an open-end law.

Mr. HYDE. You do have a ceiling for the first year.

Mr. MACDONALD. Yes, 1 year, which, as everyone has said, is peanuts. That isn't very much.

Mr. HYDE. Of course, any further appropriations would have the scrutiny of the appropriations committee.

Mr. MACDONALD. We were told yesterday that that wasn't going to be so.

I now recognize Mr. Stuckey.

Mr. STUCKEY. No questions.

Mr. MACDONALD. Mr. Kyros.

Mr. KYROS. Thank you, Mr. Chairman.

Mr. Chairman, I have one question that I think you might perhaps have already answered today, and that is with regard to the nonprofit corporation. Have you testified you believe it should operate its own interconnection system?

Mr. HYDE. My statement was that in a number of instances educational systems have set up their own interconnection systems. I also referred to the fact that in the domestic satellite proceeding there has been submitted a proposal looking toward the establishment of a nonprofit corporation which could provide interconnection service.

Mr. KYROS. In other words, the corporation itself could make contracts with other nonprofit corporations.

Mr. HYDE. Yes. Under the Senate amendment, this public television corporation could make contracts with other organizations for interconnection service. These other entities could be nonprofit organizations or could be common carriers.

Mr. KYROS. Or even a private carrier?

Mr. HYDE. Or even a private carrier, yes.

Mr. KYROS. Thank you, Mr. Chairman.

Thank you.

Mr. MACDONALD. Mr. Brown.

Mr. BROWN. Mr. Hyde, I have turned to your testimony on page 15 where you discuss title III for about a page. Under that you said, and almost exactly quoted the legislation, or you referred to the study in S. 1160 provided for by the Secretary of Health, Education, and Welfare, to conduct a comprehensive study of instructional television and radio, and in doing so directs him to consult with other interested Federal agencies, these provisions recognizing the pertinent questions to be resolved are what Federal aid should be provided and what form it should take.

You then note that the Secretary has some funds for study of instructional television under other legislation, under the Elementary and Secondary Education Act, and so on.

You go on to say that this study will be concerned with the relationship of facilities, such as broadcast. I am not sure I know what that means. Do you mean commercial television?

Mr. HYDE. Primarily you would be talking about educational broadcasting. This would include both radio or oral broadcasting and television broadcasting.

Mr. BROWN. But only in the sense that there are educational noncommercial stations, or are you talking about the commercial stations also?

Mr. HYDE. I really was talking about educational stations here. But since you raise the point, I don't see why we should exclude the possibility that commercial stations might be considered in the study. There are certainly contributions to public information that would be useful to the citizen.

Mr. BROWN. Since you are quoting almost exactly the language of the legislation, I think your testimony, and the testimony, of whoever drafted the legislation, would have to be considered significant in this area as to whether or not we are talking about educational television.

Mr. HYDE. We were talking about the broadcasting techniques in the educational process. We think this is the subject which deserves a thorough-going examination. We didn't make a distinction there as to the classes of stations.

Mr. BROWN. If I may go on, and I don't want to do jeopardy to this, I would skip down to the next part that I am vague on.

You say that this study should supply the required concrete and comprehensive data upon which Congress may exercise its judgment as to the role that the Federal Government should take in the extension and expansion of television and radio as an integral part of American education.

What is meant by an integral part of American education? Are you talking about the public school system?

Mr. HYDE. I am talking about public schools, university systems, all of our recognized institutions for learning. The suggestion is that this new, modern tool should be examined to see what better use can be made of it in the overall educational process.

Mr. BROWN. Is that limited to the classroom technique or are you referring to use in the home?

Mr. HYDE. I am not limiting it to classroom.

Mr. BROWN. Are you referring to merely educational programing, instructional programing, how-to-do-it kinds of things?

Mr. HYDE. Basically, yes, but I would not limit it to instructional, which is more like classroom than the other. I would give it very broad meaning. It may be that broadcast techniques are the one way to continue the educational process outside the classrooms, something that could be very important to an educational program that goes beyond just the formal school type.

Mr. BROWN. I would like to pursue that, but I don't want to test the patience of the chairman any further.

I would like to conclude with the further question about the statement that the Commission will be most happy to cooperate with HEW in the study.

It is my impression that this legislation gives the Secretary of Health, Education, and Welfare $500,000 with which to conduct this study and he doesn't have to consult with anybody.

Mr. HYDE. He would not. We are a communications agency. We do not make any representations as to having any expertise in the educational function. That is one reason why I am not the best witness for these last two or three questions of yours. But we are the authority for the allocation of frequencies to the services. We could, if it developed that these channels were—well, let us put it this way: We are the authority that would make the allocation of channels, as we have in the past. Our interest in the matter would be essential.

I suppose the main assistance that we could give to the Secretary would be in terms of what kind of communications facilities would be available and how they could be used, and so forth, rather than education as such.

Mr. BROWN. If you will permit me, Mr. Chairman, and Chairman Hyde, this whole area, it seems to me, is fundamental to whether or not we are broadening educational television as it now is being utilized to include a public broadcasting network system that will be in fact,

in reality, competitive for home viewing, information transmission—I don't want to use the word "propaganda"—with the private broadcasters or whether or not we are merely trying to utilize television as an assist in education. If I were in your shoes, and I would like to have your reaction to this, I think I would be very jealous of the Secretary of Health, Education, and Welfare without the explicit assistance or cooperation of the FCC doing a study of the private television industry as it is now set up in this country to see where they fit into this educational picture.

I don't object to them doing the study, but I would think they would want to take into account FCC rules and regulations, for instance.

Mr. HYDE. I think they would have to take into account the FCC.

Mr. MACDONALD. I am sorry, my patience has now expired and so has your time.

Mr. BROWN. Could I have a response to the question?

Mr. HYDE. I would like to respond that I think the Secretary would be very much interested in our rules and regulations as we would be interested in his study. I think there would have to be cooperation there. But in the study of education, as such, we would have to defer to the experts in that field. Insofar as they would use communications channels, they would certainly have to cooperate with us.

Mr. MACDONALD. Before I yield to Mr. Van Deerlin, sir, you have already said you have the right to license these people. I would gather that with the right to license it also takes on the aspect that you have the right to lift their license; is that correct?

Mr. HYDE. Yes.

Mr. MACDONALD. So all this talk about cooperation, et cetera, is fine. But you are the people who are going to make the thing run. If you don't want a station on the air and you can buttress your position, you can take his license away. Is that not correct?

Mr. HYDE. That is correct. There cannot be an operation without a license from the FCC.

Mr. MACDONALD. Then what is all this talk, and I don't mean to get into controversy about it, about cooperation? They have to cooperate.

Mr. HYDE. We were discussing this proposed $500,000 study in title III.

Mr. MACDONALD. If you were going to lift a license of an educational station, what are the things you would look at before you would do that?

Mr. HYDE. The first thing in all cases is whether or not they have violated the law or the regulations, and finally a license couldn't be lifted except upon the finding that the continued operation would not serve the public interest.

Mr. MACDONALD. If an entertainment network put in a few commercials, would you lift the license?

Mr. HYDE. That would be a violation of regulation.

Mr. MACDONALD. Would you lift the license?

Mr. HYDE. Yes; if there were a pattern of disregard for the rules applicable to the station.

Mr. MACDONALD. Thank you, sir.

Mr. Van Deerlin.

Mr. VAN DEERLIN. In what appears to be another minor question of authority, I refer to the very end of your prepared statement, the

concern that you voice over section 396(h) of the legislation. That section of the bill says that preferential rates for interconnection in public television would be subject to such rules and regulations as the Federal Communications Commission may prescribe.

Yet on page 17, the last page of your statement, you say:

> We suggest that it should be made clear either in the proposed Section 396(h) or in the legislative history that the Commission's existing authority in this area is not altered.

What is the concern that you have in mind here, which I think is not made clear by the statement?

Mr. HYDE. Congressman Van Deerlin, we would not wish to be precluded from suggesting rates ourselves, or being restricted in the present authority that we have to prescribe or approve. But the essential point in this whole discussion is that the Commission should have authority to approve special rates for educational broadcasting.

Mr. VAN DEERLIN. In view of your long experience in this field, Mr. Hyde, do you think there is a realistic possibility that the common carriers will make special rates available?

Mr. HYDE. Yes, I think there is a real possibility. I think you could envision the possibility of having programs distributed in off-peak hours under conditions that would not be satisfactory for a commercial network, but would still do the job for an educational system. Many programs would be such that the element of time wouldn't be as critical as it is in a newscast and things like that.

Yes, I see the real possibility of a service of a specialized kind at rates more favorable than would obtain for other services.

Mr. VAN DEERLIN. Thank you.

Mr. MACDONALD. Thank you very much, Mr. Chairman, for your assistance today. Your presence has lent a good deal to the hearings. We appreciate your patience in listening to all our questions and comments.

Mr. HYDE. Thank you very much, Mr. Chairman. I appreciate your courtesies.

Mr. MACDONALD. Our next witness is Mr. Earl D. Hilburn, vice president and special assistant to the president, Western Union Telegraph Co.

STATEMENT OF EARL D. HILBURN, VICE PRESIDENT AND SPECIAL ASSISTANT TO PRESIDENT, WESTERN UNION TELEGRAPH CO.

Mr. HILBURN. Mr. Chairman and members of the committee, I appreciate the opportunity of appearing before you today in support of H.R. 6736, H.R. 6845 and the other related bills which are proposed to give assistance to educational, nonprofit broadcasters.

The general aims and objectives of public television have received a great deal of attention and favorable comment in recent months. Therefore, I will not take the committee's time to reiterate the basic points which have been well established by others; rather, I will confine my comments to the constructive role that a domestic satellite service can render in practically and economically benefiting the nonprofit educational broadcasters as well as the other users of interstate communications services.

As testimony by Chairman Hyde has already indicated, and is amply evident from a review of the record of the recent hearings on S. 1160 (the companion bill to H.R. 6845) before the Subcommittee on Communications of the Senate Committee on Commerce, there are many legal, technical, and policy questions which require decisions by our Government before this service can be established.

However, the near-term benefits are so great that we urge that an interim system be authorized with adequate safeguards to insure this being accomplished in a way that maintains complete freedom of action after the final evolvement of governmental policy in this complex area. We believe this can be done.

In short, Western Union feels that the country should proceed without further delay to inaugurate limited service. The Ford Foundation has proposed that an initial period of experimental operation might be carried out by NASA. However, this would require additional congressional authorization and appropriations, particularly inasmuch as the space agency does not have domestic earth stations except at Rosman, N.C., and Mojave, Calif.

It is our belief that a share or multiple service satellite will ultimately be more economical than a proliferation of dedicated systems. If this is the national decision, then COMSAT would be the logical entity to provide the space segment of such a common service.

We stated in our recent filing with the FCC, in connection with the domestic satellite inquiry, docket 16495, that the domestic earth station complex should be owned and operated by the common carriers. We reiterate that position now. However, Comsat has offered to furnish an experimental domestic satellite and build two large domestic earth stations (one on each coast) for shared use of several services, two medium-size stations (one in the Northwest and the other in the southeast) for Western Union's use in message and data service, plus a number of small receive-only installations for TV program distribution which would be placed at various locations (in Mountain and Pacific time zones). While we believe the Comsat plan has considerable technical merit, we do not feel that they should be permitted to carry out this proposal without a prior understanding as to the ultimate ownership of the various earth stations. The establishment of these facilities without such a prior understanding might well prejudice the outcome of the pending issues.

Mr. Chairman, in testimony before the Senate on the 25th of last April, I outlined a plan which is of more modest proportions than the Comsat proposal, but which we believe could be placed into service sooner than any other proposal which has yet been offered.

This would entail the construction by Western Union of the six medium-size, multiple-access earth stations, which were the subject of our November 7, 1966, filing with the FCC for construction permits for a network of regionally located earth stations.

Subsequently, on January 5, 1967, these were returned to us, without prejudice, by the Commission pending the resolution of the policy questions raised in connection with docket 16495.

Mr. MACDONALD. Excuse me, sir, but I was wondering if this was the proper forum for you to take up this matter. This is a hearing on educational TV, rather than public TV. I don't think it is the proper

forum to hear about satellites, as such, who should own them, et cetera. That is not within this jurisdiction.

Mr. HILBURN. Mr. Chairman, the subject of satellite communications, of course, is a keystone of the Ford Foundation proposal. It also, I think, is directly relevant to the question of interconnection which has received considerable discussion before the Senate and in the proceedings that I have listened to today.

Mr. MACDONALD. I have not had the chance to read your entire statement, but I was wondering if you ever get on to the subject of educational TV or whether you keep talking about satellites and who should own them.

Mr. HILBURN. The main thrust of my statement does concern itself with satellites, but later on in the statement I do specifically make a proposal as to how we believe that the public television or the educational TV services can be aided and benefited, both economically and operationally.

With your permission, I would like to continue.

Mr. MACDONALD. Yes, indeed.

Mr. HILBURN. It is significant to note that these filings represented not just a general description of a plan, but were, in fact, the result of a substantial engineering effort.

We detailed the design of the stations and selected the specific sites. Options have been taken to secure these sites, and interference studies have been made for each location to insure that our stations could be placed in service without conflicting with other previously licensed services.

It would take Comsat, NASA, the Ford Foundation or any other entity that might be authorized to proceed with initial domestic service at least 6 months, and probably closer to a year, to reach the same point of readiness for a similar number of regionally located stations capable of originating as well as receiving public television network programs.

Also, it should be noted that these six stations have the advantage of being geographically situated where they may be utilized for multiple-access message and data service. Hence, an investment in these stations would be economically justifiable whenever regular domestic satellite communications are inaugurated, no matter what the ultimate decision might be regarding television program distribution.

If the FCC were willing at this time to take favorable action on our previously submitted applications, we would make these facilities available for an initial demonstration period without charge to public television.

This offer assumes that for the duration of this domestic test, the space segment would be provided by having NASA turn over to Western Union the communications transponders in selected spacecraft in the application technology or the current ATS series of satellites. The ATS has been authorized and funded by the Congress for the purpose of investigating and flight testing technology that is common to a number of satellite applications.

The wideband transponders which are carried aboard the current ATS series of satellites operate in the frequencies presently assigned

to commercial satellite service. These transponders should continue to operate and, therefore, could be relied upon to give dependable service for relatively long periods beyond the initial experimentation for which NASA will have constructed and flown these satellites.

The concept of using satellites in operation service beyond the initial research and development period is already well established. After demonstrating the feasibility of communications via synchronous satellite, NASA turned over operation control of Syncom II and Syncom III to the Department of Defense, in order that they might be used experimentally in advance of the availability of the military satellite system.

Similarly, after the initial NASA experiments were completed, the Tiros satellites routinely took hundreds of thousands of cloud cover photographs for the Weather Bureau. The automatic picture taking, or APT–TV system aboard ESSA II, permitted individuals around the world to directly interrogate and instantaneously receive local cloud cover pictures with privately owned ground receiving equipment.

We recognize that the cited examples were single-purpose satellites, while the ATS series are multipurpose and carry a number of payloads.

Thus, in this case, a coordinated effort would have to be developed between Western Union and NASA, so that the spacecraft could be controlled in such a way as to continue to serve the NASA scientfic experimenters in areas other than communications while the transponder capacity is being utilized by Western Union.

However, we have been studying this matter for several months, and we believe that this is both technically and operationally feasible. Assuming this can be worked out, the space segment for this period of initial domestic experimental operation would be provided without any additional expense to NASA or the Government.

The modifications necessary to permit our multiple access message and data earth stations to operate with the ATS are minimal and easily accomplished.

This plan would provide a single channel of either color or monochrome TV network programs for each ATS satellite included in the experiment. During this demonstration period, the intercity transmission costs to the public television broadcasters on this network would be limited to only the common carrier's tariff for whatever short-haul facilities are required to get the signals to and from our nearest earth station.

We would be willing, for the duration of this demonstration, to interconnect the satellite network with private microwave systems devoted to public television broadcasting and authorized by the FCC for public television service. We would also be willing to furnish consulting engineering assistance to those nonprofit educational broadcasters who prefer to build their own small receive-only installations for direct reception of satellite signals.

In exchange for the use of the ATS transponder capability (which, in turn, makes possible the TV channel for public television use per satellite), Western Union would propose to use the additional

capacity of the ATS transponders in limited service to help meet our intercity transmission requirements for message and data traffic.

Should the ultimate national decisions result in someone else having this franchise and we should not be permitted to continue operating these earth stations (even in multiple access message and data service), we would transfer them to whatever entity may be given this authority. In this eventuality, we would contract for our transmission facilities between these locations from the new operator of the stations.

I want to make it clear for the record why we feel it would be appropriate for Western Union to proceed with its earth stations, although we don't recommend allowing Comsat to implement its proposal until there has been some clarification of the ownership question.

A very important difference in these situations relates to who is going to be the primary user of the facilities. In the Comsat case, several sizes of terminals are proposed, each serving a different primary use of satellite communications services.

Clearly, we think it is in the interests of the public and the users alike that some general agreements be reached as to the ownership and operation of these various types of facilities before Comsat is permitted to start building them. In the Western Union case, we are proposing to build only those stations of which we are to be the primary user when the domestic satellite system is placed in regular operational service.

In summary, we would agree with many others who are scheduled to appear before your committee that it is vital that this country proceed without further delay to establish an experimental program of public television.

A domestic communications satellite system can clearly provide a vital part to implementing such a service. Western Union is ready and willing to assist in this pilot demonstration, and, if accomplished in the way I outlined, service could be provided promptly without additional governmental investment and without subsidization by other activities.

Further, it would result in getting into place six regionally located medium capacity earth stations which will be needed, in any case, to meet our intercity message and data transmission requirements.

Lastly, Mr. Chairman, I have not taken the committee's time today to express Western Union's views on the legal and policy issues relative to the establishment of the ultimate domestic communications satellite service. Our position has been summarized in a brief which we filed on April 3, in connection with the FCC docket 16495.

However, I would like your record to show that we continue to have serious concerns about unanswered questions in the Ford Foundation's proposal, as previously expressed in my testimony before the Senate committee on the 18th of last August. The subsequent filings of the foundation, although they have been voluminous, have failed to answer a number of rather fundamental objections which we have taken to the Broadcasters Non-Profit Satellite Corp.

We will be glad to prepare a supplemental statement in this connection for the record, if you feel it would assist the committee in its work.

Mr. Chairman, I appreciate the attention that you and the members of the committee have given to my remarks, and I am ready to answer any questions that you may have.

Mr. MACDONALD. Personally, I just have one. That is that the statement you presented is more or less a brief submitted to the FCC, isn't that right?

Mr. HILBURN. No, sir.

Mr. MACDONALD. Does it reflect the same position that you have taken there?

Mr. HILBURN. It is consistent with the position we have taken before the Commission, yes, sir.

Mr. MACDONALD. And the FCC has it under advisement?

Mr. HILBURN. Yes, sir.

Mr. MACDONALD. There has been no decision reached?

Mr. HILBURN. None that we know of, sir.

Mr. MACDONALD. And this committee does have a type of jurisdiction over the FCC.

Mr. HILBURN. Yes.

Mr. MACDONALD. I would think that a discussion of your position, vis-a-vis the people who would think it is perhaps correct, should not be made before us.

Do you or do you not support the legislation that we have before us?

Mr. HILBURN. We do support it, sir, and I said so in my opening paragraph.

Mr. MACDONALD. Thank you.

Mr. Van Deerlin?

Mr. VAN DEERLIN. It seems to me, Mr. Chairman, we may have the makings of a competitive breakthrough here. In fact, we have even lined up some free time, it looks like, for openers.

Does Western Union lack the capacity to compete with the telephone company in land lines, in pole and cable connections?

Mr. HILBURN. Our intercity transmission plant, Mr. Van Deerlin, is a small fraction of the size of A.T. & T.'s.

Mr. VAN DEERLIN. What about your microwave connections?

Mr. HILBURN. We have a coast to coast microwave system of about 7,500 miles length which involves, if I recall correctly, about 247 relay points or stations which are relaying microwave signals along this path. But this, again, is a small plant compared to the telephone company's microwave system.

Mr. VAN DEERLIN. Would it be perhaps adequate to help serve the interconnection problems of public television?

Mr. HILBURN. It is not. This is why we have looked to the communications satellite services as a possible vehicle for providing assistance in this area rather than using existing facilities.

Mr. VAN DEERLIN. If this proved adequate, and if your demonstration, which you have offered on a no-charge basis, proved feasible, would you—subject to the permission of FCC, of course—consider a rate schedule which would be preferential to public television?

Mr. HILBURN. I am sure we would be glad to do so, sir, just as we have rate schedules which favor the press and the broadcasters in terms of teletype traffic at the present time.

Mr. MACDONALD. Mr. Brown, have you any questions?

Mr. BROWN. I have no questions, Mr. Chairman.

Mr. MACDONALD. Thank you very much.

Mr. HILBURN. Thank you, Mr. Chairman.

Mr. MACDONALD. The committee will stand in adjournment until tomorrow at 10 a.m.

(Whereupon, at 3:55 p.m., the committee adjourned, to reconvene at 10 a.m., Friday, July 14, 1967.)

PUBLIC TELEVISION ACT OF 1967

FRIDAY, JULY 14, 1967

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

The committee met at 10 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Harley O. Staggers (chairman) presiding.

The CHAIRMAN. The committee will come to order.

The Chair would like to state that we are today continuing hearings on the Public Television Act of 1967.

We have quite a distinguished panel here this morning as our witnesses. Our leadoff witness is Dr. Frank Stanton, president, Columbia Broadcasting Co.

We are very glad to have you with us. We are glad to have the opportunity of hearing from you and learning your views on this important piece of legislation.

You may proceed as you see fit to give your views on the pending legislation.

STATEMENT OF FRANK STANTON, PRESIDENT, COLUMBIA BROADCASTING SYSTEM, INC.

Mr. STANTON. Mr. Chairman and members of the committee, my name is Frank Stanton. For the record, I am the president of Columbia Broadcasting System, Inc.

This statement is brief, but I will, of course, be happy to answer any questions or make any further comment that the committee may think would be helpful.

CBS supports in principle the various bills pending before this committee, none of which differs, in our opinion, in any major respect. We believe that these bills—pioneering legislation that had to plow new ground and could turn to no precise precedent—represent a realistic, workable approach to the difficult but challenging problem of making the most of educational broadcasting. I can recall few legislative proposals that evoked such affirmative public response as those that led to the bills now under consideration by this committee.

This is not to say that once the legislation is operative there will not be rough spots that will appear. But these will be ironed out by trial and error. It seems to me that the test of wise legislation in this unique area is not whether it contains all the answers down to the last detail, but that it have, on the one hand, a creative and strong approach to an opportunity that has many complexities and, on the other hand, that it have built-in safeguards that minimize, even though it obvi-

ously cannot wholly eliminate, the capacity for error. It is my opinion that the legislation before this committee meets this test.

Although CBS supports all three titles of the bill, I want today to comment only on title II, which would create a "nonprofit educational broadcasting corporation." In commenting, for convenience, I will refer to sections in H.R. 10290.

We at CBS have felt very strongly that there are three characteristics essential to the health and usefulness of any corporation created by the Congress to carry out the purposes expressed in the President's message of February 28, 1967, and inherent in the proposed legislation now pending before this committee. Those three characteristics are, I think, well provided for in these bills. I do not mention them now in order to suggest any change in their language but only in order to underscore what CBS believes to be minimum essentials of a constructive and farsighted public policy with regard to noncommercial broadcasting.

Those three basic factors are—

(1) That legislation creating the corporation and its charter have built-in safeguards assuring to the maximum extent possible its independence from political control or reprisal;

(2) That the financing of the proposed corporation be stable, predictable and sufficiently strong; and

(3) That the corporation encourage and strengthen pluralism in the sources of noncommercial programing.

There are provisions in the bills before you that, in my judgment, offer sound promise of achieving these ends. In the case of the proposed corporation's independence from political control or harassment, a powerful influence—I think perhaps the determining influence—is explicit in proposed new subpart B, section 396(c)(1) of the Communications Act, providing for a board of directors, consisting of 15 members, nine appointed by the President and six to be elected by those appointed. It has been our experience in this country that boards of directors of the distinction attached to Presidential appointment and Senate confirmation perform with integrity and effectiveness. The language of proposed section 396(c)(2) designating the kinds of backgrounds of activity, experience and calling of possible members, as well as the desirability of a variety of regions being represented on the board, strikes me as helpful and well advised. The term of 6 years and the staggering of the terms so that a third of the board is chosen every 2 years and limiting consecutive terms for any member to two, as provided in proposed section 396(c)(4), seem to me prudent safeguards against undesirable concentration of power and against a stagnant directorate.

With regard to the long-term financing of the proposed corporation, I do not think that it is necessary that the answer be provided now. The problem is complicated and the possibilities are multiple. It would seem to me unwise for this initial legislation to mire itself in an attempt to prescribe a permanent formula to finance the corporation. As I have indicated, I think the major thing to bear in mind is that the financing, whatever its ultimate nature as to specific source, be stable, reasonably predictable, and strong enough to do the job without danger of reprisal if some broadcasts should prove irritating or misguided in some quarters.

In his message to the Congress of February 28, 1967, the President urged that a careful review be made before proposals for long-term financing be advanced in the form of legislation. I think that such a review is necessary before a sound solution can be found and that the present legislation does well to limit itself meanwhile to providing interim funds to launch the corporation.

Finally, with regard to pluralistic sources of programing, the bills before you contain effective explicit safeguards against the establishment of a monolithic center of program production. These include prohibiting the corporation itself from owning or operating any "program production facility" and from making payments for any one project of more than $250,000.

I would like to add, however, and to emphasize, my general agreement with James R. Killian, Jr., the chairman of the Carnegie Commission on Educational Television, whose very able report was a chief inspiration of this legislation, that the proposed corporation should not be barred from arranging and scheduling interconnections among the noncommercial stations that it serves, as the occasion and need may arise. The reason for this is that there will inevitably be many problems stemming from these functions. The chances of successfully solving them would be greatly enhanced, in my view, if they could be tackled through the corporation rather than solely through program production agencies.

At the same time, allowing this degree and kind of operating responsibility to the corporation would in no way expropriate or qualify the individual station's function—in conformity with he Communications Act of 1934—of deciding whether and when it will use programs provided through such interconnections. Nor would it bar program producers or others from arranging for interconnection.

In closing, I would like once again to commend the Congress for its promptness in dealing with this legislation. Its effect will be felt in every corner of the Nation. Its benefits will accrue to every economic, education, and age level of the American people. The problems, to be sure, are great, and some of the sensitivities fragile. But the promise of noncommercial broadcasting is limitless. And the bills you are considering move creatively and carefully to take the first great step in fulfilling that great promise.

The CHAIRMAN. Thank you, Dr. Stanton.

Does that complete your presentation?

Mr. STANTON. It does, sir.

The CHAIRMAN. I want to thank you for taking the time to come here to give us the benefit of your views since you are president of one of the largest broadcasting chains. I want to say that I feel that in doing so you have contributed greatly to the hearings, and also in the spirit of cooperation in trying to build a better land. You are certainly welcoming competition, it seem to me. Realizing that, you have wholeheartedly, as I see from your statement, endorsed this program.

I would like to ask just one or two questions if I might.

There seem to be indications among some members of this committee that we have been asked to put Government funds into a system of broadcasting that might pose a threat to commercial broadcasting. As president of the Columbia Broadcasting System do you see the legislation as posing any kind of threat to commercial broadcasting?

Mr. STANTON. I do not, Mr. Chairman.

The CHAIRMAN. As you know, the bill before us authorizes the corporation to establish archives and libraries of noncommercial educational broadcasting programs. We all know that the networks have broadcast many programs of interest in the past, dramas, special sporting events such as the Olympics, public service programs such as CBS Reports, NBC White Paper, the ABC news specials.

Assuming that the legislation as eventually written would permit it, would you be willing to donate some of these video tapes or films of some of those programs to the archives of noncommercial broadcasting?

Mr. STANTON. It is the first time that question has been put to me, sir. My offhand reaction is that I would not. We would be taking something from our own files to give to our competition and not creating anything new. We have invested a great deal of money in these programs. We have done so because we felt they were the kinds of programs that would serve the needs and interests of our audiences.

If there are recordings in our archives which we feel have lasting qualities—and we believe there are—then from time to time we will repeat these broadcasts ourselves. But if we give them to the newly created public television service, it dosen't seem to me that we are, by that process, increasing the fund of information or the fund of programing which I thought the public television concept was to provide for.

The CHAIRMAN. That leads me to another question, Doctor.

Yor organization has shown many films of great importance in the past to the Nation. I was wondering in light of that if you would object, perhaps, if the noncommercial broadcasting would show similar types of programs to their audiences.

Mr. STANTON. Just to be absolutely sure that I understand the type of programing you refer to, are you talking about films that we have produced ourselves?

The CHAIRMAN. Yes, I am sure you did, and at great expense, produce programs of great historical and cultural value to the Nation that I feel perhaps would bear reproducing or repeating in a cultural or educational way.

Mr. STANTON. Something I should have said when I was responding to your earlier question is that I did not mean we would bottle up this material and never let it see the light of day again. One of our objectives has been to create a library of classics. We are not alone in this. This is true of the other broadcasting organizations. If we were to put these in the vaults and never let them be seen again, then I think we could be criticized because I do not think this would be in the public interest.

But if these are films that we have made and have shown, and plan to show again from time to time, then I would not make them available to public television. On the other hand, there may be exceptions to this. There may be series that we are not prepared to repeat which Public Television would like to broadcast.

We now sell programs to educational television stations. We sell programs to all stations. We would make those available to public television as a corporation or to individual educational television

stations, the same way a publisher makes back volumes of a book available to educational institutions. We would be delighted to sell those on a fair basis to Public Television. But to give them, I would have to say "No."

The CHAIRMAN. That answers my question.

Thank you very kindly.

Mr. Macdonald, have you any questions?

Mr. MACDONALD. Thank you, Mr. Chairman.

It is nice to see you here, Mr. Stanton.

On page 2 of your statement, I see you mention one of the three basic factors should be the financing of this so-called public television. In the testimony some witnesses have indicated that perhaps one way of financing this public television is putting a special tax on commercial franchises, A, and B, perhaps putting a tax, an excise tax, on the sets.

I was wondering what your position would be on that point of view.

Mr. STANTON. I have given a lot of study to this, not alone but with my colleagues. For a variety of reasons we believe that the wisest way to finance public television is to go the route of the excise tax on television receivers. There are many reasons for this. Some of them were stated very ably in the Carnegie Commission report.

It seems to me that public television is a service designed for all of the people. One might make the argument that if it is designed for all of the people, then this should be funded out of the Federal budget rather than out of an excise tax on receivers.

If you look at it only in terms of where the money comes from and in terms of the ultimate service, I would say it is tweedledee and tweedledum as between general funding or excise taxes, except for one very important point. This has to do with maintaining the maximum possible independence for public television. It seems to me that you have a greater independent if you fund it through the excise tax than if you do it through general funding in the overall budget.

Mr. MACDONALD. But to get back to the A part of my question, how about the special tax on commercial broadcast operations?

Mr. STANTON. This has been proposed by a number of people. There are several reasons why I think this is not the wisest course to follow.

Perhaps the simplest answer is that in my opinion there is not enough money to do the job that is being proposed in public television.

I think, too, that if you were to take that route it would be discriminatory. In the end, perhaps, if it were added as a tax on the broadcaster, the broadcaster would pass that on to the advertiser, and then, in turn, that would be passed on to the consumer because it would be a cost of doing business for the producer. It seems to me you would be back, then, to a dispersed collection of the funds which is not unlike the dispersal you would get if you went the excise tax route.

I think there are other questions that this raises if you were to tax the broadcaster. Witnesses who have testified on this legislation have indicated that just because there is going to be public television, it would not reduce the amount of programing they are now doing which might be considered the same kind of programing that would be in the schedule for public television. Certainly we have testified to that effect, and I am sure that this is the attitude that others take. But if you then say to the commercial broadcaster, who is now doing a certain amount of this programing himself, "We are going to take profits"——

Mr. MACDONALD. Could I interrupt at that point? I was surprised during the hearings, listening to witnesses state that this public television was not what I conceived the President had in mind in his fine message to Congress about this public television. My concept goes along much more closely with yours when you talk about educational broadcasting.

I don't know if you have had the chance to read the testimony, but people who are knowledgeable, the Carnegie people, the FCC people, practically everyone who has testified has said that what they conceive is an interlocking group of stations for entertainment. Is that what you have in mind? You keep calling it an educational broadcast, and I agree with you. I think that is what we should come out with, a type of educational broadcast that, for sheer commercial reasons, the networks are not inclined to put on and perhaps, indeed, cannot put on, even though I think you perhaps overestimate some of the ratings you get from the various sources.

Mr. STANTON. This is a difficult question to answer, as to what is entertainment and what is educational. You can stop any discussion of educators by asking them to define education, and I suppose you can stop any discussion of broadcasters by asking them to give you a clear and concise statement as to what is entertainment. I find it difficult.

If I were in a position to have anything to do with this legislation I would leave the programing schedule up to the wisdom of the 15 men who are going to run this corporation. I think it is very difficult to specify what kind of programing you mean. I can give you a break between what is instructional in the classroom and what is so-called education at home. That is easy.

Mr. MACDONALD. That is no problem.

Mr. STANTON. There is no problem there at all. But when we broadcast Leonard Bernstein from Philharmonic Hall in New York, a children's concert, we put it in prime time from 7:30 to 8:30 in the evening, so that we can reach youngsters. Question: Is that education, fine music, or entertainment? I could argue that it falls into each of those categories.

Mr. MACDONALD. I would, too.

Mr. STANTON. However, there are other programs—game programs and so forth—which are not directly educational but which have bits of information that fall out in the course of a question-and-answer format. They are designed primarily for entertainment but have some byproduct in the field of education.

Then take a series such as the 4 hours we did on the Warren Commission report. It had to have education in it, yets its orientation was in the field of news and public affairs.

So it becomes very difficult to define what we mean by these various labels.

But to get back to the question that you asked about the funding of this out of the profits of the broadcasters. I question whether we have enough money to do the job. Our profits are not inordinately high. If you take the profits for television networks before taxes for 1965, the figures filed with the FCC, profits as percentage of sales were 5.8 percent, as I recall. If you take the Federal Reserve Board sample of 180 companies doing $150 million of sales and more, their profits before

taxes were 12.5 percent. If you take the Fortune directory of the 500 largest industrial corporations in the country, their profits as a percent of sales were 13.4 percent. So our profits are not out of line and, in fact, they are low.

Unless we have profits we cannot face up to the kind of costs that we faced in the Middle East crisis, for example. This put an enormous burden on us.

Mr. MACDONALD. My last question is this: As testimony unfolded, I was told, as the committee heard, that presently only 1 to 2 percent of the people in the country watch the so-called present educational TV. Do you think if educational TV is put on to the extent suggested by this bill, and perhaps elaborated upon later, that it would drive the commercial people to lower their standards to appeal to a broader base and perhaps less intelligent group than would be watching educational TV?

Mr. STANTON. A quick answer; no, sir.

Mr. MACDONALD. Thank you.

Thank you very much.

The CHAIRMAN. Mr. Springer.

Mr. SPRINGER. First of all, Dr. Stanton, may I congratulate you on the brevity of your statement. I believe this is the shortest statement that has been made since Bobby Kennedy testified on the satellite bill, 14 minutes. I believe you went just a little over 13 minutes. May I say this is wonderful for the committee. We get some that are reading for an hour and a quarter. We pretty soon lose sight of the problems involved.

Secondly, I think your network is to be congratulated. I know how you feel on these matters. I am referring to the offer of $1 million to help get this thing off the ground. There are a lot of people who wonder why you did it. I know why you did it. I think ultimately everyone else will get the same picture, that your network does have something else in mind than wanting to earn every dollar you can at the expense of your competitor.

I think it is wonderful to be able to see the light that might come from this kind of legislation.

Mr. STANTON. Thank you, Mr. Springer.

Mr. SPRINGER. I want to read for a moment from Dr. Killian's statement:

> There are two parts of educational television. One part, instructional television, is directed exclusively to the classroom and otherwise in the general context of formal instruction. The second part to which the Commission devoted its major attention is directed at the general community. To differentiate this part of educational television from the other we invented the term Public Television. Public Television's purpose is to meet the diversified needs and desires of the American people in all walks of life who seek a wider choice of television in the setting of the home.

I want to be philosophical, Dr. Stanton, for a moment. What can this group do better than you can do? I want to talk about what they are talking about, because these people have something in mind that is going to have an impact on this country. I am trying to find out from you as a competitor what these people can do better than you can do.

Mr. STANTON. I would like to think that they will be unable to do anything better than we can. I do not say that facetiously. What they

can do and what they will be able to do, as I understand their plan, is to take more time to do some things and to do some things that appeal to very small segments of the total audience.

The commercial networks in this country are operating basically as a mass medium and they have to try to appeal to the largest numbers of people most of the time. This is not to say that we do not have programs from time to time that appeal to special and smaller segments.

Mr. SPRINGER. Let me interrupt you for a moment to follow up with another question. You have how many stations in your network?

Mr. STANTON. On the order of 200.

Mr. SPRINGER. How many does ABC have?

Mr. STANTON. Fewer than that. NBC has about the same as we have.

Mr. SPRINGER. How big do you think public television is going to be when they are under full way?

Mr. STANTON. I would say they would probably have more stations than any one of the three networks at the present time.

Mr. SPRINGER. They will have approximately 350 according to Dr. Killian.

Mr. STANTON. On that order.

Mr. SPRINGER. They will be broadcasting and people will be receiving the same number of sets, the same number of people, nine out of 10 people in this country. So they are going to be going into the same homes that all three networks do.

When I say they are going into 90 percent, I am assuming that their figures are the same as yours, because it is my understanding that the three networks go into 9 out of 10 homes, or a little more than that.

First of all, what can they do better? I want to get the full ramification. They are going to reach as many people as you are.

Mr. STANTON. I am not prepared to say that they can do anything better than we can. They can do it differently and do more of it.

Mr. SPRINGER. If they aren't doing it better, then what are they going to be doing differently that is going to attract people to watch their program who will not watch your network?

Mr. STANTON. I would like to respond by telling you that the commercial networks have all of the audience all of the time. But that is not the case. There are many people who would be available to public television who may not be available to commercial television only because of their interests in our program schedule as against the proposed schedule that public television is talking about.

At the peak of the evening, for example, you have, let's say, two-thirds of the audience with sets turned on. So there is still a large number of people who are not watching television at a peak period. They may watch it sometime in the evening, but at the peak hour it is two-thirds.

Mr. SPRINGER. Let's say that there are two-thirds that want to watch you. I am not saying that there will be, if you have to go against 350 other stations, all three of you put together.

What are they going to do that is going to make people watch public television rather than watching you?

Mr. STANTON. I can only speculate because I am not here to defend their program schedule.

Mr. SPRINGER. I am trying to get philosophical for a minute to find out where we are in this whole setup. We are taking a step as

major as we took in 1953 when I came on this committee. You were sitting before me in 1953 when we let that flock of V's as you recall, one in my district, and it had an impact on this country that we have not gotten over.

I want to know what these 350 stations to be allowed ultimately into this—I want to know what they will do. That is why I am asking the question.

Mr. STANTON. They will do special things that we do not do in quantity at the present time. I would expect that they will appeal at certain times of the day to very small parts of the total audience. Because we are organized as a mass medium, because we have to serve the greatest number of people in order to do our job, they will be able to do types of special-interest programing that we cannot do.

Mr. SPRINGER. What are those? That is what I want to know.

Mr. STANTON. This would depend upon the community. I would expect as they got into special subject areas in the day's news or into academic subjects and things of that kind they would have longer discussions, they would go into more detail than would we. They may go into chamber music where, for example, I do not believe any of the networks at present have regularly scheduled programs. I would expect they would do special things in opera and in ballet, which are not mass appeal performing arts for the commercial networks. That is not to say we do not do some of them.

Mr. SPRINGER. What else will they do? That, I know they will do. What else will they do?

Mr. STANTON. I would expect that on occasion they will give coverage to events that we would highlight in our regular news, whereas they might cover the entire event.

Let's go back several years to the sit-ins held in universities. They might cover more of that kind of programing because of the interest in academic circles. This is not true for the average viewer. We covered these sit-ins in our regular news, but we did not stay with them all day long.

Mr. SPRINGER. I don't believe you think they are going to do exactly what Dr. Killian thinks they are going to do. All of these things that you spoke of, opera, ballet, and so on, that is what we want.

As you know, I argued with one of the networks about the "Firestone Hour" being cut off several years ago.

Let me read you this:

> Public television must go outside the studios and interpret the active life of the community and all its ramifications, civic, cultural, political, social, and economic.

Is that what you think?

Mr. STANTON. I would think they would do some of that, yes.

Mr. SPRINGER. This is the part that this committee is wondering about, you see, as to how this is going to be interpreted.

I am going to get to the board in just a second. I want to review here as to what you think. I asked you and you didn't give me this opinion of it. But they have done some thinking. The Carnegie Foundation group has done some thinking. I don't know how much the president of NBC has done about this. I have written a letter to him about it.

But there is a whole lot that gives me pause until I know who is going to run this corporation.

Let me go a little bit further. I called this to Dr. Killian's attention:

> It can uniquely give meaning to the great national issues within the context of the local experience and problems—water pollution, smog, racial tensions, urban blight, crime, cultural resources for the many.

You understand you can take certain issues and discuss them, and that is political. That may be the only issue one party is interested in. He didn't mention anything here about the theory of a balanced budget. He didn't talk about whether or not you should have more States rights than Federal rights or that there should be a discusssion or interpretation of a Supreme Court decision, which might be issues highly interesting to another political party.

Do you see, Dr. Stanton, the discussion of the issue, itself, may be political insofar as one party is concerned.

Mr. STANTON. I would expect it to be so.

Mr. SPRINGER. This is why I think the board becomes so important, as to the philosophy developed as to whether or not you get the complete spectrum of all the political issues, economic and so forth that face the country, and not just what one party would like to stress. Do you understand what I am talking about?

Mr. STANTON. I certainly do. We live with this problem all the time.

Mr. SPRINGER. I know you do. I have talked with you about it, about some of your commentators, the last two or three sentences added. These are things that people in politics are interested in listening to, the editorial sentences added at the end of the report.

I think when we get down to the final issue, I think this will become important.

Now, this provides that you shall have 15 members, and nine shall be appointed by the President, with the remaining nine, as it came from the Senate, will appoint the remaining six.

As you realize, this means that five people can appoint the remaining six.

Mr. STANTON. That is correct.

Mr. SPRINGER. You have had how many years experience with the Federal Communications Commission?

Mr. STANTON. Thirty years.

Mr. SPRINGER. Is there any time that you felt that the Federal Communications Commission was tainted with corruption?

Mr. STANTON. No. There has never been any question about it in my mind.

Mr. SPRINGER. There has not been in my mind. I have known every single one of both parties. I will say with maybe the exception of one or two people they have been the highest type of people I have seen. But the thing that has impressed me at the FCC, and I don't care who is in power, Eisenhower, Kennedy, or Johnson, is that the minority is there, and the majority has to look that minority in the eye every single day when they sit across the table. In that instance it is political.

But I think when they created these, and Mr. Rayburn was very firm in this, when he was chairman of this great committee and did all the work in radio and TV and created the Commission—well, do you see anything that would not be in the public interest if we said that not more than eight of these should be of one political party?

Mr. STANTON. No, I would not see anything that would inhibit the functioning of that board if you were to make that requirement. Although I think the more requirements that are made, the more difficult it may be to get the right mix in terms of people.

Mr. SPRINGER. Let me ask you this: I have dealt with a lot of university presidents. I worked on the Higher Education bill, and I think I know most of the major presidents of great universities in the country. I don't know whether the president of the University of Illinois, who was sitting where you are now the day before yesterday, is a Republican or Democrat. I honestly don't. But I think you can find people of both parties at any level in this country you want to, from the university president on down to the lowest denominator.

But I do believe that this philosophy which is created is very important. You can't get away from a philosophy in this kind of a corporation, in my opinion. This is the part that has disturbed me. You don't get a balance of philosophies unless you take some kind of an approach where the minority is constantly checking on the majority.

Mr. STANTON. There is no question in my mind that you could find seven of one party and eight of another party who would be excellent candidates for this board. The problem I see is that it may be more difficult to pin labels on people who might be candidates for this board than it would be, for example, to pin labels on people who might be candidates for a regulatory commission.

I think the kinds of people that you may be reaching for or that the President would be reaching for might be more removed from the political arena than they would be if they were being appointed to some governmental commission.

Mr. SPRINGER. I think that is a good point. You see what is on my mind, certainly.

Mr. STANTON. Yes, I do. But what gives me pause is that if you put an eight and seven qualification on the 15 and then have nine appointed by the President and six elected by the nine, of which three have to be from educational broadcasting, you are beginning to straitjacket the way you can select people. You might miss a very good person because he does not happen to fit the cubicle open at that time.

Mr. SPRINGER. I am thinking about my local educational station and I think they are split there. They do some excellent things on that station.

Mr. MACDONALD (presiding). Mr. Pickle.

Mr. PICKLE. Thank you, Mr. Chairman.

Dr. Stanton, I have not had the chance to read all of your testimony but I will do so in the next several minutes.

In the meantime, let me ask you this: The bulk of the funds under this measure are in title II, the grants. I am concerned about the distribution of these funds. Who will have control of them, the corporation or HEW? Some of the testimony which has been presented before the committee had the Secretary of HEW saying he thought the corporation would have control of the funds.

Dr. Killian, speaking for the Carnegie Commission view, said that part of them would be controlled by the corporation with respect to programing and part of them would be controlled by HEW with respect to instruction. I believe that is the division that he made.

Do you have any feelings about how these funds should be controlled and actually administered and distributed, controlled by what agency?

Mr. STANTON. I feel very firmly that the programing funds, anything having to do with the creation of programing, should be controlled by the corporation. But I agree with your report of Dr. Killian's testimony, that some of the physical facilities are provided for as coming from HEW.

Mr. PICKLE. This may not be your problem, but it seems to me it would be our problem. It would be a little difficult, in my opinion, to have two agencies administering these funds. You said in your testimony that you wanted to be free of political pressure and also not to try to create a permanent, lasting formula for the source of funds. I agree with you in that respect.

Mr. STANTON. In the best of all possible worlds, I think it would be desirable to have all of the funds disbursed by the corporation.

Mr. PICKLE. Mr. Chairman, I would like to reserve the right to return for further questioning, if I may, reserving the balance of my time.

Mr. MACDONALD. That will be fine.

On that point, sir, the thing that bothered me about the makeup of the corporation is that it doesn't seem that any safeguards in the bill say these people necessarily have any expertise in the field.

I think it talks about their local reputations, integrity, and all that. I am sure each community that has a station would have people who would meet that criteria. But as an experienced gentleman in the field, experience of some 30 years, don't you find expertise is very necessary, and don't you think instead of just having big names write or sign the so-called bible on public television, to have somebody who is really expert in the field? Wouldn't that be of more importance?

Mr. STANTON. I expect it would not be all of one or all of the other. If you look at the history of Presidential appointments of commissions of this kind—and it is difficult to find an exact parallel—I think you will find there is a mix of general leaders who are appointed, and also some with expertise. Even in the Carnegie Commission you will find people who would not know which end of a studio to enter, as far as television is concerned, and you also had people who were right out of——

Mr. MACDONALD. And some of those people testified before us, I might add.

Mr. STANTON. I would hope that in the selection of the panel or the selection of the board for this corporation, the President in his wisdom would have not only the leadership types but also some from the field who have expertise. But if I had to make a choice between the two, and let me back myself into a corner, if I had to go one way or the other, I would take the leadership group as against the expertise.

Mr. MACDONALD. Mr. Broyhill.

Mr. BROYHILL. Thank you, Mr. Chairman.

Dr. Stanton, I read somewhere that the networks have a continuing problem in searching out talent for TV programs that are produced on nationwide television, that there is a continuing shortage, to some

extent, of talent in terms of artists, producers, directors, and technicians who produce these shows.

Is this a fact? Is there a shortage of this type of talent?

Mr. STANTON. This is, I think, the single most serious problem we have.

Mr. BROYHILL. Is the creation of the public television entity going to accentuate this problem that you already face?

Mr. STANTON. It will at the outset. In the long, forward look I believe it may help provide a greater pool for all of us.

Mr. BROYHILL. How do you mean that?

Mr. STANTON. One of the things that educational television—or, if you will, public television—will do at both the station and at the national level, is to experiment. It will attract young, experimental minded artists and technicians. Out of this there may emerge people we will want for commercial broadcasting. I think out of the whole we will get more. But going in, there is no question about it, it will put pressure on us to give up some of our people, because they cannot be created out of whole cloth.

Mr. BROYHILL. You do not imply that we are creating here at public expense the minor league from which the network can draw their talent?

Mr. STANTON. Sir, discussion of the minor league is a very sensitive subject with me.

In a sense you have—and I hesitate to use this parallel—an off-Broadway opportunity in connection with education television that you don't have with commercial television.

No, I do not think you are going to be providing the future personnel rolls for commercial broadcasting or the networks. But I want to make clear that there will be crossover both ways. Already there are people going out of commercial television into educational television, and vice versa.

Mr. BROYHILL. I only have one or two other points I want to go over with you very briefly.

You have indicated that you want safeguards built into this legislation, and you have also indicated that you would prefer to see the public television system financed by an excise tax which would be a revolving fund.

I assume you are basing this recommendation on the conclusion that such an excise tax going into a fund would be insulated from political control, or maybe even review by the Congress whereby we politicians could get our hands in it or have something to say as to how these funds should be administered.

Mr. STANTON. It is a matter of degree. Even with the excise tax you could always take steps to remove if things got to the point where you wanted to step in and change the concept of public television. But it seems to me that as between a general funding and the excise tax there is considerably greater insulation via the excise tax route.

Mr. BROYHILL. I don't know what the administration will propose. I don't know what the Congress will finally do as to the financing of this system.

I, for one, would object to any sort of a fund which would have the effect that no congressional review or congressional oversight over such a fund would occur.

Is it your clear understanding that this proposed plan for public television would be fully subject to the Federal Communications Act and the Federal Communications Commission, as well as to those decisions of the court in interpreting the act?

Mr. STANTON. That is correct.

Mr. BROYHILL. It seems recently the Federal Communications Commission has written you a letter concerning cigarette advertising. Could we foresee a time where if a program, or programs, was objected to by a citizen or group of citizens, they could demand equal time on the public television station or stations and demand that a rebuttal program could be produced at public expense?

Mr. STANTON. I would expect that all the rules and regulations of the FCC having to do with the problems you are describing would apply equally to the noncommercial as well as the commercial stations. There would be some variation by nature of the commercial aspect of commercial television. In other words, we have commercials; and noncommercial television, by definition, would not. But as far as programing is concerned, I would expect all the provisions of the Communications Act to apply. For example, I would expect section 315 to be read against noncommercial stations exactly the way it reads against commercial stations.

Mr. BROYHILL. I am really going into the point that Mr. Springer was bringing up with you a few minutes ago.

For example, let us say that you have a program advocating the space program, going to the moon. There are many people in this country who do not feel we should be going to the moon. But does this mean that these people or these groups would come to the corporation and demand that the program be produced at public expense to argue that we should not go to the moon?

Mr. STANTON. I find it a little difficult to treat with the question inasmuch as I am not of the noncommercial constituency. But if I were producing a broadcast on the space program for public television, I would not produce a one-sided presentation if there were a substantial volume of opinion that had a contrary view. If I were doing a broadcast on that subject, those points of view would be included in it. And if that were the case, then I do not think there would be any problem about somebody coming back and saying, "You have to produce an hour for me out of the public budget to answer a program that has been done by public television."

Some few cases many occur. If you are going to do experimentation in this field—and I would hope that this is one of the things that public television does—you are, by definition, going to have some failures, and you are going to step on some toes from time to time. I would expect there would have to be adjustments in the first couple of years to accommodate these things.

Mr. BROYHILL. Dr. Stanton, I appreciate your coming here today. I have always enjoyed your presentations before this committee. Of course, as you have pointed out in your testimony, there will be rough spots that will appear, there will be problems, as you have indicated in your testimony. I think it is the hope, desire, and purpose of the members of the committee to try to solve most of these problems in the beginning rather than having to come back and rehash them sometime in the future.

Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Van Deerlin.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

Dr. Stanton, it has been testified earlier in these hearings that the present total audience for educational television is 1 to 2 percent of the total audience. If this public television system were introduced, if it produced the added station coverage that would be possible and the kind of programing that we would hope for, how great a share in the total audience do you think public television might eventually achieve?

Mr. STANTON. That is a difficult question for anyone to answer, sir. In the first place, I am not familiar with the 1- or 2-percent figure that you cited. It would strike me that that figure is low for at least certain markets where there are educational stations on the air.

It is very difficult to apply the same yardsticks against educational television nationally that we apply across the board to interconnected commercial stations. It would be wiser, perhaps, to look at what happens in individual cities. To come to the second part of your question, this figure could get up to the 10-to-20-percent level. This does not seem to me beyond the realm of probability in terms of certain times in the day. I would not expect it would hold that kind of an audience around the clock, but I would certainly see the peaks in that area.

Mr. VAN DEERLIN. In your opinion, Dr. Stanton, would the bulk of this increased audience be a newly developed audience, or would it likely come as a slice off the existing network commercial audience?

Mr. STANTON. It has to come out of the 93 percent of American families which have television receivers. But in that 93 percent there are some who use their sets many hours a day and there are some who use their sets only occasionally during the day, and sometimes even occasionally during the week. I would expect that many of the people who would be viewing public television would come out of the "occasional" audience that the networks and commercial stations have today. But there will be some who will come out of the "regular" audience.

We expect to have competition from public television, to answer your question a little differently, and I would hope that we would be ingeneous enough, skillful enough, and creative enough to meet that competition. In fact, I am confident that we will be able to meet it.

Mr. VAN DEERLIN. Does the support that the networks have asserted for this new system represent in general the opinions of your member stations as well as network executives? Or is there any way of knowing?

Mr. STANTON. On the basis of personal experience with a number of owners and managers, I would say there is an identity of view between us. There are some from whom I have heard who do not share my enthusiasm. But if I had to estimate, I would say the majority are with us on this point of view.

I am not speaking for them, however. I appear as the head of CBS, speaking for our company-owned stations, not for any of our affiliates. This would be a difficult thing for me to do, and certainly unwise.

Mr. VAN DEERLIN. It is my opinion that this legislation will certainly have a better chance of passage with the support of the commercial television which you have expressed.

Mr. STANTON. That is good to hear. But I believe there are many in the industry just as strong as I for seeing that public television is

given its chance to perform. No one can tell you that it is going to be successful. The point I would like to make is that we ought to be given the opportunity. And by that I mean the people in this country ought to be given the opportunity of seeing whether it will work. It is a tremendous instrument.

Mr. MACDONALD. Would you yield for one question?

Mr. VAN DEERLIN. Yes.

Mr. MACDONALD. At the hearings a comparison was made with BBC. Apparently at one time their programs were not very good. A second network was permitted to be created in London. The result was better TV in England.

Do you conceive or do you believe that the competition which you think would go up to 20 percent of the market by educational TV would help upgrade, if that is the proper term, programing structure of the networks?

I am not going to pick on CBS and say CBS's programing, but all the networks. No. 1, do you understand my question?

Mr. STANTON. Yes, I understand your question. It is difficult to make a sensible answer, it seems to me, because it involves value judgments about upgrading and changing to which I am not prepared to sign my name. I would like to set aside whether it is better programing as a result of the competition. It will certainly be different programing. If we find that because of experimentation in public television or, for that matter, because of experimentation in commercial television, there is an audience for something we had overlooked, we certainly will have a serious look at that kind of programing to see whether it fits into our schedule.

There are arguments made on both sides of the question as to whether the introduction of independent television in Great Britain made things better or not. It depends again on value judgments. I have talked with people in England who felt perhaps it was not a good idea to introduce independent television. I have talked to other people who have said it has put the BBC on its toes and made it more aggressive in trying to satisfy the needs of the audience.

I have to come down on the side of competition. This is what has made television strong in this country. When NBC or ABC do something and we have not done it, at CBS we get our heads together. I rather suspect the same thing happens over there.

Mr. MACDONALD. Thank you.

The CHAIRMAN. Mr. Harvey.

Mr. HARVEY. Thank you, Mr. Chairman.

Dr. Stanton, in your testimony to Mr. Springer earlier, you made the statement, if I recall it correctly, that it was the difference between Tweedledee and Tweedledum as to whether you used general funding or the excise tax.

Mr. STANTON. The reason I said it was Tweedledee or Tweedledum is that the amount of money you raise can be the same either way. It is broadbased either way.

Mr. HARVEY. Let me stop you right there. As far as I am concerned, maybe you and I are not on the right wavelength here but the general fund implies general taxation, taking money directly from the Treasury, or going through the Appropriation Committee and the Congress to get it.

The excise tax discussed in the Carnegie Commission report on the other hand is a dedicated tax, one which implies a trust fund, which can be used for no other purpose.

I gather from the Carnegie Commission report that the reason they wanted the excise tax on the sale of television sets was that they felt there was a certain inherent freedom that would go to the corporation along with the tax coming from the trust fund that would not be touched by Congress.

Mr. STANTON. We are on the same wavelength. That is why I said as far as getting the money is concerned, it is Tweedledee and Tweedledum. But the thing that made the distinction for me between general funding or the appropriation route as against the excise route is that you have more insulation and more freedom, I think, under the excise tax route. I think that is the same point that the Carnegie report indicated. But maybe I should not have said we are on the same frequency.

Mr. HARVEY. What is so bothersome here is that we have a program that has been very well thought out and very well considered by the Carnegie Commission. We have all appreciated Dr. Killian's testimony in this regard. But all authorities seem to agree it is going to cost in excess of $100 million a year, even in the initial years.

Yet this committee is being asked to authorize that particular program with the observation that there is a little seed money, $9 million, to get started, but with no overall plan for financing the program.

Isn't that an unusual procedure to you?

Mr. STANTON. It is unusual, but this is an unusual problem. The thing that is unusual about it is the point that I was trying to make in my answer to Mr. Springer. That is getting the funds to be broadly supported and yet getting the maximum amount of insulation.

Mr. HARVEY. Let me just say this: I am certain you read the newspapers and listen to your newscasts daily. I guess by this time you must be cognizant that there is a considerable question in Congress right now whether the Congress will pass the tax which the President has referred to at this particular time.

I believe there would be a considerable question as to whether the Congress would pass the excise tax, such as that recommended by the Carnegie Commission, or whether they would pass the franchise tax, as someone else suggested in a dissenting view.

I think both of these taxes would find rather tough going in Congress at this time. So we are faced with the prospect of authorizing a system which will have to come in here and compete with other agencies of the Department of HEW for funds each year.

It seems to me this goes right to the heart of the freedom of the corporation that has been talked about so much here in the last few days.

Mr. STANTON. It does not surprise me to hear you say what you have just said about the difficulty of getting this kind of legislation through.

Mr. HARVEY. Do you disagree?

Mr. STANTON. Not at all.

Mr. HARVEY. You wouldn't find it to be recommended that we would have to finance this thing out of the general fund, would you, without some sort of a specific tax?

Mr. STANTON. I would not recommend that as against the excise tax. After adequate study, I believe I would still stand by my position that it should be the excise tax route. But I do not believe you need the full amount of this budget going in. There should be a gradual buildup.

Going back to a question Mr. Broyhill raised about the personnel problem, if you had the full amount of the 5-year budget, 5 years out, and you gave it to them today, they would be hard pressed, I think, to find the personnel to man the operation.

Mr. HARVEY. Let us talk about that just for a minute. I gather from your testimony to Mr. Broyhill that there is a substantial shortage in talent, in art, in these fields that are hoped to be developed by this particular type of noncommercial television. Is that correct?

Mr. STANTON. That is correct. But this is not unique to broadcasting. I believe this is germane to all creative fields. If you had witnesses here from Hollywood they would describe the same problem.

Mr. HARVEY. I gather, then, that it is the hope of this bill and the expectation of what would be done with the corporation created by this bill to develop the particular talents in the fields of art, ballet, art, sculpture, and so on, is that correct?

Mr. STANTON. That is correct.

Mr. HARVEY. It occurs to me that in recent years the Congress created a Commission on the Fine Arts, to study this field. The question of how far the Congress should go in subsidizing the arts was hotly debated on the floor of the House. The Congress has thus far refused to directly subsidize the arts in this country. By the creation of this corporation, this title II, on page 15, we are doing just that. We are indirectly permitting the corporation to subsidize the arts in ballet, sculpture, painting, whatever will be of interest to the minority group, rather than the Government doing it directly, isn't that right?

Mr. STANTON. Not wholly correct. I do not believe it is contemplated that they would be subsidized. I think the performing arts, for example, would get certain funds if the corporation decided to program in that particular field. But it wouldn't be the same kind of subsidization that you were talking about in connection with the performing arts a couple of years back.

Mr. HARVEY. Are you a lawyer?

Mr. STANTON. I am not.

Mr. HARVEY. Let me read this language to you as a layman and ask you if you do not think it is broad enough to include grants for the promotion of the typical talent we were talking about.

In section B, on page 15, it says:

> To contract with or make grants to programs, productions, and individuals and selected broadcast stations, for the production of and otherwise to procure educational television or radio programs for national or regional distribution.

Certainly that is very broad language which would include the arts, ballet, sculpture, and painting, and I assume any other things we have discussed, would it not?

Mr. STANTON. It certainly could. But here is where I would look to the——

Mr. HARVEY. Excuse me. Let me say would this be the thrust of the type of television we have been talking about for the last few days?

Mr. STANTON. Only in part. But I think you are talking to the wrong witness about it.

Mr. HARVEY. I gather from your testimony with Mr. Springer this would be what we can expect from the noncommercial public television that we are trying to develop, the programs to appeal to smaller groups of people.

Mr. STANTON. This is true in part, but only in part. Again, I would say there is a distinction between subsidizing performing arts, or the arts, if you will, and going to units in those arts and contracting to have programs produced by them. I do not think that when we buy a program from the New York Philharmonic, for example, we are subsidizing the New York Philharmonic. That is the distinction I make.

Mr. HARVEY. I don't want to prolong this, Mr. Chairman.

I simply say I gather from your testimony to Mr. Broyhill that you would feel that part of the purpose of this corporation is to develop this talent, and that you, with great expectation, look forward to increasing the amount of talent in artistry as the result of the grants that are made.

Mr. STANTON. All I was saying in answer to Mr. Broyhill, is that in developing programs they would have to develop a certain pool of talent. But I do not see the Public Television Corp. as being set up just to develop talent. I see it as a programing operation, and if in connection with that they need special facilities or special talent they would have to do the same thing that we do now.

Mr. HARVEY. Thank you very much, Dr. Stanton.

Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Pickle?

Mr. PICKLE. Mr. Chairman, I asked permission to return because I had not been able to read his testimony before I came in. I would like to pursue it at this point or after Mr. Adams.

The CHAIRMAN. Go ahead.

Mr. PICKLE. Thank you, Mr. Chairman.

Dr. Stanton, I want to make it clear that I think there is a great need for this public instruction on television, and we have to establish it on the best basis we can to be sure that it functions properly. I share with you the feeling that we can't be too scared or too positive about what we set up. It will have to be experimental. I certainly agree with Mr. Van Deerlin that you people are to be commended for your leadership in this field. Without it we really couldn't get to first base.

Being magnanimous, I hope in years to come you don't find you have created more than you have asked for. This has developed in the field of CATV, in which you people first said it was fine and now there is considerable controversy between the commercial networks and the CATV operator.

I envision there will be considerable competition between the commercial and the educational. We have to be sure that we try to keep this separate in their functioning.

Under section 396(h), I believe it is, the right is given to the common carriers to give preferential rates to the educational television stations. I believe you testified that CBS has sold to individual stations certain programs on a preferential basis. Is that correct?

Mr. STANTON. I do not recall that we have sold to any stations on a preferential basis.

Mr. PICKLE. Have you done any kind of sales to these stations?

Mr. STANTON. We have sold to all kinds of stations, not only in this country but throughout the world. We have a rate card or a set of prices for these programs.

To the best of my knowledge, we have not made any preferential arrangements anywhere. This is not to say that we charge a small-market station the same rate we charge a large-market station. There are differences in that way, but not as between public and commercial.

Mr. PICKLE. It must be envisioned, because the language clearly says you can do this, you can give a preferential rate to these stations, subject to the FCC approval. That, in effect, means that you will be making these things available to the local stations, either on a rerun, a tape, a film basis, a delayed broadcast, or even on a direct broadcast if there is sufficient interconnection.

Mr. STANTON. As you read the language of that particular subsection I thought we were talking about interconnection rather than program product. There is nothing in this bill about preferential rates for program product.

Mr. PICKLE. I don't have the language in front of me.

Mr. STANTON. I have it. Let me read subsection (h):

> Nothing in the Communications Act of 1934, as amended, or in any other provision of law shall be construed to prevent United States communications common carriers from rendering free or reduced rate communications interconnection services for noncommercial educational television or radio services, subject to such rules and regulations as the Federal Communications Commission may prescribe.

This is all physical interconnection.

Mr. PICKLE. I see line 14 does say "United States communications carriers."

From your own individual position, you as a representative of the network, you do not envision selling to these educational stations programs at a reduced price?

Mr. STANTON. It is difficult to answer that question now because it has not been before us. We do not have prices that are fixed in the same way as those for common carriers; we could have a rate scale different for certain kinds of stations than for others.

Mr. PICKLE. I don't know that is the intent. I don't mean to imply that. But I am saying that if the language says you can give preferential rates to the common carriers, and the telephone companies are trying to get into this business in any way they can, and they might, then it looks like we have the danger of saying you can sell these programs on a reduced basis.

I don't object to that so much except this: If you can sell it to an individual station, the individual station, on a delayed or direct broadcast, can buy it from you. We are going to set aside a big kitty here, a big sum of money. That means if you just raise that rock up a little bit—and look under it—there might be some bugs. I want to be sure that we are not creating something here that will not be a bigger problem than we anticipate.

I think there has to be considerable thought in this field about how the money is to be controlled, and actually what you can buy. You don't compete with these educational stations right now, and I think that

is good. I don't really think you do. I saw a broadcast 2 weeks ago on a Middle East situation. I don't believe the program was sponsored. Was it?

Mr. STANTON. I don't know to which one you refer.

Mr. PICKLE. In other words, some were and some weren't?

Mr. STANTON. I think some were and some weren't. I was in East Africa at the time so I didn't see them.

Mr. PICKLE. I am assuming that some were and some were not.

Mr. STANTON. I think that is a fair assumption.

Mr. PICKLE. I have no objection to that. I used to be in the radio business and I got a sponsor wherever I could.

I think you might have run it as a public service, so I think that is an indication that you were not trying to compete against a public television station, or vice versa.

But I think we might be establishing a policy here where there will be considerable competition later if there was interconnection made. I think you testified the bill says you can have $7 million now for interconnection costs.

What do you spend on interconnection costs?

Mr. STANTON. It is in excess of $15 million a year.

Mr. PICKLE. What you spend?

Mr. STANTON. Yes; the CBS television network.

Mr. MACDONALD. Would the gentleman yield?

Mr. PICKLE. Yes.

Mr. MACDONALD. I would like to point out to the gentleman that in Boston we have three networks and yet the educational station, so-called, channel 2, which is one of the best in the country, is in direct competition from 6 o'clock on at night with all the networks and does very well.

So this is no new concept of having competition between educational stations and network stations.

Mr. STANTON. May I say just one thing so the record is clear on this point? As of today we may, without restrictions from the FCC or any other agency, sell at any price to any station, as far as programing is concerned.

Mr. PICKLE. I don't want to pursue it further, except I don't want to be misunderstood. There is some concern of mine that if we set up a fund of $200 million and the bulk of it goes under title II for programs and program grants, I question the wisdom, and certainly I would be cautious about the policy that established it, that would permit the sale of network programs, where it in effect means that perhaps the Federal Government is subsidizing some of the networks in their programs.

Mr. STANTON. If that is the way it goes—and I don't think it is going to go that way, then Public Television is not doing its job and the board of directors ought to find new operators. If all they are going to do is live off the second, third, and fourth reruns of programs that have been on commercial television, the ball game is over.

This is not what we are here for. I would think this is a fundamental policy question. But I certainly think it would be a mistake to deny Public Television the occasional use of historic documentaries, for example, if the commercial interests want to sell them.

Mr. PICKLE. I believe we understand. I hope we can set up the proper safeguards for both approaches.

Mr. ADAMS. I have particular questions I want to direct to you on the interconnection problem, because this Corporation will actually be like a network in many ways and I think you have a particular expertise which would be helpful to us.

Before doing that, however, I would like to ask a question on the issue of competition. Don't you think we should make a distinction between the types of competition involved. There is no competition between noncommercial television and commercial television in the area of the dollar market is there?

If a particularly good program or set of programs go on an educational television station, your advertisers cannot go there or the people with whom you may contract for advertising and, in effect, say, "We are going to divert our dollars to that station," or to that network or to that affiliate because they have a superior program. Isn't that correct?

What we are talking about is a competition of talent and that is what we want to occur. If it does then the commercial stations can very easily and very quickly—and I assume they would—move in on the good programs being produced because they could obtain a sponsor, and at that point the program would shift into the commercial realm.

Isn't that how you would visualize it would work?

Mr. STANTON. Yes. There are three broad areas of competition. We have been addressing ourselves to competition for the audience. Then you have competition for advertisers among the commercial broadcasters, but not, obviously, among the public ones. We will also have competition for manpower and ideas.

Mr. ADAMS. Absolutely. But I think you pointed out in your testimony that your competition can become one of searching for talent if educational television can create a market for a particular talent, such as symphony, drama, historical plays being portrayed in a particular fashion, and at that point I understand we are trying to create or expand a market for such talent.

I am not the least bit worried about your ability to compete for talent against this noncommercial network with the advertising dollar if it is any good. Are you?

Mr. STANTON. Not at all.

Mr. ADAMS. The next thing is on interconnections, and I ask this because this is one of the technically difficult parts of this bill. As a network how do you prepare and send out to your affiliates your material? I ask that because this corporation is not going to be allowed to have any broadcast facilities.

There is a question as to how much it should be able to control its own interconnections. I think maybe you can enlighten us as to what powers we should give this corporation so that if it has a good set of programs or has developed a good set of programs it can make them available throughout the country.

As I understand it, you make available so many hours a day of material to both your own stations and to your affiliates. Is that correct?

Mr. STANTON. By and large, that is the answer. We approach it differently than I believe is contemplated for public television. I believe

very firmly that public television—that is, the corporation—should be permitted to arrange for interconnections. The way we handle that with our 200-odd stations is to buy circuits from A.T. & T. on a regular basis, 18 hours a day, for interconnection either by coaxial cable or microwave relay. But that is 365 days a year. As I understand the public television concept there may from time to time be interconnection of a live nature when a program is fed simultaneously across the country, and there may be interconnection at other hours of the day, in broad day parts, when the lines or microwave links will be used to distribute programs to the stations for taping and playback as they choose, where they choose, in their own schedules.

Mr. ADAMS. But you actually produce for your time slot in the day, for your affiliates and so on, a series of programs that are available to them. Isn't that correct?

In other words, say 6 to 9 o'clock at night CBS has a package available that every station can use during that period.

Mr. STANTON. Yes. Many do not take them.

Mr. ADAMS. That was the next point I was going to make. In terms of what we are trying to develop here, would it be advantageous to have available either regionally or nationally a series of broadcast availabilities of programing that the local stations can pick and choose, whatever they want, during that period of time, or maybe during a great portion of the day?

How close to a network are we going to come with this public corporation and how close do you think we ought to come?

Mr. STANTON. I think you ought to come as close as necessary to do the job. I think the thrust of the Carnegie Commission report, and it is reflected in the proposed legislation, is to keep the local station in the driver's seat, if you will, so that it can pick and choose to make up its own schedule. But it is not difficult to envision occasions when the station will want to take a live, simultaneous, nationwide broadcast because of its very nature.

For example, when NET carried the state of the Union address and a discussion analyzing it, little would have been accomplished to have had the state of the Union address fed out the next day to be used whenever stations chose to use it. It had a very fragile news value. In order to serve the public, that is the kind of thing you want to do live.

One can see this network going both directions. At certain times of the day there will be live events made available for broadcast simultaneously on all stations affiliated with the public television network; at other hours of the day the interconnections will be used for the distribution of programing which can be selected by the management of an individual public television station and used at its discretion wherever it fits its schedule.

Mr. ADAMS. Economically, how would the public corporation make available its production in your mind in the best possible fashion? As I understand the bill, it contemplates that they just make the programs available and if some station picks it up they will broadcast it and it might be available on the interconnection.

What I am asking is should there be not necessarily a broadcast facility but perhaps a network facility available to this public corporation so that it could make a program available without an individual station producing it first?

I ask strictly as a matter of your thought since you have seen this.

Mr. STANTON. I think there has to be an interconnection facility available to the Public Television Corp.

Mr. ADAMS. I am talking about a network production facility as opposed—well, for example now, say there is X program on the Middle East. It would go on or off the interconnection at the whim of some local station.

Mr. STANTON. I am confused. I am making a distinction here between the interconnection problem and the studio facility problem.

Mr. ADAMS. It ties together. The only real purpose for interconnection is to make available over a broad regional area a program without taping, mailing back and forth and all of these things.

Mr. STANTON. But that is only if you do it live, simultaneously.

Mr. ADAMS. Correct.

Mr. STANTON. If you have the luxury of delay and you can fit it into your schedule as you choose, you have to be able to record it in Fort Wayne, Ind., or Chicago, or wherever.

Mr. ADAMS. Then it is your position that it is not necessarily important that there be an ability some place in the system to put on the program and make it available to everybody interconnected; that it is better that they produce it, put it on a kinescope, use their interconnections to send it out to the various stations, and they do whatever they darn well please with it, whenever they please with it.

Mr. STANTON. I would like public television to be in the position to do any kind of program distribution—live interconnected, interconnected distribution for taping by the individual station for use when it will, or by mail.

Some things do not have the time value that others have. It may be more economical to distribute by closed circuit than by mail. This has to be worked out with experience. It is not something you can sit down today and prescribe precisely.

What I was asking for is same thing that Dr. Killian was asking for—the right of the corporation to arrange for interconnection. It can buy that from the telephone company if it is given that right. It strikes me as clumsy to say to the Public Television Corp., "The only way you can arrange for interconenction is to get the program producer to make the arrangements for interconnection." I think you add an unnecessary delay, an unnecessary layer.

Mr. ADAMS. Again, from your experiences, these things go together every day. We used the example of Henry VIII the other day, that it was going to be produced. The corporation goes out and hires someone. After they hire him they produce the package.

Mr. STANTON. Which corporation?

Mr. ADAMS. The public corporation. It goes out and contracts with someone to produce it and it is produced.

What I was trying to get to was how this went out to the individual stations. The only way I saw that it did was that you either mailed it or you might be able to send it on an interconnection, if you had it, if one station wants to put it on and make it available.

But the public corporation has no power to do that. As I understand part of the bill now, on the public corporation, there would be some doubt as to whether or not they could even hire the interconnection facility to send it out.

Mr. STANTON. That is the reason Dr. Killian and others have suggested that their hands not be tied, that they be in a position to arrange for interconnection. But putting it on is not any problem.

Mr. ADAMS. That is the last question. That is no problem.

Mr. STANTON. No problem at all. That is making a connection to the station.

Mr. ADAMS. Does this bill allow the corporation to do that?

Mr. STANTON. To my understanding it does; yes.

Mr. ADAMS. To put it actually on an interconnection? I don't think it does.

Mr. STANTON. I am sorry.

Mr. ADAMS. That is what I am getting at. We have to give this thing enough power to get it out.

Mr. STANTON. There are two ways to skin that cat. One is the way proposed which is to have the program producer make the arrangements for the interconnection. The other is to expand the bill to allow the public corporation to arrange for interconnections.

Mr. ADAMS. And broadcast.

Mr. STANTON. No, the public corporation would not own stations.

Mr. ADAMS. What do you call it when you put it on the wire?

Mr. STANTON. I suppose one way to call it would be to feed it, to transmit it.

Mr. ADAMS. Can they do that now under this bill?

Mr. STANTON. If the program producer arranges for the interconnection; yes.

Mr. ADAMS. No. Can the corporation?

Mr. STANTON. No. That is why we are asking for this expanded right.

Mr. VAN DEERLIN. Will the gentleman yield?

Mr. ADAMS. Yes.

Mr. VAN DEERLIN. That is provided in the bill, as amended, by the Senate.

Mr. STANTON. It is.

Mr. ADAMS. When you then say that the public corporation can contract for interconnection, the word interconnection includes both getting the facility and the right to put it on the facility; is that correct?

Mr. STANTON. Getting the facility simply means that you are ordering lines or microwaves from the telephone company.

Mr. ADAMS. Right. And does that also include the right to take a studio and put it on it, either run the tape or actually put it on live?

Mr. STANTON. There you are over on the contracting side, with the program production entity. The public corporation would make a contract with the program-producing group to produce the program. It may be live or it may be on film or on tape. Once that is on tape or on film, and the corporation has arranged for the interconnection, it can be fed into the interconnecting circuit from the program producer or any one of the stations on the network.

Mr. ADAMS. In other words, the program producer can put it on?

Mr. STANTON. If he has the interconnecting facilities at his disposal.

Mr. ADAMS. What to you is so very simply to some of us is not. I just don't get the final technical point. We want to know whether we have to

put it in the bill. That is whether this corporation can make its products available on an interconnected basis around the Nation by, of, and in itself. I don't mean to broadcast.

We agree we don't want them to own any broadcast facilities. But can they send it out as a network does? As I understand it, you could have no stations at all. CBS could have no stations at all, and yet could produce for its affiliates around the Nation a package set of programs which would be available to all the people who are connected onto your system.

Mr. STANTON. That is right.

Mr. ADAMS. I want to know can this public corporation do that?

Mr. STANTON. Not as it is presently proposed.

Mr. ADAMS. Should it?

Mr. STANTON. I think it should.

Mr. ADAMS. And the amendment, Mr. Van Deerlin and Dr. Stanton, you are both convinced that the amendment will allow them to do that?

Mr. STANTON. That is my understanding of it.

The CHAIRMAN. Dr. Carter, have you any questions?

Mr. CARTER. No questions, Mr. Chairman.

The CHAIRMAN. Dr. Stanton, I want to thank you for coming and giving us the benefit of your views. You have been concise and emphatic. I believe you have given a strong endorsement of this bill, an endorsement not only in words but in action as well. I think you and your organization have made a fine contribution to helping build a better land. I think that is very important.

I want to thank you in behalf of the committee for your contribution to the American people.

Mr. STANTON. Thank you, Mr. Chairman.

The CHAIRMAN. Our next witness will be Mr. Everett N. Case, chairman of the board of directors, National Educational Television and president of the Alfred P. Sloan Foundation of New York.

We are very happy to have you with us today. I might say that the House is not in session and when the House is not in session, it is difficult to get Members to attend the committee sessions.

We believe this legislation is very important, however, and we thought it was necessary to have the hearings continue.

A record is being made and it will be made available to all the members and the public.

You may proceed in any way you see fit.

STATEMENT OF EVERETT N. CASE, CHAIRMAN, BOARD OF DIRECTORS, NATIONAL EDUCATIONAL TELEVISION; ACCOMPANIED BY GERALD L. APPY, VICE PRESIDENT FOR NETWORK AFFAIRS

Mr. CASE. Thank you, Mr. Chairman.

My name is Everett Case. I am here not in my capacity as president of the Alfred P. Sloan Foundation or as a former president of Colgate University, but as chairman of the board of directors of National Educational Television.

Rather than take up unnecessarily the time of a busy committee, Mr. Chairman, I ask that those portions of my testimony which set

forth and explain NET's official stance respecting the details of these several versions of a most important measure be accepted and filed as part of the record of these hearings. This will enable me to confine my verbal testimony to a few observations which I find relevant.

Perhaps I can match the enviable record for brevity established by Dr. Stanton.

I shall not be dealing with satellites, which I am content to leave for the present to Mr. Bundy and Mr. Friendly, but with more earthy and, if you please, old-fashioned considerations.

Suppose for a moment, Mr. Chairman, that when the motor car entered the national scene, Madison Avenue had offered to build all the roads for free. If the Government builds them, their spokesman might have said, we will all be taxed and the bureaucrats will dictate all the routes. Let private enterprise do the job and the people can decide what roads they want, while the advertisers and the merchandisers pick up the tab.

Billboards? Oh sure, but they will be varied and tasty, and between clusters we will provide entertainment and useful information. So as to cater to all tastes, however curious, we will leave room for occasional glimpses of the natural countryside, almost unretouched. And the roads will be broad and well-paved, models of the technological skill that has made our country great.

And then suppose, Mr. Chairman, that having tried these wonderful free roads, designed and built by the merchandisers to give the advertising slogan greater visibility, some of the people actually rebelled. Suppose that a group got together—this is still private enterprise, mind you—and proposed to give the motoring public some sort of alternative. A well-landscaped parkway, perhaps, and some paved but winding country roads which actually explored—and exposed—our incomparable natural heritage. No billboards. No cheesecake. No jazzing up of nature. No tolls. True, these alternative roads were sometimes slow in building and too often technically inferior. Yet they were used with thankful relief by more and more people, millions of whom even made voluntary gifts to help maintain and extend them.

Now roads, like other communications media, are expensive, as the Congress has some reason to know. Private philanthropy may put up the funds for pilot operations that demonstrate the need and the great potential of alternative routes, but not even the Ford Foundation can provide permanent funding for the kind of network of nonprofit, noncommercial roads that could assure the traveling public a genuine freedom of choice.

Having demonstrated the need, the public response and the long-range potential as well as some measure of the basic costs, would it then be wholly surprising if private philanthropy were to turn to government for the greater part of the funds which development of this essentially public enterprise required?

Mr. Chairman, I don't intend to labor the parable or strain the analogy, which is intended only to be suggestive. After all, advertising and commerce do foot the bill for commercial broadcasting as they never did for the highways. And, as you know, it was only as this struggling but gallant effort to compete with commercial television on a nonprofit basis, and almost without visible means of support, had

made its initial demonstration by building and contriving to sustain well over a hundred community and university stations—most of them affiliates of NET—that the Carnegie Corp. set up a national commission, chaired by Dr. Killian, to explore and report on the true potentialities and long-range needs of "public" broadcasting.

Their report and recommendations, strongly endorsed by the White House and now by the Senate, by large sectors of the press and public, and even by the enlightened leaders of the commercial networks, are substantially embodied in the bill that is now before you.

Mr. Chairman, this is the moment of opportunity. As one who has had some part, if only as a sideline coach, in the triumphs, frustrations, and stubborn aspirations of the noncommercial broadcasters, I say: all honor to the devoted pioneers of this private effort to meet a public need. All honor to the millions of Americans, mostly of modest means, who have voluntarily helped to keep their local noncommercial stations going. All honor to the Ford Foundation, whose enlightened concern to restore the American people's freedom to choose has supplemented and frequently matched local community gifts—at the same time making possible the development on a cooperative basis of NET's national programing service, now to be supplemented by NET's new Public Broadcast Laboratory.

All honor to the Carnegie Corp. and the Killian Commission for pointing the way to the future. All honor to the Congress which broke the ice by enacting the Educational Television Facilities Act of 1962. And all honor to those citizens and public officials, beginning with the President and extending to members of the Senate and House committees, who have had a hand in drafting, perfecting, and stressing the extraordinary importance of the measure now before you.

Mr. Chairman, in thanking you and your associates for the opportunity of sharing my views with you this morning, let me venture in conclusion the confident prediction that, as this committee and the House it represents come fully to recognize, as a result of your studies, the historic significance of this bill, the great majority, regardless of party, will be quick to rally to its support. Like the educational broadcasters themselves, you may differ about some of the details—and may the day never come to America when this ceases to be true. But you will not let these differences distract you from the overriding business of the day, nor will you let them obstruct or blur the opportunity which is uniquely yours to go down in history as members of the committee, and the Congress, which restored to the American people that competitive freedom of the air which, in today's world more than ever, is so essential a part of our birthright as free men.

(Mr. Case's prepared supplementary statement follows:)

SUPPLEMENTARY STATEMENT OF EVERETT N. CASE, CHAIRMAN OF THE BOARD OF DIRECTORS, NATIONAL EDUCATIONAL TELEVISION

This statement from National Educational Television is offered for the record to supplement the testimony of Everett N. Case. Mr. Case is chairman of the board of directors of National Educational Television, president of the Alfred P. Sloan Foundation, chairman of the board of the New York Federal Reserve Bank and retired president of Colgate University.

The board of directors and the staff of NET enthusiastically support H.R. 6736. We regard it as a most enlightened, forward looking and important piece of

legislation whose enactment will ultimately furnish means to improve the quality of life for virtually every citizen of the United States. We are assured that the affiliated stations of NET share this belief.

We are aware that there are a number of other bills related to public television and ETV station facilities which this committee will consider. We believe, however, that H.R. 6736 is an effective and comprehensive document, that it merits primary attention, and we propose to base our comments upon this bill. First, however, we should like the committee to know something of why National Educational Television has deep interest in the passage of this legislation.

National Educational Television has been a key factor in the development of non-commercial television in the United States. It began operations in 1953 and has ever since been the central source of national and international programming for a rapidly growing family of independent affiliated educational stations. Particularly during the last 4 years, NET has produced and distributed a caliber of programming which has stimulated awareness of public television in communities throughout the Nation and has contributed to the widespread interest and enthusiasm which brought forth the Carnegie Commission on Educational Television, the Ford Foundation domestic satellite proposals, and the bills before you now. NET is therefore understandably devoted to the healthy expansion of noncommercial television.

NET currently provides each of 118 affiliates with 5 hours or more of new programs each week, as well as access to a library of other programs from which stations draw at an average rate of 4 more hours a week. Each station pays an affiliation fee of $100 a year, which is all it pays except for shipping and handling charges, to receive the new programs. Some NET programs are produced by the NET staff, some by affiliated stations, and some by outside producers with whom we contract. Others are acquired from foreign broadcasters. One-half or more of the new programs weekly are concerned with public affairs. The rest deal with cultural subjects or are children's programs. NET's principal financing is by the Ford Foundation, which in the past 4 years has made grants of six million dollars a year. Programs are generally duplicated at the N.E.T. plant in Ann Arbor, Michigan, and are distributed to the stations by mail or air express on videotape or film. NET began long lines demonstrations in January of this year and on 14 occasions interconnected 70 to 80 affiliates for special live coverage of events. These interconnected broadcasts have included the commentary on and analysis of the State of the Union message, a series of hearings of the Senate Foreign Relations Committee, the hearings of the subcommittee of the Senate Commerce Committee, and most recently the unprecedented Our World program which presented live segments from 13 nations and was seen, thanks to the use of space satellites, in 25 nations around the globe. This spring we added a largely autonomous division known as the Public Broadcast Laboratory of NET, which will begin broadcasting in the fall a Sunday night program of news and cultural analysis and commentary, interconnecting almost all N.E.T. affiliates.

John F. White has been president of N.E.T. since 1958. N.E.T.'s activities are governed by an independent, self-perpetuating board of directors which includes many outstanding civic, industrial, professional and academic leaders of the nation.

Against this background, N.E.T. considers H.R. 6736 a necessary first step toward a fully effective public broadcasting service. First, the provisions for continuing availability of grants for station construction and improvement of physical facilities are essential. Second, an instrument is needed to nourish the noncommercial television and radio systems, to set standards and evaluate performance, and protect both the independence of the elements in the system and the public interest. The corporation proposed in Title II of the bill provides for such an instrument. Third, a study which will identify ways to improve the use of television and radio for instruction is desirable. N.E.T. considers these parts of H.R. 6736 are interdependent and that together they constitute a substantial base for healthy growth.

We recognize that there are differences between H.R. 6736 and S. 1160 as passed by the Senate. A number of changes made throughout S. 1160 are obviously designed to identify the participation of non-commercial radio in the proposed system. N.E.T. welcomes this clarification of intent.

Concerning Title I, the appropriation of funds for facilities, N.E.T. believes that the Educational Television Facilities Act of 1962 has provided essential assistance for the construction of new ETV stations and the improvement of

existing stations at a critical time in the history of non-commercial television. Obviously, more construction and improvement are needed. Title I permits this important activity to continue and is absolutely necessary if we are to prepare for the kind of future this legislation envisions.

Title III addresses itself to a study of communications techniques for instruction. National Educational Television is not now directly engaged in this part of the ETV spectrum. N.E.T. is, however, deeply interested in the improvement of instructional broadcasting. We hope that the study called for in this bill will not be pre-occupied with that which has been done, and has been meticulously examined, but that it will focus on what must be done if instructional broadcasting is to achieve its potential.

It is the nature of the Corporation proposed in Title II which has prompted our most careful scrutiny. As custodian of the public broadcasting system, both radio and television, this Corporation will have great responsibility. We have faith that appointments to its Board of Directors will be of the highest caliber and that provisions for both public and private funding will insure the necessary insulation to resist political control of the system these directors will oversee. We believe it equally important that the Corporation be insulated from real or implied control of the day to day activities of the independent stations which are the key to the success of public broadcasting and of the scheduling of the interconnected system which serves the stations.

We applaud the provisions of the bill which clearly state that the Corporation shall make grants and contracts for programming and, therefore, shall not itself engage in programming. We feel it equally important that the Corporation, in its own interest, should be protected against involvement in the operating management of the interconnection for television and radio. N.E.T. has been especially concerned with the views of the stations on this matter since the independence they now have must be defended in the future as it is today. Therefore, N.E.T. finds itself in complete agreement with the testimony of Jack McBride, spokesman for the Educational Television Stations, before the Senate subcommittee. His testimony urged establishment of the Corporation as a grant making organization and a non-operating entity.

N.E.T. officers have also discussed the functions of the proposed Corporation for Public Broadcasting with officials of the former Carnegie Commission on Educational Television and found many areas of agreement. On the other hand, the designers of the Carnegie Commission Report have sought the opportunity for the Corporation to conduct the scheduling and day to day operations of the television and the radio interconnection systems. The changed wordage of S. 1160 of Subsection (E) of Section 396(g)(2) permits the Corporation that option. We believe that the bill before this Committee, H.R. 6736 as written, more properly establishes the purposes and activities of the Corporation. Under H.R. 6736, the Corporation would contract with appropriate public or non-profit private agencies, organizations or institutions for the operational management and scheduling of interconnection services.

We would expect this kind of contractual arangement to be proposed to the Corporation. Certainly, it would be natural for a consortium of producers and users to seek a contract to perform the day to day scheduling and distribution operations. Thus, we would expect local stations, National Educational Television, Educational Television Stations and regional organizations such as the Eastern Educational Network to form a producer-user partnership designed to provide a practical, economical and appropriate agency to conduct this phase of the system operation. We would also expect a similar partnership of educational radio producers and users to seek a contract for the purposes of the radio interconnection system called for in the bill.

Among the considerations drawn from experience which support N.E.T.'s conviction on this point are these:

1. The local stations and the national producers desire that the interconnected system be used both for programs which demand immediacy and simultaneity and programs which do not. They place equal importance on the two. Such a system can function effectively only if the scheduling decisions and arrangements for distribution are performed by the two parties most concerned, the producers and the users.

2. The Corporation which controls the funds granted to local stations for production and operations should not also control the decisions and operations governing program supply by interconnection. If it does, there is a double line

of control between the Corporation and the station which would threaten the freedom, flexibility and variety sought by the Commission and the bill alike.

3. The Corporation must be responsible for objective evaluation of the entire Public Television and Radio system. When it is asked to assess the performance of others with whom it is contracting, no better judge could be found. Here objective assessment of performance presents no problem, and certainly the Corporation has adequate sanctions to insist on high standards of performance. The moment, however, that it becomes involved in operating functions itself, it would be placed in the untenable position of judging its own performance.

4. Finally, if station or producer is dissatisfied with the network service and its complaint falls on deaf ears, the Corporation should always be available as a "court of appeal". Obviously, there can be no such clear channel of appeal if the Corporation itself is the operator of the service.

N.E.T. wishes to stress that this one difference of opinion between the practitioners of educational broadcasting—the stations and the national programming centers—and the Carnegie Report, must be kept in proper perspective. In the midst of so much agreement, one area of concern, honestly expressed, does not constitute divisiveness.

We are certain that this Committee will find, as you proceed with these hearings, that the various organizations and individuals engaged in educational broadcasting operations and involved in the support of educational broadcasting are united in the support of passage of legislation and united in belief that this session of Congress is the time to do it.

We recognize that House passage of H.R. 6736 will be followed by reconciliation of any differences between the House and Senate bills. N.E.T. has faith that legislative history will be given due consideration and that the approval of this Committee and the House of Representatives will result in legislation of the highest quality.

Strong and independent local stations, vital national programming and an interconnection system responsive to the stations needs and desires—these are the goals and the promise of this legislation. You have an opportunity now to make a significant contribution to the richness of American life. You have an opportunity to serve noncommercial stations in your communities and through them your constituents. N.E.T. urges you to seize this opportunity by taking favorable action on H.R. 6736. The Nation needs this legislation now.

The CHAIRMAN. Thank you very much, Mr. Case, for giving us the benefit of your views. You have stated them very concisely and very well.

I would like to ask you just one or two questions.

Do you foresee any problems in the corporation's board of directors if they are elected or appointed irrespective of their political affiliation?

Mr. CASE. Mr. Chairman, I would hope that, whether they were all appointed by the President or a majority by the President and the rest selected by his appointees, every effort would be made, and I think it would be, to assure a balance in the composition of the Board. I would hope that we could avoid the specific requirement of making political affiliation one of the criteria of appointment.

I have just been reviewing my fellow members of the board of NET. This is a self-perpetuating board. I would be hard put to it to identify all those people in terms of their party affiliations. I could identify some, and so could you, very easily. But one does not think of them—and I think there is a good balance—in the exercise of this trust as Republicans or Democrats. It seems to me important that a board entrusted with the responsibilities the board of the Public Broadcasting Corp. would have should be rather nonpartisan than bipartisan.

The CHAIRMAN. Thank you.

Should three members of the board of directors of this corporation be associated with noncommercial broadcasting? Would this cause there to be any conflicts of interest, in your opinion?

Mr. CASE. I think it depends upon their relationship. I would not expect a man with operating responsibilities for a station to be selected for membership on this board, but I can well conceive that a man who was a member of the board of directors or even chairman of the board of a local station might bring from his experience something that was useful to the work of the corporation.

The CHAIRMAN. Should there be written into H.R. 6736 specific guidelines for the board of directors to follow in accepting or rejecting proposals for grants, or should this be left up to the subjective discretion of the eminent members who will serve on this board?

Mr. CASE. Now you are addressing a question which, as President of one of the foundations, I would have a certain bias in answering. I think from my experience you get the most effective exercise of the trust by a board of trustees or directors if they are free to determine the guidelines. I think if the guidelines were drawn too restrictively it might be difficult to persuade some of the people that you would most like to have on that board to accept the post.

I think you have to have a freedom of action on the part of that board that is commensurate with its public responsibilities, which are very great.

The CHAIRMAN. Do you feel that if this legislation is passed educational broadcasting would be competing with commercial broadcasting?

Mr. CASE. As Dr. Stanton said, there are various areas of competition and we would obviously not be competing for the advertising dollar. We would be competing as strongly as we knew how to for the attention of the audience. When I say "we" I would like to emphasize here that NET—as a national program producer and distributor, which also contracts with local stations for the production of programs which may be distributed nationally, and contracts with outside producers, getting some programs from abroad—that NET has no audience except as the local stations provide it and find NET's program acceptable for their purposes.

The CHAIRMAN. We have had some previous witnesses before today. I would like to clear up some of their statements. In your opinion, would the $250,000 grant limitation for a project include the cost of interconnection?

Mr. CASE. I would hope not if it were to be effective on a national basis. This is not a lawyer's opinion; it is a pious hope. I think in the long run it would be clear that such a limitation would not be compatible with the need for some national programing supported by the public corporation. But I am not too worried about that at the moment because it has seemed to me sound to establish the need and the basic principle of having a public broadcasting corporation.

I am content to leave the final determination of its financing and the way it funds programs to the future.

The CHAIRMAN. Mr. Macdonald.

Mr. MACDONALD. My compliments on your brief but fine statement.

Mr. Stanton was questioned at some length by various members of the committee, and it seems to me he was the wrong person to be asked the type of question I am about to ask you. I think you have the expertise.

As I understand it, you presently contract with various producers for programs and then act as a clearinghouse for distribution; is that correct?

Mr. CASE. That is right. We produce some of our own, of course, in-house.

Mr. MACDONALD. I now ask you what sort of programs do you produce or contract for? We have been hearing cliches about sculpture, art, four or five subjects. Obviously, you can't run a station for any length of time just doing programs in that area. Therefore, I wish you would give us the benefit of your knowledge as to what you supply to the educational stations all over the country.

Mr. CASE. I will be glad to try, Mr. Macdonald.

With the chairman's permission, and yours, I would like to turn to Mr. Appy, if I get in deep water, if there is more information wanted than I can command or supply.

In the first place, the staple product that we offer the affiliated stations is 5 hours of new programing a week. By stipulation of the Ford Foundation, which has been our principal financial supporter, half of those hours are to be devoted to public affairs as distinct from the cultural programs and the children's program.

Mr. MACDONALD. Public affairs is sort of a broad word.

Mr. CASE. It is.

Mr. MACDONALD. Does that mean a love-in in a park in San Francisco? A news broadcast? A news analysis? Editorials?

Mr. CASE. QED would probably cover the love-in, itself, if it so elected, unless it assumed national proportions.

Mr. MACDONALD. I have a feeling it has.

Mr. CASE. Mr. Stanton was kind enough to mention the national interconnected program we put on at NET in broadcasting the state of the Union message and a series of commentaries from people in different localities on various aspects of that message. Like the message itself public affairs does cover a broad spectrum and we could be dealing at any time in a public affairs program with topical questions, such as the Middle East situation or Vietnam, or some other aspect of foreign policy, with some economic, political or social problem on the domestic front, of which there seems to be no dearth.

In general, a large part of our programing, however, has to be planned well ahead. Therefore, the kind of public issues that they deal with are likely to be fairly basic kinds of things that might involve, for example, the discussion by a panel of experts of the current significance and varying interpretations that are appropriate in dealing with the Bill of Rights.

It could involve a discussion by a panel of experts of recent Supreme Court decisions. Perhaps I have illustrated sufficiently the point.

Mr. MACDONALD. That is for the southern tier.

Mr. CASE. Yes, perhaps—but not exclusively so.

Mr. MACDONALD. If I could pose another question, perhaps your answer can be a little more narrow. I believe that some people on the committee, and I am not one of them, have a feeling that we could be creating an operation that could be perverted for propaganda use for one party or the other party for political reasons, or to take sides on a political issue.

I think some people, from the questions raised, are fearful. I personally am not because I have seen, as I have said, the educational channel in Boston which is absolutely non-political. It discusses things but it will show the other side as well.

So when you talk about public affairs, I am sure that you can and will give the assurance that none of the programs that you either purchase or produce are used for any propaganda purposes; is that correct?

Mr. CASE. It is certainly our purpose to see that they are not. It is our purpose to see that both sides or all sides of controversial issues are fully explored in our programs. This does not mean that we do not permit—indeed, we even encourage—the greatest freedom of expression on the part of individuals participating in the program. But we try to have groups that do represent sufficiently diverse points of view so that you get all sides looked at.

I might add that your experience with the Boston station, WGBH, is, I think, pretty well matched by that of other local stations because when you are going to the community for support—and I hope this will always continue to be true no matter what funds the Public Broadcast Corp. may grant and distribute—when you are going to your local community for support, you can't be one sided and expect the support you want. You have to win friends who believe that what you are doing is important for the community, and that you are doing it on a balanced basis.

This doesn't mean that you won't get people who are frantic about a certain program and who will say "You never should have put it on." But it does mean that by and large the good sense of the community has to support what you are doing or you are dead.

Mr. MACDONALD. Thank you, Mr. Chairman.

The CHAIRMAN. Dr. Carter.

Mr. CARTER. Certainly I am interested in the composition of the board which will control educational TV, and be certain that this board will represent all facets of American life. I think that is very important.

Mr. CASE. I agree.

Mr. CARTER. From the West, Midwest, the Appalachians, the East, the North, and the South, all facets to be represented by this board. They should consider all areas in formulating their programs. Again, I think it should be absolutely nonpartisan, as you have stated, because there is so much danger from Government control of television, of a television system.

It seems that we talked mostly today, Mr. Case, of considering political issues. But there are so many other things that would be on educational television. We should be educated not only on public affairs, foreign affairs, political issues. But as I see it, the basic purpose of this is to educate our children, our young people.

Of course, in this case, you have to be pretty sharp because you will be in competition with the Beatles, the Monkees, and so on. You will have to be pretty sharp to get the attention of these young people.

I am very much in favor of this. I think it can be extremely helpful if it is properly organized and properly controlled. That is the first thing, to be absolutely nonpartisan and dedicated to the education of the people of this country in a nonpartisan way.

Thank you, sir.

Mr. CASE. Thank you, Dr. Carter.

The CHAIRMAN. Mr. Van Deerlin.

Mr. VAN DEERLIN. In your longer prepared statement on pages 6 and 8, you express some fears or imply some fears about certain amendments to this legislation enacted by the Senate. You say these amendments would have the effect of making the corporation, in your opinion, an operating entity.

Dr. Killian addressed himself to this point and supported those Senate amendments, saying that their net effect would be that the corporation would not be an operating entity, a producer, a scheduler, or a networker.

I was wondering if you might, in some greater detail, tell us about the misgivings that you have on this point.

Mr. CASE. I would be glad to try, Mr. Van Deerlin, although I am a little diffident about public disagreement with Dr. Killian, who is one of the trustees of the Sloan Foundation, and, hence, one of my bosses.

Mr. VAN DEERLIN. Your testimony has already indicated your high regard for Dr. Killian.

Mr. CASE. Thank you.

I think that is the one point on which I would not have gone along completely with the answers to the questions which Mr. Stanton gave.

I feel less strongly about this individually than do some members of my board. I am not unduly exercized personally about the provision referred to in the Senate version which simply gives the corporation board, as I understand it, the option of contracting out these arrangements, or arranging themselves for interconnection. My guess would be that if the board is as wise and intelligent as I expect them to be, they would opt this out rather than getting involved themselves in that kind of operating business.

Many members, the great majority, indeed the consensus of the NET board would be that it would be wiser to protect, to insulate, the corporation for the purposes that Dr. Carter mentioned, to insure its freedom from any involvement in that kind of operating decision or arrangement. The reasons for that, as stated in the supplement to my testimony to which you referred, are, in brief, that we think the scheduling decisions as to what should be interconnected can best be made by the two parties most concerned, the producers and the users. We think also that the corporation which controls the funds that are granted to the local stations for production should not also control these decisions.

That would give a double line of control to the corporation. We feel that the corporation, as a grantmaking and policymaking group or body, has important responsibilities to evaluate the entire public television and radio system. It is, in our view, better able to act as judge of performance if it is not itself involved in the performance that it is judging.

Finally, if there is dissension or controversy about any aspect of the operation of the system, it seems to us important that the corporation be available as a kind of court of appeal without itself being involved in the operations that may be in question.

That is the case as we see it against the Senate amendment. But I repeat that I would find the Senate amendment possible to live with.

Mr. ADAMS. Would the gentleman yield?

Mr. VAN DEERLIN. Yes.

Mr. ADAMS. How does this thing work, then, when it doesn't have any head but has a lot of bodies, arms, and legs running around? Who says what is going on the interconnection and what doesn't go on when nobody directs it? It seems to me the bigger your system becomes, it would take an immense amount of time to decide who is going to produce, who is going to put on, who is going to share what is produced and put on, and who is going to decide when it will be made available to be produced and put on.

Mr. CASE. Good questions, Mr. Adams. Let us start the answer by a look to see what happens now.

One limiting factor in the decision of what can be put on, what programs can use interconnection, is the financial limitation. This is expensive, and, therefore, one tends not to put it on, interconnected, unless it is imperative and unless it is no good on any other basis, or unless it is an important part of a demonstration that we are trying to make and, therefore, worth the commitment of some of our dwindling reserves.

The decision now is made by the officers of NET in consultation with the affiliates, and the affiliates have a committee with which they consult frequently, whether such and such a program—like the President's state of the Union message or the "Our World" program that involved 13 countries and the use of satellites—whether this is something that ought to be on interconnection.

Mr. ADAMS. But you have a board that decides what 5 hours of programing will go out and what library is available for them to come and ask in. In other words, you have a head on this thing.

Mr. CASE. We would still continue to have a board when the public corporation board is established.

Mr. ADAMS. But you are using the present example of NET, and it may be very good. I am not on either side of this yet. But somebody in your operation says "All right, here is what you people have this week." Yet if we don't put in this amendment, or something like it, what I am asking you is if nobody decides that, you have a lot of people producing programs in a lot of places, and you have interconnections available, it just seems to me that this corporation is going to have a full-time staff of lawyers and public relations men trying to put together this jigsaw puzzle of who has what program? where is it? who is going to produce it? and when is it going to go on?

Mr. CASE. Let us assume there is a program produced by NET or there is an upcoming event that we want to cover by interconnection, or there is a program produced by the San Francisco station that is so timely and good that we think it ought to have national coverage, and simultaneity.

I take it that representatives of NET, the San Francisco station, and the affiliates would, in this instance, wait on the staff of the Public Broadcasting Corp. and say, "This is a program that we think ought to go on interconnection. It is going to cost a little more to put on that way, but if you are ready to contract with us for producing this program let us include interconnection."

There still has to be a decision in the grantmaking body whether this is an appropriate use of the funds. In that sense, they have some control. It seems to me that is perhaps the limit of control they ought to have. Presumably, the Public Broadcasting Corp. itself or its staff could see some upcoming event that ought, in their judgment, to be covered by interconnection, and they could, in that instance, call in representatives of NET or any other national programing service that may be established, or the affiliate stations, or the eastern educational network, and contract with them to do that job.

This is not to dictate, because I take it we would always be free to say we don't believe that is a job we want to do. But I daresay that the grantmaking organization can usually find somebody who is reasonable about getting what they want done.

So long as the Public Broadcasting Corp. has the right to contract with a national or a group of local agencies to get a job done or to make grants at the instance of such groups that want to do it to get it done, I don't see why they need to have the power to arrange with the telephone company or anyone else the actual interconnection that is envisaged for that program. I think it can be done otherwise.

Mr. ADAMS. I thank the gentleman.

Mr. MACDONALD. Would the gentleman yield?

Mr. VAN DEERLIN. With or without the Senate amendments, you do endorse H.R. 6736?

Mr. CASE. Very strongly, sir.

Mr. VAN DEERLIN. I will yield the balance of my time.

The CHAIRMAN. Does the gentleman wish to continue?

Mr. ADAMS. I will yield to the gentleman from Massachusetts.

Mr. MACDONALD. Sir, you have helped clear up things that have been bothering the committee. But what I still do not understand is the financing. It is limited, according to the language, to $250,000 per project. Is that for each station or is that for a production?

Mr. CASE. As I understand it, it is limited to that for a grant to any project, whether proposed by a station or by a national programing service.

Mr. MACDONALD. What is a project?

Mr. CASE. Well, it is a program or a series of programs. For example, I believe this announcement was intended to be made 2 or 3 days from now, but the Times said this morning that NET just had a grant from the National Science Foundation for a series of programs in the sciences, called Spectrum. These will be offered nationally. I believe the grant was something in the neighborhood of $175,000.

Within the $250,000 limit, presumably, the Public Broadcasting Corp., therefore, could fund this kind of project at NET. But we wouldn't be doing very much more business than we are now so long as that limitation obtains.

Mr. MACDONALD. If there is this network that I didn't realize was envisaged when I first had the concept of this educational TV, there possibly could be some stations who never originate anything, who don't have a project, who don't have any production, and they are just on the network. They would receive no money, is that right?

Mr. CASE. They could receive money to produce for local programs. They could make a proposal for a community project. You see, they

have to fill the air as long as they are on the air for the times that they don't use NET programs or our library available for reruns.

Mr. MACDONALD. But I am just saying isn't it possible for a station to be in existence and receive no money under the language of this bill if it just, to use your phrase, opts to stay on the network.

Mr. CASE. I suppose it is possible, just as it is possible for college X to continue its existence, tenuous existence, without the aid of grants made to other colleges and universities. I suppose this would be dealt with on a competitive basis in terms of the merit of the proposal and the amount of funds available.

Mr. MACDONALD. It was also my understanding, if the gentleman will yield further, that one of the purposes behind this bill and the language in the bill was to keep any one section from becoming a Hollywood or a New York City as far as production is concerned. It seems to me to be sort of a contradiction in terms.

If you put them on a network and they are getting great programs, with their needs being met programwise, it would seem to me to tend to concentrate production in certain areas. It was my understanding, and it still is, that that is not the purpose of this bill.

Mr. CASE. I don't think it is the purpose of the bill at all to concentrate. I think the effort of the bill is to diffuse the support and development of talent as widely as possible. I think, however, we have to recognize geographical facts about the country. If you are giving a news report on the stock markets or on international finance, you would probably find New York a better spot than Oklahoma City.

If you were putting on dramatic performances, LA's closeness to Hollywood would be an asset. So would New York's closeness to Broadway and off-Broadway. So with the Boston Symphony Orchestra and various cultural assets that Boston has. That is a natural. You can't avoid the fact that Washington is the place that makes the news. So these natural centers are going to appear with natural strength.

Mr. ADAMS. Mr. Case, what you are describing is just actually what occurred to a great degree with the independent as opposed to the affiliated stations in the commercial field, that what happens is that it is very difficult to produce competitive local programs against a national program that may be able to go to a center, as you mention either a cultural or political, by that I mean governmental, financial, or other type center where the people and the facilities are available?

Mr. CASE. Yes, but I think there is a difference, that in the case of the commercial stations and networks their earnings come from ability to put an audience at the disposal of the advertiser, a sizable audience.

Mr. ADAMS. I agree with you on that. We have a different factor here.

Mr. CASE. It is a different factor. But one of the most moving uses of television in my home, that I have ever experienced, occurred when New York station, WNDT, channel 13, was having a financial crisis, which it survived, and got a group of volunteers from the world of the theater and the arts to put on a program without compensation to them for the benefit of the station. I have a vivid recollection of hearing for the first time an actress who was a charming person with a cultivated voice electing to read two poems of Robert Frost. That was

all that she did in the 5 minutes that she appeared. When you thought of that reaching hundreds of thousands of homes in the metropolitan area, and people of all ages, including children, it seemed to me a revelation of the kind of thing that could be done even on a shoestring.

Mr. ADAMS. Then the way you visualize this, and I think this is what Mr. Macdonald and I were both searching for—how you visualize this system working—is that you would get a continual feed-in from all over, wherever you could get it, to some kind of a central facility. I guess that is what this public facility is. There would be all kinds, types, and shapes of programs which would be financed by the corporation. This goes back to the original question I asked you.

Assuming you had all of this feeding out, is it contemplated in your view that what would happen then is that this public corporation, or some group, would then take all of this material that has come in and send it back out to everybody, or would it just—well, what would happen to it once you had this all produced? Would the word just have to get around some way so that they would then make their deal on each one of these? You have had direct experience in this.

Mr. CASE. With your permission, I would like to ask Mr. Appy as an operating vice president of NET to answer that. I think he can do a better job than I can.

Mr. APPY. We feel that the key to this use of the interconnection will really come, no matter how the legislation is eventually worded, by what the stations, the users, really want. It is our close association with them that has brought us to understand that, like ourselves, they prefer a sequential schedule in which the programs available are put on in some sort of order which hopefully has orchestration—balance, dissonance, harmony, and all of those kinds of things.

We have, in connection with the stations, established something called a network allocations council for purposes of interconnection when we currently use it, on an occasional rather than a regular basis.

Mr. ADAMS. You have a group of people who get together and send out information to the stations of what you have?

Mr. APPY. We have a group of people who are representing the stations, who are in partnership with us, to decide what is to go on at what time and under what means. We would envision that this kind of partnership of the producers, of the users most importantly, would approach the corporation and say:

During the following year we need these interconnected lines

so many hours a day and so many weeks of the year, probably the whole year, 8 hours a day,

and we propose to use them as follows.

We have our own guidelines.

If our performance is satisfactory, we hope you will give us the money to do this, to contract with the common carrier. If our performance is satisfactory, we will back to you the next year, and if it is not, we assume you will find some other contractor.

Mr. ADAMS. What about all these programs produced during the year? You have one produced in one place, one in another, and they

go on all over the country. But they are not interconnected. Do you bring those into a library of this corporation that we have, or do you bring them in one some kind of a list that is circulated?

In other words, we are going to spend money to produce these things around the country. How are they going to be made available around the whole country? We are dealing with a national system rather than a series of just individual, regional users.

Mr. APPY. The portion of the programs produced both by national producers or by stations which are intended for more than local use, to be used throughout the country or regionally, will be made known to every potential user just as we now let every affiliate know what programs are coming up, what they consist of, what types they are. The station then will elect, when it comes on the interconnection, whether to take it live, whether to tape it for use later, or whether not to run it at all.

Mr. MACDONALD (presiding). What Mr. Adams has asked is how you do this.

Mr. ADAMS. Right. In other words, does the public corporation say, "OK, we will give it to you," and go on the interconnection and send it. Or does this fellow have to say he will go and deal with X corporation and then go to the public corporation and get funds to make this deal and put it all together?

Mr. APPY. Once the programs are produced they would be delivered, I assume, to the contractor who is going to provide the service by interconnection, and he would be charged with the responsibility of telling all of the potential users what is coming over the lines at what time, and what the options are to using it.

Mr. CASE. Let me supplement that from the standpoint of a grant-making agency. If people come to you for a grant to do a job and you say, "Are you proposing to put this on in this way or that way," and they say, "I don't know," then you say, "Go on home and do your homework and come back when you do know."

In short, they will know and this will be part of the package that they are asking to be financed.

Mr. ADAMS. Suppose they go to the Boston station and they go to your group and you produce the program for them. Then the Boston station wants it and they obtain it, they have it available. All they are interested in is interconnecting, we will say, with the Boston suburbs and other cities in the State of Massachusetts. In New York somebody hears about it. I haven't gotten clear yet how they hear about it in New York, but somebody hears about it. So they get an interconnection.

What about the rest of the country with the effort that has been made to produce this and have it available? Is there going to be a head in this public corporation that is going to say to all the various States: "It is here. You can either get it interconnected, and it will cost you or it will not, or we will send it out to you in a can, or you can come back and get it"? We are trying to get from you how this thing works. That was the reason I asked Mr. Stanton the questions.

I thought what would happen is that you visualize a nationwide set-up that so many hours a week they would put these out. All the things you gathered together would be put out. Then the local stations would say whether or not they wanted it. You would have a functioning na-

tional system. As you describe the situation, you don't have that at all.

Mr. APPY. On the contrary, that was not the intent of my comment. These long lines, interconnections, will be available in this kind of a system at least 8 hours a day, 7 days a week, which is more than adequate time to put on all the programs. And they will be available to every station throughout the Nation. The people to decide at what hour, at what time, the programs will go over the interconnection are preferably an agency, a partnership, which represents the stations, who are the users, and can reflect their desires for the kind of schedule they would like to have and the producers.

Mr. MACDONALD. Will the gentleman yield?

Mr. ADAMS. Yes.

Mr. MACDONALD. Then what this bill we are considering actually does is create a fourth national network, is that correct?

Mr. APPY. The term network has so many meanings. Interconnection is a network in the sense that it provides the potential for this kind of scheduling. There has been an inference that a network, per se, is evil and that it has power over the individual stations.

Mr. MACDONALD. I am not saying whether it is evil or anything. I am just saying that what we are doing is putting together a fourth national network. If that is so, and I believe it is from everything that has been said, why is all this talk in the bill and in the report about local autonomy? The very essence of a network, commercial networks, as you know, is to tell the stations what they are going to have and at what time.

Mr. APPY. Yes, but——

Mr. MACDONALD. Well, it is right, if you don't know.

Mr. APPY. The individual station still has the opportunity to take or not to take the program, to use it as it sees fit. Even in the commercial networks today they have that opportunity and many of them exercise it. Knowing our affiliates around the country at the educational stations, they are unquestionably men of independence at the management levels and they will maintain that independence.

Mr. CASE. I can recall when I was at Colgate and the nearest station was Syracuse, I sometimes would tune in to a program that was NBC or CBS that I particularly wanted to get, only to find that Syracuse had elected to put on a local program for that time, which they sold to local advertisers.

Mr. MACDONALD. I don't know what network they dealt with, but it is a peculiar sounded network to me.

Mr. CASE. There is obviously pressure in the commercial networks on the local stations to take what the national networks offer that is not present in the noncommercial. But I think, Mr. Chairman, the point that I would make about your question is that in the terms you are using it, there is now in existence a fourth national network; namely, national educational television, which is inadequately financed, with all respect to Ford.

Mr. ADAMS. You put out 5 hours a week, as I understand it, plus access to a library.

Mr. CASE. Plus access to a library.

Mr. ADAMS. I hope by my questions you understand I don't have a preconceived notion of which one you want to have. But the public

corporation, as you visualize it here, will have to have somebody, some place, to decide that things are going to be produced and then that things are going to be put out. I think in this amendment that we are talking about lies the key to this, that either it is going to be done centrally or else you are going to have some kind of confederation that I haven't figured out yet where everybody is going to try to get on the wire and put a little something out and take a little something off.

I am sure that is not what you gentlemen have in mind, and I am pretty sure that is not what we have in mind.

Mr. CASE. It certainly is not what we have in mind, nor has anybody that I have encountered advocated central decisions on what goes on the wire.

Mr. ADAMS. But don't you have to have somebody decide?

I am not trying to say that somebody will censor, but somebody has to organize this and we have to be sure they have the power to produce it, and I agree with Mr. Macdonald, around the country, every place. I don't want to see a central place only. That is why I asked the question about whether or not the public corporation could contract for interconnection or could handle a broadcast, whatever they want to call it, that is put on the wire.

I very much appreciate your comment, Mr. Appy, that if you are going to have 7 or 8 hours a week, 10 or 12, or 7 or 8 per day, that is fine, but somebody has to decide and put that on this wire so that the people can pick it up or not pick it up, whichever they want. Is that where we are going?

Mr. CASE. I am not quite sure I understand the thrust of your question.

Mr. APPY. Maybe I can make a stab at this. The corporation has asked the privilege or at least the option of doing exactly what you suggest. Someone has to say program A is coming at such and such time and it originates from this point, and select those out of the whole number of programs available.

Mr. MACDONALD. Mr. Adams, our time has expired.

Mr. ADAMS. Thank you, gentlemen.

Mr. MACDONALD. Our next witness is Mr. Julian Goodman, president of the National Broadcasting Co.

At the outset, I wish to apologize for the lack of members. As has been said, the House is not in session and the committee is also involved in the railroad strike conference.

Your testimony will certainly be given full consideration by all the committee members. We welcome you here.

STATEMENT OF JULIAN GOODMAN, PRESIDENT, NATIONAL BROADCASTING CO., INC.

Mr. GOODMAN. I appreciate what you say.

I have a very brief statement and I think it perhaps will answer some of the questions you have had.

My name is Julian Goodman. I am president of the National Broadcasting Co., and I am glad to have this opportunity to tell you why NBC favors the bills you are considering.

We support this legislation because we believe that noncommercial broadcasting has great potential as an instructional medium and as a

supplementary service to the public. This potential has never been fully realized because the noncommercial medium has been seriously undernourished in funds, staff, facilities, and other resources.

As a result, it has been able to show only a token of its promise in contributing to the intellectual and cultural stimulation of American life.

Of course, additional funds alone will not guarantee that noncommercial broadcasting will be able to perform such a significant public service as to warrant continuing Government support.

Like commercial broadcasting, it will depend for program development on its own creative process, which cannot be blueprinted or delivered on order. It will need outstanding creative talent, just as the commercial medium does, and this talent is not plentiful. And the levels of taste and interest at which noncommercial broadcasting should aim are hard to define.

These and many other problems will confront the noncommercial medium as it matures. Even with larger funds and facilities, it will not have an easy time. But it ought to have the chance to show what it can do. The legislation you are considering would make a sound and sensible start in giving it that chance. That is why we are for it.

We believe these hearings are essential for examining a variety of views, and certainly that is the way to proceed in considering a major public undertaking. But it would be unfortunate if differences over mechanics and methods obscured the principle and obstructed action.

The principle, as we see it, is that noncommercial broadcasting offers a potential for the public welfare important enough to justify support from public funds.

If this principle is right—as we believe it is—it should be put into action. Differences as to method or detail can best be resolved by the lessons of experience. But if action is delayed simply because there are alternative ways to proceed, the purpose of the legislation will not be achieved; and the experience necessary to perfect this purpose will not be gained.

I want to make it plain that we do not support the legislation because we expect the noncommercial service to take over the responsibility we assume for informational and cultural programing.

On the contrary, we intend to devote ourselves to this field no less, and perhaps even more. Although such programing does not always pay its own way, it enables us to reach audience segments that are important to an overall service.

It gives us continuing contact with a field of programing and creative sources that could expand with changes in our society. And it enables us to offer advertisers access to the whole spectrum of the consumer market.

The difference between commercial and noncommercial broadcasting is not a difference between opposites, but a difference in degree.

Since the noncommercial service is not dependent on advertising, it does not have to attract mass audiences. It can therefore devote itself to more specialized interests in the arts, humanities, sciences and public affairs, supplementing what commercial broadcasting does in these fields.

Although commercial broadcasting seeks innovation and new approaches, the noncommercial medium can experiment more extensively.

In short, noncommercial broadcasting can spend all or most of its time doing what commercial broadcasting—by its structure and function—can do only part of the time.

This does not mean that either service is inferior to the other.

Commercial broadcasting paints on a very wide canvas and its programing is all-inclusive. Its basic service has to engage and attract most people, and in a democracy, this is a strength, not a weakness. It can lead a mass audience to new interests, but if it gets so far ahead of this audience that only a few remain to listen and watch, it would abdicate its function.

The very scope and cost of the commercial service limit the extent to which it can concentrate on special fields of interest that do not engage the majority of the audience. That is the function noncommercial broadcasting should perform. Ideally, each of the services should complement the other. Together, they can make for a complete and vital broadcasting service.

The complementary character of the two services does not mean that they are wholly separate. On the contrary, we recognize that they overlap, particularly in some areas of information and cultural programing.

For example, noncommercial television has offered public affairs programs that are not at all unlike those offered by commercial television, although with some difference in emphasis.

And NBC has scheduled documentaries, dramas, and forms of entertainment that would have been suitable to educational television. Examples in the information field include the full-evening documentaries NBC News produced on civil rights, American foreign policy, and organized crime.

And in the cultural field, a clear example is a series such as "NBC Experiment in Television," or the 2-hour telecast next month of a concert from Tanglewood that will replace our regular evening programing.

In these areas of overlap, the two services will compete for audience, for ideas, and for talent. We welcome the competition and believe it will be good for both services and for the public.

I have tried to outline the general philosophy that leads to our endorsement of the legislation before you. Against this background, I will summarize briefly our views on some of the particulars of the bills you are considering.

Two groups of these bills provide for a basic new approach to developing noncommercial broadcasting—along the lines of the Carnegie Commission recommendations—through a federally chartered, private, nonprofit corporation.

One group of the bills includes the original administration measure, H.R. 6736, introduced by Chairman Staggers. The other group incorporates the amendments adopted by the Senate in its companion bill, S. 1160. I will refer briefly to titles I and III of these bills and then turn to title II, which is the main section.

Title I extends the provisions of the Educational Television Facilities Act of 1962. This will provide financial support to build needed new noncommercial stations and modernize existing stations. We are for it, because noncommercial broadcasting needs more and better facilities to do the full job of which it is capable.

Title III authorizes a comprehensive technical study of the teaching role of instructional broadcasting. This should provide further valuable knowledge on how television and radio can best be used as teaching facilities, to meet urgent needs caused by shortages in present teaching resources.

Title II creates a new structure for a systematic expansion of the noncommercial broadcasting service to the general public. In doing so, it deals with the difficult problem of providing Government financing to develop this service, while guarding against improper Government influence on the content of the programing.

Both purposes are essential ones and we believe they can be reconciled.

Government financial support is needed to provide a stable, broad-based source of funds that will permit proper planning and development of a service that can promote the public welfare. The bills do not undertake to set the mechanics and methods of this Government support for the long-range future, but authorize a moderate sum out of general tax funds to get the operation started.

President Johnson has stated in his message on health and education that next year he would make further proposals for the corporation's long-term financing.

We believe this approach, of providing a starting fund and leaving the decision on structure of future financing to further experience and study, is a sensible and prudent one.

Proper financing is important, but so is freedom from Government influence over program content. We recognize that when noncommercial broadcasting presents programs on controversial public affairs or new approaches in the arts, it is likely to attract sharp reactions from individual viewers, organized groups, and public officials.

Sometimes these reactions will criticize, sometimes they will commend, and sometimes they will commend and criticize in equal proportions, depending on who is reacting. We think that such reaction is both healthy and unavoidable for a service with any vitality.

We also believe that so far as reactions from public officials are concerned, the situation would not be changed if Government support were indirect rather than direct; if the underwriting came from specialized taxes rather than the general tax; if the funds were raised by special bounties created by Government action; or if they were channeled to one part of the noncommercial operation rather than another.

However, we feel that the bills themselves give reasonable protection against improper Government influence on program content. This is done in a variety of ways. One is the clear congressional declaration of policy against Government interference with programing. Another is the creation of a private, nonprofit corporation to act as a buffer between the source of funds and the operation.

A third is the procedure for having program development and production conducted by a variety of independent program contractors and stations, creating additional buffers. And as effective as all of these is the powerful force of public opinion which bridles against Government influence on a medium of public expression.

The provisions against Government interference with programing do not mean that Congress abdicates responsibility for the expenditure of Federal funds.

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Each year, there will be an opportunity for an overall evaluation of how noncommercial broadcasting is developing and how it is serving the public. That evaluation will take into account the reaction of the public itself, as it should in our system of government.

As to the differences between the bills I have been discussing, NBC favors those that incorporate the Senate amendments. Although these changes are not basic, we believe they are improvements and refinements.

They include such matters as the following: The references in titles I and II have been changed from "television" to "broadcasting," more accurately to reflect the substance of the legislation. There is a change in the method of selection of the board of the corporation for public broadcasting.

The corporation is authorized to arrange for interconnections directly with common carriers, which we regard as an important change, and one we previously urged in the interests of strengthening the proposed operation and enabling it to function more efficiently.

Finally, the study of instructional broadcasting, authorized in title III, is properly broadened to include the various communications techniques that can enhance the educational process.

We are hopeful that after full consideration, the committee will report favorably on these bills and the House will pass them, so that action on the legislation can get underway this year.

We believe the legislation will stand as a landmark, and will start a process enabling noncommercial broadcasting to develop as an important dimension of the medium, side by side with the advertiser supported service.

That is my statement, Mr. Chairman.

The CHAIRMAN. Thank you very kindly, Mr. Goodman.

I think your statement is very unequivocal in your support of the legislation. I think you have made a great contribution to help enact this into law.

Again, I want to say that we certainly appreciate your taking the time to come and present your views. I can't think of any more important men being of help to this legislation than the presidents of the networks, coming here to support this legislation.

I have just one question.

There have been some indications among some of the members of the committee that we have been asked to put Government funds into a system of broadcasting that might post a threat to commercial broadcasting.

As president of the National Broadcasting Co., do you see the legislation as posing any kind of threat to commercial broadcasting?

Mr. GOODMAN. No, sir; I do not. I see it as added competition, but I think competition is the source of great power in American television. We do not fear it.

The CHAIRMAN. I asked this question of Mr. Stanton, and I suspect I should ask you, too. Assuming that there would be no legal problems involved, would NBC be willing to donate video tapes or films of some of its timeless shows in drama or public affairs to the archives and libraries of noncommercial broadcasting, and would you have any objection to such material being telecast by noncommercial stations?

Mr. GOODMAN. I would be reluctant, Mr. Chairman, to donate any of the contemporary productions for current broadcasting by any other organization other than my network, the network I work for.

I would certainly be willing to consider the question of donating to archives for possible future use such extraordinary programs as we have been doing in the past months so that they might not be lost to posterity.

The CHAIRMAN. That was the intention of my question, mainly.

Again, thank you.

Mr. Macdonald, have you any questions?

Mr. MACDONALD. Just one question, Mr. Chairman.

First of all, I would like also to reiterate what I said. I know how busy you are. We all appreciate your being here.

On page 7 of your statement you go into a matter that is of great interest to many members of the committee, about the funding of this so-called public television.

In the last part of your first paragraph, you say "or if they were channeled to one part of the noncommercial operation rather than another."

I was wondering what you meant by that.

Mr. GOODMAN. If the specialized taxes were raised for the purpose of going to educational stations for the purpose of capital expenditure, for facilities, for instance, or if they were separated and sent for programing purposes, to support the production of program purposes.

Mr. MACDONALD. Do you have any choice between the excise approach or the commercial franchise approach?

Mr. GOODMAN. I would not choose the commercial franchise approach, and neither would I choose the excise tax approach. Rather would I choose the approach that I have outlined here. I think there will be a great deal of discussion over this complex matter of how to raise funding for this corporation.

I think the President very wisely stated that we should figure out later how to develop that funding. I think that in the course of developing how this should be done the Congress will want to consider whether a special excise tax would not be a departure from traditional U.S. policy against a specialized, dedicated tax.

The Treasury Department, I think, has always been against it. I think the Congress would want to consider whether, as the Carnegie Commission foresaw, this cost would be passed on to the consumer or whether in the competitive sale of television sets it might not be absorbed by the manufacturer, whether the manufacturer; and might have to bear in addition to that, perhaps some burden of competition from foreign sources if this tax fell only on American products and not on foreign products.

Mr. MACDONALD. My last question: If the excise tax approach was adopted for funding, do you think this would have an adverse effect on commercial TV inasmuch as perhaps the number of listeners might be affected?

Mr. GOODMAN. I don't know that it would have an effect on the number of listeners. I think it would have an adverse effect on commercial TV as such. Not all broadcasting operations are profitable. There are many television stations, UHF stations, and radio stations which do not show a profit during the year.

You are talking about now the specific excise tax on sets?

Mr. MACDONALD. Yes, on sets.

Mr. GOODMAN. A tax on sets, I don't see that it would affect the number of viewers, except that in the case it added to the price of the television set and cut down the number of sets that were purchased because of the price. Yes, I see that that could happen.

Mr. MACDONALD. That is why I was a little surprise that some of the broadcasters felt that the excise approach was the best.

Thank you, Mr. Chairman.

The CHAIRMAN. Dr. Carter.

Mr. CARTER. I want to congratulate the gentleman on his presentation. I certainly want to welcome him before the committee.

Thank you, Mr. Chairman.

Mr. GOODMAN. Thank you, Dr. Carter.

Mr. ADAMS. I just have one question.

We appreciate very much the time you gentlemen have given to us today.

I am sure you were here and heard the colloquy of Mr. Macdonald and myself with some of the other witnesses on this network or interconnection or what you want.

From your experience in this, do you have any comment you would like to make to us as to how you best think this could or should be handled?

Mr. GOODMAN. Yes, I believe, and I have testified, that I think the corporation for public television should be able to deal with the common carriers directly in order to make arrangements for interconnection.

I feel that there should be an entity which schedules these programs that come in from the various and diverse stations.

Mr. ADAMS. Do you think the bill with that amendment is sufficient for them to do that?

Mr. GOODMAN. The bill as passed by the Senate is sufficient to do that, yes.

The original bill had a phrase in it which states that the corporation is permitted to deal only with public and nonprofit private organizations. It was that provision which I believe would forbid it to deal directly with the carriers.

I think for simplicity of operation and efficiency it should be able to deal directly with the carriers. I believe the bill as passed by the Senate does make it possible for it to do so.

Mr. ADAMS. Thank you, very much.

The CHAIRMAN. Again, I want to thank you, Mr. Goodman, for your presentation and to congratulate you on the contents of it. You have contributed immensely to the future of education in this country.

Mr. GOODMAN. Thank you, Mr. Chairman.

The CHAIRMAN. Our next witness is Mr. Leonard H. Goldenson, president of the American Broadcasting Cos.

You have been very patient, Mr. Goldenson. I am certain the committee appreciates it. I believe we are making a very invaluable record today, which will be quite helpful to the committee in making our decision.

You may proceed with your testimony.

STATEMENT OF LEONARD H. GOLDENSON, PRESIDENT, AMERICAN BROADCASTING COS., INC.

Mr. GOLDENSON. Thank you, Mr. Chairman.

Mr. Chairman and members of the Committee on Interstate and Foreign Commerce of the House of Representatives, I appreciate the opportunity to appear before you to present my views and thoughts on H.R. 6736 introduced by the chairman on March 7, 1967, and on the various other bills before you for your consideration concerning the proposed Public Broadcasting Act of 1967.

At the outset, permit me to point out as a basic premise that ABC has always approved and publicly favored the establishment of a strong and vibrant noncommercial educational television system, national in scope. We believe that such a system is a vital complement to television operation in our country and is very much in the public interest.

ABC has consistently recommended the creation of such a national system through the expansion of the facilities of existing and new educational television stations, through wider public and private financial support, and through the application of the latest scientific advances in mass communications.

We believe that the use of a domestic communications satellite system will be particularly helpful to the establishment of truly national educational radio and television systems. Indeed, we hold that domestic satellite transmission is a fundamental element of such systems.

In addition, with certain reservations, which I will outline later, ABC also favors and supports commercial network cooperation with educational broadcasting to insure its culmination as a practical nationwide operation.

Specifically, as to H.R. 6736 and the other bills before you, ABC supports the proposals for an increased program of Federal grants for construction of noncommercial educational broadcasting facilities, for the authorization by the Congress of a study of instructional television and radio and its relationship to educational television, and for the establishment of a nonprofit corporation for public broadcasting to assist educational television and radio program operations.

In short, ABC endorses wholeheartedly the principles of the bills before you and would be most willing—now and in the future—to cooperate in whatever ways we can to attain their goals.

We fully realize—as I am sure the members of this committee do—that the bills represent only a start in the desired direction and that further study by all interested parties will be required before ultimate solutions can be reached as to long-term operation and financing.

But the measures before you do represent a start—and an excellent one. I would hope that they meet with approval in this committee and later, in this session, by overwhelmingly affirmative votes on the floor of the House.

Last April, I had the privilege of appearing before the Senate Subcommittee on Communications and urged that subcommittee and that Chamber likewise to look with favor on a similar proposal.

In discussing proposals to establish national noncommercial radio and television systems, I hope you will permit me to express my views on one important aspect which has been a matter of some controversy.

In my opinion, any worthwhile discussion of an effective national educational broadcasting system must relate, of necessity, to interconnected live and immediate communications between individual educational stations.

I fully realize that many interested parties hold that such interconnected facilities are not necessarily a major prerequisite for the initial creation of an educational television system.

They contend, quite properly, that live transmission is not essential for instructional programs—that it is not necessary to teach, let us say, a course in physics at the same time across the Nation.

They are primarily concerned with the establishment of local educational television stations which could carry such programs and I do not argue with their valid proposals.

But it seems to me that if a truly national system for educational purposes is to be established, interconnected communications between educational stations are going to be required sooner or later.

Consequently, I would urge that it be sooner than later. In addition, interconnection could serve as an instrument for getting educational programs to local stations which, in turn, could schedule those programs whenever they desired.

Until recently the creation of such an interconnected educational communications system was financially impossible on a regular basis.

Without large Federal or private moneys, educational television simply could not afford it. A few educational television stations on the Atlantic seaboard linked their stations together for a few programs. But a nationwide permanent network was far beyond their resources—indeed, was utterly impossible of attainment.

A breakthrough in this educational impasse occurred rather dramatically when scientific progress clearly demonstrated the worth and potential of synchronous communication satellite transmission of television and radio programs.

I hope you will forgive my pride in recalling that ABC in September of 1965 was the first broadcasting company to apply formally to the FCC for permission to launch and to operate a domestic satellite system for transmission of television and radio programs to network stations in the continental United States, Alaska, and Hawaii and the Commonwealth of Puerto Rico.

In making that application, ABC, in full recognition of the benefit of satellite transmission to educational stations, offered to make a channel available, free of charge, to the national educational network.

This offer was highly praised as "public service at its highest" by John F. White, president of National Educational Television, and by all the educational television station operators across the Nation.

As they pointed out, such a proposal would free educational television from the financially impossible costs of landline interconnections and would provide NET with a truly national educational television system.

Since our original proposal, ABC has constantly advocated that in any domestic satellite system—either one operated by ABC or in a more likely dedicated system for broadcast purposes operated as a joint venture by the networks—educational television should be given free use of such satellites for transmission of programs to their stations.

I respectfully request this committee to look with favor upon that recommendation. And I would further urge you to do all in your power to speed the necessary decisions attendant upon getting such a system in operation at the earliest possible moment.

ABC is of the firm belief that the Federal Communications Commission is fully empowered to authorize non-Government entities to construct and operate domestic satellite communication requirements.

The present international communication satellites have proven conclusively that a domestic satellite system can work, and work now. We would hope that there would be no more delay.

As to the bills before you for your consideration, let me make these observations:

1. I believe that the proposal for Federal share of up to 75 percent for construction costs of approved projects is an excellent one, and should be approved. It should do much to stimulate the development of educational broadcasting in places which are not now able to afford it.

2. I do not have any particular feeling on whether the directors of the proposed corporation for public broadcasting should be of any certain number—like the 15 mentioned in the bill. I do think the directorship should be large enough to encompass both national and local viewpoints and experience. I also think it might be wiser if some of the proposed directors were not all Presidental appointees, but instead were nominated to their positions by the local educational television stations or elected by the others directors.

In this connection, I would consider the provision of the bill enacted by the Senate, S. 1160, which provides for Presidential appointment with advice and consent of the Senate, of nine directors who elect the remaining six directors. This method of selection is also proposed by Congressmen McCarthy, Moorhead, and Carter in H.R. 10290, H.R. 10408, and H.R. 11261, respectively.

3. As to title II of the bill, I wholeheartedly approve the Federal grant of $9 million in the first year for the producing and/or contracting of new educational programs. This grant would, in effect, be in the nature of "seed money" and would serve as an appropriate start for the system.

4. While the bills under discussion wisely postpone future financing for further study, the entire question of how that should be attained is of great interest and tremendous import.

I would not presume to tell you what the final anwser will be as to that financing—indeed, further intense study of all aspects of the problem is required before that can occur.

A good many opinions have been expressed regarding this problem and, quite naturally, center around the question of Federal financial participation in the system and the fundamental principle of educational freedom from governmental domination.

I do not have to tell you that there is concern that Federal financial support of educational broadcasting could lead, in time, to Federal control.

But frankly, while I recognize the possibility of that concern, I am equally convinced that you also are aware of it and that adequate safeguards will be developed by the Congress to prevent its occurrence.

I am also convinced that educational broadcasting hasn't a chance in the world of becoming the strong and independent system we all desire without considerable Federal financing. For no matter how you slice it, broadcasting, particularly television, is an expensive enterprise.

And, gentlemen, I think I can speak as an expert for the need of adequate finances to operate a television network.

ABC believes that one of the safeguards that can be developed is to have the money needed for educational broadcasting come from multiple sources—from private donations and from broad-based taxation as well as from appropriations provided by the Congress.

As far as ABC is concerned, we believe that there are considerable contributions that commercial broadcasting can—and will—make to assist educational radio and television.

In volunteering to bear the full cost of domestic satellite transmission and permitting educational television to use the satellite free of charge to relay noncommercial programs to their stations, the commercial networks would not be making a miserly contribution.

In fact, the assistance to educational television would be considerable and would contribute greatly to the successful operation of an educational system.

In that connection, I would like to make one thing clear. I am opposed to the blanket suggestion by some individuals that the commercial networks contribute to educational television their "savings" which may be derived from domestic satellite transmission of programs.

Such a proposal is, in effect, a special tax or surcharge levied solely against the commercial networks while exempting other users of messages or data transmitted by satellite. I believe this is unfair.

However, ABC would be willing, as we have already informed the FCC, to enter into voluntary contractual arrangements to donate "a portion of any savings" to NET or to the National Association of Educational Broadcasters for educational production purposes. We are willing to make a voluntary donation. We oppose a special tax or surcharge against us alone.

For the same fundamental reason, ABC opposes the suggestion of a tax on television sets to support the proposed educational television system. Such a system certainly is in the greatest of public interest and will serve all the public. If educational broadcasting is in the public interest, it should be supported generally by the public.

But again a tax on television receivers is a special tax levied against a special commodity. And again we oppose it.

I do not contend that private contributions—no matter how generous—can in themselves support the proposed educational radio and television systems. There is urgent need for Federal support both in the form of broad based and general taxation and by outright Federal grants or appropriations.

But general taxation and Federal grants, gentlemen, is your business. You are experts and I, for one, am sure that the decisions you will make will be fair and right.

Gentlemen, ABC, as I said at the start of these remarks, is more than willing to help develop a successful educational broadcasting system. We would welcome any opportunity to participate in future discussions and studies to bring about a truly national educational broadcasting system.

That completes my statement.

Mr. MACDONALD (presiding). Thank you very much, Mr. Goldenson. You have made a very fine contribution to our hearings.

I repeat the apology made to you by the chairman, but you understand the reasons for your late appearance.

Just to give you equal time to answer questions that Mr. Stanton and Mr. Case were asked, do you have any feeling that the government subsidy of the National Educational TV System would pose any great threat to commercial TV?

Mr. GOLDENSON. I do not.

Mr. MACDONALD. I have a question on page 5. You have been talking about the domestic satellite system. I agree with the offer as characterized by Mr. White, of the National Educational Television, that it is a great public service to save the educational TV system the money it would otherwise have to put out to put forth this network—and it is a network, no matter whatever other name it is called in the bill.

You ask us to look with favor upon a recommendation made by you. I was wondering what form our favorable looking at the problem would take.

Mr. GOLDENSON. Before your committee and the subcommittee, the FCC on our application, and we in making our application said we were prepared to let the other two networks join with us in ownership of the satellite, we would undertake to give a free channel to the educational network.

The FCC has asked us to withdraw our application and to hold it in abeyance until they have made a further study. I would presume that in time it would come before your subcommittee for discussion. That is why at that point I hoped it would be favorably dealt with.

Mr. MACDONALD. Thank you.

Mr. Carter?

Mr. CARTER. I just want to congratulate the gentleman on his presentation. I though it was quite thorough and very good.

Thank you, Mr. Chairman.

Mr. MACDONALD. I have been requested to ask you a question about ABC's attitude toward donating video tapes and films of some of your timeless shows to the archives of noncommercial broadcasting.

Mr. GOLDENSON. As to the number of programs that would go into our library that would have a chance of being repeated over a period of years. I would have a serious doubt as to whether we would. We have cooperated with the educational network in providing news films.

As a matter of fact, on conventions and elections as we have shown them on our own network we have let them be conveyed on the educational network. In that we are prepared to cooperate with.

Mr. MACDONALD. Would you have any objection to such material being broadcast by noncommercial stations?

Mr. GOLDENSON. As I say, we would have to look at every situation very seriously to decide what our future value is to us before we could make that consideration.

Mr. MACDONALD. Perfectly frankly, just speaking as one member of the committee, I think we have had enough reruns.

Mr. GOLDENSON. I would think so.

Mr. MACDONALD. Perhaps we have had too many.

I was asked to ask the question and you are on record now.

I believe Dr. Stanton said the educational TV people would not be doing their job just to put out something that had already been seen by millions of people over the commercial TV.

Mr. GOLDENSON. I agree.

Mr. MACDONALD. I frankly agree with the position of all three networks.

Thank you very much.

Mr. GOLDENSON. Thank you.

Mr. MACDONALD. We have one last witness, Mr. J. Michael Collins, general manager of WNED–TV, Buffalo, N.Y.

STATEMENT OF J. MICHAEL COLLINS, GENERAL MANAGER, WESTERN NEW YORK EDUCATIONAL TELEVISION ASSOCIATION, INC., WNED–TV, BUFFALO, N.Y.

Mr. COLLINS. Thank you, Mr. Chairman.

Mr. Chairman and members of the committee, my name is J. Michael Collins. I am general manager of the Western New York Educational Television Association, Inc. Our nonprofit association owns and operates WNED–TV, channel 17, the educational television station in Buffalo, N.Y.

I am very happy to be here to testify as the first operator of an educational television station.

Our station serves the second largest city in New York and the 16th largest metropolitan area in the county—with a population of over 1,300,000. We have been on the air since March 30, 1959, and were the first educational television station in the State of New York. We currently broadcast about 75 hours per week, on a 7-day-a-week schedule.

I appear here in support of H.R. 6736, introduced by the chairman of this committee. For many years, we in educational broadcasting have felt we could provide the American people with a suitable alternative to the television service they now receive from the commercial networks and stations.

Continually, we have known the frustration of not being able to make the impact we always felt we could. To provide a high-quality service for the citizens of this country demands top-quality, exciting, penetrating programs. And such programs mean people and money. Yet, most educational television stations subsist on a yearly budget which is less than that of a commercial network entertainment special.

Many of us exist in part on the donations of our viewers whose contributions, while sufficient to keep us operating, will never be enough to pay for the type of public television service this country deserves.

The bill before the committee offers educational television and the people of our Nation what is perhaps the only road out of our wilderness. A former Chairman of the Federal Communications Commission once characterized commercial television as a "vast wasteland." But for his charity, he might have applied the same label to educational television although for different reasons.

For while commercial television, by the economic design of the system, is often forced to accept less than its leaders would wish for it, public television has often not produced as much of what it feels it must because of lack of funds.

Yet while much of the past has been one of unrealized potential, we have had some solid successes, too. Today 139 million Americans are within range of an educational television signal, and it is estimated that the weekly audience for ETV is 15 million persons. One hundred thirty operating educational television stations, together with NET, the network with which most of us are affiliated, spent over $50 million for operations last year.

These figures are proof that there is a foundation upon which to build. And this is why the legislation you are considering is so necessary.

Title I will insure that funds will be available for continued modernization of the present system and the extension of service to the millions of viewers not now within the range of an ETV signal.

Title II will create a national corporation whose principal purposes will be to provide a continually improving national program service, to provide interconnection for all stations and importantly, to make funds available for the production of local programs.

In this regard, WNED–TV also supports the modifications in the basic bill made by your colleague, Representative Richard D. McCarthy of New York, in H.R. 10290. We feel these changes substantially strengthen the corporation and the stations it will serve, and are an extension of the basic provisions of H.R. 6736.

They would provide that local programs need not necessarily be "innovative" in order to receive corporation support. This would enable us to produce, with corporation funds, programs which are not always innovative in approach, but are nonetheless important—critical in fact, if our citizens are to remain informed on the workings of their Government. These include public hearings, city council and county board of supervisors' sessions, board of education meetings, documentaries on local problems, and the like.

Further, section 396(g)(3) of H.R. 10290 specifies that a yearly grant be made to each educational broadcasting station to "assist (them) to prepare and broadcast educational broadcasting programs of particular local interest or importance."

This insures that some program funds will go to each station and leaves the local station as the final determinant of which local programs it will produce with corporation funds. This system, in practice, could eliminate much of the concern over subversion of the objectivity and independence of stations due to Federal assistance.

H.R. 10290 also strengthens the language of H.R. 6736 making it possible for the corporation to assist with operating costs of educational broadcasting stations as it deems necessary or prudent; and make some funds available for the "development and preparation of children's programs of high quality."

In all other respects, H.R. 10290 is identical with H.R. 6736.

These provisions of H.R. 10290 which strengthen H.R. 6736 are in line with the feelings President Johnson expressed in his message to the Congress on education:

> The Corporation would . . . help local stations improve their proficiency. The strength of Public Television should lie in its diversity. Every region and every community should be challenged to contribute its best.

H.R. 6736, through the corporation for public broadcasting which it creates, provides the means for a vastly improved national program

service. If we on the local level are to provide our own communities with an improved understanding of their own problems and accomplishments, then we too must be made stronger. We must all be able to upgrade our local program offerings which otherwise will suffer by comparison with the new national service.

H.R. 10290 strengthens the permission language of H.R. 6736 in this respect and insures that individual citizens in each community in this country within range of an ETV signal will feel the impact of this bill, as they see better local television due to the efforts of their local public broadcasting station working with resources supplied in part by the corporation. I commend H.R. 10290 to your attention.

To understand the need for these funds locally, it is necessary to consider specifics. These are solely for an individual station and could vary across the country with the various stations.

WNED–TV's annual operating budget approximates $500,000. We carry all the national educational television programing now available to us and are fortunate in that we belong to a strong regional network, the eastern education network, which also supplies programs. We carry a full daily in-school service which last year was viewed by over 160,000 students each week in their classrooms. With the assistance of the State University of New York, we are broadcasting continuing professional educaion program for doctors, lawyers, and nurses, and in the fall will initiate an all-day "Saturday University of the Air," in which persons unable to get to a college campus will work for college credit by television.

Our real weakness is in what we are able to do locally. Currently we produce three local evening programs each week, two in public affairs and one in the field of cultural events. In addition, last year we were fortunate enough to secure a grant from the Buffalo public schools through the Elementary and Secondary Education Act to produce three programs each week in a children's series aimed at the disadvantaged in early primary grades. While this program was an outstanding success—viewed by more than 65,000 children weekly in school and out of school—there is no guarantee it will be able to continue. (This depends upon available ESEA funds and the Buffalo public schools' list of priorities in improving education.)

Production of just the programs I have enumerated is not enough to meet the needs of our community. We must do more locally if we are to merit the faith and confidence our community has placed in us. Yet we do not have funds for additional local program production—and it now seems obvious that our local area is not able to supply them.

Two questions have been consistently asked of us since the Carnegie Commission completed its report and President Johnson asked Congress for legislation to implement its recommendations. One is: How much more money do you need to do the job? The second is: What exactly would you do with it?

I think it is impossible to answer the first question as the uses of television and the needs of our community seem to increase daily. But I would estimate WNED–TV should presently be operating, in round numbers, on an annual budget of $1,1000,000. This would be an increase of roughly 120 percent over our current operating budget.

I can give you an idea of where we would begin.

The local programs we have been producing, while they have attracted a loyal and enthusiastic following, have been mainly those which we could produce in our studio. This severely limits our ability to make western New Yorkers more aware of the problems which face us as a community. Many of those most deeply involved in local issues are unable to come to our studio. More important, major community events often occur far from our facilities.

The only answer to this problem is to take our studio, as it were, to the people involved or to the event.

In many cases, this calls for a film documentary shot on location. In order to produce one documentary program a month, it would be necessary to hire a three-man team. The cost of salaries, film and travel would be a minimum of $35,000 per year. We would want to plan on producing at least one of these programs every other week, hence two crews at a total cost of $70,000.

We could then begin to explore dramatically and in some depth the very real problem of water pollution in the Niagara River and Lake Erie, or why a State health department report recently cited the Niagara Frontier as the No. 1 air pollution problem in the State of New York.

We could begin to probe the problem of integration in the Buffalo Public Schools, and the underlying causes for the racial disturbanees which erupted several weeks ago in Buffalo.

On the brighter side, the accomplishments of an outstanding philharmonic conductor, Lukas Foss, in the field of modern music, and the local cultural explosion set off by the opening of Buffalo's new Albright-Know Art Gallery deserve chronicling. So too, do the discoveries of our world-famous cancer research center, Roswell Park Memorial Institute, and the automobile safety research of Cornell Aeronautical Laboratories in Buffalo. The list is really endless and is limited only by the imagination of those charged with providing the programs.

Further, much of the local material we should be giving our community is immediate on-location coverage of public events and happenings. For this a mobile television unit, at a capital cost of some $200,000, is necessary. We would very much like to have such a unit on the street every day, and devote the period from 10:30 to 11 p.m. (or longer if necessary) to video taped coverage of the single most important local story of the day. This would give us the ability to have a broadcast front page devoted to top local events and, at the same time, to provide some depth of coverage for our viewers.

Staff for this unit would run to approximately $55,000 per year and other operating expenses could consume another $500 per week or $26,000 per year. Total cost: $81,000.

Having the availability of this unit, we should also be able to bring outstanding cultural events to our viewers. Performers of the Buffalo Philharmonic or the Metropolitan Opera National Co. or the Joffrey Ballet are possibilities which come to mind. Each of these involves payment to musicians, composers, soloists, conductors, dancers, et cetera. These payments, together with additional production expenses, would come to $5,000 to $8,000 per program. One a month would add about $85,000 to our total budget.

We are curently not on the air Monday through Friday between the hours of 3:30–6:30 p.m. and on Saturday evenings. Just to add these hours would mean extra out-of-pocket expenses of nearly $45,000 per year, to say nothing of the need for faster replacement of equipment.

The very successful series for young children I mentioned earlier cost slightly more than $1,100 per half hour to produce. A budget of approximately $2,000 per half hour would have improved it greatly. It would have been better too if we could have carried it 5 days a week rather than three, and continued it during the summer rather than having to drop it just as area children were counting on it. Even at the inadequate budget of $1,100 per program, the cost to produce this series on the basis I have outlined would be $286,000.

In addition, we should be operating a second television channel to provide specialized educational services for very limited audiences. The availability of more air time would allow us to increase our activities in the training of public servants, college level programs, series aimed at the disadvantaged and the aging, training programs for business, et cetera. Even if the production of many of these programs were paid for by the agencies using our services, our additional costs in staff and out-of-pocket expenses to operate the second channel would be a minimum of $50,000.

Just the cost of providing the services I have outlined—services we should be providing today in order to fulfill our present community responsibilities—would be in the neighborhood of $575,000. This is additional and beyond what we are currently spending. Nor does this include the cost of the added staff necessary to administer the increased services, or such things as initial capital expenditures and additional depreciation on the equipment used.

I think it is quite obvious why H.R. 6736 is necessary if educational television is to make to this country the contribution of which it is capable. I believe it is also evident that the funds for local programs are equally a necessity. Most of the programs I have outlined are local and cannot be done on a national or regional level (although some might be used later outside our community).

We must produce them and yet we do not have the necessary funds. Nor do we see them forthcoming in sufficient size from increased voluntary contributions. It is for this reason that WNED–TV supports H.R. 6736 and also H.R. 10290 which we believe strengthens some of the basic provisions of H.R. 6736, in line with the Carnegie Commission report and President Johnson's recommendations to the Congress.

Thank you for your attention.

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

No. 1, a gentleman from NET said there was already a national educational TV network. I didn't argue with him because I figured he knew more about it than I did. You say there is not. You say there is the Eastern Seaboard one.

Mr. COLLINS. No, I am sorry, we take all of the programs from the National Educational Television Network and in addition we use the programs of the Eastern Educational Network, which is headquartered in Boston.

If you are thinking of "network" in the terms of interconnection, NET has interconnected a number of times in the past year.

Mr. MACDONALD. Coast to coast?

Mr. COLLINS. They haven't had the funds to interconnect every station. They have interconnected approximately 70 of them.

Mr. MACDONALD. What I call "national" is something that goes from coast to coast. Am I wrong in thinking there is no such TV network, educational TV network yet?

Mr. COLLINS. That is right. There is no network currently operating that interconnects all the educational stations.

Mr. MACDONALD. I take it that you do support H.R. 6736?

Mr. COLLINS. Very definitely.

Mr. MACDONALD. I am not being at all critical, but don't you think it would be a little difficult for us, the committee, to write a bill to allocate specific amounts of money to various stations? Shouldn't this authority be left to the board that is being set up to do just that?

Mr. COLLINS. I agree with you. I don't believe that H.R. 10290 sets the specifics or asks the committee to set the specifics. It merely says that a "substantial" amount of money, a "considerable" amount of money, whatever the language, would be used for these purposes. The amount to be used is left to the discretion of the board of directors of the corporation. I think it would be a great handicap to the board and the corporation, itself, if the bill were to say 5 percent, 10 percent, 25 percent, must be used for this, that, or the other thing.

I think what H.R. 10290 aims at is saying that it is the intention of Congress in this matter that consideration be given by the board of directors to this very valid point.

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

Are there any future questions?

The CHAIRMAN. As chairman of the committee, I would like to thank you, Mr. Collins, for coming and giving us the benefit of your views. I would like to say that I am very sorry I have had to be in and out of the room, but we have other items facing the Nation that I have been consulting upon, including a matter that might occur over this weekend which we are trying to avert if we can.

I am very happy also to know that you are backing the bill, though I expected you would, being in the position you occupy. We are trying to make a good record here and we intend to hear all the witnesses that want to be heard, within limits, of course, but to the limits of our time.

We have set a time limit. That is why we are still sitting and it is almost 2 o'clock in the afternoon.

We do have to get through these hearings. We are making a real record to be considered by the members of the committee.

Again, I want to thank you and congratulate you for taking the time to help us.

Mr. COLLINS. Thank you, Mr. Chairman, and your committee, for your perseverance.

The CHAIRMAN. The committee will adjourn until 10 o'clock on Monday next.

(Whereupon, at 1:50 p.m., the committee adjourned, to reconvene at 10 a.m., Monday, July 17, 1967.)

PUBLIC TELEVISION ACT OF 1967

MONDAY, JULY 17, 1967

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

The committee met at 10 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Torbert H. Macdonald presiding (Hon. Harley O. Staggers, chairman).

Mr. MACDONALD. The hearing will be in order.

This is a continuation of the hearing on H.R. 6736 and related bills.

This morning we will hear first from our colleague, the Honorable Edward Garmatz. Mr. Garmatz is sponsor of H.R. 7748, one of the bills under consideration. Please proceed Mr. Garmatz.

STATEMENT OF HON. EDWARD A. GARMATZ, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mr. GARMATZ. Mr. Chairman, members of the committee. It is a pleasure to appear before you today in support of H.R. 6736, introduced by the chairman, and H.R. 7748, which I introduced on March 23, 1967.

It is my understanding that this committee is considering the chairman's bill. As the sponsor of similar legislation, I wish to state my unqualified endorsement of the provisions of H.R. 6736 as well as my endorsement for the amended version of the Public Television Act, S. 1160, which passed the Senate on May 17. I find the differences between these two measures to be small and I stand ready to support either version on the floor of the House.

Mr. Chairman, I am prompted to appear here this morning by a general concern for the continued and expanded development of educational television throughout the United States, and by a specific interest in our own educational television facilities which are now being developed in Maryland.

Since 1952, when the Federal Communications Commission began reserving channels for noncommercial educational use, educational television in the United States has grown to 127 stations broadcasting this spring. It is my understanding that 62 additional ETV stations are expected to be on the air by 1968, and that another 34 are in the planning stages.

Among the 62 scheduled for inaugural broadcasts in 1968 or early 1969, is the first station of the Maryland Educational-Cultural Broadcasting Commission—the first of seven Maryland stations which will, by 1970 or 1971, provide a completely interconnected statewide network of UHF transmitters capable of bring educational television

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programs to every community in my State. Such statewide systems have already begun operating in Alabama, Georgia, Hawaii, Maine, Nebraska, and South Carolina. Additional ones are in the planning stages for Mississippi and Vermont. But these statewide, and State-supported facilities are recent in their development and comprise only a handful of the more than 100 stations I just mentioned.

If we look carefully at the vast majority of ETV stations now operating in the United States, if we analyze their history and struggle for growth, we must conclude that the entire educational television enterprise has faced, conquered, or been crippled by problems of financing. Traditionally, financial support for educational television systems has been derived from a vast variety of sources which, except in selected instances, have been singly or collectively unequal to the opportunity which educational television can provide.

Accepting the relatively recent efforts at full fledged State support of educational television stations, traditional sources of funding have been local systems and boards of education, colleges, and universities, community support through periodic fund raising activities, and the beneficence of established foundations. Since the early days of ETV, the Ford Foundation has given more than $120 million. Since 1965 it has made available to community stations funds so far totaling $80 million. The Ford Foundation grant alone during fiscal year 1965-66 approximated $8.5 million, or almost as much money as is contemplated in the initial 1-year authorization of the pending legislation.

These efforts have all come in recognition of the fact that, in establishing the rules for noncommercial, nongovernmental educational television, we created, here in the United States, the only broadcasting system in the world without any visible means of support. These efforts to support it by hard-pressed schools and colleges, by interested and dedicated citizens, and by our great foundations have been noble but they have been insufficient. They have been insufficient to permit educational television to realize its potentiality for our citizens, and they have been insufficient to permit normal growth, or in some instances, survival.

Mr. Chairman, it was for these reasons that the National Association of Educational Broadcasters convened its first Washington conference on the financing of educational television stations in December 1964. It was for these reasons that the Carnegie Corporation sponsored its now famous commission on educational television. It was for these reasons that the Ford Foundation came forth 1 year ago with its recommendations for the future financing of ETV. It is for these reasons that you, Mr. Chairman, and I, and many of our colleagues in this body and the other body have sponsored legislation to breathe life into the recommendations of the Carnegie Commission and provide a stable future for ETV in the United States.

This is not the Federal Government's first venture into assistance in ETV financing. The Educational Television Facilities Act of 1962 authorized $32 million over a 5-year period for Federal matching grants for new ETV stations and for the expansion of existing station facilities. This authorization has now expired but it is my understanding that, prior to the expiration date, the entire appropriated amount had been expended in grants to more than 140 applicants.

My own State of Maryland was one of the last recipients of matching money under this program. Mr. Chairman, I think it is fair to suggest that, without the possibility of Federal assistance under that act, Maryland would not now be looking forward to the first broadcast of its ETV network. In fact, Mr. Chairman, the Maryland plan might well serve as an illustration if the importance of the pending bill to the future growth of ETV anywhere.

The Maryland plan is as bold as any conceived. It envisions the construction of a statewide production center and seven transmitters geographically separated but electronically joined in a network capable of bringing the programs of the Maryland Educational-Cultural Broadcasting Commission into every community in our State.

The Maryland plan has required the appropriation of more than $2 million by the Maryland Legislature for initial construction and operating expenses. It has required Federal participation through a matching grant of $654,301 under the Facilities Act mentioned earlier. These moneys will be sufficient only to place the production center and first transmitter on the air. Additional money will be required to construct the six additional transmitter facilities. The 1962 act having expired, Maryland looks to favorable action on the pending bill in which title I provides for an additional authorization of $10,500,000 for facilities next year and such sums as may be necessary for the succeeding 4 years.

When fully operational, the attention of those responsible for operating the Maryland network will turn from a concern with construction to a concern for content—a concern for programing.

As a public facility, supported in a large measure by the taxes of Maryland citizens, our ETV system will seek to provide a balance of program material to meet some of the needs of each of the many social, economic, and cultural groups within our society. Here we begin to touch on one of the fundamental differences between commercial television and ETV. The former seeks the largest possible audience for every program. The Maryland educational television network will also seek the largest possible audience but not for each individual program. Our facilities will seek an ever greater audience by programing to meet a variety of interest over a longer timespan. In other words, during a given week, the Maryland educational television network will be bringing to its viewers the kind of program variety which assures that within that timespan there will have been something of interest to every citizen, whatever his background.

To accomplish this, the Maryland educational television network must look to existing sources of program material and to its own responsibilities for local production and the coverage of local affairs. Here the Maryland network will face the most persistent problem to plague ETV since its inception—the cost of program production.

I am sure that I need not emphasize these costs to any member of this committee. All of us who have stood for elective office are too familiar with staggering charges associated with filming or taping 5-minute talks by the candidate, 1-minute political announcements, and the 30-second spot.

In planning its program and budgeting its costs, the Maryland ETV network will be like many others throughout the United States.

Our facilities will be responsible for providing instructional television for the school system of our State, and a variety of programing for adult audiences in the area of public affairs, cultural activity, and special education.

In the report which formed the basis for the President's recommendation and for the legislation now pending, the Carnegie Commission repeatedly stressed the importance of the vigorous and independent local station, well equipped and immediately responsive to the needs of the local community which it serves. The Facilities Act of 1962 helped to provide hardware and the extension of the provisions of that act in title I of the pending bill promise a continuation of this support. What has never been provided before is the kind of assistance now envisioned under title II of this bill—substantial assistance to local stations and to national production facilities for the development of program material.

Television is only a tool. All the elaborate and expensive electronic equipment is only a means of bringing information, experience, education, culture, and entertainment to the viewer. To invest substantial sums in the technology and a few pennies in the content is to miss the point entirely. The "soft ware" must be at least as good as the hardware if educational television is to make its appropriate contribution to our society.

The Carnegie Commission on Educational Television reached the conclusion that "a well financed, well directed educational television system, substantially larger and far more pervasive and effective than that which now exists in the United States, must be brought into being if the full means of the American public are to be served." This was the central conclusion of the commission and it was upon this conclusion that the commission based its recommendation for the establishment of the Corporation for Public Television which is now proposed in title II of this legislation.

Mr. Chairman, if I may be excused the parochial references, I believe that the general plan for the development of the Maryland ETV network may be useful as an illustration of the relationship between the recommendations of the Carnegie Commission, the provisions of this legislation, and the promise inherent in joining exciting and imaginative programing with sufficient and consistent support.

Maryland has determined to create and foster the growth of the kind of vigorous, independent, and well equipped ETV facility which the Carnegie Commission and the President recommended and toward which the provisions of this legislation are directed. In accordance with other recommendations of the Carnegie Commission, and with the general concensus of all who think and plan for the future of educational television in the United States, the Maryland system will be interconnected to provide coverage throughout the State and will be prepared to join in whatever regional or national systems of interconnection may be developed, through the efforts of the proposed Corporation for Public Television provided in title II.

In its report to the people the Carnegie Commission emphasizes the need for a firm pedestal of dependable financial support for educational television combined with additional and diverse sources of funds for specific activities and programing purposes. Maryland has em-

barked on this course. We have determined that our ETV facilities will have the financial foundation of appropriation by the legislature from general funds.

The Maryland law has also provided for the establishment of an independent commission to own and operate the facilities with the authority to receive grants, gifts, and donations from all sources to meet additional network expenses. Through this arrangement, Maryland will draw on the interest and involvement inherent in the allocation of both public and private funds.

Among the most ingenious and productive developments in our system of government has been the growth of a tradition of Federal assistance to State and local projects in which our citizens have already made substantial investment of public and private money. What is proposed in title II of the pending bill is another unique arrangement for the appropriate and careful channeling of Federal assistance to a project which is already receiving substantial public and private support not only in Maryland but in nearly every State of the Union.

What is promised by title II is the realization of the potential which educational television possesses to serve to the general welfare.

What the Carnegie Commission and the President recommended and what all of us who are sponsoring these bills are seeking is a new freedom for the American people—a freedom for the artists, the technician, the journalists, the scholars, the public servants to create, innovate, and be heard through the medium of educational television. What we seek is to free that medium from the constraint of inadequate funds in order to provide our citizens the freedom to learn, to be informed, and to be entertained through a wider choice or programs than can ever be made available under entirely commercial auspices.

Mr. Chairman, one behalf of myself as a sponsor of H.R. 7748, on behalf of the people of Maryland who have chosen to build a network, and behalf of an increased measure of opportunity and freedom for every American to choose what he shall learn, what he shall see, and what he shall hear, I urge this committee to act favorably on the pending bill.

Mr. MACDONALD. Thank you, Mr. Garmatz. We appreciate your taking time from your busy schedule to give us the benefit of your views.

Our next witness this morning is Mr. James McCormack.

First of all, I want to welcome you before the committee. I know of the wonderful job you did in Boston to create or help create the new Boston.

STATEMENT OF JAMES McCORMACK, CHAIRMAN, COMMUNICATIONS SATELLITE CORP.; ACCOMPANIED BY DR. JOSEPH V. CHARYK, PRESIDENT, COMMUNICATIONS SATELLITE CORP.

Mr. MCCORMACK. Thank you, sir.

With your permission, I would like to be joined by our president, Dr. Charyk.

Mr. MACDONALD. I might say that the committee members are also involved in this rail strike and some of them are at another meeting at this moment. This accounts for their absence this morning.

Mr. MCCORMACK. Yes, sir. This is understood.

With your permission, Mr. Chairman, I will proceed. My statement is very brief indeed.

My name is James McCormack. I am chairman of the Communications Satellite Corp., known as Comsat. With me is Dr. Joseph V. Charyk, our president.

My prepared statement will cover our comments on the pending bills here being considered by the committee. Both of us will be glad to answer questions that the committee may have.

Comsat supports the purposes of the proposed Public Broadcasting Act of 1967. We support the proposal to create a nonprofit corporation for public broadcasting, dedicated to strengthening program development and promoting interconnection of the noncommercial broadcast stations.

We are pleased with this recognition of the importance of educational TV and radio. The public is indebted to the Congress and the President for their concern with the needs of noncommercial broadcasting; to the Carnegie Commission for its definitive report in the matter; and to the Ford Foundation for the attention it has focused on the problem.

Because interconnection services will be important to the success of noncommercial broadcasting, and because we believe that satellite technology can substantially assist the operation, Comsat has applied to the Federal Communications Commission for authority to carry out a pilot demonstration of U.S. domestic satellite communications, including educational TV and radio transmission. We would propose a pricing structure during the demonstration period to carry out the provision of subsection (h) of section 396 that communications interconnection services for noncommercial educational television and radio might be supplied free or at reduced rates.

Dr. Charyk is prepared to go into further detail on our proposal if the committee so desires.

Our specific suggestions as to the legislation before you may be stated by referring to the texts of H.R. 6736 and H.R. 10290, which are representative of the bills before you.

With respect to the proposed section 396 of the Communications Act, we find important differences between the two bills with respect to the texts of paragraph (g)(2)(E) and subsection (h).

Subsection (g)(2)(E) of H.R. 6736 would appear to prevent the Corporation for Public Broadcasting from dealing directly with the carriers in making arrangements for interconnection. On the other hand, subsection (g)(2)(E) of H.R.10290 simply provides that the corporation can deal with any public or private supplier of interconnection. We see no reason why the communications common carriers and the Corporation for Public Broadcasting, insofar as it finances such services, should not be able to deal directly with each other. We therefore recommend that the pertinent language in H.R. 10290 be adopted.

Subsection (h) of the proposed section 396 would remove any statutory obstacle to supplying free or reduced rate interconnection service for noncommercial broadcasting. Here again, we believe that H.R. 10290 has the preferable language, since it would not restrict the entities to whom such interconnection service could be provided. We think it is not necessary to limit such service to grantees and contractors of the corporation, as in H.R. 6736, in order to isolate the corporation

from networking functions. We therefore recommend the version of subsection (h) that appears in H.R. 10290.

One final point, involving clarity more than substance, relates to subsection (g)(1). H.R. 10290 calls for "one or more systems" of interconnection facilities and H.R. 6736 calls for "a system of interconnection" facilities. Both bills provide for one or more broadcasting systems. If, as we believe, the intention is to permit the development of more than one noncommercial broadcasting network, it does not follow that more than one system of interconnection facilities, for example, satellites, is required to satisfy the total need for service.

Certainly, we must assume that you do not intend to suggest the duplication of satellite facilities in the context of this particular legislation. Therefore, to eliminate any uncertainty concerning the interconnection facilities, we suggest that the terminology be changed so as to provide simply for the development of interconnection facilities to serve the one or more broadcasting systems.

Mr. Chairman, this concludes my prepared statement. I appreciate the time and attention of the committee.

(The following proposed amendments were submitted for committee consideration by Mr. McCormack:)

STATEMENT OF THE COMMUNICATIONS SATELLITE CORP. (COMSAT) ON PROPOSED AMENDMENTS TO H.R. 6736, AND RELATED BILLS

On the basis of the language contained in bills before the House Interstate and Foreign Commerce Committee, there is confusion as to the intent of the legislation as it pertains to the question of interconnection.

To be specific, it is not clear as to who will own and operate communications facilities (hardware) to be used for the transmission of educational TV and radio programs.

In Section 396(g)(2)(E) of the original Administration bill (H.R. 6736), the Corporation for Public Broadcasting was authorized "to contract with appropriate public or nonprofit private agencies, organizations, or institutions, for interconnection facilities suitable for distribution and transmission of educational television or radio programs to noncommercial educational broadcast stations."

The Senate, in amending this subsection of Section 396, struck the word "nonprofit," thus making it possible for the CPB to contract directly with common carriers. This amendment made sense. It eliminated the need to set up an unnecessary "buffer" between the CPB and the common carriers.

To be consistent with the striking of the word "nonprofit" from Section 396(g)(2)(E), the Senate committee also altered Section 396(h). Thus, Section 396(h) as contained in H.R. 10290 should be retained.

There is one remaining point in this same subsection which may deserve clarification, depending on the intent of the Congress.

If the Congress intends to authorize the Corporation for Public Broadcasting to lease (or own) *and operate* a physical plant for the transmission of programs (i.e., to lease (or own) and operate interconnection facilities), the language of this subsection in the Senate-passed bill (H.R. 10290) is satisfactory.

If, however, the Congress intends simply to authorize the CPB to contract with common carriers for the transmission of its programs, it would strengthen this subsection to substitute the word "services" for the word "facilities," or say "facilities *or* services."

Such a change would be significant because it would eliminate the authority of CPB to own and operate interconnection facilities (hardware). It would, for example, eliminate CPB's authority to own and operate microwave relay systems, coaxial cables or satellites. Perhaps the Congress intends for CPB to own and operate its own interconnection system, but, if not, the Congress should give

serious consideration to the implications of the present language in both H.R. 6736 and H.R. 10290.

Another ambiguity remains in the language of the bill in both the Administration bill (H.R. 6736) and the Senate-passed version (H.R. 10290). It is contained—in both instances—in Section 396(g)(1)(B).

In H.R. 6736, this subsection authorizes the new corporation . . .

> "to assist in the establishment and development of a system of interconnection to be used for the distribution and educational television or radio programs so that all noncommercial educational television or radio broadcast stations that wish to may broadcast the programs at times chosen by the stations;"

In H.R. 10290, this subsection—augmented in a manner not relevant to the aforementioned ambiguity—authorizes the new corporation to. . .

> "assist in the establishment and development of one or more systems of noncommercial educational television or radio broadcasting and one or more systems of interconnection to be used for the distribution of educational television or radio programs so that all noncommercial educational television or radio broadcast stations that wish to may broadcast the programs at times chosen by the stations."

The phrase "system of interconnection" in H.R. 6736 and the phrase "one or more systems of interconnection" in H.R. 10290 are confusing, principally because the definition of the word "interconnection" is not clear.

The following language is suggested as a means of clarifying this point:

Section 396(g)(1)(B)

> "assist in developing plans for interconnection services to be used for the distribution of educational television or radio programs so that all noncommercial educational television or radio broadcast stations that wish to may broadcast the programs at times chosen by the stations;"

Here again, the intent of the Congress with regard to the CPB's authority should be made clear. The language in both H.R. 6736 and H.R. 10290 does not make clear what authority the Congress is giving CPB in authorizing them to "assist in the establishment and development of a system of interconnection (one or more systems of interconnection). . ."

The above-suggested substitute language would give CPB authority to arrange with existing common carriers for the development of interconnection services to transmit programs by means of a national network but would eliminate their authority to construct or purchase communications facilities (hardware) for such interconnection services.

Mr. MACDONALD. Thank you very much.

Someone complimented a witness the other day on their terseness and completeness of their statement, saying that as far as he was concerned that was the championship performance before our committee. I would say you have just broken that record.

I do have one basic question. Obviously, most of us here on the committee are not scientifically oriented enough to ask in detail perhaps specific scientific questions. One basic question I have had ever since the hearings started is what are the basic differences between the proposals of the Ford Foundation and the ideas that Comsat has as to the use of the satellite system in educational programing?

Mr. MCCORMACK. The basic differences between the position of the Ford Foundation and of Comsat, Mr. Chairman, are really very few, though very important.

No. 1, the Ford Foundation proposes that there be authorized a corporation which would put satellites in orbit, operate the satellite system, as a nonprofit enterprise.

No. 2, the Ford Foundation proposes that this system be a system dedicated only to broadcasting television and radio.

Comsat believes that the system should serve all the purposes of communications, not just the purposes of the broadcasters alone.

No. 3, the Ford Foundation has proposed a pricing structure which would charge the broadcasters more than the actual cost of service, and that the difference between the cost of service and the fees charged the commercial broadcast network be delivered to the noncommercial public broadcasting functions to assist them in programing.

Here, Comsat has taken the position, partly as the feelings of a citizen in this matter but also we have a corporate interest in this, the position that the total amount of moneys needed by educational broadcasting is a matter which should be decided by the Congress as a matter of national policy and not handled separately as this proposal of the Ford Foundation would do.

Other than these three, it is our feeling that Comsat can do the job for the broadcasters and for all the users of satellite communications in the country at prices which will be a substantial saving to the nonbroadcast interest, and because of the broad nature of the system that we would favor we think the prices to the broadcasters themselves can be brought down.

Mr. MACDONALD. Those differences are very basic and I don't suppose can ever be ironed out.

Mr. MCCORMACK. They represent two different points of view, yes, Mr. Chairman. I do not mean to imply by this that Comsat and the Ford Foundation have been locked in a death struggle.

Mr. MACDONALD. Nor did I try to indicate that by my question. Have you met with people from the Ford Foundation?

Mr. MCCORMACK. Yes, sir.

Mr. MACDONALD. Often?

Mr. MCCORMACK. Very frequently; yes, sir.

Mr. MACDONALD. You are working together on this?

Mr. MCCORMACK. Yes. Directly with Mr. Bundy and Mr. Fred Friendly, their technical advisers, and Mr. Ginsburg, their local attorney in Washington. Dr. Charyk and I had an hour's conversation with him just last week.

Mr. MACDONALD. Mr. Van Deerlin?

Mr. VAN DEERLIN. How soon do you think that usable satellite service might be available for this purpose?

Mr. MCCORMACK. We believe, Mr. Van Deerlin, that the controlling item on how long it will take it to get it into operation is the earth stations—the elimination of objections of frequency interference, the taking of land, the working out of arrangements on the ground. We think there is not question but that the satellite required can be done within a couple of years, say 2 years to make an even figure.

So our proposal now before the Federal Communications Commission sets the schedule at 2 years, or maybe 2 years and a few months, by the end of 1969.

Mr. VAN DEERLIN. Probably by the time most of the money eventually appropriated under this legislation was ready to be utilized.

Mr. MCCORMACK. Presumably. In the meanwhile, the appropriate agencies of Government—Health, Education, and Welfare in particular—and the corporation which would be established under this act, would have a great deal or perhaps most of their studies and

evaluations behind them. Our system, which, in its first blush, we call a pilot demonstration for the two western time zones, if successful, as we, of course, very much believe it will be, will be available for extension. After that, the time of extending is only the time of building some more antennas.

Mr. VAN DEERLIN. We have been told of very substantial rate reductions, or even possibly gratis service, during the period of shakedown. Over the long haul, do you think that satellite communications will be truly competitive with, or perhaps more than competitive with, existing land lines?

Mr. MCCORMACK. We believe that, sir. Dr. Charyk is more familiar with the precise figures of our estimates than I am. In our conversations with the carriers with whom we have worked rather closely in working up our system, and in our own analyses, we think there is no question but that using satellites for the main long-haul distribution system for television as well as for the long-haul voice and record transmissions can be done over the course of the next 10 to 15 years at a substantial saving.

We have never seen the savings quite so large as the Ford Foundation suggested in its brief, but, on the other hand, we think they are well worth going for.

Mr. VAN DEERLIN. Will satellite interconnection make present microwave relay obsolete or will the two be interwoven?

Mr. MCCORMACK. There has to be interweaving, Mr. Van Deerlin. The microwave facilities that will be unloaded will be, in the main, the long haul, the transcontinental in particular. But connections within regions, the microwave or in some instances cables will always be in the picture as we see it. There will be numbers of places where it will be more economical to do local pickup and distribution by existing means than to build a new set of satellite earth stations.

Take the questions of pickup, for example, of a golf match or a convention held in some town that maybe doesn't have a direct and immediate access to the system. The microwave will always be needed. The long-line microwaves and cables that are unloaded when this heavy television load is put onto the satellite are there in the Bell System's planning. They will be filled up with regular communications anyway.

Mr. VAN DEERLIN. Thank you.

Mr. MACDONALD. Mr. Nelsen.

Mr. NELSEN. I notice that your statement deals primarily with the interconnection angle. This seems to be a major concern of yours, is it not?

Mr. MCCORMACK. That is our business, yes, sir.

Mr. NELSEN. I also notice that you endorse the proposal, the overall proposal, but you are concerned about this interconnection question.

Mr. MCCORMACK. Yes, sir, we do.

Mr. NELSEN. The thing that has bothered me some, and I have heard comment from other Members, is the possibility of a nationwide public distributed and controlled facility that could possibly be abused because of political reasons and otherwise. I notice that in the statement of Mr. Gardner he said the bill has strong conflict-of-interest provisions governing the officers of the corporation, forbidding political

activity, and so on. He also said in the colloquy that the enforcement will depend on the character of the directors and the extent to which they can be controlled, and the extent to which the facilities can be controlled.

Do you have any concern relative to this danger of using this facility in a political or psychological manner, maybe exposing a philosophy that may be in the minds of those who control it?

Mr. McCormack. I am sure, Mr. Nelsen, that the Congress will build the safeguards into it to protect two areas in particular. One is the maximum independence and freedom of choice which is enjoyed by the local station. That is going to be a real safeguard. If the law is not strong enough on that point, I would suppose that you would strengthen it.

The other is in the freedom from interference, political interference, at the top level of the corporation, what sort of things shall be put on the air. I noticed in the course of the discussion last week one of your members while saying he approves of fluoridation, an educational program promoting fluoridation would be given a pretty hard time in some localities where there is a feeling against it. This will always be there.

I suppose about the best I can say is that in this, as in so many other national enterprises, one is dependent upon the character and integrity of the people chosen for the policy positions, under the watchful eye of the Federal Communications Commission, and at all times the watchful eye of this body, that I would call supreme.

Mr. Nelsen. Many times, however, it has been true that legislative intent is evaded. I can think, for example, of the Federal Communications Commission requiring free time for those who are opposed to the use of tobacco. If an advertiser pays for time to advertise, and those who feel there is a danger in the product advertised are to be given free time to rebut what was paid for by the other side, this would not in my judgment be in accord with legislative intent. We carefully reviewed this here and our intent is being evaded.

We might have every good intention here, but I want to be sure that proper safeguards are written into this legislation so no group could use a facility to distribute a nationwide program that might not be in the public interest. This could happen. It could be very good and it could be very bad.

I would agree with you that we should have proper safeguards.

Cost is, of course, something that we are very much concerned about now, having in mind that there seems to be a particularly great amount of pressure on Federal funds. We wonder just how far we can stretch the financial capability of the country, having in mind an estimated long-run cost of at least $270 million a year. How much will be provided from private funds, we don't know. But there is a concern.

I would ask this question: In view of the great expansion that has taken place under the present arrangement, how important is this central distributing body to the total? Is it merely a desire to have programs available through interconnection and distribution? Is it your feeling that this is necessary?

Mr. McCormack. The interconnection, which is in the area that I can comment upon with propriety, there we believe that removing the

handicap of distance, which is what the satellite does primarily, will enable at least a level of quality around the Nation in what the stations can show if they want to. I would, of course, just as an individual, and I hope a reasonably thoughtful citizen, agree with you that the total amounts of money will have to be looked at very carefully insofar as they come from appropriated funds in terms of your priorities, for there are other demands on the national purse and the demands are, of course, heavy at this time.

Mr. NELSEN. Thank you very much.

Mr. MACDONALD. I have a question which may sound naive. How many stations can one satellite serve, if FCC does authorize the satellite system, correlated with the present common carriers? How many stations could that satellite serve?

Mr. MCCORMACK. Just as many as are desired, Mr. Chairman. In the technology that is involved here, once you make the transmission up to the satellite and it, in effect, rebroadcasts it on the down leg, your antennas will be so configured to cover the area of the country that is chosen for that particular satellite. In the initial system, the spot will cover the United States in its entirety. The power of the transmission, the flex density, is the same for all practical purposes throughout this illuminated cone on the ground.

An antenna anywhere within the cone gets just as much signal as one located anywhere else. The satellite, itself, does not set the number of stations. It is the conditions on the ground that do.

Mr. MACDONALD. Thank you very much.

Mr. BROYHILL. No questions.

Mr. MACDONALD. Mr. Harvey.

Mr. HARVEY. No questions.

Mr. MACDONALD. Mr. Brown.

Mr. BROWN. No questions, Mr. Chairman.

Mr. MACDONALD. Have you anything further, Mr. Van Deerlin?

Mr. VAN DEERLIN. No, Mr. Chairman.

Mr. MACDONALD. Thank you both for appearing before the committee today.

Mr. MCCORMACK. Thank you, Mr. Chairman.

Mr. MACDONALD. The next witness is Mr. Kenneth McKay of the American Telephone & Telegraph Co.

STATEMENT OF KENNETH G. McKAY, VICE PRESIDENT, ENGINEERING, AMERICAN TELEPHONE & TELEGRAPH CO.

Mr. MCKAY. Mr. Chairman, I am Kenneth G. McKay, vice president, engineering, of American Telephone & Telegraph Co. I appreciate the opportunity to present to this committee the Bell System's views regarding the Public Broadcasting Act of 1967.

We support the bill H.R. 6736 and are in accord with its purposes. The bill offers a start toward the development of a sound system of public television and radio.

When the bill was being considered by the Senate, we, and several others, made some suggestions which were accepted. These appear in S. 1160 as it is now before you.

It was our suggestion, supported also by other parties, that section 396(g)(2)(E) of the bill regarding the authority of the proposed new

corporation to arrange for interconnection facilities be clarified by deletion of the word "nonprofit" from the language which appears at line 11, page 16 of H.R. 6736.

Without this change the section might be construed to negate the provisions of section 396(h) which would permit the common carriers to offer reduced rates for interconnection services, insofar as it is contemplated that the corporation should be in a position to arrange for such services. We respectfully urge that this committee also give consideration to this proposed amendment.

With one further suggestion which I will mention later, A.T. & T. believes that, from a communications standpoint, the proposed Public Broadcasting Act is adequately designed to effectuate its purpose.

And it is, of course, as communicators that we approach this legislation. We are not educators nor are we broadcasters, although as the supplier of facilities which have made networking possible, we have learned a great deal about the complex requirements of interconnecting radio and television stations.

We sincerely believe that this knowledge and the facilities of the telephone industry will be of invaluable assistance in implementing interconnection of public broadcasting stations in the manner contemplated by the present bill.

The services which the Bell System can and will offer for interconnection are available now. We are aware that there has been discussion of interconnecting public television stations, as well as commercial television stations, by way of domestic satellites. Quite probably some form of satellite will in the future provide a part of the facilities used for that purpose.

It is our hope and expectation that the economies which satellites promise in domestic service will in fact be realized.

We have furnished the Federal Communications Commission with our views regarding the general form such a system should take.

Without going into the details of our proposal, we have urged a multipurpose system with large growth capacity which, when properly integrated with the needed earth facilities, can handle all types of communications.

This means a capability to transmit television and educational television signals as well as telephone, data, and the like. We have urged, and will continue to urge, early grant of authority to implement such an integrated system.

However, in the present context, two important facts of interconnection by means of any satellite system must be recognized: Even if the FCC were to approve a domestic satellite system today, there would be a substantial delay before such a system could be operational; and even when operational, the system would still furnish only a portion of the total required network.

To become an immediate force, the Carnegie Commission has urged immediate interconnection of public television stations.

Immediate interconnection, however, must depend upon the common carriers and the existing terrestrial facilities entirely.

The Bell System recognizes the responsibilities which this imposes upon it and I can assure you that it will do its utmost, within the bounds of legal and physical capacity, to supply the needed facilities as they are required.

In connection with the dependence of immediate interconnection upon the common carriers, proposed section 396(h) would provide that nothing in the Communications Act of 1934 shall be construed to prevent the common carriers from offering "free or reduced rate communications interconnection services" for educational broadcasting.

Without dwelling on the point, I mention the obvious: Regardless of who provides the service, it can never be "free." Someone will be bearing the expense. The same is true in lesser degree of any reduction in rates.

However, if this bill is enacted, it will reflect a policy that Public Broadcasting should be provided interconnection services at the lowest feasible cost. It would be our intention to work closely with the FCC to effectuate that policy as best we may.

I mentioned earlier that I had a further suggestion which I had not made at the earlier Senate hearings on S. 1160. Attention at those hearings was directed primarily toward the provisions of the bill relating to the establishment of the new Corporation for Public Television and to defining its powers, purposes, and internal structure.

In preparing for the present hearing, I reviewed the bill and my earlier statement. One further point attracted my attention and I submit it for your consideration.

Title I is intended to make available Federal moneys for construction of educational broadcasting facilities for an additional period of 5 years from June 30, 1967. It appropriates $10.5 million for the first year.

When the original Educational Television Facilities Act was passed in 1962, there was severe need for funds merely to construct the ETV stations. Although a limited portion of the money was also technically available to assist construction of facilities for interconnection of these stations, so far as I am aware grants for this purpose were comparatively minor.

Section 104 of the present bill would remove the former limitation on amounts available to assist in financing the cost of constructing interconnection facilities. Instead of a restriction to 15 percent of a total grant, the entire amount sought could be devoted to constructing such facilities.

However, although the money available to provide desired interconnection has been increased, there has been no corresponding relaxation in the requirement that Federal funds not be used to provide the interconnection other than through construction of privately owned communication links.

If, as appeared from the Senate hearings, the intent is now to encourage early, effective, reliable interconnection of Public Broadcasting stations, it would seem that this restriction too should be removed.

In many cases, I believe, it is likely that a lease of interconnection facilities might be found much more desirable. Often the communications common carriers could offer better service at comparable or lower cost than would be available through construction of private facilities. They can offer a flexibility of routing and of contact points not available otherwise except at prohibitive cost. They can also relieve the station of financial commitments which would freeze the station's development of further interconnection plans. Their other

facilities can offer protection against outage not usually feasible in a private system.

While in some instances the public broadcasters may find that construction of private facilities is advisable, they should at least be permitted to have the choice of leasing facilities, if desirable.

Under the wording of the present bill that choice is precluded regardless of how desirable from an economic or service standpoint such a leasing arrangement might be.

The applicant would be faced with forgoing Federal assistance or limiting himself to construction of his own facilities regardless of other factors involved. It seem obvious that this could prevent maximum utilization of the available public moneys.

Under quite similar circumstances Congress has recognized the advantages of permitting a choice between lease or construction of communications facilities.

In the Elementary and Secondary Education Act of 1965 (20 U.S.C.A. 821–885) optional employment of Federal grants was expressly recognized (20 U.S.C.A. 843). The underlying reasons for that earlier congressional determination are equally compelling in the present case.

I also draw the committee's attention to the fact that such a limitation on funds to construction of interconnection facilities in effect defeats the purposes of proposed section 396(h) which would permit free or reduced rates by common carriers for communications interconnection services. Any reduction made possible under that section would be of little interest or help to educational broadcasters.

Accordingly, I would suggest that consideration be given to amending section 106 of the bill to read as follows:

"SEC. 106 Paragraph (2) of section 394 of the Communications Act of 1934 is further amended by inserting at the end thereof the following: 'In the case of apparatus, the acquisition and installation of which is so included, such term also includes planning therefor [.], *and in the case of transmission equipment, it shall include procurement of interconnection communication services from communication common carriers.*' "

The Bell System is actively working with the educational broadcasters and studying their needs. Even without the enabling legislation contemplated by section 396(h) we will attempt to accommodate the requirements of these broadcasters as best we may. A.T. & T. recently was able to adjust its tariff to offer TV transmission during morning offpeak hours at about half the regular rate.

While this tariff is available to all our customers for program transmission service, it is designed to meet what, on the basis of our reading of the Carnegie Commission's report, appears to be one of Public Television's basic needs: an economical means of transmitting program tapes during offpeak hours for later broadcast at times of the local station's own choosing. The educational television broadcasters have already evinced considerable interest in this mode of operation.

The potential of Public Television is great. U.S. communications common carriers can assist full realization of this potential. I can assure this committee of the corporation of the Bell System in effectuating congressional policy.

Thank you.

Mr. MACDONALD. Thank you, Mr. McKay.

When I asked General McCormack about the use of a satellite, his response was that the number of people and places to be served depended not on the satellite but on the common carriers.

Do you agree with that?

Mr. MCKAY. As I understood his response, it was that the number of people served depends upon the number of ground stations which were established, and that the number of ground stations that can economically be established I would suggest is a balance between the cost of ground stations and the cost of terrestrial microwave facilities or interconnection facilities.

In other words, there is a balance that must be struck between linking up broadcasting stations with microwave systems, say, and providing for ground stations for the satellites.

Mr. MACDONALD. As of now, your company is in the business of carrying signals to TV stations, among other things. Is that correct?

Mr. MCKAY. Yes.

Mr. MACDONALD. As a concrete example, the other morning I watched the British Open Golf Tournament by satellite. Was that station that I watched using any of your equipment to help bring that signal into my living room?

Mr. MCKAY. Yes, it was. The signal was received at a ground station, I assume, at Andover, Maine, and at this point went on our microwave system which brought it down to a central distribution point in New York. From there it went out over our network and was distributed to various television broadcasting stations.

Mr. MACDONALD. I perhaps should have asked this question of General McCormack. But if we have one satellite, isn't it a duplication of effort to have another satellite up their, if one satellite can do the job?

Mr. MCKAY. First of all, we are talking here on the use of the international satellite.

Mr. MACDONALD. It think it is called the Early Bird.

Mr. MCKAY. Yes. The capacity of that satellite is well designed for the traffic which we have, the overseas traffic. The kind of traffic that we are talking about in terms of a domestic satellite is very much larger.

In other words, we would require many more broadband channels in the satellite. We would also want it positioned in such a way that it would be covering this country effectively rather than being positioned to overlap between Europe and this country, for example.

So I am making a distinction now between an international satellite and a domestic satellite. First there is the geographical position, but also there is a very large difference in the capacity which would be required of the satellite in handling communications.

I think you have to consider a domestic satellite separately.

Mr. MACDONALD. And you agree that we should have a domestic satellite?

Mr. MCKAY. Yes.

Mr. MACDONALD. And which would perhaps use your facilities.

Mr. MCKAY. We would like to be able to use a domestic satellite to transmit both voice and television, and data. We think it would be a very effective means of providing for the long haul traffic.

At the same time, we will have, for as long as we can look forward, extensive use of terrestrial facilities, not only for short haul but in some cases for long haul in addition.

Mr. MACDONALD. Mr. Kornegay.

Mr. KORNEGAY. Thank you very much, Mr. Chairman.

Mr. McKay, let me first welcome you to the committee. I must say that I am sorry I didn't hear your entire statement. I have tried to read it rapidly as you were answering questions from the chairman.

In connection with the point he raised, that is with the satellite system, I believe the Telstar has 640 circuits. It takes that many to transmit one television picture, I believe.

Mr. MCKAY. Telstar was even less than that. We could only squeeze one television channel out of that.

Mr. KORNEGAY. That was utilizing the entire facilities of the satellite at a given moment and only getting one TV picture. Whereas, if you are using it to transmit voice, you could get many more circuits, I believe.

Mr. MCKAY. That is correct.

Mr. KORNEGAY. Have we gone into a synchronous system yet?

Mr. MCKAY. The present satellite which Comsat has over the Atlantic is a synchronous satellite as is also their Pacific satellite.

Mr. KORNEGAY. There is one of those, is that right?

Mr. MCKAY. There are three now in commercial operation.

Mr. KORNEGAY. With three of them, you pretty well cover the entire earth.

Mr. MCKAY. Actually, two of them are over the Atlantic and one over the Pacific.

Mr. KORNEGAY. Three of them properly positioned could cover the entire earth, could they not?

Mr. MCKAY. Yes.

Mr. KORNEGAY. On the domestic satellite system, are we talking now in terms of another synchronous satellite?

Mr. MCKAY. We are talking about a synchronous satellite, yes.

Mr. KORNEGAY. It would be permanently positioned over the center of the United States, 22,300 miles up, and you could beam in on it anytime, is that right?

Mr. MCKAY. Over the equator, but, nevertheless, centered around the United States, that is correct.

Mr. KORNEGAY. I am thinking about the latitude rather than longitude, or vice versa.

A.T. & T. operates coaxial cable as well as microwave systems, does it not?

Mr. MCKAY. Yes.

Mr. KORNEGAY. You have a ground station in Maine bringing the signal in from the satellite. You said it went by microwave into New York, the main distribution center.

Mr. MCKAY. Yes.

Mr. KORNEGAY. From that point, is it distributed by microwave or coaxial cable?

Mr. MCKAY. Both. Most of the television is actually distributed by microwave. On the voice circuits, it is some by microwave and some by cable.

Mr. KORNEGAY. You have that option when you get the signal from New York?

Mr. MCKAY. That is correct.

Mr. KORNEGAY. Of course, the present House bill does not provide or does not give the corporation the authority to lease interconnections from private companies. I believe you suggest that we amend the bill in the form of the Senate amendment, which would permit the corporation to lease interconnections from private companies as opposed to nonprofit groups, as stated in the House bill at the present time.

Mr. MCKAY. That is correct.

Mr. KORNEGAY. The bill authorizes common carriers to render free or reduced rates for interconnection services to educational broadcasters. Has your company considered whether it would provide free or reduced rates for this purpose?

Mr. MCKAY. It obviously considered it, inasmuch as this is now in the proposed bill. The question as to how this can be provided, of course, is something which is not solely in our hands. This is also something which must be carried out with the agreement of the FCC.

Mr. KORNEGAY. I understand that. Assume it would be cleared with the FCC, and all other aspects of the problem would be worked out, do you think A.T. & T. would give serious consideration to some sort of a reduced rate or fee?

Mr. MCKAY. Certainly this would be the case, yes.

Mr. KORNEGAY. Thank you very much.

Mr. MACDONALD. Mr. Nelsen.

Mr. NELSEN. Thank you, Mr. Chairman.

I did have a few questions dealing with the interconnections.

Dealing with the reduced rates by common carriers, do you anticipate any approval of a differentiation of rates from the FCC? Has there been any case where there has been a rate approved?

Mr. MCKAY. I must say I am not in a very good position to anticipate the action of the FCC. I don't know what their attitude would be here.

Mr. NELSEN. However, you do plead for the opportunity of making available the facilities of A.T. & T. for the interconnection facility, do you not?

Mr. MCKAY. Yes.

Mr. NELSEN. In the event there would be granted a rate change, do you feel that your company would take advantage of it and would provide it at the reduced rate, if they approved? That is, for the distribution of programs.

Mr. MCKAY. I believe this would be the case. This is an unusual situation that you have in this bill, in which it is evident that the bill as passed by the Senate, as it stands, is evidence of the congressional intent to make a very unusual exception, if you like, for educational television.

Mr. NELSEN. Yes. You do mention on page 5 that under the language of the bill the former restriction has been removed, but the disposition to implement the relaxation of this rule seems to have not been taken. They have not moved in the direction of what this bill would provide.

You state that with the removal of the 15-percent restriction the total grant amount sought could be devoted to the construcion of facili-

ties. However, although the money available would be increased, there has been no corresponding relaxation in the requirement that Federal funds not be used to buy interconnections, other than through the construction of privately owned communication links.

Would you enlarge on that a little bit?

Mr. McKay. As it stands right now, (Communications Act section 392(e)) in the support of ETV stations not more than 15 percent of the total grant HEW makes to the station can be used for construction of interconnection facilities owned by the station.

As the bill is now written, although there is more money being made available for ETV stations, this restriction of 15 percent applied to interconnection facilities has been left out. So if one wished, one could apply the total amount of the grant solely to the provision of privately owned interconnection facilities.

Mr. Nelsen. However, the bill has not yet passed so you don't know what they will do at this point.

Mr. McKay. That is correct. I am simply saying there are obviously several things which could be done here. What we are suggesting is not that the 15-percent limitation be put back in, but, rather, that the ETV station owner have the option of either purchasing or leasing interconnection facilities.

Mr. Nelsen. Thank you very much.

Mr. Macdonald. On page 5 I had marked the very same section Mr. Nelsen was questioning about.

I had marked "privately owned communication links." I don't know what you mean by that.

Mr. McKay. I mean by that simply——

Mr. Macdonald. Well, what are the links?

Mr. McKay. Probably microwave links, actually microwave facilities connecting the ETV station, let's say to another ETV station.

Mr. Macdonald. It could be a satellite, too. Isn't that a communication link?

Mr. McKay. It could be, that is right. Up until this time, satellite facilities have not been available for such purposes. Here we have been thinking, at least, in terms primarily of microwave facilities.

Mr. Macdonald. What you had in mind on page 5, then, was microwave?

Mr. McKay. It doesn't have to be. It can be microwave links. It could be cable. It obviously could actually be that of satellite, as you know. The principal point we are making is that we believe that the station owner ought to have the option available to him under title I of leasing facilities or of purchasing facilities. That option is not presently available to him as the bill is written.

Mr. Macdonald. Thank you.

Mr. Van Deerlin?

Mr. Van Deerlin. Thank you, Mr. Chairman.

Mr. McKay, I was very glad that questioning by Mr. Kornegay brought out the assurance that A.T. & T. would be devoting its efforts assiduously to the matter of preferential rates for Public Television. I found no such positive assurances in your prepared statement.

On page 4 you assert that Public Broadcasting should be provided interconnection services at the lowest feasible cost, which really seems to me very little for Public Television to warm its hands on.

I trust that the rates I am charged at home are at the lowest feasible cost. I am sure you would judge them to be.

On page 8 you refer to a system under which preferential rates are being extended to Public Television at nonpeak hours, offpeak hours. But you add hastily that this same rate is available to anybody else who is willing to transmit at 3 o'clock in the morning.

I would assume that the rates that are charged commercial television transmission are determined in part, are they not, by the high degree of reliability that is required for a broadcast signal?

Mr. McKay. That certainly enters into the determination of the rate structure, yes.

Mr. Van Deerlin. So if Public Television which were transmitting mainly for taping purposes rather than for live broadcast, required a lesser reliability factor, you probably would be able to do something to help in that direction, ratewise, if they didn't need quite the same reliability?

Mr. McKay. Yes. It is obviously a difficult thing to determine how unreliable a facility Public Television would be willing to use. This is a difficult thing to determine.

Mr. Van Deerlin. Yes. But obviously it is different if something is being taped. It is not then so disastrous, if there is a break, as if it is broadcast live.

Mr. McKay. That is correct.

Mr. Van Deerlin. What are so-called incremental rates?

Mr. McKay. I presume you are referring now to what can be some complicated economic definitions. I don't think I could really describe them precisely.

Having established a set of facilities and then wishing to add additional services to those facilities, and then putting in rates which correspond to simply the additional costs which are involved in providing that additional service by facilities which were already in existence would be the closest definition I could make as a layman's definition of incremental rates.

Mr. Van Deerlin. Does this have any connection with the number of outlets being served? In other words, if you have a signal already going out, the additional receiving points would be at reduced rates?

Mr. McKay. Well, that could be, yes. It depends entirely upon how the rate structure has been established, whether the service was being used for what the facilities were originally established for, or whether this is an additional service which is put on, which can be added to the original service but at a relatively small cost.

Mr. Van Deerlin. Are these usually negotiated?

Mr. McKay. I am not sure I understand the context in which you are asking the question.

Mr. Van Deerlin. Would this be according to a rate card, or would it be negotiated in each instance in which a new situation comes up?

Mr. McKay. We are providing for a new rate plan which is based upon incremental cost. This would be not on an individual-by-individual basis, but this would be a broad rate plan which would be generally applicable.

Mr. Van Deerlin. Thank you.

Thank you, Mr. Chairman.

Mr. MACDONALD. Mr. Harvey.

Mr. HARVEY. If you render free or reduced rates as a common carrier, who is actually going to pay for it?

Mr. MCKAY. Ultimately it is going to come out of the consumer's pocket somewhere, the consumer now being, I am saying very broadly, the United States. If you were providing for one segment of our serving customers to be treated preferentially, then there has to be some compensation picked up elsewhere, either through the other rates which are charged or through the overall rate of return of the company.

Mr. HARVEY. Then we are not talking about just the elimination of profit, but, rather, a much more substantial cost which would either have to be paid by commercial users or come out of the profits of the stockholders, or be passed on to the public in some way; is that correct?

Mr. MCKAY. I would think this would be correct.

Mr. VAN DEERLIN. Will the gentleman yield?

Mr. HARVEY. Yes.

Mr. VAN DEERLIN. I would hate to think that the consumers of the country were paying a steep price for the preferential rate that Western Union assigns to press transmissions.

Mr. HARVEY. I didn't mean to imply that they were paying too steep a price. I don't think that has anything to do with my question.

I wanted to know who actually is going to pay for this. I have learned that there is no such thing as a free lunch. It is the same thing here. When you say you will supply something at a reduced price, it has to come from somewhere.

Mr. VAN DEERLIN. A preferential rate does not mean a free rate. It means a rate that because of volume or one consideration or another lowers the rate.

Mr. HARVEY. I think it is important whether these free rates or reduced rates are to be attained by assessing them to the commercial users, for example in this particular field, or whether they are to be obtained by spreading them out to the entire public. That is what I was trying to point out.

I gather here that they would basically be consumer charges. In other words, the entire consuming public would pay for whatever preference is given.

Is that correct?

Mr. MCKAY. I think it is evident that there is a full range here from reduced rates, whatever amount you want to reduce them, right down to free rates. In any case, in terms of the public broadcaster this will still refer to only a relatively small part of his overall cost. In other words, we were referring earlier to the overall costs that might be incurred for public broadcasting. A very large part of those costs will come from programing rather than the amount which is dealing with interconnection, per se.

Mr. HARVEY. I am confused about one other part of your statement. On page 5 of your statement, about midway on the page, you start a new paragraph and say that section 104 of the present bill would remove the former limitation on amounts available to assist in financing the cost of constructing interconnection facilities. Instead of a restriction to 15 percent of the total grant, the entire amount could be devoted to this facility.

Maybe I am not reading it correctly, or I don't understand the section. But I don't see any 15 percent requirement, or at any rate, I don't have it in front of me.

Let me go on for a moment. About midway in that paragraph you say, "However, although the money available to provide the desired interconnection has been increased, there has been no corresponding relaxation in the requirement that Federal funds not be used to provide interconnection other than through construction of privately owned communications links."

Could you elaborate on that? I don't understand that.

Mr. McKay. I am afraid I have a double negative there. Perhaps that confuses it. At the present time on grants from HEW there is a maximum amount of 15 percent which can be used to provide interconnection facilities. That is to purchase interconnection facilities.

The present bill makes no mention of this 15-percent limitation. Consequently, the entire amount of the grant from HEW could, in principle, be applied to the construction of, let's say, a private microwave link.

However, the present bill also restricts the use of this money to purchase of facilities and does not permit use for leasing facilities. What we are suggesting is that the ETV operator have the choice, the option, of being able to use the money either to purchase or to lease, depending upon which would be most preferable for him.

The matter of the 15-percent limitation being removed simply points out that there is a larger amount of money in principle available for educational interconnection purposes.

Mr. Harvey. But you say there has been no corresponding relaxation in the requirement that Federal funds not be used.

Are we supposed to have done something here that we haven't done?

Mr. McKay. I am simply saying that the present restriction on the use of those Federal funds which exists now is carried over in this present bill.

Mr. Macdonald. I am sorry, the gentleman's time has expired. I might point out, however, that I could not agree more with the gentleman from Michigan. That section confused Mr. Nelsen, it confused me, and it confused Mr. Harvey. That is a pretty good percentage of members present at this moment.

Dr. Carter?

Mr. Carter. I have no questions.

Mr. Macdonald. Mr. Brown.

Mr. Brown. Mr. McKay, do the commercial networks in our Nation avail themselves of satellite interconnections?

Mr. McKay. We connect through Comsat on the international traffic to Europe and the Pacific.

Mr. Brown. That is not precisely what I am asking. As I understand, you are proposing the establishment of a communications satellite for the interconnection of the domestic ETV stations. Is that correct?

Mr. McKay. For ETV, for commercial TV, and for regular message traffic, yes.

Mr. Brown. I am presuming that commercial television networks have not made their interconnections by communications satellite as yet within this country. Is that correct?

Mr. McKay. That is correct.

Mr. Brown. Can you advise me why they have not done so?

Mr. McKay. We don't have any domestic satellite currently.

Mr. Brown. Is this desirable for them alone, without ETV?

Mr. McKay. I think what we are talking about now is one more mode of transmission within this country, in addition to what we have with microwave and cable.

Mr. Brown. My question is why they have not found it feasible, commercially, to establish a communications satellite for their interconnection needs.

Mr. McKay. As you know, this matter is currently up before the Federal Communications Commission, and certainly this is an area where approval must come from the FCC, among others. There are other aspects, though. One of them is simply that this is an art which has been evolving rather rapidly. A few years ago this would not have been technically feasible, to provide a domestic satellite which would be really useful in this respect.

So we are now caught up in a wave of ongoing technology which has been moving fairly rapidly and which is now making it apparent that such a satellite would be useful for long-distance transmission with the large cross sections which would make it useful domestically.

Mr. Brown. But it is technically feasible now for the commercial networks to do this?

Mr. McKay. Yes; it is technically feasible.

Mr. Brown. And they have an application into the FCC to accomplish this?

Mr. McKay. Yes. They have responded to the FCC's queries on the use of domestic satellites. I am not sure of the status of actual applications.

Mr. Brown. Have they seen fit to undertake this as a business venture?

Mr. McKay. Not as yet.

Mr. Brown. For what reason? Do you have any idea? Is it not economically feasible for the comercial networks to do it for themselves?

Mr. McKay. That is a matter of substantial debate right now, as to whether it is economically feasible under those circumstances or not.

Mr. Brown. But it would be economically feasible as a result of the establishment of public television, is that right?

Mr. McKay. I don't believe that would make a substantial difference to the overall feasibility, no. I don't believe that in itself is going to make a difference.

Mr. Macdonald. Would the gentleman yield?

Mr. Brown. Yes.

Mr. Macdonald. I would just like to point out that all I know about it is what I have heard and what I have read in the papers, but the president of ABC said he had made the offer to put up a domestic satellite, sharing expenses with the other networks, and give educational TV free time.

I take it it must be feasible. If he has made the offer, I suppose it is under consideration.

Mr. McKay. All I was saying was I was not sure of the status of an actual application to do so that is before the FCC.

Mr. BROWN. Have I missed the thrust of your testimony today? Isn't it the interest of your testimony that we establish a public television industry so that we can get some Federal money into an effort to make feasible a satellite for both educational and commercial television usage?

Mr. MCKAY. I must have spoken rather poorly because I did not mean to put forth that impression. There is no suggestion that Federal funds were necessarily desirable for the establishment of satellite communications.

Mr. BROWN. Not necessarily for the establishment of satellite communications, but for the utilization of satellite communications.

Mr. MCKAY. As common carriers we will provide communications for whomever wishes them, and as effectively as we can.

Mr. BROWN. If we have 350 educational television stations utilizing a satellite carrier, you will have a great many more customers, would you not, for this service?

Mr. MCKAY. It would certainly expand the overall network, but I think less, substantially less, than we have right now with the commercial networks.

In other words, it depends upon other points. In theory you could have a single channel feeding all of these stations, while the commercial networks require several broadband channels.

In terms of satellite communication, the public educational television could occupy several broadband channels or perhaps only one. It is not at all clear. It depends upon how they want to operate.

Mr. BROWN. As I understand, 350 ETV stations would make a larger network than the present commercial network. Or at least larger than any individual commercial network?

Mr. MCKAY. That is correct.

Mr. BROWN. This would increase the possible utilization of a satellite, would it not, for this purpose?

Mr. MCKAY. It would certainly increase the utilization of satellites, yes. I don't believe it would necessarily be the overwhelming use of the satellite. It would be a part of it.

Mr. BROWN. But it would be a financial contribution, would it not, to the expense of the satellite?

Mr. MCKAY. Yes.

Mr. BROWN. Do you have any idea how much?

Mr. MCKAY. It would depend very much upon just how the network evolved and how the public television people wanted to operate. This is why I am not in a position to give an estimate now as to what proportion of the satellite would necessarily be used, or any terrestrial facility, by public television.

Mr. BROWN. Do I assume A.T. & T. has made no study of what this legislation would do to them financially?

Mr. MCKAY. We have had a great deal of difficulty in predicting just how this would evolve and to what extent networking will be used in public television.

Mr. BROWN. Let me ask the question more directly. Have the A.T. & T. economists done any study of this legislation to see what it will do for A.T. & T. financially?

Mr. MCKAY. I don't know how to answer that question.

Mr. BROWN. You do not know whether they have done any study of this legislation to see whether it would benefit A.T. & T financially?

Mr. MCKAY. The answer is "No."

Mr. MACDONALD. The time of the gentleman has expired.

Thank you very much, Mr. McKay, for your testimony.

Mr. HARVEY. Mr. Chairman, could I ask one further question?

Mr. MACDONALD. Yes.

Mr. HARVEY. How much of the present interconnection system that we are talking about here is already in existence and being used by commercial TV?

In other words, we are talking about an interconnection for this public television. But how much of it is already in existence and being used by commercial television?

Mr. MCKAY. There is a very substantial amount which is now in existence. In some cases it involves adding additional broadband channels to equipment which is already there. In other words, you have microwave links and you can add a broadband channel if it is necessary for increased traffic handling.

In some cases, the only additional requirement that is presented is that of providing the direct local connection between the network and the public television system.

Mr. HARVEY. What percentage would you estimate of the system is already there? Just in round numbers, is it 50, 75, 90?

Mr. MCKAY. What time frame are you talking about? Are you talking about next year? Are you talking about 10 years from now?

Mr. HARVEY. I am talking about now, next year.

Mr. MCKAY. I would prefer to put it as a large percentage is now in existence.

Mr. HARVEY. By large, do you mean 90 or over?

Mr. MCKAY. I would say certainly at least three-quarters.

Mr. HARVEY. Thank you.

Mr. KORNEGAY. Mr. Chairman, let me ask one other question. I would like to get his expert opinion.

In your opinion, Mr. McKay, do you feel that satellite technology will make obsolete microwave interconnection equipment which the stations could construct under grants or with grants made available under title I of H.R. 6736?

Mr. MCKAY. I think it highly unlikely.

Mr. KORNEGAY. Highly unlikely?

Mr. MCKAY. Highly unlikely that the equipment would be made obsolete by satellite communications, yes. There might indeed be some changes which would involve whether a station connected to part of the existing network or connected to, let's say, a ground station which was set up nearby—well, in other words, there would be changes as to routes used and so on. But by and large, microwave facilities will not be made obsolete.

Mr. KORNEGAY. In other words, what you say, as a general proposition on communications in this country you do not foresee in the next few years the microwave system being made obsolete as a result of the advanced technology with satellites?

Mr. MCKAY. That is correct. I do not.

Mr. KORNEGAY. Thank you.

Mr. MACDONALD. Thank you, sir.

The next witness is Mr. Raymond D. Hurlbert, general manager of the Alabama Educational Television Commission.

He is to be introduced to the committee by our colleague, Congressman John Buchanan.

STATEMENT OF HON. JOHN BUCHANAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ALABAMA

Mr. BUCHANAN. Thank you, Mr. Chairman. It is my privilege to present to the committee one of my distinguished constituents, Mr. Raymond D. Hurlbert, general manager of the Alabama Educational Television Commission. Mr. Hurlbert needs no introduction, since he has testified before this committee on various occasions heretofore.

May I say Alabama had the first ETV network in the Nation, and still has the largest wholly owned by a State. Our ETV network provides to the State of Alabama a statewide simulcast service. All of this has taken place under the outstanding leadership of Mr. Hurlbert, whom it is my pleasure to present to the committee today.

STATEMENT OF RAYMOND D. HURLBERT, GENERAL MANAGER, ALABAMA EDUCATIONAL TELEVISION COMMISSION

Mr. HURLBERT. Thank you, Congressman Buchanan.

My name is Raymond Hurlbert, general manager of the Alabama Educational Television Commission.

May I express Alabama's gratitude for the congressional pioneering and confidence expressed through your Educational Television Facilities Act that has previously primed America's ETV pump. Naturally we are proud of the original contribution of the former Alabama Representative Kenneth Roberts as coauthor of that bill. We appreciate all other such efforts which have been brought us to our present state of development.

We, in Alabama Educational Television Commission, endorse this bill and the job it proposes to do. We are confident that it is basically sound and will lead the way to a broad communications future, if Alabama's very similar plan can be considered a criteria. The goals in this bill are well defined, and momentum has been established. The scope of potential service is so vast that it can well be a major factor in providing new and wide areas of public information and culture.

We ask, can communications keep pace with the population explosion, for man's progress is in direct proportion to the effectiveness of his human relationships and this, in turn, depends on the facility of his communications. ETV has and can take a large part of this responsibility as it endeavors to meet the challenge and it is doing so with considerable success. The H.R. 6736 bill carries out the plan and intent of the Carnegie report and can well be a milestone in America's contribution to human intercommunication.

Generally speaking, the overall outline of the proposed legislation would establish a system similar in many ways to that of the State of Alabama, which has been in successful operation since 1953.

Our experience with such a democratic structure testifies to such a plan being a monument in effectiveness and practicability. Our State network was the first ETV State network system and is yet the Nation's largest completely State-owned simulcasting network. Our eighth station is in the advanced construction stage, and the ninth station is up for legislative consideration.

The eight ETV stations in our State constitute approximately 6 percent of the ETV stations of the Nation. We will soon have approximately 93 percent coverage of the State's population. With the addition of the prospective ninth station, we will here practically 100 percent coverage of Alabama.

This network system is owned and operated by the Alabama Educational Television Commission. The programing of this network is by contract between the AETC and the five delegated agencies: Auburn University, University of Alabama, State Department of Education, Huntsville City Schools, and the Birmingham Area Educational Television Association. Two additional agencies are under contract to become a part of the State network operation. As soon as Alabama College and the Mobile Board of School Commissioners are equipped and capable of producing programs, they will assume their programing responsibilities.

Such a large but closely coordinate and cooperative setup makes for a representative, effective and resourceful programing service with a broad democratic base of participation. Each source contributes to the simultaneous whole, making for a more rounded and complete program fare.

The phenomenal growth and development of ETV in Alabama can be interpreted in the light of the growing demands for its service. Its proven worth creates new appreciations and new requests for assistance. Many organizations and institutions have proposed plans for ETV support and help with their work program. Interconnecting hospital and clinic services; tying together State governmental services; demonstrating for professional conferences and conventions; connecting the educational community, are but a few.

Another of the contributing factors of the ETV success in Alabama has been the close cooperation between commercial television and educational television. Complete harmony and mutual helpfulness has created an exemplar situation. The combination of understanding and cooperation between us brings about what can well be called total television service.

Provisions of H.R. 6736 can immediately improve Alabama ETV service, and the following listed suggestions are but a few of what could be done over its unique, large, and all-inclusive network.

1. Ample and improved quality programs of local interest and importance made possible by additional personnel and equipment.

2. The contribution of at least one 30-minute program per week of national significance for national consumption either in the area of culture, news, or sports.

3. Local, cultural, and informational programs for the educationally retarded at an intelligible level by specially trained personnel which are scarce and expensive.

4. Afford across-the-board, quality-caliber personnel in every category.
5. Extend broadcasting to Saturday and Sunday.

SPECIFIC EXAMPLE OF NEED

The Birmingham Area ETV Association, one of our State program production centers, produces one-third of the 40-hour per week programing for our State network and this on approximately $56,000 per year, where an average situaton in the United States of America would require six to eight times that much. Such a center would have the following needs which could be supplied with the proposed legislation.

PREFACE STATEMENT

The Birmingham Area Educational Television Association Studio was put into operation in 1955. Every major piece of equipment in operation at this time was in use at that time and most of it was second-hand then. The total space for our operations does not exceed 2,500 feet. That includes studio, office, storage, conference, library, et cetera. Ordinarily that much space would be needed for office space alone.

HOUSING NEEDS

An area capable of housing production equipment and consisting of enough room to produce programs and lessons with the least hindrance.
An area capable of holding all the props (at least the size of the studio).
A working area for teachers and producer-directors.
Office space for administrative staff.
Workshops for building scenery.
Storage for video tape and film.
Engineering maintenance area.
Photographic lab area (darkroom).
Art preparation area.
A library.

EQUIPMENT NEEDED

Referral is made again to the age of present equipment. All this equipment is 12 to 15 years of age and all is in need of replacement.
Three image-orth color camera chains complete with sync generator and power supplies; pedestals, pan and tilt heads, cable and control consoles.
All switching equipment to handle at least 12 video inputs.
Two video tape machines (quadruplex machines, color capable).
One video tape machine (Helicalscan).
Ten 14-inch picture monitors (for use with equipment and closed circuit preview).
Two audio-tape cartridge complete units.
One reel-type audio-tape recorder.
One audio-control console (with 12 low level and four to six high level inputs).
Two record turntables (3-speed, 16-inch).

Two film chains (color complete with multiplexer, two 16-millimeter projectors and 35-millimeter slide projectors).
Three studio zoom lens.
Waveform monitors to check all equipment.
Cabinets to house the equipment.
An assortment of microphones (lapels, boom, desk).
An assortment of lights and a dimmer board to control them.
Test equipment (test meter, tube tester, oscilloscope transistor tester).
One rear-screen projector and screen.
One special effects generator.
Six 23-inch TV sets (two color).
One mobile van complete with three 10-color cameras and all equipment needed to operate including two VTR's (quadruplex) and microwave transmitter.

PROGRAMING POSSIBILITIES

A few of the programs of information and training which could result or be improved from the use of the aforementioned equipment:
Nurses' training. Complete on-the-spot training whether it be in a private home or in a hospital. A remote unit could effectively supply the learning source.
Special history programs and lessons.
Driver training (on-the-spot lessons).
Museum of art presentations with color when the true meaning of art can be perceived.
Special biology lessons.
Civic events of the State.
Industrial programs originating from factories.
Farming programs including forestry.
Special interest groups such as the archeological society.
Adult literacy lessons.
Preschool lessons in art, English, and health habits.
High school athletic events.
Family participation for togetherness.
Program on programs to watch.
How do you get the most for your dollar when you buy groceries?
How do you borrow money to improve your home?
How do you prepare your child to begin school in the first grade?
Basic homemaking.
Family hygiene.
Local government, county, city, State.

ALL-LEVEL CULTURAL RESPONSIBILITY

In the learning, training, and the upgrading process we go from the known to the unknown. This applies equally well to our cultural television programing. From this point of view the lower and intermediary levels of cultural programs, which might be called the bridging or ladder programs, could be being neglected or at least receiving too little emphasis.

ETV has never based its appeal on mass coverage but if it is to serve the whole population and warrant public funds, it must include some program fare on the different levels of cultural appeal as a contribu-

tion to the cultural growth of the Nation. This area of programing needs funds for definite priming and building. After all, ETV has considerable responsibility in helping upgrade our total social structure.

For purposes of bulwarking the assurance of ETV's acceptance and worthiness of support, as well as justification for the continuation of Federal appropriations because of worthy use of previous Federal grants, the following quotes, excerpts, and descriptions are submitted:

STATEWIDE LITERACY PROJECT

Under a special Federal grant, Florence State College surveyed the serious literacy situation in Alabama. The Federated Women's Clubs of Alabama sponsored a project for alleviating the problem. The Alabama ETV network worked with this project by broadcasting a network prepared series by the University of Alabama of lessons extending throughout the year. This program was repeated every year for several years to good effect, and good results have rewarded this major effort. Adults ordinarily embarrassed to admit their inability to read or write found encouragement in learning to read by ETV. Many citizens improved their economic status because of this ETV service. One instructor, Mattie Powell, was so successful and so much appreciated that a local commercial radio station broadcast all day long one day in her honor and received many gifts for her on that day called Mattie Powell Day.

AUBURN UNIVERSITY FRESHMAN ENGLISH PROJECT

Auburn University formerly conducted a freshman English noncredit course for those needing remedial work in English. This course is no longer needed and has been discontinued because of an ETV series Auburn University has been providing for high school seniors throughout the State on fundamental requirements for freshman English for credit. I am submitting a sampling of responses to the project.

GENERAL PUBLIC RESPONSE

Over a period of years I have sung in some 30 presentations of the Messiah—with many choral groups and under several different conductors. My son graduated from Auburn in 1930 and was a member of the Glee Club. Perhaps I experienced my greatest thrill when they showed my grandson and granddaughter in the chorus.

Thanks for the wonderful program.

W. W. BRYANT, *Birmingham, Ala.*

I was very pleased with the Stones and Bones program seen on TV last night. I trust that this type of program will continue each week, and I can assure you that I will keep up with each production. I have for several years been very interested in archeology and have built a small collection of North Alabama finds. I would be pleased to gain more information in this field and will appreciate any publications, bulletins, et cetera, that may be available.

A. B. HOOPER, III, *Albertville, Ala.*

Just a line to let you know how we enjoyed the Auburn-Kentucky Game last Saturday night. Lots of people around Newnan saw it. I believe that it was the best game that I have ever seen.

Hope that you will have some more in the future. There are a lot of Auburn fans in Newnan.

THERON WELCH, *Newnan, Ala.*

Please send to me two copies of your new publication which is described in your very excellent Tuesday evening TV program. I hope to ask your association for assistance early next year in digging in Coosa County. My brother has made some initial scratchings in a valley there (very near Rockford) and has uncovered silver bracelets, copper and glass artifacts and a few thousand beads. His digging apparatus was primarily—this will horrify you—a bulldozer, but only four of five graves have been disturbed. The findings there have so far not been dated beyond about 1750. While these digginges are quite interesting, I feel that there is much more to be found in deeper diggings. The valley, known locally as Ward's Bottom, is coursed by a creek and is surrounded by rocky hills which should not have eroded much in the last few thousand years. In the creek and along its banks there is much pottery clay. In short, the valley appears to have been very attractive habitat to primitive man. Being very much an amateur at even the simplest archeological digging, I do not wish to begin any serious work without expert direction. If you are interested in this area, please reply, and I can assemble tools and some experienced help for more intensive work.

WILLIAM I. SMITH, *Eclectic, Ala.*

I am a mother of four children and cannot attend regular school classes. The idea of learning this language (Russian) has fascinated me for sometime and now an opportunity has arrived right in my own home! I enjoyed today's lesson very much. You presented it very simply and very clearly. I have copied all the letters and names of the letters, and shall have them well memorized before tomorrow's lesson.

Mrs. J. W. HENDERSON,
Birmingham, Ala.

We have enjoyed Wonder of Words very much. It is a shame that all high school students in this state could not have had these lessons.

Mr. and Mrs. FRED GRAVES,
Guntersville, Ala.

I want to let you know I am a TV watcher. I am a housekeeping mother and grandmother. I baby sit for my daughter and watch the TV programs for my comfort. I love the educational programs. I take notes on most programs in most subjects. I am an eleventh grade student at Druid High School in Tuscaloosa, Alabama. The adult school has been shut down a year. Please tell me how I can get credit. I am a colored woman with the struggle to graduate and plenty of people down here like myself don't know what else to do. Seems as if this could be worked out through a city or a county teacher. Mrs. Bates, those spelling words have helped me out so very much. Words cannot express the thanks I have toward you.

C. D. INFRAMS, *Tuscaloosa, Ala.*

We take this means of expressing to you our personal appreciation and that of the 34,000 members of the American Legion in Alabama for the service which you rendered the American Legion in making our Oratorical Contest successful this year. We are indeed grateful to you because we fully realize that without your service the Oratorical Contest of the American Legion would not have been the outstanding Americanism program that it was.

The American Legion, with the assistance of individuals like you, feels that each year through our Oratorical Contest program we better equip the youth or our Nation to meet the future.

Mr. RAYMOND WEEKS,
Department Commander, The American Legion, Montgomery.

ETV has proved to be the best break we taxpayers have ever been given, and you've done wonders for it as well as being quite an ambassador of good will. For example, I'll never be able to take it for granted that all I have to do to be in direct contact with the University of Alabama is to turn a dial and, lo and behold . . . instant education. It really seems miraculous. The benefits and changes in our way of life and in our way of thinking are no less marvelous.

SARA WHITE, *Jamestown.*

Mr. HURLBERT. The unique nature of the Alabama educational television network has resulted in it being a ground for study and research by many national and international visitors. A recent comment by such a guest:

Some of the finest ETV work is being done in the State of Alabama.

Dr. W. R. G. BAKER,
Former Vice President, General Electric Co.

It will be recommended as a model for other States to follow in setting up similar systems.

PAUL DUNCAN,
Consultant, President's Committee on Scientists and Engineers.

I marvel at the foresight and initiative Alabama has shown. It was a most courageous thing to undertake without any experience. I think Alabama is setting a pattern which will be followed all over the Nation.

HILL BERMONT,
Television Production Manager, University of Georgia.

It is impressive to note ETV's accomplishments in the field of television education.

ANGELO CASTRO,
Broadcasting Operator, Manila, Philippines (on State Department visit).

This is to express appreciation for the fine educational programs produced by your network. In my opinion it is impossible to over value the great service to the people of the State.

H. F. BENSON, *Birmingham, Ala.*

We appreciate your programs very much. Channel 7 should be a "must" in every home.

N. T. GILBREATH, *Fort Payne, Ala.*

I want to tell you ETV Channel 10 has opened a "new world" to us. We are regular viewers nightly. The programs are not only educational, but entertaining and are well presented. We are proud to know Alabama has an educational TV network of this fine caliber . . .

C. E. FALKNER, Jr., *Bessemer, Ala.*

It is comforting to note the high quality your network is maintaining.

Mrs. ELIZABETH CLINE, *Birmingham, Ala.*

The Federal Income Tax ETV programs have covered a wide range of subjects. These programs have been of great help to the Internal Revenue Service and the Federal Government in that they were planned and produced so as to

stimulate the interest of all citizens in the reasons why we pay tax, the history of the Revenue Service, as well as presenting technical answers to hundreds of taxpayer's questions. Through such efforts, outside groups such as the practitioners, the high school and college students, the housewife, etc., were brought into the programs. Through these programs, a dry subject—taxes—was turned into an interesting and challenging responsibility of a citizen in the free world. The Youth of our State have been given instructions on why our Government needs revenue to meet all the responsibilities thrust upon us in the modern world. The programs were not only interesting and educational but performed a real service in stimulating the individual to assume an enlightened approach to the problems and responsibilities of Federal taxation.

I have also had an opportunity to observe other programs concerning a wide variety of subjects, and I have noted throughout the year the same service to the people of Alabama, as each program stimulated the interest of individuals and prepared them to become enlightened citizens in our troubled world. The educational television is a great force in molding opinions and stimulating individuals to prepare for and assume their responsibilities in a free democracy.

GEORGE D. PATTERSON,
Former District Director, Internal Revenue Service, Birmingham.

As communism spreads its deceitful poison around the world, I think there can be no more timely program than "America Forever", the ETV program that informs the people of the communist way of life as distinguished and compared to the American way of life. I have had several people compliment the program but the comment I enjoyed most was a person who said he had seen the program and would be seeing it next week.

HUGH A. LOCKE, Jr.,
Birmingham Attorney.

Last night I had the pleasure and privilege of watching your telecast of the American Legion Oratory Contest. I do not hesitate to say that this was one of the greatest telecasts I have ever witnessed. Your station, the American Legion and the participants in the contest should be very highly congratulated. I hope that this small contribution of "fan" mail will encourage you in your effort to bring worthwhile programs in the homes of Alabama residents. Your stations have given me many hours of television enjoyment. Your Stones and Bones science lectures, capstone concerts, spelling lessons, and speech classes are all very much appreciated. Our son, who visited us while attending Columbia University in New York, especially enjoyed your French lessons. Thank you very much for your fine telecasts and please count me as one of your fans.

I. E. HAWKIN, *Gadsden.*

I want to thank you in writing, first, for making possible the use of the educational television network to bring to the people of Alabama the play by play telecast of the Auburn-Kentucky basketball game last night. Secondly, the cooperation of all your personnel made the telecast come off without a hitch. So I say "thanks" to all of you and again this is a good example of educational and commercial television working together to service the public's interest.

CHARLES F. GRISHAM,
Former, Manager WAPI-TV, Birmingham.

As the great grandson of William F. Samford, former Governor of Alabama, I would like to personally thank you for the brilliant manner in which you conducted the TV program last Monday night at 8 o'clock. I will have to admit that you informed me of a number of things which I did not know about my forebear. Let me again thank you for the research and the effort attended with the required care which was necessary to accomplish your scholarly 30 minute treatment of William F. Samford's life and times. Please come to see me when you are in Opelika.

WILLIAM J. SAMFORD, *Opelika.*

I was asked to participate on the "America Forever" program some months ago. After my appearance on the program I watched it each week and feel that it is probably the outstanding program of its kind produced on television. Participants are given free rein within the dictates of good taste and propriety to say what they please and express in their own individual ways what they believe.

JAMES E. SIMPSON, *Birmingham Attorney.*

I have observed your fine program, "America Forever". It appears to be doing a much needed educational job in that it has built up an appreciation of our American heritage, and is giving us the facts that make us aware of the communist threat.

STEWART H. WELCH, Jr.,
General Agent, Birmingham Life Insurance Co.

The threat to our American way of life by the sinister communist conspiracy, both from outside our boundaries and from subversion and infiltration within our own country, is a continuing menace that must be recognized and faced by every person. The road of resistance to the Socialist-Communist fanatical efforts to force their dogma and way of life upon all the world is hard and rough, but it must be traveled by each of us. No person can remain neutral. Miss Walker has, with insight and professional skill, developed the "America Forever" ETV series into a vehicle for being about a perception and acceptance by the individual of his responsibility to become and remain informed upon this greatest of threats to our existence as a free and Christian nation. In tracing the historical background of our government this program has highlighted the soundness and importance of our constitutional freedom and the need for soundness in government and economic stability in order to maintain a democratic and free America.

JAMES P. BRADFORD.
Ingalls Iron Works, Birmingham.

The program, "Know Your News" is designed for high school students to give their interpretation of the news events from the local area to the world-at-large. They not only interpret the news, they also appraise it for how their lives and people in their age groups may be effected as a result. This is a very popular program among people of this age. It is very provocative and causes young people to give a great deal of thought about the affairs in the society and the world in which we live. This type education goes far beyond what would be possible in the normal classroom setting.

PARKS SCOTT,
Public Relations Manager, Southern Bell Telephone Co., Birmingham.

One particular series that we felt paid dividends was one in which colleges in the area also participated. Their play-writing classes wrote open-ended 3–5 minute sketches which presented a relationship problem: Parent-child; parent-teacher; husband-wife; etc. The play producing classes also cast and directed the dramatizations, following their presentation a panel representative of the roles depicted, with the aid of a panel moderator, discussed problems presented. We were so pleased with the effectiveness of this series that we would like to repeat it perhaps with other groups participating in writing and producing dramatizations.

VERA G. BRUHN.
Executive Director, Jefferson County Association for Mental Health.

The series of 17 ETV telecasts during the fall of 1961 for the Alabama State Association of Life Underwriters was a series of programs designed to tell the story of life insurance to the people of Alabama. The response received from the

public and the members of the association across the State was beyond our expectations indicating that the message reached and affected the viewers who watched. The officers and members (approximately 2,500) of the State organization were highly pleased with the programs. Many of the leaders, in commenting on them, stated that the series of telecasts stands out as the greatest thing the association had done during its more than 25 years history.

GEORGE E. HESTER,
Executive Secretary, Alabama State Association of Life Underwriters.

As a banker and businessman, Mr. Plummer feels that the work done by Alabama's educational television is of inestimable value to the growth and development of the State. There is no doubt in our minds that Alabama's ETV is on its way up.

Mrs. FRANK PLUMMER, *Birmingham.*

The last five years, I have worked each year on a program, conducted over a period of months, helping to educate our community-at-large in the proper preparation of federal income tax returns. We feel that our success with this program has been evident by the annual continuing participation of the Internal Revenue Service and the CPA profession, and the tremendous response of individual questions and letters from the general public.

D. C. BRABSTON, *Public Accountant, Birmingham.*

The success of the Alabama Educational Television Network has certainly been one of the most outstanding projects in this area of the country. I, of course, as a layman or member of the viewing public, have watched with a great deal of interest the regard for our educational television station grow throughout this area. I think the proof of how well any such station does its job is from the remarks made by its viewers, and I have had literally hundreds of people tell me of what a fine educational television network we have in Alabama and how effective it has been.

As president of the Birmingham Foreign Policy Association for three years, I felt so highly of your station's coverage and ability to reach the public, which I wanted to reach with the same objective in mind, that I always arranged for the speakers on our programs to have ample television time over the Alabama Educational Television Network.

Since I am presently, and have been for many years, French Consul, I find that I have many important Frenchmen and people from other nations abroad visiting me here in Birmingham. In every case where such a person had something definite of interest for Birmingham and its area, I arranged for an ETV interview of such person.

W. R. LATHROP, Jr.,
President, Birmingham Insurance Co.

Don't ever break my heart by dropping our "Stones and Bones."

Mrs. A. W. COLLINS, *Anniston.*

Both Mr. Barnett and I enjoy your "Stones and Bones" and always regret having to miss one of the programs. We occasionally run across an arrowhead or a tool on our farm, many of which we have discarded because we did not know what they were or recognize them as tools. Your program has helped rectify such a mistake.

MARY CORNELIA BARNETT, *Florence.*

STUDENTS' RESPONSE

I am still weak in the code but I am progressing, I hope. I have been listening in for three weeks and using my handbooks (not the same as you specify) and a

little studying (not as much as I need, though as I am taking German by correspondence from U. of A. and that is time consuming). Last week, I got nothing except the simple ones, e, t, etc. And I did not put them down in the quiz. However, this week, I am making my first attempt at copying, and it is not too good but better. One thing that slows me down is my cerebral palsied handicap and me trying to copy and type the message as you send it which can get pretty tough—the clicking of the code, typewriter and trying to remember two or three characters ahead of myself, mission some and so on. However, I am to yet think about not doing it. I am going to be able to copy—eventually and also send—not with my hands and fingers but with my toes and feet. I have a much quicker and better response this way.

CARLOS CULPEPPER, Jr.,
Brundidge, Ala.

I have been improving my reading. When I come to a hard word, I do what you told me to do. Everyone in our class has been improving. Tuesday, we were watching and we saw how we couldn't get pin and pen mixed up.

SANDRA FAYE RUDOLPH,
Roosevelt School, Bessemer.

Mr. HURLBERT. The teacher, Mrs. Alma Bates, adds that she has had many startling revelations in response to her ETV instruction. For example, she has had over 150 different spellings of the word "kept."

We watch your program all of the time and all of them are very good, but I liked the Human anatomy program best. I have a real human skeleton of a girl. Her name is Bessie Eagle. I found her in an attic. We follow your human body lessons with Bessie. I can give a report naming all parts of the human skeleton with all of the medical names. I also put a bird skeleton together and have brought it to class. We all like all of your science programs and hope to continue to see more of them.

JOHN JONES, *Bellingrath School, Montgomery.*

It was fun learning about the human body from you, as we all have one. I hope the three months of summer pass quickly so that we can learn more from you next year. I have not missed one lesson this year.

PATRICE BUCKNER, *Alexander City Elementary.*

On my report card I made two A's and that was on spelling and reading. So it looks like your telecourse has helped me a lot.

CHARLES OGLES, *Birmingham.*

You tell us how to spell words we did not know how to spell. We are reading magazines, books, newspapers and encyclopedias and highlight magazines. I am glad you taught us how to divide words into syllables.

JIMMY SURFACE, *Homewood.*

I never knew how much fun learning with TV could be. I thank you for everything you have done for me.

SUSAN LAWRENCE, *Homewood.*

EDUCATORS' RESPONSE

Knowing that you have been teaching French over television, I was very much interested in availing myself of the first opportunity to observe your work. I was delighted with what I saw and heard. Congratulations on a masterful job done. What you did, in my judgment, demonstrates the high potential of instruc-

tion over television when the program is well conceived, well organized and beautifully carried out by an able competent teacher.

Dr. JOHN R. MCLURE,
Dean Emeritus, College of Education, University of Alabama.

We are using Alabama history for our seventh and eighth grade men. Our students are all older than most high school students, and we feel that they can profit from the course. The students all like your teaching personality very much. There are fifteen men watching the program daily. We would like to be put on the mailing list for tests. We feel that educational TV is one of the best means of broadening the men in Draper Correctional Institutional School. All our students dropped out of school early and most of them now realize their mistake.

J. C. COLQUITT,
Draper Correctional Institutional School,
Elmore, Ala.

Would you like to hear about a small rural junior high school with a faculty consisting of four full-time teachers, a teaching principal and almost a dozen part-time teachers? Does it sound fantastic? We have part-time teachers from Auburn University and the University of Alabama. Dr. Clieno, Dr. Ward, Mrs. Bates, Mr. Kern, and many others teach our students each week. It has been reported that these instructors spend six or more hours in preparation for each thirty minutes presentation, and they do have every conceivable device available.

No student in our school attends an ETV class in excess of thirty minutes per day or two hours week. Therefore, it is evident that ninety-five percent of the school week is devoted to other learning activities. Educational television is not considered a complete course for the student and neither is it found to relieve the local faculty of its teaching load or responsibilities. However, it is a teaching aid rating along with, or above, the films, filmstrips, tape-recorders and so on.

It is believed that conscientious principals, teachers, and communities who are searching for effective aids in the improvement of instruction might consider the possibilities of educational television.

SAMUEL L. WALDROP,
Principal, Lightwood Junior High School Deatsville, Ala.

I have had an opportunity to observe many of the programs of the Alabama Educational Television Network and I am greatly impressed with the opportunities for education not only for our young people but for adults through this medium. I think it is one of the finest and strongest teaching resources, and I want to convey to you my continued impression of the value of this system to the people of our State.

Dr. FRANK A. ROSE,
University of Alabama, University, Ala.

At API we have found educational television to be a worthwhile adjunct to our traditional role of serving an entire state through teaching, research and extension. Through electronic mass communications we are able to reach more people with more information more quickly than with any other means at our disposal. In a time when we all feel a great urgency about educating our citizens well enough and fast enough to survive in a rapidly changing world, we find television an admirable device to help do the job.

Dr. RALPH B. DRAUGHON,
President Emeritus, Alabama Polytechnic Institute, Auburn, Ala.

In the years ahead when progress will more than ever depend upon cultural and technological development, ETV will be of increasing importance in our total scheme of education.

Dr. D. P. CULP,
President, Alabama College, Montevallo, Ala.

TV as a medium of facilitating learning, enrichment teaching, and expanding the curriculum, especially in small high schools, has proven its value to public education in Alabama.

Dr. I. F. SIMMONS,
Superintendent Emeritus, Jefferson County Board of Education, Birmingham, Ala.

We have noted with much interest that Alabama schools have made considerable progress in utilizing effectively television as a resource for providing better instruction. Our survey reports more than 20,000 students learned science through a single telecourse offered last year. Substantial numbers of students took advantage of several other telecourses.

We hope there may be a steady increase in the use of this teaching medium.

Dr. TRUMAN M. PIERCE,
Dean, School of Education, Auburn University, Auburn, Ala.

Just a note to let you know that I have enjoyed the first semester of biology on TV. I feel sure that my students have learned a great deal because I know that they have been working. When you see them studying biology in their homerooms and study halls, they have been motivated. Mrs. Rogers, I consider you a teacher of teachers as well as an individual person. I know that you have taught me as much as my pupils and because of that, I consider you one of the best teachers, in college or otherwise. For this fact I am grateful to the Birmingham Area ETV. If Ashville High School is not on the mailing list for teachers' guide, please send me a copy. I am looking forward to the 2nd semester of biology.

JOHN W. ELLIS, *Ashville High School.*

The 2-year series, "Historical Alabama," has nothing comparable in conveying to the layman the rich history of a state that has ever come to my attention. The use of pictures, illustrations and other visual media was simply superb. Currently "America Forever" is one of the finest series I have seen on commercial or educational television. Speaking as an academic person committed to freedom of thought and respect for minority rights, I can say this program is the right approach of presenting to the public the dangers of communism. Its format is excellent; its speakers firmly and safely grounded in their knowledge of the history of their subject; and its timing is such as not to confuse the average listener.

Dr. HUGH C. BAILEY,
Professor of History, Samford University.

I wish to commend to you your Thursday night show emanating from the Birmingham Studio, "America Forever," produced by Miss Evelyn Walker. We read in nearly everything that J. Edgar Hoover writes that the best way to combat communism is to stress Americanism. This program seems to be designed to foster an appreciation of the things that make America the envy of the rest of the world. Too few people realize that one of the things diametrically opposed to communism, and being undermined by the communists, is patriotism. We have all noticed the trend away from American principles, and a belittlement of religious teachings. Mr. Hoover has commented that there is too much scoffing at anti-communism. The ETV program, "America Forever," is in my opinion, something that all Americans should appreciate.

Mrs. JAMES M. SIZEMORE,
Dean of Women, Samford University.

All of us at Samford University are deeply grateful to you and the Alabama ETV Network for televising the program of Christmas music presented by our combined choirs. I have heard many excellent comments regarding the program on last Friday evening, and it is evident that the educational network had a large viewing audience on the particular evening. Again, I want to thank you and I am looking forward to continued pleasant and mutually beneficial associations in the days ahead with the Alabama ETV Commission.

Dr. LESLIE S. WRIGHT,
President, Samford University.

EDITORIAL COMMENTS

Alabama, long considered one of the Nation's lowest ranking States in education is now in the throes of an educational bonanza. . . . Thanks to educational television.

ALVIN S. BENN,
United Press International.

ETV, with the State's universities and colleges aiding, is providing a great service to Alabamians. Through ETV they can learn useful subjects and they also can gain cultural knowledge, which may have no bread and butter value, but which can make life richer.

BIRMINGHAM POST HERALD.

Educational TV has proven itself in Alabama.

ENTERPRISE LEDGER.

Alabama's foresight in establishing the Nation's first educational TV network is a credit to our State.

Representative KENNETH ROBERTS,
Alexander City Outlook.

The expansion and extension of the State ETV network must be recorded as one of Alabama's most worthwhile and most progressive forward steps in the last decade.

HUNTSVILLE TIMES.

Alabama's ETV is a soundly established instrument of a well-planned and varied information center. It is gaining more and more attention in the living rooms as well as the classrooms. Its benefits to Alabamians are unlimited, and there will be more to come.

GADSDEN TIMES.

Mr. HURLBERT. That completes my statement.

Mr. MACDONALD. We certainly appreciate your testimony.

Now I would like to put at rest some fears that have been expressed by some members of the committee that somehow educational TV will turn into a monster and be dictated to by, I take it, the Government.

Your recent Governors, of course, have become very well known.

I was wondering if you have had any problems of this sort in putting on whatever kind of program you wanted to without any interference from the State government of Alabama.

Mr. HURLBERT. We have been in existence since 1953 and during that time we have had exemplary and fine, high-type citizens on a nonpartisan basis. There was never any political significance in their appointment. Our programing has never been interfered with even once from that source.

Many times they will suggest, "Why don't you put on" such and such a program, but this is what we expect of everyone. We have not

had any such interference in our 14 years of existence. That is more years than most all other ETV stations in the country.

Mr. MACDONALD. I think that is very significant. I think it will follow, when and if this bill passes, and we have a National network similar to your State network. I have every reason to believe that the same pattern will be followed.

My last question: Have you ever wanted to put on a controversial program and have the State government say you could not do it?

Mr. HURLBERT. No. The State commission contracts with the previously mentioned agencies for programing. Of course, the Commission, the licensee is responsible to the FCC. But in delegating this authority to these institutions, it is on a gentleman's agreement and they have never knowingly violated FCC regulations. The programing agencies are more or less autonomous and have the freedom of programming as they see fit and they have had such controversial programs as you suggest.

Mr. MACDONALD. Thank you very much.

Mr. Kornegay?

Mr. KORNEGAY. Thank you very much, Mr. Chairman.

Mr. Hurlbert, I want to commend you and express my appreciation for your coming and giving us the benefit of your experience in this area.

Several other witnesses have commented on the fine facilities which you in Alabama have. I believe it has been portrayed to us as probably the leading system in the whole country.

Mr. HURLBERT. Thank you, sir.

Mr. KORNEGAY. I note from your statement that you soon will have approximately 93-percent coverage of the State.

Mr. HURLBERT. With the completion of the eighth station, which is under construction.

Mr. KORNEGAY. Do you have any figures on what percentage of the people view your educational stations in Alabama?

Mr. HURLBERT. We are not able to afford the measuring services, but we do have occassionally the commercial rating services giving what is listed as a miscellaneous rating. Which is ETV, because possibly we are the unknown quantity. We have been rated on such occasions—in the Greater Birmingham metropolitan area which is the largest population center of the State, nearly three-quarters of a million—with a rating up to 2. A commercial operation would go out of business with a rating that small. But in that location a rating of 2 would indicate some 20,000 sets. That is a right good size classroom. However, in addition, we cover the State and our network broadcasts simultaneously. Every station carries everything that we carry all at the same time.

We have reason to feel from surveys of the State department of education that out of the 750,000 boys and girls in the public schools, there are some 450,000 using ETV, more or less indicating a very sizeable participation.

Mr. KORNEGAY. That is more than 50 percent in the schools, then.

Mr. HURLBERT. Yes. It has a potential of miraculous things. At the moment we are developing a driver education program which we hope will be able to reach every boy and girl in the State instantly. We hope to have it in the early mornings before the school actually starts in order to consider the school bus systems and all of that.

We are pressed into this kind of service which educational television can do like nothing else can do.

Mr. KORNEGAY. Thank you very much.

Thank you, Mr. Chairman.

Mr. MACDONALD. Mr. Harvey.

Mr. HARVEY. Thank you.

Mr. Hurlbert, we are happy to have you here and this is a very fine statement. We were very proud to have your distinguished Congressman present also.

Mr. HURLBERT. He is my local Congressman in the city of Birmingham and he has a very fine standing there.

Mr. HARVEY. He has a fine standing here, too, I might say to you.

Mr. HURLBERT. Thank you.

Mr. HARVEY. Who determines the programing on your Alabama educational network?

Mr. HURLBERT. The commission is the licensee but has contracts with the University of Alabama, and Auburn University, and the Greater Birmingham area ETV association, and they themselves determine the programing with the understanding and with our gentleman's agreement, for their compliance with FCC and AETC regulations, which they are happy to do. These agencies have been deciding the programing from the very first.

Mr. HARVEY. By "they," who do you mean?

Mr. HURLBERT. I am speaking of the University of Alabama and the other four programing agencies under contract. We have five agencies that feed programs into the network.

Mr. HARVEY. So it would be the trustees of the University of Alabama?

Mr. HURLBERT. Control and delegate it to one of their divisions, and the division has a man in charge of that particular service. But it is directly under the control of the trustees of the university.

Mr. HARVEY. Thank you.

I have no further questions.

Mr. MACDONALD. Mr. Van Deerlin.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

Mr. Hurlbert, we are no longer privileged, since the departure of Ken Roberts, to have an Alabamian on the committee, but I am encouraged by your testimony and from the success of ETV in Alabama, to hope that you and Mr. Buchanan will deliver eight votes from Alabama when this measure gets to the floor.

Mr. HURLBERT. Why do you think we have them appear?

Incidentally, all eight are for educational television and have been through the years. That includes our Senators. We have had a solid vote for this since 1953.

Mr. VAN DEERLIN. I mark this occasion as one of those breakthroughs when California and Alabama might be standing together on a social issue.

Mr. HURLBERT. We have never been separated on the important things, Mr. Van Deerlin.

Mr. VAN DEERLIN. What body in Alabama would correspond to the corporation that this bill envisions as directing the Government's participation in public television?

Mr. HURLBERT. In broad terms, it seems very similar to me that this corporation, the Public Television Corp., would be a nonpartisan body which would be determining things on an upper level, and would not be interfering with programing. That is the same thing we have in Alabama. We have the commission which has the legal authority, but it does not exert this authority. It delegates it to the previously mentioned organizations.

This has been lived by and never violated all through these years, which is a very definite example of what can be done. We wouldn't mind the Federal Government patterning after our fine experience.

Mr. VAN DEERLIN. How are these members selected?

Mr. HURLBERT. They are appointed by the Governor and confirmed by the State senate. They are on 10-year terms, overlapping, one appointed every 2 years. In this way, no Governor has control of the commission. It is a continuing professional body and membership is very much sought after because it is considered one of the principal service commissions of the State. It is strictly a service body.

Mr. VAN DEERLIN. Are there stipulated requirements as to professional background or possibly political orientation?

Is there any requirement for a division politically along partisan lines?

Mr. HURLBERT. There never has been nor has it ever come up. These are assignments or appointments of outstanding citizens, men and women who have been succesful in other areas of citizenship.

Mr. VAN DEERLIN. Is there any statutory guidance for the activities of the commission?

Mr. HURLBERT. The law provides a very broad type of organizational structure. It does have such stipulations that no two can come from one congressional district and that they have to be citizens, and such as that.

Mr. VAN DEERLIN. I must say it looks as if you have provided a system upon which a national system could well be based. In 14 years you have heard none of the complaints—or at least no proof of complaints—that would give rise to fears of a similar system on the Federal level.

Mr. HURLBERT. In appearing before the State legislature on one occasion, one of the State senators spoke to me personally and said we had the most nonpolitical organization in the State government. He further stated that he had never seen anything that indicated politics in its actions.

Mr. MACDONALD. Mr. Brown.

Mr. BROWN. Mr. Hurlbert, I gather your comment cuts to nonpartisanship rather than bipartisanship.

Mr. HURLBERT. Yes, sir.

Mr. BROWN. There is no provision for bipartisanship.

Mr. HURLBERT. That is right. There is nothing in the State law that even mentions politics. That is, the State law governing educational television.

Mr. BROWN. Let me ask you, if I may, a rather delicate question. Do any of the ETV networks in Alabama do any coverage on the sit-ins or marches or anything of that sort of thing in Alabama?

Mr. HURLBERT. We haven't been capable because of equipment. That requires remote units and equipment for going where you have

to go where there is no local pickup. With this proposed law, if this Public Television bill is passed, we hope to get into the remote pickup field. We have not been able to do very much in that area of broadcasting.

On unusual occasions we have been able to set up in advance for a basketball game, a Little League game or something of that nature. But such has to be planned in advance and have equipment delivered to the site which takes much time. We would not be able to foresee such events which you are talking about.

Mr. BROWN. Have you done any programing on the subject?

Mr. HURLBERT. On the subject of what?

Mr. BROWN. The racial problems.

Mr. HURLBERT. We have had a very fine, I would say, biracial or interracial program by representatives. We have had teachers on our teaching program of both races. There has been no distinction. It is based on competence.

Mr. BROWN. But has there been programing specifically on civil rights legislation?

Mr. HURLBERT. I have to base this on what I recall. We have had thousands of programs. There have been discussions even between, I would say, teenagers, both colored and white on the same program discussing racial problems and discussing religious problems as well. There has been no restraint and no ruling that would prohibit such.

Mr. BROWN. Do you now cover high school athletic events?

Mr. HURLBERT. When we are capable mechanically of doing so. We have done some of that; yes, sir.

Mr. BROWN. These are unsponsored, I gather.

Mr. HURLBERT. Everything we do is supported with State taxes and State appropriaitons. We do not sell any time. We do not have any commercials.

Mr. BROWN. Do any television or radio stations in Alabama cover high school athletic events?

Mr. HURLBERT. Commercial stations?

Mr. BROWN. Yes.

Mr. HURLBERT. Yes, sir.

Mr. BROWN. Have you had any difficulty with that dual coverage?

Mr. HURLBERT. No. As I stated previously, we have a perfect rapport with commercial television. They have helped us build stations, given us equipment, provided space. The only admonition we have ever been given by a commercial operation was, "We are going to give you this and we hope you tend to your knitting," meaning to stay out of the strictly entertainment field, which we couldn't afford if we wanted to.

Mr. BROWN. The reason I asked the question is because the only high-school basketball games I have seen on television in Ohio are on commercial television and fairly well sponsored. I wonder if there would be a problem here. Do you have a State tournament?

Mr. HURLBERT. A basketball championship was decided between Kentucky and Auburn 2 years ago. We picked it up on our system and broadcast it. The commercial stations took it from us and broadcast it themselves. One of them sold it to A.T. & T. and they sold it to a commercial station in Kentucky. We had originated it and there were

no charges involved on anything. It was a free service on our part, as I have stated. We are operated by the State.

Mr. BROWN. You did not get any financial return out of it?

Mr. HURLBERT. Well, there were some cost factors which had to be taken care of, but nothing else.

Mr. BROWN. Thank you.

Thank you, Mr. Chairman.

Mr. MACDONALD. Thank you.

Mr. Rogers.

Mr. ROGERS. Thank you, Mr. Chairman.

As I understand it, then, Alabama finances, I believe you said, the complete educational program.

Mr. HURLBERT. Yes, sir.

Mr. ROGERS. Do you have any limitations on how much money should go to each county or each area? Is there any limitation?

Mr. HURLBERT. No, sir. The appropriations for operating the network come directly to the State Television Commission. We operate the system and expand it as rapidly as the State will provide funds for capital investment.

Mr. ROGERS. In the original legislation, were there any guidelines given to the Commission as to how they should spread the State funds?

Mr. HURLBERT. In very simple terms the legislature told us to spread the good stuff around, and that was about all the admonition we had, meaning to provide for the people of Alabama educational television service.

Mr. ROGERS. You are doing instructional TV as well as public TV.

Mr. HURLBERT. Yes, sir. From 8 in the morning to about 3:30 in the afternoon instructional programs are provided for public school use throughout the State.

From 3:30 p.m. until 10 at night we have informational, cultural, civic and other types of programs.

Mr. ROGERS. I see you also feel you should give news. Do you do that now?

Mr. HURLBERT. Not in competition with commercial stations on a day-to-day basis, but, on a weekly summary of the news basis by analysis and interpreters.

Mr. ROGERS. How are these people selected?

Mr. HURLBERT. The University of Alabama had such a program and they would select their people in the journalism field. They would have a round table discussion, such as the Chicago programs—you might remember the Chicago round table.

Mr. ROGERS. So you do not feel there is any governmental control or bias presented through your educational TV station?

Mr. HURLBERT. I had the high honor and privilege of being appointed to the first Commission and became its president. Since 1955 I have been general manager. I have been in on every phase of the operation and have never once known of any such bias or control.

Mr. ROGERS. Have you ever had any complaint?

Mr. HURLBERT. What kind?

Mr. ROGERS. Along this line, that maybe there was a news broadcast that was biased?

Mr. HURLBERT. No.

Mr. ROGERS. You never have had this problem at all?

Mr. HURLBERT. To my knowledge, we have never had a complaint on the news-type programs that we have.

Mr. ROGERS. And there has been no effort, as I understand it, in your setup to divorce direct governmental funds and governmental agencies working on this problem as would be proposed in this bill.

Mr. HURLBERT. This bill would be very much similar to the case of where we receive State appropriations but delegate to those agencies for programing the authority. But in our case we do not dispense funds for that purpose.

Mr. ROGERS. On your public educational TV, how do you decide the level you are trying to reach with your audience?

Mr. HURLBERT. This is left to the several programing agencies. They have directors in each case. They meet approximately once a month to reflect the reception of programing and to devise and direct programing. In each case they are sensitive to the responses of the public. This is done entirely by the institutions themselves as to the feeling of what they are producing and its reception.

Mr. ROGERS. Do your stations have the right to run any program they want to, or refuse any program?

Mr. HURLBERT. Yes, sir. That is within the regulations of the FCC. The contract that the Commission has with each one of the programing agencies gives them carte blanche, as long as they live within the rules.

I am speaking of the rules that govern all television over the Nation.

Mr. ROGERS. You have a production center in Birmingham, I notice.

Mr. HURLBERT. Yes, sir.

Mr. ROGERS. The Birmingham Area ETV Association is what?

Mr. HURLBERT. That is a corporation formed by the six public school systems in Jefferson County.

Mr. ROGERS. To produce programs?

Mr. HURLBERT. That is right. The superintendents of those six school systems constitute the board of directors of that group.

Mr. ROGERS. Do you give funding to individual stations for producing programs?

Mr. HURLBERT. No, sir; the Commission does not do that, but the universities go directly to the legislature and receive their appropriations directly from the legislature for programing.

Mr. ROGERS. But your programs are not made up in the individual stations, but, rather, at your production center.

Mr. HURLBERT. That is right, at the production centers.

Mr. ROGERS. As I understood it, Dr. Killian said in this legislation production centers would be possible, and, therefore, the limitation that we have in the bill on stations is not a limitaton on a producton center. So you could have as many projects as you wanted, up to $250,000, with no limitation.

Would this be your understanding?

Mr. HURLBERT. I would not want to get into actually how we would appropriate, divide or whatnot against that time. But against the experience that we have had I would say that we would probably get one dollar's worth out of every 10 cents that would come to us. That is about the financial basis that we have had to operate on.

Mr. ROGERS. Thank you very much.

Thank you, Mr. Chairman.

Mr. MACDONALD. A last question before we get to the next witness.

I was curious in the correlation of numbers between the commercial TV stations in Alabama and the educational.

In other words, how many commercial stations are there? You said you have seven stations in your educational network.

Mr. HURLBERT. We have seven now. I would not now know exactly how many commercial stations there are, but there are many. There are three in Birmingham, two in Mobile, three in Montgomery. There must be 15 or 20 commercial stations. This is a guess.

Mr. MACDONALD. Thank you very much.

Could you supply for the record the number of commercial stations in Alabama?

Mr. HURLBERT. Yes, sir.

(The following letter was received by the committee:)

ALABAMA EDUCATIONAL TELEVISION COMMISSION,
Birmingham, Ala., July 18, 1967.

Mr. W. E. WILLIAMSON,
Clerk, Interstate and Foreign Commerce Committee, Rayburn House Office Building, Washington, D.C.

DEAR MR. WILLIAMSON: In the Committee Hearing on Monday, July 17, 1967, I was requested by the Chairman to give the number of commercial stations that were operating in Alabama.

The following communities having commercial television stations are listed with the number of stations in each opposite the city so named:

Birmingham	3	Montgomery	3
Decatur	1	Selma	1
Dothan	1	Tuscaloosa	1
Florence	1		
Huntsville	2	Total	15
Mobile	2		

Very truly yours,

RAYMOND D. HURLBERT,
General Manager.

Mr. MACDONALD. Thank you very much. Your testimony has certainly been very enlightening.

Our next witness is Mr. Donald Quayle, executive director, Eastern Educational Network.

Mr. QUAYLE. Mr. Chairman, I would like to introduce Mr. John Kiermaier, president of the Educational Broadcasting Corp., who will present the testimony.

Mr. KIERMAIER. Good afternoon, Mr. Chairman.

Mr. MACDONALD. You may proceed.

STATEMENT OF JOHN KIERMAIER, PRESIDENT, EASTERN EDUCATIONAL NETWORK; ACCOMPANIED BY DONALD QUAYLE, EXECUTIVE DIRECTOR

Mr. KIERMAIER. I am John Kiermaier, president of Educational Broadcasting Corp., WNDT, channel 13, New York City, and president of the Eastern Educational Network.

ORGANIZATION OF EEN

The Eastern Educational Network embraces 23 educational television stations from Maine south to Washington, D.C., and west to the Ohio border. Among these are stations in the cities of Boston, New York, Philadelphia, and Pittsburgh.

This regional network, begun 7 years ago, can now reach a potential audience of more than 45 million people.

The stations are bound together by geography, economic necessity, and a common philosophy.

Although not presently interconnected, each year we exchange hundreds of local programs on tape plus information and ideas. Each is better for the existence of the other.

As a cooperative network, our contacts are closed and continuing. We can act quickly in concert.

OFFICERS AND BOARD OF TRUSTEES

The officers of the Eastern Educational Network and the members of the board, with few exceptions, are individuals who have direct responsibility for running educational television stations on a day-to-day basis.

Since we function at the working station level, we are especially grateful for your invitation.

SUPPORT OF BILL H.R. 6736

We support the general outlines of the various bills up for consideration, but most specifically bill S. 1160 as amended. We support bill H.R. 6736 with enthusiasm. We do so based on our interpretation that this bill is a first step in bringing to full life the general premise and broad goals of the Carnegie Commission report on Educational Television; a report which contains an imaginative, rational, workable pattern for the future of noncommercial television.

We assume that the philosophic heart of the bill rests on the bedrock of diversity of programing and pluralism of program sources rooted in strong local stations and regional groups. Yet there are enough elements of centralization in the proposal to assure necessary leadership and organization, and that action will be taken in many areas common to all; among them fostering national and regional interconnection and programing of national interest and scope.

We further applaud title III of the bill recommending an original, complete, and vigorous study of the future potentials of instructional television.

Title I providing an extension and liberalization of the Facilities Act is also wise and beneficial.

It is to title II however, that we look for innovation and the real beginnings of long-term progress for public broadcasting.

FEAR OF FEDERAL CONTROL

For 14 years noncommercial television has represented a classic case of underinvestment in a prime national asset. Although with Federal aid we have managed to create a vast physical apparatus, its capacity

to reach over 100 million citizens has not been matched by the quality of the content it delivers. Educational radio has suffered from lack of Federal funds both as to physical equipment and content.

In television at least, Federal funds have been available for hardware but in neither case for general operations and programing. The latter has always proven too sensitive for action, that is, until this bill was introduced.

All associated with it deserve praise for their courage in at last coming to grips with the need for this general Federal support.

Thus far, fear of Federal control over program content is most often mentioned as a bar to this legislation. As stations, we are in a peculiarly authentic position to comment on this danger. For in any system we will be the object of the pressures feared. We hold the danger to be manageable. The reasons appear clear:

(1) The proposed public broadcasting corporation will be a highly visible institution. By the nature of its pursuits, it will operate in as bright and hot a light of public scrutiny and criticism as can be imagined; a restraint against excess if ever there were one.

(2) The appointment by the President of the corporation's board members is altogether in keeping with presidential powers of appointment in other commissions and agencies of similar importance. And surely all of us can expect that the Senate will exercise its prerogative of approval in this case with equal zeal, care, and balance.

(3) The diverse and pluralistic nature of the system envisioned will create its own framework of freedom in which many individuals will contend. Eventually this should be a system which mounts two national centers for production; one of them the fine organization which already exists, National Educational Television, and special subsidiary producing units in some 20 different locales, plus widespread local production. There is not to be one great eager hand on a single switch. If there were, we would probably be here in opposition. We do not intend to become passive pumping stations for a central source.

(4) The special opportunity of public television lies in its unspoiled capacity to develop as a strong autonomous articulate local and regional force. Given all this and the independent and creative natures of the people who will work at these local levels, not to mention the responsible and influential citizen boards which have and will oversee them, who is to say that some single group will manipulate all this for propaganda or other unhealthy purposes. The more compelling logic is that the system is self-correcting and suggests an atmosphere of constant action, reaction, and interaction which in diversity creates its own cumulative protections against abuse.

With this bill we can begin to launch the subtle and difficult mission of creating new excellence, new talents, new voices, from the local and regional potentials which exist all around us. There will be no sudden miracles of programing. The creation of wide-ranging and fresh broadcasting excellence in local America will be a lengthy but valuable process; a process which has gone neglected too long.

RELATION TO COMMERCIAL BROADCASTING

Is it possible to consider noncommercial television and radio separate from the strong commercial system which now dominates broadcasting? We think not.

Commercial broadcasting is a confusing, changing mixture of substance, quality, and excellence; highly effective entertainment; and all too much emptiness.

Whatever the finer accomplishments of commercial broadcasting, the intellectual community and the serious critics have long since turned their sharpest arrows against the failings of the present commercial system. Yet we detect no practical ground swell rising to push the industry into major reform through public pressure.

However, not even the most zealous commercial broadcaster would argue for the status quo in their present programing patterns.

Some say that given a viable active public television the commercial broadcasters would flee their cultural and informational responsibility to take refuge in perennial escape. We simply don't believe this.

Indeed, the world of commercial broadcasting is generously populated with men and women of taste, responsibility, and pride. They would instinctively move commercial programing to consistently higher ground but for the very real economic facts of life which restrict their flexibility.

In the last 2 years, for a number of complex reasons, the creative programing efforts of educational television have improved impressively. Favorable audience reaction grows daily. Commercial broadcasting is already beginning to respond to this new challenge. The signs are there.

As but one indication you have only to look at the Sunday commercial programing schedules for this past winter and spring and compare them to those of last year. The presence of many new extremely well conceived cultural and informational efforts is quite apparent. We suspect we have played a useful role. Presumption on our part? Possibly; but we doubt it.

We believe than an invigorated public television, well-financed, flexible, strong, will set in motion a new competitive force which will further tend to improve all of broadcasting simultaneously.

With our freedom from the ratings race and from the hands of the clock, we can try the new forms and the new talent; we can reach out to create new audiences; we can accustom increasing numbers—and they will finally run into the millions—to new types of programing; we can nurture new tastes.

The commercial broadcasters on economic grounds alone will gradually come part of the way to meet us sensing the new trends and the new opportunities we have opened. In the end this can only benefit the public we both serve.

Each educational television station across the country has traveled a long, hard course, full of obstacles and frustrations. Many of us, especially those in the big cities, exist largely because of voluntary public and foundation support involving the personal determination and private efforts of scores of individuals.

Without these prior efforts by citizens, few stations could have survived long enough to justify any discussion here today.

So, we do not come with empty hands. Something worthwhile has already been built. We recognize we have gone about as far as we can with the old methods that fall far short of the potential. A new approach is needed. This bill provides it.

81-750—67——23

A very crucial point has been reached. We are awaiting a substantial signal that someone beyond our immediate ranks thinks this enterprise is as important as we do.

If the signal does not come, it is perfectly possible that even the hard-won relative strength and impact of public television will slowly ebb away.

The opportunity to create a system of public television which in its diversity will reflect anew the saving genius of the federal system under which we as a people have been so successful; a system which in a natural evolving process of competition can help move all broadcasting to increasingly higher levels; is an opportunity which will not soon come again.

We have reached a crucial point. For us, this bill is the culmination of 14 years. If this bill fails to pass, we will lose our hard-won momentum.

A number of stations, most likely in the larger cities, will deteriorate or fail. People with skill now involved in public broadcasting will leave it and new people who are any good will not be attracted to it.

This bill is necessary and it is necessary now because of this crucial stage and because of what it represents as the culmination of 14 years of efforts.

Thank you, Mr. Chairman.

Mr. MACDONALD. Thank you very much. I think the point you have made about people who have this phobia, who seem to feel that public TV will become some propaganda monster, I think the reasons you listed, Nos. 1, 2, 3, and 4, in rebuttal, are very telling and are some of the things I had in mind.

Obviously, coming from you who have been in the field, who has had this experience for some 14 years, I think your statements are very strong. I certainly want to congratulate you.

Mr. Rogers.

Mr. ROGERS. Thank you, Mr. Chairman.

We appreciate your statement, Mr. Kiermaier.

May I ask if any of your stations make available your programs to the commercial stations?

Mr. KIERMAIER. No; we don't. It is simply because the rights and clearances we obtain in most cases do not apply for commercial broadcasting.

Mr. ROGERS. Do you think it would be a good idea to permit that?

Mr. KIERMAIER. There is no reason there shouldn't be a cross fertilization, if you have the money to clear the rights. That is especially in areas where we do not have outlets and the commercial people do. I do not see a bar in broadcasting commercial programs on our air or their broadcasting our programs on their air should there be the rights available.

Mr. ROGERS. Should there be a charge?

Mr. KIERMAIER. I naturally think the commercial people ought to pay us, that we ought not have to pay them.

Mr. ROGERS. Do your stations make full use of their physical facilities? Do they produce enough programs locally to warrant the investment in cameras, lighting, and all the rest?

Mr. KIERMAIER. I can speak for New York more directly than anything else. We produce something like 20 hours of original local broadcasting a week in prime time.

Mr. ROGERS. I am speaking of the individual station. I am speaking of where an individual station has spent a lot of money on equipment. Are they using this fully or not, would you say?

Mr. KIERMAIER. I think this is the very circle we are in. This is why I said to add more hardware without allowing the money to upgrade program content is only a partial answer at best.

The stations have the equipment. They are eager to use it. They have people who know how to use it. They simply do not have the funds to use it as much as they ought to be using it. I think this is basically what this legislation is all about. It is to free us from the cycle of hardware and no program money.

Mr. ROGERS. So then they are not using their equipment presently?

Mr. KIERMAIER. They are using their equipment, but in my judgment they are not using it as well or as efficiently as they might if more money were available for programing. But now you have a base of investment in this country running into literally hundreds of millions of dollars since we started.

What this legislation ought to do, in my judgment, is make that initial investment, which has come largely from private and local sources, even more meaningful by a new approach which has to be, in my judgment, Federal participation on a wide scale.

Mr. ROGERS. What is the financial condition of your network?

Mr. KIERMAIER. It is no better than the financial condition of its individual parts because the network exists as a matter of contribution from each of the stations.

As I said in the conclusion of this statement, I am one who seriously believes that this bill is so important psychologically in terms of where we have been and where we are going, that if it fails a great deal of the steam that this movement has built up will disappear quite rapidly, and I think it will be very difficult to pump it up again.

In an odd way this legislation isn't just a simple extension of the present system, but it goes to the heart of whether or not the present system is going to remain at all.

Mr. ROGERS. To get back to my question, what is the financial condition of the individual stations?

Mr. KIERMAIER. I think the individual stations all face tremendous problems in the next year or two merely to survive, much less to go on to new things that they are perfectly capable of going on to. For example, this is the last year in which the Ford Foundation has announced that it will make direct supports in aid to stations. We have no way or judging their intentions for the future.

But that has been a tremendously important thing in our past health for the past 3 years. If for some reason, and it is certainly not my role to comment one way or the other whether they should or should not, if they do not, we are in serious financial trouble.

Mr. ROGERS. What percentage would you say of the moneys that presently are used in the runing of the stations comes from public sources?

Mr. KIERMAIER. I can give you the story of New York City. Two years ago, speaking about the small giver—and we consider the small giver one who sends $10 or $15——

Mr. ROGERS. I was thinking of public tax money.

Mr. KIERMAIER. The only tax money we have in New York City is an appropriation from New York State. Last year in New York it ran to approximately $250,000 in operating funds and I believe it was something like $200,000 in capital funds.

I am speaking of New York City. Each station has a different pattern.

Mr. ROGERS. How many stations are there in New York City?

Mr. KIERMAIER. There is only one community educational television station in New York. There is a board of education station and there is a city station. Then there are six commercial stations.

Mr. ROGERS. Commercial TV?

Mr. KIERMAIER. Commercial TV in New York.

Mr. ROGERS. I am just speaking now of your educational TV.

Mr. KIERMAIER. In the educational TV field there is our station, which is a community station; there is a board of education station, and then there is a city of New York station which is part civic and part educational.

Mr. ROGERS. And the only funds come from the State, the $250,000 and $200,000?

Mr. KIERMAIER. That is right. All the rest of the money for our station, channel 13, in addition to those State funds, come from our own private funding efforts.

Mr. ROGERS. And this may not be true for the other two stations?

Mr. KIERMAIER. The board of education station is supported completely by the board of education.

Mr. ROGERS. Thank you.

Mr. MACDONALD. Mr. Harvey.

Mr. HARVEY. Could I ask what the Chair's intentions are as far as these hearings are concerned, how long we will continue in session.

Mr. MACDONALD. Yes. As you probably know, the conferees on the railroad strike have agreed to disagree. The House will be in session soon and we will not be able to get permission to sit during debate, I am sure.

Therefore, we will go just as long as we can and then recess until tomorrow morning.

Mr. HARVEY. Who is in charge of the programing for the eastern educational network?

Mr. KIERMAIER. The eastern educational network is a cooperate exchange venture. This was founded in order that the individual resources of each station could be shared with other stations if they so wished. It is totally a cooperative kind of venture.

We exchange broadcasts. No money changes hands. We don't even ask for a quid proquo. If you have a broadcast which your sister station wants to use and can use, then the eastern educational network provides a mechanism by which the exchange can be made.

Mr. HARVEY. Do you have a network as such with network announcers?

Mr. KIERMAIER. No. It is not that type of a network. We actually exchange broadcasts only on tape. We are working presently to find additional funds for a network-type of presentation.

Mr. HARVEY. I take it on page 5 of your statement, where you discuss your fear of Federal control over program content, the chief safeguard, as you see it, in the present bill is the fact that you are setting up a separate corporation. Is that right?

Mr. KIERMAIER. I think the safeguard is in the diversity of the number of people who are going to be involved in this and the fact that the bill makes very clear that final control rests with individual stations.

Mr. HARVEY. My point is that this particular bill that we have before us does set up a network, does set up a corporation responsible for programing, so it is quite different to your network in that regard.

Mr. KIERMAIER. Yes. But our network would supplement that effort and what I attempted to say was that the Public Broadcasting Corp. does have enough elements of centralization in it that it can take an overview, if you will, of what is going on all around the country and try to make the most of each of the parts in some coherent whole. I think this is precisely what they should do. For example, if the EEN existed in a strong fashion, there might be some strong service that we could provide by reason of our organization for the rest of the country.

Mr. HARVEY. Since my time is limited, let me get to this point: Since this bill is going to set up a network, since you seem very well satisfied that there should be no fear of Federal control, let me ask you this; What would prevent the network from hiring, for example, a newscaster, either one previously employed by the unions or one previously employed by the NAM?

We know they have in either case totally different slants on the news.

Mr. KIERMAIER. First of all, the type of network set up is quite clearly going to be established by the Public Broadcasting Corp. at least as to the nature of it. The Public Broadcasting Corp. will not be very effective if it acts in a highhanded fashion which ends in its broadcasts not being carried anywhere in the country or not being carried in important markets of the country.

If I felt that the Public Broadcasting Corp. were sending down a line of programs that seemed unbalanced and unfair to me as a local station manager, I simply would not run it.

Mr. HARVEY. Let me say this for your interest, that Dr. Killian was in here the other day and enumerated a whole series of programs that he thought public TV would be carrying in dealing with problems affecting local government, State government, National Government, all the way from air pollution to open housing, and so forth, which are very controversial problems, and would certainly have two sides to all of them.

My point is, I am not quite as satisfied as you are in your statement that the problem of Federal control over program content is nothing to be worried about at all, nor am I satisfied that these three points you make in your statement are satisfactory in that regard. I want a few more safeguards than that.

I have no further questions, Mr. Chairman.

Mr. MACDONALD. Mr. Van Deerlin.

Mr. VAN DEERLIN. You have given considerable attention, I presume, to both the Senate bill as amended and the bill that is before this body.

Do you think that money available to the corporation should be used for interconnection facilities? Should the corporation be able to deal directly for interconnection purposes?

Mr. KIERMAIER. Yes; I do. It seems to me that you have to give the broadcasting corporation that latitude. As I say, the test of all this will be whether or not you get a public broadcasting corporation that is wise, that uses its authority with discretion.

If it acts in a high-handed fashion, I think it will not really exist long as an effective instrument. It seems to me this is what I am trying to suggest, that the system is selfcorrecting, that it isn't one central group dictating. It will be a central group which, if they have the sense of the country in mind and the sense of how stations are operated in mind, will undergo a great deal of consultation in advance before anything is done. This will become a matter of commonsense.

Mr. VAN DEERLIN. What about the matter of the limitation on the quarter million dollar maximum that any station may receive under these grants? Should these funds be available for purposes of interconnection as well as for equipment and programing?

Mr. KIERMAIER. Yes. For example, in the case of eastern educational network we can interconnect for a full year for approximately $250,000, it so happens.

It would seem to me a grant for that purpose by the corporation would be perfectly advisable and a proper exercise.

Mr. VAN DEERLIN. Is that for one station?

Mr. KIERMAIER. No, that would be for connecting almost the entire 22 stations that I mentioned.

Mr. VAN DEERLIN. You would spend about a quarter million dollars a year?

Mr. KIERMAIER. No. We don't spend it now because we don't have it. We would like to. I was suggesting that in my own judgment it would be well if the corporation had the power to make that kind of a grant for the purpose of interconnection.

Mr. ROGERS. Will the gentleman yield?

Mr. VAN DEERLIN. Yes.

Mr. ROGERS. Just pursuing that for a moment, suppose you as an individual station manager did not like the programs being produced by the corporation so you refuse them. Then they decide not to make you a grant.

Would that have any bearing later on in the operation of the station?

Mr. KIERMAIER. No; I don't think it would ever be quite that dramatic a thing. I think if we in New York were to refuse a program the grounds would be so obvious for it that there would be other people being critical as well of the corporation besides ourselves.

Mr. ROGERS. We are writing legislation that has to take care of this situation. We just can't go on supposition. Is this a good power to allow? That is, the same corporation to produce the programs that also makes the grants. Or should this be a divided authority?

Mr. KIERMAIER. No, the two have to be joined for it to be effective. There will be enough pressures coming from various and different quarters, with different interests, that the ultimate function of the Public Broadcasting Corp. will be a reasonable one.

It will be conducted, as I said, in the very white, hot light of public scrutiny which I think will tend to restrain its operation on any particular item that is unreasonable. This will be an operation of reasonable men operating, hopefully, with other reasonable men.

Mr. VAN DEERLIN. Getting back to your ability to expend a quarter million dollars to connect 22 stations, what kind of time are we talking about there in total hours per week, and what time of day?

Mr. KIERMAIER. The $250,000 actually would provide for interconnection on a full-time, 7-day-a-week, 24-hour-a-day basis. That is not to say we would be in a position to make use of that in the programing sense. We would need other sources in order to find the funds to finance the programs that would utilize that kind of time.

Mr. VAN DEERLIN. If the interconnection money is made available under title I from HEW as well as title II?

Mr. KIERMAIER. It would seem to me that the interconnection funds are there for the physical erection of facilities and not the leasing of lines.

Mr. QUAYLE. I would like to make one clarification lest it be misunderstood in the record, that, if you refer to the map on the back of the statement, the system of interconnection we are talking about for the network is an interstate system that would extend from Washington, D.C., into Durham, N.H., that would interconnect all intrastate systems.

So the total cost for regional interconnection would be the $250,000 a year for the interstate system plus the cost of the intrastate systems now being established by the various States.

Mr. VAN DEERLIN. How long have you been in educational TV?

Mr. KIERMAIER. I may have misled you. In the 14 years, I was referring to many people who had come before myself. I will have been in it for 3 years this particular fall.

Mr. VAN DEERLIN. My question wasn't directed at anything you said previously. I am just trying to establish your background. You have had professional experience in commercial television which is rather extensive?

Mr. KIERMAIER. That is right. I was in commercial television all my working life previous to this.

Mr. VAN DEERLIN. Without unseeming modesty, would you say that you were at a level to contribute to, and obtain quite a grasp of the technology?

Mr. KIERMAIER. I would certainly like to think so.

Mr. VAN DEERLIN You are thoroughly in support of this legislation?

Mr. KIERMAIER. I certainly am.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

Mr. MACDONALD. Mr. Brown.

Mr. BROWN. New York and Hollywood are the cultural centers of our present private television networks. There has been some concern about how cultural those programs produced by those centers are.

What assurance is there that we won't wind up with a central source of programing on the educational television network? What assurance is there in this legislation?

Mr. KIERMAIER. I think the assurance is in the bill's phrase and our assumption that this is built on the premise of strengthening local television around the country, and that it is a forerunner of the implementation of the Carnegie Commission report which specifically mentions two national production centers, plus some 20 production centers in the major cities across the country.

Even though I am from New York, the last thing I would want to have happen to ETV would be for it to end up being New York and Los Angeles. This is one of the reasons why I think the kind of sophisticated interconnection seen by the Carnegie Commission is the right one. It is not a blanket interconnection. It is a selective interconnection.

Mr. BROWN. My question was, What assurance is there in the legislation that this centralizing of network production in commercial television isn't going to also happen in public television? At one time Chicago used to produce a lot of radio programs. Now Chicago seems to be pretty well out of it. We have had other origination source possibilities, certainly, in private television and private radio, and we don't get much from other sources.

Mr. KIERMAIER. The spirit of the bill is that it will be done elsewhere. If I were the station manager in Chicago and I didn't get money from the corporation, and if I were the station manager in St. Louis and I didn't get it, I would soon be back to Congress complaining.

Mr. BROWN. You have studied this legislation enough to assure yourself that is specifically spelled out in the legislation?

Mr. KIERMAIER. As the legislation is now written and given the general passages, the spirit and intent of the act, it is in there very clearly, to me.

Mr. BROWN. In the spirit or in the legislation?

Mr. KIERMAIER. I wish I had the exact phrase. I don't have it in front of me. There was a paragraph that indicated this was to strengthen the local and regional efforts and facilities throughout the country, and to bring on diverse sources of programing. It seems to me that diverse sources of programing exist far beyond New York and Los Angeles.

Mr. BROWN. That is the intention.

What kind of budget do the stations indicated on this map now operate on?

Mr. KIERMAIER. I don't have the total budget. I can tell you what we operate on in New York, and perhaps Mr. Quayle can give you other examples.

Mr. BROWN. I am interested in the range, so much to so much. What is your biggest amount?

Mr. KIERMAIER. New York is certainly the largest, and it is approximately $3 million a year at the moment. I would say the smaller stations come in for about $500,000.

Mr. QUAYLE. The actual smallest comes down to about $95,000. This is a station which as yet has been unable to obtain funds to establish

production facilities. But the average budget will approximate $1,600,000 for five major market stations and $380,000 for the others. But it is the total range of $95,000 to $3 million over the 22 stations.

Mr. BROWN. Wouldn't the economy of your network argue for the establishment of production facilities in New York rather than at the station of $95,000 in budgeting? I am getting at the economics of how you encourage independent production by all of the local stations on the network. Some place along the line isn't somebody going to say that it would be more economical "if we set production headquarters at New York and Los Angeles for this educational network" or in Washington, or in Chicago?

Mr. KIERMAIER. I would answer that this way: This bill assumes that eventually the stations will perform a very strong local function in the programing sense. I think that is the heart and intent of the legislation.

Mr. BROWN. If I may interrupt a minute, I am quite sure that the Chicago station may want to cover the Chicago School Board. But I doubt, except in unusual circumstances, that your New York station would be interested in the coverage of the Chicago School Board.

Mr. KIERMAIER. That wasn't what I had in mind. If they are capable of producing good local programs, purely gaited to a local need, they also will be capable, creatively, of producing programs that have other than local use; so the two go together.

In other words, you can't have a strong local station without also having a strong production capacity that has meaning outside of the station.

Mr. BROWN. The point I would raise, however, is this: that with private commercial television as we now have it, we still have the two production centers basically, New York and Los Angeles, in spite of the fact that there are rather sophisticated and profitable stations scattered along the network that have the capacity to produce independent programing. There is not much of it done.

What happens is that we go to the economic places to do this, in the Hollywood studios or in New York. How will we avoid this in educational television, or are we not going to avoid it and do it in an uneconomic way?

Mr. QUAYLE. The regional network depends totally on the contributions of the member stations to put programing in, which we then make available to all of the members, which they can choose to broadcast or not as they wish. Three of the most heavily utilized series of programs we are now distributing are produced in Durham, N.H. That means that the smaller stations indeed have proved their capacity in the last 7 or 8 years to produce, maybe not in volume as much as the major market areas, but they certainly have produced and have had utilized by major market stations in the broadcasting of those programs, many programs.

Every station that is in the network at the present time is a program contributor to the regional network.

Mr. BROWN. With the same technological quality?

Mr. QUAYLE. And programing quality.

Mr. KIERMAIER. We inevitably must improve if greater funds are available for that purpose.

Mr. MACDONALD. The time of the gentleman has expired.

One last question: Isn't the main reason that, Mr. Brown says, it is unlikely to happen because most of your distribution is done by tape, whereas the live programs coming out of New York and Hollywood necessarily need that type of studio so that those two locations end up with them?

Mr. QUAYLE. I think that has been a factor. But it still remains that in the design of the system of interconnection which we have been planning for, it is a duplex system which will give the capability to originate as well as receive to every one of the stations in the network because we insist upon the grassroots approach in the capability to contribute programing from any station as well as to receive from any one source.

Mr. BROWN. How much live programing have we, Mr. Chairman, in private television?

Mr. MACDONALD. I don't know. Not necessarily in the summer months, when there are reruns, of course.

Mr. KIERMAIER. Commercial broadcasting distributes on a network basis for different reasons than we would. They distribute not necessarily because the program must be broadcast in the sense of its timeliness, but they distribute because advertiser-supported programs must fall at certain times in certain parts of the country and must fall in an overall program schedule that they deem commercially effective.

So the motives are entirely different from what would apply in ETV. They are not to be analogized. This is a confusion that exists in many minds. Networking for ETV and for commercial broadcasting are two different things, for the most part.

Mr. ROGERS. May I just pursue this for a minute. I am not convinced that we should not separate the functions of the corporation in allowing grants to stations and allowing programing.

Do you see any real objection in setting up a separate group to handle only the programing as such and let the corporation handle grants to stations?

Mr. KIERMAIER. Yes, because in making the grants there is no question but that the corporation will develop a program philosophy of its own in conjunction with other elements in the ETV field.

I think that is as it has to be. If you separate the grant from the program purpose, then the corporation becomes an automatic conduit without any real substantive sense of directing relating to the movement as a whole in the country.

The corporation must be an activist group that has in mind, having looked at and consulted with all the various elements in ETV, what is the best way to spend that money. To separate them from the program decision and merely make them a conduit of the funds will not accomplish very much.

Mr. ROGERS. I thought you wanted to put up the guides to prevent control in programing.

Mr. KIERMAIER. My point is I don't think they will control programing in the sense you are mentioning.

Mr. ROGERS. If they create the network programs, won't that be a form of control?

Mr. KIERMAIER. No, because they are going to be working through agencies that now exist in ETV for the most part, and who have their own philosophies, their own people, their own training and their own background.

If we were starting from scratch, then I might share some of this concern, but there is a going element and a growing cadre of people who do care about public broadcasting, who do have philosophies, some of which differ, I might add, but all of which are going to impinge on the operation of this broadcasting corporation. They cannot possibly ignore it.

Mr. ROGERS. Except for the fact that they just don't have to make grants except to those that would conform to the corporation's idea.

Mr. KIERMAIER. I still say there will be enough people coming back to you complaining that that method of procedure will be short lived. That is why I say the system is self-correcting.

Mr. ROGERS. If you will look at some of the Federal programs, I don't think you would be quite as optimistic. I will not pursue that.

Thank you.

Mr. MACDONALD. Thank you both, gentlemen.

Mr. KIERMAIER. Thank you, Mr. Chairman.

Mr. QUAYLE. Thank you, Mr. Chairman.

Mr. MACDONALD. Next is Mr. Edward Pease, consultant, National Catholic Education Association.

Mr. PEASE. Mr. Chairman, I have deliberately made my verbal presentation very brief. I have separately supplied to the committee clerk some reference material I would like to have included in my testimony with your permission.

Mr. MACDONALD. Without objection, it is so ordered and will appear at the end of your testimony.

STATEMENT OF EDMUND M. PEASE, EDUCATIONAL TELECOMMUNICATIONS CONSULTANT, NATIONAL CATHOLIC EDUCATION ASSOCIATION

Mr. PEASE. Mr. Chairman, I am Edmund M. Pease of Glendale, Calif. I serve as consultant for educational telecommunications to the National Catholic Educational Association of Washington, D.C., and it is in this capacity that I appear this morning before this distinguished committee.

I do not presume to speak for the entire educational community of our country, but I do express the confidence that the burden of my comments are consistent with their basic and long-term interests.

Additionally, I serve as consultant to the aerospace industry as an expert in the field of satellite communications and computer systems having been active in related disciplinary areas for 25 years. I very much appreciate the opportunity to appear before your committee this morning and to offer some views respecting H.R. 6736, the Public Television Act of 1967.

We commend to Congress the purposes of the legislation and are in accord with the proposed declaration of policy. As a prudent note of caution, however, we feel the measure limits for the future of education the effective and efficient use of the great technological accomplishments of our times. By confining the authority of the corpo-

ration to the very narrow area of broadcasting rather than permitting it authority to provide total information systems interconnection, an enormous potential for education is impeded. Expanded authority, on the other hand, will permit two-way remote computer access by satellite relay. Through this, in our view, more than $2 billion per year can be saved and better educational use of the country's space investment may be achieved.

This can come about if Government-financed computers are time-shared by satellite relay through independent interconnections service assisted by the proposed corporation. Adding to this, may I note that the aerospace industry has recently announced current availability of space satellite and ground receiving equipment which offer to education the equivalent of a continuous two-way national interconnection with computers and electronic libraries at a cost of $1 per student per year.

I would be very happy to supply some data from the Hughes Aircraft Co., to support that statement in the event it is of interest to the committee.

Turning to the specific limitations, broadcasting, by definition of the U.S. Code (57 U.S.C. 153(o)) is a one-way transmission destined for the public at large and television is a form of broadcasting. The needs of education in this area, however, are vastly more complex but considerably circumscribed in transmission. Any public instrumentality, such as the proposed corporation, which is designed 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' must, particularly as to the educational requirements of those citizens, necessarily have more flexible authority and wider jurisdiction.

To this end we suggest the committee consider extending to the corporation jurisdiction to provide education with unrestricted networking facilities including operation and ownership by the corporation of educational information transfer systems. In saying this, we stress the distinction between public television broadcasting and educational information transfer systems. The latter are not in competition with commercial television networks since they are a two-way transmission procedure.

As a practical example of the nature and necessity of our recommendation, may I analogize by reference to the poison control network of the National Institutes of Health. This represents a noncommercial public communication service that requires a network of two-way communications between the local physicians and the Poison Control Center in Washington.

Recently, the respected Inter-University Council on Educational Communications, (known as EDUCOM) has proposed to include this advanced service in the inter-university educational satellite relay network. But under the current language of H.R. 6736, the Public Television Corp. could not provide this vital service because of the limitation previously cited.

I thank the committee for its interest and attention and express our genuine gratitude for the opportunity to appear before you.

(The reference material referred to follows:)

SUPPLEMENTARY REFERENCE DATA TO TESTIMONY OF E. M. PEASE

The following are excerpts from leading authorities which support the conclusions stated in my verbal testimony:

"Your attention is directed to the fact that Carnegie Commission Scientist Licklider pinpoints the mistaken impression that education is concerned solely with the conventional TV picture."

—

"The FCC recognition of the trend in time sharing of computers is the authority for the existence of a vast amount of excess computer capacity."

—

"Dr. Licklider is the authority for the fact that all of the documentation entering all of the libraries in the world does not exceed 5 million bits per second."

—

"Most of the 16,000 major computers in the United States can take into the part of their equipment essential to education 1 million bits per second."

—

"The $5 billion annual rental value of computers must therefore be idle a very large part of the time since the human capacity to input to them is quite obviously a very small percentage of this capacity—hence, the estimate of $2 billion unused capacity."

—

"The 12 TV channel satellite capacity offered Mexico by Hughes Aircraft or the equivalent of 20 channel capacity cited by Hughes in Mr. Walps report divided amongst 10 million children is the source of $1 per year per student interconnection cost estimate."

—

"The prediction of William T. Knox, the assistant to the President, that more than half the schools and all of the universities having remote computer systems speaks for itself."

CHANGING TIMES—COMPUTERIZED CLASSROOMS ARE ALMOST HERE

"The need to educate greater numbers of students than ever before is another stimulus.

"More kids jam the classrooms than the supply of teachers can handle, and the only way to deal with that problem, say many educators, is to develop tools that will enable them to learn routine stuff on their own, leaving teachers free to cope with individual problems.

"That's especially important for millions of poor children who attend crowded schools and for whom the new technology can provide a means of learning at their own pace, Giving them a better chance for educational success.

"The computer, like the early teaching machine, stores programed material and feeds it to the student step by step.

"But the computer is far more than a mechanical gadget that simply uncovers items to be learned.

"For one thing, it is highly adaptable.

"It responds instantly, on its own, to the individual's needs.

"If he has trouble at any point, for instance, it can branch automatically to another series of steps to help him over his difficulty.

"Or it can analyze his learning problems, using stored information about his earlier progress and thus alert a teacher to any persistent troubles he might have.

"Unlike the simpler machines, the computer doesn't restrict the student to a series of tiny steps that become boring once the novelty has worn off.

"It is versatile and can offer instruction in writing, by voice or in pictures.

"It can, for that matter, carry on a typed dialog, answering questions in such a sophisticated way that in one experiment a group of students were convinced that they were communicating with a real person.

"THE TALKING TYPEWRITER

"Another exciting innovation, based on the computer, is the talking typewriter, with which preschoolers and retarded children have been taught to read and compose sentences.

"This device, built like a narrow upright piano, also combines sight and sound.

"The youngster, seated at a typewriter keyboard, sees the picture of an object, say a cow, on the screen before him.

"A recorded voice tells him this is a cow and instructs him to type the letters of the word.

"The machine is programed so that he can depress only the proper keys in the correct order.

"As he does so, the letters appear on the screen and are spoken aloud by the recorded voice.

"Besides making use of programed instructions, this machine springs from other modern theories of learning. The belief that the intellectual capacities of young children have been seriously underestimated, the belief that learning is easier if several senses—sight, sound and touch, for example—are brdought into play, and the belief that the teaching environment can be controlled to make learning easier.

"The real name of the talking typewriter is the responsive environment, and it's being used not only with small children but with older students who need remedial work and with adults.

"ITV

"One of the first—and for for a while the most promising—of the new technological developments in education was instructional TV.

"Not long after it was introduced into the schools, a little over a decade ago, studies began to show that it could be an effective teaching instrument.

"In Denver, it has been used to help teach Spanish to fifth—and sixth-graders.

"In Hagerstown, Md., it has been fed into county schools and for 10 years has helped upgrade the curriculum and boost student achievement.

"Still, there is hope that instructional TV will eventually come into its own.

"New and less costly equipment is being designed, especially for video tape recording.

"Professional producers are working with curriculum people to develop new kinds of programs.

"A national discussion has started about finding ways of paying for improved and expanded educational TV—touched off by the Ford Foundation suggestion that income from satellite relays of commercial TV be used for that purpose.

"In any case, the general technological changes now sweeping the schools are bound to force them to give more attention to the possibilities of ITV.

"At the heart of the structure might be an instructional complex.

"This will contain a library of books, tapes, slides, and films, booths, or carrels for individual TV or computer instruction, maybe a central computer console through which students will be able to obtain research information in minutes from an information retrieval center miles away.

"As for the standard school building, with its uniform classrooms, that's on the way out and will probably disappear ultimately.

"HOW SOON?

"The massive technological transformation of the schools has already begun.

"But the real question is How fast will it travel through the educational system and affect a majority of students?"

The following are excerpts from FCC docket No. 16979:

"The trend toward lower EDP costs resulting from larger computer systems has tended to shift the relative cost positions.

"Indeed, there is some indication that in the near future communication costs will dominate the EDP-communications circuit package.

"It is natural, then, that the computer industry finds its attention devoted increasingly to communication tariffs and regulations, in its search to optimize the communication segment of the package.

"In fact, fears are expressed that the cost of communications may prove to be the limiting factor the future growth of the industry."

Excerpts from changing times:

"According to William T. Knox, a scientific adviser to the President, by 1980 perhaps half the public school district and all of the colleges and universities in the United States will be employing remote terminal, direct access, computers."

From Telephone News, May 1967:

"At several elementary schools near Stanford University, children receive mathematics exercises from a machine.

"This system—which consists of a teletypewriter which we have connected by telephone lines to a computer at the Institute for Mathematical Studies in the Social Sciences at Stanford—is one of the many new ideas being tested in order to provide educators with additional teaching aids.

"The pupil seated at the teletypewriter receives problems from the computer and replies to it by typing in his answers.

"At the end of the exercise, the computer automatically grades the student on the day's lesson.

"It also memorizes each student's progress and supplies him with new material corresponding to his own capability.

"And it provides the teacher with daily progress reports for each student, thus allowing her more time for his individual needs.

"We are working closely with educators who are developing new ideas aimed at realizing each student's full potential."

Excerpts from Data Transmission Via Communications Satellite for Instructional Purposes, by R. W. Walp, Hughes Aircraft Co., Space Systems Division, July 7, 1967:

"To provide a basis for estimating costs, a hypothetical system is employed in which 100 computer sites are linked to 10,000 schools.

"A small earth station located at or near each computer site would provide communications to a satellite in a geostationary orbit.

"Similarly, earth stations would also provide links from the satellite to the schools.

"It is assumed that, on the average, groups of 100 schools are connected via an instructional television fixed service—ITFS—system which could be used to distribute data from the satellite system. Consequently, 100 earth stations would be required for the school sites.

"The data link capacity is one megabit per second from each computer site to each ITFS installation and 100 kilobits per second in the reverse direction.

"The satellite proposed for this system can be built with present technology, and is not as large as some being studied for possible launch in the early 1970's.

"Estimated costs for the system are as follows:

	Millions
"Satellite/1 operational plus spare	$12
Launch vehicle plus services/including spares	24
Earth stations/200, at $50 K	10
Total	46

"The design life of the satellite would be 10 years—operational life of 5 years is assured.

"Life of the earth stations is not limited, with the exception of transmitter tubes which would be consumed at a cost of less than $100 per year.

"Under the worst circumstances, the total hardware cost, including financing charges, would be under $10 million per year—on a long-term basis, the actual figure would probably be half as much.

"With an average of 1,000 students per school, the system would cover 10 to the seventh students. The total annual cost would therefore be less than $1 per student.

Excerpts from Carnegie Commission report by J. C. R. Licklider:

"Dr. Licklider is consultant to the IBM director of research and visiting professor at the Massachusetts Institute of Technology.

"Previously lectured in psychology at Harvard, associate professor of psychology and communications at Massachusetts Institute of Technology, vice president of Bolt, Beranek & Newman, Inc., and Director for Behavorial Sciences and Information Processing Research of the Advanced Research Project Agency, Department of Defense.

"In planning to improve the use of television for educational purposes, most people have accepted the basic framework of conventional broadcast television.

"That framework determines the basic structure of their thinking and in the process delimits it.

"For example, a person who thinks of educational television as a set of educational functions supported by the framework of conventional broadcast television is unlikely to think of television as a medium for two-way communication or as a way of transmitting the text of a book or the stimulus material for a course of programed instruction.

"The basic theme of the foregoing discussion is of course selectivity, and the basic problem is the one already encountered and discussed. The problem of broadcasting enough alternatives to provide a basis for truly sharp selection.

"It is important to note how much that problem is simplified by the switch from the moving pictures of conventional television to the mainly alphabetic text of the news article."

Excerpt from Satellites and Future Communications, Including Broadcast, by J. L. Hult, the Rand Corp.:

"If a major portion of the increased relay-power capacity were used to increase the number of circuits, the order of magnitude cost to provide the satellite portion of the circuit could approach $1 per voice-equivalent circuit-year as compared to more than $10,000 per voice equivalent circuit-year for the satellite portion of current systems.

"However, this is only the satellite portion of the circuit cost rate if the full capacity of the system is subscribed, and is not the total systems cost."

Mr. MACDONALD. Thank you very much.

Are there any questions of the witness?

If not, you are excused. We thank you very much.

Mr. PEASE. Thank you, Mr. Chairman.

Mr. MACDONALD. Next will be Mr. Fore and Mr. Brackbill.

STATEMENT OF WILLIAM F. FORE, EXECUTIVE DIRECTOR, BROADCASTING AND FILM COMMISSION OF THE NATIONAL COUNCIL OF THE CHURCHES OF CHRIST IN THE UNITED STATES OF AMERICA; ACCOMPANIED BY DR. EUGENE CARTER, CHAIRMAN, BROADCASTING AND FILM COMMISSION, METHODIST RADIO AND FILM COMMISSION; AND CHARLES BRACKBILL, DIVISION OF MASS MEDIA, UNITED PRESBYTERIAN CHURCH

Mr. FORE. Mr. Chairman, my name is William F. Fore, executive director, Broadcasting and Film Commission of the National Council of Churches of Christ.

With me are Dr. Eugene Carter, chairman of the Broadcasting and Film Commission, and an executive in the Methodist Television, Radio, and Film Commission, and Mr. Charles Brackbill, of the Division of Mass Media of the United Presbyterian Church. Mr. Brackbill has agreed, in support of the statement I am going to make, to file his statement in the interest of time.

The National Council of Churches represents Protestant and Orthodox communions having a total membership of approximately 41 million individuals in the United States. In February 1967, its general board established a Special Study Committee on Public Broadcasting, empowered to make an independent study of the need for a national system of public television, and to determine appropriate means whereby education, information, and analysis concerning religion may be included in the programing of such a system. An interim report of this study committee was brought to the general board on June 2, 1967, and its recommendations were approved by the general board for transmission to the appropriate congressional hearings on this subject.

It is not surprising that virtually every group appearing before the Senate and House hearings has favored the principles and purposes of the bill. We join them in supporting the establishment of public broadcasting through a private corporation. We believe that

such a broadcast service is urgently needed to reflect the diversity of needs and interests found within our pluralistic society. However, we find several shortcomings with the bill as presently conceived, and wish to submit suggestions for modification.

Several groups have pointed out that such a service must be inclusive of radio as well as television. We agree, and support the change in name of the organization to "Corporation for Public Broadcasting" and, in addition, the modification of wording to include radio in addition to television as part of the broadcasting service.

We believe that commercial broadcasting has provided a commendable diversity of programing, within the limitations of its necessity to secure the largest possible audiences. The commercial broadcaster has a continuing responsibility to ascertain the major concerns and problems of the community he is licensed to serve, and to provide imaginative and responsible programing dealing with these concerns and problems. We wish to stress that the advent of the system of "public broadcasting" does not and should not reduce in any way his responsibility to program in the public interest.

Although title II is the major innovation in this bill, titles I and III are vital to its success. Title I, which extends and enlarges the provisions of the Educational Television Facilities Act of 1962, begins to provide for the adequate construction, support, and maintenance of the individual educational radio and television stations which form the base of public broadcasting. Title III authorizes a comprehensive study of instructional broadcasting. We believe that research is basic to improving our methods of education and communication via these media. Thus we support these sections of the bill without modification.

With regard to title II, we have three proposals for modifications which we believe are of fundamental importance to the ultimate success of a system of public broadcasting. These proposals deal with the questions of what constitutes programing in response to the public interest and how we can avoid the dangers of establishing a network which could dominate individual educational stations.

First, we believe that the proposed corporation should encourage programing which is responsive to the cultural, economic, political, and religious interests of the people. We think that each of these areas is so central to the concept of public broadcasting that they ought to be included in the bill. Specifically, we suggest with reference to the March 7, 1967, version of H.R. 6736, that title II, subpart B, section 396(a)(4) read as follows (new words in italic):

> (4) that it furthers the general welfare to encourage noncommercial educational radio and television broadcast programming which will be responsive to the *cultural, economic, political and religious* interests of people both in particular localities and throughout the United States, and which will constitute an expression of diversity and excellence;

We hold that these cultural, economic, political, and religious interests, while perhaps not exhaustive of the interests of the people, are of such fundamental importance to our national welfare as to require specific notation, lest at a later time they become neglected throughout oversight or displaced by design, in favor of other programing of less substance.

Second, and in the same part of the bill, we believe that the corporation should be expected to encourage programing which deals with

controversial issues of public importance. Specifically, we propose the following sentence to be added in title II, subpart B, section 396(a)(5), in place of the present (5) and (6), which would then become (6) and (7):

(5) *that it furthers the general welfare to encourage noncommercial educational radio and television broadcast programming which deals with controversial issues of public importance;*

Such a sentence would help to clarify a fundamental purpose for which such a public broadcasting service should be created; namely, to deal with areas of public importance which are not dealt with adequately under the present system of commercial broadcasting. The requirement of the fairness doctrine to present both sides of a controversial subject, while in itself a valid requirement and applicable to all licensees including educational stations, does become a burden to the commercial broadcaster who reasons that he can sell more time if he stays away from controversial subjects. On the other hand, public broadcasting, relieved of the profitmaking requirement, should be able to supply an essential suplementary service in the area of airing controversial issues of public importance, and we believe this function should be spelled out in the bill.

Third, we propose that the corporation be prohibited from withholding programs from any local station, or from requiring any station to broadcast or not to broadcast any program, whether generated by the corporation or not. In other words, we believe it is essential to prevent the interconnection which would be set up by the corporation from exercising coercion against any local radio or television station, by virtue of the corporation's central position in the system. The generation of programs must be separated from their marketing or distribution. Further, the interconnection should be a service to the individual stations, and not the reverse. To insure this we propose the following modification of title II, subpart B, section 396(g)(3).

(3) To carry out the foregoing purposes and engage in the foregoing activities, the Corporation shall have the usual powers conferred upon a nonprofit corporation by the District of Columbia Nonprofit Corporation Act, except that the Corporation may not own or operate any television or radio broadcast stations, system, or network, or interconnection or program production facility, *nor shall the Corporation directly or indirectly establish any standard or criterion which would have the effect of requiring individual stations to broadcast or fail to broadcast any program.*

In addition, for the sake of clarity, we suggest that in title II, subpart B, section 396(g)(1)(A), the word "all" be inserted so that the phrase will read:

(A) facilitate the full development of educational broadcasting in which programs of high quality, obtained from diverse sources, will be made available to *all* noncommercial educational television or radio broadcast stations;

The result of these modifications would be to require the corporation to offer all its programs to each and every individual educational station, equally and without condition or restriction. Thus the freedom and integrity of each station would be protected, while all would benefit from the interconnection and central program development services.

Although we do not have specific wording to suggest, we believe it is important that the corporation be required to publish regularly a

digest of all applications it receives for grants, and to indicate the disposition of each and the reasons therefor. While the section in the bill dealing with "Report to Congress" asks for a "comprehensive and detailed report of the corporation's operations, activities, financial condition, and accomplishments," we believe the reports more frequent than once a year should be made to the public regarding the handling of requests for grants.

Finally, we recognize that the question of how such a proposal is to be financed is of extreme importance. We have considered the various proposals made thus far and believe that there needs to be further study on our part before we can form a responsible judgment as to the best method of funding public broadcasting. However, we do feel that the starting fund from general tax revenues as provided in the present bill is adequate to enable the corporation to become organized this year and to gain experience which in turn should help point the way to the long term financial solution.

In summary, the National Council of Churches feels that the public definitely needs a noncommercial broadcasting service such as that described in H.R. 6736, but with some important modifications. These include listing in the proposed corporation's mandate its specific responsibility to be responsive to the cultural, economic, political, and religious interests of the people, including dealing with controversial issues of public importance, and prohibiting the corporation from the possibility of coercing individual stations in any way by virtue of the corporation's interconnection functions. We reserve judgment on the question of long term financial support of the proposal, and feel the present proposal provides an adequate starting fund. We believe the public wants this broadcasting service, and we look forward eagerly to its implementation.

(The Reverend Charles Brackbill, Jr.'s statement follows:)

STATEMENT OF THE REVEREND CHARLES BRACKBILL, JR., DIVISION OF RADIO-TELEVISION-AUDIOVISUALS UNITED PRESBYTERIAN CHURCH, U.S.A.

PUBLIC BROADCASTING

The Division of Radio-Television-AudioVisuals of the United Presbyertian Church records its support of HR 6736 to establish a Corporation for Public Broadcasting and for increased support for instructional television.

We believe that commercial television has provided a commendable variety of diversified programming of serious intent, within the limitations of its necessity to secure the largest possible audiences. We think that the commercial broadcaster has a continuing responsibility to ascertain the major concerns and problems of the community he is licensed to serve, and to do imaginative programming about important issues. The advent of a well-funded system of "public broadcasting" will not reduce this responsibility.

However, we believe that the principal ideas and proposals of the Carnegie Commission and the Corporation for Public Broadcasting provided for in this Act, offer the nation a significant and practical way to realize a greater potential of an important natural resource. We believe that the instructional, cultural and educational needs of the people are far greater than can be met by the existing educational or commercial broadcasting systems. This need will grow every year. Therefore we support the proposals of Title II to establish a non-profit educational broadcasting corporation.

In stating our general concurrence with the intent of Title II, we would urge special consideration of the following:

1. That it is further in the public interest (subpart B) for Public Broadcasting to encourage broadcast presentations marked by the expression of opposing views on matters of significant personal and public importance.

2. We believe the Corporation should make possible programming dealing in depth with the broad range of human concerns, and should not hesitate to examine the convictions and insights of religion on personal and social issues. To confine "religion" to "ceremonial programming" or "religious broadcasting" (which at times would be natural and appropriate) would only repeat an earlier error in commercial broadcasting. "Religion" has to do with the God to man, and man to fellowman relationships, and thus with every part of human life. There is a growing maturity in religion encouraging dialogue—a willingness to have religious insights set in perspective along with other views and alternatives in the treatment and discussion of major issues, and the CPB should encourage religious involvement at this deeper level.

3. We believe that the Board of Directors of the Corporation must be representative of a wide variety of fields, interests and professions, including religion.

4. We believe (Purposes and activities of the Corporation) that the Corporation should give public notice of the disposition of each application for construction and operating funds and a statement of the reasons for its actions.

5. We believe that the Corporation should also give public notice of the general terms of each contract for the production of programs and other major expenditures, the identity of the parties, the purpose and the amount of money involved.

6. We believe that the Corporation should be prohibited from establishing any standards or criteria which would have the effect of requiring individual stations to broadcast or not to broadcast any program.

A system of public broadcasting as set forth in the Carnegie proposals and in this Act offers a profound opportunity toward national maturity by presenting issues of personal and public significance in a manner designed to broaden the bases of our understanding, and widen the horizons of our views. Such a system can enhance personal development and augment the efforts of family, school and church. It is a possibility which will, we believe, be aided immeasurably by the establishment of the Corporation For Public Broadcasting.

Mr. MACDONALD. Thank you very much for a very forthright and helpful statement. As a matter of fact, I believe you are the first witnesses to come up with concrete suggestions as to how the bill might be perfected.

Are there any questions?

Mr. HARVEY. No questions, Mr. Chairman.

Mr. MACDONALD. Mr. Brown.

Mr. BROWN. I would like to know what controversial topics you feel could be handled by public television that have not been handled by so-called private television. I have watched frequently programs that included discussions of politics, economics, religion, and so forth. But just in the last few months here in Washington I have seen programs that included discussions of psychedelic drugs, modern art, prostitution, adoption of children by parents that bring about racial mixture, homosexuality.

What controversial topics are we missing on private television presently that public television could bring to us?

Mr. FORE. My own feeling is it is not so much the topic, itself, as the way in which the station goes into it. Because of the requirements of the fairness doctrine, which I believe are just and reasonable, stations many times simply feel that it is better not to move very far or deeply into some subject and open it up because next week they will have to provide an equivalent amount of time to someone else who feels strongly in another way about it.

Mr. BROWN. In other words, what is being suggested here is the elimination, in the case of public broadcasting stations, of the fairness doctrine?

Mr. FORE. No. Obviously, all stations will still operate as licensees under the fairness doctrine of the FCC, but the noncommercial sta-

tions wouldn't have the economic problem of having to supply additional time next week week, which is extremely valuable to the commercial broadcaster. The noncommercial broadcaster can provide time the following week and air the issue in many different directions.

Mr. BROWN. I gather, though, that you think the commercial broadcasters would or would not drop controversial programing if public television took up the slack? You just said they were required by the fairness doctrine to lose valuable commercial time. Is that to say they will drop controversial topics?

Mr. FORE. I believe that at present commercial broadcasters often avoid dealing with controversial subjects in certain ways, because of the economics involved.

Mr. BROWN. If we have a public broadcasting system, however, that provides these controversial subjects an airing, will private broadcasters tend to drop them and thereby eliminate the necessity for equal time and the loss of commercial time, or will they likely do more or will they not change any pattern they now have?

Mr. FORE. I certainly can't predict what broadcasters will do. But as a group representing a segment of the public, we certainly feel that the commercial broadcaster will still have responsibility to ascertain the public need, convenience, necessity, and interest, and to broadcast to meet those needs.

As I stated in the fourth paragraph of our statement, we feel that this bill should not in any way reduce his responsibility in this regard.

Mr. BROWN. So you don't think he will drop controversial broadcasting in spite of what you just said?

Mr. FORE. I would hope that the noncommercial stations might point the way to the development of even more revealing and helpful probing into social, economic, and political issues.

Mr. BROWN. So he will be more willing to lose his commercial time and bring in controversial broadcasting?

Mr. FORE. Again, I can't predict that, but I would hope that the commercial broadcaster would not look to noncommercial broadcasting as in any way absolving him from the responsibility he already has as a licensee using limited public airwaves.

Mr. BROWN. Thank you.

Mr. MACDONALD. Thank you very much.

I would like to point out two things that came to my mind during your testimony. No. 1, all the networks said if this bill is passed, they would not leave the field of public service to the so-called public television, but they would keep up that type of public service program. Secondly, I would like to point out that just this week, I think it was Friday night, the gentleman from Louisiana who has been conducting an investigation received from NBC full and very ample opportunity to answer what had been a survey done by NBC about the assassination. So I am not sure your worries are very well founded.

Mr. FORE. This is commendable on the part of NBC, but it once again points up the very severe economic problem that a network faces in providing this kind of time; that is, if it went into issue after issue like this.

Mr. MACDONALD. I would be interested in seeing the rating of that program. I would think it would be very high. Even though they didn't

sell advertising on the show, I would think the show that went on before Jim Garrison's reply and the one that went on right after had its rating upped for at least that Friday. So it cuts both ways.

Mr. FORE. We would hope that noncommercial stations would feel free to move into issues that might not have as high a rating, that a commercial station would not be as willing or able to sustain. In other words, although we expect the commercial broadcaster to continue to deal with important issues, at the same time we believe we should expect the noncommercial broadcaster to deal with important issues, and that this must include dealing with controversial issues. Public broadcasting from the very start should be responsible to deal with public issues of controversial nature, and we believe that unless this is written into the bill now that it might be ignored at a later time.

Mr. MACDONALD. Once again, thank you very much for your fine testimony.

The hearing will stand in adjournment until tomorrow at 10 a.m.

(Whereupon, at 1:05 p.m., the committee adjourned, to reconvene at 10 a.m., Tuesday, July 18, 1967.)

PUBLIC TELEVISION ACT OF 1967

TUESDAY, JULY 18, 1967

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

The committee met at 10 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Harley O. Staggers (chairman) presiding.

The CHAIRMAN. The committee will come to order.

We are continuing the hearings on educational television.

Is the Honorable Calvin L. Rampton, Governor of the State of Utah, present?

If not, we will have as our first witnesses Mr. McGeorge Bundy, president of the Ford Foundation; Mr. David Ginsburg, counsel; and Fred Friendly, of the Ford Foundation.

Mr. Bundy, you may proceed as you wish.

STATEMENTS OF McGEORGE BUNDY, PRESIDENT, FORD FOUNDATION; DAVID GINSBURG, COUNSEL; AND FRED FRIENDLY, TELEVISION CONSULTANT, FORD FOUNDATION

Mr. BUNDY. Thank you, Mr. Chairman.

Mr. Chairman and members of the committee, Mr. Friendly, Mr. Ginsburg, and I are delighted to respond to your invitation to appear. We have prepared statements, but mine is a little longer than I would like. I will summarize it briefly.

Mr. Ginsburg has some comments to make on the minor but interesting differences between the House bill and S. 1160 as passed by the Senate.

I have asked Mr. Friendly if he would tell you how this whole question of public television looks to him in the perspective of his own long experience in this field.

The bill which you have before you, of course, originates in the President's message to the Congress on February 28. We are in strong agreement with that message. We think it lays out the course for action this year, the things that can be done now, and puts off the things which need further study.

I might say that we are also in strong agreement with the timely and eloquent report of the Carnegie Commission.

I might take a moment on that because Mr. Macdonald has asked whether Ford and Carnegie really do see eye to eye on this matter. I can assure you, Mr. Chairman, that we do.

We agree with the Carnegie Commission on every one of the fundamental propositions of its report. There is a marginal difference of

emphasis, and it is an interesting one, between us on the relative importance of interconnection for live programs, but I think we both agree that that difference can be tested best in the experience that will come in the future.

Carnegie and Ford both believe in local autonomy, stronger local programing, and strengthened and diversified national programing. We both believe in the kind of public broadcasting corporation proposed in this bill, with adequate funds to protect it from politics.

We believe in the need for much greater effort on the problems and promise of instructional television, a point which is covered in title III of the bill. We both support the present bill.

My prepared statement goes on to deal with six rather specific points. I will simply summarize those in headings. We can come back to them in questioning.

First, there are things which commercial television really cannot do because of the pressures of its own obligations to its owners and stockholders, and which noncommercial television can and should do. There is, therefore, a large, open field here which needs to be filled. You heard the testimony of leaders of commercial television to that same effect last Friday.

Second, we do believe that a corporation is needed to do this job; that you cannot do it effectively by the ordinary methods of appropriation to the executive departments. You need the kind of protection, independence, and quality which you will get with a corporation. As far as we can see, you can get it by no other means.

Third, my statement addresses itself to a question, an interesting one, which has been posed by Mr. Springer in these hearings. Since Mr. Springer is here, I might take a moment to read my comments on that point.

Namely, this is the question of a possible political qualification for the directors of the Public Television Corp. Congressman Springer has suggested such qualification, noting that the choice of issues and the way in which they are treated can have a political bias, whether intended or not. Of course, that point is well taken.

Mr. Springer also correctly points out that the balance between the parties is a pattern used in the regulatory agencies.

With great respect to him and to these points, I, myself, believe that it would be unwise to establish a political qualification for membership in the commission. I think the task which these directors will have is one which requires their best judgment as citizens, at a level really quite removed from that of partisan politics.

In this respect, it would seem to me that their assignment is more like that of the Atomic Energy Commission than a regulatory agency. It seems to me they should be nonpartisan, not bipartisan. They should insure the editorial integrity and professional competence of those to whom they entrust funds for programing, but I don't think there should be an implication that any member of the board is appointed for the purpose of watching over the special interests of one political party or another.

It would also seem to me unwise, and I think this may not be the real shape of Mr. Springer's own suggestion, to limit membership in this board to those who are clearly assignable to one or the other of

the great parties. Many highly qualified Americans are not members of either major party.

So it seems to me that the real concern to which Congressman Springer has addressed himself can best be met in other ways: First, by a general requirement of senatorial advice and consent, which the House bill would require; second, by long-term funding which protects the operation of the corporation from shortrun political pressures; third, by the professional standards of diversified sources of programing; fourth, by the concerns of the local television stations themselves, which will always be free to choose among the programs available; and finally, by the simple and fundamental fact that the programs made possible by the corporation will be watched and criticized by television viewers across the Nation.

It seems to me that the protections which are in the plan before you are deeper, stronger, and more appropriate than requirements of balanced political affiliation.

A fourth point to which we address ourselves in my prepared statement is the question whether educational or public television will compete in some unfair way with commercial television. I won't spend a great deal of time on this point because Frank Stanton dealt with it most effectively on Friday.

His view corresponds to what we have found in our own studies among the best men in commercial television—that they welcome competition for excellence, competition for qualified people, competition for new standards. There will not be competition for the television dollar. The kind of competition there will be can only be good for television in all its forms.

We refer fifth to the importance which we still attach to the question of the proper organization of domestic satellite service. This question is not directly before you today, but in our view there is great promise in the domestic satellite. We have repeated that point briefly in our statement.

Sixth, and finally, we make the point that there is very great importance in the need for long-term, protected funding. The precise method has not been addressed in this bill. The President has reserved his own judgment. We think that is the right way to treat the issue at this time.

We ourselves have taken no formal or final position on the question of the best possible means of funding public television over time. We are sure that a good means can be found. We equally agree that no final choice should be made until there has been further study.

We think it entirely right that the urgently needed beginning of the Public Broadcasting Corp. should not await a final decision on this specific issue.

In conclusion, Mr. Chairman, I would like to take just a moment to explain why we are so deeply interested and why we are so grateful for your invitation.

The Ford Foundation has a particular interest in this proceeding. It derives from long and intense experience. I have said some of these things elsewhere, but I want to say them again because the critical issue now is this bill and the critical judges are the members of this committee.

We have at the Ford Foundation a wider and longer experience of the effort to establish effective, noncommercial television than any other single institution in the country. We have been by far the largest single source of funds for this effort. We have 15 years of experience. We have made grants directly and indirectly of more than $100 million. Currently we are making additional grants at the rate of more than $10 million a year.

These grants have gone for station facilities, operating funds, program centers, interconnection, and such novel experiments as the Midwest airborne television experiment in Indiana and the instructional television experiments, now a permanent reality, at Hagerstown, Md.

From this experience we have learned three general lessons which underlie our entire position on this bill and on the general issue of public television:

First and most important is that noncommercial television has unlimited potential for human welfare for the quality of American life. The best achievements of the best existing stations are proof enough. But there is still more powerful evidence in the best achievements of the best services abroad.

The most powerful evidence of all is in the all but unanimous conviction of the ablest men in American television today. You heard three of them last Friday, testifying for the three great commercial networks, that nothing is more needed for television itself as well as for the country than a first-rate, national, noncommercial service.

The second lesson we have learned, and it has been a painful one for us, is that existing services and existing means of support simply cannot hope to develop more than a fraction of this potential.

The existing systems are much better than nothing, but compared to what this country deserves, they are a depressing failure. This is not the fault of the talented and dedicated men who have worked their hearts out for noncommercial television. It is the fault of all of us in that we have not yet found a way to give this work the resources it needs.

It can well be argued, indeed, that we at the Ford Foundation have contributed to this failure. For example, when we give $6 million a year, as we have been doing, to the National Education and Radio Center, normally called NET, we seem to have done a lot. And for us it is a lot. It is our largest, continuing, annual grant. But the harsh fact is that our big gift is much too small.

The third lesson we have learned follows from the first two: It is that this country must now find a way to a whole new level of action in this field, one which will release for our whole people all the enlightenment and engagement and freedom of experience that are inherent in this extraordinary media and which commercial services, as they freely admit, cannot bring out alone.

This is the true mission of the legislation you are now considering and the underlying reason for our strong support of it.

I would like to ask Mr. Ginsburg to comment on the specific differences in the bills before you, and then Mr. Friendly will wind up for us.

(Mr. Bundy's prepared statement follows:)

STATEMENT OF McGEORGE BUNDY, PRESIDENT, FORD FOUNDATION

Mr. Chairman and members of the committee, Mr. Friendly, Mr. Ginsburg, and I are delighted to respond to your invitation to appear today to discuss H.R. 6736, the bill for public broadcasting introduced by Chairman Staggers last March 7. We strongly support the bill. We think it is the right bill at the right time. My remarks will be addressed to the Chairman's bill. Mr. Ginsburg will discuss the Foundation's views on the differences between H.R. 6736 and S. 1160 as passed by the Senate. Mr. Friendly will tell you how his own long experience in television supports the need for this bill now.

The legislation you are considering originates with President Johnson's Message to the Congress of February 28 and the Report of the Carnegie Commission.

We are in strong agreement with the President's message. It states the issues and charts the current best course with a clarity and skill on which we cannot improve. It takes account of what we now know and do not know, of what can be enacted now and what needs further careful study, of what we need this year and what can reasonably wait on experience. H.R. 6736 is a sensitive and skillful translation of that message into legislative action.

We are also in strong agreement with the eloquent and timely report of the Carnegie Commission. We agree with the Carnegie Commission on every one of the fundamental propositions of its report. We find no inconsistency whatever between that report and the positions advanced by the Ford Foundation. There is a marginal difference of emphasis between us on the relative importance of interconnection for live programming; but we agree that the difference is best left to the test of experience. Carnegie and Ford both believe in local autonomy with stronger local programming. We believe in strengthened and diversified national programming. We believe in a public television corporation with adequate funds protected from politics. We believe in the need for much greater effort—and much more homework—on the problems and promise of instructional television. We both support the present bill.

During these hearings, members of the Committee have asked what non-commercial television will do, and whether these things are not done already by commercial television.

The best of the commercial television programs are creative, vital and imaginative. In some areas—spot news coverage, light entertainment, spectaculars—non-commercial television would have a hard time matching the quality of existing programs. Moreover, the commercial networks now carry many of the programs that a non-commercial network will feature: drama, discussion, news analysis, ballet, documentaries, and public affairs. But programs of this kind are the exceptions for commercial networks, not their staple diet.

We need non-commercial television not because the commercial networks cannot be excellent, they often are, but because excellence cannot be their goal all of the time or even a large part of the time.

The inexorable law of commercial television is that big audiences drive out smaller ones. Both advertisers and networks are bound by their profit motives to seek the largest possible audiences. Their time for other things is small. Commercial television is commerce first—and with marginal exception it exploits only that part of the promise of television which gives the most assurance of the most profit. To the commercial networks, time is money, and they cannot give much of it away.

It follows that non-commercial television must do the job that commercial television cannot do. Walter Lippmann stated the justification for non-commercial educational television in 1959 when he wrote that it should be a "network which can be run as a public service, and its criterion not what will be most popular but what is good."

Assuming the need for increased federal assistance for non-commercial television, a fair question is why we need a corporation to do the job. H.R. 6736, in its findings, gives a number of reasons.

The first is that a private, non-profit corporation affords what the bill calls "maximum protection . . . from extraneous interference and control." For educational broadcasting on a national scale, a safeguard of this sort is essential. This point was made by Secretary Gardner, whose Department of Health, Education and Welfare already administers the funds appropriated for educational tele-

vision facilities. If the educational broadcasters of this country can be called to account through HEW for any program which offends a Member of Congress or the Administration or state and municipal governments, then educational broadcasting will rapidly become a misnomer. Insulation from what the bill calls "extraneous interference and control" is the first and primary reason for the establishment of a non-government corporation.

Second, the bill says that a private corporation is needed to "facilitate the development of educational radio and television broadcasting." This means that educational broadcasting should be the central object of attention not of a single office or bureau within a much larger department, but of fifteen interested and talented men and women, and a staff chosen by them, with diversified experience from the various regions of the country. This problem deserves and needs the concentrated attention of the best that the country can provide. A corporation of the sort called for by the bill can best focus that attention.

Third, although we could improve local programming by direct grants to stations, that would not be sufficient. There is need, as the bill indicates, to expand and develop programming "on both the local and national level." Many programs require talent and resources that can only be supplied in national production centers and it will be the task of this corporation to establish and support such centers. The bill expressly provides for this.

Indeed it is not an exaggeration to say that the decisive contribution of the current bill is precisely in this field of protected funds for programming. Title I of the bill extends the Educational Television Facilities Act and carries forward the Federal program of providing funds to local stations for facilities. Title II, which creates the Corporation for Public Broadcasting, will provide funds for programs and is a necessary adjunct to Title I. In the end, television stations, interconnection facilities, and television sets can be worth no more than the programs that are produced for them. Congress took a historic step five years ago when it provided the hardware. It will take an equally historic step this year if it provides the software. One without the other is worth no more than a symphony hall without a symphony or a museum without art.

Let me turn now to the question of a possible political qualification for the directors of the Public Television Corporation. I notice from reading the hearings that Congressman Springer has suggested such a political qualification. He notes that the choice of issues and the way in which they are treated can have a political bias, whether intended or not, and the point is well taken. He also correctly points out that the balance between the parties is a pattern used in the regulatory agencies. With great respect to Mr. Springer, I myself believe that it would be unwise to establish a political qualification for membership in the Commission. The task which these directors will have is one which requires their best judgment as citizens, at a level wholly removed from that of partisan politics. In this respect it would seem to me that their assignment is much more like that of the Atomic Energy Commission than of regulatory agencies. They should be nonpartisan, not bipartisan. They should insure the editorial integrity and professional competence of those to whom they entrust funds for programming, but there should be no implication that any member of the Board is appointed for the purpose of watching over the special interests of one political party or another. And it would also seem to me unwise to limit membership in this Board to those who are clearly assignable to one or the other of the great parties. Many highly qualified Americans are not members of either major party. I believe that the legitimate concern which Congressman Springer has expressed can best be met in other ways:

First, by the general requirement of senatorial advice and consent;

Second, by long-term funding which protects the operation of the Corporation from short-run political pressures;

Third, by the professional standards of diverse program forces;

Fourth, by the concerns of the local television stations which will be free to choose among the programs available; and

Finally, by the fact that the programs made possible by the Corporation will be watched and criticized by television viewers across the nation.

In summary, it seems to me clear that the protections in the plan before you are deeper, stronger, and, above all, more appropriate than requirements of political affiliation.

Another question which several members of your Committee have asked is whether educational television will not compete unfairly with commercial

television, and perhaps even force it to a lower quality of programing. On this issue I stand with Frank Stanton of CBS. As you know, he was asked that question on Friday, and his answer was unqualified: that it would not happen that way.

In the last year in looking on this subject, I have talked with a number of the leaders of commercial broadcasting, and nearly all of them have taken the view that Dr. Stanton expressed to you. The best men in commercial television are not afraid of public broadcasting. They are confident of their own ability to meet any challenge for the attention of the masses of the American people, and I agree with them. In the immediate future, public broadcasting is not likely to attract the continuous mass audiences which commercial television seeks. Particular programs may reach large audiences, and public broadcasting as a whole should be of at least occasional interest to a high percentage of our whole population. But public broadcasting will not and should not be aimed—as commercial television must—for nearly continuous attractiveness to the largest possible mass audience. It has a different responsibility.

But Frank Stanton has the right answer. There will be no competition for the advertising dollar, but there will and should be competition in a higher sense—competition for excellence, competition for first-class ideas and for men and women who can produce such ideas, competition in extending the frontiers of a magnificent medium. This kind of competition is needed for commercial television as much as it is needed for the American people.

The bill before you does not deal in final terms on two issues which are of great importance. One of them is the organization of domestic satellite service. While this question is not directly before you today, I do wish to reaffirm our conviction that there is great promise in the satellite for public broadcasting, for instructional broadcasting, and for commercial broadcasting as well. We have developed this argument elsewhere, and I will not repeat it here, except to say again that the power and economy of satellites can open the way to a wholly new level of diversity and quality in the distribution of programs, and that the satellite can also offer us a major contribution to the most difficult single problem of public broadcasting: the need for program funds that are fully protected from pressure of any kind from any source.

The second element which is omitted from the current bill is the precise form of the long-term funding which will be required if the full promise of public broadcasting is to be realized. As many witnesses have said, this is not an easy question. What is essential is that we should find some form of funding which is independent of the annual process of authorization and appropriation. At the Ford Foundation we have taken no final position on the question of the best possible means of achieving this result. We have studied the matter sufficiently to be sure in our own minds that such a result can be achieved. We think it right that no final choice should be made until the President has the benefit of the kind of study that is proceeding in these hearings and elsewhere, and we also think it right that the urgently needed beginning of the Public Broadcasting Corporation should not wait a final decision on this specific issue.

In concluding, Mr. Chairman, I would like to say one word about the particular interest which the Ford Foundation has in this proceeding. It is an interest which derives from long and intense experience, and it explains both our deep concern and our gratitude to you for your invitation to appear. I have said some of these things elsewhere before—but I want to repeat them here because the critical issue now is this bill—and the critical judges are the members of this Committee.

The Ford Foundation has a wider and longer experience of the effort to establish effective non-commercial television than any other single institution in the country. We have been by far the largest single source of funds for this effort. We have fifteen years of experience. We have made grants, directly and indirectly, of more than a hundred million dollars; currently we are making additional grants at the rate of more than ten million dollars a year. These grants have gone for station facilities, operating funds, programming centers, interconnection, and such novel experiments as the Midwest Airborne Television experiment in Indiana and the instructional television experiments at Hagerstown, Maryland.

From this experience we have learned three lessons:

(1) The first and most important lesson is that non-commercial television has unlimited potential for human welfare and for the quality of American life. The

best achievements of the best existing stations are proof enough—but there is still more powerful evidence in the best achievements of the best services abroad. And the most powerful evidence of all is in the all-but-unanimous conviction of the ablest men in American television today—and you heard three of these testify only last Friday—that nothing is more needed—for television itself as well as for the country—than a first-rate national non-commercial service.

(2) The second lesson is that existing services, and existing means of support, cannot hope to develop more than a fraction of this potential. The existing systems are much better than nothing. Compared to what this country deserves, they are a depressing failure. This is not the fault of the talented and dedicated men who have worked their hearts out for non-commercial television. It is the fault of all of us—in that we have not yet found a way to give this work the resources it needs. It can well be argued that we at the Ford Foundation have contributed to this failure. When we give $6,000,000 a year to the National Education Television and Radio Center (NET), we seem to have done a lot. And for us it *is* a lot—it is our largest continuing annual grant. But the brutal fact is that our big gift is much too small.

(3) The third lesson follows from the first two: it is that the nation must find a way to a wholly new level of action in this field—one which will release for our whole people all the enlightment and engagement, all the immediacy and freedom of experience which are inherent in this extraordinary medium and which commercial services—as they freely admit— cannot bring out alone. This is the true mission of the legislation you are now considering.

Mr. GINSBURG. Mr. Chairman and members of the committee, my statement is likely to be rather brief and on the whole I think dull. I don't want to keep the committee from Mr. Friendly for very long. We have before us the bill which you, Mr. Chairman, introduced, H.R. 6736, and we also have the Senate bill, as it was amended in the Senate.

I think the record should be quite clear as to the position of the foundation on the differences between these two bills. Our particular interest is in the provisions having to do with the Corporation for Public Broadcasting, title II. I will comment on the five major Senate amendments.

The first was to section 396(c)(1), on page 11 of your bill, Mr. Chairman.

This deals with how the Board members are to be selected.

The House bill provides that all 15 members of the Board shall be appointed by the President with the advice and consent of the Senate. The Senate changed this provision in two respects.

First, the Senate bill says that nine members shall be appointed by the President with the advice and consent of the Senate and the remaining six members shall be elected by the nine appointed members.

Second, the Senate provided that three members "shall be associated with the operation of noncommercial educational radio and television stations."

In our view, either method is acceptable although we prefer the provisions of the original administration bill for two reasons:

First, the corporation will not be subject to the normal controls of government and it may be a useful safeguard to subject all members of the Board to the advice and consent of the Senate.

Second, a Presidential appointment confirmed by the Senate carries considerable prestige. We believe that all members of the Board deserve that recognition.

The next substantive change by the Senate dealt with subsections (B) and (C) of section 396(g)(1). Subsection (B) of the House bill

authorized the corporation to help establish "a system of interconnection"—in the singular—and subsection (C) authorized the corporation to help establish "one or more systems" of stations for noncommercial broadcasting.

The Senate bill simply combines (B) and (C) and uses the plural "one or more" both for systems of broadcasting stations, and systems of interconnection.

We support the change.

We don't think there can be a simple system of interconnection. There are almost bound to be various arrangements for interconnection, including regional or statewide systems, ad hoc national arrangements, and perhaps changing groupings of local stations.

There is a second reason for the change. Although we don't believe that the phrase "a system of interconnection" would be interpreted to require the corporation to use only one means of transmission, such as microwave facilities or satellites, an express reference in the bill to "one or more" systems of interconnection will avoid any ambiguity in this regard.

Section 396(g)(2)(D) deals with the activities of the corporation.

The House bill authorizes the corporation, among other things, to establish and maintain a "library" of programs—in the singular—and archives, and to "develop public awareness of and disseminate information about noncommercial educational television or radio broadcasting by various means, including the publication of a journal."

There was considerable discussion on the Senate side regarding this section.

The Senate bill amends the word "library" to make it plural, and that, of course, we favor. There should certainly be more than one library of programs in the country.

However, the Senate bill also limited the corporation to disseminating information about public broadcasting through publication of a journal.

We believe this is undesirable and recommend that the language of the House bill be retained.

The report of the Senate Commerce Committee—page 14—says that the phrases "develop public awareness" and "by various means" are so broad that they might be susceptible to abuse.

We believe that the Senate committee cut out too much. The corporation should not, we think, be limited to a journal in telling us about its work and its broadcasts. It should, instead, be free to use a variety of means to disseminate information about the programs and about the corporation's activities.

We recommend that the House language be kept, but if this committee shares the Senate committee's concern, we would suggest deleting the phrase "develop public awareness" but retaining the phrase "by various means." This would make it clear that the corporation is limited to dissemination but not limited as to the means for such dissemination.

In any event, the limitation to a journal, we think, would be too narrow and would be likely to hinder the operations of the corporation.

We next call attention to section 396(g)(2)(E), on page 16 of H.R. 6736.

This section deals with the corporation's authority to arrange for interconnection facilities. In the House bill, the corporation is limited in its dealings to "public or nonprofit private agencies."

The Senate bill deletes the word "nonprofit," thus permitting the corporation to deal directly with commercial common carriers. The report of the Senate Commerce Committee (p. 14) deals at length with this change.

You have heard testimony on it from Dr. Killian, Dr. Stanton, and others. The Ford Foundation joins with these witnesses in supporting the Senate version of this subsection.

Every important interest—flexibility, economy, speed, and diversity—will be served by letting the corporation contract directly with common carriers, on an ad hoc basis, even though direct contracting would probably not be the exclusive or even the most important way of arranging interconnection.

The question is whether the corporation can deal directly with a common carrier or whether it must give money to a nonprofit organization which, in turn, would deal with a common carrier. Our thought is that the corporation should be permitted to deal in either way.

My last point has to do with section 396(h). This important provision is on page 17 of the House bill.

Section 396(h) seeks to avoid any possible question under existing law by authorizing common carriers to provide free or reduced rates for interconnection services.

The Senate amended the section to insure that the corporation itself could also benefit from free or reduced rates. We support that change.

The Ford Foundation agrees with the remarks of Chairman Hyde of the FCC with respect to this section. Chairman Hyde told this committee last week that he believed that the FCC presently has authority to prescribe or review preferential rates for noncommercial educational television and radio services. We share that view of the Commission's present authority.

Chairman Hyde also asked that either the language of the bill or the legislative history of the act indicate the congressional intention that free or reduced rates should in fact be provided for noncommercial television and radio services.

The very inclusion of this subsection (h) is a strong indication that Congress, if it enacts this bill, intends that free or reduced rates be provided for noncommercial educational broadcasting. An express statement to that effect in the report of this committee would also be helpful.

Our own view is that if free interconnection rates are impractical, the maximum charge for noncommercial educational television and radio services should be the incremental cost to the carriers of providing the service. By incremental cost—I think you received some testimony on that just yesterday—we simply mean the added cost attributable to that particular service.

There is one final point. The bill talks of free or reduced rates for the same service—not free or reduced rates in the dead of night or free or reduced rates for some sort of second-rate or degraded service.

If noncommercial television is to be a real service, not just a second-class service, it must have reliable interconnection during the prime

viewing hours, as well as at other times. I hope that the committee will see fit to make this clear in its report.

Thank you very much, Mr. Chairman.

The CHAIRMAN. Thank you.

Mr. GINSBURG. I think Mr. Friendly is to follow me.

Mr. FRIENDLY. Mr. Chairman and members of the committee:

I am for the Public Broadcasting Act because a second service for television and radio is an act of faith. It now requires an act of Congress to turn it into reality.

I have read the transcript of the first 5 days of the committee hearings, and it is clear from the tone and penetration of your questioning that if you decided to vote for this bill, you mean to do so with the understanding that you are granting a birthright with all the commitment and responsibilities involved and not just a temporary permit for token public television.

I would use three brief examples to illustrate my position:

Not long ago one of the most respected reporters in broadcasting and a close personal friend said to me, "Fred, why are you so convinced that we in commercial television don't have the ability to do this job."

My reply was, that was my chief point; the commercial networks are superbly equipped to do anything required—public television will take years to match their depth of skills—but commercial television has not sufficient available air time to do this job and is not likely to.

The paradox between commercial television and educational or public television is that commercial television has the resources, both professional and economic, to do magnificent programs, but not enough air time available to pursue excellence.

Public television has the air time and the motivation but not sufficient resources, financial or professional. How to put those two ironic factors in proper perspective is what this bill and your deliberations are all about. It is what the Ford Foundation's satellite is all about.

Example 2: When I was in commercial broadcasting there was an instance (actually it happened more than once) when the need to transmit an event of overriding national importance to a limited but involved audience collided directly with the commercial schedule.

One of my troubled superiors said to me, "We just can't broadcast this event but can't we share it with educational television?" Occasionally we managed to do this, but the problem was that often the ETV sations were not on the air and had no interconnected network by which the broadcast could be moved to them.

My frustration was to watch the event come into master control and be "deadheaded" out, while the noncommercial stations went begging for the event or were, in fact, blanked out by insufficient funds to be on the air at all at that specific time.

My third example concerns that fateful Sunday in June when the summit meeting at Hollybush concluded. The networks, which had stayed with the Glassboro story from beginning to end, which had done a superb and costly job of covering the Middle East debate at the U.N., went live at 8 p.m. to cover the Kosygin news conference at the United Nations. At approximately 9:30 it ended.

The moment cried out for interpretation and anlysis, not just of Kosygin's position but of its impact on Hollybush, on the Middle

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East war, and even Vietnam. The three national networks did precisely what I would have had to do had I still been there. They wrapped it up as quickly as possible and returned to the commercial schedule of summer re-runs.

Public television, had it existed as this bill will permit, could have provided an interconnected service for the next hour or more which would have had inestimable value to the citizens of this Republic.

Not just broadcast-journalists but scholars of Soviet and Middle East affairs, military experts, Senators, and Congressmen could have attempted to answer the questions which all of us had after witnessing those historic and sometime confusing events.

What this bill can do is to stretch television and radio to provide enough air time, provide an electronic preserve if you will, to pursue excellence.

It is a step as important in its way as the preservation of Central Park in New York, or Rock Creek Park in Washington, or the National Park Acts, or any of the other watershed acts of Congress that have protected and secured our national assets. In this instance you are creating one where it does not yet exist.

I have talked much about news and public affairs because it has been my professional life and my credentials as a practitioner in the other elements of programing are limited—not so my appetites and expectations.

Public television won't be confined to journalism alone; it is an instrument for culture and entertainment as well as for instruction and education.

Congressman Macdonald asked one witness last week: Will public television have entertainment? The answer need not be gray. Of course it will be entertaining but there is a vast difference between entertainment and amusement.

Public television must not be permitted to become a honky-tonk midway of action games, violent fantasies, and contrived farces with fake laughter and applause, designed to appeal to the lowest common denominator all of the time.

What we are hoping to build on your foundation is highest common denominator television entertainment. The great entertainers, from Shakespeare to Will Rogers to Sam Goldwyn to Arturo Toscanini to Arthur Miller have also been great teachers. And some of the master teachers—Abraham Lincoln, Galileo, Pablo Casals, Robert Frost, Edward R. Murrow, yes, Julia Childs and John Glenn have been shining examples of absorbing entertainment.

In the second half of the 20th century the gap between the classroom and the newsroom is slight and sometimes imperceptible. And the theater of war, whether it be Vietnam or in Newark or Watts, has its relevance in living theater whether it be on Broadway or off-Broadway or on television.

There is one other point I should like to address. Congressman Springer brought it up last Wednesday in his questioning of Dr. Killian. He asked about the Washington outlets of Public Television and complained about the current reception of channel 26.

Although channel 26 WETA has recently improved its transmitter, it is a UHF station. Washington, the Nation's Capital, the place where

Public Television will have its most crucial test before all of you in Congress, does not have a VHF educational station.

New York City had been in a similar bind, until one of the seven commercial stations was ransomed for a high price. The Ford Foundation is still helping to pay that debt off.

I, among others, do not believe Public Television can be successful without a strong VHF station in Washington. I will not embarrass the members of this committee by asking how many of you get good or any reception on channel 26.

Yet in the Greater Washington-Baltimore area there are seven commercial VHF stations. At presesnt, Baltimore has no educational station, although one is planned, and no place in the spectrum is reserved for a VHF public or educational channel.

This committee should give serious thought to asking the FCC to study the feasibility of reassigning one of these seven commercial stations to Public Television.

E. B. White long ago hoped that television might become a "saving radiance in the sky." A British Member of Parliament recently prophesized that television would determine what kind of people we are. I pray that Mr. White was justified and I know that the Member of Parliament was right.

Call it Public Television, which Congressman Macdonald doesn't like, call it educational television, which most advocates of this bill don't like, call it noncommercial television—whatever you call it, it is broadcasting's last best chance.

This spark, kindled by the Carnegie Commission and the Ford Foundation, fanned into flame by the President and your colleagues in the Senate, is now in your hands. Examine it closely, change it if you will—strengthen it. But, please don't let it blow out.

Thank you, Mr. Chairman.

The Chairman. Does that complete your presentation?

Mr. BUNDY. Yes, Mr. Chairman.

The CHAIRMAN. I want to thank all of you. I believe it is a very distinguished group that we have before us this morning. I am certain that the Nation's loss was the Ford Foundation's gain, Mr. Bundy, when you went with them.

We are delighted to have your testimony, which is very enlightening, before the committee.

There are one or two questions that I would like to ask.

A question has arisen as to what use commercial broadcasters can make of corporation-financed productions and programs produced by local ETV with corporation funds.

In your opinion, should the corporation be free to make corporation-financed programs available to commercial stations?

If so, on what terms? For example, for a fee? Also, should commercial broadcasters be permitted to sell time to advertisers when they broadcast corporation-financed programs?

Mr. BUNDY. Corporation-financed programs of educational television is a complex and special subject, Mr. Chairman. I think you meet it in the bill only insofar as the Public Television Corp. or the Public Broadcasting Corp. might, itself, be associated with some of these kinds of programs.

It would seem to me that it would be useful to develop means by which programs produced on all parts of television are made available really at the discretion of the producer on terms which, it seems to me, he ought to work out for others.

That was the position that the leaders of commercial networks took last Friday. I would seem to me that a Public Broadcasting Corp. would take a similar position; namely, that while it had interest in programs for which it had paid, and while it had an accountability for programs produced perhaps with the support of others, like corporations, it also had a general concern to insure a wide dissemination.

I do not think that it would be wise for us as witnesses at this stage to attempt to prescribe just what rules and regulations the Public Broadcasting Corp. would itself set down.

The CHAIRMAN. Should the corporation be authorized, in your opinion—and perhaps we will get the same answer—to exchange programs produced with its funds with foreign broadcasters? Also, do you think that special copyright arrangements should be available to the corporation and to local ETV's?

Mr. BUNDY. Again, given the general mission to assist in lifting the quality of noncommercial television there would certainly be usefulness in exchanges, both with stations and producers within the United States and with stations and producers outside the United States.

It would seem to me that appropriate compensation and appropriate exchange arrangements and licensing agreements could and should be worked out.

The CHAIRMAN. Mr. Macdonald.

Mr. MACDONALD. Thank you, Mr. Chairman.

It is very nice to see you again, Mr. Bundy and gentlemen.

One of the questions that has puzzled me during the hearings concerns the differences between the Carnegie and Ford Foundation approach.

Mr. Martin, associate editor of the Times, states that he found the essential difference between the Ford and Carnegie Foundation was that the Ford proposal puts its main emphasis on the national approach, paying too little attention to the functions and needs of the community stations.

The Carnegie proposal, on the other hand, seems to him to exaggerate the potentialities of the community stations and to pay insufficient attention to the needs of the central operation.

Would you like to comment on that?

Mr. BUNDY. I would be glad to, Mr. Macdonald.

Mr. Markel exaggerates it, in my judgment. It is true that the one general point of divergence of emphasis is that the Carnegie Commission, Dr. Killian's commission, gives a somewhat heavier emphasis to the need for local, diversified sources and station activity than we do, but we agree with him.

We strongly agree on the importance of and the responsibility of the local stations. As a matter of fact, we wouldn't take a back seat to anyone, in the Ford Foundation, over the question of support for local television stations.

Our largest single program over the years has been precisely one of support for local stations. We do feel—and I do not find that the Carnegie Commission disagrees except as a matter of emphasis—that there is great weakness now in the national or regional programing capability of public television.

The great commercial system has strong stations and very strong national networking. We believe that a similar balance will have to be developed in the public television system, first and last. It really doesn't make sense if a given program costs $100,000 to $150,000 to produce, and first-class programing over an hour or 2-hour period could easily cost that much money, that it should be limited to a single station.

Nor is it likely that you are going to be able to develop 50 or 100 major centers of programing and professional skill. Certainly you should have more than one.

So it seems to us that what you are trying to develop here is a balanced system. Just where that point of balance is going to be when the system grows up is something I believe it would be unwise to try to decide in the summer of 1967. That is like trying to say where the exact point of physical balance of a grown man will be when you are loking at a 5-year-old child. We don't know.

It would be much better, it seems to us, to do what this bill does, to leave to the Public Broadcasting Corp. sufficient flexibility, to give it a sufficiently wide charter so that as the system grows this kind of balance can be maintained.

Mr. MACDONALD. That leads me to my second point of confusion about the bill in its specifics, and we have to turn out a specific bill. We can't just go to the floor and say this is a great idea, it is good in its concept and Congress should go ahead when they don't know how much it is going to cost.

It is my understanding that the Ford theory was to put up a satellite, or be permitted to put up a satellite, and charge the commercial carriers and then give free time to the educational system. That would seem to me automatically to have the Ford people thinking in terms of a network, not in terms of individual stations.

If I am wrong, I would be happy to be corrected. It wouldn't make much sense to beam something off a satellite for one station.

Mr. BUNDY. You are right. The satellite itself is an instrument of interconnection. That is correct. The funds raised by a satellite would, if you could get the kind of satellite system that we suggested a year ago, be available to a corporation like this one for programing that would be national in character although diversified in its sources.

Many places might be doing it but they would be national programs available then for the stations to take or reject.

In making that proposal we were concentrating, you are quite right, on the particular weakness which we have been concerned with for several years—programing suitable for national distribution for public television. But that is only a part of our program and of our concern.

The Ford Foundation has had a program of matching grants—I suspect to the noncommercial stations in many of your districts—in which we have been trying to stimulate local support for local non-

commercial stations. We do not suppose that by being in favor of a satellite we are against local stations. We are for both.

Mr. FRIENDLY. I would like to add, if I might, one picture that may help you to understand what brought us to this. I wish this committee could go out to Ann Arbor, Mich., where NET, which has a budget slightly in excess of $6 million, spends one-sixth of its budget in what looks like a shopping center, which is an electronic copying place.

Having come from commercial broadcasting where you take one program and you put it on a network and a system and it is instantly delivered to 180 stations, I was almost shocked to see how one-sixth of the NET budget was spent. They are equally disturbed about it.

Here were lines of tape machines. They cost about $60,000. In color, they are going to cost in excess of $100,000 each. But every program that NET does is taken and flown out in film form to Ann Arbor, taken on a motorcycle or a bus to this shopping center building, and then for 48 hours put on copying machines. A roll of tape costs $300 or $350. Then these tapes are sent across the country. It takes sometimes 2 weeks to bicycle them out.

Often in the news and public affairs area the product it sends out becomes obsolete by the time it gets to where it must go.

Aside from being slow and awkward, it is frightfully expensive. It means that educational television will always have its arms tied behind its back. The commercial broadcasters push a button and it is instantly there.

What brought us to the satellite proposal was that the FCC asked for a proposal last August and we made it. Had we not done so, it would have been too late.

Mr. MACDONALD. I appreciate that, Mr. Friendly. I hope perhaps the Chair will permit a second round of questioning.

I would like to follow this up with you, Mr. Bundy, if I may: On page 2 you say that both Carnegie and Ford believe in stronger local programing. You might believe in it, but if you put up this network, wouldn't that automatically weaken local programing?

Mr. BUNDY. I don't think so, Mr. Macdonald. I have talked with a number of leaders of local stations and they can testify to this point better than I can.

But I do not suppose that strengthening national programing weakens local programing. I return to the point that when you have ——

Mr. MACDONALD. If I may interrupt, the commercial networks, as Mr. Friendly knows, has a different setup. These people will be able to say yes, they will or will not take a program. So that is a big difference.

What happened in the TV field was that these people just got bigger and bigger and pretty soon all you see of any value at all is something that comes from the network.

Mr. BUNDY. There is a real problem that comes from the fact that often first-rate programing is very expensive. If you are going to make, as I said a minute ago, a large investment on a 1-hour program, it doesn't make a whole lot of sense to have it available only to one station.

On the other hand, there are things which only a local station can do. Probably you and I ought not to talk too much about the station

in Boston, though we both know Boston. But there is an expert somewhere in the room here in the form of the man who runs that station. I think he would tell you that there are things which WGBH can do and must do and which the national programing center could not do.

That has to be financed by local resources or by funds from the Public Television Corp. and this bill provides for that.

There are also things which WGBH does which deserve national attention. Julia Childs is the most famous current example, perhaps.

Then there are things, great national events, which are just as important to citizens of Boston as they are, for example, to citizens of Glassboro. They want nationally produced expert comment, whatever it may be, depth analysis on that kind of thing; 150 educational television stations cannot maintain stables of experts on various subjects.

So we have interlocking needs. The precise quality of this bill, getting away for the moment from what the Ford Foundation has an interest in, or the marginal differences between Ford and Carnegie, the precise purpose of this bill is that it is designed to leave a flexible opportunity to a corporation led by distinguished citizens with judgment and ability to follow the situation as it develops. It leaves them with freedom to move in whatever direction makes most sense.

Mr. MACDONALD. My last question, because my time has expired: In the circumstance such as Glassboro, how is it envisioned that educational TV would be able to give analysis, and so forth, when commercial networks, as Mr. Friendly said, as soon as it was over had to go back to summer reruns?

Mr. BUNDY. Let me give you an example: NET did one of those. We noncommercial television people took great pride in that. That was at the end of the state of Union address last January. The difference is not that commercial television people can't do it, but that the pressures of their commercial schedule drive them right back on schedule the moment Kosygin is off the air.

The fact that he was going to make a press conference was known certainly Sunday morning, as I remember it. That meant or would have meant that the educational television people would have had a full day to assemble either in one place or in two or three the kinds of people who would have something interesting and informative to say, probably not from the executive branch of the U.S. Government which wouldn't have wanted to commit itself in a big hurry right after that meeting, but from experts at universities, from the journalistic world, possibly Congressmen and Senators. There would have been interesting things from that press conference.

The President just before that had made a statement which was worth some attention and anlysis and so forth.

Mr. MACDONALD. My question concerned the physical problem.

Mr. BUNDY. Assuming you have free or preferential rates of interconnection, assuming you have a system either delegated by the corporation to some programing service or arranged direct by the corporation with the common carriers, with the telephone company, you would simply ask to have that set up. You would have it for covering the Kosygin news conference, as the networks did. You simply stay on the air.

The educational television stations would stay lighted up and between 9:30 and 10:30 on that Sunday evening you have an hour of pretty useful comment.

Mr. MACDONALD. But who would be charged?

Mr. BUNDY. This is a matter of choice that the corporation would make. I would assume that they would want to have not only the existing NET, which would probably be the logical agent right now simply because there is no other, but there would be more than one national programing center.

Conceivably you would pick a particular station. You might pick the New York station, channel 13, in this case, because it is a broadcast originating at the U.N., and say, "Will you organize a program if we interconnect it?" They would say "Yes" or "No."

Mr. MACDONALD. If it cost them $250,000, that would be all that they could get for that particular year.

Mr. BUNDY. The particular program might cost $25,000, depending on the interconnection cost, which we hope would be free.

Mr. MACDONALD. The bill doesn't say it would be free.

Mr. BUNDY. The bill says it can be.

Mr. MACDONALD. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Springer?

Mr. SPRINGER. Mr. Bundy, are you a registered voter?

Mr. BUNDY. At the moment, Mr. Springer, I am not, because I have been in New York only long enough to register and I have not yet done so.

Mr. SPRINGER. Where did you register in the last election?

Mr. BUNDY. I was registered not in the last election, but in 1964.

Mr. SPRINGER. I didn't ask you that to find out what your politics are, but what your interests are.

Mr. BUNDY. My politics are reasonably well known, Mr. Springer.

Mr. SPRINGER. You say that it would be unwise possibly that we ask that the members of this Commission be equally divided with the exception of one. You say that there are some who would not be affiliated with either party.

I have one of the large educational TV stations and one of the large universities of the world in my hometown. Every single person that I think would be qualified, and which would be probably three dozen people, to serve on this Commission, I think I can tell you exactly how each one of them is registered. Do you get the implication as to what I am talking about?

Mr. BUNDY. But I would suppose that you and I would agree that there are a number of distinguished, qualified citizens who are not registered in one party or the other.

Mr. SPRINGER. I don't believe you would find very many people whom the President would appoint on this who would not be interested politically in one party or another.

When this is all through, Dr. Killian said we would probably have 350 stations, reaching as many homes as ABC, NBC, and CBS does combined. Do you find that to be reasonably true?

Mr. BUNDY. I think this is in the right ball park.

Mr. SPRINGER. That is 10 or 15 years from now. A Congressman isn't worth his salt who is talking about what will happen today or next year. When you are creating something of this size and scope and impact, what we want to know is what will be that scope and impact not today, but in 1975, 1980, and 1990.

Let me give you an example. If you will go back to the 1956 election and see what those networks ran in that election, it is pretty bad. That is with reference to what Kefauver and Stevenson got in the way of coverage. It was just as ridiculous in 1964 on what the Republican candidates got in the way of coverage.

The networks have a way, when they get to the final 10 days, of landing with the winner. This is the kind of thing that has the same possibility, Mr. Bundy, and I am wondering whether or not we are going to get the same characterization in 1968. I don't know who will be the winner, but these are the kinds of things I am hoping we can stay away from.

It is because there isn't anything in the way in which our present networks are set up that covers the thing. They are left free and wide open. Maybe that is the way they ought to be. They are free enterprise.

But here we are setting up a corporation that is set up by the Congress which essentially will be financed by the Congress. The chances for politics in this are simply immense, simply tremendous. Do you see what I am talking about?

Mr. BUNDY. Well, I hear what you are saying.

Mr. SPRINGER. I am giving you the implication of 17 years on this committee. I was here in this Congress when all sorts of things were developed in the spring of 1953.

I don't see how you will get this out of politics unless you make these members essentially with a division between the two parties and ideologies.

Mr. BUNDY. Well, sir, the objective is the same, and your purpose is one I would share; namely, that there not be a partisan bias of any sort or, indeed, any other bias.

Mr. SPRINGER. Let me tell you this as an example. Dr. Killian talked about issues the other day. Every single one of the issues which he brought up for discussion were in one party, in my opinion. Not a single issue did he say was of the other party. Dr. Killian unconsciously arrived at this because these were the things he was thinking about.

Mr. BUNDY. Mr. Springer, I read your comments on that list, and I think you are quite right in adding as important issues a couple of the issues you did. But I personally would go back to the question of which way is going to give you the greatest chance of fairness and sound judgment.

I do not think, myself, that setting this thing up as an evenly balanced Republican-Democratic thing, with the party affiliation of the people a major qualification, is the right way to do it.

Mr. SPRINGER. I can say that I can line you up nine Democrats and eight Republicans and come up with a great commission. These people are of the highest educational status that you could have of anybody in this country. I would think anyone could find nothing wrong with the 15 I would pick out, eight of one party and seven of the other.

I am saying this is possible. You can't tell me that in going throughout this country you can't pick out these kinds of people.

What bothers me in this is the resistance that I am finding to getting down to the basic question of how you are going to arrive at something logical in this thing. That is what bothers me.

On this committee, 75 percent of this programing won't even be important to us. Seventy-five percent of this programing will be in the

noncontroversial field. It is the 25 percent, with the chance of being controversial, that I am interested in. Do you see what I mean?

Mr. BUNDY. I quite agree with you that that is where the problem area is. You say, as I understand you, that the best way to do that is to get eight of one party and seven of another.

With all respect, I think that is not the best way to go at it. I think it is better to take an example like the Atomic Energy Commission, which deals with matters of life and death, matters of enormous importance to the country, on which there has been difference between the parties, but not to say it will be three of one and two of the other.

I think it is better to seek citizens of eminence without that qualification.

Mr. SPRINGER. In the Atomic Energy Commission you are asking for a high technical ability and qualification.

Mr. BUNDY. You have many different technical qualifications. You are asking really for quality in the man. The same thing is true here.

Mr. SPRINGER. But you are not affecting public opinion with it. This you are.

Here is a question I have not touched yet. I kept wondering who would bring it up. I thought possibly CBS would discuss it. Then I thought the Chairman of the Commission would discuss it. We haven't even talked about editorializing.

Mr. BUNDY. This takes you into the question of are they going to comment on the news and express opinions? Are people on this service going to say things that express one opinion or another? Yes, of course. How can you deal with the great——

Mr. SPRINGER. Are you going to editorialize?

Mr. BUNDY. I am not going to take that word. I will use my word, Mr. Springer.

Mr. SPRINGER. Let's say it is an editorial. May I say that the chairman of this great Committee on Communications on the Senate side sent out a questionnaire last fall in which there was just one design, and that was to put the station on the alert if they were not editorializing they better get busy on it.

One of my local stations brought it to me. I said, "If I were you, I would throw it in the wastebasket. In the first place, the chairman of the subcommitte doesn't have any right legally to ask you those questions. It isn't any of his business whether you editorialize or not."

But he kept asking in several different ways, "Are you editorializing? If not, why aren't you editorializing?"

You are back to this same thing of being subject to political pressures. I would take it this is going to be subject to coming back up here again, if it is a Government agency.

Mr. BUNDY. It would seem to me it has greater independence if it is not a situation in which eight men seem to be agents of one party and seven of another. I agree that the pressures exist or will exit. I agree it is important to insulate. I agree there are these risks.

The question is, How do we deal with them?

Mr. SPRINGER. Mr. Friendly, you say that Abraham Lincoln and Gallileo and Pablo Casals will be among those that you would reference. What about Casals? What does he teach?

Mr. FRIENDLY. I was referring to him in the field of music.

Mr. SPRINGER. Did you read the editorial on Dr. Spock in the New York Times Sunday?

Mr. FRIENDLY. Yes.

Mr. SPRINGER. He wrote an article for Harpers, and the editor of Harpers sent back a note saying he was an authority in the field of child care and pediatrics, but he hoped Dr. Spock would forgive him if he didn't consider him an equally eminent authority in the field of international affairs and forwarded the article back to him.

Do you see what bothers me?

Mr. FRIENDLY. I certainly do.

Mr. SPRINGER. Pablo Casals, in the international field, is no authority, but he expresses himself a lot. Right?

Mr. FRIENDLY. Yes.

Mr. SPRINGER. These are things I am trying to find out exactly what you mean when you are talking in terms of teachers.

Mr. FRIENDLY. I think Pablo Casals' credentials as a teacher of politics are about equal to Abraham Lincoln's credentials as a teacher of music.

Mr. SPRINGER. That is a pretty fair statement, I suppose.

Mr. Bundy, I am trying to stay with only fundamentals. Next is the fee on financing. Can you explain to the committee how you will get public funds and yet stay independent? It is very important that you do stay independent.

Mr. BUNDY. This, of course, is not a matter that any one witness will decide. It is precisely because it is a difficult matter, as I understand it, that the President reserved judgment and called for further study.

In the Carnegie Commission report, as you gentlemen know, a number of possibilities are canvassed, and the particular recommendation which seemed best to them was that there should be an excise tax on television receivers dedicated to the purposes of the corporation.

Mr. SPRINGER. I think we can eliminate that right off, because the Treasury is opposed to it. If the Treasury is opposed to it, that means the White House is opposed to it.

Mr. BUNDY. I am not sure the Treasury view is final. I am sure the President has not made up his mind. It seems that the question should be looked at in terms of how to study the matter through. That is one possibility.

Mr. SPRINGER. I only have a few minutes. I am going to eliminate that because I don't think it will be possible. I will eliminate the satellite because I don't think it is possible. Let's come back to public funds.

I think we are going to be down here for public funds, for this $170 million. How will you take that $170 million?

Mr. BUNDY. You have eliminated things which seem to me not eliminated. I simply don't accept the premise.

Mr. SPRINGER. May we assume it is eliminated? If it isn't, I will be fooled and I will be willing to concede it and ask your forgiveness at the proper time. At this time, let's assume it is going to be $170 million of public funds. How would it remain independent?

Mr. BUNDY. I think it would be difficult, and I wouldn't at this stage of the game be in favor of such a recommendation. It seems to me im-

portant to find an insulated means of providing funds. The direct appropriation process, as I understand the matter, is not in my judgment a satisfactory means of doing that.

Mr. SPRINGER. At this point, are you against that?

Mr. BUNDY. As of today, I would be against that.

Mr. SPRINGER. All the other witnesses testified, Dr. Henry from my own university, in favor of this the other day, but do you think we could be independent if we were given that approach?

Mr. BUNDY. I think it would be much, much harder, and it is not in my view the best way to go about it.

Mr. SPRINGER. I am in agreement with you, but I think we are probably going to end up at that. That is just my opinion. It will probably be public funds.

Mr. BUNDY. I think it is one thing, of course, and I make this comment to keep the record clear, for the appropriation this year to come from general funds. Over a short period, when these funds are relatively small, that is a responsible way of doing it. But in the long run, it seems to me you have to find a better protection for the funding than annual appropriations.

Mr. SPRINGER. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Moss?

Mr. Moss. Mr. Chairman, first I want to express my appreciation for the three excellent statements we have had this morning. I have many questions stimulated by the excellent remarks of my good friend Mr. Springer.

On the question of partisan, nonpartisan, bipartisan, these terms that are bandied about with great facility and frequently widely misunderstood, I have never met a nonpartisan. I have met nonpartisans on some issues, but I have found them partisan on others, not necessarily political partisans, but partisans in that they have strong convictions. If they don't have strong convictions, they are usually such colorless characters that we would not want to appoint them to this type of commission, or any other.

Couldn't we resolve the issue by doing as we have on numerous other commissions, by stating that not more than eight shall be a member of any one political party? I have no doubt that I could select a 15-man commission balanced precisely with eight Democrats and seven Republicans and come up with a commission where I could have a consensus on almost every public issue.

The selection process today, with the broad merging of the political spectrum, does not preclude getting a consensus, regardless of partisan labeling. It would be the responsibility of the confirming body to determine a balance was in fact achieved through the nominations by the President, whether we prescribe the formula or leave it by conscience to the Senate.

Would you agree with that?

Mr. BUNDY. I certainly don't disagree in any serious way, except that I personally would prefer to emphasize the importance of selection without regard to specific political affiliation rather than to use the particular protection you are suggesting.

I agree with you that in one sense it is not really a protection at all, because within the party label of Democrat and Republican, you could

select 15 men all of one kind of opinion or 15 all of another or, indeed, as you should, it seems to me, a diversified and balanced group of distinguished Americans.

I do think, as I think Mr. Ginsburg suggested, that the protection of advice and consent in the Senate is a better protection than specific prescription in the bill.

Mr. Moss. We here on the committee are all political creatures. We have all had the bitter lessons of partisan politics. Over a period of many years, by various actions of the Congress, we have attempted to achieve a certain degree of political neutrality.

The device utilized most commonly is the one recommended by Mr. Springer. It should not be an objectionable obstacle or constitute an insurmountable obstacle in arriving at the formula for the designation of the 15-member board.

Mr. BUNDY. I don't think it is insurmountable, Mr. Moss. I am sure you can get a strong public broadcasting corporation with such a provision. I think you are more likely to get a strong one without it.

Mr. Moss. On the matter of editorializing, it would not be intended to permit editorializing on behalf of or in opposition to political candidates or parties, would it?

Mr. BUNDY. When you get to the question of political campaigns, you have the problem of a balanced presentation on behalf of or explicitly against particular candidates.

You and I know that these lines are not precise and that what looks to one newspaperman like a fair comment looks to one or another of us in public life as a brutal attack.

Mr. Moss. Yes, I have been subjected to that. I am confident that the broadcaster thought he was eminently fair.

Mr. BUNDY. The problem, therefore, is to protect fair comment and somehow insure fairness. We all agree that can't be which one of us wakes up angry the morning after something about us has appeared. It has to be the judgment of a responsible body—in this case, the corporation, by accepting the accountability for where its program funds go and what kind of people it entrusts with the moneys it receives through some form of congressional process.

Mr. Moss. But beyond the fact of a clear editorial endorsement or an editorial support of a party or a candidate, it is difficult to separate fair comment from editorializing. That fair comment can frequently be an editorial comment.

Mr. BUNDY. That is right. We have confronted this question this year, not in connection with this bill, but in connection with the proposals made to us for support by NET and its public broadcast laboratory.

It has seemed to me, as one observer, that one of the things which you ought to provide for is a certain kind of right of reply. The best way to deal with the question of a man who feels he is aggrieved is very often to give him a chance to make his point.

Mr. Moss. That is provided, is it not, under the existing Communications Act?

Mr. BUNDY. There is a general provision to that effect in the communications legislation; that is right. The enforcement of it and the management of it are very delicate matters, as you know.

Mr. Moss. We have been talking of the differences in emphasis between the Ford and Carnegie approaches. I have a strong conviction that you cannot separate the need for strong local programing effort from the need for a strong national backup support. Aren't both of them essential ingredients to a successful operation?

Mr. BUNDY. Absolutely.

Mr. Moss. And it must be the selective judgment of the management at the local level as to the extent they will utilize a strong national resource available to them.

Mr. BUNDY. That is right.

Mr. Moss. The national resource certainly could tend to dominate, but if it did, it would be because of weakness at the local level.

Mr. BUNDY. But you need financial strength at both ends of the line. It is fair to note this is an important point and we can see it in some of the commercial situations. It is all very well to say the commercial station has a free choice but if, in fact, what it has is the choice between $100,000 programs offered by the network and its own budget which is $1,000 for the same period of time, it is not a very even choice. So you have to have resources at both ends of the wire.

Mr. Moss. And in this age where local issues so frequently merge with State or National issues, that national resource is perhaps the most important ingredient.

Mr. BUNDY. If I could just say an essential or very important ingredient, I would certainly agree with you. I think it is worth emphasizing that we are a country of localities, of regions, of States, but we are also one country. A great many of the things that are of most concern to individual citizens are things that are of concern to all citizens.

Mr. Moss. We have in my home community a station which you are probably familiar with in the Ford Foundation because it has been of great assistance to it, channel 6 in Sacramento. We work very cooperatively with channel 9 in San Francisco. The ability to cooperate and to exchange programing has strengthened the ability of each to better serve the communities which have supported them from the beginning.

Mr. BUNDY. I am sure that is right.

Mr. Moss. An expansion of that, beyond just the use of the tape which Mr. Friendly has so vividly described, with the delays inherent in the processing because of the lack of a national interconnection, would greatly improve the quality of programing in both stations when added to the other stations in my State.

Mr. FRIENDLY. It becomes a common market.

Mr. Moss. It becomes a common market.

I have other questions, but I note I have used 12 minutes. The chairman has been most tolerant and I thank him for his indulgence.

Mr. MACDONALD (presiding). Mr. Devine?

Mr. DEVINE. I yield to the gentleman from Illinois.

Mr. SPRINGER. The gentleman from California was the author in 1958 of a very far reaching piece of legislation with reference to news reporting. We worked out a formula on that. I want to come back to editorializing for a moment.

Are you going to say as part of this corporation that there may be no editorializing?

Mr. BUNDY. To be perfectly candid with you, I don't understand the exact meaning of the word "editorializing," and I prefer not to use it.

Mr. SPRINGER. The best way to do is to give you an example the way it is done by stations today. They editorialize all the time.

You had editorials in one example last fall, and I don't know who the Congressman was, but there was objection that the station ran an editorial as to why he should be defeated. I think it was in California. I think the man who objected to this was in California.

Mr. MOSS. On a commercial station?

Mr. SPRINGER. Yes.

Isn't it true that you would have the same right under the FCC rules, and you are subject to them, with educational television?

Mr. BUNDY. I have to tell you I have never made an exhaustive canvass of what educational stations now do on this point.

Mr. SPRINGER. I didn't say that they did it. I don't know of any examples.

Mr. BUNDY. I would not suppose that an educational station, with a charitable charter, operating on a nonprofit basis, would issue political editorials of the kind you are suggesting.

Mr. SPRINGER. Say an editorial against anything.

Mr. BUNDY. I would think it would probably be entitled to have views on some civic issues. It varies a great deal which ones it is appropriate for a charitable institution to have an opinion on.

Mr. SPRINGER. A very controversial one in the District of Columbia is home rule. Do you think channel 26 should editorialize on home rule?

Mr. BUNDY. I would think they would have a broader responsibility, which was to insure that the issue, obviously of great importance, was fully and fairly canvassed from all sides by people appearing on the station. I don't really think that charitable institutions would primarily be or ordinarily be in the editorial business in strictly a political sense.

I can imagine them asking for support for the Community Chest, for support to a health drive, for support to traffic control, for support to many kinds of civic action which some would say was political. I would think, broadly speaking, they would not be in politics.

Mr. SPRINGER. I am trying to find out not necessarily what your opinion is, but have you people in this whole thing come to any conclusion on this point?

Mr. BUNDY. We are not the authorities on the question of what under the law is appropriate. I am trying to give you my comment as one citizen as to what I would think would be wise.

Mr. SPRINGER. Are you going to come to a conclusion as a corporation?

Mr. BUNDY. We are not the corporation, Mr. Springer.

Mr. SPRINGER. I realize you are not, but you might be on it, Mr. Bundy.

Mr. BUNDY. It would be very inappropriate for a representative of a philanthropic foundation heavily engaged in this business to become a representative also of a public foundation.

Mr. SPRINGER. Mr. Friendly is qualified to be on it.

Mr. FRIENDLY. I am too old, Mr. Springer.

Mr. SPRINGER. Well, Mr. Ginsburg has been on other Presidential boards.

Mr. Bundy, what we are thinking about here is in terms of a long time.

Mr. BUNDY. You ask me personally to speculate as to what my view would be if I were a member of the Public Broadcasting Corp. on this point.

My view would be quite strongly that educational television stations ought not to be in the business, as stations, or having political editorial positions.

Mr. SPRINGER. On any questions?

Mr. BUNDY. That is too broad for me because I can think of questions where it would be civic to have an opinion even though you were not in politics and were a charitable organization.

Mr. GINSBURG. If I my interrupt, one important point is that the corporation itself will certainly not be involved in editorializing or, indeed, in any aspect of programing other than the disbursing of funds. Remember that the corporation itself is not going to produce. All it does is distribute the funds; which are made available to it. So the corporation does not get into this. The issue really is the local stations.

Mr. SPRINGER. Let's get into programing. Aren't you going to have libraries? Aren't you going to set up and distribute funds for programing?

Mr. BUNDY. Yes, there would be funds for programing and libraries. But isn't it correct to say that there is nothing in this bill that changes the existing rights and privileges of educational television stations with respect to the points you are making in any way, shape, or form?

Mr. SPRINGER. I think you are right on that. But we are still back at the question of the FCC, and they have said, as I understand it, that an ETV station may editorialize. I don't know whether they have specifically said that they can, but it is my understanding that they have said that all stations can editorialize.

Mr. FRIENDLY. They encourage it, as a matter of fact. Mr. Springer, I don't want to appear here as a professor, which I am, but I think there is a difference between straight news reporting and interpretive news reporting and editorializing. My own feeling is that the journalists, as such, must draw the line between interpretation, analysis, and editorializing.

There isn't a journalist alive who doesn't, by mistake, cross the line. I think there needs to be some homework done eventually on the relationship of editorializing to all this.

Mr. SPRINGER. I thank you, Mr. Friendly. But I would like to say this; that I think before you get any funds nevt year, you better come to some conclusions on this one thing. Everybody has skirted this. I didn't bring it up until today. I thought somebody would bring it up, but nobody has.

Mr. FRIENDLY. It really is something between the FCC and the stations.

Mr. MACDONALD. I don't see anything too difficult about this because if an editorial would be launched against a candidate for public office, under the equal time value he would get free time.

A lot of times when campaign funds are running low, a lot of candidates would like to be attacked just so they can get on the TV or radio station to respond.

Mr. Moss. Will the gentleman yield?

Mr. MACDONALD. I recognize the gentleman from Florida.

Mr. ROGERS. I will yield.

Mr. Moss. I would only say that if that came 8 days before the election, it is very difficult to get that fair treatment.

Mr. ROGERS. Thank you, Mr. Chairman.

Gentlemen, your testimony has been interesting this morning, particularly interesting about the funding. This committee has been in the habit of trying to define programs for 3 years, and also to be specific in the amount of moneys authorized.

I notice in the testimony so far from all we have heard, there is simply provided a means for funding for the first year, and then saying we are going to study this and decide what we should come up with the second year.

I don't know if this is a very logical approach for this committee to take. I think probably we are going to have to look ahead beyond the 1 year for funding. To start into this program and simply come to an end or try to move into some other type of funding I think is going to be difficult within the first 3 years.

I think we must think this out in order to pass legislation that will be effective. Do you have any specific suggestions for the funding for the second and third year, and in what levels, if you do?

Mr. BUNDY. No, I don't have specific suggestions, Mr. Rogers. I think it would be best, really, to proceed along the lines the bill currently suggests for a number of reasons. One, as Mr. Springer's question suggests, the question of what the effective long-range funding should be is still very much under discussion, and there are strong differences of view within the Government and outside it.

Two, an important difference between our situation this year and our situation next year if you pass this bill is that you will then have a public broadcasting corporation with 15 members who will have had up to 1 year to examine this problem, to inform themselves, to look at it from the point of view of the public interest, and to bring you proposals either for further intermim financing or for long-range financing.

As you will have seen from the estimates of possible eventual development of public television in the Carnegie Commission Report, this can become quite a large-scale enterprise over the next 15 years. I, myself, hope that it will. But nobody can really say with any assurance today whether the division of sources of funds suggested there between an excise tax, direct appropriation to HEW, local and private financing, is an accurate prediction.

It would be foolish to hang much on these tentative estimates.

It seems to me that the thing to do is to make a start now, to have another closer, more careful look next year and to move into this matter gradually. But I do think it is only fair to say that I would

not support this bill and this appropriation if I were not deeply hopeful that the people in Government of the United States would go on in this direction along the lines envisioned in the Carnegie Commission Report.

Mr. KUYKENDALL. Will the gentleman yield?

Mr. ROGERS. Yes.

Mr. KUYKENDALL. Mr. Friendly made the remark a while ago and used the term "birthright." He very clearly stated that what I feel is that we are not voting for a 1-year thing. Unless I feel like we can live with this for 15 or 20 years, I shan't vote for it.

Mr. Friendly stated that clearly. Yet Mr. Bundy came back and said we don't really have the total obligation this year. I think we do.

Mr. BUNDY. I thought we were saying both in the way. If I understand your comment, you believe that we ought not to start this unless we mean to go down this road. But that does not mean that we now know all the specific steps we will take going down that road or just what shape and size they would have.

Mr. ROGERS. Let me ask you about programing. What would you anticipate the average station would devote as a percentage of time to instructional television and what has been distinguished before this committee as educational television?

Mr. BUNDY. That varies a good deal, depending on the kind of backing and the kind of organization a particular educational station has. If a station is developed primarily out of educational institutions, it very often uses a high proportion of its time on instruction and draws its revenues accordingly from its instructional work.

Other stations, primarily public in character, are less directly concerned with instruction and will get their funding almost entirely from other sources.

I am afraid I can't give you an answer on that question.

Mr. ROGERS. Mr. Friendly suggests in his testimony that we don't want public television to become a honky-tonk midway of action games, violent fantasies, designed to appeal to the lowest common denominator, but that we are hoping to build on the highest common denominator.

How do you determine these programs as they are produced as to what level you are going to reach? How is this going to be determined? Who is going to decide this?

Mr. FRIENDLY. The public corporation is not directly going to do that. The stations ——

Mr. ROGERS. I thought that they had the direct responsibility for producing the national programs.

Mr. FRIENDLY. Not for producing them. For making the grants to people who will, as I understand the bill. But I think the answer to that need not be too complicated, Mr. Rogers. I have never met anybody in commercial broadcasting or out who didn't know what was a good program.

Mr. ROGERS. How are you going to determine that?

Mr. FRIENDLY. I would be quite willing to trust the intellects of the people now in commercial television to make that decision, if they were free to make it. But there is the delicate business of appealing to the largest rating at a given time.

Mr. ROGERS. This is what I wanted to ask you about. Are you going to use the Nielsen Co. to determine whether people are watching your educational TV?

Mr. FRIENDLY. I hope there will be analyses of how many people are watching and what people are watching, but I would hope that would not be the criteria; that the criteria would be a mixture of programs that a great many people would watch and a small minority would watch, and the watchword would be "excellence."

Mr. MACDONALD. I am sorry, the time of the gentleman has expired.

Mr. ROGERS. Have I had 12 minutes yet, Mr. Chairman?

Mr. BUNDY. I am afraid I took your time, Mr. Rogers.

Mr. MACDONALD. Mr. Broyhill.

Mr. BROYHILL. I will be glad to yield to the gentleman from Florida.

Mr. ROGERS. Thank you.

Should these programs be interchanged with TV commercial stations or should there be a charge made?

Mr. FRIENDLY. If NBC does a good program that CBS wants to run, like the Kennedy tour of the White House, NBC ran it and they charged CBS a fair rate for what it costs. But there is very little record for doing that.

Mr. ROGERS. I am asking, should the noncommercial stations charge each other for the programs, or should there be a charge if the commercial stations use on a secondary basis the programs that are funded by the corporation?

Mr. FRIENDLY. I think when that happens there should be a charge.

Mr. ROGERS. It should be a nominal charge?

Mr. FRIENDLY. I think it should be a fair cost of the production for doing it.

Mr. ROGERS. Thank you.

I thank the gentleman for yielding.

Mr. BROYHILL. Thank you.

Mr. Bundy, I wanted briefly to touch on your suggestion that some language be included in the bill to permit the use of the communications satellite for the distribution of the programing.

You indicate that the satellite could offer a major contribution to the need for a program fund.

Could you briefly describe to the committee how this will be accomplished?

Mr. BUNDY. We have developed our proposal here at very considerable length. I don't want to weary the committee with a full exposition of our proposal. But in essence what we have suggested is that communciations satellite systems and technology now permit a broadcasting satellite system which, if it were organized as we have suggested, on a nonprofit basis, with agreement among the participants, that the commercial users would pay rates we think substantially below what they now pay in long lines charges, and noncommercial users would have free access.

Such a system could generate, above and beyond free interconnection, funds which could be dedicated, I would say if you passed this bill, through this corporation, to programing. This would be one way of providing a substantial amount of funds protected from politcial pressure, generated, if you will, out of a resource which is made avail-

able to the American people and society by their enormous investment in space.

This is the essence of our proposal. There are many different ways of doing it, we think. We have put forward one in response. Others have said there may well be economies here and we think there is merit in the notion of economies or even of free interconnection for noncommercial broadcasting.

The bill calls attention to that and Mr. Ginsburg in his testimony suggested that if the committee shared this view a comment in the report would be helpful for the record.

So there are different levels at which you can engage the satellite.

Whatever the solution to domestic satellite service may be, that solution will not come instantly. The problem has many ramifications. Even if you had decision instantly you would not have the satellite service instanly.

So that question, large and complex, resting now in the main before the FCC, seems to us one which should live its intense life as rapidly as possible, but in no sense in competition or in conflict with this bill, which is quite consistent in its terms with the possible later development of such a satellite service.

Mr. BROYHILL. As I understand the philosophy of the legislation before us, a network type of operation is not contemplated. There may be occasions at a later time when programs may be shown simultaneously. As it has been described to me, programings will be decided at the local station level. If you use the satellite system, would this mean that for the more economical use of this system you would have a network type of situation where the local stations would all be showing the programs simultaneously, all stations around the country?

Mr. BUNDY. Satellites certainly imply more than one station in most cases. One very important use of satellites we believe will be regional broadcasting, or even broadcasting in a single large State.

Just as a matter of side interest, I found on a visit to Japan a year ago a very great interest there in a satellite service for domestic Japanese purposes. That area is smaller, really, than some of our States and some of our regions. So it is not purely a national instrument but but it is a multistation instrument.

We were saying earlier, and I would like to emphasize for myself the view which I thought was expressed by members of the committee, that there is no conflict here in the broad sense between individual, strong, local stations and their choices about what appears on their stations, and strong, regional, national programing.

You will have to have both, in my judgment.

Mr. BROYHILL. Thank you, Mr. Chairman.

Mr. MACDONALD. Mr. Van Deerlin.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

The Ford Foundation has thus far invested about $10 million in educational network television, has it not?

Mr. BUNDY. We have an annual appropriation currently for NET of about $6 million a year.

Mr. VAN DEERLIN. What portion of this has been siphoned off into interconnection charges?

Mr. FRIENDLY. NET has done very little interconnected broadcasting. That is why I used the example of the tape machines sending it all

out. The only time they did interconnection was an experiment this winter when they did the state of the Union and a few other programs.

Generally, it would cost for NET to be interconnected as much as $6 million or $8 million a year under current rates.

Mr. VAN DEERLIN. Would it seem likely, when we get into significant spending after the first year, that a significant amount of the allocations could, if the legislation so provided, be used for interconnection charges?

Mr. BUNDY. Yes. One of the reasons, of course, that we are so eager to find means of reducing interconnection costs or even of eliminating them is precisely that interconnection by long lines or microwave can be very expensive. Nobody supposes that public television will be able to afford or indeed will want to go the level of continuous live interconnection which is characteristic of the commercial networks.

But we do suppose, and I noticed in his testimony the other day Dr. Stanton reinforced this supposition, that there are times when it is very important to be able to interconnect live. There is alse urgency in developing a better method of rapid distribution, even if it is not live, than the tape storage and bicycle service which Mr. Friendly was describing.

So I think the answer is that it may be a substantial element of the cost. We hope it will not be, if other means can be found for reducing or eliminating the long-distance charges.

Mr. VAN DEERLIN. Hope was expressed that there would be free or decidedly preferential rate consideration by the common carriers. When we had testimony yesterday from A.T. & T., about all we came out with was an assurance that we would not be stabbed. I wonder if sufficient exploration has been directed thus far to the creation of an independent system that public television might obtain and operate for itself.

Yesterday, as the final witness in the morning, and I regret there wasn't time to question him, there was testimony from a Mr. Edmund M. Pease, who was testifying for the National Catholic Education Association. He is listed as a consultant in space surveillance and communications systems. He told me after yesterday's hearing that the Hughes Corp. has made a firm offer to educational television in Mexico to provide a satellite, plus a standby satellite on the pad in case anything happens to the first one, plus all the equipment in 5,000 schools to receive the educational signal off the satellite, for a total figure of $26 million.

We are talking about spending 10 times that amount in a single year. It seems to me we might explore the possibility of maintaining an independent system.

I wonder if we might have a comment, possibly from Mr. Ginsburg, on that point.

Mr. GINSBURG. We read with a good deal of interest the testimony of Mr. McKay of A.T. & T. to which you referred. We just read it last night. You are quite right that it doesn't emerge very clearly from the record as to what the rates are likely to be.

Our hope is, as I have indicated, that the FCC will itself provide some considerable impetus to a reduction of rate.

In addition, the foundation has had conversations with the A.T. & T. and others regarding the possibilities of preferential or free

rates. The committee will wish to consider, as I have indicated, some statement in the report which would enable this to be done and give some encouragement to the FCC in its rate reduction program.

Mr. VAN DEERLIN. In the absence of such encouragement, what about the idea of maintaining a satellite system independent of common carriers?

Mr. BUNDY. This, of course, is in essence what we proposed a year ago, Mr. Van Deerlin, in our submission to the Federal Communications Commission.

We still believe that a dedicated satellite broadcast service would offer not only great economies but greatly enlarged opportunities both for instructional and for public television, and for that matter for commercial television, too.

Mr. MACDONALD. I am very sorry, but the time of the gentleman has expired.

I would like to call attention of the committee to the fact that we have waiting in the room the Governor of Utah, Governor Rampton, accompanied by Senator Moss of Utah. When Congressman Moss spoke of the 12-minute rule, I believe that was an exaggeration and I hope we can remain with the 5-minute rule.

I now recognize Mr. Watson.

Mr. WATSON. Mr. Bundy, how many States have an educational TV system?

Mr. BUNDY. If you are talking about statewide systems, I don't think you could say that there are many. If you are talking about States in which there are educational television stations, I think you would have to say nearly all.

Mr. WATSON. Are you familiar with South Carolina's educational TV stations?

Mr. BUNDY. Not as familiar as I would like to be, though I know if I had to pick a region of the country in which statewide systems are developing rapidly, it would be the Southeast.

Mr. WATSON. I think it would be helpful to those who are interested in this to study our system. It is one of the pioneer systems and I think we enjoy a good reputation in that field. Perhaps they can get some answers to many of these problems.

The question I have in mind is about the thrust of this bill which seems to be intended to improve the quality of programing, as I understand it. Isn't that basically the main thrust?

Mr. BUNDY. That is certainly a major element. It is especially an important element in the question of whether you need a new organization like the corporation to deal with that.

Mr. WATSON. The thought I had in mind was why would it not be a proper and more economical step to help support the local State systems rather than superimpose a gigantic Federal system. I believe we could cut these programs and circulate them among the States, rather than creating this new monstrosity. I am very apprehensive about this matter of editorializing, too.

I know they say the one who is aggrieved will have the opportunity to reply. We all agree to that. But you won't be very effective in replying to a professional broadcaster. It would be like saying Phyllis Diller could enter the Miss America contest with her chance of win-

ning being equal with the other contestants. I think that is pretty remote.

Why don't we support the local educational TV stations with funds and better programing, rather than using a gigantic thing like this? Have you any thoughts?

Mr. BUNDY. I would say, first, this is far from being a gigantic program.

Second, I do not think it is wise to approach this matter on the basis of an assumption that you want either one or the other. It seems to me what you want is balance. There are some things which can and should be done nationally and there are other things which can and should be done locally.

If I understood you correctly, you referred to the need for making programs which could then be circulated. If you are talking about that kind of programing, you are in a sense talking about a center which serves more than one State and even more than one region.

Whether the station takes a news program is the station's choice. But it doesn't make sense to me, to repeat myself again on a point which was discussed earlier, to invest $50,000 or $100,000, or in a long series of programs much more, a half million or a million dollars, and then to say that is available only to one station because that station happened to produce it.

If good work is being done—and it is being done in some of the State educational television services—it would seem to me important and valuable that there should be opportunities for exchange and that the usefulness of those good programs should have a wider audience.

We are not talking about a centralized monster here, dictating what other people will hear. We are talking about connecting up people and resources all over the country for their common advantage. That seems to me the right way to go at it.

Mr. WATSON. Thank you, Mr. Chairman.

The CHAIRMAN. I might say to the panel that if you don't mind I would like to interrupt these proceedings. We have a witness who has to leave town soon.

Mr. BUNDY. We can stand by or depart, Mr. Chairman, whichever you prefer.

The CHAIRMAN. If you would, please, just stand by for a moment.

We have in the room the Honorable Calvin L. Rampton, Governor of the State of Utah, and with him, Senator Frank Moss, of Utah, to present the Governor.

STATEMENT OF HON. FRANK E. MOSS, A U.S. SENATOR FROM THE STATE OF UTAH

Senator Moss. Thank you, Mr. Chairman. I do appreciate the opportunity of introducing the Governor of our State, Governor Rampton. Perhaps he needs no introduction, but I wanted to take the privilege of coming over here to present him to this panel.

He will be speaking not only for the citizens of Utah but for the Rocky Mountain States in his testimony, which will be rather brief.

I have enjoyed sitting in the committee room and hearing the testimony for part of the morning. This came before the companion com-

mittee of this committee on the Senate side and I sat there and listened to it.

I am delighted with the way the committee here is examining closely this very important question.

I won't trespass on the Governor's time, but I do express my appreciation to the chairman and all the members of this committee for the courtesy extended to the Governor. He does have an appointment in the White House at 1 o'clock and, therefore, he did need to get on and give his testimony now.

Thank you.

STATEMENT OF HON. CALVIN L. RAMPTON, GOVERNOR OF THE STATE OF UTAH, REPRESENTING THE FEDERATION OF ROCKY MOUNTAIN STATES, INC.

Governor RAMPTON. I want to thank the committee for taking me on this quickly and also to express my appreciation to the members of the panel for standing aside for a moment to give me this opportunity to proceed.

I speak with a personal concern and interest in the development of educational and public television and radio, not only as the Governor of the State of Utah, but also as a representative of the Federation of Rocky Mountain States, Inc.

The Federation of Rocky Mountain States is an official body chartered as a nonprofit corporation to promote the general welfare of Arizona, Colorado, Idaho, Montana, New Mexico, Utah, and Wyoming.

The federation is charged with responsibility to initiate, stimulate, encourage, and support scientific, technological, and economic development related activities.

I am here to endorse and support the findings and resolutions by the Public Television Committee of the Federation of Rocky Mountain States, which in brief states:

> . . . this Committee has been directed to explore and make recommendations concerning educational television development to serve the needs of primary, secondary education, and institutions of higher learning. This Committee has further accepted responsibility to explore and plan development of regional "Public Television." In the broader sense, to serve the needs of the general public in our several States.

Our public television committee has also submitted a resolution which was adopted and approved by the federation. We support the approval of a bill introduced in the Senate of the United States (S. 1160) and in the House of Representatives of the United States (H.R. 6736), Public Broadcast Act of 1967 providing for the establishment of the Public Television Corp. Copies of that resolution are herewith submitted (see p. 402).

It is our belief that the provisions of the Public Broadcast Act will vitally assist the now existing educational television developments in Utah. Utah now has in operation five educational television stations.

I am told this is the largest of any State in the Union in spite of our rather small population.

These stations are operated for the State by three institutions of higher education and by two local school districts.

During the last meeting of the Utah Legislature, house bill 246 was passed authorizing the joint committee on publicly owned educational television to accept and administer State and private grants, as well as Federal grants for educational television, and to coordinate and develop administration of educational television in the State of Utah.

This joint committee, on July 12, 1967, passed a resolution supporting the action of Senate bill 1160.

Utah also passed a bill authorizing moneys and support for a translator network. This network relays the State educational television signal to the major percentage of schools in Utah.

We feel the development of this network is in direct support of the thinking of the Public Broadcast Act of 1967. By use of the State's television system, distribution of public broadcast programing on a nationwide basis would be made available to a majority of the citizens of Utah.

Utah is appreciative of the Federal support offered under Public Law 87–447 for help in activating some of the educational television stations and a grant making possible the translator network now relaying signals to our educational institutions.

It is our belief that the provisions of the Public Broadcast Act will vitally assist in these developments.

The title I provision for grants for construction of broadcast facilities is essential if educational facilities are to be constructed in the near future in our area encompassing the seven States included in the Federation of Rocky Mountain States.

We endorse the intent of title I to assist States to activate their goals of service to all areas through construction of State networks.

We endorse the increase of the level of Federal support for facilities grants to a maximum of 75 percent, and the elimination of the previous 15-percent limitation of expenditures for interconnection facilities.

Utah in the past has provided local matching funds under Public Law 87–447 for both station activation and expansion grants.

The State now has applications pending, or in the planning stage, for additional expansion activities to serve the entire population of the State.

We believe the Public Broadcast Act will parallel the plan of both the State and the Rocky Mountain Federation. We intend to develop collectively and we naturally hope that this legislation will allow regional requests for appropriate grants. We suggest careful observation of this section to insure such a possibility.

We endorse the intent of this bill providing adequate insulation and do suggest that provisions allow even greater local, State and regional autonomy of control, of funding and programing provided by the proposed Public Television Corp.

We feel that the educational television now present in this region has contributed to the refinement and education of the public as well as our educational learning process.

We believe that through the use of the television media described by the Public Broadcasting Act of 1967, we will move forward to national and international television which will broaden the knowledge and

understanding of our people, and thus contribute significantly to a stronger foundation for a productive and peaceful society.

We invite the Public Television Corp. to use our federation and organization, with its diversified television systems and its widespread area, as a proving ground for the feasibility of the goals to be achieved by "public television."

(The resolution referred to follows:)

A RESOLUTION BY THE BOARD OF DIRECTORS OF THE FEDERATION OF ROCKY MOUNTAIN STATES, INC., MEETING PURSUANT TO CALL AND NOTICE OF CHEYENNE, WYO., APRIL 20, 1967:

Whereas, the Carnegie Commission on Educational Television has completed its deliverations and reported its findings and recommendations in January, 1967—"Public Television: A Program for Action," Bantam Books, Inc.; and

Whereas, there have been introduced in the Senate of the United States a bill (S. 1160) and in the House of Representatives of the United States a bill (H.R. 6736), the "Public Television Act of 1967," providing for the establishment of the "Corporation for Public Television"; and

Whereas, the Federation of Rocky Mountain States has designated an Educational Television Committee to explore and plan regional instructional television development to serve primary and secondary education, as well as institutions of higher learning, and to explore and plan development of regional "public television" in the broader sense to serve the general public of our several states; and

Whereas, the Educational Television Committee has carefully considered the findings and recommendations of the Carnegie Commission and the provisions of the "Public Television Act of 1967" and has reported its conclusions:

Now, therefore, be it resolved that the Board of Directors of the Federation of Rocky Mountain States, herein assembled in official meeting, does hereby wholeheartedly commend the work of the Carnegie Commission on Educational Television and endorse its report in principle; and

Be it further resolved that the Board of Directors, herein assembled, does hereby endorse, as essential to effective development of "public television" in the Rocky Mountain region, the provisions of the "Public Television Act of 1967" and does hereby respectfully recommend and request careful consideration of, support for, and adoption of S. 1160 and H.R. 6736.

Governor RAMPTON. Also, I have been asked by Governor Williams of the State of Arizona to request permission to introduce a statement by him for inclusion in the record of this committee.

The CHAIRMAN. That will be placed into the record at this point, Governor.

(The statement of Governor Williams follows:)

STATEMENT OF HON. JACK WILLIAMS, GOVERNOR, STATE OF ARIZONA

There are two non-commercial educational television stations in Arizona. . . . KAET Channel 8 at Arizona State University and KUAT Channel 6 at the University of Arizona. Both stations are licensed to the Arizona Board of Regents. I am aware of the importance of these resources and in fact have appeared on programs originating from the station at Arizona State University. KUAT was licensed in 1959 and KAET in 1961, and, therefore, may be considered pioneers in the field of educational television. Since that time both stations have distinguished themselves. The University of Arizona's film department has been the recipient of four American Film Festival Blue Ribbon awards and two of those films were selected for the Cine Golden Eagle award. Recently the KAET series "Thursday at Nine" was commended by National Educational Television as "a heartening example of a University station tackling important and often controversial local and state issues and doing this public service well". We have had some experience in educational television in Arizona and hope to continue the growth and improvement of these resources.

Naturally, whatever happens on the national scene will have an effect on educational television in Arizona. Therefore, we are concerned with develop-

ments both regionally and nationally in regard to educational television. A member of the Federation of Rocky Mountain States and representatives from the Federation will present the Federation viewpoint concerning the pending legislation. I would like to briefly comment on this legislation and on the Carnegie Commission report that prompted Federal action.

There seems to be no question that the members of the Carnegie Commission were honest citizens concerned with a unique problem. Their study and report is testimony to the painstaking effort they have made to find a solution for the problem of financing educational television.

In the report the Commission stressed the importance of the local station and of varying sources of programs for these stations. "The Corporations will exist to serve the local station but will neither operate it nor control it. Its primary mission will be to extend and improve Public Television programing. Programs financed by the Corporation will be made available to all stations, but each station will decide whether and when it will use the program." This concept is commendable, but the question that must be raised is, will the proposed legislation make this possible or will there be created not a diversity of programing for the local station but rather a source of strong national programing that will dominate the medium? Does this bill actually create a basis for strength and financing for the local station or will a national network be fostered that will dictate programing to the stations?

The Carnegie Commission in its report also indicated a need for a variety of sources of funding. Support from private, public and local governmental agencies were proposed by the Commission as necessary for over-all funding of public television. But it was also obvious that "federal funds, however, must be the mainstay of the system". Again several questions arise. Is it possible to create a source of federal funding that will insure complete insulation of public television at the national, regional and local level . . . insulation from federal control? Secondly, does this Bill insure such insulation? Thirdly, will private, public and local governmental funding (as other sources of financing) be forthcoming? Will there be a tendency, by the very nature of this Bill, for the withdrawal of local support for the stations? It seems obvious that once massive federal funds become available the tendency will be for other sources of financing to be curtailed. If this becomes a reality, then the Corporation will be at the mercy of a single avenue of support.

There is also a question that can be raised regarding the method of appointing and the composition of the Corporation's Board of Directors. These members are to be appointed by the President with the advice and consent of the Senate, should be eminent, and represent the various regions of the country. There is no guarantee that they will be. What regions are to be represented?

Again, let me emphasize that I raise these questions because I think this is a momentus proposal. It will affect every community in the nation, will have an impact on the total broadcasting spectrum, and touch the minds of every citizen. The concept of a strong local public television system is commendable, but we must be aware of the implications of this legislation and proceed with caution.

The CHAIRMAN. I want to thank you very much for coming and giving us your time and contribution to the record. I wish there were more Governors, such as you and Governor Williams, who would come forward and give their views on this legislation.

I think in future years it might be one of the most important pieces of legislation affecting America. I am sure the whole committee joins me in thanking you for your appearance today.

Governor RAMPTON. Thank you, Mr. Chairman.

Are there any questions?

Mr. KEITH. If the Governor has a few moments, I would like to make a comment, if I may.

Governor RAMPTON. If the committee has time, I certainly have time.

Mr. KEITH. I would like to ask about the nature of the board that determines the policies for your TV stations.

Governor RAMPTON. The committee was formed by the last legislature. It consists of representatives from the five stations that we have in the State and also a representative from the coordinating council on higher education in the State school office.

They form the broad general policy of the State so far as programing goes. The definite and individual programing has been more or less left up to the individual stations. We are attempting at the present time, through this committee, to coordinate this program.

Mr. KEITH. Is editorializing encouraged?

Governor RAMPTON. Not generally; no. We have some programs on one of the stations, which is not a State station. It is owned by the Brigham Young University. There is editorializing there.

But generally on the State-owned stations, no.

Mr. KEITH. Did you hear the dialog between Mr. Springer and Mr. Bundy?

Governor RAMPTON. To some extent.

Mr. KEITH. Would you care to express yourself as to the advisability of having an eight and seven board in charge of the program?

Governor RAMPTON. I am not sure I am well enough acquainted with that proposal on the basis of what I heard here to comment.

Mr. KEITH. Do you think it is generally wise that public television have at most a limited editorializing?

Governor RAMPTON. Yes, I think it should be limited. That is, as to time. I don't think the major portion of the time should be given to that. But I think an opportunity for editorializing, provided a fair opportunity is given for a presentation of all sides of the question, should be given.

I think the primary purpose, so far as our classroom work, is instructional, and that should take a majority of the time. But I don't believe editorializing should be eliminated.

Mr. KEITH. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you again, Governor, for your contribution.

I want to thank you, Senator, for coming over with the Governor.

Senator Moss. Thank you, Mr. Chairman.

Governor RAMPTON. Thank you, Mr. Chairman.

STATEMENTS OF McGEORGE BUNDY, PRESIDENT, FORD FOUNDATION; DAVID GINSBURG, COUNSEL; AND FRED FRIENDLY, TELEVISION CONSULTANT, FORD FOUNDATION—Resumed

The CHAIRMAN. I wish to apologize for interrupting your testimony, Mr. Bundy.

Mr. BUNDY. It was our pleasure, Mr. Chairman.

The CHAIRMAN. Mr. Ottinger.

Mr. OTTINGER. Thank you, Mr. Chairman.

There are a number of things that I am interested in, but particularly in how the various establishments now involved in public service programing will be affected.

Mr. Friendly, you certainly have made the public very aware that at the present time tremendous pressures are present on the networks to maintain their commercial schedules and to minimize public service programing.

Do you think the commercial networks will look upon coverage of major news events by a strong educational network as an opportunity to avoid their own public service programing? Should we have some kind of maintenance-of-effort clause in this legislation to assure that the commercial stations don't give up this field entirely?

Mr. FRIENDLY. I am sure they won't give it up. I do think it might become the Congress to make sure they don't. The present generation of broadcaster, I don't think, would let that happen. But who can tell about the future.

My own feeling is that a strong public television competitor will cause the commercial broadcasters to do better. Were I still in commercial broadcasting, I would consider that the gauntlet had been thrown down and would strive to do even better.

Commercial broadcasters are very sensitive to public opinion, to newspapers, to magazines, to the Congress. I think the benchmark that public television would lay down might cause the broadcasters to do their better more of the time.

I think it is a very good question and I don't think the Congress ought to just say it is going to happen automatically.

Mr. OTTINGER. You think the commercial stations would cover Hollybush even though it was covered full time by public television?

Mr. FRIENDLY. Yes. And I think the fact that public television was there for an extra hour might make the commercial broadcasters who would look in their offices and homes at the four monitors then, and the news director of the great network would say, "Look what public television is doing. We have to do that, too. We can't be left out."

Mr. OTTINGER. Mr. Bundy, what about the Ford Foundation? The Ford Foundation has invested, as you pointed out, a tremendous amount of its funds in promoting educational television. This has been a wonderful and important public service.

If the Government gets into educational television in a large national way, is the Ford Foundation going to step out?

Mr. BUNDY. One of the things I have learned not to do is predict what my trustees will decide. But in a general way I think it is fair to say that we are further into educational television, we are spending a larger proportion of our resources on it, than we can expect to do indefinitely. This is characteristic of foundations. They try to go where the new action is. We are now spending more this year than ever before in any 1 year on educational television in three different areas—support for NET, matching support for local stations, where our program has been more successful than our budgetary offers would like and as successful as the most optimistic of us hope, and third in an experimental program also to be run under NET on interconnected live broadcasting.

We can't go on at this rate indefinitely, nor do our resources really meet the problems. I tried to suggest in my opening statement that in the end it is larger than that. We mean to stay with it until it is on course, but as has happened in a number of other fields in the past, the foundation does hope that if there is public interest, State interest of the kind we have just heard expressed—regional and national interest—there will be larger and more stable funding than foundation sources alone can supply. Just what our level would be 5 or 10 years down the road I really cannot predict.

We are now at the outer limit of our resources and that is clear.

Mr. OTTINGER. For the benefit of your relationship with your trustees in this matter, we very much hope that private financing will maintain a role in this field, that it isn't given over entirely to the Government.

I think an element of the independence that is counted on in the Carnegie report is that there would be a continuing support of educational television from private sources as a supplement and alternative to dependence on the Government.

Mr. BUNDY. I will make sure that the record is made available to my trustees, Mr. Ottinger.

Mr. OTTINGER. The District of Columbia station appears to have a unique opportunity and perhaps the possibility of a special role since it is in the National Capital where so much of the national news and national decisions are made.

Do you envisage a special role of any kind under the corporation for the Capital City educational television station?

Mr. BUNDY. I don't think I would want to predict the particular relation that the corporation might establish with any one city, but I would like to endorse and underline your basic point; namely, that Washington as a source of comment, of interest, of information, as a place from which programs could be developed, and as an extremely important and interesting audience must obviously be a city of the greatest interest to people concerned with the future of public television and I suppose it would be of great interest to the members of the Public Broadcasting Corp.

Mr. Friendly suggested in his closing part of his remarks the importance which we attach to the quality of the signal right here in the District.

We do think that is a very important consideration.

Mr. OTTINGER. I am informed that Ford has recently given $10 million for an experimental network educational program in October. I wonder if you have the figure on how much of this will be spent on interconnection?

Mr. BUNDY. Let me say a word about that program and ask Mr. Friendly to comment further.

To answer your question, we don't know yet what the interconnection charges will be. We are doing our best, or the people in charge of the program are at our urging doing their best, to make friendly and favorable bargains with the telephone company which may have a constructive effect upon that budget.

I might say two or three things about that program, because there has been some public attention to it. We think it is very important in this year in which various kinds of possibilities for the future of public television are so much under public discussion and in the public eye, to attempt a demonstration of what happens in one particular form, the form of live interconnection.

This program is designed to be an experiment in that field. It will certainly make mistakes, and it will certainly learn as it goes along. Very talented people have been eager to join in it. So far as one can tell some distance ahead, it looks like an interesting enterprise to say the least.

The budget for it has been set over a 2-year period at a level which is substantially below any notion of $10 million a year, and actual process of funding and voting is not yet determined by our trustees. We had the matter reviewed by our board with very considerable care and indeed had a special study made of the budgeting of the program by that member of our board who had the most experience in the news and broadcast field.

We are satisfied that these people are operating under a very tight budget.

Mr. Friendly is satisfied, too, that the budget is tight, dissatisfied, perhaps, in other ways. He will tell you more about it.

Mr. FRIENDLY. On the subject of interconnection a heartbreaking amount of that budget is spent on interconnection. A rule of thumb that I used to go to bed with every night was that it was $1.15 per mile, per hour.

If you need to go to Sacramento for Governor Reagan or Governor Brown when he was there and you sometimes have 30 seconds to make that decision, it is about $3,500, whether you use it for 2 minutes or 1 hour.

If you make a mistake and you go there and the Governor really has nothing to say, that is too bad.

A big part of this Sunday experiment is going to try to demonstrate what 100 stations tied together, interconnected every Sunday night, at a very high rate can accomplish. Another big part of it will be going to Seattle, Chicago, Sacramento or Birmingham or Atlanta or Miami, for remotes.

It is a frightfully expensive thing. Sometime I will come by your office and give you chapter and verse about my Bay of Pigs when I hesitated for 12 seconds about committing $3,500 to go to Seattle for the Alaska earthquake and how I sat there with tears rolling down my face because NBC in that 30 seconds bought the only line. They murdered us.

Mr. BUNDY. We are not going to do all the things on this program, I strongly suspect, Mr. Friendly would have done in his days as a broadcast journalist. He was graduated from very large resources. He is now a statesman.

Mr. FRIENDLY. What Mr. Bundy is saying is that the rates are going to be more favorable than friendly.

Mr. OTTINGER. I think we are concerned if we are going to provide substantial funds for the educational type of communications, that the money be concentrated in that area. And we are concerned that a disproportionate amount of that money not go for interconnection, and also that it not be siphoned off in permitting high profits to commercial interests serving educational broadcasting.

One element of this that has not received much attention is CATV. I asked Mr. Hyde about this.

Do you foresee the possibility of the corporation performing itself CATV types of connections rather than using the commercial CATV outlets?

Mr. BUNDY. We think, as your question suggests, that the question of public interest in the future of CATV is a highly important subject. I cannot tell you that, as a foundation, we have a view on that, or even

that we have given it the kind of study that would entitle me to offer a formal comment on your question.

I would say it is a very important area requiring attention.

Mr. FRIENDLY. I think by 1975 the whole profile of how we communicate in this country is going to be changed greatly by CATV. This has to do with commercial broadcasting, instructional television, radio—which we haven't talked about—and certainly public television.

I think that because we are constantly dealing with crises, and this is a kind of crisis, somebody ought to look down the road at television 1975 and the way we are going to be communicating.

I think into our living rooms may come as many as 30 or 40 different channels by CATV. We are now in danger in my city and in most cities of developing electronic ghettoes that this Congress 10 years from now will spend hours and years putting together again.

So I think it is not precisely having to do with public television but it has to do with all television that CATV might revolutionize television as much as satellites and as much as television has revolutionized radio.

Mr. OTTINGER. Do you have any comment on the use of public funds——

Mr. CARTER. A point of order, Mr. Chairman. It is so unfair for one or two people to monopolize the entire committee meeting. I am forced to make a point of order. The House is in session.

The CHAIRMAN. Would the gentleman withhold the point of order so another question may be asked?

Mr. CARTER. No; I would not. I want to bring to the attention of the chairman that this has proceeded at length. With some of the members taking so much time, it has been grossly unfair to other members of the committee.

The CHAIRMAN. Does the gentleman want this panel back so he can question them this afternoon?

Mr. CARTER. No, sir. I did have some questions that I thought were pointed.

The CHAIRMAN. Will the gentleman from New York yield?

Mr. OTTINGER. Yes, of course, and I want to apologize to the gentleman from Kentucky for exceeding my time allocation.

The CHAIRMAN. Would the gentleman proceed with asking his questions?

Mr. CARTER. At this point, and after a long waiting period, since there has been a quorum call, I regret that I do not think I can question as well as I should. I regret that I must make this point of order. There are many of us who have waited at length for an opportunity to question but we have not been granted the time.

The CHAIRMAN. If the gentleman has any questions, now is the opportunity to ask them if he wishes.

Mr. CARTER. I thank you for that belated grant of time. However, I still make my point of order, Mr. Chairman.

The CHAIRMAN. The committee will stand in recess until 2 o'clock this afternoon.

So far as I know, there will be no requirement for you gentlemen to return.

I want to thank you very kindly for your contribution to the record. You are a very distinguished panel, all three of you, each in your own right.

This afternoon, our first witness will be Mr. William R. Smith, Jr., director of the Mississippi Authority for Educational TV.

Thank you again for coming before the committee this morning.

Mr. BUNDY. Thank you, Mr. Chairman.

(Whereupon, at 12:30 p.m. the committee recessed, to reconvene at 2 p.m. the same day.)

AFTER RECESS

(The committee reconvened at 2 p.m., Hon. Harley O. Staggers, chairman, presiding.)

The CHAIRMAN. The committee will come to order.

Our first witness this afternoon, in the continuation of the hearings on educational television, will be Mr. William R. Smith, director, Mississippi Authority for Educational Television.

One of our distinguished colleagues would like to present Mr. Smith.

I would like to present to you Congressman Sonny Montgomery, from Mississippi, one of our distinguished colleagues.

Would you introduce your constituent?

STATEMENT OF HON. G. V. (SONNY) MONTGOMERY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MISSISSIPPI

Mr. MONTGOMERY. Thank you for the opportunity to introduce Mr. William R. Smith, director of educational television in Mississippi.

I am vitally interested in this act and hope it will be voted out of this committee and enacted into law.

Mr. Smith has a 5-minute presentation to give at this time.

The CHAIRMAN. Mr. Broyhill.

Mr. BROYHILL. Before the Congressman gets away, I would like to say that I am aware of the fact that Congressman Montgomery was a member of the legislature of his State and I believe was the author of the enabling legislation in Mississippi to provide for an educational TV system there.

I know of his vital interest in this subject. He has talked to me about it many times. I know his background of interest and I thought the committee should have this information.

The CHAIRMAN. Thank you very much for that, Mr. Broyhill.

I would like to say to Mr. Smith that you are very fortunate to have a man of the energy and ability possessed by Mr. Montgomery representing you in the Congress of the United States.

STATEMENT OF WILLIAM R. SMITH, DIRECTOR, MISSISSIPPI AUTHORITY FOR EDUCATIONAL TELEVISION

Mr. SMITH. Thank you, Mr. Chairman, I echo the words about Congressman Montgomery. We feel the same way.

Mr. Chairman, Congressmen, my name is William R. Smith. I am Director of the Mississippi Authority for Educational Television. I represent an agency and State which have no educational television at present.

Although I have studied the Public Television Act and am familiar with it, I wish to offer no new or startling innovative suggestions to alter the mechanics or language of the legislation. I will leave this to the wisdom of others. Unlike some, I have no fear that a bill will result which will be used as an instrument of governmental or political control. I have more respect for, and belief in, the integrity of our American system than that.

I am among those who support the bill—who are pleased with the way in which it reflects the spirit of the Carnegie Commission report—and who are inspired with the opportunity and the potential envisioned in both this spirit and this bill. I urge its approval as a means of accelerating educational opportunities among the American people.

During the next few minutes, I will not attempt ot reiterate the history of educational television or how I think it should function in this country. Rather, I would like to comment on some of the ways in which this legislation, if passed, can assist in improving the educational, economic, cultural and social conditions in Mississippi.

These conditions are severe indeed. The Mississippi Education Association has recently released to Mississippians material which bluntly states that the schoolchildren in Mississippi are the most poorly educated in the United States. Mississippi is at or near the bottom in nearly every category pertaining to education.

We spend less per child for school than any other State. We offer the lowest teacher's salaries in the Nation. Almost one-half of our school age children never advance beyond the eighth grade. One-third of those who enter high school never graduate. Mississippi's rate of dropouts and number of illiterates are among the highest in the country.

The average Mississippian today earns only half of what the average American earns. Per capita personal income and per capita retail sales are the lowest in the Nation. The net effective buying income per Mississippi household ranks 49th among the 50 States. We have more households with incomes under $2,500 and fewer households with incomes over $10,000 than any State in the country.

With some exceptions, the average Mississippian has fewer opportunities for cultural development than most Americans. The State has only one relatively large metropolitan area, Jackson, with a central population of approximately 150,000 people.

Although Mississippi has a population of about 2,250,000, less than 50 percent of them live in urban areas of more than 1,000.

Approximately 1 million people reside in rural communities of less than 1,000—areas which lack cultural opportunities usually available to residents of larger communities.

The social change and adjustment of attitudes between the two races making up our society is a matter of crucial concern in Mississippi today. We must find new ways and methods of communication and understanding—of tolerance and respect—and welding what has traditionally been two separate societies dwelling within a single State into one new generation of Mississippians.

If Mississippi is to develop its full potential, it must not neglect the social conditions of any segment of her people and must provide a healthy atmosphere in which all her people may walk and live with dignity.

This then is our situation. We believe all but a very small portion of our citizens are eager to broaden their horizons—to look beyond where they have been before—to know more than they know now—to be more tolerant, more understanding, better informed, better skilled people than they are today.

Mississippi is feeling the effects of transition. It is a region changing rapidly now from an economy and society once dominated by cotton and agriculture to one characterized by a balance among agriculture, industry, and commerce.

Our State is engaged in an intensive program of comprehensive economic development directed by the Mississippi Research and Development Center and assisted by the Mississippi Authority for Educational Television.

Our role in improving the economic conditions of the State is concerned with improving the quality of available educational opportunities, elevation of the educational attainment level of our people, decreasing illiteracy, strengthening vocational and industrial and professional training and trying to crumble the walls of provincialism caused by the isolation of citizens in rural communities.

In brief, we are concerned with the development of the State's human resources. Although the Mississippi Authority for Educational Television has been in existence for slightly more than 1 year, much has already been accomplished. Our tasks were carefully researched.

A sweeping study of the State's total educational needs was conducted by a nationally known management consulting firm, which in itself reflects the spirit of change in Mississippi. One recommendation was the development of a statewide color ETV network. It will be partially operable in January 1969, with statewide coverage planned by 1971.

Construction of our State production center, one of the most complete in the Nation, will begin in August of this year.

Planning for both the technical and programing requirements continues—probably some of the most careful, comprehensive, and innovative planning which has ever taken place in the development of an ETV station or system.

This planning will include such application of modern technology to education as a terminal connected to the State's new computer center.

With the computer, we hope to solve some of the problems which have plagued ETV broadcast stations for more than a decade—such as the need for rapid evaluation of the effectiveness of inschool programs and the ability to react to the evaluation quickly enough.

This is only one example of our approach to educational television. I could give many more.

Much of what we have accomplished has been assisted and stimulated by Federal funding through the Educational Television Facilities Act, and we look forward to future financial assistance. Mississippi is not a wealthy State. There are a dozen different needs for every available dollar, but few needs more worthy, few so necessary as the development and stimulation of an eager mind.

Thus, we are committed to educational television. It offers us an opportunity to spark a deprived people, to arouse curiosity and crea-

tivity, to provide an escape from a long heritage of poverty, which stems from a large percentage of people who do not possess the skills and education to function effectively in a sophisticated society.

How fast we are able to proceed in the future—how much we will be able to accomplish rests largely with those of you here today. I thank you for allowing me to share these thoughts with you.

The CHAIRMAN. Mr. Smith, we want to thank you for coming here and giving us the benefit of your views. You have certainly been very frank and realistic in your appraisal. We hope that we will get this bill out so it will be helpful to the entire Nation and to Mississippi particularly.

There is just one question that I have. In your plan for your educational TV, are you planning now on interconnection within your State?

Mr. SMITH. Yes, sir.

The CHAIRMAN. And interconnection nationally if this bill passes?

Mr. SMITH. Yes, sir, that is correct.

The CHAIRMAN. Do you think that there ought to be something put into the bill specifically for interconnection?

Mr. SMITH. Are you referring to title I?

The CHAIRMAN. Yes.

Mr. SMITH. Under the old Facilities Act, the amount of funds available for interconnection, as you know, were very limited.

I might back into that question this way, if I may. Although we are certainly concerned with connecting our stations, we have conducted a very comprehensive technical study of the communications requirements of the State, a major portion of which was concerned with the technical requirements of the State educational television system.

These recommendations suggest that it may be more beneficial to the State if funds were provided to lease lines rather than build a State-owned microwave distribution system.

Also, although we are very concerned about connecting our stations—we simply must if they are to function—we are also very concerned that there be sufficient funds in title I to provide Mississippi with the opportunity to file applications.

As I understand it, there are now applications filed with HEW in the amount of almost $18 million. There are more applications on file than title I makes funds available for. We are very concerned about this.

The CHAIRMAN. I can see why.

Mr. Blanton, have you any questions?

Mr. BLANTON. Mr. Chairman, I have no questions. I do want to commend the gentleman from Mississippi and our sister State of Tennessee for a fine statement and wish him the best of luck.

We hope we can do our part toward promoting this.

Thank you.

Mr. SMITH. Thank you, sir.

The CHAIRMAN. Mr. Brotzman?

Mr. BROTZMAN. Thank you, Mr. Chairman.

First, I would like to welcome our colleague, Mr. Montgomery.

I would like to thank you, Mr. Smith, for appearing here today.

There is one question running through my mind. I don't know if you would have any figures on this. However, I did have the opportunity to talk to you briefly prior to the start of today's hearing.

I understand that you are presently developing a station now. Is that correct?

Mr. SMITH. Yes, sir; that is correct.

Mr. BROTZMAN. Will that be in the Jackson area?

Mr. SMITH. The one we are working on now and for which we have received funds and a construction permit is Channel 29 in Jackson. We will begin construction of the State production center, which will also be located in Jackson, approximately the 4th of next month.

This production center is not just to serve Jackson, but to serve the State. The first station that we received funds for and permission to go on the air with is the station in Jackson.

We hope to receive funds soon for Channel 2 located in another geographic area.

Mr. BROTZMAN. How extensive will that signal be throughout your State?

Do you have any way of knowing how wide your signal will be, how much of Mississippi it is going to cover?

Mr. SMITH. Yes, sir; we do. Our antenna will be located near the top of a new 2,000-foot-tall tower, one of the tallest in the country.

With our gain on the antenna and power of the transmitter, the grade B contour of the signal will be approximately 70 miles, one of the largest grade B contours in the country. That is largely due to the fact that the antenna will be so high. It will cover a population of approximately, as I recall, 638,000 people.

Mr. BROTZMAN. That is a very good signal.

Thank you very much.

The CHAIRMAN. Mr. Macdonald, have you any questions?

Mr. MACDONALD. Thank you, Mr. Chairman.

I was unable to hear all the testimony, but I am in the process of trying to digest the statement now.

I certainly think that your State, as you describe it, would be one of the most fertile areas in which educational TV will be of great help. You, speaking from experience, add to our knowledge.

Do you feel there would be a large group in your State who would feel that the Federal Government was overstepping their bounds to try to assist the citizens of Mississippi who also are citizens of the United States?

Mr. SMITH. Through Federal financial aid, sir?

Mr. MACDONALD. Yes.

Mr. SMITH. Quite frankly, I am not a native Mississippian. I have been there slightly over a year. To be very frank with you, I wondered what the reaction would be when I filed the application for Federal funds for our first station. I was absolutely pleased at the kind of reaction.

I am firmly convinced that this State is in a very meaningful transitional period. I could find only helpful guidance, only great encouragement for our participation in this program.

Mr. MACDONALD. What type of programs do you see would be most helpful to rural Mississippi? Would it be straight educational or in-

structional TV, or also the public television, so-called, that aims toward the cultural uplift of the country?

Mr. SMITH. Sir, it will be a combination. We hope to begin our schedule with 80 hours of broadcasting a week, which is a very high amount of on-the-air time for any new station ever to attempt.

We believe we must broadcast as much as possible because our needs are so severe. We will follow the recommendations recently suggested by the State Education Study which urges that television be used initially for in-school instruction, in grades 1 through 6.

We plan a heavy concentration during the hours of approximately 8 in the morning to approximately 3 in the afternoon in this area.

We wish not only to satisfy the usual kind of educational opportunities, but we hope to go beyond that. We hope to offer economics at the elementary level, physics, biology, programs such as that.

We will concentrate heavily on teacher training, with heavy emphasis because of what I mentioned in my testimony. We will also place heavy emphasis on professional and industrial training.

We will not overlook the cultural opportunities to which we feel we have an obligation as a service to citizens of our State. We will not broadcast programs that do not appeal to the people.

We want to make them entertaining, as this is a recognized function of good education. We hope even to employ a psychologist or sociologist to help us with our programing, to insure that what we broadcast is in fact meaningful to the people we serve.

Mr. MACDONALD (presiding). Do you feel the State will cooperate with you in this endeavor?

Mr. SMITH. They have so far. They have committed funds and they have committed funds not only for operating but they have provided matching funds to our Federal grant, which was about the largest in the country.

They have provided funds for the $1 million production center.

Mr. MACDONALD. Is that in being?

Mr. SMITH. The State production center?

Mr. MACDONALD. Yes.

Mr. SMITH. They will start constructing this building along with two others on the 4th of next month. The contract has been let.

Mr. MACDONALD. But as of now it is just on the board?

Mr. SMITH. It is as close to getting off the board as it could be.

Mr. MACDONALD. I congratulate you on your statement and appreciate your appearing before our committee.

Mr. Kuykendall?

Mr. KUYKENDALL. Mr. Smith, welcome to our committee. We are particularly happy to have your host, Congressman Montgomery.

By the way, Mr. Chairman, Mr. Broyhill mentioned earlier that Congressman Montgomery was the sponsor of the Educational Television Act in the Mississippi Legislature. This tied in with the questions that you were asking. Mr. Broyhill pointed that out earlier, and I thought you would be interested in knowing this.

One or two of the questions I would like to address to Congressman Montgomery in this area, if it is proper.

Before that, let me ask, since we are next-door neighbors, Congressman Blanton has a strip between me and Mississippi but a very narrow

one, what will be the locations of your stations in your State? Jackson is the first one. Where will the others be?

Mr. SMITH. The communication study suggests that approximately eight stations would be located in Mississippi.

Mr. KUYKENDALL. Where would they be, approximately?

Mr. SMITH. I am afraid you may know the area better that I, particularly because the original assignments to the localities probably will now be changed as a result of the communications study.

We, in fact, are evaluating the results of this study.

Mr. MONTGOMERY. Actually, the VHF station at Starkville, which is a land-grant television channel, will reach all the way into Tennessee.

Mr. KUYKENDALL. Now I would like to address a question to Mr. Montgomery.

In working up this legislation, and, of course, yours was a much more specific task than ours is in this committee for this particular legislation, what determinations did you make in controlling editorializing in the content of your educational television?

Mr. MONTGOMERY. It was a very short law. That was about the only thing we had a statement in for controlling. It is in the bill and Mr. Smith can state it to you.

Mr. SMITH. As I recall the language in this paragraph it reads the Mississippi Authority for Educational Television is responsible for the control and supervision of educational television in Mississippi.

It does not speak to the specific matter of editorializing. It allows the governing agency an opportunity to work in that area.

Mr. KUYKENDALL. Let me ask the opinion of either or both of you. This is one of the unresolved areas that we have in this legislation.

Do you feel that we should be very specific in defining controlling or possibly even eliminating editorializing on Government-supported television?

Mr. MONTGOMERY. I personally feel we should let the States control their own programs. We have a TV educational board that is made up of educators, business people and the Governor of the State. We should leave that authority with them on the type of programs that would be conducted on educational television.

I think it is a very serious point that educational TV could get into the wrong hands and you could put out the wrong type of information as far as bettering education in our State.

As far as the Federal Government, I would say certainly that it should be left up to the individual States to control educational television and not put any strings in the Public Television Act as to what programs would and should be conducted.

Mr. KUYKENDALL. This is such an innocent-sounding thing on the surface when you speak of men of goodwill and all this type of thing. I had heard a story as a joke for many years about the politician that got up and made a speech before the Rotary Club about honest government and his opponent demanded equal time.

This was told as a joke. But just recently I know of a case where a man was running for office, a very minor hireling on his staff was caught in a dishonest act. His opponent got up and made a presentation about honesty in government. It was obviously slanted against this man he was running against, even though it was on an issue like honesty in government.

This is how almost ridiculous this matter of twisting the use of editorial time can get if a person is determined to do so.

This is the reason we are so preoccupied here, the ranking minority member Mr. Springer having mentioned it, and Mr. Moss having mentioned the fact that some of us feel that some control of the matter of editorializing should be made.

Mr. SMITH. It is my personal belief that our office and our television effort as an agency of the State should not entertain editorials in the pure sense of the word.

I do, however, feel that it is one of our obligations to present controversial matters in such a fashion and with such cross-representation of people concerned with knowledge of those controversial areas to the people so that they will be better informed and able to use their own judgment in making up their own mind.

I feel very awakened about the management of the station, the management of the ETV authority, editorializing in the pure sense of the word.

Mr. KUYKENDALL. One last question, Mr. Chairman.

Do you feel it may be necessary for the FCC to have a new set of regulations in the area of equal time and so forth to apply specifically to the ETV network as it would differ from the regular commercial television?

Mr. SMITH. I would certainly welcome the opportunity for such a study being conducted.

Mr. KUYKENDALL. Thank you, Mr. Chairman.

Mr. MACDONALD. The time of the gentleman has expired.

Mr. Ottinger?

Mr. OTTINGER. No questions, Mr. Chairman, thank you.

Mr. MACDONALD. Dr. Carter.

Mr. CARTER. I would like to ask this question, Mr. Smith: What kind of programs have there been in Mississippi in particular? What fields have been covered in educational television?

Mr. SMITH. Are you concerned about the disciplines of television?

Mr. CARTER. Yes.

Mr. SMITH. We have identified general areas in which we will program. We have just begun to identify the specific kinds of programs to fill these areas. This is because we have just simply not reached that point. We will place heavy emphasis on service to preschoolers as well as students in grades 1 through 6 between the hours of 8 a.m. in the morning and 3 in the afternoon.

We will also concentrate on a comprehensive teacher education effort. We will also concentrate heavily on professional and industrial training.

We will serve the cultural needs of the State as best we can. This will be done, we hope, on an 80-hour-a-week broadcast schedule.

Mr. CARTER. I think that is evidence of good programing and that is the purpose for which it is intended, largely, to help improve the means of educating people, perhaps with the use of films made by outstanding educators in different fields throughout the country.

I think all of us are in favor of such things as that, programs which will help in the training of these youngsters, and oldsters, too, for that matter.

The thing that frightens us is the possibility of editorializing and controlling public opinion by a group, or a control group in Washington. That is what is of concern to most of us. And the way that group will be appointed, by the President with the approval of the Senate, or partly appointed by the President and chosen according to this bill as mentioned.

Television, like the movies has a great way of fashioning the thinking of our people. Not only has it happened in this country, but it has happened in Russia and China, also, even in those areas. It is easy to see why we should pay particular attention to any national or Federal control group that might influence the thinking of people too much.

We have had federally controlled programs in France and Germany in previous years. That is why we are looking very carefully into the many phases of this program.

Thank you, sir, for a fine presentation.

Mr. MACDONALD. Thank you, Mr. Carter.

Mr. Blanton?

Mr. BLANTON. Thank you, Mr. Chairman.

I overlooked welcoming our colleague.

Mr. Smith, you have a very able man here in the Congress.

Mr. MACDONALD. Mr. Kyros.

Mr. KYROS. I have no questions, Mr. Chairman, except to welcome my colleague and good friend, Mr. Montgomery.

Mr. MACDONALD. If there are no further questions, I wish to say that we do appreciate your contribution to these hearings.

Thank you very much.

Mr. SMITH. Thank you, sir.

Mr. MACDONALD. The next witness will be Mr. Howard Cromwell, vice chairman of the board of directors of the Midwest Program on Airborne Television Instruction.

STATEMENT OF HOWARD CROMWELL, VICE CHAIRMAN, BOARD OF DIRECTORS, MIDWEST PROGRAM ON AIRBORNE TELEVISION INSTRUCTION, INC.; ACCOMPANIED BY WILLIAM R. FALL, DEPUTY MANAGER

Mr. CROMWELL. Mr. Macdonald and members of the committee, I would like to present Mr. William Fall, deputy manager of MPATI. He will serve as a resource person in case the committee has technical questions that I feel incompetent or unqualified to answer.

My name is Howard Cromwell. I am superintendent of schools in Middletown, Ohio. I appreciate the opportunity to testify today on the matter of legislation proposed for public television.

I speak as a member of the Midwest Program on Airborne Television Instruction, MPATI. The Middletown schools have been members of MPATI since the beginning in 1961. I am a member of MPATI's board of directors and serve as vice chairman of the executive committee of that board.

MPATI's purpose is to apply modern television technology to improve the quality of instruction of schoolchildren. MPATI broadcasts instructional television materials from each of two UHF–TV trans-

mitters which are mounted in DC-6A aircraft. The aircraft is orbited at 23,000 feet over a point near Montpelier, Ind. The television signals extend 200 miles in all directions, covering an area of approximately 144,000 square miles. By this means we can reach maximum numbers of viewers at minimum costs.

Since 1961 we have built MPATI into the largest agency in the country currently engaged in distributing instructional TV materials.

Our organization is an indigenous, cooperative, voluntary association of member schools. The system is owned and operated by and for its membership, which includes some 1,700 different member schools located in six different Midwest States and enrolls approximately three-quarters of a million students.

The system has proved to be a remarkable sensitive mechanism for production and utilization of television materials which are geared directly to priority needs and requirements of our members. In addition to this use within the MPATI region, we lease our library of video tapes to ETV stations, ITFS facilities, and closed-circuit systems throughout the Nation, from Florida to Washington, and New York to California, and beyond to Hawaii.

On the basis of our experience, we believe MPATI is fully qualified to comment today on the proposed public broadcast legislation such as you are presently considering. We wish to endorse the basic concept of the public broadcast legislation before your committee.

At the same time, we should like to express two main concerns. One of these concerns is whether the legislation as presently drafted makes adequate provision for support of instructional television along with other forms of public broadcasting. We feel it is not spelled out specifically.

Our other concern is that the many public benefits which may flow from this legislation should include full realization of the economies available through airborne broadcast technology.

The bill before you can provide a basis for many great strides forward in using modern communications technology to benefit the public. To this point in time, instructional television has been public television's main form of activity and its major source of support.

We submit that instructional television, aimed at formal classroom instruction, will continue as public broadcasting's main opportunity to benefit the public at large. We are concerned, however, that this most important form of public broadcasting is least provided for in the present drafts of the bill, and especially the types of technology which we have developed in the Midwest. I should like to comment on each of the three major provisions of the bill.

Title I, as we understand it, extends the Educational Television Facilities Act and authorizes appropriation of additional funds to help provide major support to construction and installation of new noncommercial educational television and radio broadcast facilities. MPATI wshes to endorse these extensions of the Educational Television Facilities Act, which has played such a significant role in recent expansions of educational broadcast facilities.

We wish only to urge that the meanings of the term "noncommercial educational broadcast facilities" in this legislation be construed in their broadest meanings to include instructional television, along with

all the other forms of noncommercial broadcasting, and, in particular, to include regional dissemination of television materials from an airborne platform, such as we use in the Midwest.

We wish to point out that to date, the airborne broadcast system has not been able to qualify for help under the Educational Television Facilities Act because it operates under licenses which have been issued under the experimental television broadcast station rules of the Federal Communications Commission. After 6 years of broadcasting to the schools in the region, the service rendered is no longer considered experimental.

Also, the FCC has ruled that the airborne system must shift by 1970 from the two UHF channels it presently employs to the 2500–2690 megahertz band which the FCC has set aside for instructional television fixed services. But channels in this portion of the spectrum also have been explicitly excluded from support under the Educational Television Facilities Act.

In addition, a regional airborne service serves several States simultaneously and crosses State lines. Assistance under the Educational Television Facilities Act has been administered on a State-by-State basis. This, too, has tended to disqualify the airborne system from obtaining needed aid.

We note title I of the bill proposes to continue State-by-State administration of funds. We agree this method is entirely appropriate for support of ground-based systems, but for innovative dissemination systems which operate over a regional or continental basis, like an airborne system or a satellite system, additional provisions need to be made so that these valuable forms of broadcast service may also be strengthened.

Title II sets up a corporation for public broadcasting and spells out functions which it may perform. MPATI wishes to endorse this idea also, and hopes that there may be a number of significant ways in which airborne systems may be permitted to work in conjunction with the corporation in carrying out its several functions.

In particular, we hope that opportunities may develop for the airborne system to work as a means of dissemination and interconnection among educational broadcast facilities on a regional basis.

We note in the bill the definition of "interconnection" is specified to mean "the use of microwave equipment, boosters, translators, repeaters, communication space satellites, or other apparatus or equipment." The list includes several specific forms and types of equipment, but does not mention airborne equipment. We trust the general category of "other apparatus and equipment" is broad enough to allow inclusion of airborne systems.

We note in the Senate report on title II of this bill that the issue of interconnection of educational facilities was recognized by the Senate to be of vital importance. The Senate report notes that "in virtually all instances planning of individual State networks is done without regard to what is being done in other States or what is being considered nationally." The Senate report goes on to underscore the need for effective regional interconnections and the "clearly apparent need for closer coordination and consultation among network planners."

One of the key functions proposed for the corporation for public broadcasting is "to arrange by grant or contract with appropriate public or private agencies, organizations, or institutions, for interconnections facilities suitable for distribution and transmission of educational television or radio programs to noncommercial educational broadcast stations." MPATI hopes it is the intention of this legislation that the corporation, when formed, would explore a variety of patterns for providing interconnection services, seeking the most effective, the most efficient, and the most economical among several systems.

Our experience in the Midwest points to two major contributions which an airborne system can make. In the first place, airborne broadcasting is a remarkably economical way to disseminate materials instantaneously and simultaneously to an entire region. It can interconnect stations. It can also send signals directly to home and school receivers. It can do both of these things at very low costs of operation.

In the second place, we believe an airborne system has important potentials as an intermediate relay system to work in concert with future communication satellite systems like the systems proposed by the Ford Foundation. We understand that signals from satellites are likely to be too weak to be received directly on the ground by home or school receivers.

An airborne system, however, can act as an intermediate relayer and booster, and can send amplified signals on from the satellite directly to home or school receiving sets. Because of such potentials we hope that airborne systems will be included in the thinking and planning of the corporation proposed in title II.

Finally, title III of the bill would authorize appropriation of half a million dollars to conduct studies of educational and instructional television broadcasting. Here again MPATI wishes heartily to endorse the idea of research and study. Indeed, MPATI urged the Commissioner of Education 5 years ago to carry out comprehensive studies of the sort envisioned in title III. We wish to add two particular comments on this point.

The first is that "the comprehensive study" referred to in title III should certainly include consideration of airborne technology along with the several other specific forms of technology which are explicitly mentioned.

The other comment is that we hope whatever studies are made will be able to achieve sufficiently long-range and broad scope points of view.

Our experience in the Midwest suggests that the problems of education and instruction which we are facing are essentially the same problems which developing nations are facing all over the world. Indeed, problems elsewhere in the world may be far more acute than the problems we are facing.

But the great promise of technology lies in its universality. If radio and television can help us forge ahead in this country, the same or similar communications technologies can help other nations make progress, too. We hope the studies which may grow out of title III will have perspectives of the worldwide significance of the revolution in instruction which television places within our grasp.

Thank you, gentlemen, for the opportunity to make these comments.

Mr. MACDONALD. Thank you, Mr. Cromwell.

I take it in general you support the bill.

Mr. CROMWELL. Yes, we do.

Mr. MACDONALD. But you want to have made very concrete in the bill the fact that your type of use of airborne television be included.

Mr. CROMWELL. We would be pleased, sir, if that would occur.

Mr. MACDONALD. Frankly, I can't see any reason why it would not be. The only thing I am a little curious about is how it works. This must be a very sophisticated type of aircraft to be able to do all these things. How is it refueled and all that?

Mr. CROMWELL. It works surprisingly well as far as the percentage of time that we are able to be on the air. We have averaged 98-plus percent of the time. We use two aircraft. We have only one aloft at any one time. If we know that weather is likely to be bad over Fort Wayne, we can send the second aircraft as far south as Atlanta, Ga., for take-off the next morning, equipped with enough tapes for the next day's broadcasts.

So we know it can be back at Fort Wayne, Ind., and fly at 23,000 feet without interruption to the programing. The cost of buying these two aircraft and equipping them came from a Ford Foundation grant. You heard Mr. Bundy refer to MPATI this morning as one of the projects they had helped. This is true.

We have now reached the point where we are expected to be self-supporting on a membership basis of fees.

I am not sure whether I answered your question exactly.

Mr. MACDONALD. I was just wondering how it works. An airplane takes off at what time in the morning?

Mr. CROMWELL. Mr. Fall is the deputy manager.

Do you want to answer that, Mr. Fall?

Mr. FALL. Yes, sir. We take off in the morning approximately 1 hour before broadcast time and go by a circuitous route from Lafayette to Terre Haute, by Indianapolis, and up to Fort Wayne, by which time we are at 23,000 feet.

We begin the broadcast day during the winter months, the regular school year, at approximately 9:25 a.m. The aircraft flies in a figure 8 pattern at this altitude for the entire broadcast day, which is about 5¾ hours. We broadcast simultaneously different programing on each of the two UHF–TV channels.

Mr. MACDONALD. At that point, can I just ask, do you have to put in a flight plan with the CAB?

Mr. FALL. Yes, sir. We fly with the full knowledge and consent and, I might add, great help of the ATC in Indianapolis. The FAA boys have been very cooperative with this project from the very beginning.

Mr. MACDONALD. There is no problem of interception by accident or planes coming through that area?

Mr. FALL. No, sir. We are transponder equipped. We are in constant radar contact with the center. They vector commercial traffic around this particular area so it does not conflict.

Mr. MACDONALD. How wide is the area in which you fly?

Mr. FALL. We fly within a 10-mile radius circle, so we are in a 20-mile diameter circle, in other words.

Mr. MACDONALD. I thought I understood that if the weather is bad there, you go to Atlanta.

Mr. FALL. No, sir. That is our assigned orbit area. If we cannot stay within that orbit area, we would then cease broadcasting, go out of the area into a holding situation, and then go back into it as soon as the weather has cleared. That situation has happened once in all of our time, when we have been forced out of the area by weather.

We are radar equipped, of course, so the pilots can spot the weather problems on the radar and maneuver around them. But very rarely do we have a problem.

Mr. MACDONALD. What is your budget for maintaining these aircraft?

Mr. FALL. The budget for the operation and maintenance of the aircraft, and the operation and maintenance of the transmitting equipment aboard the aircraft, totally, will be in the order of $900,000 a year. This is a round number.

Mr. MACDONALD. Once again I would like to congratulate you for your presentation. I think this idea catches the imagination, because it is certainly much less expensive than the satellites and perhaps other systems. I would think this would be much cheaper that utilization of a common carrier.

Am I correct in that assumption?

Mr. FALL. Yes, sir. However, I would hasten to point out that while it has economies, and we feel that to do the job we are doing it is the most economical means of doing it except perhaps by satellite, it is somewhat like comparing apples and oranges when you try to compare the service of an airborne system to the service of a ground-based ETV station.

It seems to us that the purposes of these two are different. We can fly the aircraft more than we do. We happened to tailor it to the normal school day. In other words, we broadcast about 5¾ hours a day, as I said. We could fly more than this.

We do have hopes that one day we will be able to fly with adult educational materials, adult instruction materials, in various fields. We have done some exploratory work and some preliminary planning in some of these areas. Right at the moment, all of our work is in school broadcasting.

Mr. MACDONALD. I noticed that some of your concern was that this bill did not include educational TV in the real meaning of educational TV: that is, instructional TV.

Mr. FALL. Yes, sir.

Mr. MACDONALD. Frankly, I have felt that perhaps we should sharpen it up.

Presently, I think you are well covered as far as informational TV is concerned. Where is your concern about the fact that it should perhaps not be left out? I am not talking about the airplane, but I am talking about instructional TV.

Mr. FALL. I think our concern here goes to the Carnegie report, which rather specifically excludes instructional television, I believe. It sets it apart and indicates that it is another problem and that they weren't trying to solve or make specific recommendations for instructional television, per se.

Mr. MACDONALD. I am sure you have listened to the testimony today, and the witness who just preceded you from Mississippi. They look forward to this bill doing just what you feel the bill will not do. It strikes me as a little peculiar that everyone has been talking about the State systems of education in Alabama, Georgia, and South Carolina, and still you have a feeling that perhaps it should be left out.

I only ask this because I certainly don't want, as one member of this committee, speaking for myself, to see educational TV in its true meaning left out, instructional TV.

Do you have any specific recommendations as to what should be done?

Mr. FALL. I think this bill, as it is before the House now, looks at title III, which is a provision for a study of the need of instructional television. This study, as I recall it—and I don't have the bill right at hand—is to come up with a report by June of 1969, or somewhere along in there, I believe.

The needs of instructional television are pretty immediate, really. We are concerned in one sense that this kind of a delay will create more problems in the area of developing instructional materials.

If I might just comment a little bit, the materials which MPATI has in its library at the moment number about 26 courses—28, really. Twenty-six of these were specifically produced by MPATI. Most of these were produced with Ford Foundation money as part of the original grant. These materials represent a cost per lesson of somewhere in the neighborhood of $1,500 per lesson when we made them. We started production in 1960 and 1961. We have created this library of approximately 1,800 lessons.

It is the feeling of the people in the region we serve that we should be adding to these materials at the rate of about 360 lessons a year. The cost of doing these has increased. It is no longer possible to do them, at least in our opinion, our experience, for $1,500. It is more on the order of $2,000, or even more.

The need for getting at this now is rather acute, in our experience. I think Mr. Cromwell can speak to this point much better than I can because he is actually at the receiver end.

Mr. CROMWELL. Science and math, although they have certain fixed principles, do not remain static, especially modern math, and even science.

What was perfect 5 or 6 years ago is out of date and has to be revised from time to time. MPATI was able to secure some of the finest television teachers in America to help make the original tapes. Obviously, like all resource people, the fees that they can command now are much greater than they were 6 years ago. But we do need to update our material.

Mr. MACDONALD. My last question is this: On page 5 you say you understand the signals from satellites are liable to be too weak to be received directly on the ground by home or school receivers. That comes as a surprise to me.

Mr. CROMWELL. My understanding, and I am not an engineer, is that the weight of the satellite would have to be enormously increased if you were to put in generators that would be sufficiently large enough to transmit a signal to the earth that would be picked up by home receivers.

I think the satellites that we now use have their signal picked up in New England and amplified. Then they are sent by relay, telephone lines, I assume, to other land-based stations in America. I am now talking about commercial telecasting.

From what I can read, it would take a tremendous——

Mr. MACDONALD. Excuse me, sir, but this is the international satellite you are talking about. You are quite right. It goes to Andover, Maine, and then goes into New York for rebroadcast. But on a domestic satellite, don't you think it would be strong enough, the signal emanating from it, would be strong enough?

Mr. CROMWELL. Mr. Fall is an engineer by training, and I am not.

Mr. FALL. I am not an engineer by training, but sort of one by default and avocation. I understand from our engineer consultants that the basic problem here is one of power. You either put power in at the satellite end of it or you put in an antenna system at the ground with sufficient gain to overcome the noise problem.

What we are trying to say here, I believe, is that satellite systems which have been proposed pretty generally are based on the idea of having a rather sophisticated antenna system. At the moment, according to the latest information which we have been able to get, there is not sufficient power available to transmit from a satellite so that you can have direct reception on a home receiver.

Mr. MACDONALD. That is, without going through a common carrier.

Mr. FALL. That is right.

Mr. MACDONALD. I think we all understand that.

Mr. FALL. That is all that we were saying on that point.

Mr. MACDONALD. Mr. Van Deerlin?

Mr. VAN DEERLIN. No questions, Mr. Chairman, at this time.

Mr. MACDONALD. Mr. Carter?

Mr. CARTER. I want to congratulate you on your presentation today. I want to state I am much more interested in your field—that is, instructional educational TV—than any other part of it. I heartily agree with you on what you say on page 2, that you wish to urge that the meaning of the term "noncommercial educational broadcast facilities" in this legislation be construed in their broadest meanings to include instructional television. I certainly agree with that.

We have been hearing a lot about editorializing and the problems that may be presented by such. But this is the thing that is going to help the people in the Midwest, in Ohio, Kentucky and other areas. I certainly support it strongly.

Thank you, Mr. Chairman.

Mr. MACDONALD. Thank you, Dr. Carter.

Mr. Ottinger?

Mr. OTTINGER. Thank you, Mr. Chairman.

I would like to welcome you gentlemen here and join with the comments of our chairman, Mr. Macdonald, in expressing fascination at the operation you have undertaken, an airborne system of transmission.

I would like to get a little clearer idea as to how we can help you and particularly what you seek. With respect to title I, I am under the impression that instructional educational television facilities and instructional television are now included. I have title I of the bill in

front of me. Its language includes an agency or office responsible for supervision of public, elementary or secondary education or public higher education in a State, or in a political subdivision thereof.

It would seem that instructional television does qualify for facilities grants. Do you have a different understanding?

Mr. CROMWELL. My feeling is that because it isn't specifically spelled out, if you create a commission in title II which has the authority to make an interpretation, if the law is vague there is always the possibility that they may interpret the law differently than the Congress intended.

Mr. OTTINGER. Let's stick to title I. We will get to title II.

Do you need changes in title I as you see it to qualify? You have a statement that "We wish only to urge that the meanings of the term 'noncommercial educational broadcast facilities' in this legislation be construed in their broadest meanings to include instructional television."

You were discussing it in the area of title I. That paragraph starts out, "Title I, as I understand it, extends the Educational Television Facilities Act."

Mr. CROMWELL. Could the phrase "instructional television" be specifically worked into the wording?

Mr. OTTINGER. Yes, but I am not sure it is necessary.

You say that you are shortly going to be required by the FCC to go to the 2,500-2,960 megahertz band. Then you say that this band is explicitly omitted from support by the Educational Facilities Act. Can you supply me with the language where this is excluded?

Mr. FALL. It is excluded by virtue of its not being part of it. In other words, they tie the eligibility to acquire funds under this Facilities Act.

Mr. MACDONALD. If the gentleman will yield, you point out the statement that "The list includes several specific forms and types of equipment, but does not mention airborne equipment. We trust that the general category of 'other apparatus and equipment' is broad enough to allow inclusion of airborne systems."

Wouldn't that fit your case?

Mr. FALL. But at this point you must be a holder of a regular license in order to qualify. As we point out, MPATI does not hold regular licenses. It holds experimental licenses.

Mr. OTTINGER. I think really all my questions would be answered if we could have from you, and I think both the committee and I would like to have it personally, specific recommendations as to the legislative changes that you would like to see us incorporate in this legislation to take care of your situation.

Mr. KUYKENDALL. Will the gentleman yield?

Mr. OTTINGER. Yes.

Mr. KUYKENDALL. This is what I would like to have, and that was the only thing I was going to ask about. I would join with the gentleman from New York for them to give us the specific language.

Mr. CROMWELL. May we work on this?

Mr. KUYKENDALL. Yes. Take a careful look at the legislation and see what you need. We would like to see your facilities and your particular kind of operation covered, completely covered. Perhaps we can work

with you in trying to get language to cover that, if it is not already in the legislation.

Thank you, Mr. Chairman.

Mr. MACDONALD. Mr. Kyros?

Mr. KYROS. No questions. Thank you, Mr. Chairman.

Mr. MACDONALD. In thanking you for coming here to give us this presentation, I would like to echo what has been said here. I think a great number of members of the committee feel strongly that instructional TV is part of the concept of this bill. Certainly we would not like to see any successful program such as you have going in the Midwest be cut out for just technical reasons.

Therefore, I also add my voice in saying if, before the end of the hearings, in a reasonably quick period of time, you could get us some language that you think would satisfy your situation, I am sure the committee would appreciate it.

Mr. CROMWELL. We will do that.

(The following material was received by the committee:)

IMPROVEMENTS SUGGESTED FOR PROPOSED PUBLIC BROADCASTING LEGISLATION

A. Introduction.—At a public hearing of the House Committee on Interstate and Foreign Commerce held July 18, 1967, several members of the Committee indicated to MPATI representatives that the intent of the proposed public broadcasting legislation includes assistance for instructional broadcasting and for regional airborne systems such as MPATI operates. The Committee members nevertheless requested MPATI to suggest specific changes in language for the bill which might be responsive to MPATI's concerns. The following suggestions are in response to the Committee's request.

B. Basic Concerns.—MPATI's concerns are three in number:

1. The Legislation Under Consideration Should be Broadened to Include Instructional Broadcasting: The first concern is that too little emphasis has been placed on the needs of instructional broadcasting as differentiated from educational broadcasting. The term "educational" as it refers to broadcasting has come to mean that which is noncommercial and not intended primarily for classroom instruction, but rather for general public consumption. Neither in the act passed by the Senate nor in the bill being considered by the House Committee is it made unquestionably clear that instructional broadcasting is considered to be included in the provisions of this bill. Except for the provision of Title III calling for a "Study of Educational and Instructional Television Broadcasting" there is but one other reference in the entire bill to "instructional broadcasting", and that is in Section 396 (a) (1).

2. ETV Facilities Act Should Include Airborne, Regional Systems: There are growing numbers of regional organizations which, like MPATI, serve large areas without regard for state boundaries. Some of these function as interstate compacts. Other, like MPATI, are membership organizations. MPATI feels that any extension of the ETV Facilities Act should provide opportunities for airborne and other regional broadcasting systems to qualify for aid under the Act. In times past MPATI has been disqualified because (a) MPATI's FCC licenses were classified as "experimental," (b) the service is regional and simultaneously covers parts of several states, and (c) Instructional Television Fixed Service channels (2500–2690 MHz) have not yet been included under ETV Facilities Act provisions even though the FCC has created the Instructional Television Fixed Service specifically for instructional purposes and has required MPATI to shift to these frequencies.

3. Airborne Systems Should be Qualified to Contract with Public Broadcast Corporation: MPATI's third concern is that regional airborne broadcast systems should be included among types of systems qualified to contract for their services with the proposed new Corporation for Public Broadcasting.

C. Specific Changes.—The following specific changes will serve to meet the above concerns. In essence the changes suggested (which are underlined) consist merely of inserting "instructional," "regional," and "airborne equipment" at appropriate points. The effect is to make the Committee's intentions explicit without altering the basic objectives of this legislation.

For convenience, references in the following list are made to pp. 27–42 of the Senate Report on the Public Broadcasting Act of 1967:

Change No. 1: Sec. 392 (a)(1)(B) should read: "(B) in the case of a project for television facilities [the] *a* State *or regional* educational television agency or, in the case of a project for radio facilities [the] *a* State *or regional* educational radio agency * * *." (See *Senate Report*, p. 28.)

Change No. 2: Sec. 392 (a)(1)(D)(i) should read in part: "* * * to engage in or to encourage noncommercial educational *or instructional* television broadcasting and is eligible to receive a license from the Federal Communications Commission for *either an Instructional Television Fixed Service station or* a noncommercial educational television broadcasting station * * *." (See *SR*, p. 28.)

Change No. 3: Sec. 392 (a)(1)(D)(ii) should read in part: "* * * to engage in or encourage noncommercial educational *or instructional* radio broadcasting * * *." (See *SR*, p. 28.)

Change No. 4: Sec. 396 (a)(2), (3), (4), (5), & (6) should read in part: "* * * noncommercial educational *and instructional* radio and television broadcasting * * *." (See *SR*, p. 31.)

Change No. 5: Sec. 396 (g)(1)(A),(B),(C), & (D) should read in part: "* * * educational *and instructional* broadcasting * * *," or "* * * educational *and instructional* television * * *," as appropriate. (See *SR*, p. 33.)

Change No. 6: Sec. 396 (g)(2)(A),(B),(C),(D),(E),(G), & (H) should read in part: "* * * educational *and instructional* broadcast * * *," or "* * * educational *and instructional* television * * *," as appropriate. (See *SR*, pp. 33 & 34.)

Change No. 7: Sec. 396 (h) should read in part: "* * * educational *and instructional* television * * *." (See *SR*, p. 34.)

Change No. 8: Sec. 397 (7) should read in part: "* * * eligible to be licensed or is licensed by the Commission *either as an Instructional Television Fixed Service station* or as a noncommercial educational radio or television broadcast station * * *." (See *SR*, p. 35.)

Change No. 9: Sec. 397 (8) should be expanded to read: "(8) The term 'interconnection' means the use of microwave equipment, boosters, translators, repeaters, *airborne systems*, communication space satellites, or other apparatus or equipment for the transmission and distribution of television or radio programs to noncommercial educational *and instructional* television or radio broadcast stations." (See *SR*, p. 35.)

Mr. MACDONALD. With that, I point out that the House is in session, a quorum call has been called. We will adjourn until tomorrow at 10 a.m.

Thank you.

(Whereupon, at 3:20 p.m., the committee adjourned, to reconvene at 10 a.m., Wednesday, July 19, 1967.)

PUBLIC TELEVISION ACT OF 1967

WEDNESDAY JULY 19, 1967

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

The committee met at 10 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Harley O. Staggers (chairman) presiding.

The CHAIRMAN. The committee will come to order.

The committee is in session for continuation of the hearings on educational television.

As our first witness this morning we have the Governor of the State of West Virginia, my own Governor, Hulett C. Smith.

Governor, I would like to say we are very happy to have you with us this morning. As I said to, I believe, the first Governor who testified before the committee on this very important subject, yesterday, Governor Rampton, of Utah, that I thought more Governors of the States should come in and express their views on this legislation and other kinds of legislation which affect all of the States of the Nation.

I am very happy and very proud that you are here this morning. Proceed in any way you wish.

As I have said, in the future I think this may be one of the most important pieces of legislation to have come out of the Congress this session.

STATEMENT OF HON. HULETT C. SMITH, GOVERNOR OF THE STATE OF WEST VIRGINIA

Governor SMITH. Thank you, Mr. Chairman and members of the committee.

It is a pleasure to appear before this committee again. I have enjoyed the opportunity in the past weeks and months to discuss with you important legislation which has been handled by your committee.

Each time, I believe—and hope that you also believe—that our discussions have been informative and helpful.

Of course, it is a pleasure to be again with Congressman Staggers, the distinguished Congressman from the Second District of West Virginia, who is one of our fine public servants, who is tireless in his efforts. His ability and interest in matters concerning the good of this Nation have been a source of inspiration in his home State and I am hopeful it has been recognized in the Congress.

Mr. Chairman, I am here to strongly support the passage of Senate bill 1160.

This is legislation which, when enacted, will complement all efforts now being made in the field of education, from preschool, to graduate, to adult training.

It is legislation that will bring greater depth and impetus to our purpose of bringing education into the homes of many Americans who have both the desire and the need for education beyond that which they have already received.

In voicing support for this legislation, Mr. Chairman, I would like, as Governor of West Virginia, to give you first a view of what educational broadcasting can mean to our region—then bring the committee up to date on what we have done in West Virginia and what we hope to do—and finally, to discuss what I feel are the merits of this particular legislation.

I would like to tell the committee what we have done in West Virginia and what we hope to do in the field of educational broadcasting.

As you and the members of this committee know, West Virginia is the only State that lies entirely within the area defined as Appalachia. It is part of the Appalachian Regional Commission. I have just completed a very interesting, rewarding and revealing 6 months as the States' cochairman of the ARC.

I also wish to speak from my viewpoint as chairman of the Southern Regional Education Board, a compact of 15 States that range from Texas and Oklahoma to Maryland, developed in the interest of higher education.

While I cannot speak for my fellow Governors, I believe I can say without fear of contradiction that the further development of educational broadcasting in the Appalachian region can result in no less than the further educational enrichment of the people of our region.

This is true, I am sure, in the rest of the Nation as well.

Mr. Chairman, this committee is well versed on the problems of Appalachia.

All the commitee members are well aware of the programs we now have underway in our region—programs in the fields of health, transportation, education.

Each time we discuss this we note that, because of geographic barriers, because of sharp changes in the economy, we have had a difficult task in fighting the war against poverty on many fronts. But in this war we cannot neglect the war that we must wage against "poverty of the intellect."

While efforts to improve education have been sharply increased in these States—and West Virginia is an example of where this has been done—we feel the further expansion of educational broadcasting is necessary in order to bring topflight instruction and cultural programing into the region at the least cost.

In West Virginia, we are now entering our third year of emphasis on educational broadcasting.

The first year was one of organization and planning, when our West Virginia Legislature established the West Virginia Educational Broadcasting Authority.

Later today, you will hear from the executive secretary of that agency, Mr. Harry Brawley.

This past year, I am happy to report, has been one of solid achievement:

The first major breakthrough came last summer when WWVU–TV at West Virginia University was given its Federal grants and awarded a construction permit. This fall, the transmitter near Morgantown will be completed. The studios are scheduled to be constructed next spring, and the station will be ready for local production by the fall of 1968. This new station is being made possible through the ETV Facilities Act, West Virginia University capital funds, and a grant from the Appalachian Regional Commission. It is a $1.4 million project. The engineers tell us that WWVU–TV will serve 15 West Virginia counties in the north-central portion of our State, covering over 200 towns and 35 cities, seven institutions of higher learning and several State institutions.

Another giant step has been taken through the licensing and funding of a project known as Marshall University and Associates ETV—a joint venture of Marshall University in the southwestern part of our State, and the school systems of Cabell, Kanawha and Wayne Counties.

In educational radio, the breakthrough came with the licensing of WVWC–FM at West Virginia Wesleyan College in Buckhannon.

Thus, West Virginia—a State with only two 10-watt FM radio stations on college campuses in 1966—will soon have ETV service for a population of approximately 1½ million persons, and educational radio service for about 900,000 persons.

When the Educational Broadcasting Authority was first organized, it developed a set of priorities. As new achievements are reached, new priorities are estabilshed.

Thus, with the achievements at West Virginia University and Marshall University—along with further developments at West Virginia Wesleyan College, we have a new priority—our project to put into operation channel 9—a VHF station—at Grandview near Beckley. It is here that we feel this proposed legislation would be most helpful.

The second priority is a closed circuit project in our Eastern Panhandle, which extends westward from the District of Columbia, to serve the eight counties of that area. Ways of financing are now being explored in relation to the new Educational Broadcasting Authority Act passed by the 1967 Legislature.

Throughout the year, under Mr. Brawley's leadership, workshops have been held devoted to educational radio, to the development of an interest in broadcasting in our high schools, and to familiarizing our teachers with use of the electronic media for instruction.

In addition, Mr. Chairman, I am delighted to report that the commercial broadcasters in West Virginia have given their strong support to the development of educational broadcasting, and have, in fact, helped produce, distribute, and air several programs of an educational nature on their commercial radio and television stations.

Looking ahead to the future, we intend to place increased emphasis on the priorities I have outlined, as well as the further development of our workshops, publication, planning, and services.

One new project that is currently in the planning stage is a joint venture between the Educational Broadcasting Authority and our

State office of civil and defense mobilization—a project which will bring together in close cooperation all West Virginia governmental departments, divisions, and agencies which use statewide electronic communications.

Mr. Chairman, this past year will certainly go down as a landmark year in the development of educational broadcasting in America.

President Johnson, in his message to Congress in February, called for an extension of the Educational Television Facilities Act of 1962.

He also asked that Federal funds for fiscal 1968 be increased to $10.5 million, and that a Corporation for Public Television be authorized to provide support for noncommercial television and radio.

We also have two very fine reports of the Ford Foundation and the Carnegie Commission.

The result of these efforts is Senate bill 1160.

The first section of the bill, title I, extends and enlarges the provisions of the Educational Television Facilities Act of 1962.

This 1962 act was responsible for a great expansion in educational television. That this section extends grants to educational radio is commendable, for I think radio is the sleeping giant in educational broadcasting. It is, and can be, an effective teaching medium, whether in the classroom or in the home. Mr. Brawley will discuss radio's potential with you this afternoon.

This section of the act also will permit fuller utilization of the 633 channels allotted by the FCC for exclusive ETV use. So far, only one-fifth of these channels have been used.

Title I, therefore, has our support, for it will permit a much-needed increase in the actual production facilities of educational broadcasting—both in TV and radio.

Title II calls for establishment of a nonprofit Educational Broadcasting Corporation—a federally chartered Corporation that would contract for the production of ETV and radio programs, and perform many other services as outlined in the bill.

There has been a great deal of emphasis on the point that this Corporation must be free from governmental control. President Johnson was among the first to express this opinion, and we agree with him that "Noncommercial television and radio in America, even though supported by Federal funds, must be absolutely free from any Federal Government interference over programing."

The matter of funding has received a great deal of attention in the Senate hearings, and in the hearings before this committee.

I would tend to agree, Mr. Chairman, with President Julian Goodman, of NBC, that we are taking but a first step in this phase of educational broadcasting with the passage of this legislation, and that some of the issues that appear troublesome may evaporate.

I, for one, do not feel that congressional review of funding for the Corporation could be construed as political influence. I feel funding should be subject to annual review by the executive branch and by Congress.

As an example of how this can be done without interference, I would refer you to the programs of the National Endowment for the Arts. When the arts and humanities programs were first being organized, there was a great deal of concern expressed about interference by Gov-

ernment in selection of grants—concern that governmental agencies would be dictating to artists, musicians, scholars, and the like.

If our experience in West Virginia is of any help, I should like to point out that our program is running well, and the 15 members of our State arts and humanities council are subject to no political pressures in their work of improving the cultural climate in West Virginia. I feel this is important for your consideration.

In any event, Mr. Chairman, I am not so strongly opposed to a dedicated tax in this respect that I think it would wreck the program. I simply feel that it might be better to review this matter fully before a decision is reached.

President Johnson has stated that he would make further proposals concerning the corporation's long term financing next year, after the first year of operation. So the opportunity for adjustments and changes in the financing will be open to Congress again.

Title III is a most important section of this legislation even though it has not received as much discussion as title II.

Under the provisions of title III, a comprehensive study would be made of instructional television. As our experience in West Virginia has shown, this is an area in which we need more information, and in which we could put such information to great use in our school system and in our adult education programs.

I would hope the provisions of title III—to explore the basic problems and potential of instructional television and radio—would be approved.

And it might prove helpful at this point, Mr. Chairman, to briefly provide the committee with some information on what the Southern Regional Education Board is doing in its educational broadcasting program.

The SREB began its efforts in educational broadcasting in the 1950's. But only recently, since 1963, has the program really moved from infancy into an impressive program of instructional broadcasting on a regional basis.

This is being done on an interinstitutional planning and production basis, and has been enthusiastically received in colleges and universities throughout the SREB region.

With the success of the initial projects, the SREB Board approved a continuing regional program in instructional television, with the aim of developing a regional arrangement that will help faculties in the region pool exceptional and scarce talents.

The staffing and funding of this program is a responsibility of the 15 member States of the SREB compact. In addition, efforts are now being made to raise a significant amount of funds for the production of recorded materials.

In short, the major function of the SREB program is to plan and produce course materials of high quality for use in credit instruction on TV systems by institutions of higher education in the southern region.

Mr. Chairman, I feel that Federal support for instructional television—that is, for credit instruction at the college level, as in this case, and for other levels of education as well—is badly needed to supplement the efforts of the States.

Educators, legislators, and other Government officials throughout the region seem to share this feeling.

The effort that is now being made to obtain funding from the States of the region for this program, no matter how successful, will provide only part of the money needed.

We are talking about productions that will cost around $125,000 each, from the first idea through the planning and recording stages.

With the proposals of title III, Mr. Chairman, we could determine where work has already been done in instructional television, and how much more we feed is needed.

Incidentally, under the provisions of this title, more information would be available to Congress about costs of broadcast teaching facilities.

Mr. Chairman, I believe we have here legislation that constitutes another important step, a monumental step, toward realizing the full potential of educational broadcasting.

That it is a first step in this phase of development implies that a long journed lies ahead, and I would agree with McGeorge Bundy of the Ford Foundation that many of the minor differences that have come out in the hearings, in regard to such matters as interconnections and the operation of the corporation, are best left to the test of experience.

As the bill is now written, a full measure of flexibility is provided that must stand the test of time and experience.

In conclusion, Mr. Chairman, West Virginia strongly supports this bill. From our standpoint, this legislation can bring into being the long-awaited maximum development of educational broadcasting in America.

Thank you.

The CHAIRMAN. Thank you, Governor, for a very enlightening and comprehensive statement.

Mr. Friedel, have you any questions?

Mr. FRIEDEL. Governor, I don't have any questions. I just want to compliment you for your very fine statement. There is no question in my mind but that you have given this a lot of thought, study, and hard work. You are to be complimented.

Governor SMITH. Thank you, Mr. Friedel.

The CHAIRMAN. Mr. Springer.

Mr. SPRINGER. Mr. Chairman, I am happy to welcome Governor Smith back to the committee. I recall the fine testimony he had on mental health when that subject was before the committee.

I read last night with some concern a statement of a projection forward into 1980, that the only State in the Union which would lose population in the next 13 years would be West Virginia.

I want to say that if you continue to elect Governors like yourself, that process may be reversed before we get to 1980.

Governor SMITH. Thank you.

Mr. SPRINGER. There is just one question, Governor, that I wanted to ask you. I have had a feeling like you on this. You say that you have no hesitation in recommending a review by the executive department and by the Congress each year. You have had some experience with that in West Virginia.

Would you care to elaborate on that?

Governor SMITH. I talked to you about this once before, Mr. Springer. Any program that we have needs to be looked at consistently. Arrangements should be made whereby there would be a report to the people, to the Congress, to the legislature in West Virginia, and to the Executive on such operations.

I think in this case the Public Broadcasting Corp.—I don't want to call it an experiment, because it is soundly conceived—should be one that would make a report to the Congress and follow the intent of the Congress.

I know we do it in West Virginia. We have every agency report wherever public funds are used. I think that they should report. They should report to the President and the President should transmit that information to the Congress.

The Congress would then take the steps necessary to see that the agency carries out the intent, of seeing that we can get educational television and the results of it into the hands and minds of the people of this Nation without bias, without interference, without political overtones.

I think it is necessary that you have that check rein on it.

Mr. SPRINGER. I am glad to hear you say this. In some respects I have been one who wanted to get this agency as independent as possible. We may be talking in the same language. I know the University of Illinois has had a station on for more than 10 years—12 years. Its appropriation is annually reviewed as a part of the appropriation for the University of Illinois.

We have never had the slightest difficulty with it in the State legislature. In fact, I doubt that they give it more than a second glance. It has been conducted in such a fine manner and there certainly have been no political overtones of any kind that I could sense.

I watch the station all the time when I am at home because I am entertained by it and because I like to be sure that there are no political overtones in it.

You know, as I understand it, have a station in operation in West Virginia.

Governor SMITH. No; we do not.

Mr. SPRINGER. But the one at the university will be in operation soon, and you have, as I understand it, either two or three other stations which will be rather widely distributed over the State.

Governor SMITH. There is one in the southwest, one in the north-central, and then there is a closed circuit operation being planned for the eastern panhandle that reaches over this way.

Then there will be a channel 9 VHF station that is, hopefully, to be constructed this next year in the southern part. So the whole State will soon be covered. But we have none at this time.

Mr. SPRINGER. You will have one V and two U's?

Governor SMITH. They are planned at the present time.

Mr. SPRINGER. In what percentage will the State of West Virginia contribute to this whole matter?

Governor SMITH. They will be funded by the universities and the public school system. In the case of the two universities, they will be 100 percent funded by the State. With the others that are joint operations between colleges and universities, there will be an appropriation

made to them based upon what each agency or each separate entity can contribute to it.

I believe it will finally be funded in the same manner in which we support our public school system.

Mr. SPRINGER. Your Federal share, then, will be relatively minor in this.

Governor SMITH. Except in the construction stage.

Mr. SPRINGER. And in the programing under one title of the bill.

Governor SMITH. That is right.

Mr. SPRINGER. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Rogers?

Mr. ROGERS. I have no questions, Mr. Chairman.

The CHAIRMAN. Mr. Broyhill?

Mr. BROYHILL. No questions, Mr. Chairman.

The CHAIRMAN. Mr. Pickle?

Mr. PICKLE. No questions, Mr. Chairman, except to welcome the Governor before our committee.

The CHAIRMAN. Mr. Watson?

Mr. WATSON. No questions, Mr. Chairman.

The CHAIRMAN. Mr. Adams?

Mr. ADAMS. No questions, Mr. Chairman. It is just a pleasure to have the Governor return before the committee.

Governor SMITH. It is good to see you.

The CHAIRMAN. Dr. Carter?

Mr. CARTER. Governor, I certainly have appreciated your very fine presentation today. I am interested in the point that the people who have testified before the committee on this bill have shown a divergence of opinion.

It seems that the people who represent the States are very much in favor of this educational television. Of course, I am certainly in favor of that; very much so.

However, other prominent men who have testified have gone into the field of editorializing. Does that present a great deal of danger to your State that you foresee; that is, editorializing on your educational TV system?

Governor SMITH. I would think it would be pretty difficult the way they are being funded and under the authorization of the broadcast authority that we have established for that to occur.

The actual operation of it will be primarily under the higher educational system of the State. I don't really think it will enable that type of programing from a local standpoint to be editorializing. Of course, I think the Public Broadcasting Corporation, in furnishing the programs that will be nationwide, to be tapped into, would have to control that problem at the top level by the board of directors of the Public Broadcasting Corporation.

Mr. CARTER. I should think so, too. Of course, there would have to be a nonpolitical group appointed, as at least six of them, according to the bill, will be. This is an inherent danger which must be carefully considered.

Actually, as I see it, it presents a problem, that the possibility of such editorializing may be brought in under this bill.

Thank you very kindly for your testimony.

The CHAIRMAN. Mr. Ottinger.

Mr. OTTINGER. Thank you, Mr. Chairman.

I would just like to say it is a pleasure to have you before the committee again, Governor. I assure you that Congress as a whole does recognize the virtues of our fine chairman.

Governor SMITH. Thank you.

The CHAIRMAN. Mr. Brotzman?

Mr. BROTZMAN. Thank you, Mr. Chairman.

Governor, I am glad to see you, too. I guess everybody is glad to see you. I do remember your very fine testimony before the committee on prior occasions.

I have just one question. I was reading your statement over rather carefully and I notice that you say you think radio is the "sleeping giant" in educational broadcasting.

Could you discuss this just a little bit, why you say this? What experience have you had with educational broadcasting via radio?

Governor SMITH. The best experience I have had in the use of radio has been more from the commercial standpoint, having been in the radio business at one time in my career. I have found that the use of radio, having it on the listening to it subconsciously, ties pretty closely to the theories that have been advanced of being able to learn a foreign language by listening to it even while asleep.

Radio itself reaches more people than television. It has never really been used in this field. That is why I consider it a sleeping giant. We have gone to a great extent in educational TV and closed-circuit TV, but we have very seldom seen anyone use radio to the extent that I think it could be used.

This is the point I have in mind. Of course, radio has a greater latitude. Almost everybody carries a transistor radio of some kind or another with them, and, therefore, you can reach a greater number of people than you could on television.

Mr. BROTZMAN. I was interested in your statement because I think there must be some truth to this particular statement merely from the fact of sheer numbers, if nothing else. I would assume that there are more radio outlets in West Virginia and in Colorado than there are television sets. You have a rather mountainous area which is not unlike certain parts of the State that I come from. Does your plan contemplate several educational stations in West Virginia?

Governor SMITH. We have a VHF station and the others will be UHF stations. Our experience has been that the high-powered stations are the ones that really get out. This complex will give us the best coverage that we can get.

We hoped at one time that we could have kept channel 5 for an educational television station. These two VHF stations would have given a pretty good signal throughout the State. But we have the same problem you do, being a mountainous State.

I find that the people do listen, however, a great deal to the radio, such as while traveling, and so on. You could reach them from the cultural or educational standpoint, getting programs to them without the commercials that you necessarily find on a commercial broadcasting station. There will be many, many people listening to it.

This is what you have to do, to find some way of getting them to turn on the radio or they will not listen to it.

Mr. BROTZMAN. I have just one more question.

Are they using the educational television section at the university, such as closed circuit?

Governor SMITH. They use some closed-circuit television. I am not familiar with how much, but we do have closed-circuit television in the colleges for classroom instruction. They are developing a programming department so that we can take the closed circuits that we do have and channel into them the best talent we have as far as instructional television is concerned, as well as to provide programs for educational television.

Mr. BROTZMAN. In other words, there would be an interreaction there of their producing high caliber, with a degree of excellence.

Governor SMITH. We have envisioned that we would be able to take into many of our rural areas and smaller schools instructional television, with some of the sciences and foreign languages, where we couldn't possibly find the proper number of teachers—properly qualified.

We think there will be a great advantage because of the nature of our terrain, where the people live in an isolated area. Instructional TV and radio will be a means of getting high-quality lessons to them. The instructional periods carried out by our West Virginia broadcasting authority have been on the basis of teaching the teachers we have what a great aid instructional television, educational television, and closed-circuit television can be to them in their instructing.

At one time there was a little resistance. A lot of teachers felt ETV would take the place of the teacher. Finally we overcame that so that they didn't think a machine was going to take their place, but that it was an effective aid to them to get the job done. This has been one of the things we have been able to carry out very favorably.

Mr. BROTZMAN. Thank you very much.

The CHAIRMAN. Mr. Blanton?

Mr. BLANTON. Thank you, Mr. Chairman. I have no questions.

The CHAIRMAN. Mr. Kuykendall?

Mr. KUYKENDALL. I believe I will be the last one, Governor.

It looks like we have West Virginia well represented with our chairman here.

It is refreshing to have a political creature before us after all the learned men we have had in the past several days. You talk our language better than they do, I think.

One of the refreshing things about your remarks is the idea that we shouldn't put our head in the sand by assuring politics is not a factor in this operation by keeping it away from Congress. I happen to think about the only way we can assure politics not being a factor is to have congressional review.

As I say, I welcome you because you are one of us who are not afraid of the legislative bodies of our country.

Let me ask you this question: Do you not feel that to protect this corporation against itself, to keep it from having undue criticism which would have charges of partisanship, if we inserted in this act some verbiage that would say that no political party may have more than eight members on this 15-man board—and this is just about the same wording that is in all of our regulatory agencies, and I think we all should look to our regulatory agencies with pride because they have been remarkably free of criticism and scandal throughout their

lives—would you approve of the idea of saying, as we have said to the ICC and all the rest of them, that no more than eight members of one political party may be on this board?

Governor SMITH. I would have no objection to it. I believe the men to be selected would be those types who would not lean toward partisanship in the performance of their duties. We have no objection to that. We pass bills that way all the time in West Virginia.

Mr. KUYKENDALL. Do you not believe it would be a safeguard against public criticism by putting this in?

Governor SMITH. I am sure it would be a safeguard, yes. But I am sure there will be criticism, no matter what you do in that regard.

Mr. KUYKENDALL. Certainly.

This is my last question: Do you feel that it is necessary to have a trust-fund type of financing, or would you support this program on an annual-appropriation basis?

Governor SMITH. I would support this on an annual-appropriation basis. That is just the way we do things in this country. It may have to have an authorization to it or something like that, but I don't think there would be anything wrong to appropriate the money. At least you will have to do that to begin with.

Mr. KUYKENDALL. You have in your State operation a built-in safeguard against "editorializing." You have succinctly pointed out that if you would tie into the national network, you would no longer have control. Should we look into this problem on a national basis?

Governor SMITH. Again, it is going to be the one having the final distribution who will determine this point. The stations throughout the States will make that determination, because they will have a choice of which of the programs they will take. They will not be forced, as I read it, to take any program. It will just be made available to them. It is like somebody sending you a catalog, and your picking what you want.

I don't think from the Federal standpoint that will be necessary, but I think it will be incumbent upon those who operate the educational television stations to be cognizant of the fact of what they transmit.

Mr. KUYKENDALL. One last question. I think it has been pretty generally agreed that the determination of political balance and these questions will end up in the lap of the FCC. Would you think it would be wise to put into the legislative record of these hearings the intent of this committee for the FCC to have a specific and particular look at this field as being a new field, to see that it is not exploited in a politically editorial sense?

Governor SMITH. I don't know. I am afraid that would open up something at this particular time that might not be in the best interests of the legislation. It might be that later on you would want to do it. But right now, knowing the other problems of the FCC, I would be hesitant to give them another problem.

Mr. KUYKENDALL. My fear here is that this wonderful program which I think almost everyone on this committee is sold on, on the basic concept, would become subject to criticism of editorial content. One man's idea of a completely unbiased editorial may be completely biased to another man. This is something that is troubling some of us.

Governor SMITH. I believe you can say the same thing about some newspapers.

Mr. KUYKENDALL. But they own the newspapers.

Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Harvey?

Mr. HARVEY. No questions, Mr. Chairman.

The CHAIRMAN. Mr. Watkins?

Mr. WATKINS. No questions, Mr. Chairman.

It is nice to see you, Governor.

The CHAIRMAN. Mr. Devine?

Mr. DEVINE. I just want to welcome the Governor before the committee.

The CHAIRMAN. Mr. Keith?

Mr. KEITH. No questions, Mr. Chairman.

The CHAIRMAN. Mr. Rogers?

Mr. ROGERS. Governor, one of the criticisms that you discussed is the possibility of governmental control of programing. Whether it is State governmental control or Federal governmental control, I presume people are concerned about it. However, I have not had much testimony that I heard about State governmental control.

What assurances have you in your West Virginia broadcasting authority that the State government doesn't control the programing on educational TV? Have you put any safeguards in your legislation that we might benefit from in drawing up this legislation?

Governor SMITH. I don't know of anything in it that would be specifically directed toward that point except the appointment of the members of the authority and their right to be appointed for a term, with the other general provisions of bipartisanship that go into a regulatory body. There is nothing specific that I recall being written into the act that says that the product that is going to be put out must be free of certain things.

You are going to have some State government enter into this thing somewhere, no matter what we do.

Mr. ROGERS. Do the various local stations to be established have the right to decide what programs they will run under your authority?

Governor SMITH. Under our authority they operate as the deciding factor. Our authority is primarily designed to furnish aid and assistance to them, guidance, programing, trying to keep the costs down by consolidations and similar methods.

Mr. ROGERS. Thank you very much.

Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Macdonald?

Mr. MACDONALD. Good morning, Governor. Welcome to the committee. You are especially welcome from your State because all the members of this committee feel very highly about your State because of our very distinguished chairman who has worked so hard for the country and for West Virginia.

It is a great pleasure to have you appear before us this morning. I repeat that while we are very happy to have you, we are even more happy to have our chairman from West Virginia.

Governor SMITH. Thank you.

The CHAIRMAN. Are there any further questions?

If not, Governor, I want to thank you on behalf of the committee for giving us the benefit of your personal views and views from your State, from our State. I think they will be helpful to the committee.

As I said yesterday when the Governor of Utah was here, I wish more Governors would come in. Governor Rampton did put in a statement from the Governor of Arizona. There might be others before we are through.

Governor Rampton, of course, appeared as a representative of the Federation of Rocky Mountain States. I am sure his interests are well respected and reflected the view points of many of the Governors.

Before they leave, I would like to introduce the other half of the team of the State of West Virginia, and I do mean "team," because they work together very closely. That is the Governor's wife, Mrs. Smith.

Will you stand? I want the committee to see her. They travel together as a team and work together as a team. Maybe that is the reason the Governor does such a good job.

Thank you so very much, Governor.

Governor SMITH. Thank you.

The CHAIRMAN. Our next witnesses are a panel from the National Association of Educational Broadcasters. We have quite a group headed by Mr. Harley.

STATEMENTS OF WILLIAM G. HARLEY, PRESIDENT, NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS, WASHINGTON, D.C.; C. SCOTT FLETCHER, MEMBER, BOARD OF DIRECTORS, NAEB; JACK G. McBRIDE, CHAIRMAN, BOARD OF DIRECTORS, EDUCATIONAL TELEVISION STATIONS, DIVISION OF THE NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS; ROBERT SCHENKKAN, VICE CHAIRMAN, NAEB BOARD OF DIRECTORS; HARTFORD N. GUNN, JR., VICE CHAIRMAN, BOARD OF DIRECTORS, EDUCATIONAL TELEVISION STATIONS; AND NEWTON N. MINOW, MEMBER, BOARD OF DIRECTORS, NATIONAL EDUCATIONAL TELEVISION NETWORK

Mr. HARLEY. As you know, Mr. Chairman, this is sort of NAEB day in the hearings—the chance for the educational stations to speak.

Mr. SPRINGER. Mr. Chairman, we are happy to welcome back also, I am sure, the former Chairman of the Federal Communications Commission.

Mr. MINOW. Thank you, Mr. Springer.

The CHAIRMAN. Mr. Harley, all three of the panels are associated with you, is that correct?

Mr. HARLEY. That is correct.

The CHAIRMAN. If all of them will put their statements into the record, that will be fine.

Mr. HARLEY. Yes, Mr. Chairman.

The CHAIRMAN. Is your procedure to be to go ahead and let each of those who want to make statements?

Mr. HARLEY. If agreeable to you, Mr. Chairman, I would like to make a general statement on behalf of the association and then introduce each member of the panel who has a statement to file for the record. He will confine his oral testimony to a brief digest of that statement.

Then the group as a whole would be available for questioning by the committee.

The CHAIRMAN. With that understanding, you may proceed.

Mr. SPRINGER. Mr. Chairman, I don't like to interrupt, but a member also who has come here to support this group is another former Chairman of the FCC, and I welcome him, a very able person, Mr. Henry. He served for a number of years as Chairman of the Commission. We are happy to see him today.

The CHAIRMAN. Mr. Henry, we are glad to have you with us.

Mr. PICKLE. Mr. Chairman, I would hope that after Mr. Harley makes his statement, that I would be able to reserve the right to introduce Mr. Schenkkan of the University of Texas.

Mr. HARLEY. Yes, sir.

The CHAIRMAN. You may proceed.

STATEMENT OF WILLIAM G. HARLEY

Mr. HARLEY. I am William G. Harley, president of the National Association of Educational Broadcasters, known as the NAEB.

The NAEB is the professional association of institutions and individuals engaged in educational radio and television. Its membershp consists of universities, colleges, schools, and nonprofit community corporations which operate educational radio stations, educational television stations, and closed-circuit television systems; and over 2,300 individuals who are involved in educational applications of radio and television.

The NAEB gives enthusiastic approval to the intent and to the purpose of the proposed legislation and urges its enactment.

On behalf of the NAEB, a distinguished roster of nationally known individuals will testify in support of this bill and will present special comments on the need for the programs and the services which this legislation seeks to support.

The main point which I wish to make in these introductory remarks is that the National Association of Educational Broadcasters—the educational stations and those who run them—strongly endorse the purposes, the principles and the processes outlined in this legislation.

We feel that it deals with the three major conditions that effect the future development of educational radio and television as instruments for social and educational advancement in this country.

First, it acknowledges the success of the Educational Television Facilities Act as a means of stimulating the growth of locally based facilities by extending the provisions of the act and recommending increased appropriations.

The present legislation adapts the validity of this concept from television to the support of improved facilities for strengthening educational radio. We think this is highly appropriate for it gives recognition to a comprehensive concept of broadcasting in which both radio and television are seen together as joint means of achieving educational and cultural objectives.

Facilities, however, provide only the technology. Therefore, the second important aspect of this bill is that it seeks to take advantage of the facilities which are provided for in an earlier section by setting forth a thoroughly new means by which the programs and substance of educational braodcasting may be developed and expanded at both the national and local levels: A corporation for public broadcasting

that is established to provide this Nation with a noncommercial means for developing program material of diversity and significance will make it possible to project educational radio and television into the full usefulness of which they are capable.

I will return to this matter in a moment to discuss several important aspects of the corporation that appear to concern some members of this committee.

The third aspect of the bill, which provides funds to study the instructional uses of television and radio, is a necessary step toward an objective analysis of how these media can be used to help achieve the purposes of education at many different levels.

The study should help to discard many of the misconceptions about the appropriateness and inappropriateness of instructional radio and television to meet varied educational needs.

It should help to clarify the relevance of various educational settings, and it should help to make clear that instructional radio and television are pertinent to this Nation's educational advancement only to the extent that they help us to make more effective and efficient use of teaching resources, whatever they may be.

This aspect of the bill should also help to determine the most effective manner in which Federal assistance programs for education can be strengthened by the use of radio and television as instructional tools.

CORPORATION NOT A FEDERAL BROADCASTING NETWORK

While the concept of a corporation for public broadcasting is new, it is important to understand that in certain respects we already have a system of public broadcasting, to the extent that nearly three-fourths of the money currently spent for educational broadcasting is money provided largely through educational appropriations at the local and State levels.

The proposed legislation adds an important national dimension by supplementing local and State public contributions with Federal public funds that will project the State and community investments into a higher level of effectiveness.

This seems an appropriate place to stress the fact that this legislation does not, as some seem to think, ask that funds be used to build a Federal broadcasting network.

The bill asks that funds be appropriated only for a 1-year period to improve and expand existing radio and television program services and to bring to the American public additional educational, informational, and cultural materials.

There are now two national educational broadcasting networks (distributing by mail), seven regional, and 10 State noncommercial radio and television networks (electronically interconnected).

The proposed act would aid them in more effective distribution of their materials to educational radio and television stations that wish to broadcast them.

For example, the National Educational Television Network and/or the National Educational Radio Network, could apply to the corporation for funds in order to provide their affiliated stations more special programs on a simultaneous basis.

Similarly, one of the regional networks, such as the Eastern Educational Network, could apply to the corporation in order to expand the hours of programing it offers its affiliated stations. Or the ETS Program Service could apply to the corporation in order to expand the number of programs it offers stations.

In some instances the expansion sought by these regional or national networks would simply add programs to be distributed by the current means—tape or film.

In other instances, the regional or national networks might seek funds for leasing simultaneous interconnection facilities. The Public Broadcasting Corp. would not itself own or operate any of these stations or networks.

Essentially, this is a means for affording existing and future educational radio and television stations an improved programing service on a voluntary basis.

THE CORPORATION AS A SINGLE ENTITY

The NAEB believes that the corporation provides the most effective means that can be devised for establishing educational radio and television as bona fide instruments of educational and cultural development. Though some have expressed doubts that the corporation is the most appropriate means to accomplish this, on the other side of such doubts there is the thoughtful, considered judgment of the Carnegie Commission which studied many different approaches to the support of educational broadcasting.

Moreover, these Carnegie deliberations drew from the years of thought which many in educational broadcasting (as well as commercial broadcasting) have given this matter.

The corporation provides a strong, single entity which will be essential in making efficient and mutually productive efforts on behalf of several hundred educational radio and television stations and their regional and national networks and services.

The corporation as a single entity is also an important means for assuring satisfactory accountability to the Congress.

FREEDOM FROM GOVERNMENT INTERFERENCE AND CONTROL

Because the corporation will exist as a national entity and because it is new, there are natural anxieties about the extent to which it will be responsive to Government influence and control or, on the opposite side, whether the Government, to avoid interference will have to abdicate ultimate authority and control.

Various means are proposed in the legislation and exist in the circumstances in which it will be implemented for assuring the Congress authority for ultimate decision witth respect to the corporation.

The Congress, by virtue of controlling access to Federal funds will retain, of course, the final decision over the amount and the nature of Federal dollars to be made available to the corporation.

This bill establishes for the Congress not only the responsibility to examine, on a regular basis, the extent to which the corporation is fulfilling its objectives, but it also establishes the base on which con-

gressional decisionmaking should rest—not on a program-by-program basis but according to the total activities of the corporation.

On the matter of Government interference, the committee should know that the educational broadcasting stations yield to no one in their concern about assuring educational programing a maximum freedom from interference or possible control by the Government.

They will be constantly zealous to guard against any possible interference and militant in the exercise of their prerogatives and responsibility to maintain complete freedom of choice as to what does, or does not, go on their stations.

However, it is also clear that the President was acutely conscious of the need to write the legislation in such a manner as to prohibit Government control of the educational station's programing.

The corporation is forbidden from any political activity and no political test is to be used in the selection of its staff and board members. Its board members are selected by the President and confirmed by the Senate, and both, of course, are elected by the people.

Furthermore, the corporation may not own or operate a broadcast station or network or interconnection or program production facility.

The most important safeguard of all, of course, is the stations. In our judgment, strongly affirmed by the Carnegie Commission, the key to this proposed plan is the stations; they must be the bedrock upon which Public Broadcasting is erected.

They are the instrumentalities through which the corporation will operate to serve the public. And it is the stations, and they alone, who will decide what programs are to be broadcast. They decide what goes on.

This salient fact puts the local station as the final gate between the corporation as a source of programs and the public as consumers of them.

These stations, responsible for their performance to the FCC, to their own university or school administrations and boards of trustees, and to their communities, are highly sensitive to the balance in programing.

They will be instantly responsive to programs offered by the corporation which they believe are inappropriate, of less than professional quality in production or technical characteristics, or which do not provide a proper balance of views. Such vigorous program surveillance and immediate feedback of comment and criticism will provide a constant check upon the corporation and guide its operation.

In fact, since section F under title II already provides for the use of consultants to the corporation, we believe that the corporation might well establish an advisory committee of representatives of the educational stations to suggest to it policies for the handling of interconnection and program support.

Every educational station has its own critical constituency in its community and is subject to a continuing appraisal of the quality of its programing; consequently, you can rest assured that the stations will provide a critical constituency for the corporation, subjecting programs and service provided in their behalf to constant appraisal and scrutiny.

The ultimate reliance for proper functioning of the corporation resides in the stations it is designed to serve.

RELATIONSHIPS TO COMMERCIAL BROADCASTING

For broadcasting to serve effectively many aspects of our society, there must be a comprehensive system in which noncommercial broadcasting will have something approaching parity with the commercial industry and in which each will have the opportunity to function in the areas most appropriate to it.

Commercial broadcasting is an integral part of the entertainment industry, of the advertising business, of the film industry; it serves as a means for stimulating commercial demand for old and new products.

Educational broadcasting, including public broadcasting and instructional broadcasting, is another world of radio and television.

We know in part what it will be like in the future because existing educational stations and networks, with very limited resources, have provided demonstrations on a national, regional and local basis.

It is on the foundation of the promise of these widespread demonstrations that we can direct our attention now toward what else we as a society can expect from the technology of broadcasting, freed from the requirements imposed by commercial and business uses of it.

As it is, a total broadcasting service for the Nation is incomplete if only the commercial part is systematically financed and economically viable.

In such a national communications system, educational and commercial broadcasting can exist side by side and have complementary roles.

Although it is difficult to provide exact distinctions between educational programing and entertainment programing this much is clear: The main difference between the commercial and noncommercial segments of broadcasting is one of purpose and intent; that is, whether entertainent is employed for educational or commercial ends.

Educational broadcasting providing programs that instruct, inform, and enlighten, provides opportunities for learning, for self-improvement, for growth and enlargement. Both educational and commercial broadcasting are important and needed but they have essentially different roles.

Surely there will be some overlapping. Commercial broadcasters will continue to turn out some fine public affairs programing and documentaries and other programs which are certainly of educational and cultural value whether they are sponsored or not.

However, since their purposes are different and each has a different basic role to play, it is reasonable to believe that commercial and noncommercial broadcasting can coexist amicably within an overall system for America that can meet the needs of our society.

COST PROJECTIONS

Costs are an important consideration largely because it is necessary to understand why the long-range costs of educational broadcasting are, in fact, premature issues at this time. The Carnegie Commission has speculated on the future costs of a reasonably complete nation-

wide, regional, and local program service for educational television stations.

Though we believe these are reasonable estimates, we must point out that they must of necessity be rather arbitrary because of the many variables involved relating to the rate and magnitude with which the plan is developed.

Other sets of figures could be developed which are no less valid, depending upon how far and how fast the Congress may subsequently wish the plan to progress.

At this time, however, we believe that the Congress is being asked not to accept a price tag, but to endorse a principle. The Corporation for Public Broadcasting needs to exist or we shall never know whether any price is too high or too low or whether it should be paid at all.

While this committee is entirely reasonable in taking a cautious approach to a commitment that may involve large Federal expenditures, we must also note that the step being recommended here is not that such long-range funds be committed but that the Congress take the necessary steps now to provide the experience and knowledge that will assist in determining whether they ever should be.

In other words, this legislation provides for launching the corporation, modestly funded, for a demonstration year that will provide the opportunity to gain practical experience in the operation of this unique structure and, by providing a working model for study, gain accurate information on costs, procedures, and policies.

With such data and experience to go on, the corporation officers can provide the President and the Congress with recommendations for the future development of the corporation, especially as to projected costs and appropriate tax programs for securing the revenue.

When such a report is received at the end of the first year's operation, the Congress can then consider whether it wishes to continue the program and, if so, how it shall be financed and at what level.

In summary, Mr. Chairman, we feel that the three main titles of the bill are important, but that each one is accorded additional significance because it has been combined into a single act as part of a total program.

The program establishes a comprehensive base for helping to realize educational broadcasting's potential. The provisions of this bill provide the basic guidelines from which all aspects of educational broadcasting can grow.

This is the first time that Congress has had an opportunity in a single piece of legislation to take such firm and positive steps to finance and facilitate the further development of a technology which has such vast applicability and versatility for reaching the American public.

None of us would question the widespread impact of commercial broadcasting on all of us; now we have within our reach the means and the mechanism to move in the direction of making noncommercial public and educational broadcasting a vital force in our lives.

Together, both systems should provide the American public with the finest broadcasting service in the world.

Now, if I may, I would like to introduce the first member of the panel representing the educational television stations. It is Mr. C. Scott Fletcher, who is a public member of our board of directors, and executive consultant to the educational television stations of the

NAEB. He is also on the board of the Community Television Foundation of South Florida. He previously was president of the Fund for Adult Education, and a member of the board of directors of the Fund for the Advancement of Education both, of the Ford Foundation.

I think it only appropriate to say at this point that he was probably the single individual most responsible for initiating the idea which ultimately resulted in the establishment of the Carnegie Commission on Educational Television.

Mr. FLETCHER. Thank you, Mr. Chairman, for inviting me to be present today.

Mr. ROGERS. Mr. Chairman, may I interrupt a moment to say that we are very proud of Mr. Fletcher, of Florida. We know of his work there and he has been an outstanding authority in this field.

We are delighted to see him here today.

STATEMENT OF C. SCOTT FLETCHER

Mr. FLETCHER. Thank you.

I would like to divide my presentation into two short parts, part 1 deals with some interesting events which have taken place and which have led to this bill.

In the second part, I would like to indicate a trend which is most noticeable and most significant: The trend toward more public funds which we think is healthy, provided they are handled appropriately.

I would also like to give you three recommendations of a conference that was held here in Washington last year. Since this conference involved all the stations, you and your committee members should realize that when we speak of the stations and their recommendations it is not merely something that comes to us in the form of a letter or a telephone conversation.

These recommendations were hammered out as a result of all those people gathered together to discuss the report of the Carnegie Commission, and to arrive at conclusions. I will only mention three out of the 12 recommendations that were made.

The story of educational television is really a story of courage and struggle against ETV poverty in a land of plenty. It is an ETV story unlike that of any other country, because ETV in the United States was launched and financed for many years without any support from Federal funds whatsoever.

However, Mr. Chairman, times are changing and new ideas are emerging.

Yesterday, Mr. Bundy pointed out the role of the Ford Foundation. The Ford Foundation made all the original grants, through the Fund for Adult Education which was established with the Fund for the Advancement of Education as two independent organizations with their own legal independence and their own board of directors.

Let me give you two examples of the trend I referred to—the trend toward the use of more public funds—a trend which people more or less anticipated in the early private grantmaking days of ETV.

The Fund for Adult Education made all the original grants for the first 30 stations in this country, and then the Ford Foundation—and I think rightfully so—decided it could no longer finance new stations.

At that point, fortunately, the ETV Facilities Act was passed and brought educational television signals to millions of additional Americans.

That is the first excellent example of how public funds, Federal, State, and local, and private funds—because many private funds were involved—were used to achieve a desirable national ETV objective.

In 1953, the fund also established and financed, and I happened to be the first acting president of, the National Educational Television and Radio Center. The main sources as you know, because of Mr. Bundy's statement yesterday and other information you received, for NET's operation have always been either the Fund for Adult Education or the Ford Foundation proper.

Today, it seems perfectly natural and necessary to be considering the establishment of a Corporation for Public Broadcasting.

Beginning in the middle 1950's, the Fund for the Advancement of Education made the first research grants, and made many large grants involving millions of dollars, in order to arrange for objective research to find out how television could be used for formal classroom instruction.

Then in 1958, along came the Citizens Advisory Committee of title VII of the National Defense Education Act and here, again, Federal funds were made available for further grants.

These resulted in libraries. Someone else will comment on this later, perhaps, but I would like to say at the present time three libraries are in existence, two instructional—one self-supporting as a result of Federal funds—and one for public television programs.

As a result of all these grants, the public schools were really encouraged to go ahead and invest their funds, local public funds, for public instruction. There are probably only one or two situations in the country today in which an ETV station is not broadcasting for the local public school system.

I don't know whether you all realize that. The point is this: It would be very dangerous to consider or decide upon any plans concerning the long-range future of educational television stations without taking into full consideration the tremendously significant economic fact that approximately 60 percent of a typical ETV station's revenues today comes in the form of public school funds to broadcast formal instructional programs into the classroom.

Because of the question of editorializing that was raised, I would like to mention and underscore one fact; the status of these stations. Let me emphasize again that these are noncommercial, nonprofit organizations under FCC rules and regulations. And most important of all for you people to consider is this; that their sources of revenue are private and public funds. In order to receive these in the form of contributions and particularly grants, each and every one must be tax exempt under the toughest tax exemption of all, 501(c)(3) of the Internal Revenue Service Code.

Coming to the end of my testimony on behalf of the stations, I would like to mention two events which led up to this bill that is before you. First, I am representing a group—and I am not the only one—that came into being only 2 years ago: the educational television stations division of the newly reorganized NAEB.

It was quite obvious at that time that we had to have a conference to think about, and to make recommendations concerning, the long-range financing of educational television. This conference was held in Washington over 2 years ago. It was from that conference that the Carnegie Commission evolved.

In December of last year, the second long-range financing program was devised and was held in March 1967, shortly after the Carnegie Commission had published its report. Attached to my formal statement is a list of the 353 conferees and guests who attended this second national conference. Divided into 11 groups for 2 days, they took into consideration all the Carnegie recommendations and came out with 12 recommendations of their own. I will here give you three of them. The overall conference consensus was that, in general, all recommendations of the Carnegie Commission were acceptable and should be implemented with all possible speed.

The first specific recommendation of the conference refers to the Carnegie Commission's No. 11, as it relates to title I, and reads as follows:

> New legislation for ETV station support is encouraged, with emphasis on possible liberalization of various conditions heretofore enforced for equipment and microwave links.
>
> Funds are needed for total systems. It is felt that equitable formulas for all stations (and this particularly refers to Mr. Rogers' questions) must be developed.

I think you all realize at the present time HEW funds for ETV facilities are exhausted.

With respect to costs, you should know that prior to the Carnegie Commission publishing its report, this organization on its own and completely independent from Carnegie made up its own model of costs. The two are so close that we have decided to accept the Carnegie Commision projections.

Conference recommendation No. 2 relates to title II, the corporation. The consensus:

> The concept and principle of a Corporation are endorsed. Insulation of the Corporation is vital. Realizing that differing methods exist in different proposals for the appointment of the Board of Directors of the Corporation, the conferees feel that three factors will assure the necessary insulation: The wisdom of the Administration, the collective responsibility of local ETV broadcasters and a faith in the American people.

In other words, Mr. Chairman, we regard the corporation as a foundation which receives and disburses a mix of public and private funds to advance and improve educational television and radio broadcasting.

Therefore, there is strong agreement on the part of all the conferees, and with the Carnegie recommendation, that the corporation be a non-operational entity.

Finally, with respect to recommendation 12 as it relates to title III, work is needed in enlightening educational administrations at all levels regarding television and formal education, as systems develop and operate with efforts being made to weld ETV and ITV interest at local levels in the interest of effectiveness of economy and finally a study of instructional TV comparable to the scope and power of the Carnegie Commission is needed immediately.

Mr. Chairman, on behalf of the conferees, this means that with very few exceptions representatives of all ETV's in the country and I most

respectfully urge that you give full support to H.R. 6736 in order that educationally we may serve the American people more effectively.

(Mr. Fletcher's prepared statement follows:)

STATEMENT OF C. SCOTT FLETCHER, EXECUTIVE CONSULTANT, EDUCATIONAL TELEVISION STATIONS, A DIVISION OF THE NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

My name is C. Scott Fletcher. I am self-employed as a Management Consultant. For the past three years I have been and still am acting as Executive Consultant to Educational Television Stations, a division of National Association of Educational Broadcasters, and also a Consultant to and a Public Director of that Association. I am also a Director of the Community Television Foundation of South Florida, Inc., Miami, Florida (WTHS–TV, channel 2). I was the president and a director of the Fund for Adult Education, established by the Ford Foundation, from 1951 to 1961, and also a former director of the Fund for Advancement of Education, also established by the Ford Foundation.

Thank you, Mr. Chairman, for inviting me to appear before you today for the purpose of presenting a statement which is divided into two basic parts. First, is a brief account of significant events which have enabled the licensees of the educational institutions which operate ETV stations to understand the national economic barriers which are retarding the proper growth of educational television. Second, are the recommendations of the NAEB–ETS membership concerning the Carnegie Commission Report on Public Television, particularly as it relates to the legislation now under consideration, H.R. 6736. This information was generated and collected at the Second National Conference on the Financing of Educational Television Stations, held in Washington, D.C., March 5th through 7th of this year.

Because of a question which has been asked several times during these hearings, I would like to stress one fact. The NAEB–ETS membership consists of educational institutions such as universities, public schools, community foundations, and state departments of education or state organizations, all of which, under FCC rules and regulations, must be non-commercial and non-profit. Their only sources of revenue are private and public funds and in order to receive these in the form of contributions and grants each must be tax-exempt under 501 (C) (3) of the Internal Revenue Service Code.

The story of educational television in this country is typically American. History will undoubtedly record that it is a story of early pioneers with vision, intelligence and fortitude, who were determined to discover the ways and means by which they could harness a new and extraordinarily powerful medium of communication, and utilize it wisely for the stimulation, edification and education of all Americans. These pioneers, from several walks of life, started their work shortly after the Federal Communications Commission announced the television freeze in 1940. They have been toiling ever since.

It is a story of courage and a struggle against ETV poverty in a land of plenty. It is an ETV story unlike that of any other country because ETV in the United States was launched and financed for many years without any support from federal funds. But as usual times are changing and new needs are emerging.

Early in 1951 the Ford Foundation made a dramatic entrance into the American philanthropic stage. Shortly thereafter it established both the Fund for Adult Education and the Fund for the Advancement of Education, as independent organizations, each with its own legal entity and its own board of directors. During the following fifteen years scores of responsible men and women on these boards, and also on the boards of directors of many other foundations and national, state and local organizations interested in the development of ETV have labored hard to help solve its financial and programming problems.

For example, the Fund for Adult Education made available the first matching grants on a two to one basis for the establishment of the first thirty ETV stations in the U.S.A. In the middle fifties the Ford Foundation decided it could no longer help to finance any additional ETV stations. Fortunately, the 1962 ETV Facilities Act was passed and brought educational television signals to millions of additional Americans.

In 1953 the Fund also established and financed the National Educational Television and Radio Center, now known as N.E.T. The main sources of money for N.E.T.'s operations have always been the Fund and the Ford Foundation proper. Today, therefore, it seems perfectly natural and necessary to be considering the

establishment of the Corporation for Public Television. Later I will comment on this important concept on behalf of all ETV stations.

Beginning in the middle fifties the Fund for the Advancement of Education made the first research grants for experiments with television for formal classroom instruction. It also was responsible for initiating the first experiment by means of an airplane in anticipation of a satellite system of broadcasting. I refer to the Midwest Program Airborne Television Instruction, Inc.

In June 1958 the Citizens Advisory Committee of Title VII, National Defense Education Act, approved the first grants to be released by the United States Office of Education for research related to the use of television in education. Since then approximately $10 million has been invested in research related to the use of television in education. Of great importance to ETV station operations has been the Title VII establishment and early support of experimental regional television instruction libraries, two of which are now national in scope. One is now self-supporting. A third, the ETS Program Service, has been established with private funds to serve the home audience.

As a result of these grants, contracts and published research findings which were made available by the Fund for the Advancement of Education and the United States Office of Education, public schools were encouraged to invest their funds in order to utilize these new broadcasting facilities for formal instructional purposes. There are probably only one or two situations in the country in which an ETV station is at present not broadcasting for the local public school system.

It would be dangerous to consider or decide upon any plans concerning the long-range future of educational television stations without taking into full consideration the tremendously significant economic fact that approximately 57% of a typical ETV station's revenue comes in the form of public school funds to broadcast formal instruction programs to the classroom. In this respect it is important to understand that it is the public school authorities, not the stations, who exercise careful control over the content of these formal programs, irrespective of their origin.

I have given these examples to focus attention on a trend which calls for the use of not only private funds but also public funds—local, state *and* federal. A judicious mix of all four sources is needed in order to finance an effective second, nationwide ETV system of which we can be proud. At the end of 1963 the ETV stations in this country decided to organize a new Educational Stations Division under a reorganized National Association of Educational Broadcasters. The first move was to plan and execute the First National Conference on the Long-Range Financing of Educational Television Stations which was held in Washington in December 1964, and was made possible under a contract with the U.S. Office of Education. It was a unique conference in that every station then on the air was represented, and for the first time in history members of the governing boards—the licensees—met together at an ETV conference. At present there are over 2,500 prominent, responsible citizens who are members of the boards of University, Public School, Community and State operated ETV stations.

To date all of the mandates that stemmed from the first conference have been achieved, including the most important, namely, the formation of a national commission which would have the approval and support of President Johnson and would make a comprehensive study of educational television in the United States.

The Carnegie Commission on Educational Television endorsed by the President and supported financially by the Carnegie Corporation of New York was announced in November 1965. The imaginative and comprehensive report of the Carnegie Commission, "Public Television: A Program for Action", was released January 26, 1967.

In December 1966, prior to the publication of the Report, invitations were issued on behalf of NAEB–ETS to all stations to participate in the Second National Conference on the Long-Range Financing of Educational Television Stations which was held in Washington on March 5–7, 1967. The respose was immediate and the attendance above expectations.

The purpose of the second conference was to review the progress which had been made with respect to each mandate resulting from the first finance conference, to discuss other national ETV proposals, such as the satellite proposal of the Ford Foundation, but primarily to study and discuss the recommendations of the Carnegie Commission on Educational Television.

All the station representatives and most guests who attended the Second National Conference on the Long-Range Financing of Educational Television were divided into eleven study-discussion groups. All recommendations stemmed from these eleven groups after more than two days of intensive study and discussion.

The printed agenda for the Second National Conference was completed before Bill S. 1160 was available. Nevertheless the conferees explored in depth the objectives it sought to reach. It is noteworthy that the conference produced a consensus as to the best means of achieving the goals of the Carnegie Commission and that these are similar to those contained in Bill S. 1160.

The overall conference consensus was that, in general, all recommendations of the Carnegie Commission were acceptable, and should be implemented with all possible speed.

Attached is a list of the twelve recommendations made by the Carnegie Commission on Educational Television in its report—"Public Television: A Program for Action." Under each recommendation there is also listed the Conference consensus which in each case is favorable. I now wish to comment specifically on the Conference consensus concerning three of these recommendations as they relate to H.R. 6736.

The first is the Carnegie Commission Recommendation #11 as it relates to Title I and reads:

"We recommend new legislation to enable the Department of Health, Education, and Welfare to provide adequate facilities for stations now in existence, to assist in increasing the number of stations to achieve nationwide coverage, to help support the basic operations of all stations, and to enlarge the support of instructional television programming."

The Conference consensus is as follows:

1. New legislation for ETV station support is encouraged, with emphasis on possible liberalization of various conditions heretofore enforced for equipment and microwave links; funds are needed for total systems, and it is felt that equitable formulas for *all* stations must be developed.

As of this moment HEW has on hand a large number of qualified applications which if approved will exceed the $10½ million recommended in Title I. Under these circumstances there will be no money available for the balance of the qualified applications now on hand or for the new ones which will surely be received within fiscal 1968.

Members of this committee have asked many questions about recommendation #11 of the Carnegie Commission Report which has a chapter heading "The Total System" and includes two tables involving "Costs and Sources of Funds for System". The Board of Directors of Educational Television Stations worked out and released its own "Model" of costs prior to publication of the Carnegie Commission Report, but with the Commission's approval. The two sets of figures are so close that ETS has adopted the Commission's estimate of costs and sources of funds for a total system.

Carnegie Commission Recommendation #2 as it relates to Title II reads:

"We recommend that Congress act promptly to authorize and to establish a federally chartered, non-profit, non-governmental corporation to be known as the 'Corporation for Public Television.'"

(In discussing this matter the Conferees took into full consideration President Johnson's Education Message to the Congress and the restrictions concerning operations recommended by the Carnegie Commission and the Bill.)

The Conference consensus is as follows:

1. The concept and principle of the Corporation are endorsed.
2. Insulation of the Corporation is vital. Realizing that differing methods exist in different proposals for the appointment of the Corporation's Board of Directors, the Conferees feel that three factors will assure the necessary insulation—the wisdom of the administration, the collective responsibility of local ETV broadcasters, and a faith in the American people.
3. There is strong agreement with the Carnegie recommendation that the Corporation be a non-operational entity.

Carnegie Commission Recommendation #12 as it relates to Title III reads:

"We recommend that federal, state, local, and private educational agencies sponsor extensive and innovative studies intended to develop better insights into the use of television in formal and informal education."

Before proceeding I should point out that there are many questions in the minds of some educators regarding how to use television more effectively for

teaching purposes in the future. This is understandable. As the Carnegie Commission Report points out "the deficiencies in instructional television go far beyond matters of staff and equipment. It is of much greater consequence that instructional television has never been truly integrated into the educational process . . . It is not so much the deficiencies of instructional television that are laid bare, but the deficiencies of public education itself."

The Conference consensus is as follows:

1. Work is needed in enlightening educational administrations at all levels regarding television in formal education.

2. As systems develop and operate, efforts must be made to weld ETV and ITV commitments at local levels in the interest of effectiveness and economy.

3. A study of instructional TV comparable to the scope and power of the Carnegie Commission is needed immediately.

Mr. Chairman, that concludes my testimony on behalf of all the conferees. This means, with very few exceptions, representatives of all ETV stations in this country. I most respectfully urge that you give full support to H.R. 6736 in order that, educationally, they may serve the American people more effectively.

Thank you.

SUMMARY OF CONFERENCE RECOMMENDATIONS

The Second National Conference on the Long-Range Financing of Educational Television Stations was called by the Educational Television Stations Division of the National Association of Educational Broadcasters March 5–7, Statler Hilton Hotel, Washington, D.C., for two specific purposes: to review and react to the Carnegie Commission report, *Public Television: A Program for Action* (the Commission *and* the report were direct outgrowths of this Conference's 1964 predecessor), and to make recommendations for further action.

To accomplish these tasks, the 350 participants were divided into eleven discussion groups. Their Agenda was composed of the twelve major recommendations of the Carnegie Commission report; and their frame of reference was the "Diagram of the Carnegie Commission Plan".

The recommendations (1 through 12) which follow are those of the Carnegie Commission report and are direct quotes thereof; the statement of consensus which follows each recommendation is the outgrowth of conferee discussion of that recommendation.

Before proceeding with specific information concerning each Carnegie Commission recommendation (with its attendant statements of conferee consensus), it is appropriate and necessary to state that the conferees expressed their thanks to the Carnegie Corporation of New York and to the members of the Carnegie Commission. They enthusiastically endorsed the Carnegie Commission Report and added some amendments.

1. *We recommend concerted efforts at the federal, state, and local levels to improve the facilities and to provide for the adequate support of the individual educational television stations and to increase their number.*

General Consensus: The heart of educational television broadcasting is the individual station licensee. Strengthening of local stations should include *operations* and should occur as a result of local needs. Every effort must be made to increase the number of educational television stations serving the nation. The nurturing of local support by individual licensees will be more important than ever when the Carnegie Commission recommendations are implemented.

2. *We recommend that Congress act promptly to authorize and to establish a federally chartered, nonprofit, nongovernmental corporation, to be known as the "Corporation for Public Television". The Corporation should be empowered to receive and disburse governmental and private funds in order to extend and improve Public Television programming. The Commission considers the creation of the Corporation fundamental to its proposal and would be most reluctant to recommend other parts of its plan unless the corporate entity is brought into being.*

General Consensus: The concept and principle of the Corporation are endorsed. Insulation of the Corporation is vital. Realizing that differing methods exist in different proposals for the appointment of the Corporation's Board of Directors, the conferees feel that three factors will assure the necessary insulation—the wisdom of the administration, the collective responsibility of local broadcasters, and a faith in the American people.

There is strong agreement with the Carnegie recommendation that the Corporation be a non-operational entity.

3. *We recommend that the Corporation support at least two national production centers, and that it be free to contract with independent producers to prepare Public Television programs for educational television stations.*

General Consensus: Sources of national programming are essential and they should have substantial financial support. The need for strengthening a national programming service or services is endorsed; however, steps must be taken to ensure the flowering of *regional* and *local* programming dictate *national* programming which, in turn, would dictate national program needs.

4. *We recommend that the Corporation support, by appropriate grants, the production of Public Television programs by local stations for more-than-local use.*

General Consensus: Let the *number and location* of stations receiving grants for more-than-local programming develop by evolution rather than by design.

5. *We recommend that the Corporation on appropriate occasions help support local programming by local stations.*

General Consensus: General support for local programming, possibly as a regular source of programming funds, is emphasized as a priority need.

6. *We recommend that the Corporation provide the educational television system as expeditiously as possible with facilities for live interconnection by conventional means, and that it be enabled to benefit from advances in technology as domestic communications satellites are brought into being. The Commission further recommends that Congress act to permit the granting of preferential rates for educational television for the use of interconnection facilities, or to permit their free use, to the extent that this may not be possible under existing law.*

General Consensus: Conventional means for ground interconnection must be encouraged immediately for *both* networking and distribution for *all stations.*

There is unanimous support for free or preferential rates for noncommercial broadcasting stations.

7. *We recommend that the Corporation encourage and support research and development leading to the improvement of programming and program production.*

General Consensus: Corporation support of experimental programming and production is strongly advocated.

8. *We recommend that the Corporation support technical experimentation designed to improve the present television technology.*

General Consensus: Corporation support for technical research and development, especially related to educational broadcasting, is endorsed.

9. *We recommend that the Corporation undertake to provide means by which technical, artistic, and specialized personnel may be recruited and trained.*

General Consensus: The recommendation concerning training and recruitment of personnel is emphatically endorsed; management training for future leaders in educational broadcasting is essential; education as well as training is stressed, as is the use of all existing resources for personnel development.

10. *We recommend that Congress provide the federal funds required by the Corporation through a manufacturers excise tax on television sets (beginning at 2 percent and rising to a ceiling of 5 percent). The revenues should be made available to the Corporation through a trust fund.*

General Consensus: Public Television funds should be insulated, independent and, as far as possible, diversified; actual procedures employed for funding are not important and best left to the wisdom of the Executive Branch and Congress.

11. *We recommend new legislation to enable the Department of Health, Education, and Welfare to provide adequate facilities for stations now in existence, to assist in increasing the number of stations to achieve nationwide coverage, to help support the basic operations of all stations, and to enlarge the support of instructional television programming.*

General Consensus: New legislation for ETV station support is encouraged, with emphasis on possible liberalization of various conditions heretofore enforced for equipment and microwave links: funds are needed for total systems, and it is felt that equitable formulas for *all* stations must be developed.

12. *We recommend that federal, state, local, and private educational agencies sponsor extensive and innovate studies intended to develop better insights into the use of television in formal and informal education.*

General Consensus: Work is needed in enlightening educational administrations at all levels regarding television in formal education.

As systems develop and operate, efforts must be made to weld ETV and ITV commitments at local levels in the interest of effectiveness and economy.

A study comparable to the scope and power of the Carnegie Commission is needed immediately.

Mr. HARLEY. Now I will turn to the chairman of the board of directors of the educational television division of the NAEB, also head of Nebraska's television network, and manager of the station at the University of Nebraska, Mr. Jack G. McBride.

STATEMENT OF JACK G. McBRIDE

Mr. MCBRIDE. Mr. Chairman, my comments will be brief. I speak, as Mr. Harley indicated, both as general manager of a university educational television station operating since 1954, as general manager of a statewide educational television network, and also as chairman of the board of directors of the educational television stations' division of the National Association of Educational Broadcasters.

Serving with me on that board of directors this year are Mr. Hartford Gunn, the general manager of WGBH–TV, a Boston community ETV station; Mr. James Robertson, of WHAM–TV, at the University of Wisconsin; Mr. Robert Schenkkan, general manager of KLRM–AM and TV, Austin and San Antonio; Mr. Loren Stone, manager of KCTS–TV, University of Washington, and Mr. Donald Taverner, the president of WQED and WQEX in Pittsburgh, a community station.

Your attention is directed to the fact sheets about educational television which provide considerable detail about our ETV stations. This is submitted in my testimony before you (see p. 461).

The typical ETV station broadcasts about 50 hours per week, with an average annual operating budget of only about $260,000. Most of the program schedules are quite similar. About one-half of a typical station schedule is devoted to classroom instruction for elementary and secondary schools as well as for college credit, and about half of the programs are what the Carnegie Commission on Educational Television has so aptly called public television.

Stations normally produce about one-fourth of their own programs, and get the remainder from diverse sources including National Educational Television in New York, the ETS program service, regional networks and other sources.

Our ETV stations are licensed by the Federal Communications Commission to operate noncommercially and to serve the educational needs of their own communities. None may accept commercial advertising. Each is responsible for its own program schedule.

The stations are licensed about equally in number to four general categories of licensees: universities; State commissions; authorities and departments of education; public school systems; and nonprofit community organizations established specifically to operate ETV stations.

On behalf of ETV stations, I wish to direct specific attention to the proposed legislation. We strongly and enthusiastically endorse the

extension of the Educational Television Facilities Act of 1962 in the manner contained in title I of the bill. Educational television has taken giant steps as the result of the ETV Facilities Act.

I can point to all of the States represented by this committee, and to most other States, and document major ETV advancement—increased numbers of station activations—dramatic expansion of public service.

But equally can I point in these same States to much more which needs to be done: service shortcomings, service voids, service needs. Initial progress must be sustained.

As we look back over the past years of success with the Educational Television Facilities Act, success is not measurable in terms of numbers of stations and dollars alone.

Let me cite certain Nebraska illustrations which in many ways are typical of national ETV development. Were it not for the ETV Facilities Act, the Nebraska ETV Network would not be providing a 7:30 a.m. to 11 p.m., 90 hours per week, year-round statewide educational service.

Were it not for the ETV Facilities Act, student nurses in my State would not be receiving quality instruction in anatomy and physiology by television; law enforcement officers throughout Nebraska would not be receiving timely instruction in arrests and bookings; teachers, the latest in elementary science and math teaching methods; farmers and ranchers would not see demonstrations in corn root-worm control and cattle feeding; pupils in Scottsbluff and North Platte would not regularly see and hear the Boston Symphony and other metropolitan symphony orchestras; college students in Hastings and Peru, would not regularly have the opportunity to see great drama; preschoolers in Alliance and Grand Island, the chance to watch "Television Kindergarten" and "What's New?"

For the first time we have the mechanism to bring the educational, cultural, and historical resources of America's major metropolitan centers directly into the homes of the less-populated areas which form so much of our country.

We believe the future accomplishments of this title will be even more far-reaching than the obvious accomplishments of the Educational Television Facilities Act have been to date.

That the present act has been a success can be judged in one measure, in that all funds presently authorized for grants have long since been committed. A new applicant today will find no Federal assistance available to him under this act. And we are aware that applications for a substantial additional amount—indicating dire need from throughout every section of the United States—are already on hand in the Office of the Secretary of Health, Education, and Welfare.

We have further conducted inquiry among ETV stations to ask what documented needs they can project in the future for applying for additional matching funds under such a title.

From 40 existing stations, we have received anticipated 1967–68 applications for Federal funds totaling over $28 million.

Planned projects include establishing needed second ETV stations, conversions to color, new mobile and film equipment, new studios, and, with the proposed new legislation, building educational radio stations, plus expanded radio and TV networking.

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There can be no uncertainty that the need for extension of the Federal matching-grant program persists. The intent and letter of he bill will well be served.

A report we made last year to Senator Warren Magnuson showed that Facilities Act funds have also generated continuing and growing local support as a direct result of the act.

I submit that this is a prime example of mutually beneficial Federal-State partnershipping. Such must be continued.

In terms of other provisions of this title, we note that the maximum sum to be granted to any single State has been raised from $1 million per State to 12½ percent of the total appropriation for any year. We think this is a good provision.

As long as 2 years ago, responding to an inquiry from the Office of the Secretary of HEW, our organization spoke to the need for lifting the previous $1 million ceiling in the act. Even then, a number of States which had experienced rapid and healthy development in educational television had reached their $1 million ceiling, and were unable to proceed further in terms of needed construction and development.

The State which I am privileged to represent, Nebraska, is a good case in point. In 1963, the Nebraska Legislature authorized development of a State ETV network to serve all the schools, colleges and homes of our State, which is almost 500 miles wide.

To date, five full-power, tall-tower stations have been activated. The sixth and seventh are under construction. An eighth and ninth have been authorized. But we consumed our $1 million limitation under the Facilities Act before the fifth station was completed, and we still have additional stations to activate and dark areas to cover to bring the many instructional and cultural benefits of ETV to the more sparsely populated areas.

Our legislature, and an increasing number of State legislative bodies, is committed to the concept of a statewide ETV service available to every school and to every home—so fully do the Nebraska Senators believe in this present service and future promise of this thing called Educational Television.

For these reasons, our Nebraska ETV Commission has requested from our legislature currently in session additional funds to match additional appropriations contemplated in S. 1160.

There is still much to be done: more channels, interconnection, colorizing, updating production origination facilities. Nebraska's needs are paralleled in many other States.

We note with considerable pleasure the inclusion of educational radio stations as eligible recipients under terms of the act. Our ETS Directors long ago urged that educational radio stations be made eligible for these grants. About one-third of our educational television station licensees are also licensees of educational radio stations.

We expect this proportion to increase in future years, as the two media are used in joint support for educational service in their communities. Each has a definite role to play in American education and local community service.

As to title II of the bill, speaking for the ETV stations, I can state that we concur absolutely in the establishment of a nonprofit educational broadcasting corporation. This is an exciting new proposal with

the potential for developing far-reaching benefit for the American people.

We believe it is in the best public interest for the Congress to encourage the growth and development of noncommercial educational radio and television broadcasting. We heartily endorse the policy aims of freedom, imagination and initiative which we know from direct and long experience are the cornerstones on which public television must be built.

Our aim has always been to achieve diversity and excellence, although, heretofore, we have seldom had the means at all levels to accomplish it. We have studied the recommended corporation and we believe that this is an appropriate agency for the Congress to establish, and that it can be of extremely vital service in assisting the continuing development of educational broadcasting throughout the United States.

We concur that the corporation must be free from any undue outside influence. We believe the corporation as described and established by the bill will accomplish that purpose.

I can state categorically that no educational broadcasting licensee will tolerate interference with his own local authority or with his program schedule. We do not permit it now; we cannot permit it in the future. The licenee's responsibility is total for his own program schedule.

I can assure you that the institution and agency which employ me and those licensees of all other educational television stations concur absolutely. We can accept no interference with the autonomy of our program schedules today or in the future. These are our credos in educational broadcasting.

Of the various methods proposed, we believe that the public corporation provides the best mechanism for insulating against undue influence, contains the most productive and appropriate safeguards, will provide the best policymaking leadership, and will develop the most beneficial assistance to ETV and thus to the American people. We have faith in the system and its potential.

We applaud the establishment of the Public Broadcasting Corporation itself as essentially a nonoperating entity. We believe it just as important that the corporation be insulated itself from the day-to-day activities of a broadcast station or network as it is from political control in its selection of staff and board members. We feel operational services should be contracted by the corporation as a further insurance of objectivity and separation from the possibility of improper influence.

We support the broad activities to which this corporation would offer encouragement. Extremely critical is operational support for our stations. We have too great a number of ETV stations today which operate in their communities with budgets far below any level of effectiveness.

A majority of ETV stations operate annually on less money than the cost of 1 hour of a prime time program on a commercial network.

Despite these limitations, we are proud of the achievement to date of our ETV stations. We longingly look to a future of vastly improved and increased service. Therefore, we are pleased that the corporation in such situations can assist in the direct operational support of those stations.

We are painfully aware, too, that many local program opportunities exist which cannot be met because of inadequate local financing. The ETV stations in Nebraska would welcome the opportunity to produce timely documentaries dealing with public affairs, problems, and issues facing Nebraskans.

We look forward to producing local out-of-school general educational programs for children; to bringing an even greater number of historical, cultural, and educational resources from throughout our State directly into the classrooms and homes of every citizen.

We look forward to producing a number of specialized skills and vocational programs; to bringing the workings of our legislature and State government from our capitol directly into the homes of our people, so they may become a better informed citizenry.

But these local productions take a full complement of professionals, not part-timers or the inexperienced, or even capable professionals who must perform two or three different production tasks.

It is a fact of life that at the State level almost total attention, effort, and funding has to date necessarily been directed to construction of the vital ETV transmission systems. We now must direct equal attention to what goes into that distribution system.

We must now devote as much attention, effort, and funding to the program as we have to the hardware. Again we are pleased to note the corporation can function in a role supportive to local agencies which have provided the base operations, facilities, and staffs.

We call your attention to the growing development of regional educational television networks for the pooling and sharing of resources in a typical self-help approach. The Eastern Educational Network has long been a successful model in this regard. The Central Educational Network has just incorporated to serve stations in the Midwest.

The Western Educational Network is planning toward similar cooperative program exchange and production in the west coast region.

Rocky Mountain and Southern compacts have similarly been formed. We encourage this development. We encourage corporation assistance for these valuable ETV adjuncts.

At the national level, the excellent record of National Educational Television, with which most of our stations are affiliated, clearly shows what can be accomplished in ETV, when adequate resources are available.

NET deserves and should get additional support from the proposed corporation. This program agency is of prime importance to the future of our ETV stations and to the ETV development itself; NET has the enthusiastic backing of our ETV stations.

In this respect, also, our own organization has fostered the development of the ETS Program Service in Bloomington, Ind., which exchanges the best program produced by the stations themselves.

However, the ETV stations themselves cannot yet afford all the cost of exchanging programs themselves. Thanks to seed grants from the National Home Library Foundation and the W. K. Kellogg Foundation, the ETS Program Service has already had a year of rapidly expanding service to the ETV stations.

We believe the ETS program service is an obvious development activity which the Corporation for Public Television should support

in order to continue and expand its effective distribution of good ETV programs throughout the Nation.

Turning to title III which authorizes a comprehensive study of instructional television and radio, we certainly approved. Just as has been done for public television by the historic Carnegie Commission study, we feel a study of similar stature with similar outstanding citizens serving it, should be undertaken in the field of instructional television.

It was quite proper that the limited time staff and funds of the Carnegie Commission on ETV were devoted to a single aspect of ETV, public television. It is equally appropriate, indeed mandatory, that similar attention now be given to the companion service of ETV—instructional TV.

Instructional TV is a major factor in Nebraska, as in so many States. Our elementary and secondary students are regularly receiving instructions in French, English literature, social studies, science and other subjects through our State network.

Several weeks ago, through the Nebraska ETV Council for Higher Education, students on Nebraska public and private colleges and university campuses throughout the State—from Omaha on the east border to Chadron in the west—saw a special interview with a contemporary poet in her home here in Washington as filmed for us by the Washington ETV station.

The Nebraska Educational Television Council for Nursing Education, the Nebraska Council for Educational Television, and the Metropolitan Omaha Educational Broadcasting Association each have incorporated to pool instructional reosurces via the network facility.

Nationally, the potential for instructional television is great as well. Progress is being made. National TV class enrollments have tripled in the past 5 years. (See attachment: "The Size and Growth of the School TV Audience.")

But problems persist—problems such as quality improvement, the expansion of service, utilization of programs, and financing.

Answers to these problems must be found or the full potential of instructional television will never be reached. American education will be the loser.

The educational television stations of the United States, on behalf of the millions they serve—and could serve better—urge your prompt approval of all three titles of the bill as written. Your action will be historic: the benefit, far reaching and highly significant to this country.

(The ETS attachments referred to follow:)

FACTS ABOUT EDUCATIONAL TELEVISION BY EDUCATIONAL TELEVISION STATIONS, A DIVISION OF NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

ETV STATIONS

One hundred and twenty seven educational television stations were broadcasting on March 1, 1967. Sixty two additional ETV stations are committed to be on the air by 1968, with another 34 planned when funds are available. Telecasts aimed at in-school programming each three out of five of the nation's students in more than 1400 school systems and nearly 800 colleges and universities. General educational programming is within reach of the homes of an estimated 134 million people. Television—which has become such an important part of our national life—is making available vast new educational opportunities to the American citizenry.

New York, Chicago, Milwaukee, Pittsburgh, Miami, Minneapolis-St. Paul, Oklahoma City, Ogden, (Utah), Tacoma, Tampa-St. Petersburg, Philadelphia and Richmond have more than one ETV station. There are 17 separate interconnected ETV systems with 51 stations interconnected with at least one other station.

A number of state-wide networks have begun operating—Alabama, Georgia, Hawaii, Maine, Nebraska and South Carolina. Others will become operational shortly in Maryland, Mississippi, and Vermont, with more in the planning stage.

ETV HISTORY

In early 1952 the Federal Communications Commission reserved 242 channel assignments for noncommercial educational use. In 1965 a new allocation table provided 632 reserved assignments.

The first ETV station to go on the air was KUHT at the University of Houston, Texas, on May 25, 1953. Financing of noncommercial television was a major hurdle, but 80 ETV stations managed to begin broadcasting within a decade, aided significantly by first the Fund for Adult Education, and then The Ford Foundation, and other private sources.

To ease financial pressures and encourage development of the new medium, the Educational Television Facilities Act was passed on May 1, 1962. It authorized $32 million over a 5 year period for federal matching grants to be used in the activation of new ETV stations and for expansion of existing station facilities. The Act, administered by the Department of Health, Education and Welfare, specifies the applicant for federal matching funds must demonstrate financial ability to provide the non-federal funds needed for the construction, operation and maintenance of an ETV station. Thus far 138 grants have been approved for a total of $26,752,225. There are $8.6 million in pending applications which well exceeds the $32 million appropriated.

ETV PROGRAMMING

The average educational television station broadcasts about 50 hours a week. Over one-third of the stations now include weekend programming. Programs are about equally divided between classroom instruction for schools and colleges, and general programming designed to be viewed at home. Complete data about ETV stations' programs schedule is contained in the report "One Week of ETV," published by the National Center for School and College Television, Bloomington, Indiana. This report is the 4th study of a full week of ETV programming, the latest week studied being in April, 1966. The report shows that although the quantity of ETV station programming is generally rising sharply (up 15% over 1964), local station's production of their own programming is decreasing at least as rapidly, averaging only 27% of their broadcasting schedules.

Telecourses, both credit and non-credit, at all levels of instruction are available through television. Recorded television lectures for classroom use are available to educational television stations from the National Center for School and College Television, Bloomington, Indiana, the Great Plains Regional Instructional Television Library, Lincoln, Nebraska, and the Northeast Instructional Television Service, Cambridge, Massachusetts.

Late afternoon, evening and weekend program schedules of ETV stations are intended to meet the needs and interests of many diversified groups. A typical ETV program schedule for home viewing may contain basic education courses for illiterates, English and Americanization for the foreign-born and vocational courses for the untrained. Or, college level extension courses, graduate courses for doctors of medicine or other professional groups. Other program areas are equally varied—documentaries or public affairs forums; children's programming; courses in chess, cooking, homemaking, or typewriting; or drama, music, ballet, art.

NATIONAL EDUCATIONAL TELEVISION

Besides programs produced locally by individual stations, most educational stations are affiliated with National Educational Television (N.E.T.) in New York, which produces 5 hours of new programming each week for distribution to its affiliated stations. The local ETV stations contribute nominal fees to affiliate and receive N.E.T. programs.

ETS PROGRAM SERVICE

The ETS Program Service was established in 1965 at Bloomington, Indiana. It is operated by Indiana University Foundation under contract to Educational Television Stations, NAEB. This service provides an exchange of a variety of programs selected from the best productions originating at local stations. There is a small per-program use charge to offset distribution costs. This nation-wide program distribution facility was made possible through grants from the National Home Library Foundation and the W. K. Kellogg Foundation.

OTHER SERVICES

Regional services are also a major source of supply of educational television programs for in-school courses and general home viewing. The principal regional services are Eastern Educational Network, Boston, Massachusetts and Midwestern Educational Television, Inc., St. Paul, Minnesota.

ETV LICENSEES

Noncommercial educational television licenses are granted by the Federal Communications Commission to nonprofit educational organizations "to serve the educational needs of a community; for the advancement of educational programs; and to furnish a nonprofit and noncommercial TV broadcast service." "No announcement, (visual or aural) promoting the sale of a product or service" is permitted.

ETV stations must abide by the same technical rules governing commercial television stations. They are subject to the same programming rules, for example controversial issues, equal time for political candidates, and editorializing. Regulations specifically concerning educational television are set forth in Section 73.621 of the FCC Rules and Regulations governing all U.S. broadcasting.

Four general types of licensees operate educational television stations; (1) universities, (2) public school systems (3) state-wide ETV commissions, and (4) nonprofit "community" corporations. All are tax-exempt under 501–C(3) of the Internal Revenue Code and contributions to them are tax-deductible.

More than 70 ETV stations now on the air broadcast over VHF frequencies (2–13). Most channels reserved by the FCC for future ETV stations are in the UHF band (14–83). Legislation requires all manufacturers of television receivers to include capability for UHF reception on their sets.

ETV STATION FINANCING

The average ETV station spends $360,000 annually, according to the Carnegie Commission survey of station capital outlay, operating costs and sources of income. Some stations have reported budgets as high as $2 million annually. "Financial support for the educational television system is derived from many sources," the Carnegie Commission Report states. "By far the largest of these are state and local governments, acting through school systems, state boards of education or through state universities. For community stations, the funds are usually made available through contracts for the broadcasts of programs to the schools. During the fiscal year 1965–66, state and local governments provided approximately $33.5 million for educational television.

"The Ford Foundation has been, since the inception of educational television one of its prime supporters. . . . . Overall, the Ford Foundation has given more than $120 million for the support of educational television. . . . . Since (1965) the Ford Foundation has also made available to the (community) stations, on a matching basis, support which has so far totaled (over) $80 million. These grants will terminate shortly. The Ford Foundation granted nearly $8.5 million in this fashion during the fiscal year 1965–66."

Fund raising activties by community stations and other individual contributions yielded nearly $3 million in fiscal 1965–66, and another $2 million came from corporations. ". . . a variety of other sources contributed $4.4 million during the year," according to the Carnegie Commission Report. "A portion also came through 'underwriting,' in which grants were made in support of specific programs by industrial or commercial organizations which received on-air acknowl-

edgement of their generosity." Various public agencies also pay for production of ETV special programs, such as science, health or career training presentations.

EDUCATIONAL TELEVISION STATIONS

ETV was established in January, 1964, as a division of the National Association of Educational Broadcasters to serve the specific interests of educational television stations in the United States. ETS has the following responsibilities to its membership: (1) preparation of regional and national conferences; representation of ETV station matters to national government and private agencies; compilation of information and reports affecting the national progress of ETV; dissemination of current information to member stations, and assistance with personnel placement. (2) Encouragement for and development of new educational television stations in areas where a need exists. (3) Management of the ETS Program Service to assure availability to ETV stations of an expanding source of quality educational and cultural programs.

ETS is governed by a station-elected Board of Directors, composed of managers of ETV stations. Financial support comes from the stations through annual membership dues. Standing committees and other groups such as the State ETV Authorities study, analyze and report regularly on matters of concern to educational telecasters—program practices and policies, interconnection, labor relations, community antenna television, engineering and copyright.

Member stations also share in the over-all association activities of National Association of Educational Broadcasters (NAEB) which was founded 43 years ago as the professional association for educational, cultural, and public service broadcasting in the United States. Other divisions of the NAEB include Individual Member; National Educational Radio, which operates a nation-wide educational radio network; and Instructional. Among its projects, NAEB conducts the American Samoa educational television program and National Project for Improvement of Televised Instruction. NAEB publications include a bimonthly *Educational Broadcasting Review*, a monthly *Newsletter* and special bulletins. Headquarters of ETS, and of the NAEB, are at 1346 Connecticut Avenue, N.W., Washington, D.C. 20036.

THE FUTURE

In November, 1965, the Carnegie Commission on Educational Television was established with the endorsement and support of President Johnson. The Commission, composed of fifteen outstanding Americans and chaired by James R. Killian, Jr., Chairman of the Corporation of the Massachusetts Instittue of Technology, was the result of recommendations made by the first National Conference on the Long-Range Financing of Educational Television Stations, sponsored by ETS in December, 1964.

On January 26, 1967 (a few weeks after the President's State of the Union Message in which he emphasized the importance of educational television), the Commission released its report; *"Public Television: A Program for Action"*. The report suggested a new institution, The Corporation for Public Television—a nonprofit nongovernmental organization to be financed by federal, state and private funds. It recommended expenditure of about $70 million annually by the federal government, to be matched by smaller sums from the other sources. The Corporation estimated that such a plan would enable ETV growth to a system of 240 stations within four years and assure a reasonable level of operating income by that time.

In August, 1966, the Ford Foundation described a new system also intended to aid ETV, making use of a new Broadcast Nonprofit Satellite Corporation. This proposal would allow educational broadcasters free use of satellite inter-station relays when they become available. It also would return net profits, based on selling satellite usage to commercial broadcasters, to national and regional ETV programming.

These proposals, aimed at establishing a strong financial and programming foundation for ETV, gave new promise for its future.

THE SIZE AND GROWTH OF THE SCHOOL TELEVISION AUDIENCE SERVED BY ETV STATIONS DURING THE PAST 5 YEARS

At present there is considerable speculation about the significance and impact of instructional television. While research about television as a teaching instrument is plentiful, there is no reliable information about the size and growth of the school television audience. After more than a decade of availability, *how many U.S. students actually use television in their classrooms.* While this number clearly has increased over the years, *has the increase been due solely to new transmission facilities and overall growth of the school population,* or *does greater acceptance of television help account for the expanded audience?*

To answer these questions, the National Center for School and College Television (NCSCT) is engaged in a special 3-phase study. Part I seeks to establish *the number of different students using classroom television.* Part 2 deals with the *growth pattern of television in education over the* past 5 years. Part 3 attempts to identify and describe *factors related to gains and losses in the school television audience.* Preliminary conclusions based on the first two phases of this study are presented below.

SIZE OF THE SCHOOL TELEVISION AUDIENCE

In the U.S., the traditional unit used to measure the size of the school TV audience is "student enrollments." The term means the sum of "student exposures" to regularly televised instruction. Employing this approach, students who regularly view lessons from 2 instructional series are counted twice in total television enrollment figures. Thus, previous reports of total enrollments have necessarily overstated the actual number of individual students using television.

Based on its study of enrollment data, NCSCT has determined that the number of different elementary and secondary school students using broadcasts provided by ETV stations was:

1961–62 school year	2,250,000
1965–66 school year	6,550,000

It should be emphasized that while these figures account for most of the school students receiving televised instruction, they are incomplete. The figures refer only to students in schools officially participating in the instructional service of ETV stations. Undoubtedly, many additional students use the service even though their schools are not formally affiliated with it. More importantly, the figures do not include the school audience of MPATI (about 585,000 for the 1965–66 period) nor the currently unknown number of students reached by closed-circuit, ITFS and commercial television transmissions. Reliable figures for the closed-circuit and ITFS audiences are now being compiled by National Education Association.

Using the NCSCT figures only, and in relation to the total kindergarten through grade 12 public school enrollment for the 2 periods, *ETV stations served about 6% of this enrollment in 1961–62 and nearly 16% in 1965–66.*

GROWTH OF THE SCHOOL TELEVISION AUDIENCE

The absolute size of the school television audience does not fully describe the growth of school television over the past 5 years. When increases in the total school population were taken into account, the NCSCT study revealed that for *43% of ETV stations the school audience decreased moderately during this period.* The study noted *modest increases for 26% of ETV stations broadcasting in 1961–66, marked audience increases for 27%,* and *no change for 4%.*

Five year change in audience size were analyzed further by comparing the total school population within the reliable coverage area of ETV stations with the actual number of students served by television. On this "penetration" basis, *the average ETV station served almost 11% of the reachable school audience in 1961. By 1966 the corresponding figure for the same stations was about 19%.*

Since the penetration calculation is based on the use of television in both elementary and secondary grades, and since television is used predominantly in

elementary education, *television was actually used far more in elementary and far less in secondary education than the percentages indicated.*

Although analysis of the factors influencing the size of the school television audience is still in progress, certain generalizations have emerged. *First, the total audience for school television is growing rapidly. Second, where it is available television is reaching substantial numbers of students, especially at the elementary level.*

Mr. HARLEY. Next, because he has an urgent appointment and must leave, I will alter the order, and introduce Mr. Minow, a member of the board of directors of NET and, as you all know, a former Chairman of the Federal Communications Commission.

STATEMENT OF NEWTON N. MINOW

Mr. MINOW. Mr. Chairman and members of the committee, I was thinking as I sat here that it was just about 6 years ago this month when I became Chairman of the FCC, and that the first time I testified before this committee was on the Educational Television Facilities Act of 1962.

Congressman Springer will well remember our effort in that regard. At that time, the Federal Communications Commission did not take a position on that legislation. Commissioner Hyde and I individually came up before the committee and testified. This committee was extremely helpful and visionary in its effort to pass that bill. That is really why we are here today, because that has been a very, very large success.

But the time is now here to take another look at the result of that effort. When I came to the FCC, and I remind you that was only 6 years ago, there was no educational television station in New York City, the largest city in the country, there was none in Los Angeles, none in Washington, D.C., our Capital, none in Philadelphia.

Yet in the last 6 years, spurred by public support, spurred by the Federal legislation which this committee fashioned, we now, I think, are at the crossroads in the further development of educational television.

I am here in another role today. I am the chairman of our two educational channels in Chicago, channel 11 and channel 20. Congressman Springer, being from my State, will know that Edward L. Ryerson, retired chairman of Inland Steel, has been the chairman of that station since its inception in 1953.

Now in his 81st year, he asked me if I would succeed him as we go into another phase of development. We happen to have one of the largest educational television stations in the country in Chicago. We serve an audience of millions of people. Our signal goes into Indiana, Wisconsin, and Michigan.

We have over 1 million schoolchildren each day who watch channel 11 part of the time. We run the largest television college in the world in Chicago on channel 11 and channel 20.

We have thousands of students who otherwise would be unable to attend college who are obtaining their education in that way. We think we do a pretty good job. We have a broad cross section of the community, community leaders of all types, of all businesses, of all parts

of the city, who serve on that board, which is a not-for-profit corporation.

We are approaching the range now of having about a $2 million annual budget. About half of that we get back from a contract with the school systems for instructional programs. About another 20 percent we get back from contracts for producing programs, and for the rest of it we go to the general public each year to raise the money.

We, this year, had an auction on television. I have brought with me for the committee our monthly program schedule. I think that is the easiest way for you to see what kind of a service we provide to the community. I brought enough copies with me to give one to each of you.

Mr. SPRINGER. Mr. Chairman, I am familiar with that brochure, and I would like the committee to take a look at it.

Mr. MINOW. Rather than read my statement, I would like to submit it for the record. But I would like to read one paragraph of it to you, which is 13 years old, and which has guided our station from the beginning in 1953.

Mr. Ryerson and our board at that time adopted this statement. It is as good in 1967 as it was then.

"The primary purpose of the Chicago Educational Television Association in the operation of WTTW is to encourage the intellectual, cultural, and spiritual growth of the community. In the furtherance of this objective, WTTW will attempt to offer opportunities to educate in both a general and specific sense; to draw forth from its viewers the highest intellectual and cultural response of which each is capable; to stimulate interest in the many diverse fields of human endeavor; to assist people to know themselves, to learn to work with others, to understand better a complex world; to inform citizens fairly regarding important issues of the day; and to provide opportunities for individuals to acquire better skills for better living."

That is what we are trying to do. Why do we want this committee to act on this bill?

We urge you to act, gentlemen, because we think we have gone about as far as we can go. We have built a fine station. We have won remarkable community support. But we need to have additional funds to really do the job right.

We need to have additional funds to improve our facilities. We can't afford a mobile unit to get around the city and see what is going on. We need funds so that our programs can be seen on an interconnected basis around the country and so that other programs from other cities can come into our city to be seen on an interconnected basis.

We need the help of the Congress of the United States. We enthusiastically endorse this bill.

I am a director, as Congressman Springer mentioned, of NET as well as of channel 11 and channel 20. I associate myself with the views expressed to you by our other witnesses this morning and by NET.

I would hope most sincerely that this committee will carry on the work it started in 1962 and further extend the promise of educational television for all the people in the country.

(Mr. Minow's prepared statement follows:)

STATEMENT OF HON. NEWTON N. MINOW, NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS AND CHAIRMAN OF THE BOARD, CHICAGO EDUCATIONAL TELEVISION ASSOCIATION

I am honored to appear before you today as a representative of the National Association of Educational Broadcasters and as Chairman of the Board of the Chicago Educational Television Association. The Chicago Educational Television Association is composed of a group of Chicago citizens who have voluntarily joined together to operate WTTW (Channel 11) and WXXW (Channel 20), the only two community-owned non-commercial, educational television stations in Chicago.

WTTW began telecasting in December, 1955, and WXXW in September, 1965. Although these stations have done a highly creditable job in serving the Chicago community since their inception, we feel that our greatest accomplishment lies not in what we have already done, but rather in what we have learned about what must yet be done. Before WTTW went on the air, a statement of policy was issued by our Board of Directors under the leadership of Edward L. Ryerson, then Chairman of the Inland Steel Company. A portion of that statement read as follows:

> The primary purpose of the Chicago Educational Television Association in the operation of WTTW is to encourage the intellectual, cultural and spiritual growth of the community. In the furtherance of this objective WTTW will attempt to offer opportunities to educate in both a general and specific sense; to draw forth from its viewers the highest intellectual and cultural response of which each is capable; to stimulate interest in the many diverse fields of human endeavor; to assist people to know themselves, to learn to work with others, to understand better a complex world; to inform citizens fairly regarding important issues of the day; and to provide opportunities for individuals to acquire better skills for better living.

The enormity of this task has now become evident. If we are to meet our goals, we must have the support of H.R. 6736.

I have come here today to tell you of the educational problems facing us in Chicago, to tell you what we are now doing to meet these problems through educational broadcasting, and to tell you what we will be able to do if H.R. 6736 is passed.

Chicago, like all other large metropolitan cities, finds itself faced with an enormous challenge in education. Chicago must educate more people than ever before and it must educate them better. Today's complex and fast-moving world will not stand still long enough for many of our citizens to catch up with it. We face a greater and greater need for highly trained technicians and capable specialists. We have learned that it is no longer sufficient to educate the children of our city, for we know now that we must also reach and educate their parents as well. We have learned that education for some does not begin in the classroom. Some have missed or passed the classroom and must now begin their education in their homes. We have learned that education must not end when formal classroom teaching ends, but rather that it must follow the student into his home to satisfy his thirst and hunger for knowledge of his community and his world.

To satisfy the educational thirst of great cities such as Chicago, we must make maximum use of the tool which can saturate our city much as would a great flood—a tool which allows us to overcome the obstacles of man-made walls and street boundaries. Our tool can be educational broadcasting.

Working with the support of community and private sources, WTTW has built the most extensive junior college teaching program in the country. Since it began 11 years ago, thousands of students, many of whom would have otherwise been foreclosed from educational advancement have completed college credit courses at an expense far less than conventional resident instruction. In addition to this outstanding formal education program WTTW and WXXW provide instruction in nursing education for 21 Chicago area schools of nursing and daily instruction for almost one million Chicago area elementary and secondary school children.

One current program guide, which I have brought with me and which I urge you to examine, lists programs designed to appeal to the varying interests of the citizens of Chicago. This list includes excursions into the world of Chicago culture and art, into the fascination of books and poetry, into the science of medicine and health, and into the warmth of faith and religion.

Our program list is a good one and a broad one because we have had the wholehearted support of the entire community and of our public-spirited commercial stations as well. We utilize every cent of our support and try to stretch our budget as far as we can. In this way, we try to fill our schedule and to meet the

unrelenting needs of our community. Recently, with the support of Chicago area merchants and the general public, we devoted a week of broadcasting time to a money-raising televised auction. I found myself before the cameras auctioning off a refrigerator, which finally sold at a nicely inflated price. This was due, I am very sure, to the generous support of the community rather than to my skill as an auctioneer!

Despite the fact that our auction raised $208,000, our present resources are simply not sufficient to the task which I have outlined for you. We aspire to something better, and the people of Chicago need the greater potential with which we can serve them. The Bill which you are now considering will free this potential.

The provisions of H.R. 6736 will enable us to increase substantially the extent and quality of the education we can offer our citizens. Many lives will be enriched by passage of this bill; much pride in one's self will be generated, and extensive community improvement will result. Our experience has shown that people in Chicago, as people do everywhere, want television and radio to bring them new plays, the latest in scientific advances, greater cultural diversity, and an opportunity to learn about each other. With more and better equipment, more and better programming sources, more and better talent, we could bring our young and our old to all our museums, our orchestra halls, and to our university campuses.

The bill which you are now considering will make community groups, such as the Chicago Educational Television Assoc., partners with the Federal Government in a unique travel business. The vehicles which we will use in our new venture will be the airways, and the destinations which we offer will be the limits of man's imagination, with many side excursions along the way. The tickets which we issue will be non-expiring, so that if some of our customers have missed the first trip, they can be assured of being able to catch the next one. We will leave no one behind. Our travel business will be somewhat unusual in that all our tickets will be one-way only. Once we have taken someone on one of our excursions, he will never be able to return to his starting point. For, as a wise man said, the mind of a human being is the only thing in the world that once it stretched does not return to its original dimensions.

This travel business of ours will be a unique profit-making venture. Both partners will share equally in the profits. Our government partner will receive dividends in the form of a better educated and highly aware citizen and voter—a citizen who can take better advantage of the opportunities his country offers and in return create further opportunities for the generations that follow. Our community partner will receive dividends in the trained specialists, nurses and teachers which it so desperately needs to provide its citizens with a better place to live and raise their families.

Gentlemen, I urge you to report favorably on the Public Television Act now before you. You will leave the future in your debt.

Mr. HARLEY. Mr. Chairman, because Mr. Minow cannot remain with us for more than a few minutes, it might be appropriate to have our procedure interrupted and let the committee question him before he has to leave.

Mr. FRIEDEL (presiding). Mr. Macdonald?

Mr. MACDONALD. I have no questions.

Mr. FRIEDEL. Mr. Springer?

Mr. SPRINGER. I know what a fine job you have done in Chicago. You also have very great experience with this. I think fundamentally we probably have two questions before the committee, though there may be others.

That is, first, financing, which does carry with it insulation from politics, and the second thing is the board of directors.

In Chicago, fortunately, you have had one big Republican and you as a big Democrat. There have never been any political insinuations of any kind.

I notice you carry on Tuesday "Our Man in Springfield," which is a report on interviews of leaders of the general assembly. This would be immediately after the adjournment of it. I have seen some of the programs and I know how nonpolitical they are.

This is extremely helpful, but one question we are wondering about is as to the board of directors. Have you any suggestions on that?

Mr. MINOW. This is a hard one, Congressman Springer. I think the way the bill came out of the Senate is pretty good. It insures of a broad representation.

On the suggestion that it be bipartisan, which you were discussing earlier this morning, I certainly agree with you about the FCC. I never saw while I was there any evidence of partisanship. I used to get more help from Republicans than Democrats.

My feeling about this is that this should be nonpartisan rather than bipartisan. You will have to be sure that good people get on, people of independence, courage, and conviction.

In the last analysis I think that is it, you just have to get good human beings.

Mr. SPRINGER. What we are trying to do, I think, Mr. Minow, is what I like to call guaranteed nonpartisanship. The President can appoint nine and five of those are going to appoint the remaining six.

This disturbs me a little bit. I have watched the White House under Democrat and Republican administrations. I know how these things are sifted down. It seems to me that in these things unless you have guaranteed nonpartisanship, such as you do have on FCC, and I admit both parties watch like hawks year after year to be sure that you have guaranteed nonpartisanship, this is the thing we are concerned about.

You and Mr. Ryerson on this board make a wonderful combination and nothing would ever go wrong under that circumstance.

I am just saying that this thing could so easily, by appointment, foul out in a manner which could give it political partisanship. I would say fully 90 percent of your programing has nothing to do with this. But it is that 10 percent or ultimately 20 percent which could be guided. This is the part that we are concerned about.

Mr. MINOW. Speaking not for my station, but personally, I have no quarrel with the idea of having the law require bipartisanship. I think that overemphasizes the danger. Perhaps I don't see it as strongly as you.

But I personally have no objection to that course.

Mr. SPRINGER. May I say, if all of our experience would be the same as with your two stations, I would have no concern about it at all. It has been a community endeavor.

I have a chart that I will ask to be inserted into the record, Mr. Chairman, supplied by HEW, indicating how these funds are broken down.

On the Federal share, the Department of Health, Education, and Welfare, will have distribution of $91 million, of which $34 million would be for facilities and $57 million for operating. I don't think there would be any problem in that Department.

But we have to look at 5, 10 and 20 years from now. This is the problem.

Do you have anything further to say on this?

Mr. MINOW. No, I don't. I would simply say this, because you and I are so familiar with our own situation. In Illinois we have a station in Champaign run by the university and another one at Carbonville run by the university. We are not even hooked up in our own State.

We should be. One of the things that this bill would be a help on is Statewide interconnections, as well as nationwide.

Mr. SPRINGER. We understand that.

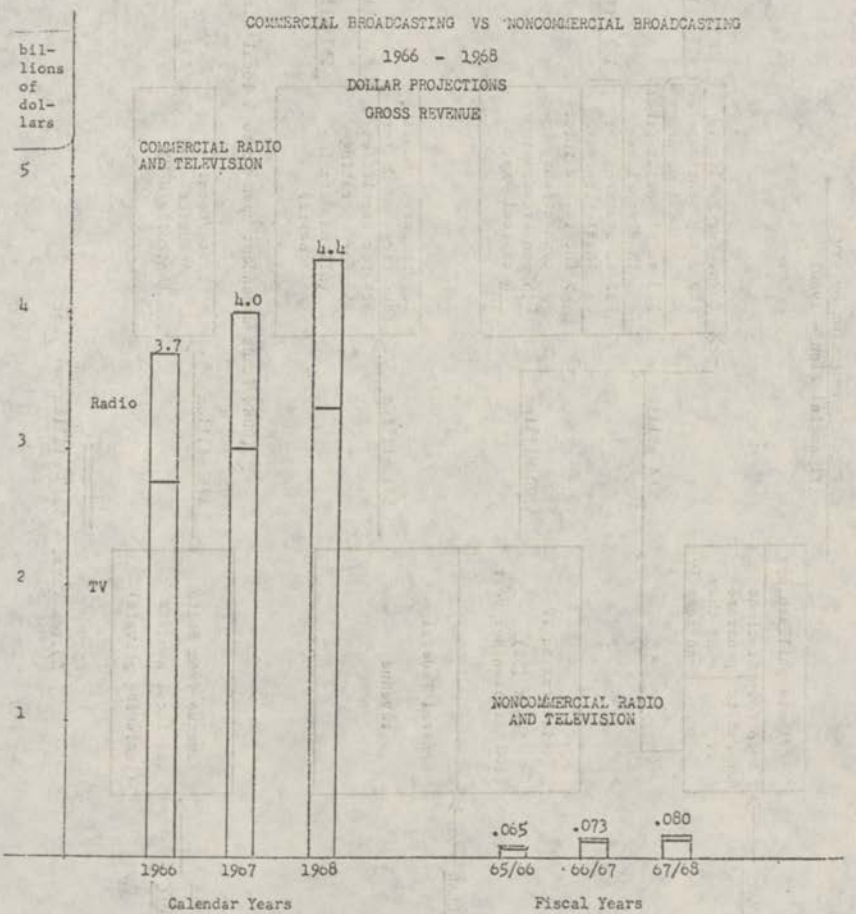
Thank you, Mr. Chairman.

Mr. VAN DEERLIN. With reference to the chart, is that something that will appear in the record of the hearings?

Mr. SPRINGER. At this point, Mr. Chairman, may I ask that this chart which has been submitted by the Department of Health, Education, and Welfare, be inserted into the record? It is among the items that I asked for in the questioning of Mr. Gardner, as to how the distribution of funds and the collection of funds would be under any plan. There are actually three charts.

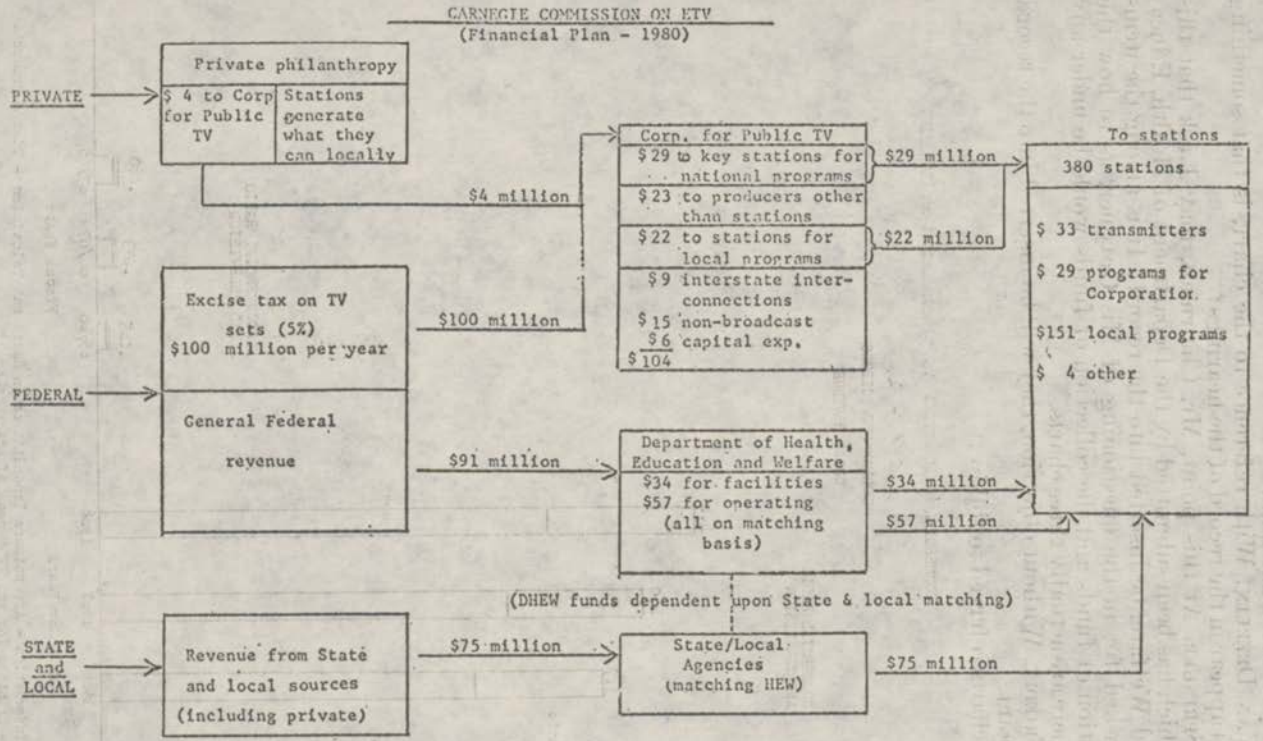
Mr. FRIEDEL. Without objection, they will be inserted into the record at this point.

(The charts referred to follow:)

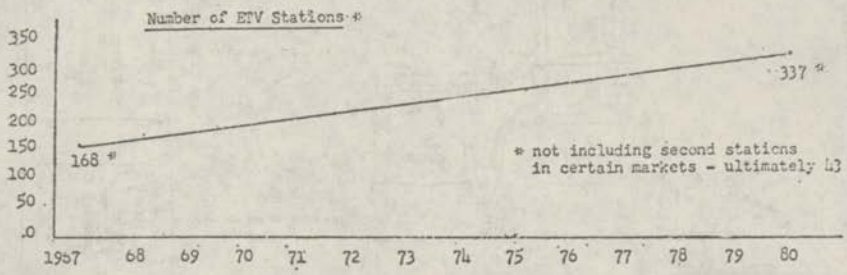


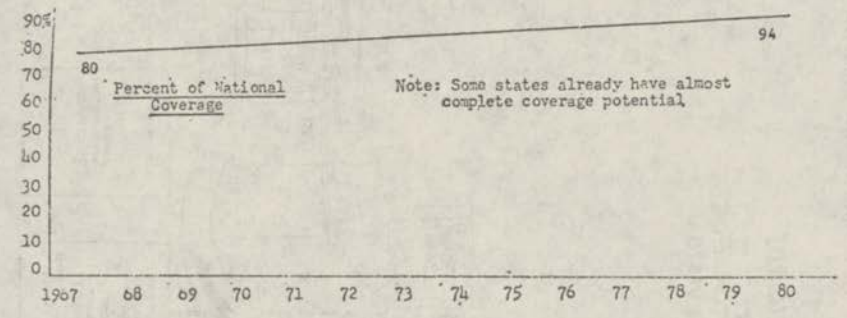
Commercial Information - Advertisers Expenditures in Radio and Television - Time & Production
Television - Printers Ink and TV Bureau of Advertising
Radio - Radio Bureau of Advertising

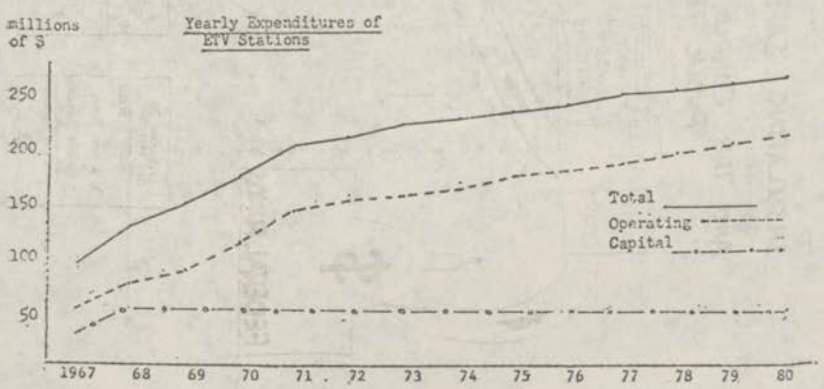
Noncommercial Information - Nat'l Ass'n of Educational Broadcasters. 1967/68 estimates do not include possible assistance from H.R. 6736


CARNEGIE COMMISSION ON ETV
(Financial Plan - 1980)
PRIVATE
Private philanthropy
$ 4 to Corp for Public TV
Stations generate what they can locally
$4 million
FEDERAL
Excise tax on TV sets (5%) $100 million per year
General Federal revenue
$100 million
STATE and LOCAL
Revenue from State and local sources (including private)
$75 million
Corp. for Public TV
$29 to key stations for national programs
$23 to producers other than stations
$22 to stations for local programs
$9 interstate interconnections
$15 non-broadcast
$6 capital exp.
$104
$29 million
$22 million
Department of Health, Education and Welfare
$34 for facilities
$57 for operating
(all on matching basis)
$91 million
(DHEW funds dependent upon State & local matching)
State/Local Agencies (matching HEW)
$75 million
$34 million
$57 million
$75 million
To stations
380 stations
$ 33 transmitters
$ 29 programs for Corporation
$151 local programs
$ 4 other
System Total - $270 million per year.

ETV Growth Projections
(based upon Carnegie Commission estimates)

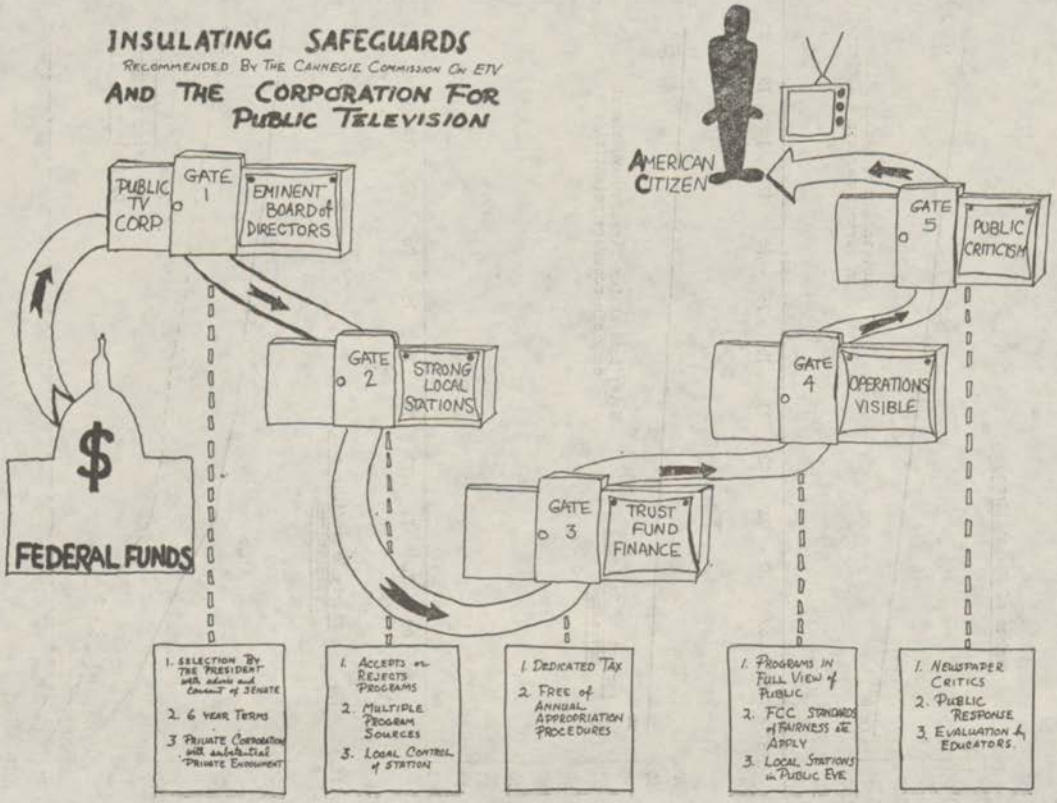






81-750—67——31

(The following chart was subsequently inserted in the record by Congressman Moss on July 21, 1967.)



Mr. FRIEDEL. Mr. Rogers.

Mr. ROGERS. Mr. Minow, it is good to see you again. What is your feeling on the funding? Should it be through the appropriation process or not? That is, after the first year.

Mr. MINOW. My own feeling is that it is wise to let the corporation figure this one out and come back to the Congress with a proposal.

Mr. ROGERS. You would make this a 1-year proposition?

Mr. MINOW. Yes. I think it is a hard question. There are arguments on all sides of it. I would leave it to the corporation to come back here and debate it out at that time.

Mr. ROGERS. Do you think it would be wise to set up the whole bill on the proposition of 1 year?

Mr. MINOW. Yes, I do.

Mr. ROGERS. Rather than the 3-year situation?

Mr. MINOW. Well, I think you ought to hopefully extend the facilities part for the 3 years.

Mr. ROGERS. But not the title II?

Mr. MINOW. Right. I would have the corporation come back in a year with a proposal on its future financing.

Mr. ROGERS. Set them up for 1 year?

Mr. MINOW. Right, insofar as financing is concerned.

Mr. ROGERS. Let me ask you this: How are you sure of your viewing audience that is not in a classroom situation?

Mr. MINOW. It is a tough one because the rating services normally do not measure noncommercial television. However, we do know this: During the week of our auction we could tell from the impact, first of all, from the telephone calls, that something like 85 percent of all Chicago at some time or the other during that week watched channel 11.

Mr. ROGERS. You mean you are not relying on a rating service to determine whether your programs should be shown or not?

Mr. MINOW. No.

Mr. ROGERS. I want to commend you. I think that is one of the most refreshing things I have heard.

Mr. MINOW. If we did, I think we would probably go out of business.

Mr. ROGERS. Thank you very much.

Mr. BROTZMAN. Will the gentleman yield for one question at that point?

Mr. ROGERS. Yes.

Mr. BROTZMAN. Along that line I have a tie-in question. You rely upon programing appeal, Mr. Minow, for your audience. By that I mean I wonder if the teacher required the first or second grade kids to watch whatever it might be. In other words, I am interested particularly in the size of the audience.

I would like to ask you to speak to that a little bit, as to how you accomplish it and what you do.

Mr. MINOW. Addressing it to in-school television with the teacher, my own feeling is that open circuit television is not necessarily the answer, that some of these 2,500 megacycle systems are better for in-school teaching, except for certain things.

On the "TV College," which has run for a decade in Chicago, we know there the number of students we have because they take examinations. They have to correspond. They have to buy a ticket to go with the course. We can tell you there how many are taking it for credit.

We cannot tell you how many people may be watching a course in American government just as a hobby of theirs but not subjecting themselves to the discipline of taking a test at the end of the course.

On the in-school for elementary schools, there we have a thing called the CAST, which is a community organization of all the school boards in suburban and in the city of Chicago. They work together with the teachers who say, "Watch this" at such and such a time.

Mr. BROTZMAN. We have your program guide. I assume that this is put out in advance and rather widely circulated throughout the Chicago area?

Mr. MINOW. Throughout the Chicago area. That particular booklet that you have goes to everyone who gives us $15 a year as a contribution.

In addition to that, we have bulletins, and I will be glad to send them to the committee if you wish, that go to the schools well in advance telling them what will be on at such and such a time.

Mr. BROTZMAN. Thank you.

Mr. WATSON. Mr. Chairman?

The CHAIRMAN. Mr. Watson.

Mr. WATSON. You receive no Government funds whatsoever, do you?

Mr. MINOW. We have in the past applied for and received a grant under the 1962 act; yes, sir.

Mr. WATSON. You do receive or you have received Government funds?

Mr. MINOW. Yes, we have. Not to any large extent. Our building, for example, we built and financed ourselves, with the help of the foundations. But we have received some Government funds, although not of a great amount.

Mr. WATSON. I want to assure you that I strongly endorse the program that I noticed on page 4 of your statement. You say your program includes excursions into, among other things, the warmth of faith and religion. How do you get by with using public funds in putting on a religious program? Is that not against the Supreme Court decision?

Mr. MINOW. I think not, myself. We have a program, for example, which the Catholic archdiocese puts on once a week. We have one put on by the Protestants. I don't think we have one—we may have one put on by the board of rabbis. But we have never had that challenged in any way.

Mr. WATSON. And I hope it isn't challenged. But frankly, you don't teach atheism as a principle.

Mr. MINOW. No. We have not had a challenge. But I personally do not think there is any conflict in that.

Mr. WATSON. I hope you don't have any trouble. I want to commend you for the outstanding job you have done. I seem to detect from what you have said that what you need is money.

Mr. MINOW. That is right.

Mr. WATSON. And I believe that that is the answer and you don't need any national expertise in this particular field. If we can give you the money for the facilities and thereby release funds for you to develop your own program, you don't need any national, Federal, public television system.

Mr. MINOW. We would certainly agree that we need the money, but in addition to that, we believe that we should be a part of a national system, as long as we have the last word ourselves, as we do now, on what we will air.

Mr. WATSON. That is the problem all of us have, how you can get around the adage of he who pays the fiddler can call the tune.

The CHAIRMAN. Mr. Pickle?

Mr. PICKLE. Mr. Chairman, in the interest of time, I will forgo asking questions at this point.

The CHAIRMAN. Mr. Nelsen.

Mr. NELSEN. To repeat the concern of Congressman Springer as to the makeup of the Board and the protection against the use of the facility, in addition to that I might mention that Mr. Minow said he got more help from Republicans than he did the Democrats. I will say in my case, Mr. Minow helped me save the only broadcasting facility we have in my district. It would have been shanghaied to the lesser important State of Iowa if it hadn't been for him. I thank him.

Mr. MINOW. I remember it well.

Mr. NELSEN. And they are doing fine.

The CHAIRMAN. Are there any further questions?

Mr. Macdonald?

Mr. MACDONALD. I just have one, Mr. Minow.

Many people are remembered by a phrase, and your phrase, of course, is "The Vast Wasteland." I was wondering what effect you thought this proposed network of national educational TV would have on the vast wasteland as characterized by you of commercial TV, if any?

Mr. MINOW. My own view is that rather than decreasing the emphasis on public service in commercial television, it will increase it. I believe that because I think the people in commercial television will want very badly to hang onto the audience that watches news, information, and public affairs. Therefore, they will, I think, be stimulated to do an even better job in the future, rather than to decrease.

Mr. MACDONALD. Yet they have come before us, all three networks, and have urged the formation of this fourth network. One of the networks pledged $1 million in support. It seemed to me a little unusual for people in any business to drum up competition.

Mr. MINOW. CBS, I know, has pledged $1 million. I would hope the other networks would do the same. I would hope that the corporation would receive funds from private as well as public sources. I think this will help to insure its independence.

I have found, in my own experience on channel 11, that the commercial television people have been very helpful to us. I have found that uniformly.

Basically, the feeling I have always experienced has been a desire to help and to see a strong noncommercial system.

Mr. MACDONALD. I know that is true in the Boston system. Without sounding parochial, I would take some exception with Mr. Springer saying that your station is the best station because we have a terrific station in Boston. But at a time when they were in financial difficulty, the networks came and helped.

But what I am asking now, and perhaps there is no answer to it, is this: It seems peculiar to me, although I applaud it, and I am not questioning the motives. I just don't understand why three networks

who are in terrific competition with each other are now asking to have a fourth network which, according to one of the presidents of a network, would sometime perhaps reach the ultimate of 20 percent of the viewing audience. Since I knew you are an expert in both fields, I was wondering what you thought about that.

Mr. MINOW. My own judgment is that I think they recognize that there are certain things in the commercial system which they cannot do—covering a daylong session of the Congress, the United Nations, which they would hopefully have the educational television do.

But basically, I think they realize that to offer the public a well rounded service you should have commercial and noncommercial television which are both viable, strong, and effective.

I think we will stimulate them to do a better job. I really believe that. This may surprise you, coming from me, but I would hope one of the things noncommercial television could do occasionally would be to rerun some of the better programs, the public service programs, on commercial television which have been seen only once and, like skywriting, are gone into the air.

I would hope that one of the things that noncommercial television could do would be to provide a second chance for the audience to see them.

Mr. MACDONALD. In other words, you are for more reruns?

Mr. MINOW. I am for more reruns of the public service programs. I really am. I think one of the ironies, coming back to my own city, is that we get the news programs at 5:30 in the afternoon. It would be a great service to us if we could have them rerun at a later hour.

Mr. MACDONALD. Thank you.

The CHAIRMAN. Mr. Keith?

Mr. KEITH. Nice to see you back, Mr. Minow.

You mentioned the fact that New York City, during your years here in Washington, had no educational TV. I think they have one now.

Mr. MINOW. Yes; they do.

Mr. KEITH. I read in this morning's paper about the proposal that a lot of viewers subscribe to CATV in New York on the grounds that it was a very difficult community in which to get good reception. There is nothing in the report that I have observed concerning the relationship of CATV and educational TV.

It would seem to me that these two media or supplementary systems should be understood by the Congress as we legislate in this area.

Mr. MINOW. I agree with you. I believe that on the Senate side the CATV industry appeared to testify and certainly they ought to appear here. They testified in support of the bill. Many people of the country today would not receive educational television but for CATV, which carries the signals into communities that otherwise would not get them.

Basically, as I understand it, the CATV people generally approve and endorse the legislation before you.

Mr. KEITH. We require private TV and radio to give certain kinds of public service programs. Would it be possible that we could legislate in this area and require CATV to furnish channels or cable connections free to their audiences as a public service?

Mr. MINOW. This relegates you into a very tangled and highly controversial area. I do know this: That every CATV system in a community which has an educational station carries it. I think that is true without exception.

Mr. KEITH. You don't see any specific need for a legislative role in that respect as of now?

Mr. MINOW. I would think no, myself. But I certainly suggest that you have a representative or spokesman of their interest before the committee.

Mr. SPRINGER. It is my understanding, Mr. Minow, that the rule that was entered by the Commission requires the carrying of all those signals, including educational as well as commercial.

Mr. MINOW. That is right.

Mr. KEITH. I yield to Mr. Brown.

Mr. BROWN. I had one question not related to this significantly, but I think it is important for Mr. Minow to have this question.

Under section 392 of the grants for construction, what prevents an individual with radio, television, and educational background from applying for a license as a nonprofit corporation for an ETV station and living reasonably well, individually, from the use of this license as long as he meets the requirements otherwise?

Mr. MINOW. The FCC has imposed certain requirements on who can get an educational license. They have to meet a specified test of legitimate, nonprofit operation. I think there has never, to my knowledge, been any impropriety in the administration of the licenses by those which have been awarded.

Mr. BROWN. Is there available a breakdown of the nature of the licensees as to university, and that sort of thing?

Mr. MINOW. Yes. I am sure Mr. Harley can give you that table.

(The information requested was not available at time of printing.)

Mr. BROWN. Thank you.

The CHAIRMAN. Are there any further questions?

Mr. VAN DEERLIN. Is Mr. Harley still available for questioning?

Mr. HARLEY. The whole panel will be.

Mr. MACDONALD. Mr. Chairman, I have a parliamentary inquiry. It was my understanding that the whole panel was to be heard and then questioning. There was a sort of exception made in the case of Mr. Minow because of a previous commitment, as expressed by Mr. Harley.

The CHAIRMAN. That is correct.

Mr. ROGERS. May I ask one more question of Mr. Minow before he leaves?

Should there be an interchange of programs between commercial and noncommercial, educational TV, and should there be a charge?

Mr. MINOW. I would leave this to the corporation to work out. I am influenced by an experience I just had. I just got back from Alaska a few weeks ago, and there is no educational station there. There the commercial stations run some of the educational programs, which is marvelous. That is the only way the communities there would have any access to them.

So I think there should be some freedom and flexibility to meet situations where there are no noncommercial stations available. I would leave this to the corporation to work out.

Mr. ROGERS. Thank you.

The CHAIRMAN. You may proceed.

Mr. MINOW. Thank you, Mr. Chairman. I appreciate your courtesy for allowing me to be heard early.

The CHAIRMAN. We are certainly grateful that you have taken the time to come and be with us.

Mr. MINOW. Thank you, sir.

Mr. HARLEY. Our next speaker is Mr. Schenkkan. I believe Congressman Pickle wishes to introduce him.

Mr. PICKLE. Thank you.

I am pleased to present an outstanding national figure in educational television, Mr. Robert Schenkkan, director of the Communications Center of the University of Texas, and general manager of KLRN–TV, of both San Antonio and Austin. Mr. Schenkkan is a graduate of the University of Virginia, holding an M.A. from the University of North Carolina, where he was instrumental in putting on the air the Nation's 10th educational television station.

He has been at the University of Texas for 10 years and director of KLRN for 5 years.

The significant thing about Mr. Schenkkan is not only his background, but the fact that he is called on quite often as an expert in his field. He was the first chairman of the board of the National Educational television stations. He is a current vice chairman of the national board. He has been an educational consultant for AID, the Ford Foundation, the National Association of Universities, and even the Arkansas Educational Television Commission.

On top of all that, he is a very good personal friend. I am delighted to present Robert Schenkkan to the committee.

STATEMENT OF ROBERT SCHENKKAN

Mr. SCHENKKAN. Thank you, Congressman Pickle.

Mr. Chairman and members of the committee, in view of the lateness of the hour, and since I have submitted a written statement, I would like not to read it, but simply to refer to two points in the testimony and to the discussion that has gone on this morning, which seem to be of particular importance to me.

There really is no problem in regard to either title I or title III. In title II there seems to me to be two principal areas of concern.

One is: Is there really a need for money to go into the programing and operational side of the educational television stations? I would like to say that in my judgment it is essential at this point. We have gone about as far as we can go without some increased injection of help. We are not Chicago. Between San Antonio and Austin we represent what is the 45th largest market in the country, so we are pretty far down that list.

We are spending about everything we can raise locally at this point. There are a lot of services that we are not providing. Mr. Minow spoke of a remote unit. My testimony describes a program which we put on a few weeks ago from a remote location, and goes into some detail as to the cost of this.

Mr. MACDONALD (presiding). Just for the sake of the record, because you have referred to your testimony, without objection, your complete statement will be placed into the record.

You may proceed.

Mr. SCHENKKAN. Thank you, Mr. Chairman.

It is pretty evident from this kind of an illustration that we couldn't continuously program this way, and yet this is precisely the kind of service that the television audience in our area can't get from anybody else.

The Texas Legislature now expends in a biennium nearly $4 billion of the taxpayers' money. We would like to bring the hearings of the legislature to the people, we would like to bring direct reports from the legislature. That kind of thing is impossible.

We did a very careful study of the cost to operate a mobile unit in the medical schools of Texas. We came out to about $350,000 a year. That is a figure absolutely out of reach at this point.

I think this clarifies the question of need.

The other question to which I wanted to address myself for a moment is the question of the corporation and dangers of its becoming a propaganda agency.

This seems to me to be a very unreal problem. In the first place, the way the legislation is posed, we ought to have a board of absolutely outstanding citizens selected by the President of the United States and approved by the Senate. We are going to have a situation in which, through audit, the corporation's affairs are going to be returned to review by the Congress.

There are gentlemen on our board, well known to Mr. Pickle, Harry Cox, the president of the National Bank, Gary Morrison, Norman Hackerman, Lester Palmer, the mayor of Austin. With those gentlemen, it is absolutely inconceivable to me that a board of this kind, which takes its responsibilities very seriously, I must say, would permit us, even if we wanted to, to do anything that would smack of propaganda or to permit us to carry anything which anybody else did which smacked of propaganda.

I think this is your final and most significant protection in this matter. The stations are locally licensed. They are, without exception, although some are school stations, some university stations and some community stations, as ours is, run by boards of very responsible citizens and they couldn't possibly do this kind of thing.

They would be, it seems to me, much more subject to instant retaliation than is, for example, the typical commercial network, which is a good step removed from this local process. I feel that this matter is not a danger.

I believe, of the legislation in general, that this committee has the opportunity, as Mr. Minow pointed out it had once before, to provide a service that will be of tremendous benefit to the people of the United States. We earnestly hope you will act vigorously upon this legislation.

Thank you very much.

(Mr. Schenkkan's prepared statement follows:)

STATEMENT OF ROBERT F. SCHENKKAN, DIRECTOR, COMMUNICATION CENTER, UNIVERSITY OF TEXAS AND GENERAL MANAGER, KLRN–TV, SAN ANTONIO-AUSTIN

My name is Robert Schenkkan. I am Director of the Communications Center of the University of Texas, and General Manager of KLRN–TV, San Antonio-Austin, a community educational television station, and also General Manager of KUT–FM, a University radio station. I am presently Vice-Chairman of the Board of NAEB and was for 3 years Chairman of the Board of the Educational Television Stations division.

I appreciate the opportunity to appear before this Committee as it undertakes its study of the most significant broadcast legislation since the Communications Act of 1934.

I have been in educational broadcasting work for twenty years. But also for almost all of those years, I have also been a faculty member in radio, television and film, first of the University of North Carolina at Chapel Hill and then of the University of Texas at Austin. In this capacity it has been my responsibility to prepare young people for careers in commercial, as well as educational, broadcasting. I wish to speak in support of H.R. 6736.

I have described my background in broadcasting at some length because I wanted to establish that I have a genuine interest in broadcasting as a whole, not only in educational broadcasting. I think it is important that the present legislation not be thought of as a bill which establishes some new, different and *separate* kind of American broadcasting system, but that it be thought of as strengthening an essential part of *the* American system of broadcasting. The television receiver in one's home does not distinguish between educational and commercial television signals; the viewer does not really care what the source of his television service is. The TV set accepts anything that is in the proper electronic mode; the viewer wants only to have a variety of kinds of programming to repay him for his time and the money he has invested in his receiver. This is, in fact, a staggering sum when the value of all receivers in use is totaled. There are some 75,000,000 receivers of these, 10,000,000 of them color (TV Factbook, 1967). In 1962, five years ago, the public investment in TV sets was estimated at 23 *billion dollars*. (Mr. Gene Wilkey, KMOX–TV, CBS St. Louis, May 15, 1962).

The problem now, in its bluntest form, is that while on most channels the viewer's choice of light entertainment is first-rate, his choice of other kinds of programming is extremely limited and the programs, because there are not adequate funds to produce them, are, generally speaking, not good enough. This explains to a very considerable degree the slow growth of the educational television portion of the American system, compared with the commercial portion.

As this Committee well knows, it was the original concept of such leaders of the industry as David Sarnoff that profits in radio were to come from the sale of receivers. Advertising as a source of revenue was a later discovery. The benefits of this development to our economy have been massive but the success of commercial radio and television has been so great that many of the programming ideas earlier held to be of great importance; educational and cultural programs, have been substantially neglected.

The proposed legislation appears to me ideally designed to correct the imbalance which has developed from the unforeseen economic benefits of commercializing radio and television. It provides an opportunity to do this without disturbing the growth and viability of an economically essential industry, and without federal interference in the relationship between viewer and commercial broadcaster. I have recently had extensive discussions with commercial broadcasters both in Texas and at an industry seminar at Asilomar, California jointly sponsored by The University of Texas and Stanford University. The mature responsible leadership of the industry, men like J. C. Kellam of Austin, who serves on the Carnegie Commission, Jack Harris of KPRC, Houston, (Mrs. Oveta Culp Hobby, former Secretary of HEW under President Eisenhower, is the major KPRC stockholder and Mrs. Hobby, too, served on the CC), and Mike Shapiro of WFAA, Dallas, are positive in their genuine and wholehearted support of this Public Television Bill. Mr. Shapiro for example has told me that he is "excited about the educational possibilities of the Act", although he shares the reservations of others about the structure of the proposed Corporation. Even in the case of a struggling and not yet profitable UHF operation in Austin, the manager's view is that, as long as Public Television sticks to serious purpose, it is indeed a part of the broadcast system which ought to be supported. I should acknowledge in this connection that the four largest contributors to our San Antonio-Austin ETV station, other than foundations, have been commercial television stations WOAI–TV, KENS–TV, KONO–TV and KTBC–TV.

I support all three titles of the bill. Title I, of course, is basically a continuation of the present ETV Facilities Act, but with an improved national-local matching radio and the removal of some difficult restrictions. Title III calls for a study, long overdue, of the difficulties which have hampered the use of television in our schools. I hope this extremely important study will be undertaken. It is Title II, however, which is the heart of the matter. It adds that new dimension to our thinking about Public Television which means the difference between the slow,

coral-like growth of a poor-cousin educational television service and the creation within a few years, perhaps no more than a decade, of a truly viable national service responsive to the public will.

Let me address myself first to the need for Title I. Title I of the proposed legislation is an absolute necessity if educational television is to maintain even the slow growth which has marked the last ten years. The Educational Television Facilities Act has been very important in Texas, making full broadcasting power available to the Houston station, allowing Lubbock to replace wornout cameras and transmitter, giving San Antonio-Austin a beginning in color with film and videotape. But we had not really more than begun to solve our problems under that piece of legislation. The area we have to try to serve is so great that the million dollar per state limitation was absolutely unrealistic for us.

To try to provide television coverage to this area with a million dollars has been a hopeless task. In addition, the 15% limitation on interconnection was also unrealistic. We could easily have used the entire amount available in Texas for that purpose. Dr. John Meaney and I have prepared a report for the Coordinating Board, Texas Colleges and Universities, on an educational communications system for the State of Texas. The report contains some specific figures on interconnection for the authorized nineteen ETV channels in Texas, of which only 5 are now broadcasting. Without the funds proposed in Title I, it is doubtful that any of the 14 proposed stations will get on the air.

Title I provides for hardware which is essential. Title II provides for a basic operational support, which may seem less important but is, in fact, equally essential. The writers of the legislation have seen through to the core of the problem. In general terms, those of us who manage stations need two kinds of operating support:

1. We need more high-quality programs for national sources than are presently available. Only one piece of supporting evidence seems necessary here. My station, with the largest operating budget of any of the Texas ETV stations, has as yet not been able to acquire enough high-quality programs to go into Sunday programming without *third* repeats of available programs.

2. We need a consistent source of underwriting to provide more and better *local* programming.

What seems to me important about the first need is that the proposed Public Television Corporation must provide the local station with a *choice*—there must be more than one source of programming, so that rejection of programs by the station is a practical and not a theoretical option. This will insure, since local stations are directed by boards of trustees of responsible citizens from the local station and community, that there is no national program control. The corollary to the notion of *choice* is that the Public Television Corporation cannot therefore be itself an operating producer; it cannot logically be in competition with itself.

In regard to the second need, support for the operational costs of the stations themselves, as the Carnegie Commission proposed and the proposed legislation would make possible, I should like to offer some specific illustrations of the kind of cost problems which we face.

The U.S. Senate Labor Committee held a hearing in San Antonio a few weeks ago on the proposed Bi-lingual Education Legislation. As I am sure the members of the Committee know, the problems of education among our very substantial Mexican-American population are serious ones and a great many people in our area would like to know more about how to deal with these problems. So we set aside the entire day to do a remote broadcast of the hearings.

The following is a full account of this broadcast:

Remote Broadcast on KLRN–TV, Channel 9. Senate Hearings on Bilingual Education, McCallum High School, San Antonio, May 31, 1967. (Also broadcast by telephone line connection on KUHT, Channel 8, Houston.)

KLRN handled all production on this full day television remote from the high school auditorium in San Antonio.

Although this is the type of live coverage KLRN is working toward, it would be impossible for us to manage more than 1 to 2 of these a year—at the most 3 or 4 because of the major effort involved in taxing time and efforts of the already over burdened staff, and the serious problem of additional expenses.

Fortunately, KLRN enjoys a fine rapport with the commercial stations in San Antanio and Austin and therefore, on rare occasions can borrow, free of charge, necessary remote equipment, microwave links etc. Obviously, we can do this only on a very limited basis, since the equipment is needed by its owners most of the time.

In this case, commercial stations loaned microwave equipment and lenses which would have cost in the neighborhood of $750–$1000 to rent for this use.

Additionally, since the production was set upon short notice, several stations asssted with engineering staff members working until 2:00 a.m. the morning of the broadcast. Obviously ETV cannot continue to impose on its commercial brothers to this extent for any significant number of broadcast hours.

But despite the wonderful contributions of its neighbors, KLRN itself made the greatest contribution.

Since there is no remote equipment *per se*, one set of studio equipment had to be broken down and transported to the sight of the broadcast. This took a crew of six engineers working an 18-hour day to accomplish for a total of $344.01 in overtime engineering salaries.

Eight production crew members worked the better part of two full days on the broadcast with out of pocket expenses totalling $122.45, not including their salaries, which amounted to approximately $275. This low figure is because some of the crew members are students who work for a minimum wage.

This almost halted all other operation of the station for two days, delayed other important projects, and usurped equipment, administrative and supervisory engineering personnel, and production time that was necessary to other activities. Obviously, if this type of broadcasting is to be done regularly it needs to have its own personnel and equipment, as well as budget.

Out of pocket expenses

Telephone lines to Houston	$2,591.76
Engineer overtime	344.01
Travel, meals, etc	122.45
Production crew	275.00
	3,333.22

Not including donated equipment and engineering assistance.

Illustration II: When the Texas Legislature is in session, dealing as it now does with nealy $4,000,000,000 of the taxpayers' money each biennium, we would like to be able to bring the people of Texas direct broadcasts from the Capitol, timely reports, hearings of legislative committees. At the kind of costs I've cited earlier, you can see that this is prohibitive for us now, even if we had a remote unit—which we don't. A remote unit would be, however, one of the first things we ought to try to provide under Title I of the proposed legislation. Funds from Title II would enable us to *use* it.

One final illustration: On several occasions we have been able to work out a way to supply all of the *capital* costs for putting ETV stations on the air in smaller communities in Texas, once in the Valley, for example. In each case the project has fallen through, and that portion of our population has been effectively deprived of ETV service because we could not establish a sound continuing source of *operational* funds. Wherever school districts have felt unable to commit themselves to *operational* support, the whole project has failed.

So much for the *need* for Title II. One question which has exercised a good many friendly—and some unfriendly—critics has been the question of the appointment of the Board of Public Broadcasting Corporation. It appears to me that appointment by the President of the United States with confirmation by the Senate of the United States is the safest imaginable procedure for selection. I would do this without the qualification added in the Senate amendment that three members of the Board must "be associated with educational broadcasting." I have confidence that the integrity and wisdom of the President and Senate will provide a Board that will not be unmindful of the needs of the stations. In fact, I should like to see this Board as free as possible from restrictions. The freer it is, the more likely, I am sure, that citizens of the highest caliber will accept service on it, and it is the quality of its membership which will, in the long run, create a service of which the country can be proud.

I do not for a moment believe that such a Board, wittingly or unwittingly, could be used to establish what some fear, a government propaganda agency. In any case, the checks and balances provided by our direct local control of stations makes such a fear unreal. It appears to me the Universities of our country, with Boards appointed by governors and confirmed by legislatures represent a reasonable analogy to the proposed CPB System, with ETV station staffs represent-

ing faculties and viewers representing students and the general public. As any present effort at improper direction of a University is instantly responded to, so any effort at propaganda by the proposed CPB could not be hidden from view and would be subject to instant and effective retaliation, far more effective retaliation than is now possible vis a vis commercial network programing.

I believe the Congress has the opportunity in this legislation to provide a service which will be of lasting benefit to the American people and I earnestly hope that this Committee will act favorably upon House Bill 6736.

Thank you.

Mr. HARLEY. Our next panelist is Mr. Hartford Gunn, Jr., vice president of the board of directors of the Educational Television Stations Division and general manager of WGBH in Boston.

STATEMENT OF HARTFORD GUNN

Mr. GUNN. I am Hartford Gunn, general manager of WGBH–TV in Boston, Mass. We have operated an educational radio station, WGBH–FM, since 1951, and educational television station WGBH–TV, channel 2, since 1955, and we will shortly put on the air a second, special-purpose educational television station, WGBX–TV, channel 44.

Mr. MACDONALD. I can't give the full and glowing description given by Mr. Pickle, the gentleman from Texas, but I can confirm to this committee how well channel 2 has been run. We in Boston are very proud of channel 2, as shown by public subscription.

We certainly welcome you here and I am personally very glad to see you.

Mr. PICKLE. Will the gentleman yield?

Mr. MACDONALD. Yes.

Mr. PICKLE. In presenting Mr. Schenkkan at this point, he not only said that the Boston station had one of, but I believe said it had the best education television station operation in the country. So my introduction covered the Boston educational station, also.

Mr. MACDONALD. I thank the member.

The CHAIRMAN. We have another member from Massachusetts who would like to say a word.

Mr. KEITH. I would like to say that we are very glad that your station reaches down to Cape Cod and New Bedford, as well as the rest of the grand old Bay State.

Mr. GUNN. Thank you very much.

Mr. PICKLE. Mr. Chairman, before the gentleman continues, I would like unanimous consent to introduce for the record or committee file the small pamphlet that Mr. Schenkkan brought with him entitled "The Knowledge Network," in addition to the statement he presented.

The CHAIRMAN. If it is compatible with the record, it will be included in the record.

(The material referred to may be found in the committee file.)

Mr. GUNN. Mr. Ralph Lowell, the president of WGBH, has taken a great interest in the progress of educational broadcasting, not only in Boston, but all across the country. He wanted very much to share his views with this committee, but was unable to be here today. I have a prepared statement from Mr. Lowell which, with your permission, I will submit for the record and then summarize briefly.

(Mr. Lowell's prepared statement follows:)

STATEMENT BY RALPH LOWELL, PRESIDENT OF THE WGBH EDUCATIONAL FOUNDATION, BOSTON, MASS.

I am Ralph Lowell, President of the WGBH Educational Foundation, Member of the National Citizens Committee for Public Television, and Chairman Emeritus of the Board of National Educational Television.

You might say that my interest in educational broadcasting goes back more than 100 years to 1836, when my ancestor, John Lowell, Jr. died and left half of his estate in trust for the continuing education of the people of Boston. In his will, John Lowell noted that New England's soil was unproductive, and said that the prosperity of the region would therefore have to depend "first on the moral qualities and secondly on the intelligence and information of its inhabitants." He instructed the trustees to establish public lectures for the adults of Boston and gave them the authority to vary their programs and their activities "as the wants and the taste of the age may demand."

There have been only four trustees of the Lowell Institute since 1836, and each has adapted its programs to changing times. I happened to be trustee when the idea of a joint public broadcast effort by the major universities of metropolitan Boston was first suggested, and I jumped at the chance to use modern technology to extend the activities of the Lowell Institute far beyond the lecture hall, the classroom and the museum. The Lowell Institute Cooperative Broadcasting Council was founded in 1946 and at first it prepared educational programs for airing on Boston's commercial radio stations. But in 1951, we applied for our own FM radio frequency and started our own station WGBH–FM and in 1955 we moved into television with WGBH–TV. We will shortly put on the air a second ETV station, WGBX–TV, Channel 44.

In my business career, I have had many jobs—banker, corporate director, trustee. I have been on the boards of more organizations than I care to count, including universities, investment trusts, newspapers, savings banks, charities, hospitals, museums, insurance companies, and civic organizations of many kinds. But nothing in my life has given me more satisfaction than helping to create and nurture Boston's educational broadcasting stations. I believe that our region is a better place to live and to work because of WGBH.

Why is WGBH good for our community? Because, as John Lowell, Jr. put it so many years ago, the well-being of our region depends on the intelligence and information of the people who live there. And today, the importance of providing information and education for the people is more complicated and more difficult than ever in history. There is so much more we need to know and there are so many more people who need to know it that the traditional methods of learning are simply inadequate to the task. But broadcasting, and especially television, can reach larger numbers of people more quickly and more effectively than ever before. I take great pride in knowing that the programs of WGBH have helped hundreds of thousands of people in my part of the country to expand their personal horizons, to become better informed voters, to learn more about the cultural and intellectual resources of their community, to become better parents, and to understand more fully and therefore to enjoy more fully, their own lives. Having a strong, independent, non-commercial television station, is, to put it in the most American terms, "just plan good business" for any community.

It is worth noting how local support for WGBH has developed. For us, it started with the universities, then spread to the cultural institutions such as the museums and the symphony orchestra. (There are now 16 members of the Lowell Institute Cooperative Broadcasting Council, all of whom provide not only advice and help in the preparation of programs but also significant annual donations toward our operating budget.) Very soon, we had enlisted the aid of the business community, and we now receive support from virtually all of the major businesses in our city as well as from a great many of the smaller companies. Local foundations, large and small, have rallied to our cause. Perhaps most important of all, the people we serve make voluntary contributions to keep us on the air. The most dramatic demonstration of community support came after fire in 1961 virtually wiped out our station. Led by Boston's commercial stations, the National Television Networks, and the Catholic Television Center, more than 50,000 families, businesses, trade unions, foundations, service clubs and other organizations of every description donated the funds and facilities we needed to rebuild. In recent months, our station has also begun to receive some state funds earmarked for encouragement of the arts, and there is now being developed

a plan for a network which will be supported in part by the State, and which will cover Massachusetts from one end to the other.

This point is important. As our station has grown in service to its community, the community has responded with support from more and more sources. I believe it to be true that the community now provides more annual support of WGHB than for any other single cultural institution in our metropolitan area.

Even so, I had long recognized that educational television would never realize its full potential without larger means. Some system had to be created that would bring to the medium a larger share of the nation's total energies. No local community could do this job alone. This conviction led me to propose in late 1964 a national study of educational television and of means to support it, and to work thereafter to establish the group that became the Carnegie Commission on Educational Television.

I am enormously gratified with the Commission's report and with the bill based on it which the Senate has so overwhelmingly approved. I believe the report and the bill show the way in which major new support for ETV can be created. Even more important, the report and the bill contain provisions to make certain that federal funds will be used to supplement, not replace, those other funds that ETV stations have developed from so many local and regional sources. The freedom of local ETV stations will be strengthened, not threatened, by passage of this legislation.

Our station, WGBH, has built itself into a community asset of great importance. It has done so on its own. It has proved its worth and its usefulness to the people it serves. But its achievements so far are only hints of what can be done if new ways of supplementing its funds can be supplied. I firmly believe that the bill before your Committee represents one of the most significant steps ever taken to improve the quality of American life. I urge you to approve it.

Mr. GUNN. I wish Mr. Lowell could have been here in person. He is one of those wonderful Americans who combines the keenest business acumen with the highest sense of civic responsibility, and educational broadcasting both in Boston and throughout the country owes an enormous debt to him.

I think it is worth noting that many successful community educational television stations are those that have had the leadership of just this kind of businessman and civic leader. It's true of Pittsburgh, of Chicago, of San Francisco, of Washington, of New York, and of many other places.

Our station in Boston is exceptionally fortunate to have Mr. Lowell as president, and we have also been fortunate in other ways. Boston has unusually rich cultural and educational resources, and Boston's institutions and people have been unusually generous in their support of our station. As a result, WGBH–TV has been able to experiment with new programing, has been able to dig into its community, has been able to develop some hints as to what educational, or public television can eventually be. Let me give you just a few examples:

We have covered in their entirety State political conventions, important legislative hearings, Boston school committee sessions, and civil rights hearings in the Roxbury ghetto, and we have broadcast these lengthy proceedings at times when most people could see them.

We visit the scientific laboratories of Greater Boston to report for the layman on what is happening there. We produce weekly programs of postgraduate training for physicians. We devoted 4 hours of prime time recently to indepth discussions of Massachusetts tangled auto insurance situation.

We aired a daylong session on collective bargaining in the schools and beamed it to school administrators and school committee members all over New England. We devote an hour every weekday afternoon to

programing aimed at helping housewives to lead more active and exciting lives.

We have created three series of programs in marketing for established business executives. We regularly broadcast full length live concerts of the Boston Symphony, and we visit the galleries of the Museum of Fine Arts each week.

This has meant that thousands of ordinary citizens and schoolchildren have been given access for the first time to the rich cultural heritage of our city, hitherto available only to the well educated and the well to do.

We are currently producing a major series for the personnel of nursing homes and another for law enforcement officers. We are producing this summer a special series of programs for teachers of mathematics. We have done a series of programs to help youngsters bound for college and currently are doing a series for youngsters who will go to work immediately after high school, about what they can expect in business and what business expects and needs from them.

We have probed deeply into the plight of urban Negroes in Boston. In last fall's political campaigns, we gave far more free prime time to candidates than any other local station, and we were the only station to carry an hour-long debate between the candidates for attorney general in the most emotion-charged issue of the whole campaign.

We provide regular college credit courses for those who are unable to attend college. We produce courses in language arts. We aim programs at the development of new skills, such as French cooking. We have produced special programs for industry on the so-called zero defects effort. We have created programs of wholesome and instructive entertainment for children.

These are only samples of the thousands of programs we have produced in service to our community. I hope the committee members will note that most of these programs are ones that are not feasible for commercial television stations to handle. For the most part, they do not have mass audience appeal. But please do not take this to mean that our programs reach only small segments of the community.

Dependable surveys show that WGBH–TV reaches 23 percent of Greater Boston's families each week, 34 percent of them each month, and 63 percent occasionally. The surveys also show that just about half the people in our audiences have not gone beyond high school, and that nearly one-third of them work with their hands. In short, the programs on Boston's educational station are having a broad impact on our community.

Nevertheless, although I am proud of our record, I am all too keenly aware that it falls far, far short of its potential. I am all too aware of the opportunities for community service that we must pass up because we don't have enough money.

If Congress approves the Public Broadcasting bill, I believe we will see a quantum jump forward in the social usefulness of educational television stations, not only in big metropolitan areas like Boston, but everywhere in the Nation. Educational stations have the necessary frequencies to reach most Americans. We have at least the beginnings of first-class staffs. We are beginning to get first-rate facilities—with the very important assistance of the Aid to Educational Television Facilities Act.

We have made connections with the right institutions in our areas. And we have made the public aware that ETV has something different and something worthwhile to offer to many, many people.

Suppose the legislation is approved. What, specifically, will ETV stations do that they are not now doing? Here are some of the things that WGBH will do:

We will put on at prime time the most effective series of programs we can produce on current problems of public health. There are no programs of that nature today.

In daytime hours, we will produce a new series on family care, especially for the underprivileged. We want to do a major series on neighborhood improvement, hopefully in concert with a followup project in the neighborhoods themselves.

We want to see what television can do to lessen the gap between what children are taught in school and church and what they see on television screens. We want to work up a system for seeking out, developing, and presenting local talent—in drama, dance, music, painting, sculpture, and other arts—that now lies fallow and wasted. These are unseen in our community.

We want to experiment with new ways of focusing on community problems so that television can make positive contributions to their solution, rather than merely exposing them to view. We want to help ordinary people learn how to look at their surroundings in the hope that this will help eliminate the ugliness of our environments. We want to find ways to help people adjust to ever more rapidly changing social conditions—conditions that affect teenagers, adults, and the elderly.

We want to find ways to dramatize individual problems of citizens so that others watching may gain some insight into their own difficulties. We want to make television into an instrument through which parents and school committee members can find their way in the enormously confusing regions of educational experimentation and development.

All these things we plan to do, and many, many more.

In closing, I have just one brief word: We have heard fears expressed that Federal funds mean Federal control over what the people can see on educational, or public, television. To me, as manager of one of the most successful and vigorous educational stations, the proposal embodied in the Senate bill means just the opposite.

It means an infusion of strength that will give us, for the first time, freedom to do the things that our community wants and needs, but that we have not been able to supply because we lack the funds. The Carnegie Commission addressed itself to this very point in its final paragraphs. As you recall, the Commission said:

> 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, for 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 create, freedom to innovate, 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 to the cause of freedom is to ask no more of them than they have always been willing to provide.

81-750—67——32

Mr. HARLEY. Mr. Chairman, we have another former member of the FCC with us this afternoon. He is Mr. E. William Henry, a public member of the NAEB board. With your permission, I would like to introduce him for a brief statement at this time.

The CHAIRMAN. We are very fortunate to have you here, Mr. Henry, and we would not want you to leave without giving us your opinions.

I hope you will put your statement into the record and summarize, if possible.

Mr. HENRY. I would prefer to do that, if I may, Mr. Chairman.

The CHAIRMAN. That will be fine. We are happy to have you.

STATEMENT OF E. WILLIAM HENRY, PUBLIC MEMBER, BOARD OF DIRECTORS, NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

Mr. HENRY. I really have very little to add to what has been said already today, except to say that in my years at the FCC I thought that in the broadcasting area the question of the future of educational television and educational radio in this country was probably our largest unsolved problem. We have many unsolved problems. None of the problems are, indeed, ever completely solved, but I think this is one of the biggest.

I believe that this is landmark legislation because it is a start toward improving an area that very much needs improvement, in spite of the fact that it has been doing an excellent job with the resources at its command.

I am convinced that this bill as proposed and as passed by the Senate will go a long way toward the goal that we all seek, which is an additional service in this country over and above that which we now have. That is a strong national source of programing, but one which fits into the American system of leaving the ultimate decisions on programing up to the individual stations, but to strengthen them through programing, through additional funds, and in many other ways that will emerge from the development and growth of the corporation in their efforts to serve the local citizens who are reached by their signals.

I have just one word on the question of whether Federal legislation and a national broadcasting corporation means Federal control of programing. I believe not. I believe that in the total sum of the broadcasting picture in this country, when you consider the local noncommercial efforts, the national noncommercial efforts, and the commercial efforts, both national and local, this bill will add to the independence of all broadcasters. It will stimulate additional service.

I think it will go part way toward solving the age-old question of just how do we improve our system in this country without Government control? I believe this is the prime way we can improve the system in democratic fashion without having legislators or bureaucrats in control of programing, or even by their statements influencing programing.

I believe this corporation will be independent, and I certainly agree that that is one of the prime goals of the legislation.

My own feeling is that we must, therefore, make the corporation a strong one in all senses. It must be strong in order to attract the caliber of people who are necessary to carry out its functions. If we weaken it

unduly, if we limit it unduly, if we put restrictions on it, undue restrictions on it, of any kind, then I believe it will become simply another cog in the bureaucratic machine. That is what we all seek to avoid.

I further believe that only through independence and strength will it attract the caliber of people who are necessary to maintain it as we all feel it should be maintained. Therefore, the less control the better, in my judgment, Mr. Chairman.

Thank you very much.

(Mr. Henry's prepared statement follows:)

STATEMENT OF E. WILLIAM HENRY, PUBLIC MEMBER, BOARD OF DIRECTORS OF THE NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

My name is E. William Henry. I appear before you as a Public Member of the Board of Directors of the National Association of Educational Broadcasters, a citizen extremely interested in the matters presently under consideration by this sub-committee, and a former Chairman of the Federal Communications Commission. My purpose is to express to you my enthusiastic support for H.R. 6736. This Act will give substance to what has long been a cherished dream of many Americans.

As FCC Chairman, I spent a good portion of my time expressing an interest in educational broadcasting, and trying to strengthen its support. My goal was to promote, cherish and foster the development of non-commercial educational broadcast outlets and program sources.

In October 1964, before the International Radio and Television Society in New York City, I sought to generate public and industry attention to one important problem that the pending bill is designed to alleviate: the lack of adequate sources of financial support for educational broadcasting. I said at that time:

"The truth is that educational television has accomplished wonders with the resources at its command. But the time has come to say that it will never realize its full potential until its financial base rises to a radically new level. While that level does not have to be anywhere near the posh plateau inhabited by commercial television, it must provide support for good programming on a realistic basis. That educational television should permanently struggle for subsistence is intolerable."

It is my belief and the belief of the NAEB that this Act would go a very long way toward easing educational broadcasting's struggle for subsistence. We think that the bill is realistic in its approach, and that it adopts imaginative and appropriate means to reach highly desirable ends.

This bill is exciting and imaginative for a number of reasons. It embodies major aspects of a number of proposals now receiving a wide-spread public airing. It captures the essence of the Ford Foundation proposal—that something must be done—now—to help educational broadcasting achieve a permanent and reliable financial and nationwide programming base. It embraces the central recommendation of the Carnegie Commission on Educational Television, which proposed the establishment at the highest national level of a Corporation to be directed by a group of distinguished citizens whose task will be to generate new and unparalleled developments in broadcasting for public purposes.

These proposals come at a time when the educational broadcasting complex itself is beginning to come into its own. Today, there are a record number of educational broadcast stations on the air, and many more are in the advanced planning stage, aided and encouraged, in major part, by the financial support from the Federal Government made available through the Educational Television Facilities Act of 1962. Educational broadcasting has existed long enough for its financial deficiencies to be apparent; and at last its potentialities have been strikingly illustrated. This hearing is itself the result of this unprecedented confluence of circumstances.

Our great commercial broadcasting system has been so dramatically successful that it has become customary to define broadcasting's potential according to the many accomplishments of this system. I believe this Committee is aware and has expressed this awareness in H.R. 6736 that we have matured to the point where our concept of broadcasting's potential can no longer be limited to such

an incomplete view. Commercial broadcasting's role in our society has been described many times before this Committee and there is no need to document its great contribution to the American public. Nor is it necessary to criticize commercial broadcasting in order to be aware of what is missing in it. In my view, this proposed legislation acknowledges that, as yet, only a part of our nationwide broadcasting system has been established, and nothing in the present proposal suggests changing the structure, rights or responsibilities of that part of the system. What H.R. 6736 demands is that we complete our task with a viable non-commercial educational broadcast service.

Title II of the Act is of special interest to me as a Public Director of NAEB, but I want first to mention Titles I and III.

Title I recognizes the importance of federal aid in the construction of broadcast outlets. The growth in such construction and the successful history of such federal aid documents this most eloquently. The Committee is to be especially applauded for the aid which this bill would give to educational radio, for this service will thus gain a new lease on life. The benefits of this "hidden medium" are as necessary as those of its more glamorous companion, television. For those who may have forgotten the great potentialities of the medium that does not require your visual attention, I recommend study of the latest NAEB report:

The Hidden Medium, Educational Radio.

As to Title III, the study there provided for is long overdue; the same caliber of inquiry into the instructional uses of educational television and radio, the same quality of distinguished and thoughtful recommendations that the recent Carnegie Commission brought forth on Public Television, are required. It is to be hoped that we shall soon see a much needed companion volume to the Carnegie Commission's Report.

I would like to turn now to Title II of the bill: the part that establishes the Corporation for Public Television.

Though much discussion and debate has already taken place concerning the broad objectives sought by this Title, there is a surprising degree of support for them. Many witnesses have expressed such support in this hearing; many who follow me will do the same. All will have slightly different points of view; all will attest to the depth of the support and enthusiasm that has been generated.

This morning, I wish to focus primarily on two questions dealing with specific matters embodied in Title II:

(1) Is there a public need in the United States for the kind of broadcasting system which this bill would establish?

(2) Will this system achieve operating independence, free of unwarranted control by the Federal Government?

In my judgment, the answer to both is a clear and emphatic "Yes". The real question is not *whether* we should have a Public Broadcasting System, but *when*.

First, is there a public need for such a system?

The United States is the only major, developed nation in the world in which there is no nationally operated, nationally oriented broadcasting system utilizing public funds and operating free of advertiser support. This fact does not necessarily make further debate unnecessary; it does weigh heavily in favor of the proposition that we are among the last to make adequate response to a public need that is almost universally recognized.

I hasten to add, however, that our failure thus far is neither surprising nor dismaying. In a truly democratic society, reform occurs slowly—often painfully—since it must, whatever its origins, find broad popular support. Though we shall have taken our own sweet time, we will have done so in the conviction that we have acted in typically democratic fashion and thereby achieved a result particularly well suited to the needs of a democracy. The bill now under consideration gives great hope that our Public Broadcasting System, having been built with careful preparation, sturdy material and skilled workmanship, and having found broad national support, will serve American culture for centuries.

Public broadcasting involves education, on a local and on a national scale. As our schools and their curricula fall in the public sector, so should the twentieth century's most powerful educational tool.

Public broadcasting involves a related though distinguishable goal—public enlightenment. The private sector's claim on the ability to enlighten in a variety of ways is not inviolate; every public library and auditorium attests to that fact.

Public broadcasting likewise involves that important human activity, the arts. Every tax favored museum, concert hall and stage helps demonstrate the secure place of the arts and artists in the area of active public concern. The national scope of that concern is evident from the establishment of such groups as the National Foundation on the Arts and Humanities.

As the sum of these parts, public broadcasting involves greater potential than any other medium of communications for increasing the quality of our lives. From this perspective, the need for public support consonant with this potential seems self-evident.

Next, what about the specter of federal control? Is concrete governmental support necessarily linked to governmental interference? These are valid questions deserving careful answers. My judgment is that proper safeguards are provided in H.R. 6736, and that our public broadcast system will be completely independent of improper government control.

It should be noted initially that the broadcast outlets composing the public broadcast system will continue to be fully subject to the regulatory control of the Federal Communications Commission. Here again, reasonable men may differ, but I say that such control is perfectly proper, and stops far short of what might be characterized as undue interference. It is to be particularly stressed that FCC regulation extends to the stations, not to the Corporation itself, or its program sources.

In my judgment, Title II provides a sound statutory scheme for the achievement of its fundamental legislative goal—the encouragement and development of non-commercial educational radio and television broadcasting with diversified programming which reflects the freedom, the imagination, and the unfettered initiative of the American people. The Act is replete with directions from the Congress that the Corporation shall be independent of government. These directions provide maximum protection to the Corporation from extraneous interference and control, and render it in no respect answerable to governmental authority as an establishment or agency of government. Those safeguards are express, legal and clear.

Beyond the clear language and clear intent of the Congress, I believe the composition of the Corporation itself constitutes an assurance against arbitrary conduct or improper administration. Its Board of Directors will consist of fifteen members. There is safety in numbers. Moreover, the bill requires that the fifteen Directors be drawn from diverse representative fields such as education, cultural affairs, the arts, radio and television. They must reflect various talents and experience, and must come from various regions of the country. What is more, the President must choose these appointees from among those "eminent" in their respective fields. And, as the final and important check and balance on the directorship of the Corporation there is this Committee's ever vigilant approval of the President's choices. I am satisfied that this structure—exposed to the fierce spotlight of national review by press and public alike—will function both responsibly and well.

One further point which is, I believe, most important.

The Corporation's best guarantee of operating independence is operating strength. We must not forget that the independence we seek for the Corporation is independence from the massive weight of the various government bodies and agencies that will be concerned with the Corporation's performance. It must, therefore, have an inherent strength of its own, in addition to the statutory safeguards heretofore mentioned.

This built-in strength can best be achieved through a structure that gives the Corporation the power to make meaningful decisions and to put those decisions into actual practice. Without such power the Corporation would be weakened, perhaps fatally, for it would fail to attract the caliber of individual talent that is vital to its mission. It would likewise fail to capture the public attention that will be so important to its operating independence. The public spotlight will quickly turn elsewhere if the Corporation's duties are mostly ministerial. The Corporation must not look like a lion and squeak like a mouse.

The Congress must create, at a minimum, a Corporation with the powers described in the bill presently under consideration. Any effort to seriously dilute this bill must be turned aside. Its mission is vital and it must have vitality equal to its task.

The CHAIRMAN. I want to thank you, Mr. Henry, for coming here and giving us the benefit of your views. You are not only a member of

the board of directors of the National Educational Broadcasters, but you are a former Chairman of the FCC and can speak with some authority on things that have occurred in some turbulent years before the FCC.

Thank you.

Are there any questions that anyone would like to ask Mr. Henry? We are going to recess now until 2:30.

Mr. WATSON. will the panel return?

The CHAIRMAN. The panel will be back, except Mr. Henry.

The committee will stand in recess until 2:30, but I would like to make this statement first.

We are running behind, so tomorrow morning we are going to start our committee hearings at 9 o'clock. We must catch up a little bit.

Thank you all very kindly.

The committee will stand in recess until 2:30 this afternoon, when the panel presently on the stand will return for questioning.

(Whereupon, at 12:40 p.m. the committee recessed, to reconvene at 2:30 p.m. the same day.)

AFTER RECESS

(The committee reconvened at 2:30 p.m., Hon. Harley O. Staggers, chairman, presiding.)

The CHAIRMAN. The committee will be in order.

Before we submit the panel to questioning, I have another situation in which I would like to try to be helpful, if I can. Mr. Donald McGannon, president of the Westinghouse Broadcasting Co., has to leave early. I wonder if the panel would mind stepping aside for a few moments.

Mr. McGannon, you are recognized and you may proceed as you see fit.

STATEMENT OF DONALD H. McGANNON, CHAIRMAN AND PRESIDENT, WESTINGHOUSE BROADCASTING CO.

Mr. MCGANNON. Thank you, Mr. Chairman.

I am Donald H. McGannon, chairman and president of Westinghouse Broadcasting Co., Inc. I appreciate the opportunity to appear before you today and express the views of group W on H.R. 6736 and various other bills currently before you dealing with educational television and the proposed Public Broadcasting Act of 1967.

Group W supports the aims and purposes of this legislation. We believe that President Johnson's message to the Congress on February 28, 1967, and the report of the Carnegie Commission on Educational Television clearly articulate the underlying rationale of the legislation.

On April 15, 1966, I presented my views to the Carnegie Commission and on April 27, 1967, I testified before the Senate Commerce Committee on Senate bill 1160. I appear here today to reaffirm group W's support for educational television.

I am not sure that the ideas I have will be probative of the problems facing educational television. I cannot offer unique suggestions as to how educational television can achieve its potential. But I can suggest to you some of the experiences of group W which relate to the past

and present relationships between educational television and commercial television, and I shall try to analyze H.R. 6736 to point out how the Congress can augment and modify this legislation in a constructive fashion.

While preparing for this appearance, I reviewed my comments to the Carnegie Commission and the Senate Commerce Committee, and also my remarks delivered at Brandeis University in 1964. In each presentation, I set forth a series of specific recommendations designed to effectuate a close and mutually beneficial relationship between commercial and educational television.

I would like to repeat some highlights from those proposals and relate them to the specific provisions of H.R. 6736 because I believe they are of equal relevance and greater urgency today.

GENERAL OBSERVATIONS

John Maynard Keynes, the British economist, once remarked that "It is a gross canard to state that education is the inculcation of the incomprehensible into the ignorant by the incompetent because we know that the students are far from ignorant." Today the medium of television has the opportunity to arm the "incompetent" and to make them far more able than ever before. It has also the potential to change the "incomprehensible" into material which will stimulate, motivate, and not least of all, educate.

By using the technical and creative innovations developed by television, and by fostering new developments to advance the industry, educational television can perform what I believe is its most relevant task. It can begin where commercial television ends; it can expand beyond the point where commercial television is circumscribed; it can delve and probe where commercial television can only touch and describe.

Where commercial television describes the boundaries of a subject area or controversy, educational television can enter those boundaries with an in-depth survey of the entire topography.

Prof. Paul Freund of the Harvard Law School has aptly pointed out that the cardinal sin of our classrooms is one-dimensional thinking, all warp and no woof, making for bligness of mind that knows the answers without really knowing the questions.

Clearly, for the ultimate issues, the most meaningful answer may be the question. This is the specific area of responsibility of educational television, whether through its role as a general community showcase for the unusual, the nalytical or the forgotten and overlooked quality material, or through its complementary instructional arm for in-school and adult education. If educational television can challenge our citizens and students and cause them to expand their frames of reference, our society will be strengthened.

Because commercial television and educational television should supplement each other in serving the public interest, convenience, and necessity, I believe that the preamble of H.R. 6736 should be modified so that the bill will be cited as "The Educational Broadcasting Act of 1967" and not "The Public Broadcasting Act of 1967."

Such a change in semantics will reaffirm the educational role about which the Carnegie Commission and President Johnson are concerned

and will remove the silent implication that commercial broadcasting has not been and should not in the future be concerned with the enlightened presentation of programing in the public interest.

IDEAS AND TECHNIQUES

A. A certain amount of responsibility for the quality gap which separates educational and commercial broadcasting springs from a lack of funds for educational broadcasting.

I am, therefore, pleased to see the expanded support in title I of H.R. 6736 for the construction of educational television facilities which was begun by the Educational Television Facilities Act of 1962. I believe that the $10,500,000 authorized for fiscal year 1968 will greatly augment the $32 million already provided through matching grants. The varying amounts to be made available and the length of extension for the facilities program suggested by H.R. 4140, 6042, 6783, and 7826 are differences in emphasis which only the Congress can best evaluate.

However, as Secretary Gardner told the Senate Commerce Committee on April 11, "The changeless ingredient that makes for excellence in all media is talented people." And more money for more and better physical plants will not bring talented people to educational television. What is crucial for the management of the medium is to define its role and its management philosophy so that criteria and guidelines for its efforts are established.

We should not seek the end that all educational television stations or production facilities pursue the same directions, establish the same goals or operate under the same philosophy. We should, however, anticipate that each of them as a functional unit will establish a charted course of conduct and operation.

Educational television must establish an overall context into which its programing fits, and through which it realizes its purpose. Through establishment of its purpose, ETV can create a consistency, and the audience it seeks to reach will know that its programing will be of interest to them. The commercial phase of the television industry has refined this principle in a substantial way and have thereby assumed a character or image.

Educational television does not project a unique image. It is principally viewed by those who are already being educated as a part of a classroom program or by the well educated viewer who seeks programs of specific appeal. In my view, neither of these audiences is imbued with loyalty to the medium or the concept.

Since a great number fall outside these classifications, it is clear that educational television reaches only a minute portion of the total population who could truly be enlightened by the medium. This failing illuminates the crucial importance and possible weakness of title III of H.R. 6736.

Title III authorizes the Secretary of Health, Education, and Welfare to conduct a study of instructional television, including its relationship to educational television. The title does not contain language which directs the corporation or the Secretary to develop a raison d'etre, a charted course in relationship to the various communities to be served.

I am not suggesting a single, monolithic program pattern or a unified treatment of materials for all educational television stations. What I am directing your attention to is the lack of a general national policy on how educational television should approach its task and the need to establish priorities of time and emphasis for in-school usage, general audience programing, and more limited and directed cultural presentations.

I submit that none of the $20 million authorized by the present bill or any further appropriations and authorizations will have the optimum chance of achieving the ends sought unless the people working in educational television, those "talented people" to whom Secretary Gardner so correctly referred, are furnished with a set of blueprints setting forth the various goals and objectives for ETV.

After the community is defined, after the audience is demographically analyzed and after relative priorities are established, then the full impact of money and people can most effectively be brought to bear.

I believe the amendments to title III passed by the Senate are helpful by recommending a more broadly based study focused on delineating the educational problems which the technology of telecommunications is uniquely fitted to meet.

B. Since they are not intended to compete, but, rather, to complement each other, there is no reason why commercial broadcasters and their educational counterparts cannot meet on a regular basis to discuss programing techniques, creative programing ideas, and productions. In the same manner, engineers can meet in an ongoing consultive process relating to technical and construction procedures.

Moreover, commercial television should be encouraged to render some of the private support, both financially and physically, that could supplement the proposed Government funds. Group W has had a long commitment to such support for educational broadcasting as evidenced in part by our donation of a commercial FM station to the Philadelphia Board of Education, and later to the Oregon State Board of Higher Education, our favorable lease of tenant space on our television transmitter tower in Boston, Mass., to WGBH–TV, and our donation of FM radio tower facilities in Pittsburgh, Pa.

Where commercial documentary television or radio programs are undertaken to explore local problems, a complementary effort could be undertaken by the educational outlet in the same market to explore aspects of the problem in greater depth. In this manner, the two operations would, in a real sense, be significantly adding to each other's impact.

When commercial stations present programing which whets the cultural and intellectual appetite of the audience, educational stations have a prime opportunity to seize upon that enhanced interest to produce coordinated programing.

Further, an exchange of programs should exist on a regular and continuing basis. Group W has exchanged educational programs it has produced and broadcast over its facilities with ETV outlets in its communities. In the same manner, we have just concluded a 5-year partnership with the National Educational Television Network and the educational networks of Canada, England, and Australia, during

which we produced a series of Intertel documentaries. These programs are available for distribution to both the Group W stations and the educational stations affiliated with NET.

I see no reason why such a partnership could not be used as a prototype to be undertaken at several levels: (i) in the local markets; and (ii) between the national commercial networks and group owners of television and radio stations on the one hand, and NET, and the educational production centers proposed by the Carnegie Commission on the other. Any such exchange of programs would substantially benefit the public and increase the impact of the subject material on the national community.

The type of cooperation and coordination I am suggesting should be specifically promoted and encouraged by explicit language in title II, section (g)(2). I believe that the amendments passed by the Senate are helpful, but I most respectfully urge this committee to add language of a specificity which will leave no question of the manifest intent of the Congress.

C. I am gratified to see one of our suggestions to the Carnegie Commission incorporated in modified form in title II, section (g)(2)(D). This provision empowers the corporation to "establish a library and archives of noncommercial educational television or radio programs and related materials." The only fault I can find with this section is that it again fails to specifically recognize the need and desirability for drawing upon the resources available in the commercial realm.

I believe that educational processes in the future will be significantly reliant upon the use of audio and video materials produced in the past. Because the commercial broadcasters own the greatest amount of materials in existence, I believe that title II should authorize the corporation to place in the archives the materials available from the commercial sources.

As you heard from Messrs. Stanton and Goodman on July 14, the three networks are willing to make available such materials that do not have a continuing commercial value. I am sure that other commercial broadcasters would share this point of view. We within the Westinghouse Broadcasting Co. certainly subscribe to that view.

MUTUAL UTILIZATION OF PERSONNEL

During his testimony to the Senate in April, Secretary Gardner made the crucial comment:

> The intrinsic merit of educational television's subject matter will not outweigh any amateurism in production. To hold audiences, educational television must approach the production standards established by commercial TV.

To reach and surpass the standards of excellence established by commercial television, educational television must become a crucible in which personnel can be trained and developed. The establishment of a training exchange program would assist in this regard.

Personnel at all levels—administrative, technical, and creative—should be exchanged between ETV facilities, commercial television facilities, and foreign television operations. There should also be cross-pollinization with the cinema arts and the theater.

Group W's intracompany training program envisions the exposure of qualified people to several training assignments and so, too, would

an interdisciplinary relationship aid in the development of trained and creatively oriented personnel. To explicitly adopt this suggestion, which is related to point 9 in the Program for Action of the Carnegie Commission, I believe that title II, section (g)(2)(H), should be modified and amplified.

STRUCTURE AND FINANCING

While problems have persisted and solutions are still lacking, in the years to come the needs which educational television can satisfy will become critical. I believe that H.R. 6736 frames a sound concept for enhancing the effectiveness of educational television in meeting those needs.

The corporation as formulated would provide a private and nongovernmental entity to insulate educational television from any interference over programing by the Government. Unlike some you have heard from, I believe the corporation can provide that insulation. I do not believe that nine leading citizens appointed by the President, and six designated by the nine Presidential appointees, would evolve themselves into a Government propaganda agency.

The standards for selection are clearly set forth. The Congress retains a right of confirmation, and political activity is expressly forbidden for the corporation in title II. I believe that, as Senator Pastore has stated, it is rather strange to assume that the President of the United States will appoint rascals to the board of directors of the corporation. In short, I believe the organization has been circumscribed by all proper and necessary safeguards.

I believe that clear manifestations of congressional intent, both in the legislative history being created by these hearings and by the debates of both the House of Representatives and the Senate should contain appropriate directives to the corporation to conduct their actions and establish such standards for their staff as will preserve the autonomy and independence of all ETV stations.

I believe the President was wise to leave the long term financing arrangements for future consideration. Experience by the corporation after the first year of administering the new program will provide a better framework within which to suggest the parameters of the permanent financial structure. My own view leads me to project that the excise tax suggested by the Carnegie Commission and the cost-savings rebate plan of the Ford Foundation will both prove to be too narrowly based and undesirable. Rather, a period—perhaps triannual—appropriation by the Congress out of general tax funds will provide the needed longevity, flexibility, and continuity of ETV along with absolutely proper and desirable congressional assistance and review.

CONCLUSION

Educational television must increasingly recognize its responsibility to educate, to instruct, and to enrich, but to do so in a creative and showmanlike manner. I believe this can be done by a feasible and pragmatic approach which emphasizes a set of clearly delineated guidelines and the judicious use of monetary and physical assistance from both the Government and private sectors.

It is my conviction that educational television is a precious and valuable national resource. Its impact and contributions are greatly needed in this age when education is so vital and the volume of material to be learned is so massive and ever changing. Its potential has never been fully realized— in fact, its development lags 15 years behind the opportunity.

It is clear that this national asset cannot be coalesced and cannot be realized if the program is left entirely to the local institutions, nonprofit organizations or foundations—no matter how worthy or able some or all of these are or may be. The scope of the total task is too big and too costly to be accomplished solely by these organizations.

Therefore, means must be found to complement and support these local or individual efforts and I view the Federal Government as the only workable entity to bring that about.

Mr. Chairman, the need is great and the opportunity is ever greater, but the hour is late. It was in April of 1952 that the Sixth Report and Order of the FCC was promulgated—and that established the educational stations—and it is now mid-1967 and our society still does not have a full realization of this resource.

The subject has been discussed and examined many, many times, but the results of these discussions have produced only minimal progress.

You have before you a vehicle that affords educational broadcasting a real opportunity for realization. While it is not perfected in every detail, I believe it can afford an effective and efficient means of moving this matter forward.

I urge your positive and expeditious consideration. If this bill does not emerge successfully from this committee, still more time will be lost with a concomitant public injury.

It should also be noted that if the bill does not succeed before this committee, the effect could well be the demise of educational television as a dynamic medium of enlightenment and cultural information.

As a commercial broadcaster, I assure you that a vital educational sector within our industry will benefit all other elements of the medium, and I therefore strongly commend H.R. 6736 for your early affirmative action.

Thank you, Mr. Chairman.

The CHAIRMAN. Mr. McGannon, I want to thank you for your very comprehensive statement.

Are there any questions?

Mr. MACDONALD. Thank you, Mr. Chairman.

First of all, I would like to assure you that the gentleman covering the Boston end of your operation has told me of your coming, alerting me to your statement. Frankly, I find it a very fine statement.

Ever since the hearings opened, without any consultation with you or your gentleman in Boston, I have talked about the name of the game. I couldn't agree with you more. I am glad you agree with me that it should not be called "Public Television" for the very reasons you suggest on page 4 of your statement.

The second point I would like to raise is this: I have always been puzzled, since I do watch Westinghouse very often, your WBZ station

in Boston, that it has never been called a network, but always called Group W. I confess I don't know why it is not considered a network. How many stations do you have?

Mr. McGannon. We have our maximum allowance of VHF television stations, five, and our maximum allowance of seven radio stations. However, as you know, a network derives its being or its very concept from the fact that it is primarily a program producer and, in turn, distributes programing on a simultaneous basis over A.T. & T. or leased lines.

As a second adjunct of the companies that are networks, they also own stations. To that extent, the operation of those stations precisely parallels our business. It has never been felt by the Westinghouse organization that there was an opportunity to substantially extend or improve upon the networking activity being done by American Broadcasting Co., the National Broadcasting Co., or the Columbia Broadcasting Co. There is serious doubt whether there is an economy to support a fourth television network.

Mr. Macdonald. But we are about to create a fourth network.

Mr. McGannon. Not of a typical commercial type.

Mr. Macdonald. Not commercial, but a fourth network.

Mr. McGannon. At least a program supplier, yes. It would not be contemplated that the corporation would own stations, though, under the concept of commercial networks, or operate ETV stations, as I read the report and the act.

Mr. Macdonald. In a way, they would control them, though, wouldn't they?

Mr. McGannon. I wouldn't think so. I would hope not. I think every effort would be made so that it would be very clear that the congressional intent would be that they would not do so. The individual educational television stations are products of community interest, the coalescing of education institutions.

They receive foundation support in various ways. The management and direction represents in most cases a broad spectrum of an individual community, such as in Boston. These are people who determine what goes on the air. They are people of high integrity.

I think any attempt on the part of a central programing source to direct them to carry specific programing or to eliminate others would be vigorously resisted and I don't believe will occur. As it exists right now on the commercial side, as you know, the individual networks, with whom a station such as WBZ is affiliated, NBC, has no power or control over the station as to what is cleared or not cleared over the air. That is the responsibility of the licensee and he makes the judgment.

I trust an approach to that would be followed in the educational field. I would think that the people involved are of such a type that any attempt to control or to propagandize or to brainwash would be rapidly and uproariously met.

Mr. Macdonald. I have to agree 100 percent with your last statement.

The only thing I didn't quite understand in your very clear statement was on page 15, when you say the programing should be left

entirely to the local institutions, nonprofit organizations, foundations, no matter how worthy or able some or all of these may be.

It is my understanding that that is one of the bedrocks upon which this bill is founded, that no license can be issued by the FCC to somebody who isn't a nonprofit organization or foundation.

Mr. McGannon. What I was alluding to there, Congressman, was the task of making educational television a full-blown, developed, national resource and national asset. It is national in scope and, therefore, individual local stations cannot attempt to do it individually.

No. 2, the dollars required, the creative import is so great that even a coalescing of these, a grouping together of these, can't do it. What I am saying is that somebody else must do it or add some input that is going to make this possible. I only see one entity emerging in that particular connection, and that is the Federal Government.

As you know, there is a great variety of involvement by State governments and local governmental agencies in the educational television field, with no pattern particularly emerging from it. As a consequence, I don't see that level of government being helpful. So that was the context in which I made that remark. It was not intended to look upon what exists at the present time critically, but it is just not enough, even where they are as well supported as you have in the city of Boston, with Harvard and all of the other institutions involved.

There is a great deal more that can and must be done with WGBH–TV as a part of some national program distribution as well as a part of servicing and supplying local community needs.

Mr. Macdonald. My last question, Mr. Chairman.

Then which side do you take in the dispute between the Ford approach and the Carnegie approach? The building of local stations or the network type of thing that the Ford Foundation seems to pursue?

Mr. McGannon. In the main, I would be most in favor of the Carnegie Commission report. In specific answer to your question, broadcasting in this country has traditionally been a community medium. I don't see any reason why it should change in the case of educational television. However, there is a tremendous opportunity to bring about public good by virtue of nationally produced programing that could be distributed to them either on a direct transmission basis or on a taped basis that would lower costs, that would get higher produced programing available in local communities which they otherwise couldn't produce themselves because of the lack of available talent, the lack of facilities, or other reasons.

I think in this process, enlivened, it will make much more dynamic the whole educational television art. I am in favor of the local station, but backed up with some ability on the part of a national production force to supply programing to them at least for a part of their schedule, very much like the commercial processes.

Mr. Macdonald. Isn't that hard to do?

Mr. McGannon. No, sir; I don't think so. It is going to cost money, very much so.

Mr. Macdonald. Right. We went through this with some other witnesses and, therefore, I will not go through it with you. But it seems to be that in New York, Los Angeles, or Washington, the production centers might take control of the production of things that would be shown over this fourth network. Do you disagree with that?

Mr. McGannon. This is a vehicle suggested by the legislation and by the Carnegie Commission report. I only quarrel when you say "take control of" in terms of what is going to be shown over this network.

Mr. Macdonald. I don't say "take control of" because obviously in the bill it gives local autonomy to the stations to say whether or not they want to show the program. I am now talking about production centers.

Mr. McGannon. I think production centers is a device, a method, one of the few methods available really to bring this about. In effect, what you have in Hollywood today and in New York City, and to a lesser degree in other communities of the country, in commercial television, is precisely that. It happens that some of them are owned by the network.

But if you examine the programing appearing on the air, the networks themselves are producing very little of this personally. There is more being produced by MCA, by Screen Gems and Metro-Goldwyn-Mayer than by CBS, by way of the way the situation shakes down. However, there is a filter through which the initial acceptance of the program goes, in this case a licensed entity, Columbia or National, and they make a determination as to the acceptability. A directly parallel process could be employed in educational television, in my opinion.

Mr. Macdonald. Thank you very much.

The Chairman. Mr. Broyhill?

Mr. Broyhill. I will not take too much time, Mr. Chairman.

I am somewhat at a loss, Mr. McGannon, as to what you were referring to on page 6. You refer to the lack of a general national policy as to how educational television should approach this task.

Is this not the purpose of this study set forth in title III?

Mr. McGannon. I would certainly think so, yes; but I am talking about as of now, or in the past. I would hope the study would help to establish what for all practical purposes would be a national policy.

Mr. Broyhill. Are you suggesting to the committee that we include a provision that, you might say, asks for a set conclusion of this type?

Mr. McGannon. No, I think the legislation, or certainly the debates and discussions, might indicate the Congress is looking to derive from this study what you might call the raison d'être, guidelines, or national policy on educational television so that the things wouldn't get lost in the mediations and deliberations.

I think this is important because very practically speaking, while the value of individual local stations is important from the viewpoint of creative imput, et cetera, it sometimes results in high diffusion of programing concepts.

An aspect of this which I think is present in commercial television was visited upon us by virtue of the fact that we are an advertising supported medium. As a consequence, we tend to orient our efforts at least in the main toward the securing of mass audiences, large audiences. As a consequence, that determines the form of programing you put out.

In an item such as flow of audience, the ability to capture one audience coming out of one program and deliver to the next program, or to look to the tuning habits of the public and endeavoring to capture

those, for example scheduling news every night at 7 or 11 so that the public knows the news is on at that hour and they look to the news at that particular hour, these are valuable assets, because what you are ultimately looking for is the attention of people.

The attention of people is an end that you must secure by the utilization of all means available to you. In this process, I think educational television has a very serious and internal dilemma. How much of it should be instructional? How much of it should be so-called cultural material? How much should be the type of material that simply represents selective ideas and attitudes on the part of minority segments of the audience?

The determination of this is really too profound to leave up, in my opinion, to 50 or 60 or 70 individual station boards because you are going to end up with a great diffusion, I think. I don't think the Congress should attempt to say 20 percent should be one and 30 percent another, but this study might examine that point.

By so doing, I think you will develop regularity of viewing, I think you will get regularity of people looking for particular types of programing. As a consequence, I believe the appeal to the total public can be greater. That may appear like a mission against the interests of commercial broadcasting, but I don't feel so. I think the more people look at educational television, the better.

Mr. BROYHILL. I appreciate that.

I will ask you one other question. On page 9 you ask for exchange of programing. Do you see any limitation in the language of the bill for this authority to exchange programs?

Mr. MCGANNON. No, sir. I feel very keenly about this. I am sure you feel, as we all feel from time to time, that you see a documentary on commercial network television and it is seen once and never seen again. It then goes into the archives. In many cases they are of historic value. However, we tend to be a first run medium type concept, so it is just handled in that way.

Mr. BROYHILL. But you don't see any limitation in the language?

Mr. MCGANNON. No, except if public funds are going to go into this, I would like to have the recognition by the Congress and its influences to impress all parties, commercial and educational, that there is a resource that should be utilized. Bear in mind a great deal of the educational material that is produced has timeliness, which is a form of limitation. It would be almost like a library resource.

Mr. BROYHILL. You understand what I am asking.

Mr. MCGANNON. I do. There is no limitation in the bill. I just thought if there were deliberations or attitudes expressed in debate, it would be helpful.

Mr. BROYHILL. Thank you.

The CHAIRMAN. Mr. Jarman?

Mr. JARMAN. I have just one question.

If we should vote to finance the program out of periodic appropriations by Congress out of the general tax funds, as you suggested on page 14 of your statement, what expenditures or how much Federal funds would you anticipate would be necessary over the next few years?

Mr. MCGANNON. I think, Congressman, that is a subject or the answer to this question should be determined by more deliberation and

thought than either has been given it by the Carnegie Commission or myself at this point.

Television is a very costly business. As a consequence, you can expand or contract very radically. I believe taking the average television station, which we have familiarity with, expenditure in programing runs on a yearly average of anywhere from $3½ million to $7 million. There would be no difficulty at all in running those stations at $12 million, if you wanted to.

Likewise, you could make a reasonably presentable job at 60 or 70 percent of the $3½ million to $7 million. I think what we have to first evolve is what the program is going to be, what is the concept we are going to seek to achieve, and then take a specific program schedule, in effect, and price it out.

An order of magnitude, I think, would be in the vicinity of $200 million a year. That is a horseback guess in every sense of the word, although it bears some coincidence with what the Carnegie people or others have discussed. I simply have arrived at that from taking some of our own experiences in programing our stations and extending it over a larger number of stations in the country. But that is the order of magnitude that is involved.

Mr. JARMAN. Thank you very much.

The CHAIRMAN. Mr. Van Deerlin.

Mr. VAN DEERLIN. Mr. Chairman, I note with interest that Mr. Macdonald has at last found an ally in his campaign to determine a more suitable name for this new medium than "public television."

I would hope, however, this would not mark the end of the quest, because all they have done now is come back to "educational broadcasting." I am sure Mr. McGannon and Mr. Macdonald, between them or possibly with some assistance, can do much better than that.

I think we have to find a more exciting term, seriously, for this. I wouldn't even start making suggestions now. I think we should try for a name that will reach out and expand the audience, rather than repel and diminish it.

Mr. MCGANNON. We will try, sir.

The CHAIRMAN. Mr. Keith?

Mr. KEITH. Thank you, Mr. Chairman.

It is nice to have you with us, Mr. McGannon. I am sorry I was detained from hearing all of your testimony.

Were you here for the morning session?

Mr. MCGANNON. I was not.

Mr. KEITH. I am a little bit curious as to the use of CATV in building up the record on the House side as in the Senate, as to the possible correlation of these two parts to educational TV.

Would you comment at all on the role CATV might play?

Mr. MCGANNON. The community antenna television is simply a variation of the medium of communication or delivery of the program, and is quite physical in form and does not suggest any different method of producing the message or the program involved.

As you know, it is predicated upon a wiring of a community which literally means installing cable from which leads are made into the individual home, not unlike the telephone company has but with the capability of transmitting a video signal as well as an audio signal.

In the main, community antenna television systems have developed in areas where the topography or location of individual facilities have produced substandard pictures, and the community has worked together to install a tower.

On that basis, of course, there is a relatively direct interrelationship between the capital cost of installing the system and the so-called retirement of the capital or recoupment of the capital.

If there are 100 people who agree they are going to support this, and it costs x dollars, and you divide it to be paid off in a period of 5 years, you have the economic cycle completed.

As you get into larger populated areas, or where the density of population gets thinner, the cost rises geometrically. In a so-called optimum population density situation, the cost per mile of wiring and leads into the home will run anywhere from $3,800 to $4,500 a mile. However, in other situations involving underground and the like, it will run as high as $20,000 and $25,000.

With that introduction, I say if we ever got to the stage in this country where the great bulk of the population was in fact served by community antenna lines, we would have an in-home facility for receiving signals such as you have over the air at the present time, and the additional value that most of the systems being installed today have 12 signals.

While that is a blessing in one regard, we are having a little trouble at the moment adequately programing one. So pure physical facilities would not in and of itself necessarily augment the value of the asset. I would say over a period of 3 to 5 years, Congressman, the interplay between educational television and community antenna television would be very, very limited.

Mr. KEITH. Thank you very much, Mr. Chairman.

The CHAIRMAN. Mr. Ottinger.

Mr. OTTINGER. Thank you, Mr. Chairman.

We are glad to have you here, Mr. McGannon.

I wonder in terms of the economic pressures that are on you, and I asked this of Mr. Friendly yesterday, how much of a temptation there would be for you to forgo public service kinds of programing that you presently put on the air if you knew that they were adequately covered already by Public Television?

Mr. MCGANNON. Well, sir; in response to your question I am unalterably opposed to the concept. I can't answer to hypothetical question as to what economic pressures would develop at what point of time in the future.

I would suggest, though, that the Commission would continue to require commercial broadcasters to program in the public interests, and this includes a portion of their time being devoted to educational, noncommercial types of programing.

I would hope also that if educational television really became competitive, the whole type of this type of programing would be raised in the country and you would develop a much more significant cross section of material as well as quality of material.

What the networks do, of course, is excellent in its quality. As you come in to more limited economic circumstances, it takes on some pretty mundane characteristics. I am not at all surprised few people look

because there is not much reason for them to look. It is dull and boring in many cases.

I would hope that there would be nothing about my attitude and I hope nothing about the viewpoints of this committee that would tend to give commercial broadcasters a chance to get off the hook on public service programing, because I think it would be ruinous from the medium's point of view.

Mr. BROYHILL. Will the gentleman yield?

Mr. OTTINGER. I will be glad to yield.

Mr. BROYHILL. I would say in that connection there is a very strong statement in the Senate report which says that this legislation is no way relieves commercial broadcasters from their public responsibility, in other words, the responsibility to present programs in the public interest.

I would certainly join with him in urging that such a strong statement be in our report as well.

Mr. OTTINGER. I thank the gentleman. I agree 100 percent. I think we ought to have such a strong reaffirmation. From reading some of Mr. Friendly's writings of very difficult decisions made on commercial broadcasters as to their schedulings, I think this is something we should concentrate on. The temptation would be strong to say that the U.N. debate may or may not be carried live by a commercial network if they know it will be adequately covered by a public television network. It would be a great temptation to make that decision in favor of not covering it commercially. I would not like to see it.

Mr. MCGANNON. I would not like to see it. I would not view Mr. Friendly's book as being applicable or reflective of the total broadcasting industry, either.

Mr. OTTINGER. Thank you.

The CHAIRMAN. Mr. Watson?

Mr. WATSON. Thank you, Mr. Chairman.

I am sorry I was not here to hear your testimony. We have a little business going on over on the floor trying to calm down the riots.

I have been impressed with the gentlemen who are directly involved in the National Association of Educational Broadcasters. They are an outstanding group and possess remarkable knowledge and expertise in this particular field. If they are unable to do the job and do not have the necessary expertise, where would we obtain it and how would we get it for this Public Television Corporation?

Mr. MCGANNON. I concur in your reaction to these people. I don't know whether you were here a moment ago when Mr. Jarman was asking me about finances and the economies of the situation. I made the sort of bald statement that television generally is a very expensive business.

As a consequence, it is not possible at the current level of television to do sort of a bargain basement, discount-type of programing. They have become quite sophisticated and they are quite able to catch the fact that it is a whole budget show.

I think traditionally educational television has been underfunded. As a consequence, it has been difficult to get people to come to work in educational television, irrespective of how fine these people are.

It is very difficult to keep people working in educational television.

Mr. WATSON. I concur wholeheartedly with you, but I might interrupt here in the interest of time. I believe in educational TV. I am proud of the little part we had to play in the establishment of the South Carolina Educational TV Commission. It has done a good job. I supported the 1962 Facilities Act.

But the thought that occurs to me, and I see it throughout all of the testimony, is that the problem of our local and State educational TV systems is not a lack of adequate programing. You can improve upon it, to be sure, and I hope you always will be able to improve upon it.

But the real problem is the lack of adequate money. I applaud these men for their dedication, because they probably could make twice as much money working in commercial TV. I believe we should have the main thrust of any Federal action to extend the grants for facilities and other things, and release some of the local and State and private funds for development of local programing.

I believe it was Mr. McBride of Boston who outlined specifics as to what he would like to do, if this bill were passed. I applaud him for it. I want him to get down to some specifics, rather than generalities.

But as I recall the things he outlined, I believe he and his staff are in a position right now to develop every one of those programs if they had the money. They wouldn't have to establish any Public National Broadcasting Corp.

Is that a fair statement?

Mr. MCGANNON. It is a fair statement. I would like to respond to two points. If you do fund facilities, don't assume that is the end of the job or the completion of the job. You now have only been armed with the basic technological ability to reach an audience by the air waves.

Secondly, I don't think at that point you ought to say "and now let the private sector or private funds support them."

They have been, and it is still not adequate. Most of these men have all been through this fundraising proposition. We have been working with various communities on this question. Despite the public's interest or avowed interest in educational television, when it gets down to writing out the checks there are few groups which are well situated and write big checks.

Thereafter trickle in a lot of $5 and $10 checks which don't help the operation of these stations greatly. So it is a two-pronged situation, the facilities first, and the continuation of support for programing capabilities, which is perhaps of a greater importance.

Mr. WATSON. I think we are on the same wavelength or at least the same channel. I believe you have the expertise to do it. I think there is more expertise in this group here than you can find anywhere else; that is, directly related to educational TV.

But the point I am trying to make is that the sole problem is the lack of money. I agree with you that the Government should assist in this program, but the thing that concerns so many of us is that the Federal Government shouldn't step into the programing aspect.

Mr. MCGANNON. I don't think they should either, nor is there anything in my testimony that suggests that.

Mr. WATSON. Thank you very much.

The CHAIRMAN. Thank you very kindly, Mr. McGannon, for your testimony.

Mr. McGannon. Thank you for your courtesy, Mr. Chairman. I appreciate it.

The Chairman. I do know you have other items on your schedule, and we were glad to accommodate you. We appreciate your positive statements.

Mr. McGannon. Thank you.

The Chairman. Now the panel will resume for questioning.

STATEMENTS OF WILLIAM G. HARLEY, C. SCOTT FLETCHER, JACK G. McBRIDE, ROBERT SCHENKKAN, AND HARTFORD N. GUNN, JR., ON BEHALF OF THE NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS—Resumed

Mr. Macdonald (presiding). Mr. Harley, I have a question concerning your testimony, on page 4, where you say this legislation does not ask that funds be used to build a Federal Broadcasting Network.

That seems to me to be contrary to what most people have testified during this last week of hearings. Would you care to comment or elaborate?

Mr. Harley. Yes, I will be happy to. This is a difficult concept, you understand, but perhaps we can have a go at trying to clear this up.

The legislation does not envision, in our judgment anything approximating the existing commercial networks in the sense that it would follow a pattern of NBC, CBS, or ABC. In those situations you have a company operating a whole range of activities that includes owning stations for which they are responsible, procuring programs, producing programs, distributing the programs, presenting them on leased lines that they have arranged for on a 24-hour basis, with the interconnection of their own stations and all the affiliated stations around the country being available at any time they wish to feed programs.

In the legislation the corporation we thought of as a foundation in a sense. It receives moneys, Government funds as well as private funds, and then on the basis of proposals made to it for program ideas or possibilities for some kind of interconnection, it makes awards of funds. But it doesn't itself produce programs.

Mr. Macdonald. I am well aware of that. I am not talking about that. I am talking about the network of the stations, the interconnected stations, the educational stations.

Mr. Harley. Let me address myself to the distinction we have to make between interconnection and network. Interconnection is the physical tying together, electronically, of two or more broadcasting stations. That, in other words, is the physical conduit through which messages can be moved from one place to another.

Networking is the function which relates to a movement of specific, known programs on a particular schedule, at certain hours of the day, certain days of the week, and so on.

Mr. Macdonald. If you would permit me to interrupt, Dr. Case, the former president of Colgate, indicated in answer to a question I asked him that there already is an educational network.

I questioned that because I did not believe it was so.

Mr. HARLEY. I believe he was referring to the fact that there have been certain demonstration activities by NET on certain occcasions, certain ad hoc situations. They have arranged to interconnect a certain number of stations, 75 or 80 stations.

For example, the state of the Union message was broadcast over educational stations through long lines, arranged for through A.T. & T. by NET for that specific purpose.

Mr. MACDONALD. That is hardly a network.

Mr. HARLEY. No. This is an ad hoc arrangement.

Mr. MACDONALD. Just for my information, is there or is there not an educational network now in being?

Mr. HARLEY. No, there is not in the sense of an electronically interconnected one. In the sense that we can distribute programs by mail on a fixed schedule we have a network of a sort.

Mr. MACDONALD. I have a network going back to my district. I sent quite a bit of mail back and they send mail to me. But I would hardly call it a network.

Mr. HARLEY. In the sense that I defined it, that is, a distribution on a fixed schedule of a known quantity of programs to stations, we do have three existing national educational networks, one serving radio stations, two serving educational television stations.

But we do not have an established, permanent electronic interconnection of these stations within the common understanding of a network in commercial broadcasting.

Mr. MACDONALD. You have talked about interconnection and I think this is one of the icebergs in this bill. I am not sure the gentlemen of the committee understand it, and I am not sure that all the witnesses who testified have understood it in relationship to our bill.

As I read the bill it puts a limit of $250,000 to each station for production or interconnection. Is that correct?

Mr. HARLEY. For any purpose for which the corporation might make a grant to a station there is that ceiling; yes.

Mr. MACDONALD. Yes, but which includes production and interconnection.

Mr. HARLEY. I believe so; yes.

Mr. MACDONALD. Yesterday I was discussing, and then I ran out of time and never got back to it, this question with Mr. Bundy and Mr. Friendly. They were using the illustration about how the educational TV network would complement the commercial networks.

They used the illustration of the meeting at Glassboro, N.J. Then they said for present commercial reasons they could not stick around for analysis of what had happened, a commentary and so forth, which theoretically, I suppose, the educational TV would do.

My question was that if a station decided to do the type of job that should be done in a situation such as that, wouldn't that have a very serious depletion effect on the funds of the educational station if the educational station had to pay for the interconnection for it to be shown nationwide?

Mr. HARLEY. Yes, there is no question about it.

Mr. MACDONALD. Don't you object to that?

Mr. HARLEY. Yes. One of the important things we are so much interested in is that point.

Mr. MACDONALD. I had not heard anything about it from the panel. I thought that was one of the keynotes or one of the cornerstones about this bill. I think it is one of the most misunderstood things by the members and the witnesses who have appeared here.

If you can clear it up, I wish you would.

Mr. HARLEY. Let me try it, if I may. As I understand the thrust of your question, it is: Would the limitation of $250,000 to a station for interconnection be an almost prohibitive kind of a situation?

I would make two or three observations. We have to keep in mind, of course, that the corporation would have funds other than Federal funds to use so that it might make grants that had no relationship to the limitation.

Mr. MACDONALD. Yes; but this is not the place to say that, I don't believe, because you are coming here asking for Federal funds and then saying, "Well, we don't really need Federal funds because we have other sources of funding."

It has been my experience, with a very few exceptions, perhaps, that most educational TV stations suffer from a lack of money.

So I think to say to this committee that the funds are going to come from someplace else, reliably, except from the Government, is a self-defeating statement, if you will pardon my saying so.

In my judgment, the Government should finance the concept of the program we are talking about.

Mr. HARLEY. Let me say that there is no limit, as we understand it, on the funding that the corporation could provide to production centers, through existing network facilities.

Mr. MACDONALD. I can't hear you.

Mr. HARLEY. There is no limitation within the corporation for the funding that the corporation might provide for interconnection to production centers or networks which now exist. So the Eastern Educational Network, for example, might be eligible for funding beyond $250,000 for such an interconnection.

Mr. MACDONALD. Then we get back to the confusing thing I have been talking about, where the witnesses have given various responses, about the reasonableness of having certain areas for production centers; namely, on the east coast, New York, perhaps Washington, and on the west coast in Los Angeles.

Mr. HARLEY. If I may, I would like to call on Mr. Gunn, who has had perhaps more experience than any of us in actual networking operation, as the founder of the Eastern Educational Radio and Television Network.

Mr. GUNN. I understand that there was an interpretation given the other day that the $250,000 limitation applied not only to stations but also to any one project. I believe the HEW people developed this point.

Mr. MACDONALD. It says it in the language of the bill.

Mr. GUNN. I think this poses two problems, the one you are suggesting, which is that, if the money were to be granted to a station for the production of programs and these programs were to be distributed to other stations via an interconnection system, the interconnection moneys would have to come out of that allocation, and I think this can, depending upon the size of the program and the length of

the series, put a real limitation on the program that that station could make available across the country.

I think there is a second problem, and that is that since this is a per project limitation as well as a per station limitation—if the interpretation is correct—then this would mean that the leasing of an interconnection system from a common carrier by the corporation would be severely limited, in that it would have to be done on a very inefficient, ad hoc basis.

If you see a great number of programs that you want to bring in from various sources, it may make the most sense to put in a system over a longer period of time and buy it at what amounts to a package rate, rather than put it in and then take it out, put it back in the next day and take it out again.

The limitation of $250,000 would mean, I think, or would probably result in the corporation having to purchase lines or microwave systems from the common carriers or lease them on an inefficient basis.

I think that would be most unfortunate if they were required to do so. So there are really two problems.

Mr. MACDONALD. I understand. Obviously, Mr. Gunn, I express my respect for you, your knowledge, and your station.

I would like to hear this knowledgeable panel, which has really had the experience, say to us, if it is a fact, that we should take out of the bill the words dealing with the cost of interconnection and have a limitation, perhaps, of $250,000 for any given station so that the whole amount of money will not be eaten up by one area, such as Boston, Chicago, or wherever, and then just give authority to the corporation that if they decide—or perhaps it could be a program director, though there is nothing in the bill about a program director—which might assign the job of covering Glassboro, the Newark riots, or anything like that.

Then take the production cost out of what is to be awarded to the station but not charge the station for the interconnection part. Nobody has said it so far. I have been waiting for a long time for somebody to say it. It isn't just because it is what I think.

Mr. GUNN. No. It is a very important point.

Mr. MACDONALD. I think otherwise it would be the kiss of death to get awarded something by the program director.

Mr. GUNN. To get awarded a program and then be told that all of the funds would be going to the common carrier, with no funds for the program.

Mr. MACDONALD. A.T. & T., or whatever common carrier, makes quite a bit of money and you are out of the production business for the next 6 or 8 months. Well, not to put you out of the business, but it certainly would affect the cost of carrying on.

Mr. GUNN. If, as a station, you were asked to an expensive series of programs and you were to come close to this limitation, and then you were told by the corporation that this should be made available across the country, you couldn't accept such a contract. You would bump the limitation.

Mr. WATSON. Will the gentleman yield?

Mr. MACDONALD. I yield.

Mr. WATSON. As a practical matter, the transmission costs approximate the production time to the station in many instances, don't they?

It might be cheaper with microwave, but I am talking about the line transmission. The cost approximates the cost of the station time.

Mr. GUNN. The costs are substantial. It varies, depending upon the individual station.

Mr. WATSON. Thank you, Mr. Chairman.

Mr. HARLEY. If I may, I would like to say this is one of the reasons that we are so interested in the possibility that educational stations may get a free ride or preferential treatment on the cost of interconnection.

The cost does occupy such a large portion of the total production cost, the transmission. I believe that the reason for inserting the $250,000 per station limitation was motivated by the authors of the bill to see to it that since there was a limited amount of money available not too much of it would go to any one, or any one group of stations, so that there would be an opportunity to assure that it was disbursed fairly evenly among the various stations.

I would suggest that perhaps this is one of those matters that should be left free to the corporation to study as it evolves its practices and procedures after it gets underway.

Mr. MACDONALD. I think I am speaking in behalf of some other members of the committee when I say we have to present this bill to the floor. As I have said once or twice, you just can't take a concept out to the floor and say, "This is a good concept."

I can think offhand of four or five very economy minded Congressmen who are going to say, "What is it going to cost?" which is not an unreasonable question.

We can't just leave it up to the corporation to say how this will be done. That would be a very difficult way to legislate. I suggest you can be even more helpful than you have been today if you would give us language that would suit your needs and give us a definitive attitude that we can take to the floor if indeed we pass the bill out, which I think we will.

Mr. HARLEY. I will be happy to do so.

(The information requested was not available at time of printing.)

Mr. GUNN. If I may say, Mr. Chairman, under the present language you couldn't leave it to the corporation. The corporation would be prohibited from exceeding that limitation.

Mr. MACDONALD. That is exactly right.

Mr. GUNN. So the language would have to be clear on that.

Mr. MACDONALD. That is my feeling exactly. The bill as now written will not do what the gentleman was suggesting we can do.

Mr. VAN DEERLIN. Mr. Harley, something of a bogey was raised in the earlier sessions of these hearings over the possible creation of a Federal propaganda agency.

Do your member stations currently editorialize—that is, do they present a station-management position on the air in regard to political matters? Do they take positions for or against partisan issues? Do they indorse candidates for public office, or oppose the election of candidates for public office?

Mr. HARLEY. I give you a very firm answer on that. They have not, they do not, and they will not.

Mr. VAN DEERLIN. Is there a reason for this?

Mr. HARLEY. Yes, indeed. First of all, they are tax-exempt organizations which means that they are forbidden from speaking to issues in any way that might tend to influence legislation.

They are very concerned about maintaining this tax-exempt status. They are part of educational institutions with boards of trustees using, in many cases, tax moneys. So they have a responsibility to the general public for the expenditure of these funds.

They must therefore be very sensitive in seeing to it that no political propaganda or bias appears in any way in their programing. They are sensitive to their entire community's appraisal of their activities.

In many cases they are dependent upon that community for their support. They could not afford to offend the wide range of interests represented in their audience. So they are very scrupulous about maintaining this kind of impartiality.

Mr. KEITH. Will the gentleman yield on the point he is making?

Mr. VAN DEERLIN. Yes.

Mr. KEITH. I would like to have the reporter read back the question that you asked of the panel.

Mr. VAN DEERLIN. I will be glad to repeat it.

Mr. KEITH. It was a question with a series of parts. I was particularly interested in the earlier portion of that series.

Mr. VAN DEERLIN. Taking management positions and voicing, on the air, the station-management positions on political questions; taking positions for or against partisan issues; third, indorsing or opposing the election of candidates for public office.

Mr. KEITH. I thought your question was about as you have repeated it. I rather thought that perhaps the answer that he was giving to the latter two clauses. Perhaps on the question of public political issues there might have been another answer given by the panel as a whole. Many things become political issues. I know that there are radio stations in the Boston area that editorialize on public and political issues.

Is it on second look true that to the best of your knowledge no education TV station takes a stand on a public political issue?

Mr. HARLEY. Yes, to the best of our knowledge. No educational radio or television station ever takes a stand; that is, a management position, on a political issue.

Mr. KEITH. What?

Mr. HARLEY. As a management position. This is the sense in which the FCC defines editorializing, as a clearly defined, avowed position or opinion of the management of the station.

Mr. KEITH. If I may continue for a moment, in your view do you pay more or less adherence to that principle than do commercial television and radio stations?

Mr. HARLEY. Much more, because quite a few commercial stations do present editorials of this kind, clearly labeled as such, in the same way that a newspaper sets aside a particular part of the paper for editorial discussion. But no educational stations, to the best of my knowledge, ever do that kind of labeled expression of opinion on issues.

This is not to say that educational stations do not present programs that relate to controversy. This is an important educational responsibility.

Mr. KEITH. I understand. One more point: Does your public agree with you? Do you very often, if ever, have the public or the politicians call up and say, "You have done what you said you would not as a matter of policy do."

How successful are you in the view of your listening audience in this respect? How often do you get a complaint?

Mr. HARLEY. I think I will turn to station operators as people in the best position to answer this. Mr. McBride or Mr. Gunn.

Mr. MCBRIDE. I might answer that question by saying we adhere strictly to this principle, and, as a result, the station that I have been privileged to manage since 1954 has never had a complaint from any type of viewer such as you are questioning about at the moment.

Mr. KEITH. Does Mr. Gunn have the same observation?

Mr. GUNN. Our situation is a little different. I think we draw more heavily on our universities for discussion. We are involved in problems in the metropolitan community which are somewhat more difficult. As a result, I think out of the 40,000 letters that we receive on the average each year we probably would have, I would guess, a dozen or several dozen complaints that would relate. (See letter on page 804.)

I am not talking about complaints about whether the program is properly produced or not in the technical sense. We would probably have a half dozen or dozen complaints about a political direction.

Mr. VAN DEERLIN. What about complaints to the FCC?

Mr. GUNN. This is the type of thing I meant, the type of letter which goes on to the FCC and which raises questions. My own feeling is that, given our situation in Boston, if we are adequately doing our job, we probably would stimulate a certain number of those letters. That is, we are supposed to be a forum for discussion, and if discussion is so bland and of such minimal importance that it never arouses people to feel strongly, either pro or con, then we are probably not doing our job.

In other words, speaking for our own station in Boston, we see encumberance on us to try to stimulate public thinking. When you stimulate people to think, you are going to obviously stimulate them to react. Some of this reaction will come in this form.

Mr. VAN DEERLIN. How often has the FCC asked you to justify a broadcast?

Mr. GUNN. Normally, when they receive such a letter, they will write back and ask for explanation. We have supplied it, of course, in every case. We conform to all the requirements of notifying someone if a particular program has been prerecorded, that a specific issue has been raised, so that they have an opportunity to respond. There is a whole arrangement, as you know, a prescription by the FCC for handling these matters.

We have never received a letter of criticism from the FCC for our handling of these matters.

Mr. VAN DEERLIN. Does the FCC, insofar as you know, Mr. Harley, have the same story in regard to other educational stations?

Mr. HARLEY. I believe so. I might point out that educational stations as well as commercial stations operate under regulations of the Federal Communications Commission, the fairness doctrine and so on. This situation would exist whether a corporation is created or not.

Mr. VAN DEERLIN. But in addition to these general restrictions applying to all broadcasting, you have testified that you have the additional safeguards of tax-exempt status which would be imperiled if you strayed from the straight and narrow in regard to this very sensitive area.

Mr. HARLEY. Absolutely.

Mr. MCBRIDE. We have yet another safeguard. The great majority of our educational television stations are licensed to tax-supported institutions, schools, colleges, universities, to State educational television commissions and authorities. Here, again, and here particularly, is the situation where we must present programing impartially and objectively.

If indeed I, as the manager of a Nebraska State network station, am presenting programs which are slanted in any particular direction, the 13-man board that I report to, of distinguished citizens, which is not unlike the board being proposed for this Public Television Corp., is on my neck immediately, as is the news media of the State, and as would the legislature which provides appropriations.

So this is an added safeguard.

Mr. HARLEY. We have another station operator who has shown up late for the program, Mr. Schenkkan.

Mr. VAN DEERLIN. And he will also plead not guilty, I suppose.

Mr. MACDONALD. After the question is answered your time has expired. We will have a second round.

Mr. VAN DEERLIN. There is one more station manager who wanted to be heard on this point.

Mr. SCHENKKAN. All I was going to say on this point was that my board has examined this question. Our station is a community station of San Antonio and Austin citizens which then contracts with the University of Texas to operate the station. But the policies of the station are set forth by this community board. It has examined the question of editorializing very carefully. We have an established policy forbidding us not only to editorialize ourselves but to carry editorial matter.

The reason for this, and this, incidentally, has recently been reaffirmed at another full board meeting unanimously, principally is that the board feels that it is representing the whole public. It is drawing funds from all segments of the public. It simply doesn't feel it has any right to impose an opinion of a group or an individual on this general public.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

Mr. MACDONALD. Mr. Broyhill?

Mr. BROYHILL. Thank you, Mr. Chaiman. I might say to Mr. Van Deerlin, that Mr. Schenkkan used to be in North Carolina, at Chapel Hill. He left there a few years ago to go to other parts of the country.

While we are talking about this subject, one of the witnesses before the committee had a little different view than has been expressed just now.

Mr. Friendly indicated that the programing on educational TV would be such that it would rock the boat, and there would be times that we politicians would regret the day we created this system.

Are we creating this type of system or are we creating a type of system that would only produce programs in the bounds which you are advocating?

Mr. HARLEY. There is some difference of opinion on just how much of the corporation's activities will relate to live interconnection and merely to programs to be distributed in other ways.

Mr. Friendly is of the opinion that most of its activities should be related to this kind of live, simultaneous broadcasts, nationally, of current affairs and matters of this nature. Many of us do not feel this will be the principal activity, in support of educational stations, though certainly there will be occasional events of this kind.

I believe that his thought was that these programs ought to be exciting and interesting in the sense that they would grasp the interests of the people, and so on. But this is in no way to suggest that there should not be a proper balance of points of view on matters of controversy.

Mr. BROYHILL. There is a great difference between the terms of grabbing the interest of the people and rocking the boat.

Mr. SCHENKKAN. I would like to comment on that. I think as with any group, Mr. Broyhill, there are some differences of opinion, and as with any individual we bear our past with us.

I think Mr. Friendly is carrying his past with him when he talks about this particular development. It is my conviction that it will not turn out that way. I reviewed his book in a local paper, so I read it much more carefully, I suppose, than I otherwise would have done.

I was very struck with this very point. In fact, I believe in my review I pointed out that he was due for a rude shock when he attempted to translate this ex-CBS philosophy to the educational television world because it wasn't going to turn out that way. I am convinced it is not.

Mr. BROYHILL. Does the rest of the panel subscribe to this point of view?

Mr. MCBRIDE. I think we have to make a distinction, a distinction between editorializing on the one hand, between editorializing, taking management positions, taking partisan positions on the one hand, and addressing ourselves to programs about controversial subjects.

The great majority of our stations do feel it a responsibility of theirs to their viewing public to address themselves to doing programing about controversial subjects as long as all points of view are expressed on that program or over the length of the series.

We might do one program on this particular point of view and follow it with a complete program on some other point of view, but it is still part of the same series. As we have reported, none of our stations editorialize or take slanted positions. But the great majority of our stations do address themselves, and feel it their right, responsibility, and prerogative to do so, to programs about controversial subjects.

Mr. BROYHILL. Mr. Macdonald has a question. I yield to the chairman.

Mr. MACDONALD. Thank you, Mr. Broyhill.

Isn't all of this covered by present FCC law?

Mr. McBride. Precisely. The fairness doctrine, and the other rules and regulations under which our educational television stations operate, cover this completely.

Mr. Macdonald. And commercial TV operates the same as you would. If you present one side of the subject that might be controversial, you are bound, under terms of the license, to grant the other side of the controversial idea similar time at a similar hour; is that right?

Mr. McBride. Yes, sir.

Mr. Broyhill. Mr. Chairman, I would like to pursue in my own way, in the few minutes I have, the line of questioning that you were conducting a few minutes ago about the definition of "network."

I know members of the committee have had other activities recently, being involved in the pending legislation. When I think of network, I am thinking of the commercial type of network where programs are produced and shown simultaneously across the United States.

As I read the language of the bill, at page 17 of the Senate bill, my interpretation is that the corporation may not operate a network, may not own a network.

Mr. Harley. That is correct.

Mr. Broyhill. What do you mean by a network?

Mr. Harley. To go back to my definition, our judgment is that a network is an identifiable entity responsible for initiating and supplying a known body of program material on a fixed schedule which can be done either by mail, tape or film, or by electronic connection.

Mr. Macdonald. May I point out that is not the FCC definition. I asked the Chairman of the FCC about that and he said it was two or more stations interconnected.

Mr. Broyhill. I might say also the language on page 17 says that the corporation may not own interconnection facilities.

Mr. Harley. That is right.

As I read the legislation, the corporation under the House version, and the original version in the Senate, could not go directly to a common carrier to arrange for interconnection facilities.

The amendment passed by the Senate does permit them to make a direct contract with a common carrier for interconnection service rather than having to go through an intermediary.

Mr. Broyhill. How often do you think this will be done? Will it be done on a regular daily basis, an hourly basis?

Mr. Harley. We believe it would be ad hoc to particular situations. When some national event of such a nature that it would be of interest to the total population or most of the population came along, it might be that one of the stations, say in Washington, might apply to the corporation for funds to provide for interconnection and production, such as a pickup of a hearing in Congress or some other affair in Washington.

The corporation would then grant them funds to arrange for the interconnection.

The corporation, in another version, might perceive something coming along that it felt important enough to give distribution. It would go directly to A.T. & T. to arrange for an interconnection. It would then go to a production agency, possibly NET, or a station, to produce

the actual program that would be distributed on the interconnection arranged by the corporation.

But there would be no permanent interconnection system.

Mr. BROYHILL. No permanent interconnection system?

Mr. HARLEY. No.

Mr. BROYHILL. You say that most of the programs produced by the corporation would be distributed by the mail?

Mr. HARLEY. Not necessarily. We would make a distinction between distribution and network. It is very complex, but there is a difference. When we speak about distribution, this would be using an interconnection system for delivery of programs unrelated to a fixed schedule. But when I impose——

Mr. BROYHILL. Do you mean the station receiving the program would tape it?

Mr. HARLEY. Yes. These could be moved at off-peak hours to cut down the cost of the interconnection, and a whole body of material, several hours, might be moved between the early morning hours and the stations around the country could tape these programs off the line.

Then on the basis of their review of the programs insert them into their own schedule subsequently.

(The following additional material was later supplied by Mr. Harley:)

NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS,
Washington, D.C., July 21, 1967.

Hon. JAMES BROYHILL,
U.S. House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN BROYHILL: As you requested, I am sending to each member of the House Committee on Interstate and Foreign Commerce a copy of the NAEB memorandum (attachment A) prepared in connection with the Senate hearings on S. 1160. It relates to the definition of such terms as "network" and "interconnection," about which there seems to be some misconceptions. Clarifying these points is important because the role of the proposed Corporation for Public Broadcasting is central to the purpose of the legislation.

Let me again emphasize that this legislation is *not* designed to establish, nor would it permit, a Federal national broadcasting network. The Corporation will *not* have a staff of producers, commentators, or announcers; it will *not* have at its disposal a 24-hour leased-line interconnection system over which a regular schedule of its programs would be fed; it will *not* own or operate production equipment, studios, or interconnection facilities; it will *not* have station "affiliates" which are essential to any systematic networking operation; and it will *not* and *cannot* produce or distribute programs itself. Instead, it must arrange with others for the performance of such activities.

What the Corporation will do is provide support for helping to improve and expand the programming and distribution activities of existing (and future) educational stations and state, regional, and national networks—each of which has its own autonomous Board of Trustees and staff. (Attached is a list [attachment B] of 13 regional and national program services and networks.)

Under HR 6736, grants will fall into three main categories:

1. Grants will be made to local stations for operations and for programs which will be produced and broadcast locally.

2. Grants will be made to larger stations, production centers, or state and regional networks for production of programs of regional or national interest. Finished programs on film or tape could be distributed by mail, fed on leased lines at off-peak hours and re-recorded at the option of each local studio for subsequent broadcast at the convenience of the local station.

3. Occasional grants to stations or regional or national networks will be made for the origination of special events broadcasts picked up at a studio or remote location and fed over leased lines, contracted for the occasion, for

simultaneous transmission and broadcast to stations who choose to carry them to a region or across the country.

Clearly, the lines within which the Corporation is allowed to act under HR 6737 afford no possibility of it turning into a Federal network; rather, it will have the role of a private foundation, evaluating proposals and dispensing funds to help others undertake diverse activities. The Corporation will be supportive, *not* operative.

We hope these comments may be helpful to the Committee in its consideration of this important legislation.

Sincerely yours,

WILLIAM G. HARLEY.

ATTACHMENT A

ADDITIONAL STATEMENT BY WILLIAM G. HARLEY, NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

Following hearings on the Public Television Act in the Senate, the NAEB submitted an additional statement in order to clarify the matter on networking and station interconnection with respect to the proposed Corporation for Public Television. We would like to add these same points here.

Meetings to discuss these matters were held with representatives of the Carnegie Commission on Educational Television, the National Educational Television Network, and the National Association of Educational Broadcasters. Specially, NAEB agreed to associate itself with the following statement, which was included as part of a long letter sent to Senator John O. Pastore and thereafter included in the Record of the Hearings on S. 1160—The Public Television Act—before the Subcommittee on Communications of the Committee on Commerce of the United States:

"The ultimate responsibility for interconnection for national distribution must rest with the Corporation.

"In exercising this responsibility, the Corporation clearly has the option of choosing among several methods. It might appoint an advisory committee, including representatives of local educational broadcast stations, to suggest to it policies for the handling of interconnection or to review the interconnection decisions which it had made over a stated period. As another approach, the Corporation might exercise its interconnection responsibility by special contractural arrangements. It might wish to aid in the formation of a new organization or advisory group, including representatives of the local stations and the program suppliers, to handle day-to-day decisions on interconnection. Whatever special administrative arrangements are made by the Corporation in exercising its option, however, it must retain ultimate responsibility.

"The following NAEB comments are offered in light of the foregoing statement:

"1. An important distinction exists between an interconnected national program 'distribution' system and a 'network' system. 'Distribution' involves an interconnection system which delivers programs unrelated to scheduling and unidentified as emanating from a common source. A 'network' on the other hand, is an identifiable entity responsible for initiating and supplying a known body of programs either by regular shipment on tape or film, or by simultaneous interconnection. Regardless of which method is used, individual stations always retain the right to accept or reject any programs. Section 396(a) (3) of S. 1160 prohibits the Corporation from owning or operating a 'network.'

"2. While associating ourselves fully with Dr. Killian's desire for insuring the greatest possible diversity of programming for the local stations, we believe it is essential to the full development of a viable noncommercial educational nationwide service that educational stations, both television and radio, have access to a "network" service as defined above. Two such networks—NET and NER (National Educational Radio)—exist today, which attempt to meet these network demands of educational stations, though limited financing prevents a truly interconnected service. These networks were specifically created to meet the needs of local stations for a regular dependable supply of quality programming.

"Section 396(a) of S. 1160 declares that the general welfare would be encouraged by educational broadcast service not only 'in particular localities' but 'throughout the United States,' and encourages a 'national policy' which would make such service 'available to all the citizens of the United States.' The corporate purposes outlined in Section 396(g) include assistance for 'one or more systems of noncommercial educational television or radio broadcast stations

throughout the United States.' At least three separate sections of the bill (Sections 396 (a) (2), (4), and (g) (1) (A) emphasize the desirability of diverse programming sources. There is thus ample provision in S. 1160 for the Corporation to foster such a system of networks, be they the two mentioned above or others.

"3. Interconnection, whether for 'distribution' or for 'network' purposes, raises potentially delicate program decision-making problems. At some juncture, a decision must be made regarding the choice of product to be placed in the system, if only because of capacity limits. In many instances, program content will be a significant decisional factor. For these reasons, the NAEB strongly favors the second and third options in the above-quoted statement of Dr. Killian. More specifically, the NAEB believes that the Corporation would best serve its own interests as well as those of educational broadcasting by exercising 'its interconnection responsibility by special contractual arrangement.' The complexity of operational needs, the urgency for a regular program service of high quality, and the desirability of scheduled interconnection from the viewpoint of the local station, all require day-to-day decisions that may best be made by other experienced organizations under specific contracts or grants from the Corporation. Likewise, the NAEB believes that a mutual authority, including representatives of the stations and program suppliers, and operating on a daily basis with these daily problems independent of the Corporation, except for its continuing support and surveillance, affords the best opportunity for satisfying these needs in a practical and free manner.

"4. The Corporation is the supplier of funds. As such, it carries the ultimate responsibility for all of its activities, including the essential interconnection service as Dr. Killian indicates. That responsibility should be exercised in its review of the conduct of those entrusted with providing the service, and in its decisions to continue to support one such entity over another. But that review should not properly encompass day-to-day program decision-making functions by the Corporation of the interconnection entity.

"5. We share Dr. Killian's fear of the establishment of such a strong educational network that programs would be determined by remote fiat with an attendant loss of diversity and local autonomy. However, the NAEB submits that the fears generated by historical reference to commercial networks are greatly allayed by the absence in noncommercial operations of the commercial motivations surrounding such network systems.

"6. The NAEB thoroughly supports Dr. Killian's view that the Corporation should be precluded from program production, and from the prerogative of program scheduling."

ATTACHMENT B

REGIONAL AND NATIONAL PROGRAM SERVICES AND NETWORKS

National Educational Television, New York, New York
Midwest Program on Airborne TV Instruction, West Lafayette, Indiana
Rocky Mountain Public TV Network, Albuquerque, New Mexico
Midwest Educational Television, Minneapolis, Minnesota
Southeastern Communications Network, Atlanta, Georgia
Eastern Educational Radio Network, Amherst, Massachusetts
Western Educational Network, Corvallis, Oregon
ETS Program Service, Bloomington, Indiana
Eastern Educational Network, Cambridge, Massachusetts
National Center for School and College TV, Bloomington, Indiana
National Educational Radio, Washington, D.C.
Central Educational Network, Milwaukee, Wisconsin
National Great Plains Instructional TV Library, Lincoln, Nebraska

Mr. HARLEY. Would any of the panel members care to add to this?

Mr. SCHENKKAN. The only point I think I could add which seems not clear is that the legislation is designed not to prevent the existence of networking, but to prevent the corporation from owning and operating the network, if there is one, because it is then both umpire and ballplayer. That is not a very good arrangement.

It is our conviction, certainly, among the stations, that we don't want to see the corporation acting in both those capacities. I think we favor the legislation as you read it.

Mr. BROYHILL. Let me get to a slightly different subject which may be somehow related. How about the language in the Senate bill that I am reading on page 16, section C, and "other cost of operation of such stations?"

Mr. HARLEY. We are having difficulty finding that.

Mr. BROYHILL. There is language on page 16 of the Senate bill that says the corporation would have authority to make payments to existing and new noncommercial eductional broadcasting stations, and so forth, and then "particularly the innovative approach thereto, and other costs of operation of such station."

Mr. HARLEY. I believe this refers to costs a station would incur in paying for heat, light, rent, power, and things of this nature. In other words, to operate.

Mr. BROYHILL. Is that part of the purpose of this legislation, to do this? I thought this title was primarily one to provide programing for the station.

Mr. HARLEY. It is primarily for programing support. But there are many stations which are subsisting at such a level that additional operating costs would make a great deal of difference.

Mr. MACDONALD. Mr. Broyhill, after this question your time has expired.

Mr. BROYHILL. What I am getting at is, if the corporation, in making grants to these stations, and the stations do not choose to use their programs, do you think there might be a feeling on the part of the National Broadcasting Corp. not to grant money for other costs?

Mr. HARLEY. I don't believe so. This is precisely why we are concerned about not having the corporation involved in networking, so there could be no possible connection between the fact that some station chose to carry a program at a particular time which had been supported by the corporation and its application for a grant from the corporation.

We feel this is where the additional insulating factor is in the legislation. Do you wish to speak to that?

Mr. SCHENKKAN. No; I think your answer is correct.

I regard this, Mr. Broyhill, as in the same category as the problem of propaganda, really; that if the Congress provides for a board which is selected at the highest possible level of our citizenship, I just can't conceive that any executive on such a board would dare operate in that manner.

Mr. BROYHILL. Thank you, Mr. Chairman.

Mr. MACDONALD. Thank you, Mr. Broyhill.

In line with what Mr. Broyhill was bringing out about the Senate bill, which version of the bill do you prefer—the House bill or the Senate bill, as amended?

Mr. HARLEY. We support the Senate bill as passed and amended, although we first favored the House version, the original version. We were convinced, after study, that the corporation would have the ultimate authority whether it went through a subsidiary to contract for interconnection, or whether it did it directly.

In our judgment, since it controlled the money, it had the ultimate authority anyway. It really made very little difference.

Mr. GUNN. I think there is one other point. I think in general we all agree with the Senate bill with amendments, subject to the point which was clarified for us on the interpretation of the $250,000 per project, for interconnection.

But also, there is one other area which had to do with the striking of public awareness in the amendments to the Senate bill. Some of us are concerned about that because we feel that it is wasteful of program moneys to produce programs and then not call the attention of the public to at least, the very least, the title of the program, its content, time of broadcasting, and stations over which it is to be heard.

I think this might be described as the public's right to know when the programs they are underwriting can be seen. As amended, the best the corportaion could do would be to publish this in a journal which I don't think would serve the public adequately in terms of letting them know in time to be able to observe the program.

Mr. MACDONALD. It would be listed on the TV page, under the programs of the stations.

Mr. GUNN. That is correct.

Mr. MACDONALD. I mean locally.

Mr. GUNN. That is right. This is true in many communities. But in some communities the local educational television station's program guide is not carried in the local newspapers. The only way they could draw attention to the existence of these programs would be through taking an ad in the local newspaper or putting a sign in a local window of a local merchant, or something of this sort.

In other words, in many instances, particularly in smaller communities, where there are not daily newspapers or where your newspaper does not run the guide of the television station, the station has to use its own funds to call attention to the existence of its programs.

Mr. MACDONALD. Perhaps I am spoiled by channel 2.

Mr. GUNN. And we are spoiled by the Boston newspapers, which have been very good to us. But this is not true everywhere.

Mr. MACDONALD. Speaking of children's programs, we had two witnesses testify that the main thrust of the bill should be to uplift the entertainment of children in an educational way. In other words, to get away from some of the lighter stuff, you know, the type of children's program that is all noise, with people shooting each other, cartoons, that sore of thing, which is about a 6-hour slot of it on a Saturday morning. I have four children and two of them like that type of programing.

I think it might be well for the record for you to talk about the experience I know you had with a program called "Mister Rogers" and tell us about the fantaistic response that this program got and why it got it. This is a good example of how so-called public TV, educational TV, can help. Would you describe that for the record, please?

Mr. GUNN. Yes, sir. I think it is a good case study.

This program, "Mister Rogers," came into being because a group of the larger educational television stations that had additional resources were able to pool those resources and create this program with Mr. Fred Rogers of Pittsburgh as its host.

This program is a series of half hour programs built around Fred Rogers, in which he tries to introduce the child to the world about him,

to understand the way in which a family operates, to understand the community in which he lives.

This program has developed a very loyal following, such that after a couple of notices one week in April on the air that Mr. Rogers was coming to Boston, over 6,000 children and parents showed up to see and meet Mr. Rogers, and another 4,000 had to be turned away. We have never had a demonstration like this on behalf of any program that we have ever put on.

We were greatly encouraged by this and we set about to try to find a way to continue the program. But because of the expense of producing a second series to carry the program forward, we had to tell the parents and the children in May that "Mister Rogers" would be seen for the last time this summer and would not reappear.

This brought the house down as far as we are concerned. Talk about complaints. I don't think we have ever had this many complaints. We received at least 2,000 letters at the station, over 2,000 letters at the station. The local radio and television columnists of all the newspapers picked this up and this became a campaign. Probably the total mail on this runs about 9,000 letters.

I think it is very interesting that at this point the commercial broadcasters in Boston (and I am sorry Don McGannon is not here), the program manager of WBZ was alert to the point that here was a very good program and it was able to command a very respectable audience of children. He and several other stations in Boston directly approached Mr. Rogers to carry the program forward. In fact, in at least one instance the local commercial station involved said, "We will carry it forward for our own audience, with our own funds, and give the program to you."

So this shows the interplay between the commercial broadcasters and the educational broadcasters.

Mr. Rogers asked them to hold off until we could see if we could get the financing for educational broadcasting. At the very last moment, just a matter of several weeks ago, the National Education Television Network and the Sears, Roebuck Foundation came together and pooled their funds and we will now have 130 new half-hours of "Mister Rogers."

I am very pleased to say that quiet has settled over our studios and we are somewhat more composed.

This is a prime example, I think, of what can be done out of school, in the noninstructional area. I think it is significant to bear in mind that children now spend on the average—well, I have seen figures ranging from 2 to 4 hours every night that they watch television. This is time spent away from school, time spent away from their studies, and from other activities.

I know that in many cases children are spending more time watching television sets than they actually spend in the classroom. Therefore, I think it points up the absolute necessity of directing ourselves not only to instructional television, what occurs in the classrom, but attending to the needs of children as well as adults in those hours of leisure time.

I didn't mean to be so lengthy.

Mr. MACDONALD. I think it is of great concern to the committee and it explains, in my judgment, that which I didn't understand when it was first said this would be an entertainment network as well as educational. The word "entertainment" meant something different to me.

I think that illustration illustrates to me how an educational program can be very entertaining.

You said about the correlation between yourselves and the commercial station. We had some figures given us earlier that said that the audience to be looked for for ETV was only between 1 and 2 percent of the total viewing public. If that is so, and I don't know whether it is or not, if it is just 1 and 2 percent of the total population, it seems that the cost figures which the Carnegie report projects seem to be spending a lot of money for a very few people.

Would you care to comment on that?

Mr. GUNN. Yes, sir. Our audience, speaking now for the Boston station, ranges from less than 1 percent for something like postgraduate medical education directed specifically to a group of doctors, to something over 8 percent for a very popular program like "Julia Child and her French cooking." A program on the order of "Mister Rogers" is probably running 3 or 4 percent.

So we have a great diversity of programing. When you speak of an average of 1 or 2 percent, it includes programing designed for doctors which probably comes out .001 percent averaged in with more general general programs for children and for adults which may come at the other extreme.

It seems to me that educational television is more concerned with the cumulative audience, the total number of people in a community that use the station at some time for education and for enjoyment than it is with the development of a specific audience or large audience figures for a specific program.

Since our programing is generally designed to serve people's specific interest, it makes a great deal of sense that our individual program figures will be less. We are not concerned with mass audiences, but we are concerned with doing something of specific value for people.

To give you some examples as to what our cumulative audience is, we reach about—as of last year—23 percent of all families in the Boston area each week. This adds up to about 487,000 homes. We are reaching about 30 percent of all families in our area each month, or 721,000 homes. At least occasionally we are reaching two-thirds of every home in the Boston area, the general Boston area, total of about 1,335,000 homes. That is roughly 3 million people.

That is a very sizable audience. I sometimes compare it by saying that we reach each week in the Boston area alone more people than the combined circulation of Atlantic Monthly magazine and Harpers magazine, very respectable journals with national distribution. Yet we reach more people, over 487,000 homes each week, than they reach in a combined circulation each month.

It is interesting that of the people we are reaching, half of them have not gone beyond high school, and at least one-third of that audience works in one way with their hands. They are unskilled people, they are clerical people, skilled people at a job which is not at the pro-

fessional level. So we are beginning, I think, to reach down into the community.

I don't think we have gone as far as we should go. It seems to me we ought to be able to come in some day and say we are reaching almost 100 percent of our audience over a period of time, which is another way of saying we ought to serve everyone in the community. But I think this is what this bill is going to enable us to do.

Mr. MACDONALD. I am sure the network which offered $1 million will withdraw the offer.

Mr. GUNN. This is not at any one moment, so I don't think it worries them. I think we should serve everyone.

Mr. MACDONALD. Mr. Watson?

Mr. WATSON. I believe earlier I referred to what you might do specifically after this bill were passed, if this bill were passed.

Mr. GUNN. Yes, sir.

Mr. WATSON. In that connection, if you had sufficient money, would you not have the capability to get both the staff and produce the very programs that you have projected?

Mr. GUNN. We would certainly for a number of them; that is, a number of the programs that I have suggested could be produced with local Boston talent in Boston. But let's take a program of public health. While I think those of us from the Boston area consider Boston one of the leading medical centers, if not in the world certainly in the United States, I think if we were to do this program, we ought to draw on the resources of other great medical centers in the United States.

There are specialists. True, they could be flown in, but that is not always possible. These are very busy men. We on many occasions have wanted to go and include some specialists, some authority, be they in Washington or maybe on the west coast, or elsewhere, and bring them into a dialog with our people.

Mr. WATSON. Mr. Gunn, you could easily work out an agreement with the local ETV or local commercial station to inteview and get the information from any professional man.

Mr. GUNN. If we wanted to include that person directly in our program, as we have done when we have had interconnection facilities—we carried on the dialog between doctors in Boston and doctors in New York and Washington. To do that, we have to have an interconnection system. Someone has to be empowered to order that system up.

Mr. WATSON. It is my understanding from Mr. Harley that it is not envisioned that the public television corporation would produce programs. Is that your understanding?

Mr. GUNN. Yes.

Mr. WATSON. Who is going to produce the programs?

Mr. GUNN. It seems to me the stations would produce them.

Mr. WATSON. Why not give the money directly to the station? ETV thus far has been relatively free of Federal bureaucracy and interference. We are going to set up a corporation here on a very modest level, but I am sure all would agree from past experience, once you

start with a modest level, things end up being rather gargantuan. I am afraid you are really going to cut off your nose, or hurt yourself, in trying to boost this national corporation.

This will take a lot of money to run. We will have a lot of high-powered people. We will have to pay them a lot more on the Federal level than you men work for at the State and regional level. I feel you can do the job if you are given adequate money to do the job, without the Federal Government setting up a new agency.

Mr. GUNN. But there are certain activities that have to be handled by a central administration.

Mr. WATSON. Presently, in regard to the implementation of the 1962 Television Facilities Act—do you have any complaint about its administration?

Mr. GUNN. No, sir.

Mr. WATSON. And we didn't have this Public Television Corporation, did we?

Mr. GUNN. No; but they were handling a much simpler matter, which is the decision regarding equipment. I think this is a more sophisticated matter.

If the money went to the stations, we would have to create a central administration to coordinate programing so that we are not all doing the same things. There is no point doing a half-dozen mental health programs when one of us might be designated to do it and feed it to others.

Mr. WATSON. That could very well be done by the present agency administering the program, could it not?

Mr. GUNN. I am not sure that the expertise is presently within HEW to undertake this.

Mr. WATSON. I am afraid a lot of folks in the desire to get Federal money are willing to lose or at least forfeit their control over these things. I am one who believes that you have the expertise, unless you are going to have the local stations come up and join the Federal commission. Maybe that is what some have in mind.

I think it is rather distressing, in my judgment. I hope you are not doing that just in the effort to get money, that you will forfeit your control. You have done a remarkably good job. With more money, you could still do better.

Mr. MACDONALD. Actually, in my judgment, and I can be corrected by the panel, isn't this insulated from that type of control by the fact that the local station can refuse to carry any program it doesn't want, even though the corporation says, "This program is available to local stations," and they say, "Well, we don't want it".

Am I correct?

Mr. GUNN. Yes.

Mr. WATSON. I am sure you are correct in that. But they will be selecting from programs provided by the Public Television Corporation. Unless you are implying that perhaps we are going to be producing a lot of programs that local stations won't use, that is something else. We don't mean to be implying that. I think you will find general usage of these programs.

What about financing? We keep talking about this public corporation to be in a position not only to distribute Federal funds, but receive private contributions and so forth. I believe that is part of it.

Tell me of one instance where a foundation or one individual has refused to make a contribution to educational television because we did not have a public television corporation. I don't want to be unfair to anyone.

Mr. GUNN. I think I could give you some examples, not that they are directed specifically to the public corporation, but I can give you examples. I would prefer not to name the companies. They are well-known companies, and some of the largest companies in the United States.

They have declined to make gifts to educational television stations because they take the position that they are a national company, and that they have plants, employees, distributors, salesmen, scattered all across the United States. Therefore, if they were to make a gift in Boston, they would have to make a gift at some 130 other points, which is impractical.

I have had expressed to me the suggestion, "Why isn't it possible for us to have a central agency to which we could make a contribution?" and then they would let them solve the problem of passing this along to the individual stations.

Mr. WATSON. I would not question that at all. When we speak in the abstract, of course, I have no intelligent way of asking a question. I should think, that it would be a rather weak organization or weak company that doesn't have much interest in education if they would predicate their refusal to make the contribution on such a basis as that.

Ultimately, if we wait until we get the public corporation to make our contribution to, then our contribution will buy less in terms of educational TV. We have to have 10 or 15 percent to administer the funds, to make the distribution.

Mr. FLETCHER. Congressman Watson, I want to make a point, because I understand your apprehension. We are up against a practical problem. This morning I pointed out that we have to use one foundation, but it can apply to others. I am talking about foundations such as the Ford Foundation, the Carnegie Foundation, and so on.

This morning I pointed out that Ford first of all started to finance the stations and the ETV Facilities Act came along. Then I talked about the funds for the advancement of education.

Mr. WATSON. Then Ford backed off, did they not?

Mr. FLETCHER. No, they didn't back off.

Mr. WATSON. They are not giving as much now.

Mr. FLETCHER. No, they didn't explain their policy. I was with the foundation at that time and was for a period of 10 years. They have a policy, a very rigid policy, that they will put in seed money up to a certain point and then they withdraw. This applies to most of their operations.

This is true of many foundations. The Ford Foundation, as you know, has been supplying most of the money for NET. If, and I hope this would not happen, the Ford Foundation decided they had gone far enough—and they have done this before. In every instance, I

showed that the Ford Foundation had made the decision prior to any public money or Federal money coming into the picture.

If that Federal money had not come into the picture, educational television, and I am saying this because I have been in it for 15 years, would not be in existence today. The ETV Facilities Act was tremendously successful in the utilization of funds.

Now to programing. The only programing that is available for national educational television for programing, with some few exceptions, is the $6 million, the tiny, little $6 million that Ford makes available to NET. This only enables the stations to have 5 hours of programing. Sure there are other means. Certainly corporations have made money available. But this is diminishing. I know because I have contacted so many of them. Very few foundations will give money for programing. The Kellogg Foundation will not. They will do it for certain developments or facilities.

The Public Corporation Act has been recommended by Carnegie, has been approved by the networks, the commercial networks, has been endorsed by other people for this reason: Unless we have access to money which is doled out carefully, skillfully, objectively by this foundation—I consider it as a foundation—both public and private money, with Ford contributing, Kellogg.

A big national corporation might prefer to contribute to the public corporation with its wisdom, distributing those funds on the basis of requests for programing money. The corporation itself won't produce. It might be a commercial company in Hollywood, it might be NET, a local station in Hartford, a local station in Boston. Then those programs are distributed.

Without some device such as the public corporation, which I think of as a foundation——

Mr. WATSON. Why don't we organize a foundation instead of a Government corporation?

Mr. FLETCHER. This has been recommended as a private corporation. This is the recommendation of Carnegie.

Mr. WATSON. And the source of its funds would be Government money.

Mr. FLETCHER. Yes.

Mr. WATSON. Why are we dealing with it here?

Mr. FLETCHER. Just as the National Science Foundation.

Mr. WATSON. That is right. Most of it is supported through Government money.

Mr. FLETCHER. That is correct.

Mr. MACDONALD. I am sorry, Mr. Watson, your time has expired.

I thank the panel very much, but we also have, which I just found out a few minutes ago, another distinguished panel to follow this panel. Time is running.

I want to express on behalf of the committee our appreciation for the expertise and knowledge you have given us. We thank you very much for taking the time and trouble to be here.

Next is group II, consisting of Messrs. Burrows, Sandler, Jalbert, Brawley, Shadel, and McNeil.

STATEMENTS OF EDWIN G. BURROWS, CHAIRMAN, BOARD OF DIRECTORS, NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS; JERROLD SANDLER, EXECUTIVE DIRECTOR, NATIONAL EDUCATIONAL RADIO, WASHINGTON, D.C.; RUSSELL R. JALBERT, VICE PRESIDENT FOR UNIVERSITY AFFAIRS, BOSTON UNIVERSITY, BOSTON, MASS.; HARRY BRAWLEY, EXECUTIVE SECRETARY, WEST VIRGINIA EDUCATIONAL BROADCASTING AUTHORITY, CHARLESTON, W. VA.; WILLARD SHADEL, ASSOCIATE DIRECTOR, SCHOOL OF COMMUNICATIONS, UNIVERSITY OF WASHINGTON, SEATTLE, WASH.; AND DONALD McNEIL, CHANCELLOR, UNIVERSITY EXTENSION, UNIVERSITY OF WISCONSIN, MADISON, WIS.

Mr. SANDLER. Mr. Chairman and members of the committee; I have submitted a prepared statement to the committee and I would like to highlight some of the pertinent points in the record.

In addition, I have submitted several statements in support of this bill from the Honorable Robert Docking, of the State of Kansas, who, unfortunately, was not able to be here today, which describes in considerable detail his State's long experience with educational radio, many decades, and the important role Governor Docking sees for this medium in the future for the State of Kansas.

Also, a statement from Mr. Leslie Paffrath, the president of the Johnson Foundation, in Racine, Wis., a private philanthropic organization, with a unique experience in supporting educational radio; Dr. Frank Woolsey, associate dean of Albany Medical College, Union University, who describes his pioneering techniques and success; Mr. Floyd Christian, superintendent for public instruction of the State of Florida, who discusses the role of radio in the instructional process; Albert Hulsen, chairman of the Eastern Educational Radio Network, who discusses the importance and needs of interconnection; and Devereux Josephs, chairman of the Educational Broadcasting Corp., New York City.

Mr. Chairman, I respectfully request that the statements be accepted for inclusion in the record.

Mr. MACDONALD. Without objection, it is so ordered.

(The statements referred to follow:)

STATEMENT BY HON. ROBERT DOCKING, GOVERNOR, THE STATE OF KANSAS

Mr. Chairman and members of the committee: I am Robert Docking, Governor of the State of Kansas.

As Governor of Kansas I am quite concerned with the status of educational radio and television in Kansas, and in the United States.

Unlike many states, Kansas does not, as yet, have a state-wide system of educational television; however, the educational radio stations of our state have been providing broad state coverage and playing a vital role in the educational and enrichment processes for some time. And I believe that educational radio is a medium with untapped potential. In view of this, I am vitally interested in seeing HR 6736 passed. Within the Bill's provisions, Kansas could expand existing facilities, upgrade the quality and quantity of programming, interconnect existing stations for live networking, and consider the potential for an inter-connecting state-wide educational radio and television system.

KSAC, the AM educational station of Kansas State University in Manhattan, and KFKU, the University of Kansas educational AM station at Lawrence, are pioneers in educational broadcasting. Both began broadcasting in December

of 1924, and since then have provided an extension of Kansas educational resources through unique cultural, informational and instructional programming for the people of Kansas. Today, in addition to KSAC and KFKU, there are seven other educational radio stations in Kansas. All of the seven are FM; however, all but one operate on very low power with small coverage areas, leaving some rather large pockets of the state without any local educational radio service—and limited AM service, since, as share time licensees with commercial stations, the operating hours of our educational AM radio stations are limited. Title One of HR 6736 would allow for increased power of the existing FM stations, and the addition of new stations.

Despite the need for additional service and expanded broadcast schedules, our Kansas educational radio stations have been reaching and influencing, educating and uplifting for more than forty years—often struggling against some rather formidable fiscal odds. Let me cite some of the significant achievements of educational radio in Kansas.

Because both Kansas State University and Kansas University have facilities and staff to operate their AM–FM radio stations, they are able to greatly multiply the service, reach and value of their programming through both live and tap-recorded networks by providing programs for commercial broadcast stations in Kansas and surrounding states.

The more extensive of the two operations is that of Kansas State University, through the K-State Radio Network. As an example of the scope of its network, last year KSAC distributed over 15 thousand separate tapes to approximately sixty commercial stations primarily in Kansas, but also to stations in Missouri, Oklahoma, Colorado, Texas, South Dakota and Utah. The acceptance of the programming provided by KSAC on its own frequency and through its network on a public service basis, is reflected in comments from commercial broadcasters to the station on the occasion of its 40th anniversary. A few of those comments are as follows:

"Undoubtedly no other station in this state has rendered more service . . . finer service . . . to the people of Kansas and to Kansas agriculture in general than that generated by KSAC." (Ed. McKernan, manager, KVOE, Emporia).

"The faculty of Kansas State University, as well as the management and staff of KSAC have contributed much to the growth of educational as well as commercial broadcasting. This has been accomplished by KSAC's excellent day-to-day program schedule and the many network features offered to commercial broadcasters throughout the years." (Thomas Bashaw, manager, KFH, Wichita).

"We in Kansas radio are very proud of KSAC. This outstanding station makes a wonderful contribution to the agricultural, educational and cultural needs of our great state, through its powerful 5,000 watt facilities. Furthermore, KSAC provides outstanding broadcasting services to Kansas radio stations by recording a network on sports, outdoor recreation, agriculture, home economics, state and national problems and current events. We are very grateful to KSAC for this excellent service." (Sherwood Parks, manager, KGNO, Dodge City).

"KSAC renders a real service to Kansas listeners, not only through its direct broadcast, but also through the many recorded programs and informative releases it makes available to other Kansas stations. Few universities can boast of such an outstanding activity." (Bob Hilgendorf, manager, KVGB, Great Bend).

As Kansas is still primarily an agricultural state, much of KSAC's and the K–State Radio Network's programming reflects the need for current agricultural news and information. The most widely used network program service is "Radio Farm Talks", a series of two-to-three minute talks on timely agricultural topics by experts from Kansas State University. A total of forty-two commercial radio stations use this weekly service. The second most widely aired program from KSU is "This Week in Agriculture", a weekly wrap-up of highlights in agriculture, with reports on current research findings from Kansas State University and the Agricultural Experiment Stations. Another weekly agricultural feature is a cooperative program with the state office of the Agricultural Stabilization and Conservation Service.

KSAC, through its facilities on 580—and 5,000 watts—provides a state-wide service. "Agriculture Today", a daily thirty-minute program which takes a news approach to agriculture, provides current and factual information and tech-

niques. It follows closely all facets of the agricultural scene, including such areas as Rural Area Development, rural recreation, agri-business, and other agriculturally related subjects. Of KSAC's agricultural programming the past president of the Kansas Farm Bureau, Walter Peirce, wrote:

> "When KSAC started operating in 1924, it pioneered in the field of broadcasting extension information. It has carried a high type of radio program over the years. On behalf of the membership of the Kansas Farm Bureau, and all other agricultural interests of Kansas, we wish this station many more years of success".

The President of the Kansas Farmer's Union, Martin Byrne, wrote:

> "Kansas State University, always a great people's school, has fulfilled its people's school goal more effectively during the last forty years through the facilities of radio station KSAC".

I cannot say enough about the contribution of educational radio and its integration with state agencies and the Cooperative Extension Service in bringing about the adoption of modern farming practices, to the betterment of all Kansasans and the nation. The focus goes far beyond the discussion of techniques and practices alone. Important programming by our educational stations has dealt with broad social problems in the outdoor arena. The bill could provide funds to make it possible to focus public attention and provide a catalyst for action on such problems as conservation, polution, public lands, recreation and other areas, where current resources preclude treatment in the depth necessary for maximum impact.

I particularly call your attention to the weekly program "Projection", which is produced by KSAC in cooperation with the Kansas Department of Economic Development. It is an excellent example of the university, working with a sister state agency, as well as with private industry, in bringing information to the people on all phases of the Kansas economy. Programs in the series have dealt with virtually every aspect of economic development (presenting information not available in other media). At a time when we are seriously concerned in Kansas with industrial expansion, this continuing series helps illuminate the problems and programs of economic development. Educational radio serves a very unique and practical purpose as well as the cultural role traditionally associated with it.

All too often innovative programming in educational radio cannot be undertaken because of lack of funds, something which could be improved under Title II. The type of program I have in mind would be similar to the "Anatomy of a Satellite" series produced by KSAC in 1962, in which KSAC pioneered in a program area that has since been adopted by a number of other production agencies. The series dealt with the U.S. space program, using a combination documentary-drama technique. The series was carried by 34 Kansas commercial stations on the K-State Radio Network, 118 educational stations of the National Educational Radio Network, and more than two-dozen commercial stations from coast-to-coast (including KGBS in Los Angeles and WJAS in Pittsburgh).

Although these examples are exemplary, much more could be done in meeting the Land-Grant concept of Kansas State University in extending educational resources to all of the people.

Kansas University operates KANU, one of the most powerful educational FM stations in America, and the first such station to broadcast in stereo. KANU began broadcasting in 1952 when there was only one commercial FM station on the air in its area. KANU saw an opportunity to provide a service offered by no other station, AM or FM in its locale and immediately adopted a policy of balanced fare not available on commercial stations in the area as well as direct broadcasts from the class room.

The management of a Kansas City commercial FM station, KXTR, which began broadcasting seven years after KANU, gave credit to the Kansas University educational station as having developed a market for serious music in that city, thus encouraging the new station owners to devote considerable programming to the fine arts.

But the University of Kansas stations have a sad story, also. From 1943 to 1960, the University provided lessons on the air for use in the elementary classrooms of Kansas. The programs, called Jayhawk School of the Air was discontinued in 1960 because of lack of funds needed to produce programs.

Under Titles Two and Three of HR 6736 funds could be made available for restoration of this program service and for badly needed study of instructional radio and television.

Because the two classic functions of higher education have always been classroom teaching and research, educational broadcasting is almost always shortchanged when the educational administrator is called upon to slice the limited educational dollar.

Quite obviously no one is better qualified to provide educational and cultural programming than the great centers of education and culture which are our universities. The Public Broadcasting Act of 1967 could well be an important new source of funds for the universities and others providing a stimulus in meeting the varied and complex needs of today's society.

I consider the educational radio stations at Kansas State University and Kansas University among the best in America. I am assured by the radio administrators at both universities, however, that with additional funds they can make their broadcast services more extensive in the vital educational process, a process which belongs not only to the classroom and laboratory on the campus, but in the homes of Kansas.

I believe that broadcasting today, like our political system in America, must live with the difficult problems of majority and minority—of stability and innovation. Broadcasting must keep its programming attuned both to the interests of the people and to their benefit, on broad and specialized levels. That is wherein lies the unique role played by our educational radio stations. Educational radio is aimed at very specialized groups within the total audience. If commercial radio is a broad-sword of information to a general audience, educational radio is a rapier of information to select audiences. It is vital . . . it is necessary.

Jack Burke, Manager of KSAC, who is also Chairman of the Board of National Educational Radio, tells me that passage of the Public Broadcasting Act could result in the formation of an all-Kansas educational radio network, an upgrading of the existing nine Kansas educational radio stations, and the creation of new programs and facilities. Creation of a Corporation for Public Broadcasting, I feel, would add a stimulus to the imaginative, creative, and important programming for both educational radio and television through the provision for direct production grants to national and regional production centers and local stations. The corporation could provide needed funds for stations to undertake programs where no funds are currently available. Two resources in Kansas which offer a wealth of material for programming are the Eisenhower Library and the Menninger Foundation. By developing those resources unique to each state, the impact of each effort can be multiplied many times.

Kansas does not have a state-wide system of educational television. Several years ago Kansas developed a plan for state-wide ETV. The plan was declared, by one national authority, the best he had seen in any state of the Union. However, to date, the plan has not been implemented. Without the impetus provided by the Public Broadcasting Act it is unlikely Kansas could undertake such a service in the foreseeable future.

The one example of Educational Television in Kansas, KTWU, Washburn University of Topeka would not have been possible without the type of assistance provided under Title I of the Act. The future development of educational radio and TV facilities in Kansas seems to be inexorably tied to the passage of this legislation and for this reason I urge your support of HR 6736.

I commend President Johnson for his interest and support of the proposed Public Television Act of 1967, and his inclusion of radio in this type of legislation for the first time. Further, I commend the Senate for its subsequent passage of the bill as the "Public Broadcasting Act of 1967"—which recognizes the unique and vital partnership that radio is to play in the development of educational media. I urge the members of this committee to consider similar action.

I believe that we need both a strong commercial and educational (or public) broadcasting system in Kansas and the United States.

The educational system to achieve its maximum potential, is in need of capital funds to expand, to implement and to create unique and vital programming and also the funds to study instructional uses of both educational radio and television. These funds could provide the stimulus to bring educational broadcasting to a new cultural and social action level.

Quality education is the main task confronting our society today.

A system of public broadcasting, dedicated to the continual development of the individual throughout life, would provide a giant step toward meeting this need.

No greater service could be provided to this end than passage of the Public Broadcasting Act of 1967. I urge you to do so.

Mr. Chairman and members of the committee, thank you for the opportunity to present this statement to your committee.

STATEMENT OF LESLIE PAFFRATH, PRESIDENT, THE JOHNSON FOUNDATION, RACINE, WIS.

My name is Leslie Paffrath. I am the President of The Johnson Foundation, which since its founding by Mr. Herbert F. Johnson in 1958, has had its headquarters in Racine, Wisconsin.

I am not a broadcaster, nor do I claim to be unusually conversant, as a layman, with either the sweeping and lightning fast changes in the communications field, nor the multifaceted issues which face you, as legislators, in this increasingly complex area.

I am one whose work has been influenced by NER. To tell you how this interest and use developed I must tell you something about the nature of The Johnson Foundation and its mode of operation.

While I have no reason to believe that the views I present are not shared with the Trustees of The Johnson Foundation, my views should be considered as my individual expression as President, and not as the statement of the Trustees or of The Johnson Foundation.

The Johnson Foundation is both an operating and a grant-making foundation. Since 1960, its home has been Wingspread, a Frank Lloyd Wright designed building just north of Racine. Wingspread reflects the Foundation's broad mandate to be "an instrument for creative programs which serve man". It is a gathering place for a wide variety of groups and individuals, a forum for serious discussion of a vast array of issues. Educators from many disciplines, public servants at all levels, businessmen in various fields of enterprise, artists and musicians, children and senior citizens, visiting firemen (quite literally) and visitors from abroad have met at Wingspread these past six years, usually under the sponsorship of one or more educational institutions, to hold conferences, symposia, colloquia, consultations, exhibitions, lectures, concerts.

The thread which runs through all of these gatherings is, of course, that of vital dialogue—active minds meeting one another in freedom . . . proposing, challenging, accepting, rejecting . . . and sometimes, hopefully, resolving. Dialogue, we feel, is too important to be left only to those who, in the first instance, are privileged to do the talking. Further, it has long been our feeling at the Foundation that unless a meeting, because of its character, needed to be held completely off the record, it would be rather unbusinesslike of us to arbitrarily limit the audience to the number of people who could fit into a specified conference room at a particular point in time. Thus, our philosophy of "program extension" evolved. This is a concept which impels us to use whatever means we have at our disposal to reach out, with the best of the material we produce, to increasingly wide audiences.

So, very early in our history as a conference center, we installed tape recorders and other audio equipment which would enable us to record the proceedings of most Wingspread conferences at broadcast quality. Our board of trustees could not help but note how relatively inexpensive and how physically simple it was to purchase, install and maintain such equipment under conditions of heavy use. These factors are particularly interesting when compared with the costs and complexities of a similar television installation—or even the occasional cost of using one on a remote basis.

In casting about for the best way in which to use the abundance of really good tape recorded material which was beginning to emerge from our Wingspread conferences, we found an immediate ally close at hand in the Wisconsin State Radio Network. This unique interconnected state-wide network of 11 educational radio stations reaches a large and devoted audience, as part of the University of Wisconsin's admirable mandate to extend the boundaries of its campus as wide as the borders of the state. The Wisconsin Network saw possibilities of fairly extensive utilization of Johnson Foundation-produced recordings. The Network, at its own cost, handled much of the editing, writing and production work once the tapes were received . . . and the "Wingspread Lecture Hour" has been a regular weekly feature on the Wisconsin Network almost constantly for the past three or four years. In fact, at times the Wisconsin Network has broadcast *two* "Wingspread Hours" each week, with repeat broadcasts of each, for a total of *four* hours a week.

As the word spread, other educational radio stations around the country began to contact the Foundation's staff. Requests for Wingspread tapes came literally from every part of the nation. The stations varied in size, and sometimes in the nature of their interests, but all shared certain qualities: taste, selectivity, a desire to expand the horizons of the listener, and a real feeling of affinity for an equally loyal and unusually discriminating audience. Another quality which was *unfortunately* almost universal was an almost professional pauporism—chronically low budgets, chronically small staffs, chronically bad facilities. We began to supply these stations with program material, and developed a whole series of warm relationships as more and more educational radio outlets contacted us for programs—directly or through the Wisconsin State Network.

This emergence of The Johnson Foundation onto the national scene as a producer of material for educational radio coincided, historically, with the formation of National Educational Radio—NER—as a division of the National Association of Educational Broadcasters. NER, through its highly competent director, Jerrold Sandler, had heard of our efforts and ambitions, and we at the Foundation had heard about NER and Mr. Sandler, through our other contacts in the educational radio field. We seemed destined for matrimony and, indeed, the Foundation and NER with its 150 educational radio affiliates across the nation, have been virtually inseparable for more than two years now.

Our first collaborative project with NER was the production and distribution of a 26-program radio series based on "Pacem in Terris", the International Convocation to Study the Requirements for Peace, held in New York City in February, 1965. This NER series made it possible for educational radio listeners to share these dialogues—addresses and discussions by some 35 of the world's statesmen.

We were encouraged by our success with this project to try others.

In the fall of 1965, the Johnson Foundation cooperated with NER in the distribution to all its affiliates of a program based on the 20th anniversary concert of the United Nations. Other cooperative projects with NER have included the production and distribution of 11 full-hour programs based on a Symposium on Southeast Asia held at Wingspread under the sponsorship of the Asia Society and the University of Chicago, a series of five hour-long programs extracted from the Symposium on "Christianity and Crisis", held last year at New York's Riverside Church (and recorded by NER's Peabody Award-winning affiliate, WRVR), and a series of programs based on the life and work of Albert Schweitzer, held last last Spring at the Aspen Institute for Humanistic Studies. A series has been recorded under the title "Individual Enterprise in America" with Dr. Milton Freedman and other speakers.

Prospects for the Foundation's future cooperation with NER in the production and distribution of program material are encouraging. For example, in January, as part of its continuing exploration of the commitment of our nation's young people to combat the problem of poverty, The Johnson Foundation sponsored a conference in West Virginia, in cooperation with the state university and Action for Appalachian youth.

Students representing more than a score of colleges and universities attended the meeting, spent several days living with poverty-stricken families in the hollows of Appalachia, and returned to the conference center to share their experiences. The project was a dramatic one, and as a result we are going further than we ever have before in working with educational radio on this project—the highly-professional production of a series of documentary programs. The programs are designed, not just to report on a meeting, nor to explore the problems of poverty in Appalachia, but to interest other young people in the urgent work we have before us in battling the social and economic deprivation in our midst. And what better way to reach an audience of college students and those that counsel them than through educational radio?

Looking to 1968, the Foundation is committed to co-sponsorship of the World Assembly on Human Rights, now scheduled for Montreal in observance of International Human Rights Year, as proclaimed by the United Nations General Assembly and the President of the United States. Although the project is still in the stage of advanced planning, we take it as a foregone conclusion that we will want to work closely with National Educational Radio in developing a series of radio programs which will reach out with the content of what we hope will

be a significant and thoughtful international gathering. This outreach, I should add, would not be confined to the United States. Our experience with National Educational Radio is that its contacts with foreign and international broadcasting organizations are first-rate. Many such organizations—the British Broadcasting Corporation, the Canadian Broadcasting Company and Radio Nederland, to name just a few—see NER as almost their primary, if not only, point of contact with broadcasting in the United States.

NER has been able to serve as a distribution point for our programs, and those of others, not only to educational and commercial stations in this country, but to such organizations as the Voice of America, Radio Free Europe, the Armed Forces Network, and United Nations Radio.

Although our trustees and staff became interested in educational radio, in the first instance, as means of extending the Foundation's program, our concern for the future of this medium goes well beyond that immediate objective. It is this deeper concern which led our trustees to support a major conference on "Educational Radio as a National Resource" at Wingspread last September.

It was a gathering of leaders in many fields—business, broadcasting, the arts, education, government—and from this highly interdisciplinary mixture of creative persons came a mandate to do what needed to be done to help educational radio realize its full potential as the national resource it is. This is what you are being asked to consider. You are being asked to help, individually, the 350 educational radio stations around the country—which range in size from a high school station supported by the proceeds of two candy machines to the 11-station Wisconsin Network. And you are being asked to consider making possible the kind of national programming and production center which these stations and their millions of listeners need desperately—and richly deserve.

We are a rich nation . . . but our incredible wealth is measured not only in financial terms. It is measured also in the richness of our cultural and educational resources, our ideals and ideas, our values and our goals. But sometimes, we must look over our shoulder to see whether our cultural values and attainments have kept respectable pace with our economic and technological advancements. I suggest that they have not.

Further, I suggest that a case in point is before you. Educational radio is in its fifth decade of service to the nation. Three hundred and fifty stations have sprung up in this time. A national network has operated in the black for the last 11 of its 16 years of existence. All of this has happened without federal support. But beneath these figures, we find tiny, struggling stations with miniscule budgets, inadequate equipment and small, grossly underpaid staff. We see a network which renders remarkable service, but which is not interconnected and must mail tens of thousands of tape recordings a year to its affiliates. The tape recordings are copied—incredibly, almost a billion feet of them since the network began in 1951—with essentially the same machinery with which the network opened up shop. The professional staff is devoted and hard-working, but unbelievably small—one professional person at the national headquarters here in Washington—and there is no national production center to serve stations which are hungry for the great variety of good program material which ought to be available to them on a nationwide basis.

It is surprising, in one sense, . . . if not shocking . . . . to discover such a case of national neglect. On the other hand, in an era of whirlwind change, perhaps it's inevitable that there should be an occasional cultural casualty—a gap in our intellectual growth. But our society is not an arbitrary one, and gives us and opportunity to correct ourselves. We have here such a casualty, and such an opportunity.

Let me close with a quotation from a chapter by August Hecksher in *Goal for Americans*, the report of the President's Commission on National Goals.

"The ultimate dedication to our way of life," the report reads, "will be won not on the basis of economic satisfactions alone, but on the basis of an inward quality and an ideal. Among much that on the surface appears to be complacency or materialism, the Americans—the younger generation especially—are looking for something at once more demanding and more genuinely satisfying than what passes for happiness by current standards. To minimize or frustrate this quest is to risk weakening the fabric of our whole society."

STATEMENT OF FRANK M. WOOLSEY, JR., M.D., ASSOCIATE DEAN OF THE ALBANY MEDICAL COLLEGE, UNION UNIVERSITY, ALBANY, N.Y.

I am Dr. Frank M. Woolsey, Jr., Associate Dean, Professor of Postgraduate Medicine, and Chairman of the Department of Postgraduate Medicine of the Albany Medical College of Union University, Albany, New York. I am past Chairman of the Council on Medical Television and of the Medical Communications Committee of the Association of American Medical Colleges. I was guest editor of a special issue of the Journal of Medical Education devoted to "Medical Communication." I originated and developed the concept of utilizing broadcasting facilities in a manner which allows two-way radio communication. The original purpose was to assist practicing physicians with their programs of continuing medical education. I wish to present to you pertinent information concerning the use of radio broadcasting and two-way radio for education.

I would like to emphasize that it would be most unfortunate if the potentialities for the use of one-way and two-way radio were left till last in your deliberations. If the principal purpose of this hearing is to assure you information which will allow you to make the judgments needed to formulate legislation which will contribute a great deal to the American public, radio demands your thoughtful consideration.

This presentation will present subject matter different from that you have recently received. This will be a discussion of a method of communication concerning which you may not have received much information in the past, a method which has been proven through effective data to be effective in the continuing education of practicing physicians. A method which should be effective if used in elementary and higher education. A method which could be helpful in the educational efforts associated with the Poverty Program, with aid to the dis-advantaged, the socially-ill and to the many other federal, state and municipal programs.

Before I begin talking about continuing medical education, let me sketch out to some degree the dimension of the service provided by WAMC, Albany, the station licensed to the Albany Medical College of Union University, incidentally the first medical college to license an educational radio station. This station is on the air for a total of 70 hours during the week, of which our medical education takes up but seven hours. We provide a rounded schedule of cultural enrichment, public affairs, news and general education services to our community. We are a charter member of the Eastern Educational Radio Network, and of National Educational Radio.

Two-way radio communication as a medium for education began in 1955 at the Albany Medical College. The two-way radio technique is now being utilized by seven other medical institutions. These are, in addition to the Albany Medical College, the Pennsylvania Hospital in Philadelphia; the University of North Carolina School of Medicine in Chapel Hill; the Ohio State University College of Medicine, Columbus; the University of Utah College of Medicine, Salt Lake City; the San Francisco Medical Center of the University of California; the University of Wisconsin Medical School in Madison; and the Maryland Department of Health at Baltimore. The eight two-way networks have participating groups in sixteen states.

It is understandably difficult for those who have not heard or participated in two-way radio instruction to fully comprehend the educational potentialities residing within this technique. The method preserves the all-important instructor-student relationship since an interchange of questions, answers and discussions takes place almost as easily as it does when individuals are face to face. It is also important to realize that there is no lack of visual components. Visual aids are used extensively since the participating students gather in groups where two-way radio facilities are available, or participate at home where they are supplied with visual materials associated with the program. The visual components include mimeographed material and projected transparencies distributed in advance to each participating group or individual. All participants within the groups view and discuss a given slide, outline or chart at the same time.

The term "two-way radio" is technically incorrect. The facilities used are not those used for amateur or commercial two-way radio purposes. There is,

however, two-way communication which is made possible technically by utilizing noncommercial radio broadcast stations whose broadcast transmitters are fed by multiple remote broadcast pick-up transmitters licensed to the broadcast station. Everyone listening to the broadcasting station hears everything transmitted from the studio and from all of the remote locations. If you will refer to the following sheet, you will find a graphic representation of the elements interrelated in this process. You will note that this two-way system utilizes a noncommercial FM broadcast station as its basic facility. Obviously, anyone tuned to this station will hear everything broadcast by the station. Each participating group, located in the several community hospitals, utilizes a remote broadcast pick-up transmitter to transmit questions and discussion to the FM broadcast station where their transmission is transferred to the broadcast station transmitter. This results in everyone tuned to the broadcast transmitter hearing everything coming from the broadcast station studio and everything coming from the participating groups.

In the Albany Medical College network the ease of communication and the integration and coordination of thought and material is further enhanced through a tone network alerting system. This allows the local moderator, in each of the participating groups, to turn on a light which is located in front of the Medical College moderator. This light is activated by radio when the hospital moderator presses a button on the front panel of his transmitter. Through this arrangement the program moderator at the Medical College knows immediately when someone wishes to question or enter the discussion, and there is complete continuity of questions, discussions and answers.

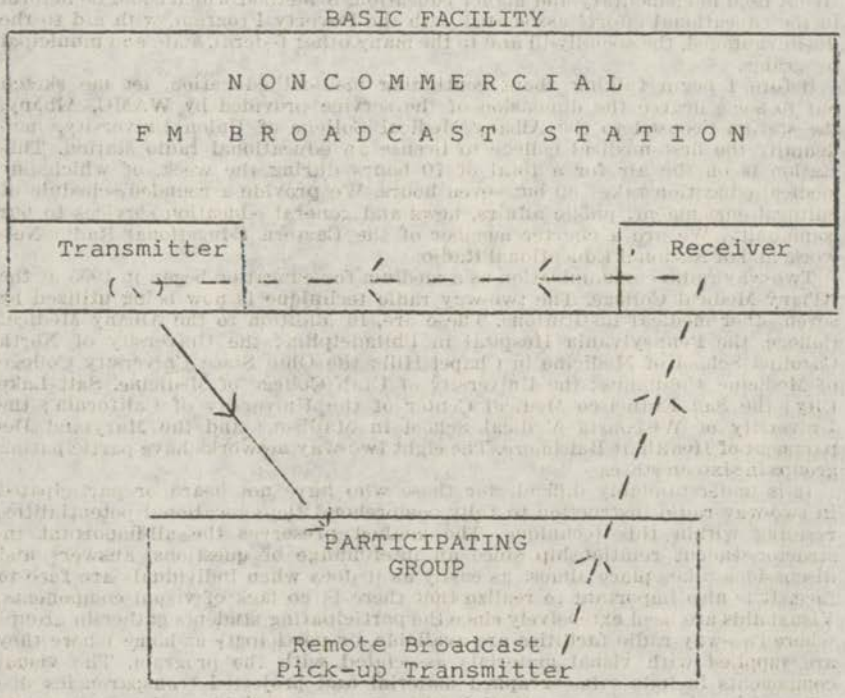


FIGURE 1.—Schematic showing composition of two-way radio network

This technique results in two-way communication. Many groups may participate simultaneously.

Since the discourse between instructor and student is an essential ingredient of the educational process being utilized, the total number of participating groups in the Albany Medical College network is limited to twelve to fifteen per conference. This allows time for all questions to be answered.

To further understand the method and its potentialities, as well as the total scope and the advanced state of development of this method, may I refer you to the appended two-way radio conference program which has been submitted for the record. This is titled "Two-Way Radio Conference Program, Albany Medical College, Department of Postgraduate Medicine."

You will note that this was the program for our two-way conferences from February 20 through March 31 of this year. These programs were planned in collaboration with the medical educational institutions you see listed. These include the Postgraduate Medical Institute of Massachusetts, Yale University School of Medicine, University of Vermont College of Medicine, Pennsylvania Hospital, Rochester Regional Hospital Council, State University of New York Upstate Medical Center, New York Academy of Medicine, University of North Carolina School of Medicine and the Ohio State University College of Medicine.

You will also note that faculty is derived from a large number of medical colleges. We use faculty from more than 26 medical colleges. It is not necessary for these professors to come to Albany to present their two-way radio conferences. They are linked to our studio through two Class D telephone lines and carry on the conferences from their college locations. This saves a great deal of expense and travel. It makes it possible to obtain faculty who would otherwise not be available.

You will note that we have had financial assistance from some of the voluntary health agencies.

Partially opening the program reveals a map. This shows the total geographical area being covered by the Albany network. The larger lighter shaded area is that covered by our own broadcast station WAMC; the elliptical area is the additional coverage from the Amherst station; the shaded area surrounding Boston is the coverage area of the Lowell Institute Cooperative Broadcasting Council station, WGBH, in Boston. In New York City our programs are broadcast by WRVR, the educational station located at Riverside Church. Within the shaded areas there are 57 hospitals which actively participate in two-way radio medical conferences. You will note that there are hospitals in the State of Maine. These receive their programs via Class D telephone lines from the Albany studio. The total area covered by the Albany network is approximately 100,000 square miles. This is the world's largest classroom.

By opening the program fully you will note that there are two networks: Network No. 1 on your left, Network No. 2 on your right. Under each network there are three days listed when conferences are presented. In addition, vertically listed, is the time of the conference, the name and frequency of the broadcast stations, the name and location of the hospitals participating in the conference, and the date of the conference. On each day there is a different group of hospitals. As an example, looking to your left, the subject for the program on February 21st was "Potassium Metabolism in Office Practice," which was given by physicians located at Tufts University School of Medicine in Boston, and the two-way conference was held with the hospitals listed above the February 21st date. The following day the same subject, with the same faculty, was presented to a different group of hospitals, as listed, and on February 24th to a third group of hospitals.

Looking to your right, under Network No. 2, during that same week, on February 20th, a different group of hospitals received the subject "Hypersusceptibility to Infection: Evaluation and Management" given by a faculty member from Johns Hopkins. This program was then repeated on two other occasions with different groups.

If you will glance through this program you will note that it includes originations from Boston, Albany, Columbus and Baltimore.

We have just concluded our twelfth year of two-way radio conferences. It is interesting to recognize that if the physicians who have actively participated in these conferences, physicians who have had the opportunity to question the faculty and discuss the subjects with the faculty without leaving their practices, if these physicians had actually traveled to the faculty to obtain this information, their composite travel distance would have exceeded 44,000,000 miles.

Let me emphasize several points. Two-way radio is already well-established as an important and effective method of education for practicing physicians, but its potential is as yet untapped. There are whole regions of this country which need to be serviced by this technique of painless post-graduate medical education—the Plains States, the South and Southwest, Southern California and the Northwestern States. Moreover, networking through satellites will add the exciting possibility of national and international service on a scale not even dreamed of. Think of the contribution the United States can make to the health of the developed and under-developed English-speaking world through two-way radio communications!

In this connection we have had a three point participation with Australia through a conference call system that allowed telephone circuits to be connected in round-robin fashion while amplifiers and circuits brought in group participation at various points in Australia. The program was recorded at WAMC, Albany and then sent by domestic long distance lines and the Compac Trans-Pacific cable between Oakland, Cal., and Sydney. A maximum number of Australian physicans were reached by this conference transmitted later over open-circuit by radio station VL2UV after first being recorded. Satellite use will make such international two-way post-graduate medical training a much more common occurrence. It will bring such training to other countries around the world. There the professionals are truly isolated, there the medical profession is often years behind the important developments in its field and the doctors are limited in number.

In our own country the method pioneered by the Albany Medical College is applicable throughout the educational spectrum from elementary education, including in-service training as well as continuing education for many specialties. For instance, in the Albany region we have conducted a two-way radio conference during which the students of eight high schools, while staying in their classrooms, discussed with the Lieutenant Governor of New York State the actions of the State Legislature during that year. The discussion was lively, the questions encouragingly searching and the Lieutenant Governor given a real workout. Here was Democracy in action. Here was radio in action for Democracy!

To continue to elaborate, exciting developments are also taking place in the other professions. WOSU, Columbus, the Ohio State University station, which already services a four-state area (Ohio, Pennsylvania, Kentucky and West Virginia) that includes between 50 and 60 hospitals, has used a radio-telephone conference method to create the Ohio Medical Education Network. It is using a similar approach to furnish continuing training for elementary and secondary school teachers. They select their own topics for conferences and have a forty minute period in which to ask questions. This January too, WOSU began a similar program for veterinarians in eight central locations so that these professionals in a 20 to 30 mile radius of designated centers could attend.

The potential for an even greater breakthrough and for even greater service to profesisonals and specialized auidences await the further development of

multiplexing, a significant technological advance in radio. It permits one or more signals to be carried simultaneously with the main channel. This device is not new but has had a long and useful history in telephone as well as extensive military utilization in situations where simultaneous multiple transmission is needed. It has also been used for "stereo" transmission. Multiplexing adds a new dimension to the services that radio can perform. With it, the transmission facilities of 346 educational radio stations can be doubled, tripled and even in some situations, quadrupled for a relatively small amount of money. Feedback for the question and answer session will of course have to be handled much in the same way.

Multiplexing makes available closed channels for the transmission of continuing education. You will have noticed that we at the Albany Medical College use the open circuits of our station, WAMC, Albany and of other stations during the noon hour to transmit our medical education. We have found through the years that the public does not understand the medical terms used in these conferences and it has not created any problems.

But multiplexing, which is but a further sophistication of our method, makes such continuing training available to a host of other professions which would not be able to use open circuits. We have, for example, already conferred with the New York State Bar Association in this connection. We do not, however, believe it would be wise to air continuing education for lawyers on open circuits. The general public would be too inclined to try to become self-made lawyers. Moreover, we have plans to make similar continuing education available to allied health fields such as hospital administration, anesthesiology and rehabilitation. The drain on our facilities would be too great to accomplish this without the addition of many more circuits provided by multiplexing.

And aside from professional services, continuing education and training can also be given to a large number of special groups and interests through this advanced electronic methodology. This would include, as explained earlier, students, but, in addition, the aged, the chronically-ill, the poor and a host of other groups. We believe the techniques pioneered by Albany Medical College and refinements of them can, in other words, be extended to fill many of the needs of these specialized publics.

But what prevents the development of multiplexing? Blocking its path is a shortage of funds, funds for transmission equipment and, more important, for receivers. The under-financed stations which hope to break new ground for radio may possibly be able to invest in transmission equipment but they are not able to provide receivers for the general public. A mass market for such equipment must be created through the same mass merchandising concepts that popularized television.

It is to be expected that the educators of America will eventually move toward multiplexing to be able to service their proliferating campuses and students. Yet this will inevitably be done very slowly and on a small scale. For multiplexing to be able to serve the special interests of groups in the larger society, however, groups without funds, government or private financing will have to be provided.

Frequency for frequency, dollar for dallar, per man hour of effort more education and information can be forthcoming from the medium of radio than from any other means of mass communication.

TWO-WAY RADIO CONFERENCE PROGRAM

ALBANY MEDICAL COLLEGE
DEPARTMENT OF POSTGRADUATE MEDICINE

February 20 — March 31, 1967

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Programs Planned in Collaboration with

Postgraduate Medical Institute (Massachusetts Medical Society)
Yale University School of Medicine
University of Vermont College of Medicine
Pennsylvania Hospital Continuation Education Program
Rochester Regional Hospital Council
State University of New York Upstate Medical Center
New York Academy of Medicine
University of North Carolina School of Medicine
The Ohio State University College of Medicine

Faculty from

Albany
Albert Einstein
Boston University
Columbia
Cornell
Dartmouth
Hahnemann
Harvard
Johns Hopkins
McGill
National Institutes of Health
N. Y. Medical College
North Carolina
Northwestern
Ohio
Pennsylvania
Pittsburgh
Rochester
State University of N. Y. at Buffalo
State University of N. Y. Downstate
State University of N. Y. Upstate
Tufts
University of Illinois
Vermont
Wisconsin
Woman's Medical College
Yale

The network is supported in part by contributions from the Heart Association of Albany County and the New York State Division of the American Cancer Society.

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The Two-Way Radio Conferences qualify as Category I credit for the American Academy of General Practice.

TWO-WAY RADIO CONFERENCES

ALBANY MEDICAL COLLEGE

WAMC – 90.3 Megacycles

NETWORK NO.

SUBJECT, FACULTY and ORIGINATING POINT	TUESDAY 12:00 - 1:00 P. M.	WEDNESDAY 12:00 - 1:00 P. M.	FRIDAY 12:00 - 1:00 P. M.
	WAMC Albany 90.3 mc	WAMC Albany 90.3 mc	WAMC Albany 90.3 mc
	Aurelia Fox Mem., Oneonta, N. Y. Barre, Barre, Vt. Ellis, Schenectady, N. Y. Faxton, Utica, N. Y. Hamilton Ave., Monticello, N. Y. Little Falls, Little Falls, N. Y. Rutland, Rutland, Vt. St. Mary's, Amsterdam, N. Y. VA, Castle Point, N. Y.	Affiliated, Pittsfield, Mass. Central Maine General, Lewiston, Maine Eastern Maine General, Bangor, Maine Elizabeth Ann Seton, Waterville, Maine Glens Falls, Glens Falls, N. Y. Maine Medical Ctr., Portland, Maine Mt. Sinai, Hartford, Conn. Samaritan, Troy, N. Y. VA, Albany, N. Y. Webber, Biddeford, Maine	Benedictine, Kingston, N. Y. Delaware Valley, Walton, N. Y. Margaretville, Margaretville, N. Y. St. Clare's, Schenectady, N. Y. St. Francis, Poughkeepsie, N. Y. St. Luke's, Newburgh, N. Y. St. Mary's, Troy, N. Y. St. Peter's, Albany, N. Y. Sharon, Sharon, Conn. The Hospital, Sidney, N. Y. Vassar Brothers, Poughkeepsie, N. Y. Windham Comm. Mem., Willimantic, Conn.
"Potassium Metabolism in Office Practice" Miss Letsou, Dr. Morrison, Dr. Myers BOSTON	**February 21**	**February 22**	**February 24**
"Diagnosis and Treatment Conference" ALBANY	**February 28**	**March 1**	**March 3**
"Management of Seizure Disorders in Children and Adults" Dr. Kane, Dr. Lombroso BOSTON	**March 7**	**March 8**	**March 10**
"Emergency Eye Care" Dr. Havener, Dr. Makely COLUMBUS	**March 14**	**March 15**	**March 17**
"Oral Hypoglycemic Agents" Dr. Lee PHILADELPHIA	**March 21**	**March 22**	**March 24**
"Sex Education of the Adolescent" Dr. Patterson ALBANY	**March 28**	**March 29**	**March 31**

Selected Two-Way Radio Medical Conferences will be rebroadcast on WAMC's "Good Evening, Doctor" each Thursday at 11:00 p.m.

Reception via community antenna systems is provided as a public service as follows:

Barre, Vt., Vermont Television, Inc.;

Margaretville, N. Y., Margaretville Televiz, Inc.;

Oneonta, N. Y., Oneonta Video;

Sidney, N. Y., Sidney Video;

Walton, N. Y., Walton Community Antenna System.

Many radio stations collaborate in broadcasting the two-way conferences. Those radio stations broadcasting a given conference are listed following the time of the conference. At other times these stations broadcast cultural programs which you will find of great interest. The WAMC monthly program guide is available free upon request.

Why not attend Postgraduate Teaching Days at the Albany Medical College?

Cardiology
— February 23, 1967
Fluid and Electrolytes
— March 9, 1967
Psychiatry
— March 16, 1967
Hematology
— March 23, 1967
Pediatrics
— March 30, 1967

NETWORK NO. 2

SUBJECT, FACULTY and ORIGINATING POINT	MONDAY 12:00 - 1:00 P. M.	TUESDAY 10:00 A.M. - 11:00 A.M.	THURSDAY 12:00 - 1:00 P. M.
	WAMC Albany 90.3 mc WRVR N.Y.C. 106.7 mc	WAMC Albany 90.3 mc WRVR N.Y.C. 106.7 mc	WAMC Albany 90.3 mc WFCR Amherst 88.5 mc WGBH Boston 89.7 mc
	Community, Glen Cove, N. Y. Danbury, Danbury, Conn. Elizabeth General, Elizabeth, N. J. Franklin General, Valley Stream, N. Y. Jamaica, Jamaica, N. Y. Mary Immaculate, Jamaica, N. Y. St. Barnabas, Livingston, N. J. St. Joseph's, Far Rockaway, N. Y. St. Mary's, Brooklyn, N. Y. White Plains, White Plains, N. Y.	Brookhaven Mem., Patchogue, N. Y. Christ, Jersey City, N. J. Mather & St. Charles, Port Jefferson, N. Y. Passaic General, Passaic, N. J. St. John's Queens, Elmhurst, N. Y. St. Mary, Hoboken, N. J. Southside, Bay Shore, N. Y.	Binghamton General, Binghamton, N. Y. Brattleboro Mem., Brattleboro, Vt. Brightlook, St. Johnsbury, Vt. Elliot Community, Keene, N. H. Harrington Mem., Southbridge, Mass. Johnstown, Johnstown, N. Y. Lowell General, Lowell, Mass. Memorial, Albany, N. Y. Physicians, Plattsburgh, N. Y.
"Hypersusceptibility to Infection: Evaluation and Management" Dr. Fekety BALTIMORE	**February 20**	**February 21**	**February 23**
"Current Problems of Thyroid Disease" Dr. James, Dr. Wieland COLUMBUS	**February 27**	**February 28**	**March 2**
"Common Acute Pulmonary Infections" Dr. Kaplan, Dr. Madoff BOSTON	**March 6**	**March 7**	**March 9**
"Diagnosis and Treatment of Coma" Dr. Gill PHILADELPHIA	**March 13**	**March 14**	**March 16**
"Adrenergic Influences in Cardiovascular Disease and Therapy" Dr. Formel ALBANY	**March 20**	**March 21**	**March 23**
"Pituitary Insufficiency" Dr. Gates, Dr. Goodman ALBANY	**March 27**	**March 28**	**March 30**

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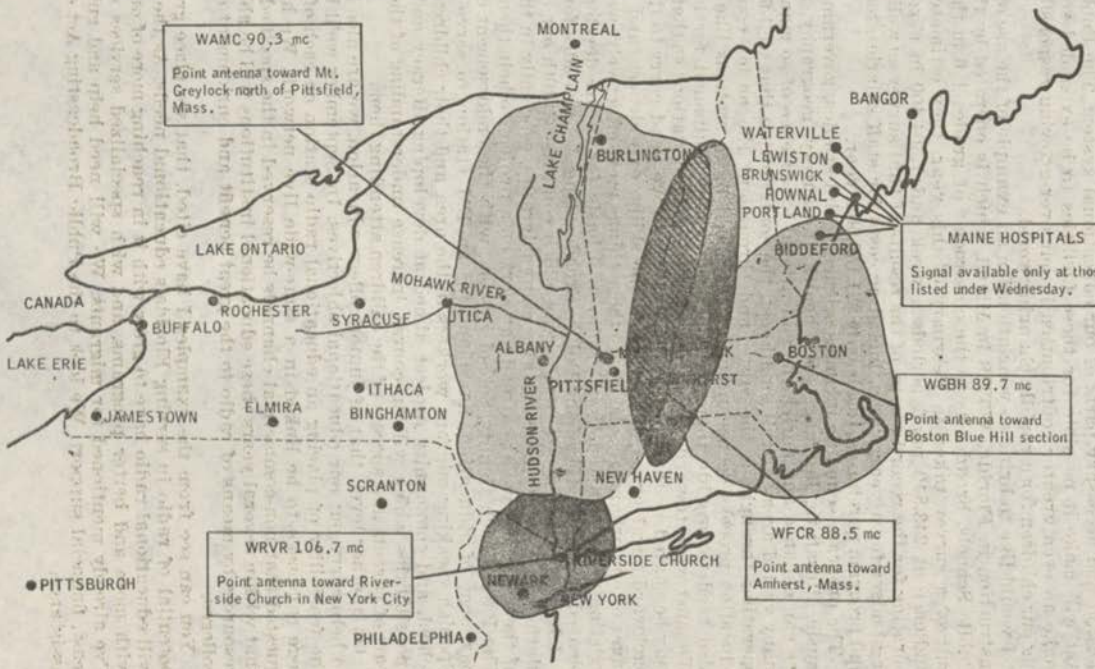
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TWO-WAY RADIO CONFERENCES — THE EASIEST WAY TO QUESTION THE AUTHORITIES!

WHY NOT PLAN TO JOIN ONE OF THE PARTICIPATING GROUPS?

IF YOU CANNOT JOIN AN ACTIVELY QUESTIONING GROUP YOU CAN LISTEN

Map Indicates FM Radio Stations Broadcasting the Conferences



Questions asked by physicians in the Participating Hospitals and answers from the Presenting Faculty may be heard throughout the coverage area. Physicians who listen in their homes or offices frequently hear answers to questions they have in mind.

STATEMENT OF FLOYD CHRISTIAN, SUPERINTENDENT FOR PUBLIC INSTRUCTION FOR THE STATE OF FLORIDA

I am Floyd Christian, Superintendent for Public Instruction for the State of Florida. I appreciate this opportunity to appear before you in support of the Public Broadcasting Act which I endorse enthusiastically. The Senate, after its hearings and deliberations felt so strongly that radio has a potential in education equal to that of television, that it changed the title of S. 1160, as well as provisions within the Act, to fully recognize both of these important resources. Being responsible for public education in our State, I am, of course, most concerned with Title III of the Act, that which authorizes a comprehensive study of instructional radio and television. I am convinced that the educational task before us cannot be successfully carried out without the development of every tool at our disposal. Radio and television have already demonstrated that they are important and necessary parts of our educational system. The Public Broadcasting Act will make it possible for these facilities to be expanded so that they may make an even greater contribution in our ever-growing responsibility of educating our children for a rapidly changing world.

I would like to bring to your attention an example of the use of radio in public instruction in Florida. WTHS in Miami, which is operated by the Dade County Public Schools, broadcasts to the classrooms of grades 1–6 in the area. As a result of a survey taken in February of this year, they estimate their listening audience at 243,840 pupil periods a week and 7,304,400 in a year. I am incorporating for the record a copy of the results of that survey as well as their operating budget for a year which, including costs for staff salaries, teachers' manuals and program purchases, totals only $21,150.00 a year.

The program schedule includes science, social studies, government and history, music, literature, language arts, health and safety, geography, and Spanish. If we can enhance and enrich the educational experience of so many children in so many varied areas at this small cost, the contribution that well-financed stations operating throughout the state, and throughout the nation could make to the education process seems unlimited. We need more stations like WTHS but we also need to provide them with personnel and equipment for local production. We must work toward the interconnection of such stations so that their resources may be shared instantly and adequately, and we must carry to the educationally backward rural areas of our states the skills, experiences, and cultural advantages of our urban schools. To do these things most effectively, we must study the existing uses of instructional radio as a basis for future development and I am pleased that Title III of the Public Broadcasting Act provides for such study.

I have mentioned our rural areas which comprise 3/10th out of the total population. In Florida there are also many migrants, especially in the southern part of the state, and we are already at work on a project to help them through radio. The Palm Beach County School System, with the endorsement of the State Department of Education, has plans for an FM station to serve specifically the Spanish speaking migrant workers in the area and their children. It is a family, school, and community project aimed at developing literacy and citizenship responsibilities which will, in course, increase understanding of the schools on the part of parents and success of the children attending them.

On another level, that of junior college education, we are also looking to radio to help carry out our educational objectives. In September we'll begin a study of the feasibility of placing an educational radio station on each of our junior college campuses to be linked in a state-wide live network. We have already requested that non-commercial channels be reserved in the specified cities and hope that within several years these educational institutions will be able to share their resources by means of radio to the great benefit and enrichment of all the junior colleges.

You can see from the examples I have cited, that we place great faith in the potential of radio in serving Florida's educational needs. As the state grows, so will educational radio have to grow with it in reaching more of our young people, with more and better programs, and with specialized services such as the one I've already mentioned for migrants. We will need help and guidance and, not least, financial support. We look to the Public Broadcasting Act of 1967 for such assistance.

RESULTS OF RADIO SURVEY TAKEN BY EDUCATIONAL RADIO STATION WTHS IN MIAMI, FLA., FEB. 13, 1967, TO FEB. 17, 1967

[Participants: Elementary schools of Dade County, Fla., grades 1–6, Headstart, and special education]

Program title	Day	Time	Intended level	Number of classes	Number of pupils [1]	Total classes	Total pupils
"Adventures in Reserch" (science)	Tuesday	10:45	6–12	7	210	14.0	420
	Thursday	12:30		5	150		
	Friday	11:30		2	60		
"American Adventure" (social studies)	Tuesday	11:00	10–12	3	90	5.0	150
	Wednesday	12:00		2	60		
"BBC World Report" (current events)	Monday	12:00	9–12	3	90	13.0	390
	Wednesday	2:15		3	90		
	Friday	10:45		7	210		
"Exploring Science" (science)	Wednesday	9:30	3	11	330	34.0	1,020
	Thursday	12:45		18	540		
	Friday	11:15		5	150		
"Footsteps of the Free" (government and history)	Monday	10:45	4–9	11	330	45.0	1,350
	Tuesday	2:15		28	840		
	Thursday	12:00		6	180		
"It's Time for Music!" (music)	Monday	12:15	1–3	74	2,220	127.0	3,810
	Wednesday	9:45		31	930		
	Thursday	11:30		22	660		
"Let's Find Out!" (science)	Monday	9:30	1	58	1,740	147.0	4,410
	Tuesday	12:45		45	1,350		
	Wednesday	11:15		44	1,320		
Do	Tuesday	9:30	2	24	720	70.0	2,100
	Wednesday	12:45		38	1,140		
	Thursday	11:15		8	240		
"Let's Make Music!" (music)	Monday	10:15	4–6	31	930	52.0	1,560
	Thursday	11:00		16	480		
	Friday	11:45		5	150		
"Lives of Man" (social studies)	Monday	12:45	5–9	2	60	26.0	780
	Wednesday	11:45		6	180		
	Friday	2:15		18	540		
"The Man and His Music" (music)	Monday	11:30	5–9	14	420	22.0	660
	Wednesday	10:15		4	120		
	Thursday	9:45		4	120		
"Meet Mister Shakespeare" (literature)	Monday	11:15	9–12	0	0	3.0	90
	Tuesday	12:15		2	60		
	Thursday	11:45		1	30		
"Poly and Puffy" (language arts)	Tuesday	11:30	1–3	59	1,770	143.0	4,290
	Thursday	12:15		46	1,380		
	Friday	10:15		38	1,140		
"Portraits in Music"	Friday	12:00	Adu	22	660	22.0	660

RESULTS OF RADIO SURVEY TAKEN BY EDUCATIONAL RADIO STATION WTHS IN MIAMI, FLA., FEB 13, 1967, TO Feb. 17, 1967—Continued

[Participants: Elementary schools of Dade County, Fla., grades 1–6, Headstart, and special education]

Program title	Day	Time	Intended level	Number of classes	Number of pupils [1]	Total classes	Total pupils
"Safe and Sound" (health and safety)	Tuesday	12:30	1–3	106	3,180	148.0	4,440
	Thursday	10:45		12	360		
	Friday	9:30		30	900		
"Safety Sam" (health and safety)	Monday	9:45	4–6	16	480	35.0	1,050
	Tuesday	11:45		7	210		
	Wednesday	11:00		12	360		
"Tales From the Four Winds" (language arts)	Monday	11:00	1–4	24	720	166.0	4,980
	Wednesday	12:30		114	3,420		
	Thursday	9:30		28	840		
"They Met The Challenge" (social studies)	Tuesday	12:00	4–9	17	510	34.0	1,020
	Thursday	10:15		9	270		
	Friday	11:00		8	240		
"This Land Is Your Land" (geography)	Monday	2:15	5–6	8	240	39.0	1,170
	Tuesday	10:15		8	240		
	Wednesday	11:30		23	690		
"Uncle Dan" (natural science)	Monday	12:30	1–4	139	4,170	213.0	6,390
	Tuesday	9:45		43	1,290		
	Wednesday	10:45		31	930		
"When Men Are Free" (government and history)	Monday	11:45	4–9	26	780	48.0	1,440
	Thursday	2:15		14	420		
	Friday	9:45		8	240		
"Conversational Spanish"	Monday through Thursday	8:40	1	678	20,340	975.0	29,250
	Friday	1:00		297	8,910		
Do	Monday through Thursday	8:60	2	466	13,980	749.0	22,470
	Friday	1:10		283	8,490		
Do	Monday through Thursday	9:00	3	234	7,020	513.0	15,390
	Friday	1:20		179	5,370		
Do	Monday through Thursday	9:10	4	136	4,080	283.0	8,490
	Friday	1:30		147	4,410		
Do	Monday through Thursday	1:20	5–6	260	7,800	448.0	13,440
	Friday	1:40		188	5,640		
"Aero-Space Age" (science)	Monday through Thursday	10:00	5–9	44	1,320	65.0	1,950
	Friday	2:00		21	630		
"Morning Exercises" (bugle call, pledge to flag, and national anthem)	Monday through Friday	8:30	All	3,313	99,390	3,313	99,390
"March Time"	Monday through Friday	8:32	All	364	10,920	364.0	10,920
Estimated listening audience in 1 week						8,116.0	243,840
Estimated audience per day						1,623.2	48,696
Estimated audience per year						243,480.0	7,304,400

[1] Number of pupils derived by estimating 30 pupils per classroom.

Estimated WTHS (FM) radio operational costs per year

Tape supplies: Recording tape, leader, and timing leader (2/3 of supplies used for TV operation)	$500
Record subscriptions: RCA Victor and Columbia (classical and pop)	400
National educational radio affiliation: Provides in-school programs	800
Program line (rented from A.T. & T.)	800
Maintenance	300
Salaries:	
Program director (also serves as announcer, music director, and writer)	8,600
Transmitter engineer (operates 2 TV and 1 FM transmitter) (divide salary by ½)	2,900
Publications: Production cost of teacher's radio manual	4,000
Office supplies	50
Equipment replacement purchased within last 10 years—cost divided by 10 (transmitter, antenna, console, and turntable)	2,800
Total yearly cost	21,150

Note.—Cost of operation per listener per year, $000.003. Actual operating expense (excluding salaries, new equipment, and publications) about $3,000 yearly).

STATEMENT OF ALBERT L. HULSEN, CHAIRMAN, EASTERN EDUCATIONAL RADIO NETWORK

The following is submitted in support of H.R. 6736, Public Television Act of 1967, which the Eastern Educational Radio Network (EERN) believes will contribute significantly to the development of a viable non-commercial broadcasting service.

The EERN is encouraged, in particular, by the inclusion of radio in this bill, believing that the concurrent development of educational radio and television assures the most efficient and economical use of these educational media.

The Eastern Educational Radio Network is an association of eight non-commercial FM stations, including:

WAER—Syracuse, New York.
WAMC—Albany, New York.
WAMU—Washington, D.C.
WFCR—Amherst, Massachusetts.
WGBH—Boston, Massachusetts.
WRFK—Richmond, Virginia.
WRVR—New York City, New York.
WUHY—Philadelphia, Pennsylvania.

Three of these stations (WAMC, WFCR, WGBH) are interconnected for live network broadcasting, with planning well underway to include a fourth station (WRVR) in the near future. All members exchange programs by tape recording and participate in the production of cooperative program series. These stations serve the most populated area in the United States and collectively, have a potential audience of over 25 million listeners.

To the EERN and its audience, an improvement in the quality of educational radio programs will be the most significant contribution. The EERN believes this goal can be achieved most rapidly through live networking, which will permit by authorizing grants for the construction of interconnection facilities.

1. At the basic level, interconnection will make the present program resources of each EERN station available instantaneously to all other network stations. Program selectivity will be increased, permitting the radio audience to receive the most significant programming of the eight stations combined, rather than that of the local outlet only.

2. Live exchange of programming will free each station's staff from the necessity of producing quantity—to fill up the broadcast day—and producing programs duplicated by all stations. Time saved will be utilized to improve continuing series or to establish new, more significant programs. Again, both local and network audiences will benefit.

3. While much educational radio programming is now distributed and should continue to be distributed by tape recording—by EERN, the National Educational Radio Network, and other special networks—the bicycling of tapes is not the most effective way of operating all aspects of a network educational radio service. The mechanics of packaging, dubbing, mailing, etc. are error-filled and waste time. In the public affairs area, in particular, a lack of timeliness and immediacy often decreases the impact and value of a program. A live network will permit producers to be concerned increasingly with the topical material that listeners demand and will be able to offer it at the most opportune moment.

4. News and public affairs programs, in addition to being timely, will be further improved and increased significantly by the establishment of a live network. The pooling of network talent and resources will permit regular live and extended coverage of national and international affairs—a Senate hearing in Washington, a U.N. Security Council meeting in New York, a political debate at Harvard. With analysis and comment on urgent issues—concisely edited—from each station's experts, educational radio stations can build a badly needed reputation of being topical, thorough, and knowledgeable.

5. Networking, with the possibility of using more than one channel, will permit the addition of live programs that utilize most suitable talent in many cities simultaneously, and at the most appropriate time. Live forums can be produced with panelists participating, for example, from Boston, New York, Philadelphia, and Washington, D.C. News conferences can be broadcast in a similar manner, with a guest at one station and newsmen in the others.

Other general audience programs that a live network will make possible include: high fidelity live concerts from each station (Live broadcast gives a concert a special quality, permitting the radio audience to more closely experience attendance at a musical "event."); a radio magazine including daily reports from appropriate EERN member stations on the affairs of Washington, business, publishing, Broadway, art, science, education, world affairs, etc.; Northeast area telephone audience participation programs, which would allow listener and guest-expert participation in all EERN cities.

Through cooperation with radio stations and institutions in other areas, it will be possible also, for example, to transmit to the East Coast talent available throughout the Midwest and Northwest (or vice versa). In addition, a telephone line link from a single EERN station to any transmission facility—throughout the United States or overseas—will make remarks by persons in that area available for immediate broadcast throughout the EERN and other interconnected stations.

6. The same facilities, of course, can be used to multiplex specialized, formal educational programs to institutions of learning within range of the EERN station's signal. This might include, for example, the linking of a political science class at the University of Massachusetts with a member of the State Department in Washington. Closed circuit lectures, forums, seminars, conferences, etc. will be possible simultaneously among any number of institutions through the combined use of interconnected EERN facilities.

7. A live network will permit stations to be in continual contact on a closed circuit basis, pooling talent in the planning as well as the production stages and in the solution of common problems. The constant challenging of colleagues will stimulate improved educational programming.

8. The resources of a network—and the availability of outlets throughout the Northeast—vastly improves each station's possibility of attracting important personalities to the microphone. Political leaders, for example, who are unable to give up time for a local program, will be available for the network program that will be heard in Boston, New York, and Washington. Programming production grants and special broadcasts from foreign broadcasting agencies and other sources will be more easily obtained by a live network than a single station.

9. Improved, more significant programming made possible by live networking will do a better job of informing and educating the public. It will attract more listeners and will gain more support for educational broadcasting which, in turn, will make possible the addition of more and better staff at each network station and for the network. This development of a strong, live regional service will contribute to the rapid development of a significant national service.

Briefly, these are some of the advantages of live interconnection to the EERN stations and their audiences. The result, to put it concisely, is better, more significant educational programming and increased support for educational radio.

Because the provisions of H.R. 6736 will make live interconnection and the resultant benefits listed above possible, in addition to 1) creating a public corporation to foster the continued growth of educational television and radio, 2) authorizing a comprehensive study of instructional broadcasting, and 3) permitting the development of local non-commercial educational broadcasting facilities, the Eastern Educational Radio Network urges passage of H.R. 6736.

To assure continued attention to the development of educational radio, the Eastern Educational Radio Network further recommends that the corporation to be established under Title II of this bill not be named the "Corporation for Public Television" but, instead, the "Corporation for Public Broadcasting."

STATEMENT OF DEVEREUX JOSEPHS, CHAIRMAN, EDUCATIONAL BROADCASTING CORP., WNDT, NEW YORK CITY

Mr. Chairman and Members of the Committee: I am grateful to you for permission to enter this testimony.

My name is Devereux Josephs. I am Chairman of the Board of Educational Broadcasting Corporation, WNDT, Channel 13, New York City. I am also Chairman of the Board of the Alfred P. Sloan Foundation and former Chairman of the New York Life Insurance Company. Most recently I was named a founding member of the Citizens Committee for Public Television under the chairmanship of Thomas Hoving.

I was a member of a group formed in the spring of 1960 to secure an educational T.V. station for Northern New Jersey, New York City and Western Connecticut. As all the V.H.F. channels in this tri-state area had previously been assigned for commercial operation, only by the purchase of one such channel could our mission be accomplished. With the held of many foundations and corporations led by the Ford Foundation, Channel 13 was purchased in late 1961. It is the only E.T.V. Channel, I believe, which had to be purchased. In all other respects it is similar to the educational channels in the large centers of population—a group of 41 defined as community stations.

There are over 15 million people within the reach of our tri-state signal and our regular annual budget is in the neighborhood of 2 million 800 thousand dollars. In general, our problems are the same as those of the other 40 community stations. Although we are larger in coverage and budget, the potential in solution is also larger.

I intend to talk about our problems from the community point-of-view and that of the representative men and women in the communities who gladly give their time, money and energy to bring educational and cultural enrichment to their neighbors.

I am sure there is no need for me to repeat the list of values inherent in this wonderful means of communication and the potential gain to a great number of viewers with diversified interests. My predecessors at these hearings have done this better than I. Let me therefore concentrate upon the problem that is central to all of us—balancing our budgets. Let me present a general summary of what makes up the expense side and then how these charges are met.

First: T.V. broadcasting is costly. Unlike printing, multi-copying, or even radio broadcasting, it requires very expensive equipment and visually effective studios in addition to the transmitting apparatus. In our case we must join all the other commercial channels on the Empire State Building and we are charged the same rental. Thus, just putting forth our signal is a heavy fixed burden particularly so in relation to the meagre budgets involved.

Second: After this rigid basic cost, money must be found for management of the enterprise, technical assistance, maintenance, depreciation and replacement of obsolete equipment. It is important to remember that the viewer has learned because of the dominance of the well-heeled commercial system to expect the most expert presentation within the limitations of the medium. Unless the ETV stations can put on a first-class professional operation, the program is condemned before its content can be fairly appraised.

Third: The money that can be spent on programs, whether instructional, public affairs, or general cultural enrichment, is that meagre sum left over. It is the only flexible part of the budget after meeting the relatively fixed transmitting and mechanical requirements. This is surely a reversal of a reasonable approach to communication; that the content must give way to the imperatives of production and distribution.

Let me emphasize that which has been said by many before me. I have no regret that the programming budgets of the commercial networks are beyond the reach of public broadcasting. The price of these budgets is expensive uniformity where we aim at much more economical variety. Their market is largely a leisure audience, ours is a concerned one.

I will turn now to how we try to meet our budgets.

First: The community stations get school board support for service rendered. It is hoped it will be sufficient to pay for the costs of the schools' share of the broadcast day.

Second: Appeal is made to business corporations on the grounds that their employees and the city as a whole gain. Local foundations and men of wealth are also solicited, and finally the viewer is asked to subscribe modest sums annually to finance the station. It is an encouraging endorsement of public broadcasting that there are so many subscribers because their contributions are on the honor system. They are expected by the commercial system to spend all their time viewing it for free.

Third: Some cities and states make modest appropriations for support or use of facilities, but further stimulation by Federal leadership is now essential.

Fourth: In spite of all the kind things that are said locally about their community stations hardly any would have survived till now if there had not been blood transfusions from the Ford Foundation. I believe from considerable experience with the generosity of the New York Area towards many causes that it is impossible to finance Channel 13 from the chiefly voluntary sources listed above. There is a dollar limit. There is also uncertainty as to the amount that can be raised each budget year in competition with many other fine appeals. Nothing stunts growth so much as the irregular diet of philanthropy.

In view of all of the above there can be no doubt of our gratefulness for the crucial aid we received from the Educational Television Facilities Act of 1962, or of our unreserved endorsement of the bill now under examination, H.R. 6736.

I have used the word "unreserved" intentionally because I am aware of some apprehension over some of the provisions for the establishment of the "Corporation for Public Broadcasting" and I wish to make it clear that I do not join in those fears. The protections that are given the public and the flexibility to meet criticism and new conditions have been already well stated. I cannot add more than to say I have heard the fear of improper government domination voiced over almost every innovation, and I have yet to see the fears justified. This public corporation will operate by its very nature in such a kleig light of public observation that I believe it will surely accommodate itself to the public's interest.

At the risk of breaking the continuity of my arguments in favor of the help H.R. 6736 will be to public broadcasting, let me add a very strong endorsement of Title III which deals specifically with instructional television. Instructional television has many unexplored possibilities involved in many imminent technical advances. This double access to the mind simultaneously by eye and ear needs more research, experimentation and evaluation. It may prove to be a breakthrough of overwhelming importance, and a thorough examination is overdue.

Let me now briefly summarize my position on Titles I and II. Although I have no explicit mandate, I believe it represents the attitudes of the lay boards of the 41 community public broadcasting stations.

1. I favor enactment of H.R. 6736.

2. I agree in almost every particular with the findings of the Carnegie Commission Report.

3. The balancing of our budgets must be solved before we can even plan to fulfill our potential.

4. Important though local financial support has been it is insufficient to carry the minimum costs. Local support should provide the sums that achieve local quality rather than fail because the task is too great. Although financial struggle is a good taskmaster, there is no evidence grinding poverty is a safe way to achievement.

5. I believe that the undernourished public broadcasting system has had some influence upon the commercial system, and if it is better supported it would provide by variety, experiment and content valuable competition for the viewer's attention. The public would benefit thereby.

6. Many hundreds of community leaders from all parts of this country have devoted their time and money to produce this national resource of public broadcasting. Through reservation by the F.C.C. in 1952 it was rescued from imminent commercial fragmentation. Then with the Ford Foundation in the lead the

skeleton of a system was erected by the good will of many individuals, corporations and foundations. Now, with an undimmed belief in the many diverse and yet untested potentialities of television, we, the laymen, are eager to complete this job. But a crisis is at hand. Without annual, predictable basic support the valuable messages will be lost. Over 2 billion dollars of hard cash is paid out each year for TV advertising. If we realize how valuable their messages are regarded by businessmen, it suggests how great is the potential for public broadcasting in each dollar spent on it.

We urge support soon so that the hundreds of millions of dollars already invested in this system can be preserved. If no such support is forthcoming many of the stations with most promise for the future may either deteriorate or quit.

I am grateful to you, Mr. Chairman, and members of this committee for your patience.

STATEMENT OF JERROLD SANDLER

Mr. SANDLER. These hearings every day have been covered by educational radio. Indeed, the Public Affairs Bureau of National Education Radio is providing, as far as we know, the only daily and continuous reportage of these proceedings. Daily reports over our own radio outlet, the radio voice of American University, by telephone daily to Eastern Educational Radio Network stations in Boston, Amherst, Albany, New York City, and Philadelphia; by tape, a weekly digest to the more than 150 NER stations; and also by tape nationally a special program of indepth interviews with a great number of the distinguished witnesses who have appeared here during these hearings.

The only reason these important reports are not broadcast on a live network coverage basis is simply a lack of funds. There, gentlemen, you have the great opportunity and the harsh reality of educational radio today. This is but one example of what could be done for the people of the United States on a regular basis. That is why I am here today, as well as my distinguished colleagues, to address ourselves in complete support of this legislation.

My name is Jerrold Sandler. I am executive director of the National Educational Radio Division of the NAEB. This is the first time in the growing national dialog on public broadcasting that educational radio has been introduced, incorporated into major legislation destined to influence the future of education in this country. Naturally, everyone in educational radio is excited, expectant, and enthusiastic.

But despite the records already expressed in this hearing room, the real story of educational radio has yet to be told. Indeed, it is generally known we are not glamour media and we are well aware of it. An opportunity of this kind does not come to us very often. I don't intend to make an elaborate statement about the accomplishments of educational radio. That is contained in my statement.

I would like to make clear to you that we are not talking about educational radio competing with educational television. We are not talking about educational radio taking dollars away from educational television.

We are not implying that educational radio is a superior media to educational television or some kind of panacea. But rather for us to keep in mind that in our excitement and enthusiasm to you here in the full development of educational television, there has been a tendency to obscure the value and importance of educational radio.

What we have to tell you is contained in greater detail in a report which has already been submitted to each member of this committee,

and a copy made available to every Member of the Congress, a copy of the summary of that report being attached to my statement exhibit B. (In committee files.)

This major research study is called "The Hidden Medium," a status report on educational radio in the United States, prepared for National Educational Radio by Herman Land Associates, of New York City, with the aid of a grant from the Ford Foundation.

It is interesting to note that the Ford Foundation, which as you know, more than any other institution in the United States has been responsible for the development and very sustenance of educational television, should choose to underwrite the first major study ever done on educational radio.

I would like to turn briefly to a couple of highlights of the act, itself. Through title I of this act, educational radio will be able for the first time after almost 50 years of existence to begin to broaden its coverage so that all the people can be served, not merely those fortunate enough to live within hearing range of the present patchwork quilt pattern.

While there are educational radio stations in 48 of the States and the District of Columbia, 134 of the approximately 350 on the air today are bound to the hard reality that their signals may reach no more than 2 to 5 miles. Surely this is not the way to adequately serve the overall community and surrounding area.

These stations need more powerful transmitters and title I of this bill will help to make this possible.

At the same time, there are many educational radio stations with adequate transmitters already serving their own communities quite well.

We would submit that in order to truly serve the public interest, these programs should be made available to a greater number of people. The stations want to do precisely that, but they need improved facilities. To do that they need some kind of financial help.

Again, title I will make this possible. Educational and community needs multiply daily, but we have been fortunate to have had great advances in technology to meet these ends.

With the further development of multiplexing, permitting several times the signals to reach the same audience, many more people can be served. Educational radio stations are ready to move boldly, to provide even greater diversity in programing.

Again, title I will help make this possible.

There are to many areas within States which do not have any educational radio stations at all. New stations have to be built and title I will help make this possible.

Turning next to title II, which calls for the establishment of the nonprofit educational broadcasting corporation, the bill before you addresses itself squarely to the heart of broadcasting; namely, programing.

I could say, as others have said before me in these hearings, that title II will provide financial support for programing, for operations, for interconnection. Indeed, my prepared statement describes these functions in considerable detail. But what I would like to leave with this committee is an understanding of the very special services that educational radio can render to the people of the United States through the enactment of title II of this act.

No medium, Fred Friendly has said, can match radio for speed and ease of contact on a worldwide basis. One lone man wandering the continent with a small tape recorder can send back wonders.

Once the technical means are available, and they are coming fast, a touch of a button can bring the words and the sounds of the world directly into the American home with an almost casual effect and welcome economy.

To do this, to back up this one lone man with a tape recorder, there must be some money, not a great deal, to be sure, but some, for the development of interconnected networks, regional networks, and eventually a nationwide live interconnected network.

To show you what can be done, how much the people's dollars could buy in terms of educational radio, let me indicate to you what is being done right now, with the most minuscule of budgets.

At the present time, the National Education Radio Network distributes 35,000 hours of tape programing each year to its more than 150 affiliates on a total annual budget of less than $60,000.

The Carnegie Commission Report on ETV states that the present yearly budget of NET, some $8 million, is insufficient to maintain the desired level of quality ETV production. Given roughly one-tenth of that figure, $800,000 (or as the New York Times called it, the 10 cents left over), this would bring forth riches unmatched in the entire history.

The passage of title II of H.R. 6736 would correct the distance between a barely adequate service and one which makes full use of the medium's high potential. But make no mistake about it, radio is not television without pictures.

What it has to offer through this bill is not precisely the same as what public television has to offer. There are, of course, many similarities, but public radio has a whole wealth of services, far more complex, which are quite different, supplementary to, unique to those which television has to offer.

Therefore, we urge that the public corporation as envisaged be so constructed that there is, in fact, an active role for public radio built into the basic fabric of the corporation.

Turning briefly to title III, the preamble of the bill states "to authorize a comprehensive study of instructional television and radio."

We assume that it was the intent, and properly so, of the drafters of the bill, for title III to include a study of both radio and television for instructional purposes. However, the actual language of the title as presently drafted in H.R. 6736, is limited to instructional television only. Therefore, we would urge that the language of title III be appropriately amended as it was in the Senate reported bill, S. 1160, to be consistent with the language and intent of the bill as articulated in the preamble.

As President Johnson stated in his message to the Congress, "Dollars alone cannot do the job, but the job cannot be done without dollars."

One of the most basic set of findings in "The Hidden Media" deals with the harsh realities of educational radio's poor financial condition. These are based on some 135 responses to a 25-page questionnaire, the first time this has ever been attempted in the entire history of educational radio in this country.

Some of these findings are frankly alarming. I will illustrate one or two of them for you. Approximately one-third of all the educa-

tional radio stations in the United States today must operate on less than $10,000 a year. Fifty-three percent of all these stations have less than $25,000 per year for their total operating budget. Seventy-three percent have less than $50,000.

Indeed, only six stations in the entire country have budgets over $200,000, and most of these represent multistation operations.

In spite of these severe financial restrictions, important community services are being performed.

In the interest of time I will not go into many of these details. They are all detailed in the prepared statement which has been delivered to the committee.

One of the things that I would like to underscore with the committee, Mr. Chairman, is what are some of the things that educational radio stands ready to do if given at least modest help. The plans, many of which are on the verge of fulfillment, are directed toward expanded and new forms of community service, helping the disadvantaged, the elderly, the chronically ill, the poor, the migrants, the retarded, the ethnic and racial minorities, working with the socially ill, juvenile delinquents, criminals, drug addicts—the list goes on and on, literally.

This is not just the list. It is based on actual documentation that is in this report. It is an incredible tale of plans that are going undone, unfulfilled, for the sheer lack of modest funding.

From one of our witnesses, the chancellor at the University of Wisconsin, you will hear what a full service network can mean to the people of an entire State.

Now other States are working to build the kind of State network which has been so important to the citizens of Wisconsin for 30 years.

At the present time, these include Colorado, Florida, Iowa, Kansas, Kentucky, Michigan, Minnesota, New York, South Dakota, South Carolina, Tennessee, Washington, Missouri, Texas, and just recently we have learned of at least three others that have plans on the horizon along these lines: Hawaii, Maryland, and Vermont.

Perhaps the most important of the recent developments in educational radio is the promise in the future of multiplexing. This has opened up a vast number of opportunities to serve specialized audiences. Multiplexing in fact permits one or more signals, known as subchannels, to be transmitted simultaneously with the main channel signal.

You may already be familiar with the principle through stereo broadcasting. This multiplex signal can be received only by a special receiver or FM adapter. The marvelous vistas that are beginning to unfold around the beginning of this advance arise because it permits a broadcaster to have his cake and eat it, too. Subchannels can be used to serve the needs of a great number of special audiences while at the same time they maintain general public programing of cultural enrichment and information on the main channel.

This, for the first time, will permit the broadcaster to resolve his typical dilemma created by his contradictory need to serve both the general and the special audiences simultaneously.

So, in fact, you have an old media, radio, which now is taking on a very multidimensional aspect.

In closing, Mr. Chairman, I remind you, as Fred Friendly has stated, that educational television will show us the picture. Educational radio

will stir our imagination. Together, they can and must play a dynamic part in the communications revolution.

I am delighted to see educational radio's new forward thrust.

Mr. Chairman, I would like to end on that note, looking toward the full working partnership of these two great media, educational radio and television, on behalf of the many-storied mansions they must serve, the American people.

(Mr. Sandler's prepared statement follows:)

STATEMENT OF JERROLD SANDLER, EXECUTIVE DIRECTOR, NATIONAL EDUCATIONAL RADIO, A DIVISION OF NAEB

Mr. Chairman: My name is Jerrold Sandler. I am Executive Director of National Educational Radio (NER), a Division of the National Association of Educational Broadcasters (NAEB). NER represents educational institutions and organizations which own and operate non-commercial educational radio stations throughout the country. As of April 1, 1967 there were a total of 346 such stations on the air, with construction permits granted to 18 institutions and at least 20 applications pending before the Federal Communications Commission. Of the 346 educational radio stations currently active, 311 utilize that portion of the FM band reserved for educational use (88.1–91.9mc), 15 are located on non-reserved FM frequencies, and 20 are AM stations. Approximately 75% are licensed to colleges and universities, close to 20% to public school systems and libraries, and the remainder are operated by other non-profit educational organizations, foundations, religious groups and municipal and state agencies.

According to the FCC, the growth rate of educational radio has approximated two new stations per month during the past few years. Indeed, since 1962, easily 20% of all educational radio stations have come on the air, and this spurt of growth shows every evidence of continuing. Thus, it is interesting to note that educational radio is flourishing as never before in the age of television.

As a service to its member institutions, NER operates a nationwide tape distribution service, which makes available an average of five to ten hours each week of the best available educational radio programs for use on their stations. During this current year alone, this will amount to a total of more than 35,000 hours of programming distributed by the NER Network on an annual operating budget of less than $60,000. (Additional background information is contained in *Exhibit A* (in committee files): NAEB's statement re: proposed establishment of nationwide Table of Assignments for educational FM stations, filed with the FCC (Docket No. 14185).)

Mr. Chairman, I have not come here to bore you with a study in nostalgia about the so-called "good old days of radio". On the contrary, because of H.R. 6736, I have come here to share with this Committee exciting developments and plans—in short, the reemergence of educational radio as a force in American life.

On behalf of the educational radio stations of the United States, my colleagues join me in wholeheartedly endorsing the legislation before you—H.R. 6736. Our panel includes a number of distinguished citizens: The Chairman of the NAEB Board of Directors, a Chancellor of a State supported University, a man well-known for his many years as a Capitol Hill correspondent for commercial networks, a Vice President of an urban University, and the Executive Secretary of a State Broadcasting Authority. They will each report briefly on the vital role which educational radio plays in their specific area. In addition, I have submitted for the record written statements from the following interested parties: Mr. Leslie Paffrath, President, The Johnson Foundation of Racine, Wisconsin; The Honorable Robert B. Docking, Governor of Kansas, Dr. Frank Woolsey, Associate Dean of Albany Medical College, Union University; and Floyd Christian, Superintendent of Public Instruction for the State of Florida.

What I have to tell you is contained in greater detail in a report which has already been submitted to you for the record. (For your convenience, a copy of the summary of that report has been attached—Exhibit B (in committee files).) This major research study, "The Hidden Medium: A Status Report on Educational Radio in the United States", was prepared for NER by Herman W. Land Associates, Inc. of New York City, with the aid of a grant from the Ford Foundation. The Hidden Medium represents the first truly comprehensive study of the status and needs of educational radio, and covers virtually every aspect of the field: organization and administration, financing, programming, personnel, re-

search, technological developments and plans for the future. In short, it speaks directly to the challenges posed by President Johnson in his special message to Congress on "Education and Health in America", and describes the many ways educational radio serves the many publics which make up the American people. It is submitted to you, therefore, within the framework of the aims and intent of the proposed "Public Television Act of 1967". Specific references to the findings of the report will be made later in this statement.

At this point, let me address myself briefly to the Act itself. First, we applaud the inclusion of educational *radio* as an integral part of H.R. 6736. This important recognition, starting with the President's challenging Education message and carried forth boldly by the drafters of this bill, sets the scene for the full utilization of a vastly underdeveloped national public resource—to meet the growing and complex needs of education on all levels, and serve the broad community needs of the American people.

Through Title I of the Act, educational radio will be able, after almost fifty years, to begin to broaden its coverage so that *all* the people can be served, and not merely those fortunate enough to live within hearing range of the present patchwork-quilt pattern. While there are educational radio stations in 48 states and the District of Columbia (only Delaware and Mississippi have no such stations), some 134 of the 346 on the air today are bound to the hard reality that their signals may reach no more than two to five miles. Surely, this is not the way to adequately serve the overall community and surrounding area. These stations need more powerful transmitters, and Title I will help make this possible.

At the same time, there are many educational radio stations with adequate transmitters, which already serve their own communities well. We submit that in order to truly serve "the public interest", their programs should be made available to the greatest number of people. These stations want to do precisely that, but they need improved facilities and to do this, they need financial help—and Title I will help make this possible.

Educational and community needs multiply daily, but we have been fortunate to have had great advances in technology to meet these needs. With the further development and broad utilization of multiplexing, which permits several simultaneous signals to reach two and three times the normal audience, many more people can be served. As our report shows in great detail, educational radio stations are ready to move boldly to provide even greater diversity in programming—and Title I will help make this possible.

Moreover, there are too many areas within states which do not have any educational radio services at all. New stations need to be built—and Title I will help make this possible.

Turning to Title II, which calls for the establishment of a non-profit educational broadcasting corporation, the bill before you addresses itself squarely to the heart of broadcasting—namely, programing. Under Title II, it will be possible—for the first time—to provide sorely needed funds to create, produce, broadcast and distribute the highest quality programs. Through the Public Corporation, the finest talents in America can be harnessed to meet the myriad needs of the many publics it must serve: the local community, the citizens of the state and surrounding region, and the people of the nation as a whole.

In broadcasting terms, one could say, in the beginning, there is the program. That takes people, and that takes money. Money to create and produce the program and—there's no escaping this fact—that means in the beginning enough financial support for the operation of the station. This need is basic to the growth of a viable system of broadcasting. Once the program has been produced, it must be made available to the greatest number of people who need and want the program. And that means money—money for the development of inter-connected networks—statewide networks, regional networks, and eventually, a nationwide live, interconnected network. Furthermore, to insure both diversity and quality in educational radio programing, there is a great necessity for a national production center, capable of producing those programs of more than local interest, which go beyond the production capability of any single station. Within its very limited financial and human resources, the NER Network has attempted to fill this void. At best, these efforts are but a beginning. A great deal more must be done in order to make available the kind and amount of quality programing which the American public deserves. And Title II will, for the first time in educational radio history in this country, help make this possible through this imaginative, far-reaching proposal for a non-profit educational broadcasting corporation.

There has already been considerable comment—a good deal of it before this Committee—regarding the nature and scope of the Public Corporation. NER believes that, as presently written, this Bill wisely provides for the needed insulation from governmental control and/or interference. As we understand Title II, the Corporation will essentially be non-operational in nature—that is, it will not own any educational broadcasting station, system or network. It would, however, encourage the development and dissemination of programs by a system of grants to appropriate stations and organizations. Indeed, the NER Network provides some 35,000 hours of programming each year to educational radio stations, as well as making them available to schools, libraries, discussion groups, etc.; at no time in its 16 year history, has the NER Network controlled or interfered with the actual operation and program choices of local stations. What happens every day is simply this: the best available programs are *offered* to the stations; *they* decide which ones to use, which ones to reject. And the same holds true for networking. In September 1965, the first live, international network of educational radio stations took place, when NER covered in-depth the West German Parliamentary Elections for a three hour period. (See Exhibit C in committee files.) This significant broadcast, tying the American and European continents by electronic means, was carried by more than 70 NER stations. Only those stations which desired the coverage, used it. There was no way—even if anyone had wanted to—to control or interfere with the operations of these stations. In short, as long as the Corporation as envisioned remains non-operational in character, we believe that the rights of all parties concerned are adequately protected.

Let me turn briefly to Title III. The preamble of H.R. 6736 states: ". . . and to authorize a comprehensive study of instructional television *and radio*" (underlining supplied). Therefore, we assume that it was the intent—and properly so—of the drafters of the Bill for Title III to include a study of both radio and television for instructional purposes. However, the actual language of Title III as presently drafted is limited to instructional *television* only. Therefore, we urge that the language of Title III be appropriately amended to be consistent with the language and intent of the Bill as articulated in the Preamble.

The Senate, in passing S. 1160, took note of this and made the appropriate changes, including the name of the Act and Corporation to cover both radio and television: The Public *Broadcasting* Act of 1967, and The Corporation for Public *Broadcasting*. We heartily endorse those changes, and would be pleased to see the present bill H.R. 6736 incorporate similar provisions.

But to return to the services provided by educational radio. That its story is being heard by this committee, is itself evidence of the profound change that is taking place in national awareness of the medium. A short time ago, it was virtually unknown, in the sense that it was absent from public discussion. What is happening? In essence, a rebirth, a resurgence, and a reawakening. This is a major finding of the study referred to earlier. The report states:

". . . There are signs that educational radio has begun at last to respond with a budding aggressiveness to the almost overwhelming challenge posed by television; like its commercial counterpart of a decade earlier, it is awakening to the realization that no one medium can be all things to all men all the time, that there is a legitimate, important role that it, too can play in this complex, changing American society. A sense of restlessness among the station managements is noticeable, as though long submerged dreams were being allowed once more to rise to the surface.

"What accounts for the signs of ferment, the sense of things about to happen . . . ? The causes would seem to lie somewhere in the general foward thrust of the economy, the emergence of new educational technologies in time to coincide with the student population explosion."

The report notes that this period of change, a beginning phase ". . . is marked by a growing awareness within educational radio ranks that just as education itself has long ceased to be a matter of cultural enrichment for the privileged minority, so the medium can only rise to the future by broadening the base of its service to enable it to respond to the developing needs of the total society. Thus, while it can be expected to continue to serve the needs of those already well endowed with the gifts of time, aptitude and interest for things cultural, educational radio is beginning to bestir itself on behalf of the special groups within the society, such as the disadvantaged, the elderly, the minorities, etc., for whom it appears uniquely equipped to fill the media vacuum that generally prevails".

This has been one of the fruits of a long self-examination brought about by the very existence of television, the medium clearly destined for the central role in the emerging American communications complex. Indeed, we in NER are firmly convinced that a strong educational television system is of vital importance to the American future, and we are therefore completely and wholeheartedly in support of the bill to make Public Television an established part of the national scene. In facing the challenge of Television, educational radio has come to understand that it has not one, but many functions, that it can serve best by meshing its unique qualities with the total media pattern that best fits the given condition. Educational radio is coming to see itself more and more as part of a *multi-media* service to education.

In seeking to redefine its goals and functions, educational radio is coming to recognize that its future is tied to the concept of diversity. It thinks not only in terms of the mass audience to be reached at one time in competition with the other mass media, but primarily in terms of the total society as the sum of a vast number of smaller segments, each of which has its own interests and needs. Thus, educational radio must seek to serve many publics, rather than one of serving a myriad of social needs, while at the same time providing the broad cultural service which has been its contribution since its beginning almost half a century ago.

The medium has come to understand that its advantages are many, and considerable. From the educator's point of view, radio's economy makes it a most useful tool under many conditons. Because of its low-cost and the simplicity of its operation, which means it can function with a minimum of personnel and gear, educational radio becomes a flexible, highly efficient instrument whose usefulnees is limited only to the imagination and resourcefulness of those in whose hands its fortunes lie. (See Exhibit D—"Radio and its Relation to Higher Education in the United States" (in committee files)).

During the Senate hearings on S. 1160, for example, we witnessed how such qualities can be brought into play, through an excellent, operating example which demonstrates one of the ways in which television and radio can complement each other for the benefit of the American people. Those hearings were carried "Live" by educational radio. And all of the testimony was heard throughout the Northeast from Boston to Washington on six stations of the Eastern Educational Radio Network. It was heard "live" right here in Washington on the American University station, WAMU–FM. The only reason they were not heard "live" across the country on the NER Network is lack of funds.

Otherwise, they would have been. Moreover, the coverage was complete, from "gavel to gavel". At the same time, the hearings were being covered by television, through NET. This coverage was designed for the nighttime, prime-time audience, which saw highlights. As the report before you indicates, such important hearings covered in full or in part are one of the services educational radio can readily make available to the public because of its economy, flexibility and relative ease of movement. The same holds true for State legislative hearings, city council meetings, and so forth.

In the case of these hearings before this Committee, in keeping with existing House rules, our coverage takes the form of recorded interviews with witnesses and members of the committee. These special reports are heard daily over WAMU–FM in Washington, D.C., as well as member stations of EERN in six Eastern cities. In addition, weekly highlights are made available to the more than 150 affiliates of the NER Network.

The question today is how educational radio can best serve the public through the provisions of H.R. 6736.

To begin with, it must be understood that we are not dealing with one, easily definable thing. As the research study puts it, "Any attempt to deal with educational radio as one medium must fail since it is many media in one, like a mansion with many stories, each one of which has its own function and style yet is related to the overall design of the building to its total requirements. Educational radio is direct and supplementary instruction, cultural enrichment, informal adult education, general information; and on any one day, or throughout the year it may be any one of these, or a blending of them all.

"It is the classical music station which brings the best in music to a locality which otherwise might be without it; the agricultural station which presents but little music, but which is depended upon for expert information about farming; the in-school station that parents listen to so they can know what their child is being taught; the community station that goes out to seek community groups so they can appear on its air waves."

As I said earlier, one of the significant ways in which educational radio can improve its service to the country is by participating in the study recommended in Title III. Instructional radio is a most significant, though little known, resource which is benefiting millions of students regularly. While no definite figure is yet available, the best conservative estimate is that in-school instruction radio serves an audience of somewhere between five and ten million school children at the present time, so you see that they too have a stake in these hearings. This estimate is taken from questionnaires which formed the base of a major portion of the study "The Hidden Medium."

In-school radio is relatively inexpensive to produce, and is often more easily absorbed than other media by small children. It has the ability to capture the youngster's imagination, so that he learns quickly and easily. It is, moreover, a particularly valuable instrument to reach many of the urban children who have learning problems, and is already being used in that way.

This service is rendered primarily by stations which are owned by public school systems. Another important source is the college and university "School of the Air" and other instructional programs. A potentially important type of service is that offered by the Public Library System of Louisville through its stations.

Programs cover arithmetic, English, poetry, reading, writing, folk tales and legends, proverbs, literature, phoentics, languages, geography, physical education, social studies, history, economics, simple psychology, current events, art, science, crafts, biology, astronomy, guidance.

The vividness that in-school broadcasting can bring to education is exemplified in "Mike Cable, Special Correspondent," a series produced by WBFE Flint, Michigan. This program uses a fictitious character who roams all over the world, sending in reports from the Sahara, from a lumbering camp in Oregon, from Brazil. The objective of the series is to teach youngsters about the similarities, as well as the differences, between the various peoples of the world.

To the handicapped child, the sick and the disadvantaged, instructional radio is especially meaningful. WNYE, the Board of Education station in New York City, has been running a "High School of the Air" for 600 homebound and hospitalized pupils since 1949, offering direct instruction in English, general science, biology, American and world history. A radio receiver is placed in the student's home so that he can take these subjects.

Of course, recently, instructional television has entered the picture. But once the initial educational burst of enthusiasm for TV spends itself, many educators come to recognize that each medium has its own unique abilities and limitations. For example, The Wisconsin State Network's School of the Air discovered this with "Let's Draw," a long-standing in-school radio series. It was moved to television, where it failed as an instructional instrument. "It was found," according to Karl Schmidt, program director, "that the children tended to copy the television pictures we showed them as part of the series. Their imagination did not work as freely as they do in radio." The same series is now presented in "Radiovision," which combines color film strips when needed with in-school broadcasting.

Educators are also discovering that there are many instances in which a subject can be handled equally as well in either medium, and a most important observation—that frequently the economy and ease of radio production far outweigh whatever advantages television may possess. Indeed, in a great many instances, the great economy of radio instruction makes it the ideal medium for instruction. It is interesting to note that in New York City, after five years of television instruction, instructional radio has surged back. Today, some 22,000 classes use the medium, more than the number using television.

More significant perhaps, are the rising number of cases which see the two media being used together, in complementary form, as with KDPS Des Moines, which broadcasts TV and radio courses in Spanish, literature, English, history and speech improvement.

If I may pick an argument with Marshall McLuhan, so far as education is concerned, it is not the medium which is important, but the message. That is, educators are thinking more and more in terms of *systems* of educational technology, rather than in media terms per se, selecting the medium, or media combination, best suited to the individual problem, discarding those which may not for the moment be needed or useful. Under this sophisticated approach to education, the media are properly subordinated to the needs of the instructional task at hand.

Commenting on the problems, as well as the potential of instructional radio, The Hidden Medium states: "At a time when teachers are either in short supply or inadequately prepared for their teaching duties, when the cost of employing teachers is rising sharply, when curricula are constantly being revised and when the demand in urban areas is for more attention to children who have special educational problems, in-school broadcasting clearly has the potential to be of considerable assistance. But support of it must go beyond mere financing. The medium must be completely integrated into the educational system . . . :

To move along to other areas of programming services, Educational Radio seeks to cover subjects with a depth and thoroughness so often missing on the air today. Its news stresses commentary and analysis; its agricultural services keeps the farmer abreast of weather and crop information; its public affairs covers a multitude of subjects intensively; its community affairs presents stimulating issues; its cultural enrichment presentations offer the best in music and the fine arts. I call your attention to the section of programming as well as the Station profiles in the report. "The Hidden Medium", which documents thoroughly educational radio's record of achievement and services to its listeners.

The report observes: "Educational radio's public affairs services have three distinct characteristics: (1) They cover the widest range of domestic and international issues; (2) They usually furnish the subjects they treat all the dimension and depth needed; (3) They feature a notable list of authorities and experts to disseminate information."

In public affairs, though the one hour length is common, treatments of eight-to-ten hours are not uncommon. A growing program type is the recorded conference or seminar in which the views of scholars and experts are extended to the world outside, as you will hear described by one of our witnesses, an important figure in the development of such programming. Among public affairs topics treated last year were poverty, minority and urban problems, pollution, student unrest, the new morality, alcoholism, drugs, state and federal changes in laws; internationally such topics as Vietnam, Chinese-American relations, Russia, Communism, NATO, and a host of others.

Here are some highlights from the programs presented last year by a few educational stations: The Kansas State University outlet, KSAC, Manhattan, Kansas produced a year-long comprehensive series on poverty in 1966 in which it covered Operation Headstart, the Neighborhood Youth Corps and the Kansas Technical Assistance Program.

WBFO, State University of New York at Buffalo, has produced several series concerned with minority problems. These include "To Be A Negro," "Discriminating on Discrimination," "Buffalo Urban League Report," "Nation Within A Nation," the story of the Iroquois Indians.

WKAR, East Lansing, Michigan, licensed by Michigan State University, presents a minimum of seven hours a week of agricultural programming and during the sumer when Daylight Savings Time is in force, ten hours weekly. During its annual "Farmers Week," at which attendance often runs as high as 25,000 people, live speeches, discussions and convocations are broadcast.

Another Michigan station, WUOM Ann Harbor, licensed by the University of Michigan and which also operates WVGR Grand Rapids, has made an unusual contribution to community involvement through its cultural programs. This year it carried 13 one hour programs that featured musical groups representing a large number of high schools in the state. Heard in this series were school bands, glee clubs, orchestras, student soloists, choruses, vocal groups and small ensembles. A total of 3,000 high school musicians participated in these programs which were carefully selected to present a cross section of communities of various sizes and music instruction activity. Another music project of these stations, "Festival of Song", is used in over 200 elementary schools throughout Michigan and is listened to by 80,000 elementary school children. This series, now in its 16th year, is rebroadcast throughout the state over 25 or more commercial stations.

An extraordinary news service was rendered by WBUR Boston, Massachusetts in 1966, one which brought in the 1967 Tom Phillips Award from the UPI Broadcasters Association. During a five-week newspaper strike, the station presented five hours of news and information daily to Boston listeners. This "Newspaper of the Air" brought the listener features not available from other emergency news services—including national columnists, comics, TV listings, etc. Altogether the station logged a total of 120 hours of news and information.

WGUC, the University of Cincinnati station, in that city, not only broadcasts a distinguished series of cultural fare, but in addition, last year presented 136 programs dealing with community needs and problems. These were produced in cooperation with the Board of Education, the Parents-Teachers Association, the Hamilton County Juvenile Court, the Board of Health, the Taft Engineering Center (water pollution), the Kettering Laboratory (air pollution), the Public Library, the Council on World Affairs, the City Planning Department, Urban Renewal Department, Jewish Family Service, Society For Prevention of Cruelty To Animals, Playhouse in the Park and Art Museum.

In terms of special audiences, our older citizens have been served by educational radio with such programs as "Sixty Plus," created by WOI Ames, Iowa, the Iowa State University station, and distributed to a large number of stations, and by "The Challenging Years," a series produced by KBPS, an in-school station in Portland, Oregon. The youth of Kalamazzo, Michigan, living in a time of changing sexual mores heard Dr. Mary Calderone lecture on "Developing Healthy Sexuality," a three part series broadcast on WMUK, the Western Michigan University station in that city.

WUOT Knoxville, the University of Tennessee, has acted as a unique cultural resource for its region for many years. During the month of November it offered 50 hours of serious music taped and recorded from the library of Congress and other sources, 350 hours locally produced from recordings and another 13 and three quarter hours of other music including jazz.

An unusual program operation is WFPK and WFPL Louisville, Kentucky, two stations licensed to the Free Public Library of that city. Though these stations produce no programs of their own, they have an archive of 100,000 of them on tape. This is one of the largest archives of its kind. Through closed circuit phone lines, these stations make their tapes available to, not only 13 branch libraries, but also to the University of Louisville, Bellarmine College, Catherine Spalding College, the General Hospital of Louisville, the Kentucky School for the Blind and two local high schools.

A central facility for pulling together the best of the programs created by many of the educational radio stations is the National Educational Radio Network (NERN) started through a grant by the Kellogg Foundation in 1950 to the NAEB. The NER Network exemplifies to a considerable degree what even a modest operation of this kind can do to provide educational radio services to the people of America. Essentially it is a distribution center which duplicates and distributes the finest program material produced by and for educational radio stations. Up to now, it has done virtually no centralized production of network programs for lack of funds but is a non-interconnected tape network. (For a discussion of the value of an inter-connected network see statement by Albert Hulsen of the Eastern Educational Radio Network, page 547.)

Statistics show the extent of growth of this unique service. In 1951, the first full year of operation, NERN offered 458 programs for a total of 10,550 hours of broadcast time. By 1966, the program services had almost quadrupled—1,895 programs and the total broadcast time tripled—31,371 hours. During its first 13 years of operation (through 1966) the grand total of programs distributed was 20,370 and total broadcast time was 325,964 hours. This year, to add another mind-staggering statistic, 85 million feet of tape will be distributed, representing more than 35,000 hours of programs.

These program services are made available not only to member stations but to a large number of other users. They include libraries, schools, discussion groups, commercial radio stations, campus closed circuit broadcasting organizations, and even individuals who request tape recordings of NERN programs.

Though the fees provided by affiliates have made NERN essentially self-supporting, it is obviously not able to develop its full potential on that support. As the budgets of educational radio stations have shown (referred to later in this statement), their financial resources do not permit them to pay more than modest sums for this kind of service; often when these stations need equipment, they may cancel their membership for a year or more, only to rejoin later when their immediate crisis is over.

The total operating budget of NERN is less than $60,000. It permits this service to continue, but no more. Many of the original pieces of mass duplicating equipment purchased in the network's first two years are still in operation, though the manufacturer has long since ceased to make parts for these models. Should this equipment break down and funds for capital equipment be needed, the NERN would be hard put to find them. The small staff of the facility which is housed

at the University of Illinois in Urbana, is both seriously overworked and underpaid and have earned the reputation among many of their colleagues as "miracle-workers."

Despite these handicaps, NERN continues to provide rich and varied fare. Its programs offer current information and orientation, material about the physical sciences, the arts and literature, the social sciences, mental and physical health, music and programs for children. Among subjects explored on recent NERN-distributed programs were: narcotics, prisons, world population problems, the impact of atomic energy, American ideals, the effects of smoking, contemporary psychiatry and women's role in society.

An important part of NERN services are its programs for in-school stations which provide instructional programs for the schools. They are furnished with series which deal with science, foreign languages, guidance, English grammar, writing and literature, music and art, safety and health and social studies. Many of the smaller school districts which do not have the funds to produce their own in-school series depend to a considerable degree on our NERN instructional programs. In the past two years, for example, there were several in-school stations which had to cancel their membership in NERN because of budgetary problems. This caused the stations to seriously curtail their in-school radio schedule because they did not have as many programs to present as in prior years.

In addition to programs coming from the affiliates themselves, many series come from a number of foreign and domestic sources. A sampling includes the Federal Security Agency, the Church Peace Union, the U.S. Army, the Air Training Command, the Eastman, Manhattan and Interlochen Schools of Music and the American Medical Association. Foreign sources include the leading international broadcasting organizations from many countries such as the BBC, the CBC, Radio Nederland, Radio Belgium, RAI (Italy), Radio Sweden, Radio Israel, etc.

A highly significant step taken recently to add to NERN services was the establishment of the NER Public Affairs Bureau in Washington. Its first effort is a weekly half hour series titled "NER Washington Forum." (See Exhibit F for program list (in committee files).)

There is clearly a need for not only national but international coverage to keep the public better informed as the world increasingly grows more complex. Here NERN provided, as cited earlier, live interconnected coverage of the German elections in 1965. The broadcast was received by more than 70 member stations.

Yet this coverage was only made possible by a $12,000 grant from the German Information Center. It is hoped that the satellite, with its promise of efficient and economical access to continents, will help overcome what seems at this point an insurmountable financial barrier.

In any event, it will take a larger budget which the NERN stations are not able to afford. The Carnegie Commission Report on ETV stated that the present yearly NET budget of $8,000,000 was insufficient to maintain the desired level of quality ETV production. Given one tenth of that figure, $800,000, NERN would bring forth riches unmatched in the history of radio. Remember—it now provides services with less than $60,000 per year. The passage of Title II of H.R. 6736 would correct the distance between an adequate service and one which makes full use of the medium's high potential.

As President Johnson stated in his message to Congress: "Dollars alone cannot do the job—but the job cannot be done without dollars." One of the most basic set of findings in The Hidden Medium deals with the harsh realities of educational radio's poor financial position. These are based on 135 respondents to a 25-page questionnaire. Some of these findings are frankly alarming. Let me illustrate:

1. Approximately one-third of the educational radio stations (32%) must operate on less than $10,000 per year. (Table 1 of The Hidden Medium)

2. 53% of all stations have less than $25,000 per year for their total operating budgets.

3. 73% have less than $50,000.

4. Indeed, only six stations have budgets over $200,000, and most of these represent multi-station operations.

5. Regarding adequate staffing, 77% report they need more personnel to improve broad community services. (Table 2) Some 61% of the program staffs have to serve in other functions. (Table 2a)

6. Are people in educational radio adequately paid? (Table 3) 5% of stations report no salaries at all; another 5% pay a total of less than $1,000 yearly to

staff. 10% pay a total of less than $2,500 annually. Altogether 37% pay less than $10,000 in salaries each year, and a total of 68% less $20,000 in salaries.

These facts speak for themselves. That anything meaningful is being done in educational radio at all given these financial hardships, is short of miraculous. A number of leading critics and writers in the field have spoken eloquently to this point quite recently, among them Jack Gould of the *New York Times*, Robert Lewis Shayon of the *Saturday Review*, Joseph Sullivan of the *Boston Herald* and an editorial from the *Christian Science Monitor* and an article from *The National Observer*. (Exhibits G, H, I, J, and K in committee files).

But there is more to the "shoestring budget" story, as Mr. Gould has called it. Among other examples found in our survey:

7. Less than one third of the stations (31%) say they have adequate newsroom facilities. (Table 5)

8. How much money is available presently for program purchases? (Table A–2) 33% have less than $1,000 yearly for this purpose; another 25%, less than $2,500. Only five stations report program purchases over $10,000. And, believe it or not, 6% sadly report they have *no money* for this purpose.

9. How and where does the licensee seek additional funds for station operation? (Table A–3) 40% receive no additional funds, above their regular budget; only 8% report any help from foundations, 5% have at some time received some form of government aid, and 2% must borrow money to stay on the air.

10. How dependent is educational radio on part-time help? (Table A–4) Only 13% have none; 54% depend on one to six part-time employees regularly; another 16% need more than ten part-time workers to get the job done. The majority of these part-time workers are students.

11. How often does outside talent get paid for appearances? (Table A–9) Almost two-thirds (64%) never pay talent. Only 1% always pays for guest appearances.

Indeed, the findings are still coming in. Here are several just completed and brought to my attention this week:

12. 72% have not received grants for programming purposes.

13. Only 18% belong to some form of network of educational radio stations in their general area.

In spite of these severe financial restrictions, important community services are being performed: at leat 43% provide program material on tape to local organizations, such as PTAs, civic groups, schools etc. They also broadcast a wide range of programs in cooperation with local, state and national organizations, including: discussions (36%), interviews (35%), music (17%), spot announcements (16%), public information (12%), news and documentaries (16%), miscellaneous features (18%), drama (15%).

Other pertinent findings in The Hidden Medium dealing with related areas:

14. *Research:* This is undoubtedly a weak area in educational radio's story. Only 37% of the respondents to the NER questionnaire conduct any resarch on the size of their audience; 42% conduct studies on program effectiveness; and 39% do some resarch on the composition of their audience. Clearly, much more remains to be done in the area of audience and program research. Again, without adequate funding, it *cannot* be done.

15. Another illuminating finding in the Report is the degree to which educational radio stations supply programming to commercial stations, thereby greatly enlarging their audiences. (Table 8) According to the survey at least 59% of the stations *do* supply programs to commercial outlets, and some stations, as described in The Hidden Medium, do so to more than 100 stations weekly.

16. One surprising aspect of the findings is seen in Table 7–7a of the Report, which deals with outside sources of programming. While all the respondents utilized a variety of sources, both domestic and foreign, the total number of hours of programming supplied by National Educational Radio (NER) is greater than all other sources—from all over the world—combined.

17. While we have already seen how limited educational radio budgets are, it is important to note that 69% of the responding stations are asked to produce programs by outside organizations (such as League of Women Voters, community groups, etc.). (Table A–6) But it should also be noted that 19% said that they were unable to do so when asked because of lack of staff.

18. Of considerable importance is the role that the legal licensee plays in the station operation. (Tables A–7a–d) While the licensee "participates a great deal" in decisions of policy regarding budgets, slightly less than half (48%) are just as involved on equipment matters, 45% on personnel decisions, and only 31% regarding programming decisions. In terms of overall active participation

in the operation of the station. Table 4 shows that 25% keep close scrutiny on a daily basis, 4% weekly, and 70% monthly or less.

19. The stations were asked whether they provide programming services to specialized audiences such as shut-ins, the handicapped, physicians, etc. Table A–5) 38% replied that they presently are engaged in this kind of programming.

20. 58% of the stations alter their operating schedule during the summer months, many of them staying off the air entirely during that period. All too often a key factor in making this decision is a lack of sufficient operating funds.

The Hidden Medium contains a wealth of information about the status and needs of educational radio—in detail and scope never before available. These specific findings cited above are but a sampling of the documentation describing the services of educational radio.

Even as these hearings are in progress, there are important decisions being made which will affect the future development of educational radio. To illustrate, we recently learned of the following important actions:

1. At least three more states can be added to the growing list which has plans for the development of statewide educational radio networks: Maryland, Hawaii and Vermont. (As mentioned earlier, our report indicates that at least 17 other states have similar plans.)

2. In the closing hours of the current legislative session of the Maryland General Assembly, a bill was passed to broaden the authority of the Maryland Educational-Cultural Television Commission to include educational radio. The new law changes the name of the agency to: Maryland Educational-Cultural Broadcasting Commission, and authorizes the Commission to operate educational FM facilities. In taking this action, the Commission pointed out that, with production and broadcast facilities already planned for television, the cost required to add a fully multiplexed statewide radio network would be relatively small.

3. One educational radio station serving a large metropolitan area, KXKX, San Francisco, had to leave the air this June, due to severe shortage of funds.

4. A leading in-school station, WBGO, Newark, New Jersey Public Schools has plans to expand its pilot series with Project Headstart; it has some private funding but needs more for its program which would enrich the lives of many disadvantaged children this summer. This instructional radio station, incidentally, won the coveted Japan Prize a year ago, in international competition with more than 40 countries (the only American radio station to do so) for its in-school series on the American Negro, called "Glory Road". This same station was threatened with leaving the air permanently about one year ago after 19 years of service; again, because of lack of operating funds.

5. WAMU–FM, American University Radio in Washington, D.C., has plans to expand on-the-air credit courses this fall, and looks ahead several years when it expects to offer a full complement of required undergraduate courses via radio. This is being done because there are too many people who cannot come to the campus and need and want this education; it is also being done because the growing enrollments are climbing much faster than the University's ability to build enough classrooms and enough teachers to meet these needs.

6. Discussions are going on in a number of states regarding the possibility of utilizing already existing statewide ETV networks as an efficient and economical way to "piggy-back" or "hitch-hike" a statewide educational radio network. One very recent possibility would involve the South Carolina ETV system. This is a good example of how both media could work together to better the lives of their listeners and viewers, both at school and at home.

As you can see, much is going on. The Hidden Medium is filled with plans and services, some already underway, some waiting for financing assistance, some still on the drawing board. But all of them are looking ahead: to provide better service, broader service, to more people.

Today, Educational Radio stands at the threshold of an exciting new era of expanded service to the American people. Frankly, whether it actually delivers on its great promise depends on whether it receives sufficient financial support.

For a detailed description of current plans in the field, please see the section of "The Hidden Medium" called The New Frontiers of Educational Radio (Section VIII). Here are some of the things educational radio stands ready to do, if given even modest help. The plans, many of which are on the verge of fulfillment, are directed toward expanded and new forms of community service; helping the disadvantaged, the elderly, the chronically ill, the poor, the migrants, the retarded, the ethnic and racial minorities, working with the socially ill, juvenile delinquents, criminals, drug addicts, alcoholics: enlarging instructional

services for students on branch campuses, adults, and those taking post-graduate courses leading to degrees; vastly increasing the range and extent of professional communications to physicians, nurses, veterinarians, lawyers, pharmacists; local, state and federal agency employees: farmers, county agents, teachers, and so forth.

Here are examples: An in-school station in Indianapolis plans a "Want Ad Job Center of the Air" for young people;

A Flint, Michigan, in-school station will be offering adult education on the air;

Tying in with Boston University's Metro Center, the University Station, WBUR, has a counselor for a program which offers on the air education advice to adults;

Seattle's KUOW is expanding its community service with more attention planned for housing, employment opportunities, minority groups, air and water pollution, and so forth;

In Athens, Ohio, WOUB is working to encourage industry to hire employees from the poorer areas;

In Alaska, KUAC is working on a series dealing with the problem of homemaking in the bush country;

In this city, American University station WAMU is experimenting with methods of correcting language deficiency among the culturally and economically disadvantaged, working with funds made available through Title II of the Elementary and Secondary Education Act;

Also trying to get Title III ESEA funds in KANW Albuquerque for literacy training among the large number of local youngsters who speak Spanish or various Indian dialects;

A most interesting attack on illiteracy is being planned by the Palm Beach County School System in Florida to serve the Spanish-speaking migrant workers of Southern Florida, for whom an FM station would be specially constructed;

In St. Louis, an application has been filed for a community station designed to serve the lowest Negro income levels, but the project has been temporarily halted because of inability to solve long-range funding problems.

From Chancellor McNeil you will hear what a full network radio service can mean to the people of an entire state. Now a number of American states are working to build the kind of network service that has been so important to the citizens of Wisconsin for thirty years including: Colorado, Florida, Iowa, Kansas, Kentucky, Michigan, Minnesota, New York, Ohio, Oregon, Pennsylvania, South Carolina, South Dakota, Tennessee, Washington, Missouri, Texas.

This indicates the need for a nation-wide educational FM allocations plan, similar to that already in existence for ETV. At the present time, the FCC is considering such a Table of Assignments. As can be seen from NAEB's filing on this matter (Exhibit A Attached), we have strongly urged that such a plan be fully implemented as soon as possible. As stated earlier this week by a representative of the Department of Health, Education, and Welfare, until such an allocations table exists, it will be more difficult for educational radio broadcasters to get the help they need under Title I of this Act.

These are not idle notions, but serious plans at various stages of development. In some cases, the radio networks are being viewed as "piggyback" or "hitch-hike" riders on ETV systems for reasons of economy. This is true, too, of multiplex networks. Microwave networks can provide a high grade channel for stereo broadcasts and an almost unlimited number of high frequency channels.

What a State-wide network, fully developed with main channel and multiplexing potential could mean to a state is vividly seen in the statement by the University of Minnesota, "The Potentials For Minnesota of an FM Station and Network", contained in The Hidden Medium (VIII–19).

Perhaps the most significant of the many recent developments in radio for the future is multiplexing. It has opened up a vast number of opportunities to serve specialized audiences. Multiplexing permits one or more signals (known as subchannels) to be transmitted simultaneously with the main channel signal. (You may already be familiar with the principle through stereo broadcasting or "storecasting".) The multiplex signal can only be received by a special receiver or FM adapter.

The marvelous vistas beginning to unfold around the availability of this technological advance arise from multiplexing because it permits a broadcaster to "have his cake and eat it too." Sub-channels can be used to serve the needs of a

great number of special audiences, while at the same time, they maintain general, "public" programing of cultural enrichment and general education and information on your main channel. This for the first time permits the broadcaster to resolve the dilemma created by his apparent contradictory need to serve both the general and special audiences simultaneously.

Already some 15 stations have authorizations for multiplexing, but we can expect a rapid increase in applications to the FCC in the near future. What will these authorizations make possible? If you think of the population of the country not as a mass, but as an aggregate of a infinitely varied number of sub-groups, you can envisage how a highly developed multiplexing system can function. While on the main channel, the broad public programing is sustained, the subchannels convey an endless variety of information and education aimed at the subgroups. An example of what is possible appears in the extensive plans of the University of South Dakota, which now possesses only an AM station. Under its proposed FM multiplexing network service, University departments would provide service to parents of retarded children, physicians, laboratory technicians, public school teachers, lawyers, businessmen, municipal government officials, nurses, social workers, and athletic contest officials. Program services from outside statewide groups would involve the South Dakota Society of CPA's the Alcohol-Narcotics Education Association, three major veterans associations, the Association of Assessing Officers, bankers association, Bar Association, Association of the Blind, the state division of the American Cancer Society, dental association, Volunteer Fireman's Association, the state historical society, the Fair and Exposition Association, two sheriff's associations, and so on.

The Hidden Medium contains a wealth of such ideas. What is involved is not only transmitting equipment, which is relatively modest in cost, but receivers, which are relatively expensive. Certainly, if Title I can be so interpreted as to include multiplexing facilities, some great strides can be made by educators, who cannot be expected to bear the full cost of this equipment under present conditions.

The Hidden Medium includes an incisive list of observations and recommendations which are directly relevant to the role of educational radio in the legislation being discussed. The Report indicates:

> "Before educational radio can be properly developed as a national resource, there must be clear recognition of the primitive level on which so many parts of the field must operate. When the most immediate need is an office typewriter—an actual case—talk of new horizons of radio service must appear visionary at best. In sum, the starting point of any national building plan must be the stark truth: radio for the most part is underfinanced, understaffed, underequipped, underpromoted and underrresearched. That its program service is nevertheless exemplary, should not be allowed to obscure its true predicatment.
>
> "1. The need for financing is self-evident, so much so, indeed, that to dwell on it at length would mean merely to elaborate the obvious. If this study has made anything clear, it is that basic financing is the key need: financing for facilities, equipment, personnel, training, programing and production. Financial assistance is also needed for in-school radio. These stations, now on part-time, could provide service at nights, on week-ends and during the summer months; they could become, in the fullest sense of the pharse, true community stations.
>
> "2. There is a profound lack of knowledge in educational radio about itself which only research can fill. Major research studies are necessary to develop information on audience composition and size, and community and special audience needs. The total job that needs to be done in educational broadcasting is so huge that more broad research is needed to develop detailed proposals to cope with the great inadequacies in budget, personnel, facilities and equipment revealed in the present study. At least a beginning is needed to develop audience research, prior to programming, so that it can be integrated into these services, and to do effective research after the program is heard to supply the necessary feedback information so essential to the proper functioning of a dynamic communications medium.
>
> "3. There is a need for increased understanding on the part of educators of the resources at their command, of the value of educational radio as part of an integrated system of educational technology; too often the failure of educational radio is in reality only the failure of educational authorities to utilize the medium effectively. As a beginning, they must learn to distinguish those subjects best taught on television, as well as those taught as

well or more easily and economically. The cost per pupil is at least two-and-a-half times as high on television as on radio.

"4. If the full potential of multiplexing is ever to be realized, a massive attack upon the high cost of receiving equipment must be successfully waged. A partnership between government, industry and education is indicated which looks to large-scale social projects requiring a large volume of receiver production in order to stimulate design and manufacture of low-cost receivers. A pilot project, conducted under the aegis of the Department of Health, Education and Welfare, might well be undertaken to test the value of multipelxing in an urban environment.

"5. The Federal Communications Commission's current efforts to develop a Table of Allocations for Educational FM should be pushed to a successful conclusion. Such a Table is essential to the assurance of adequate national coverage and the development of state-wide networks.

"6. Educational radio's ambitions toward national and international coverage should be encouraged and supported. Given commercial radio's unmistakable, and perhaps irreversible, local trend, there is a decided national stake in building educational radio as a major instrument of national and international communications. The NER Public Affairs Bureau and the NER Network could well serve as the starting point. Radio, moreover, should be included in all plans for satellite communication. Because of the relatively low cost of such radio operation, the early stages could be financed through modest foundation grants until some form of permanent financing emerges through the national discussion on the future pattern of educational broadcasting now under way."

As Fred Friendly has stated: "Educational television will show us the picture; educational radio will stir our imagination. Together, they can—and must—play a dynamic part in the communications revolution. I'm delighted to see educational radio's new forward thrust."

Mr. Chairman, I end on that note—looking towards the full working partnership of these two great media: educational radio and television on behalf of the many storied mansions they must serve—the American people.

Thank you.

Mr. SANDLER. Now I would like to move to the other members of the panel.

Our next panel member is Mr. Edwin G. Burrows, chairman of the joint NAEB board of directors and a member of the National Educational Radio Board. He is manager of stations WUOM and WVGR, both licensed to the University of Michigan.

STATEMENT OF EDWIN G. BURROWS

Mr. BURROWS. I am here to speak in support of H.R. 6736, which has provisions paralleling those in the Senate, S. 1160, which I believe can make a significant contribution to the growth of educational radio as well as educational television.

In its issue of June 19, 1967, Broadcasting magazine reported a statement by Fred Friendly:

I would call the possibilities of noncommercial radio at least equal with those of public television.

The article then goes on to say:

Some sample of educational radio opinion was achieved in hearings before Senator John O. Pastore's Communications Subcommittee on the Public Television bill. There, educational radio broadcasters demonstrated sufficient interest in the idea of further Federal support and inclusion in the Corporation for Public Television project that the scope of the bill was broadened and the name was changed to Corporation for Public Broadcasting.

I applaud Mr. Friendly's statement. And, in view of the fact that radio has been included for the first time in proposed Federal legislation, both in terms of support for facilities and for additional

support stemming from the creation of a corporation, it would appear appropriate and consistent to call this legislattion the Public Broadcasting Act of 1967 and the Corporation for Public Broadcasting.

The broad scope of educational radio's achievements, goals, and needs nationwide will be dealt with by others. I would like for a moment to review developments in my own State of Michigan.

No State is unique, although Michigan can easily defend its position as a leader in industry and education with a long history of dynamic growth and inspired contributions to social welfare.

But our history and experiences in the field of educational broadcasting can serve as an example of what has happened in many other States.

In the early 1920's, several educational radio stations were attempted in Michigan under the auspices of educational institutions. Only WKAR, the Michigan State University AM station in East Lansing, survived from that day to this.

For 26 years, from 1922 until 1948, WKAR was the only educational radio operation in the State. The reasons are complex. They involve academic conservatism, uncertainty on the part of educational broadcasters as to their goals and their relationships within their own institutions and with commercial broadcasting, a lack of suitable frequencies on the standard radio band, and a lack of financial support.

After World War II, some of these hurdles were overcome. The educational explosion brought with it renewed interest in the capabilities and contributions of educational radio. The FCC set aside frequencies on the FM band for the exclusive use of educational radio.

Under the impact of television, commercial radio floundered, but educational radio saw its great opportunity. The best of the older medium could be preserved, alternative programing could be provided, and broadcasting could be made an integral part of the educational process not only for students on campus but for children and adults as well.

In 1948, in Michigan, the Detroit public schools, the University of Michigan, and Michigan State University all inaugurated FM radio stations.

Within a few years Western Michigan University, Wayne State University, the Flint public schools, the Highland Park public schools, and the Royal Oak public schools acquired radio stations.

In 1961, the University of Michigan went on the air with its second radio transmitter, WVGR in Grand Rapids. Since that time, educational radio stations have been licensed to the Interlochen Arts Academy, Spring Arbor College, Northern Michigan University, Central Michigan University, Eastern Michigan University and the Warren Consolidated Public Schools.

Michigan Technological University in Houghton will go on the air this fall, and other license applications are pending.

To repeat: for 26 years there was only one educational radio station in Michigan.

Since 1948, 15 stations have gone on the air. The growth has been phenomenal. Today, nearly 20 years after the explosion, we have come a long way, but enormous problems remain. Much remains to be accomplished and the opportunities were never greater than they are today.

Educational radio, however, has grown up. Professionals and specialists are involved in almost all operations. We have, hopefully, gained wisdom and expertise in assessing the interests and needs of the public far beyond the borders of our individual campuses, and in serving those interests and needs. We have gained insight but we have not gained the financial support to realize the goals we have set for ourselves.

What are some of the difficulties and how can this legislation help to remedy them?

All of the educational radio stations in Michigan are associated with school systems, colleges, and universities. Their resources, both in terms of budget and talent, vary considerably. The major university stations program chiefly for adults, providing both direct instruction and broadly educational or cultural fare to off-campus audiences. WDET, Wayne State University, has offered numerous courses for college credit. The school stations program extensively if not entirely instructional materials for classroom use. No firm lines can be drawn, however.

The Flint public schools, for instance, have seen a responsibility to serve the community and have broadened the scope of their programing to appeal to adults in hours not devoted to schoolroom instruction.

The Royal Oak public schools broadcast regular meetings of their city council.

The University of Michigan, on the other hand, has almost, since the inception of WUOM, produced two weekly half-hour programs in elementary music instruction. These programs are heard and used each year by between 60,000 and 80,000 schoolchildren throughout the State.

WKAR, Michigan State University, has performed extraordinary services to specialized audiences including farmers, agricultural agents, veterinarians, social workers, and so forth.

These special services on university stations, it should be emphasized, are in addition to a basic fare of the best in cultural programing including live concerts, dramatic programs, preschool children's programs, and extensive public affairs programing and news coverage.

This diversity of services, with a growing emphasis on community needs, has been inhibited by budgetary limitations and a lack of statewide planning as well as interstate planning for the most effective use of the variety of resources. The will has been there, as evidenced by a number of cooperative enterprises, but not always the way. Let me give two examples.

In Michigan, beginning in 1948, programs have been exchanged by line and by tape between educational stations. An informal off-air networking has been used to relay programs of special news value from one side of the State to the other and has been recognized as the core of a civil defense network.

In 1959 the managers of the radio stations at the University of Michigan, Michigan State. Wayne State, and Western Michigan agreed to begin a weekly series of programs called "Midweek Michigan."

The original plan, which has not altered for some 5 years, called for a round-robin type of live broadcast, carried simultaneously by all participating stations, each station contributing a news story of between 5 and 7 minutes' duration.

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Shortly thereafter, the Flint public schools station joined in the network operation. "Midweek Michigan" has developed into a hard-hitting documentary, dealing each time with a single topic.

Among the subjects covered have been a question-and-answer session on fiscal reform with Governor Romney, an investigation of the motor-bicycle laws which has influenced State officials to recommend new legislation, and a discussion of teenage drinking and drug use.

Three awards have been given to the series for "creativity in adult education."

Such jointly sponsored programs indicate the possibilities in statewide cooperative ventures. But the hard reality remains, that today "Midweek Michigan" alone represents a considerable sacrifice of time and personnel by the few stations participating, and secondly, that many of the State's key educational stations cannot participate on a live basis because there are no funds to effect an interconnection either by line or microwave.

Title I of H.R. 6736 could provide the means of interconnection.

Under title II, the proposed Corporation for Public Broadcasting could consider support for this and for other programs.

My second example involves interstate cooperation. On July 10 of this year, a special broadcast was originated on the campus of the University of Wisconsin in Madison, Wis.

Twenty-two educational radio stations in five Midwestern States: Wisconsin, Minnesota, Michigan, Illinois, and Ohio, carried the program live. Some 600 miles separated the stations at either end of the interconnection. This interconnection was achieved entirely by off-the-air relay—no telephone lines were involved.

While this event may not seem revolutionary in comparison with the daily line operations of commercial networks or a worldwide hookup by satellite relay, it illustrates several points I think are especially pertinent to our considerations here. While transmitters in five States could be linked inexpensively, numerous other educational radio stations in the same States could not be included because (1) the distances between transmitters prohibited off-the-air relay and funds were not available to underwrite line costs, and (2) a number of the potential relay stations were off the air during the summer months because their budgets do not permit year-round operation.

This broadcast amply demonstrated to my mind the willingness and eagerness among educational institutions to share their resources in a mutually beneficial fashion. And let me emphasize that while experiments are necessary to solve the technical problems of interconnection, we are not interested in a gimmick for the sake of a gimmick, or the linking of hardware as an end in itself. We are concerned with the program and the audience.

The potential for reaching an enourmous audience with the shared resources of our various institutions, the potential for creating a dialog between experts on various campuses and with the listeners themselves, is there, but without the assistance which Federal support can supply this goal cannot be realized.

Michigan educational broadcasters are also deeply concerned by another fact of life. The majority of the State's population resides in the lower third of the State. Here the major educational institutions and school systems are located. How can the rest of the popula-

tion be served? There is one educational radio station in the middle section of the State.

This fall there will be two in the Upper Peninsula covering only a small portion of the large area. For years, educational broadcasters have had to rely on the cooperation of commercial stations to reach audiences in areas where educational radio stations cannot be heard.

This cooperation, while friendly, is limited by economic factors. It is one of the ironic paradoxes we have had to face that in the Upper Peninsula, for instance, where economically and educationally disadvantaged audiences could benefit most from educational programs, commercial stations must also struggle for an existence and literally cannot afford to carry such programs to any extent.

The answer seems obvious: Educational radio can serve these audiences but new stations must be built and properly financed and the means found to achieve live interconnection with existing stations in the southern portion of the State.

It is my belief that this worthwhile goal can only be achieved through Federal support as recommended under titles I and II of H.R. 6736.

Further, the research called for under title III of this legislation could pinpoint those subjects in the purely instructional field most needing attention and perhaps indicate how educational radio, in cooperation with educational television, can treat those subjects most effectively.

The contributions, both financial and advisory, which could be realized from all three titles of this bill, coordinated with planning groups or commissions organized under the aegis of the State, could go far toward solving some of the existing overlap caused by the diversity of purposes and resources, could help to fill in the existing gaps in coverage, and could lend new strength and renewed vigor to education and to educational broadcasting in my own or any other State.

Technological advances have created new opportunities for the educational broadcaster. Communications satellites may in time solve major networking problems for both radio and television. But this will take careful planning and considerable research.

The how and when of satellite relays should not sidetrack us from the needs of the moment or the existing and far more easily utilized technology.

Multiplexing, the ability to transmit more than one radio signal at a time on the same frequency, is one such opportunity.

Use of a so-called sideband channel especially for transmitting instructional materials to limited audiences while the main channel continues to carry programs aimed at the general public has already proved its worth in some areas of the country.

In Michigan, it has been proposed to use multiplexing as a tool of continuing education in the fields of medicine, veterinary medicine, public health, and industrial training.

Programs have been proposed to teach and train illiterates, to serve the special needs and interests of senior citizens, and to assist in the reeducational and reemployment of older women.

The costs of installing multiplex equipment range from $5,000 to $10,000 per station. An equivalent amount per year would support

programing of a minimal nature but far outweighing in value the relative cost.

The question has been raised and will be raised again as to the degree of control which might be exercised over programing by a system of what the press has often referred to as "subsidized broadcasting."

As the manager of an educational radio station owned and operated by a State-supported institution, I can say first that subsidization is nothing new or fearful which has suddenly appeared on the horizon.

We have been subsidized since the beginning, and we have been subsidized by government, in this instance through State appropriations. In all our years of operation there has not been a single instance in which government has attempted to interfere with or influence programing by direct threats or by budget manipulation.

We have been as free, perhaps freer, to deal with controversial subjects and matters affecting our citizenry as our commercial brethren.

As responsible broadcasters, individually and collectively, we are responsible for what goes out over our stations. That responsibility would not change under the terms of the proposed legislation. Control over programing remains in the hands of the individual station, and we would be morally obligated to the people we serve, as well as legally obligated under the terms of our licensing by the Federal Communications Commission, to resist any effort to undermine that local control.

The impression has been given, in certain quarters, that educational broadcasters are about to sell their souls for a handful of silver. Emphaticaly, not so. This legislation does not set up a Government-owned and operated broadcasting system.

It does recommend that Government give assistance to educational broadcasting as it does to education in general for the benefit of all the people, but it leaves the responsibility for the ultimate product, the program, in the hands of the educational institution or broadcaster.

No one medium, radio or television, commercial or noncommercial, can possibly provide the information in depth, the instructional details, and the cultural enrichment, as well as the entertainment which the American public deserves.

As the world, and information about that world, grows more complex, as the numbers seeking education double and redouble, ways must be found to meet the need. Educational broadcasting is deeply committed to the overall goals of education and a better society. But educational radio and television are like a citizens army. They can be easily mobilized but if they are not given the weapons to fight with or the food to sustain them, they will lose their incentive and dissipate their energies.

It is my sincere belief that the Public Broadcasting Act of 1967 can help prevent such a waste of manpower and resources.

Thank you.

Mr. SANDLER. One of our witnesses, Chancellor McNeil of the University of Wisconsin, has a tight schedule. I would like to introduce him now and suggest if there are any specific questions to be addressed to him, we perhaps break the rule as we have done earlier today.

Our next witness is Dr. Donald McNeil, chancellor of university extension at the University of Wisconsin. Under Dr. McNeil's operations are all extension programs for continuing education and all radio and television for the university.

STATEMENT OF DONALD McNEIL

Dr. McNeil. Thank you.

Mr. Chairman, I come to you not as a technologist or a station manager but as an education administrator responsible for these functions. As you know, we are a land-grant institution at the University of Wisconsin, and every State has one. As a land-grant institution we have the cooperative extension service, which is the county agent system which has served this country for 50 years with Federal funding. That is in university extension at the University of Wisconsin.

Along with this are all of the continuing education functions of our institution, and it is a statewide operation.

The third ingredient in university extension is the radio and television division under my direct jurisdiction.

The key to mobilizing all the resources of the university is to make sure that we implement our slogan, "The boundaries of the campus are the boundaries of a State."

Long ago we in Wisconsin established a State radio network in the true functional sense of the word. To my knowledge, we are the only State with one radio network that reaches every city in the State. We see this use of the media, both radio and television, as vitally important to bringing the university resources to all of the people of the State of Wisconsin. To do this, of course, we need money. To do this we have to work out a procedure whereby our county agents, who now act as the agents for the entire university, can get the resources of any campus in our State.

While I am here speaking primarily for radio, I do not want this to be taken as a condemnation or a disenchantment with television. We have found that radio is a very powerful media. We have found this multiplex system, which Mr. Sandler mentioned, to be one of the most exciting things we have discovered in recent years. We now have county boards in every county going to buy these special receivers to receive the programs that will be coming in to every courthouse on this piggyback system known as multiplex. It means that we can now bring to all of the people of the State of Wisconsin specialized training programs.

So we will really see it, and it has not been mentioned by any member of this committee, as part of genuine manpower development. We now can schedule over a week's period continuing education, upgrading educational programs for almost every occupational group, vocational school teachers, high school teachers, elementary school teachers, social workers, county board members, doctors, lawyers, engineers, pharmacists, and we do this.

We find that we can simultaneously reach any given occupational group in the State. Compared and combined with this, of course, will be the cultural programs which have been mentioned here. But I would like to stress this matter of manpower develepment and the use of the media to do the training out in the field.

Too often we require some of the low-income groups to come into the campus for their training; we in extension. What we have to do is to go out to them, and we have to use both radio and television to do it.

The only other point I would like to stress from my testimony is that on page 5 I am urging the committee to consider a possible writing in of a clause which would give to educational radio at least 10 percent of title I. I would like to add to that and change that testimony for the record, and urge the committee, after hearing today's discussion, to consider writing in a provision of 10 percent also for title II.

It does seem to me that radio, with all its vitality, with all of its ease and mobility, is simply a medium we cannot ignore. I know that the American people are enchanted right now with television, and so are we. But that is only part of the story. If the committee would see its way clear to at least consider our proposal at the University of Wisconsin, and I do not speak for the NAEB Board or the NAEB organization, we feel that a 10-percent reservation for radio would be very worthwhile.

I would like to add one other thing. Because we are a land-grant institution we do not operate in a vacuum. There are other installations and institutions and agencies in our State with whom we simply must cooperate. Our State Radio Council which, together with the university, governs the State network, has the vocational schools, private universities, public universities, the superintendent of public instruction, and other State agencies involved in the program development. It seems to me that we simply can't fight within the States over who is going to do what, that we simply have to make this media available to everyone. I think it is entirely possible through this act. That is why we at the University of Wisconsin enthusiastically support the passage of this bill in its entirety.

Thank you.

(Mr. McNeil's prepared statement follows:)

STATEMENT OF DONALD R. MCNEIL, CHANCELLOR, UNIVERSITY EXTENSION, UNIVERSITY OF WISCONSIN

My name is Donald R. McNeil. I am Chancellor of University Extension for the University of Wisconsin. Since the Division of Radio and Television is a part of Extension, educational broadcasting activities of the University are among my responsbilities.

The University of Wisconsin has operated its educational radio station for 48 years and its educational television station for 13 years. We are not without experience in the use of both of these media. We are deeply committed to both and we know the values of both. I therefore appear here today as a strong supporter of H.R. 6736.

While I endorse with great enthusiasm federal support of public television and will elaborate on this a bit later, I want first to direct your attention to the genuine needs of a medium which has stood the test of time—RADIO. For the universality of radio is a fact of modern American life and we must recognize this. Radio is with us everywhere and we depend upon it.

This is not a new piece of information, but I think it deserves emphasis in the context of your considerations of educational radio along with educational television in the Public Broadcasting Act. Whoever it was who put radio into this act along with television took a step which for far too many years has been neglected. It is a sad fact that not a single dollar of federal funds has ever been appropriated to strengthen educational radio. In our preoccupation with the admittedly powerful and effective visual medium of television, we have paid too little attention to radio.

Yet the American people have not neglected radio. Whenever word gets around that big news is about to break—such as occurred recently at the time of the

Middle East crisis—people immediately turn on the radio to see what is happening. Of course, they will tune in the early evening news summary on television and will read their newspapers for details and opinions which require further study—but the FIRST thing they do in a crisis is to *turn on the radio.*

When the average person gets up in the morning, one of the first things he does is to turn on the radio. The family wants to find out what may have happened in the world overnight. Far more people listen to radio during breakfast than watch television.

As the man of the house drives off to work, his car radio keeps his posted on traffic conditions, business reports, and the weather.

As the housewife goes about her morning duties, her major electronic companion is her radio.

When the kids go off to the beach, radio goes along. In fact, in this transistor age, radio goes anywhere and everywhere. There are radios in the dairy barns, industrial plants, barber shops, executive offices, shoe shine parlors, and even on occasion in the offices of Congressmen. At our great universities these days it is not at all unusual to see students listening to transistor radios while riding bikes, walking across the campus between classes . . . or, I might even venture to say, once in a while *during* classes—when a United Nations session is on, or there is an important debate on national policy.

I need not carry the point further: radio is within the reach of everyone, everywhere, at every moment. It is taken for granted as an inexpensive way of keeping track of what's going on.

A second point is equally important: radio is the least expensive, and in some respects the most effective, broadcast medium available to those who have a responsibility to reach the public. Putting it another way: it is far less expensive and sometimes more effective to say something by radio than by television. Radio these days, thanks to solid state electronics, can originate a program anywhere—record it for later transmission, or transmit it immediately—and in so doing will require less expensive and less cumbersome equipment and far less personnel than its newer cousin, television. Couple this with the fact that the whole population is within reach of a radio and you begin to gain a new respect for the potential of this medium.

Now add a third point. Radio has a capabiilty to fire the imagination. Recently we seem to have forgotten this. But before we had television, millions of Americans used to listen to radio to follow the adventures of imaginary characters who never existed except in the minds of those who listened. They took shape as the result of sound broadcasting; the rest was generated by the imagination of the audience. Television, by its very nature, shows us all there is to see. It cannot leave very much for us to create with our own minds. Radio starts us off and our imagination does the rest. Possibly you will remember, for example, the night that Orson Welles broadcast "The War of the Worlds" so realistically that near panic resulted; millions of listeners, convinced that our earth really was being attacked by men from Mars, telephoned their radio stations for reassurance! No such result ever has followed even the most gripping television drama.

But more than just creative drama, radio is the medium for intelligent discussion, for the spoken word, for developing and transmitting concepts, ideas, and attitudes. In short, for the exchange of concepts which emanate from the mind rather than from our external environment, radio has no equal. Often radio can create in the mind of the individual that which television can only feebly depict. An idea sometimes can be more significant and understandable in the human mind than on the small screen.

Now let me hasten to say that television has its special attributes, too! We at Wisconsin were aware of this when we activated our own WHA–TV as the third educational television station in the nation back in 1954. Time and again we have demonstrated that visual impact often is more powerful than aural impact alone. Certainly our nation's advertisers have found this out, and our nation's educators are finding it out, too. I would be greatly disturbed if anyone were to interpret my remarks as the result of any disenchantment with television—far from it! Television costs more, requires more people, and when properly utilized is *well worth it.*

But I believe that the inclusion of educational radio in the Public Broadcasting Act should be more than a mere gesture. Radio and television are both magnificent tools for public education. Each has its appropriate role to play. Radio can do things which television cannot do; television can do things which radio

cannot do. I hope it is your intention to stimulate the further growth and development of both.

To insure that radio is not passed over too lightly, I would like to propose that in Title I of the Public Broadcasting Act (wherein $10½ million is authorized for new educational broadcasting facilities and strengthening of existing ones), your committee consider a requirement that *ten per cent of any appropriations for these purposes be reserved for radio.* This still leaves a towering 90% for the far more expensive television medium, but makes sure that radio gains a fair share of the matching funds which are here authorized.

May I reassure the committee that all of this concern for educational radio is not a momentary flash of enthusiasm. It is the result of the experience which the University of Wisconsin has had with educational radio for almost 50 years. Our first experimental transmissions were conducted in Madison as early as 1917. The University of Wisconsin began regular radio program service in 1919 and has furnished this educational service continually to the present day. Today, in company with the State Radio Council, we program an eleven-station network of two AM and nine FM stations covering 95% of the people of the state. Most of the programs originate at WHA, the university station in Madison. Listeners have their choice of 92 hours a week of varied programs; fine music of all types, news in depth, children's programs, state-wide weather reports in details, book programs, discussions, lectures, interviews with campus visitors, distinguished faculty and public figures, forums on politics and government and public questions, daily programs beamed to farmers of the state, a similar series for homemakers each morning at 10 o'clock, plus college courses recorded in the university's lecture halls and transmitted to the most distant transistor radio in the woodlands and waters of northern Wisconsin.

All of these are important in their own way to their own audiences of people *outside* of classrooms. In addition, the Wisconsin School of the Air—starting its 36th year this fall—offers 13 different series of programs each week for use inside of elementary and junior high classrooms throughout the state. Based on sales of teacher's manuals, the School of the Air reaches more than 300,000 pupils who hear an average of 2½ programs per week.

Recently our entire network has been equipped with multiplex transmission equipment so that while we are broadcasting our regular schedule we also can transmit a second program to those with special receivers to pick up this so-called "piggyback" signal. This Subsidiary Communication Authorization system (SCA) opens up a whole new world of possibilities for special education, and already is being used by the University Extension's law department, the Medical Extension people, and Nursing Education to send special professional postgraduate education to those who cannot arrange to come to the campus. Every Monday morning, our Director of Community Programs sits in Madison and talks to county agents throughout the state over the SCA network, giving them up-to-the-minute information they need in their daily contacs. He introduces University specialists in agriculture, conservation, commerce, engineering, and other fields, who deliver short briefings by SCA which agents all over Wisconsin can tape record and play back for the benefit of people in their own area. Thus, the *regular* state radio network serves the *general* public with its many different needs, and simultaneously the SCA network serves the *specialized* educational needs of all kinds of professionals in education, government, and public service.

We believe that these are merely modern manifestations of the long tradition of the land-grant colleges—to undertake research on the problems faced by our people, and to teach them how to solve these problems. Now, all institutions of higher education are concerned with problem-solving. They can no longer rely on traditional methods of disseminating knowledge. They must use both the relatively new medium of television and the time-tested medium of radio to take the fruits of research of ALL people.

Traditionally, the federal government has helped the land-grant colleges with their educational mission. Now that the great potential of educational radio and educational television has been brought to the attention of the American public, we believe it is a logical step for the Congress to provide federal assistance in the further development and use of these extremely useful communications media. The Congress actually will be reinforcing many of its existing programs such as the Smith-Lever Act, Title I of the Higher Education Act of 1965, and many others. Not only is support for radio and television a logical step, but it is the only way in which educational broadcasting can secure the financial support it must have if it is to serve us *as we know it can.*

The University of Wisconsin will continue to fund its radio station to the best of its ability and to furnish basic dollars for its television station. But there are four additional reserved channels in Wisconsin which need activation, a state television network to construct and operate, programs to be produced, and research to be done. Wisconsin is known as a progressive state—but we will not be able to carry the full burden of properly financing educational radio and television any more than we could carry the full burden of financing our highways, our libraries, our higher education facilities, our scientific research, or our cooperative extension programs which fall within University Extension.

Educational radio and television are *great natural resources.* Their full development requires federal partnership. We fully endorse this legislation and urge its enactment. There are millions of Americans needing to be served.

Mr. MACDONALD. Thank you very much.

Are there any questions?

Mr. BROYHILL. I have no questions, Mr. Chairman.

Mr. MACDONALD. Very well.

Thank you very much for your testimony.

Mr. SANDLER. Our next witness is Mr. Willard Shadel. Mr. Shadel is presently a professor of radio and television, and associate director of the School of Communications at the University of Washington in Seattle. He is also a member of the board of educational radio station KULW on the University of Washington campus. Mr. Shadel is perhaps best remembered as Bill Shadel who spent some 20 years in commercial network broadcasting, as correspondent for CBS and ABC, and is, of course, remembered as the moderator of the third Kennedy-Nixon debate in 1960.

STATEMENT OF WILLARD SHADEL

Mr. SHADEL. Mr. Chairman, I have a statement which I hope will be included in the record. It is largely the story of educational radio in the State of Washington. I am very enthusiastic about the prospects of educational radio there. I am equally shocked at the limitations on great ideas and imagination on the part of people connected with educational radio, and the serious limitations largely because of funds. There is just one part of that story in my statement that I would like to call to your attention, on the assumption that the members of your committee may have some slight interest in politics.

One thing that was done there in the last two national campaigns, 1964 and 1966, was that we set up a school for candidates, sending out invitations to all the candidates, city, county and State, who wanted to come to this school. We took a day with these people and tried to give them suggestions of how they might make their best appearances before television and before radio, what not to wear, what gestures not to use, how to sit or stand, or whatever they chose, where they would be most comfortable. Then we were able to offer them time. I think the acceptance was something like 80-some candidates who accepted time.

These people had more time on radio because radio had more time available to them than the educational television station here. It was so popular that the vice president of our university, who has to deal with the State legislature, came to us and said, "By all means, we must do this again in 1966."

I think that was a real service to the community. I think it was broadcasting in the public interest. This is why I am here today actu-

ally, because of my concern, after some 20 years with networks, and I think a certain frustration on the part of every radio-television correspondent, the frustration of time.

Commercial radio is in a great hurry, and it has to be, or it feels it has to be, because of commercial demands and so on.

While we used to have 15 minutes for news, and out of Washington, D.C., I used to get 2 minutes to wrap up Washington, which I think is quite ridiculous in the first place, now you are lucky for a correspondent to have 30 or 40 seconds on a roundup program. What used to be 15 minutes of news and commentary, and labeled as commentary, has become the 5-minute program of news every hour on the hour. This is the most superficial treatment.

I am alarmed by the figures. If you believe polls, the Harris poll, for instance, says that the American people, 54 percent of them, are depending on television as their main source of information.

I say—and Walter Cronkite is the first to say—that his television program of a half-hour constitutes about four columns of a newspaper, and it is a front-page newspaper. It has to be. I have no quarrel with that.

The 5-minute radio newscast, out of a minute and a half of sponsorship, adds up to about 3 minutes. This is the most superficial news treatment. It is what an old colleague of mine, Eric Sevareid, used to call nervous news, or perhaps he says nonnews is the better term, because he has the feeling that people are not getting tuned in to find find out what has happned but what has not happened, that the bubonic plague has not broken out.

I think it is largely true, that you casually listen to the newscast to see if there is something that you had not heard in the previous hour.

I am concerned about information to the public, the well-informed citizenry. This is what educational radio can do so very,very well. It has time. It has the facilities. And it doesn't require much money. All it needs is the plant and the operation. This is why I am here today, to try and impress on this committee the great need to support radio along with more glamorous media.

I was in the NAB convention this spring in Chicago when Chet Huntley, another former colleague of mine, accepted the NAB's annual award. In pointing out some of his problems, and problems of news and television, he made a point of what he called the talking hill, that you cannot go on with commentary or you cannot go on with a subject no matter how important unless there are visuals and pictures to go with it.

These hearings are not being covered by commercial radio or television for two reasons. One is the old Rayburn rule. But, more than that, it is because television would have to hear from a correspondent outside who could not get the true picture. So television news does not want anything that is not dramatic or cannot be pictured. Radio doesn't depend on this.

I think if there is anything like a thinking man's network, it can come out of radio which can appeal to the mind. You can deal with subjects of great importance and substance, presenting all sides to the question. I think that this will contribute to the well-informed citizenry which we need in this country.

Thank you very much.

(Mr. Shadel's prepared statement follows:)

STATEMENT OF WILLARD SHADEL, ASSOCIATE DIRECTOR, SCHOOL OF COMMUNICATIONS, UNIVERSITY OF WASHINGTON, SEATTLE, WASH.

Mr. Chairman, my name is Bill Shadel. I am presently a Professor of radio and television and Associate Director of the School of Communications, University of Washington, Seattle, Washington. I am also a member of the Board of educational radio station KUOW, on the University of Washington campus.

Prior to my academic appointment I spent twenty years in commercial network broadcasting, as correspondent for the Columbia Broadcasting System and the American Broadcasting Company. Most of those years were in the Washington bureau.

If, at the time I left Washington, D.C. for the State of Washington, I had thought at all about a probable reaction to the so-called "amateurs" of educational broadcasting, I suppose I would have expected to react with some disdain, if at all. On the contrary, however, I now find I am often amazed at the worth and the quality of the content; at the professionalism and the clear sense of purpose; at the imagination and the resourcefulness that mark so much of the work and product of my new colleagues in educational and public service broadcasting.

Aside from my connections with educational radio station KUOW, and educational television, KCTS, both in Seattle, my family and I, as listeners and viewers, have become increasingly more dependent on the services of these two stations. We are often thrilled at programs we can now find on these educational channels.

From a background of long association with commercial broadcasting, I can share with my new colleagues the frustrations that come with a job which we realize is not done as well as it might be, or as we might want to do it, because of lack of financial resources for more adequate facilities, for production, for research, for audio and visual aids. We cannot do many of the things we want to do, and know should be done, because of such shortages. For the simple truth is, most educational broadcasters achieve their triumphs, and suffer their disappointments, on barefoot budgets. Only a scattering of the most affluent among the educational stations are so fortunate as to claim what, for their commercial counterparts, would be regarded as a shoestring.

These stations need financial help. In the past few years I have observed and learned enough about educational broadcasting, and those in charge of it, to be completely persuaded that, when the necessary resources are made available, the people of this country will be the beneficiaries. Properly financed, educational broadcasting will become so important, so much a part of the lives of all age groups and all levels of society, as to become the indispensable diet.

I believe deeply in the objectives and the social usefulness of educational broadcasting.

Within this framework, I would now like to speak specifically to the radio sections of H.R. 6736.

As one who began his broadcasting career in radio, who worked in the medium for many years, and who has never lost his tremendous respect for the great power of the medium, I want first to say that, in my judgment, much of the real statesmanship and legislative vision of H.R. 6736 lies in its clear recognition that radio, today, faces a future as promising as its past is illustrious. The people of this country have never forsaken radio. When, and where, its great ability to reach and communicate with people has temporarily withered, it is because varied, imaginative radio has forsaken them. Educational radio belongs in this bill. Beyond doubt, more people than you might suspect are aware that it is there—and they're grateful.

Now, I would like to report briefly to you about the current status of educational radio in my newly-adopted State of Washington.

I make no claim that Washington State is typical, for I doubt that in this field any state is typical of the other 49. However, I know that State best, and know enough about the other states to be sure that Washington's story contains many threads that recur constantly throughout the fabric of educational radio in the United States today.

There are now eight educational radio stations licensed and operating in Washington State. Two of them, in Tacoma, are operated by public school systems. Two of them are administered by private universities; one in Tacoma

and one in Walla Walla. Two of them are licensed to state colleges. One of these is in Ellensburg, and the other in Cheney. All six so far mentioned are FM, and five of them are very low power. One of the Tacoma public school stations has 3.5 kw. All six operate on very low budgets, broadcast short hours, and are off the air in the summer time. They serve largely as student training laboratories—a useful function—while at least one has an in-school teaching role.

There is no intention to downgrade these stations. Far from it. Each has its share of listeners, has its moments of fine radio broadcasting for its community, and performs a public service. By its mere year-after-year presence on the air, each also reveals a recognition by administrations of the value of educational radio broadcasting by colleges and school systems. It is the people of the communities served by these stations, and many thousands like them throughout this country, who might, in the long run, become the principal beneficiaries of the radio provisions of H.R. 6736.

I will have occasion to refer to these six stations again in a discussion of the potentialities of statewide networking.

However, in the State of Washington the two relative giants among the eight present educational radio stations are found at the two great state universities: the University of Washington, in Seattle, and Washington State University, in Pullman.

The educational radio operation I know best is that of the University of Washington, in Seattle. At the University, our radio service is administered by Continuing Education's Division of Extension Services.

Our University provides a State Radio Service, utilizing the station's facilities and staff to provide weekly programs to other stations throughout the year. Last year, this service provided more than 5,000 programs to some 69 other stations, most of which are commercial stations.

Substantial as the State Service effort is, the principal radio effort goes to the operation of KUOW, a powerful FM station which broadcasts with an effective radiated power of 86,000 watts. KUOW is currently on the air twelve hours a day—noon to midnight—52 weeks a year. The station does not now broadcast on Saturdays, but it is anticipated that it will close this gap in complete operation, and extend daily hours from twelve to sixteen, during the calendar year of 1967.

In our region, KUOW finds itself in quite a different situation than does KWSC–AM in Eastern Washington. KUOW's 86 kw ERP provides an effective FM signal in most of the western half of the state and southern British Columbia, including Vancouver and Victoria. However, the primary range is regarded as a seven-county region bordering on Puget Sound. This represents the densely-populated portion of our state.

More than one and a half million people now reside in these seven fast-growing counties served by the primary KUOW signal. The most authoritative, independent estimate of current FM set penetration in the region is that 57 percent of all homes are equipped with receivers. This means, then, that more than three-quarters of a million people can now listen to KUOW when, and as, they wish.

Of course, in such a situation broadcast competition is intense. Residents of Seattle and Tacoma have five VHF television stations, 17 AM radio and 17 FM radio stations from which to choose.

Educational radio stations do not, of course, try to compete with others for maximum audience at all times. They generally view their role as that of providing supplemental service of a specific type. Nevertheless, in the kind of competitive situation in which KUOW finds itself, the requirement for excellence, if its programming is to receive attention, is obvious. Further, at least some measure of audience response is essential to a determination of whether a station's particular supplemental service is needed or desired.

Last year, KUOW logged more than 2,000 telephone calls, an average of about seven for each day on the air. Some 890 letters or postcards were received, and slightly more than 200 visitors called at the station. Of the calls and mail, nearly all were requests for program information or comments on programs. No contests, rewards, or "call-in" programs designed to activate audience response were attempted.

From that measure of response, it would have to be concluded that the station is providing a significant and appreciated service to many people, one not duplicated by the impressive array of commercial radio stations in the area.

One way that KUOW serves its region is by community service through programming directly keyed to the specific interests or needs of a variety of interest groups. For example, the station has recently cooperated with the League of Women Voters, PTA, Urban League, Allied Arts Commission, Seattle Symphony Association, Institute on World Affairs, Foreign Policy Association, YMCA, Junior Chamber of Commerce, Northwest Library and Friends of the Library, Alumni Association, Governor's Commission on the Arts, State Civil Defense Organization, Washington Education Association, the local office of the Food and Drug Administration and the Arboretum Association, among others.

A current project, just now beginning, serves to illustrate this type of community involvement.

Underway on the University campus is a short course entitled "World Without War: A Seminar for Organization Leaders." It is a joint effort of the World Without War Council of Greater Seattle, the Graduate Committee on Conflict Studies and Continuing Education. This is not a "get out of Vietnam" group. Instead, it is a scholarly study of intermediate and long-range prospects for, and approaches to, a more durable peace.

Twenty-eight delegates from 25 different organizations are now registered. Among organizations represented are the Washington State Psychological Association, King County Bar Association, Seattle Teachers' Association, World Affairs Council and a large number of church, and church-oriented, associations.

Study kits, with extensive bibliographies for between-session readings, are provided in quantity. Organization delegates are expected to organize study groups of their members to review and discuss the same materials at the conclusion of the course.

KUOW is recording the formal instruction sessions of the course. Next autumn, in cooperation with the 25 organizations, these sessions will be broadcast weekly to support the activities of the study groups.

Another kind of community service performed by the station is to "broadcast programs of an educational, cultural, or scientific nature; thereby to extend the services of the University beyond the boundaries of the campus to the community at large."

In support of that portion of its overall commitment, KUOW last year recorded and broadcast 26 different series of programs from the campus or the local community. Some ran for the entire 52 weeks; others were shorter, with the shortest of all a series of five programs. A listing of these programs, which provides an idea of the breadth and depth of local materials, is submitted as Appendix A to this statement.

Many cultural events were also broadcast as they occurred, though they do not appear on the list. They include 104 broadcasts by Northwest poets, theatre and drama reviews, book reviews, dramatic readings by the University's *Readers' Workshop* and many broadcasts by University musical groups. Noteworthy in the last category are the KUOW broadcasts of the Philadelphia Quartet, one of the world's great groups which is now Quartet-in-Residence in the State of Washington. All Seattle performances by the group sell out within an hour after tickets are placed on sale, so the KUOW broadcasts of the concerts serve an audience many times that which can be accommodated in the city's largest concert halls.

A somewhat different kind of locally-produced series that might interest this committee was also broadcast by KUOW in 1966. During last autumn's final election campaign, some 88 candidates for local, state and congressional offices acepted the station's offer of equal time with their opponents on the "Election '66" series.

Not all of KUOW's programming is local or regional. Far from it. Frequent broadcasts of "hard" news, commentary and analysis have a regular and continuing place on the schedule. Extensive utilization of National Educational Radio's fine tape network service brings Puget Sound listeners some of the best of what other educational stations are broadcasting, programs from overseas broadcasters, and substantial coverage from this capitol on such programs as "Georgetown Forum," "NER Special of the Week," and the new "NER Washington Forum."

I have not told the whole story of KUOW's programming. I have left out more than I have included. What I have tried to do, by presenting a few example, is to indicate the general nature of the supplemental service provided by one educational radio station in a major urban area.

Before looking at another educational radio station, I would like to pause just a moment to present an example of what I meant earlier about barefoot budgets of educational radio.

The staff of the operation I have just highlighted—State Radio Service and KUOW—includes a full-time manager, a full-time program director, and a secretary—Girl Friday. No, I haven't just paused for a breath. I have presented its full-time roster. The professional staff is assisted by a professional engineer on a half-time basis, and by three half-time students. Some solid contributions are made by undergraduate students working for training benefits, but their contributions are about equally balanced by the staff time required to train and supervise them.

The production, by a staff of that size, of the kind of output I have described to you is an example of the imagination and resourcefulness I mentioned in my opening remarks. These ingredients, I have found, are commonplace in educational radio . . .

And they are found in rural, as well as urban, settings. Those of us who live in the Puget Sound area tend to think of the needs of the state in terms of the urban dweller and the suburban commuter. But the bulk of our state still consists of sparsely settled farm land and timber land. In these non-urbanized areas, the needs for educational radio services are, if anything, more varied and more acute than those in the large population centers. The cultural needs educational radio can meet here are particularly significant.

There are no symphony orchestras in Tonasket or Okanogan or Washtucna.

Brewster, on the east side of the Cascades, is the new hub of Pacific communications for our entire nation. The Control Center and North American signal terminus for the Pacific Communications Satellite is located on Brewster Flats, at the edge of town. Yet today, if a resident of Brewster wishes to hear an in-depth discussion of anything that is happening in the complex Pacific world, he can do it only by driving 200 miles across the mountains to Seattle, or an equal distance east to Pullman.

There is ample evidence that the residents of Brewster and other Washington small towns need and want such material as in-depth discussions. The educational level of Washington's rural residents is unusually high—among the highest in the nation. With this educational level goes an appetite for the material which is the essence of educational radio and which only educational radio can supply economically.

The operation of KWSC at Washington State University provides a concrete example both of the existence of this appetite in rural areas and the successful use of radio to satisfy it.

KWSC–AM is one of the nation's pioneer stations. It has been on the air since December 1922. The station operates sixteen and three-quarters hours a day with 5,000 watts of power on 1250 kilocycles. It serves an audience of slightly under 300,000 people in eight Washington, six Idaho and two Oregon counties. Most of its listeners live in small towns or on farms.

For 45 years KWSC has been the area's chief source of concert music, discussions of public affairs, in-depth news coverage and reports on athletic events. KWSC broadcasts more than two hours of news each day, including comprehensive coverage of local and regional news gathered by its own news staff. The station provides daily reports on Grange meetings, civil functions and school activities throughout its area. It produces daily programs of farm information for its own listening area and a three-a-week farm information series which is also distributed to commercial stations for further dissemination throughout the state. The station draws heavily on the faculty of Washington State University for discussion programs, background for the news, and talks on literature, art, history and science. It works closely with civic, social and school groups throughout the area. It broadcasts five hours of opera each week, and nearly 40 hours of symphonic and concert music. To help round its schedule, KWSC, as KUOW, draws heavily on the National Educational Radio tape network service, so the NER programs previously mentioned are heard in Tonasket, Okanogan and Washtucna as well as in Seattle and Tacoma.

Commercial audience surveys in eastern Washington through the years have indicated that KWSC frequently draws a larger audience than the area's commercial stations. This is particularly true during the evening hours, when the Washington State University station provides an unbroken diet of lectures, discussion programs and concert music.

A commercial audience survey taken in this area a few months ago indicated that KWSC was drawing as much as 49 percent of the night-time radio tune-in. The station's average night-time share of audience for the week surveyed was 38.2 percent. There is obviously an appetite for educational radio's stock-in-trade in eastern Washington.

Further evidence of the desire for radio services is evidenced in the popularity of educational programs which Washington's two University stations now distribute statewide with the cooperation of commercial stations. A weekly science program from Washington State is broadcast by 50 stations; a commentary on current books by 41; a program series on regional history by 31; and a half-hour discussion series on public affairs by 40.

I have told you something of the operations, of the successes and of the problems of the two major educational radio stations in my state; and I've pointed out that they represent to some degree what is occurring nationally in this fascinating, specialized medium. Yet, the management of those stations would be the first to assert, and the administrations of the universities would confirm, that the real potential of the facilities has yet to be approached. They need help—lots of help—in amounts substantially beyond that which can immediately be expected from hard-pressed university administrations and state legislatures—if the almost limitless potentials of these once-nearly-forgotten instruments are even to be glimpsed by this generation.

From the very beginning, one of the great assets of radio has been its extraordinary flexibility. In FM radio, which is utilized by most educational stations, that asset has recently been magnified by the advent of Subsidiary Communications Authorizations (SCA), commonly referred to as multiplexing. This development allows for the transmission of several separate signals simultaneously from a single transmitter and antenna, and for their separate reception.

For educational radio broadcasters, this means a golden opportunity to serve not only the community at large, but simultaneously to begin concentrating on very highly specialized audiences of limited numbers. And it means, of course, the ability to serve more of these special audiences within a given broadcast day.

Developing almost in parallel with the technical hardware has been a burgeoning need for such specialized broadcasting services. At the University of Washington, for example, the Coordinator of Instructional Media informs me that he confidently expects to marshal the SCA of KUOW (which it does not now have) in direct support of the University's regular teaching curriculum. The Dean of Medicine intends to use it, much in the present fashion of the Albany Medical College, for continuing education of doctors and related health professionals. The Dean of Continuing Education is counting on multiplexing, when possible, to replace some on-campus programs where space and travel requirements are threatening the programs. The Seattle Public Schools recognize a strong need for multiplexing from KUOW's main channel, while the possibilities for direct teaching of shut-ins, disadvantaged, in-service groups and others are almost endless.

Granted the willingness to program the sub-channel by those who wish to use it, KUOW could virtually double its total service to its community by the one-time investment of some $10,000 for multiplexing transmission equipment. All this, without appreciable hazard to its main channel signal or its present operation. However, a note of caution: Receivers must also be supplied by the university, the community or bought by individuals, and tthey are expensive at present.

Why hasn't this been done? Or why isn't it being done? At the present level of financing, there are hard choices to be made, for other needs are also pressing.

Another urgent need for educational stations everywhere is for state-wide, regional and national networking. Again, we can use the two major stations in Washington State to illustrate.

I believe we have demonstrated that a substantial appetite for the programming of educational radio exists in those areas of the state served by KWSC–AM, KUOW and the six smaller educational stations which now operate on a limited basis. Yet, there remain substantial portions of the State, and important segments of its population, not reached by any of these signals. It is only reasonable to assume that the same appetite exists in those other areas but is not being served by educational radio.

Washington's commercial broadcasters most generously cooperate with the state's institutions of higher learning, but they can at best devote only limited

hours to a service that needs to be full time and statewide. The need for specialized services to specific occupational, professional, and cultural groups is even more acute than the need for the general service just described.

Agriculture is a case in point. Sixty-five commercial stations at present cooperate with the existing educational channels by broadcasting regular taped reports on agricultural developments. But the reports are limited to three five-minute broadcasts weekly. The state's diversified agriculture demands a direct, immediate channel between the farmer and Washington's agricultural research and extension centers.

Service for aged and retired citizens is particularly important. Washington's population includes 294,000 individuals in the 65 and older group. In six rural counties this group makes up nearly 25 percent of the population. Many of these aged, and aging are chronically ill, have meager possessions, scant income and live lives of loneliness and boredom. They are, in many cases, figuratively tied to their dwellings. At best they find it difficult to attend meetings or social functions.

With this group, and others, a blending of the multiplexing and state network concepts could become almost a blessing. The special radio service possible through FM multiplexing could supply an economical and desperately needed channel of communications to these people from the state and local agencies involved in the problems of the aging. It could, at low cost, provide them with extensive program services tailored to their specific needs.

Similarly, a state network, and stations with multiplexing ability, open the possibility of in-service training sessions for teachers, with radio sessons emanating from the State Superintendent's office, or from any of the state institutions which provide teacher training.

Preliminary plans for a state medical network, similar to that in New York and other states, have already been discussed by the University of Washington and Washington State University. Similar radio services for veterinarians, pharmacists, and other professional groups are under discussion. The need for constant updating of professional training becomes increasingly urgent with the continual, accelerating outpouring of new knowledge. The possibilities of meeting that need by radio multiplexing services are almost endless, requiring only imagination, funding, pioneering and refinement of techniques.

The six smaller educational radio stations in our state would play as important a role in developments of this kind as would the larger ones. The provisions under Title I, H.R. 6736, would help to make possible the expansion of these small stations, and the development of the new facilities, so that the new type of service would be available to every resident of the state.

This, of course, is not the whole story of the need for educational radio networking. As tremendously important—I would even say as essential to our future—as are these newly-developing services; and as needed and desirable as is the broadening of the coverage of educational radio's general programming to include the whole state; it would be short-sighted and unbalanced, indeed, to confine its substance to that which is local or regional.

To provide a truly effective, vital, functional service, educational radio must, as Fred Friendly recently asserted, "plug in on the world." Given the tools with which it now has to work, National Educational Radio does an effective job of national and worldwide coverage. Yet, with rare exceptions, in this age of almost instant worldwide communications, even its best efforts normally result in broadcasts that reach the listener from one to two weeks after the events reported are history. Sometimes that kind of a delay is tolerable for an informed public. Much more often, it simply is not.

The ability, when necessary, to link all educational stations in the country together in some sort of a national network for continuing, in-depth reporting of developing stories as they unfold is so evident and so urgent as to constitute a clear matter of public policy.

Under Titles I and II, H.R. 6736, provides a beginning response to that emergent and transcending requirement of public radio communication.

The list of needs for educational radio stations to which this bill addresses itself is indeed a long one. I will mention only one more of several that come readily to mind. Again, I will rely upon KUOW for illustration.

The station now engages in community service to the extent of its ability. But more needs to be done, and the management wants, and intends, to do more. It specifically desires, and intends, to devote attention to fair housing, employment opportunities, minority groups, air and water pollution, transportation (public and private), police methods, problems and procedures; the court sys-

tem; Washington State laws; consumer protection and ethical/unethical business practices; local and state government; the public school system; open space, green areas and parks; city and area planning bodies; and the range of problems that arise in every rapidly-growing megalopolis.

Attention to all of these matters is subject to the availability of production manpower. The station can, and will, do some of these things with existing staff. It hopes to add one full-time producer this summer. It then could do more, and broaden the range of its subject-matter choices. Nevertheless, the hiring of more program production personnel will be a controlling factor in KUOW's community service activities for some time to come.

If there is anything missing of a basic nature in H.R. 6736, it would be a system of matching grants for internship training at local stations, which would provide a great lift to educational radio production capabilities. It would also help develop career interests in educational radio, so that promising young men would not be lost to commercial broadcasting, television, or other fields. Finally, such a program would provide, in effect, only seed money. For many of the stations would be reluctant to part with their internes at the end of the training periods. They would, somehow, work out a way with their administrations to keep them on in a professional capacity.

I have attempted to highlight a few of the fine and worthwhile accomplishments of educational radio; to point out some of its areas of greatest need; and to suggest to you some of the ways in which this Congress, through H.R. 6736, could help educational radio serve this nation even more fully.

Typically, you will find today's educational radio stations extending the boundaries of their campuses, helping their listeners keep atuned to the times by presenting and analyzing national and world events, doing direct teaching from or to the classroom, serving special interest groups, and uplifting while entertaining by presenting great music and cultural events.

If they are provided with your help now, tomorrow you will find them doing much, much more.

Thank you.

APPENDIX A

LOCALLY PRODUCED PROGRAM SERIES FOR THE COMMUNITY BROADCAST BY KUOW DURING 1966

University Conversations.
Editor Speaks.
Health Science Today.
Spoken German.
Seattle Urban League.
Drama Perspective.
Quackery: Facts and Fallacy.
Makers of Modern Art.
Technological Change and Contemporary Society.
Philosophy in a Time of Change.
Successful Investing.
The Viet-Nam War Today.
Church in Twentieth Century America.
On the Discrimination of Modernism.
Between Time and Eternity.
Shadel-Yerxa Commentary.
Russian-Chinese-U.S. Relations.
Political Implications in Washington State.
The College Student.
U.S. in the World Today.
Contemporary Racial Crisis.
Violence in the American Experience.
The Far East.
Puget Sound's Stake in Oceanography.
LSD.
The City: Present and Future.

Mr. SANDLER. Our next witness is Mr. Harry Brawley, executive secretary of the West Virgina Educational Broadcasting Authority. He came to this position 2 years ago after 20 years' experience in the

commercial radio and television field. He has been a part-time educator all his life.

STATEMENT OF HARRY BRAWLEY

Mr. BRAWLEY. Thank you.

Mr. Chairman, I simply want to make two points from my prepared statement. The first point I would like to make, Mr. Chairman, is that the organization I represent is a State broadcasting authority and not an ETV Commission. The State of West Virginia has committed itself to the total picture of educational communications and not just the development of educational television. That is one reason I am so happy to be here this afternoon, to appear on behalf of this radio panel.

Most of the points which are in my prepared statement will be covered by others. There is only one thing which I think is a little bit unique. I would like to present that to you.

This is something which hadn't occurred to me until a short time ago when a representative of a small rural county school system came to my office and said they had only one music teacher in the whole county, and what could they do about it.

I very carefully explained to him that within 2 years we would probably have statewide educational television, and possibly within 3 years we would probably have statewide educational radio, hopefully. He said that still did not solve his problem. He said he wanted to use their county school teacher to teach music throughout the entire county.

That gave me the idea for this paragraph which I would like to read.

Because of its low cost, educational radio can be used for local supplementation of a statewide or nationwide programing service, either television or radio. For instance, one West Virginia rural county has only one music teacher. With FM radio this one teacher could spread his efforts countywide and teach music the way that particular school system wants it taught.

The fact that a good music service might be obtained from a national production center is beside the point. This should be used also, but local efforts must not be overlooked.

The county music teacher would not only do direct teaching but he would also help all the classroom teachers make proper use of the musical programing coming to them over statewide television and radio networks.

Such an FM station for a rural county would also have many administrative uses—announcements, inservice training, county teacher meetings, local public relations programs, and many other uses suggest themselves. The only thing needed is financial help to let the counties build and operate stations. For a rural county with a sparse population, even $25,000 looms as an impossibility.

Mr. Chairman, I think that is something unique along the line of not only having our statewide service but also making it possible for local school systems to supplement that by having economical broadcasting stations of their own.

I believe the other points in my statement have been well covered. I would simply like to emphasize that our educational broadcasting authority is interested in the total picture of educational communi-

cations and, therefore, we are very happy to endorse this particular piece of legislation, and particularly the inclusion of radio in it.

Thank you, Mr. Chairman.

(Mr. Brawley's prepared statement follows:)

STATEMENT OF HARRY BRAWLEY, EXECUTIVE SECRETARY, WEST VIRGINIA EDUCATIONAL BROADCASTING AUTHORITY

Mr. Chairman, I am Harry Brawley, Executive Secretary of the West Virginia Educational Broadcasting Authority. I came to this position two years ago after 20 years experience in the commercial radio and television field. I have been an educator part-time all my life.

I represent a State which has committed itself to the total picture of educational communications, and in that spirit I am pleased to be able to endorse H.R. 6736 as a bold step forward. Thanks to the existence of funds for federal aid under the ETV Facilities Program, we have begun to make great strides during the fiscal year just passed. The State of West Virginia is in the heart of Appalachia, where the only educational broadcasting stations in June 1966 were a few 10 watt and campus radio stations. During 1966–67, the ETV Facilities funds along with supplemental grants from the Appalachia Regional Commission have made possible the financing of two ETV projects which will cost a total of approximately three million dollars. In addition, a private college has started construction of a large FM radio station which will serve the northern half of West Virginia.

We should note at this point that the agency of State Government I represent is a *Broadcasting* Authority, and not an ETV Commission. The legislature in its wisdom gave this body the responsibility for developing a suitable statewide educational communications system including television, radio, closed circuit television, and other related media. Immediately upon its creation, the authority drafted a state ETV plan, since Federal aid was already availble for this aspect of communications.

However, the authority has realized from the beginning that radio has an important role to play in the total educational communications picture. Radio has been included in the promotional efforts of the Authority. And, in September 1966, a Statewide Educational Radio Workshop was held. This was a most successful, well attended, meeting showing a great and genuine interest among educators for the educational possibilities of FM radio.

Before going into our reasons for our interest in radio, let me hasten to say that we are in no way neglecting or downgrading television as a medium for education. We simply believe that radio has a place in this picture which has been largely overlooked and the interest of the taxpayers, educators, and those to be educated will suffer if the possibilities of this medium are slighted. Our reasons are as follows:

(1) ETV cannot do the job expected of it if it is burdened with the total responsibility of educational communication. It is a most effective medium, but the expense of building and operating ETV stations makes it mandatory that these stations be used for those educational purposes they can serve so admirably. They should not be called upon to do those things that can satisfactorily be done on radio, or those things which radio can, in fact, do better. It may be interesting or amusing to see the face of the speaker or of a member of a panel, but in some situations it may also be distracting. With the multitude of tasks awaiting this effort, ETV should not have to air programs which are simply radio with a picture added.

(2) There are certain things which radio can do better. Those are the things which depend on the stimulation of the imagination of the listener to gain the greatest impact. Drama is a good example. On TV it is expensive and complicated. Unless there is a large program budget, it better not be attempted. A great many laboratory demonstrations could be presented or a multitude of geography lessons taught for the cost of one well presented play. But, drama is important, and we must not make the mistake of ruling it out simply because courses in chemistry and physics are more in demand in the scientific age. On radio it could be done cheaply and effectively. Do you remember the *Radio Theatre Inner Sanctum* and *Let's Pretend?* Have you ever seen anything on television which intrigued you, frightened you, or inspired and thrilled you like those programs

did? They stimulated your imagination, and this is perhaps the biggest contribution radio can make to education. Knowledge and understanding are important, but we must also have imagination, if we are not to live in a crassly materialistic world.

Story telling is another aspect of the same thing. Particularly on the elementary level, radio can be splendidly in supplementing the activities of the classroom teacher as she explains to her pupils the stories of the past.

Surprisingly enough, art is another field in which radio can excel. Demonstrations, of course, require the video along with the audio. But creativity can best be encouraged if the student is required to develop his own ideas—in short, to use his imagination instead of that of the instructor in the studio. Experience has shown that when art lessons of a creative nature are taught on television, pupils tend to copy what the teacher is doing, rather than create ideas of their own.

Radio can also excel in the field of music—particularly in the presentation of courses in appreciation. It is fine to be able to see a rotund sousaphone player blowing away, but one can appreciate the music much more if he closes his eyes and relaxes. A picture essay on Beethoven on television can carry a terrific impact and leave you with a good understanding of his life, but if you are going to feel the thrill of the *Emperor Concerto*, this could depend on radio.

(3) Radio is relatively inexpensive, and with the multiplexing possibilities of FM, can present more than one program at a time. A State like West Virginia can be covered with radio broadcasting for a relatively small amount of money compared to television. And, because of its low cost, can also be used for local supplementation of a statewide or nationwide programming service. For instance, one West Virginia rural county has only one music teacher. With FM radio this one teacher could spread his efforts county-wide, and teach the music the way that particular school system wants it taught. The fact that a good music series might be obtained from a national production center is beside the point. This should be used also. But, local efforts must not be overlooked. The county music teacher would not only teach, but he would also help the classroom teachers make proper use of the musical programming coming to them over statewide television and radio networks.

Such an FM station for a rural county would also have great administrative utility: announcements, in-service training, county teachers meetings, local public relations programming, and many other types of uses suggest themselves. The only thing needed is financial help to let the counties build and operate stations. For a rural county with a sparse population, even $25,000 looms as an impossibility.

(4) Radio is everywhere. Thus, an educational network would do wonders for the people as a whole. For one thing, they can learn about their schools, and tune in the lessons themselves. For another, adult and continuing education could be available no matter where the person might happen to be. The cultural possibilities of educational radio for an area like Appalachia are really amazing, if one stops to think about them. It is an avenue to men's minds that could be used to reach them no matter where they are nor what time of day it is. There is no cultural isolation when educational radio is present. This is important not only for mountainous areas, but for the nation as a whole. Cultural isolation is caused by more factors than chains of mountains or river gorges. But, whatever the barrier, radio can bridge it.

We could go further; the supportive arguments are legion. But what has been said should underline the role of radio as an integral and important part of the total picture of educational communications.

I would like to end by quoting a paragraph from our Authority's publication entitled, *Radio, an Effective Teaching Medium:*

> Radio is only one in a whole kit of educational aids to learning provided by modern technology. Traditional aid such as books, blackboards, maps, charts, slides, and film can be supplemented by radio, television, teaching machines, telephone, and computers, to make the education process more effective, efficient and challenging. No one medium can solve all educational problems. Each has its own particular capacity and potential. *Used as part of a total teaching approach for the things it can do best, radio can be a valuable resource for education at all levels.*

Mr. SANDLER. The last member of our panel is Mr. Russell Jalbert, vice president for university affairs at Boston University. He has

served as editor of Esquire magazine, advertising manager for a large public utility, and director of public relations with the University of Pittsburgh. He has been very active in civic groups for many years, and is currently serving as a member of the Citizens Advisory Committee for the Boston Redevelopment Authority, and as a trustee of the Children's Museum of Boston.

Mr. MACDONALD. Being from Massachusetts, Mr. Jalbert, I certainly want to welcome you here. Your reputation has preceded you. We are glad to have the opportunity to hear from you.

STATEMENT OF RUSSELL JALBERT

Mr. JALBERT. Thank you very much.

Mr. Chairman, I am Russell R. Jalbert, vice president for university affairs, Boston University.

My career has included broad experience in mass communications—as an editor of Esquire magazine, an advertising manager for a large public utility, and director of public relations for the University of Pittsburgh.

My civic activities have included: president, Providence, Rhode Island Citizens' Committee for Redevelopment; director of the Rhode Island Cancer Society; director of the Rochester, New York Association for the United Nations. In addition, I was one of the original founders of the Newport Jazz Festival.

I am currently a member of the Citizen Advisory Committee for the Boston Redevelopment Authority, and a director of the Children's Museum of Boston.

I was a participant of the Wingspread Conference on Educational Radio as a National Resource.

As part of my duties I oversee the operation of the university's 20,000-watt noncommercial FM station, WBUR. I am generally responsible for the university's working relations with WGBH, the Boston area's cooperative noncommercial community radio and television enterprise.

Boston University is the third largest private university in the Nation. It is urban in character, urban by conscious choice, and not by accident. It is within this context of the urban university that I wish to make my remarks concerning the bill we hope will be known as the Public Broadcasting Act of 1967.

My remarks are made also within the context of the bill (S. 1160) as passed by the U.S. Senate. We especially commend to this committee the appropriateness of changing the name of the proposed corporation to the Corporation for Public Broadcasting, and the act itself to the Public Broadcasting Act.

The message of the President, the specifics of the proposed bill, our experience with Federal aid to higher education, and the record developed to date before this committee satisfy us that the proposed Corporation for Public Television would be properly insulated from undue pressures from either the executive or the legislative branch of our Federal Government.

Boston University comes to these hearings with a long record of active interest in the field of educational broadcasting spanning more than 30 years. In the late 1930's the university experimented with

full-credit courses given by radio. In the middle 1940's the university joined other Boston educational institutions in producing high quality programs for broadcast over commercial radio stations.

On March 1, 1950, Boston University began regular programing over WBUR, becoming licensee of the first noncommercial educational FM station of significant power operated by a college or univerisity in New England. From the very start, Boston University radio sought to be a commuinty-minded station.

In view of its trustees and administration, Boston University has a positive obligation to work on the problems of its own city and, by so doing, help solve the problems of all cities.

This policy is of great relevance today. These United States have only recently passed the stage of being a predominantly rural society. But in the year 2000—within 33 years—we will see 84 out of every 100 Americans living in cities.

With this growth of the cities comes the problem of the cities. And the great urban universities which partake of the cultural and economic wealth of the cities have an obligation to apply its resources to help solve these problems.

One urban educator—J. Martin Klotsche, chancellor, University of Wisconsin, Milwaukee, put it this way:

> The social scientist, the philosopher, the artist, the engineer, the natural scientist through their respective disciplines can all touch every aspect of urban life, its culture, problems of pollution and transportation, land use, its disadvantaged people in all their ghettos, crime and poverty, as well as beauty and its design.

As the university pursues the solutions to these problems we are finding more and more dramatic evidence that one of the best tools in our kit is noncommercial or public radio. We are finding in public radio a superb potential for urban progress. It has the unique quality of serving, on one hand, ever-increasing numbers of discriminating listeners, and, on the other hand, of serving the most specialized kinds of audiences.

Allow me to give briefly examples of this diversity. First, service to the entire community.

Last spring when a printers strike shut down five Boston daily newspapers, Boston University moved quickly to help Bostonians get much of the news they were missing. While it was for the most part business as usual on the commercial radio and television channels, WBUR can celed 5 hours of its regular programing during prime evening time to present a newspaper of the air.

To put together such a newspaper of the air, only a noncommercial broadcaster such as WBUR could have been able to draw on the news and editorial services of the New York Times, New York Herald-Tribune, the Wall Street Journal, the Christian Science Monitor, an international commercial shortwave station and the Mutual Broadcasting System. This was combined with strong local news coverage by the station's staff and news analysis and local commentary by Boston University faculty.

During the 5 weeks of the strike WBUR logged more than 114 hours of news, columns, editorials, and commentary. To date this emergency news service has won three regional and national awards for filling an important need in the highest traditions of journalism.

The second example of public radio programing is one that sought to serve minority tastes. When the old Metropolitan Opera House at Broadway and 39th Street in New York City closed its doors a year ago, an important era in the cultural life of the United States came to an end. When WBUR learned that no commercial radio or television network or local New York City broadcaster was planning any in-depth coverage of this historic event, the station took upon itself to bring this occasion to those unable to attend and to preserve the event for the future.

With the assistance of a grant-in-aid from National Educational Radio, WBUR was able to present a moving documentary account of the last 24 hours in the history of the old Met, narrated by Walter Slezak. On April 21, 1967 the program "Coda on 39th Street" received a Broadcast Media Award for "signal accomplishment and highest standards in local radio broadcasting."

A similar fine arts program designed for a highly selected audience is the series of 39 half-hour documentaries on the entire history of the old Met, "Hall of Song." Narrated by Milton Cross and distinguished music critic Miles Kastendieck, this NER/National Home Library Foundation-financed status report on educational radio as "One of the great musical documentaries of recent years, in any medium." And, Mr. Chairman, the whole 39 programs were produced with a grant of only $3,000.

But cultural enrichment to a minority audience, as commendable as it may be, must play only a very small part of the radio programing of an urban university with a commitment for community service.

One of the principal components of that service is continuing education for many interests, many needs. Today in our cities there is a desperate need of education for action, education for civic responsibility, for professional development, for more rewarding living in the city environment.

In urban universities across the country this kind of education is very much in need. But we also have to find new ways to educate the men and women who have untapped capabilities for helping our society.

At Boston University WBUR, together with the university's metropolitan college, is developing a unique program that will get adults started off right on their new path of studies. The program will actually offer over the air special kinds of information and professional guidance that men and women need to plan their part-time studies. So that as many persons as possible can benefit from each program, the series will utilize an open-line format so that listeners can get answers to their own questions to university counselors appearing on the program.

A unique cooperative venture between a commercial broadcaster and a noncommercial broadcaster will mark the premier of this series next month. The opening program of the series will actually be broadcast as part of another series on WBEZ, the Westinghouse radio station in Boston. The remainder of the program will be carried on WBUR. This arrangement is precisely in keeping with a suggestion made by Donald McGannon, president of Westinghouse Broadcasting, before the Senate hearings on public broadcasting in April. He suggested that areas of close cooperation be developed between the commercial broadcasters

and the noncommercial broadcasters. The commercial broadcasters, proposed Mr. McGannon, might first present an important issue in broad form over his facilities while the noncommercial broadcaster could follow up with a series of in-depth study over his facilities.

This is what we, Boston University Radio, and Westinghouse Radio will begin to do in August. This, we believe, illustrates the noncompetitive complimentary nature of noncommercial radio.

As Maurice Mitchell, president of Encyclopedia Brittanica, recently stated:

> Radio is the only medium that can reach into every crack and crevice of our society.

Noncommercial radio can do extraordinarily well in meeting the complex informational needs of the city society.

On big reason why educational radio has this great potential is the recent breakthroughs in FM technology. Radio signals can ride piggyback on the main FM channel. This means that the station can serve simultaneously both the general public with one kind of program and the smaller, highly specialized audiences with completely different kinds of programs.

Multiplex signals can be used for slow-scan television, facsimile, programed teaching, and electrowriting. Imaginative use of this new technology can serve the urban citizen in ways never before possible. For example, we hope to broadcast homework clinics to the homes of the underprivileged in Roxbury so that both parent and child can learn techniques leading to proper study habits.

Boston University's Law School is currently investigating the relationship between law and poverty under a $98,000 grant from the Office of Economic Opportunity. Project Director William Gibson has come up with five ways radio with multiplexing could aid community education in just one area—preventive law:

> Special legal education programs could be developed and broadcast into the following places:
>
> (a) Junior and senior high schools serving poverty areas, as part of a course in civics;
>
> (b) Private homes of people resident in poverty areas, who have the ability and willingness to have neighbors in to participate in the program;
>
> (c) Private homes of indigent people to whom the poor go for advice. The so-called indigenous communicators. The knowledge gained from the broadcasts would equip them to better advise their neighbors;
>
> (d) Community centers where the broadcast program would be incorporated into their ongoing education program for adults and teenagers as well as the agency's in-service training program; and
>
> (e) Social service agencies servicing the poor—welfare, family service associations, et cetera—as a part of their in-service training.
>
> In this manner the people who need an informal legal education most would be in a position to acquire it without a major expenditure of money, time or a long-distance travel.

So much for five ideas of using multiplexing for one small aspect of one program. Possibilities for multiplexing appear endless.

I hope it is clear at this point that noncommercial or public radio located in a metropolitan center can make a truly significant contribution to that city. But as it helps, it in turn needs help.

WBUR, for example, has a transmitter that was designed some 20 years ago, and, unlike more modern equipment, cannot be modified to take advantage of the new multiplex technology. In addition, the city

has grown up around WBUR's transmitting site, with high-rise dormitories and office buildings partially blocking its 20,000-watt signal. Transmitter and tower need to be moved to a higher elevation.

This is where title I of H.R. 6736 can help the established public radio station almost immediately.

As for title II, for 47 years, colleges, school systems, and universities have been singlehandedly shouldering the burden of broadcasting informational, cultural, and public affairs programs via public radio to the American people. And for the very first time there is an opportunity for the public to share in the costs of operation through the establishment of a nonprofit educational broadcasting corporation, to use the language of the bill. This seems only fitting.

Compared to television costs, radio costs are but a fraction. But exceptional dividends await the citizen stockholder.

Mr. Chairman, I wish to take this opportunity to thank the members of this committee for their generosity in allowing me to speak for educational radio and to endorse the bill now before you.

Mr. MACDONALD. Thank you all very much indeed.

Actually, being a Congressman and not a broadcaster, I frankly don't know what a multiplex signal is. Could you explain that in one-syllable words?

Mr. SANDLER. In essence, Mr. Macdonald, you might have a situation such as, let us say, a program of classical music on WBUR or WGBH in Boston. At the very same time that that program is heard in our home, a group of doctors throughout New England are hearing, on part of the same broadcast band, a program directed especially to them. This, incidentally, is based on a very real example, where such programs reach out into many medical centers in New England, New York State, New Jersey, and so on. The doctors throughout that region, all of them very busy, on call, seeing patients, going to clinics, and all the rest of it, obviously don't have time to drive the 2 or 3 miles a week that would be necessary to get the kind of postgraduate medical education to keep them up to date. So, on a regular basis, this little monster, this little special receiver that they could have in their office, or in their car, I suppose—I don't see any reason why that couldn't happen, could be tuned in on this particular day and time. They could hear this special program which might not interest you or me but has very real application to the needs of doctors.

While it doesn't receive any fancy Neilson rating, it serves a very real social need at a very small cost. At the same time that that is going on, you could conceivably have a third signal of a special program designed to meet the needs of, let us say, parents of the mentally retarded or the senior citizens of the Greater Boston area. In other words, you could have special receivers tuned to special frequencies of these sidebands or subchannels of the main frequency of WBZR.

Mr. MACDONALD. In other words, one program is going on for the listeners who tune in without this special device, and, at the same time, on the same wavelength and everything else, there are two other programs going on?

Mr. SANDLER. It is the same wavelength in the sense that the origination point is WBUR. You see, a radio station uses a certain amount of frequency space.

Mr. MACDONALD. All right. WBUR is putting on three programs simultaneously and they all go over the same wavelength, but they can only be picked, two of them, if you have this special little device that you called the monster?

Mr. SANDLER. That is correct. The one in the middle is the one that we can hear on our regular FM receiver. But program A, the medical program, and program C, the one for the senior citizens, will take a special device.

I should add one thing that has not been said. It is true that it is not very expensive to add this kind of technical capability to the broadcasting station. It is another matter, however, to consider something that has not been done in a mass way, and that is to provide multiplex receivers to large numbers of people or large numbers of schoolrooms. This is yet a technological revolution that is going to be necessary. In other words, as the appeal, as the need for this is recognized and begun to be utilized, I would imagine that manufacturers, education, and Government will all be involved in trying to find some way to break through this high-cost factor in multiplex receivers.

There just has not been a very great use for these multiplex receivers until very, very recently.

Mr. MACDONALD. How many would you say are inexistence, in being now, if that is not too broad a question?

Mr. SANDLER. I don't know that I could give you an intelligent answer to that right now, but I could say this: the concept of multiplexing has actually been in use for a long time.

Mr. MACDONALD. I am not talking about the schedules. I am talking about the receivers.

Mr. SANDLER. Yes. The point I was making was since the advent of stereo broadcasting we have taken for granted a certain form of this multichannel operation. When we go to restaurants and hear music piped in, this is a form of multiplexing.

Mr. MACDONALD. I thought it was called Muzak.

Mr. SANDLER. That is the name of an organization actually that operates commercially. The difference is not in the technique at all. They need special receivers to feed you that Muzak music in that restaurant. The difference is in why we do it, what information we put out. Instead of playing background music, we would play the special programs for the elderly, the parents of mentally retarded, the doctors and what have you. But it is a relatively new technological breakthrough. It has very great promise, as you can see, for serving the needs of many specialized, small audiences.

Taken together, they may very well add up to a significant amount of the American public.

It seems to me that one of the things we are trying to suggest here is that, through this technology breakthrough in the next decade or so, we will see some rather remarkable advances in the utilization and rediscovery of FM radio.

Mr. BURROWS. One of the further points we might make on the significance of multiplexing is the fact that spectrum space is rapidly being used up. If you can take one channel and use it for more than one purpose, then you are saving very valuable spectrum space.

Mr. BROYHILL. Do you think you will ever see a time when special receivers are required, or the manufacturers will build in these special receiving devices into the radios?

Mr. SANDLER. Do you mean the special multiplex devices?

Mr. BROYHILL. Yes. Or, will it be too expensive?

Mr. SANDLER. I honestly don't think so. Here I can only speak as an individual. I don't think that might come to pass. I think what might come to pass is that with the growing acceptance and use of FM as a medium, it is conceivable to me that there might be a need for having an all-channel or AM–FM radio.

Mr. BROYHILL. The multiplex system can only be used on FM?

Mr. SANDLER. For practical purposes, that is correct. I understand from some engineers, and I am not an engineer, that it could theoretically be done on AM. But for purposes of good utilization, for practical purposes, we are talking about FM because of the wide spectrum space that is used. In other words, you can actually chop up all of the signals that are used in FM. In AM you are using a much narrower band width to give your signal out over the air.

Mr. BROYHILL. I was going to ask about the landmobile units causing some controversy within the committee. Many people say that landmobile units have not been allocated enough space. I don't know whether this is a foolish question or not, but I was wondering if WBUR had allocated to it whatever frequency it is, and you had these two other programs going at the same time, and there was some mobile unit, would it jam the signal?

Mr. SANDLER. No. The basic point that should be made is that these special side-band uses that we have been talking about are only possible through the use of a station already in existence, a licensed station such as WBUR. His overall band width remains the same. The only difference is that he is chopping it up a little differently.

Mr. JALBERT. I believe most of the mobile units are AM and not FM frequencies. So it would be two different breeds of cat involved. I don't know of a mobile FM unit.

Mr. BROYHILL. I am thinking along the same lines as you, Mr. Chairman. That is the reason I asked the question.

Mr. MACDONALD. I would like to address a question to Mr. Shadel, whom I have heard very often.

I am sorry we have lost you from the city of Washington to the State of Washington.

You referred, I believe, to Eric Sevareid, an old friend of yours and colleague. I maintain that what he does is not news broadcasting but editorializing, and I don't know whether I am right or not. Of course, it is a fine line and I have discussed it with the network that employs him.

Now, if you notice, Walter Cronkite says, "Now we will have commentary from Eric Sevareid" or words to that effect. Before, he used the Huntley-Brinkley format, saying "Now to the Washington end, to Eric Sevareid."

This subject of editorializing, for some reason that escapes me, will become very hot within this committee and perhaps in the Congress, in terms of political editorializing. I was wondering if your educational system editorialized in this field.

Mr. SHADEL. No; we do not.

The attempt to define editorializing in its more narrow sense as a station policy aroused a great deal of interest. Having joined CBS in 1943, there were some rules. They never had a commentator, but they had news analysts. But beyond that it was never presented unless there was a label attached: "And now the analysis of * * *." Other networks had commentators, so called, but CBS would never use the word commentator. It was always analyst. There is a very fine distinction there.

I agree with you that commentary, point of view, should be labeled as such. This is something else from the editorial. The editorial should be labeled. But the editorial is the opinion or the point of view of the management.

Mr. MACDONALD. The ones I have heard always say, "And now station ABC will bring you the general manager," and he says how we can have clean streets in Boston or get more boats or something. But at least you know it is an editorial.

I was wondering specifically, getting away from that, about educational TV. This is a distinguished panel of members representing that group. Do you editorialize, as a group or individually, on the radio?

Mr. SHADEL. We have not editorialized. It is just inconceivable to me that this qeustion has taken on such dimensions here in the 2 days I have listened to the hearings. I am just of the opinion that they are not really talking about editorializing. It is inconceivable that an educational station, depending upon popular funds, popular support, and so on, would take a position as a station. I am just wondering if it isn't a matter of semantics. We are not talking about editorializing. We are talking about a point of view.

Mr. JALBERT. You heard from the television people how they were protected from propagandizing or pursuing a particular political direction without any control. Most of those institutions, I believe, are State institutions.

Speaking for a private university, which is usually about as far removed from government control as it can get, the same thing holds. By principle, on institution of higher education is dedicated to the truth, and we would no more subvert that pursuit of the truth and impartiality on our radio station than we would in our classrooms.

Mr. MACDONALD. I think the emphasis may have been a little overboard about this editorializing. But don't I recall very well that two or three of the editors of your Boston University newspaper took some very strong positions about a controversial subject? As a matter of fact, I think the president of the university apologized to somebody.

Mr. JALBERT. This is when the students asked to impeach Johnson.

Mr. MACDONALD. That is right.

Mr. JALBERT. This is part of the tolerance of the university. We have to put up with this kind of thing from our students. But they are not in charge of the radio station. The radio station is managed by the university administration. The BU News is run by the students.

Mr. MACDONALD. That was my point. What would stop this same student who put the editorial in about the President and what should happen to him from going on the air with it, with your facility?

Mr. JALBERT. We might invite him to present his views on the air, but only if we had opposing views also presented. He is not in control of the station.

Mr. MACDONALD. Go on the air and say "Don't impeach President Johnson"?

Mr. SANDLER. I might add in the case of a student newspaper, this is a very common kind of situation. I know, for instance, at the University of Michigan, the Michigan Daily is quite often a very outspoken voice on many, many issues. This is true all over the country. But a radio or television station, licensed by the Federal Communications Commission, is an entirely different matter. They are responsible to an agency of Government and they just can't do things like that. They have to answer for their actions.

If Mr. Jalbert permitted this student in a permissive way to get on WBUR and behave that way, he would have to answer to the FCC pretty quickly. This is the main reason why he didn't put him on the air. He would have to put him on the air in such a way that the management of the station, in this case the university administration, would be taking full and cognizant responsibility for what they put on.

Mr. MACDONALD. Thank you.

Mr. Broyhill?

Mr. BROYHILL. Thank you, Mr. Chairman.

I was glad to have this further explanation of the multiplex system. Do you ever do this for groups that could afford to pay for such a service?

Mr. SANDLER. This has not, to my knowledge, happened in quite this way.

Mr. BROYHILL. I mean a group such as an association of businessmen who may cover a wide area, who would want to come together in this fashion?

Mr. SANDLER. I can see such uses in the future, as this becomes better known, better accepted, and a general practice.

Mr. BROYHILL. But you would doubt that educational radio would become involved in charging?

Mr. SANDLER. Not as a primary thing, for a very simple reason. The very nature of the kind of specialized groups and interests within the campus and the community, the State and the region as such are going to tend to be those groups and those individuals who frankly couldn't afford this kind of thing.

Talking, let us say, as a group of senior citizens or the parents of mentally retarded, this is not going to be very practical. I can see where there might be a cost-sharing situation where you might involve one institution with another, that sort of thing. I suspect that those kinds of arrangements are just around the corner.

Mr. BROYHILL. I was glad to hear Mr. Shadel comment on the fact that we don't broadcast our hearings on the House side. As one who has joined our chairman in the past in endorsing this principle, I would like to see us do that.

Mr. SHADEL. I might say it is to my embarrassment that I was chairman of the radio-TV galleries when that rule was passed. I couldn't talk Speaker Rayburn out of the rule, however.

Mr. SANDLER. This has been raised in such a positive tone because the rules were somewhat different on the Senate side. Educational radio did broadcast live, gavel to gavel, the entire coverage of the Senate subcommittee hearings on this bill. ETV, because of the economics, could not do that. They were able to record for later use film highlights of the hearings, but we were able to actually bring to at least the northeastern corridor, from Boston through Washington, every moment of the hearings. It was quite an incredible experience.

Mr. SHADEL. Mr. Chairman, if I may, in that connection I haven't been too sympathetic with some of my colleagues in commercial radio and television when they are trying to demand that all of the proceedings of Congress, the sessions from the floor included, be broadcast. I just don't think commercial radio or television will carry them anyway.

I do think that educational radio might have great interest in covering certain debates. I think educational radio might carry these proceedings. To me, this is an important and vital piece of legislation before you.

Mr. MACDONALD. I would like to observe that there are some days when, debating on the floor, I would be happy not to have radio or television coverage.

Mr. BROYHILL. I would like to make a comment on Mr. Shadel's statement about the lack of in-depth treatment of news on commercial broadcasting.

I have certainly been one of the big critics of commercial broadcasting in this regard. Sometimes, in looking at the television news, it sounds like all they are giving is slogans or headlines, very superficial treatment. This is very true with commercial radio, too. When I am driving along in the car I always have the car radio on to listen to the news. Invariably, every news broadcast is a repetition of the last one. All it is is a one- or two-sentence explanation.

You can't give any explanation in depth of what is really going on in one or two sentences, 10 seconds or 15 seconds.

In those areas where I can pick up the educational signals I invariably turn to those signals because you do get a much more in-depth treatment of the news.

Mr. SHADEL. They have the time and they can give the time to these things. I think the commercial radio people would like to go back to the old 15-minute format, but the commercial demands cause them to feel that they cannot do it.

Mr. BROYHILL. Thank you very much for your presentation, gentlemen.

Mr. MACDONALD. Thank you, gentlemen, for your presentation.

We have another panel to follow.

The committee will be in recess for 3 minutes.

(Brief recess.)

Mr. MACDONALD. The committee will be in order.

The final panel appears in behalf of the instructional division of NAEB, people who are primarily concerned with instructional uses of radio and television.

Dr. George Bair, who is chairman of the board of the instructional division, could not be here. He has asked the gentleman who acts as director of that division to represent him.

At this time I introduce Mr. Lewis A. Rhodes, who is director of Project for Improvement in Instructional Television, NAEB.

STATEMENTS OF LEWIS A. RHODES, DIRECTOR, PROJECT FOR IMPROVEMENT IN INSTRUCTIONAL TELEVISION, NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS; BENJAMIN E. CARMICHAEL, DIRECTOR, APPALACHIA EDUCATIONAL LABORATORY, CHARLESTON, W. VA.

Mr. RHODES. Thank you, Mr. Chairman.

If possible, I would like to submit Dr. Bair's complete statement for the record, and read one paragraph to summarize, really, the intent of all the testimony that we want to give this afternoon.

The CHAIRMAN. Without objection, it is so ordered.

(The prepared statement of Dr. George E. Bair follows:)

STATEMENT OF DR. GEORGE E. BAIR, CHAIRMAN, BOARD OF DIRECTORS, INSTRUCTIONAL DIVISION, NAEB

I am Dr. George Bair, Director of Education for the South Carolina Educational Television Network. I speak also today as Chairman of the Board of the Instructional Division of the National Association of Educational Broadcasters. The membership of this Division is composed of over 100 schools, school districts, institutions of higher learning and other agencies concerned with the uses of broadcasting in education.

While we are concerned most today with Title III of the Public Television Act, I believe it might be useful for me to describe briefly the extent and complexity of ETV in South Carolina simply to illustrate how one state has a stake in all of the provisions of the proposed bill. While state networks develop in different ways for different reasons, they have many purposes in common and the number of statewide networks is growing rapidly.

For eight years now the State of South Carolina has been seeking ways of applying the fruits of broadcasting technology to the many and growing problems of education in the State. In doing this, we have developed a very sophisticated ETV production facility in the state capitol and a highly complex and flexible statewide television distribution system. That system is basically a multichannel closed circuit one reaching out to 240 secondary schools, hospitals, colleges, and Technical Training Centers throughout the State.

One channel of this system also feeds the five open-circuit broadcasting stations operated by the S.C. ETV Commission. With the completion of two of these by the fall, it will be possible for virtually every person in South Carolina to have access to ETV resources.

For the most part, appropriations from the state legislature have provided for the development of the production center and the network; however, matching funds from the Educational Television Facilities Act have helped in the establishment of the broadcasting facilities and in improvement of production facilities. We have used up our $1 million entitlement under the old act, and there is much yet to be done to develop additional production capacity, both in our central production facility and at each of our transmitters.

Allow me to be parochial a little longer using South Carolina only as an example to show what can be done with broadcasting.

We produce for 35 to 50 programs per week in our Center and during an average school day broadcast from that Center nearly 80 programs between 8:30 a.m. and 1:00 p.m. through the various channels in the network. From 8:30 to 3:00 each day we reach out to schools offering instructional resources at every grade level from 1st through 12th. This year 170,000 children per week were taught in classes using television. From 3:15 p.m. to 4:15 p.m. five days a week we offer resources for the continuing professional growth of teachers. Over the years thousands of South Carolina teachers who cannot leave their houses and families to return to college campuses have kept abreast of rapid changes in curriculum and methods through television which brings the resources to them.

From 4:15 p.m. to 5:15 p.m. the network is used to provide supervisory development resources to the growing number of industrial and business concerns throughout the State. Personnel from more than 200 industries and businesses have participated in training experiences using ETV as a common resource.

In like manner, ETV in South Carolina has been used for literacy training and for the continuing education of doctors, lawyers, nurses, pharmacists, dentists, law enforcement officers, social workers, and others. In the planning stages are series for food handlers, correction officers, school administrators, municipal employees, firemen, and others.

The point of all this is that given production facilities, wide ranging, flexible distribution capacity, and commitment of those responsible, a television system can reach out to assist almost all facets of a state's population in ways which would not be possible otherwise.

Finally, in this review of our experience in South Carolina, we come to another broadcasting service, that of public affairs and cultural broadcasting to the general adult audience and children's evening programming. From NET, ETS, and other program resources, combined with our own production efforts, we can offer to South Carolina children and adults a rich and varied television resource for entertainment, information, and education which is not otherwise available to them.

In other words, educational broadcasting needs both facilities and programs—hard and soft ware. This bill is designed to provide for both in a measure not possible before. Title I will help with the hardware and Title II with the programming. So much has been said and will be said about the possibility of Federal control through the Educational Broadcasting Corporation that there is little I can add here. Perhaps more fundamentally at issue is whether educational broadcasting stations can be more effective in serving the many needs of their audiences by going it alone with their own human and financial resources or whether combining in some ways might not make it possible for them to do more, and do it better. The Corporation must strike a careful balance between encouragement of local station development and programming and the provision for networking and nationally distributed programs, thus providing for special needs and for those shared widely among stations. The combined resources should inevitably enrich and extend what educational broadcasting can do for its many audiences.

Finally, as we turn our attention to Title III of the bill, those of us most involved in instructional broadcasting would urge that the proposed study not limit itself to the technical aspects of hardware and distribution but would basically explore ways in which instructional broadcasting can be used to attack the many real problems in education—the explosion of knowledge, the shortage of teachers and others with educational exportise, the rapid changes in curriculum, and our growing perceptions of how people learn. Above all, such a study should give us all some insight into how educational broadcasting technology and techniques can help us to bring learning resources to the inner city child and the rural child, to those isolated by geography, or by deprivation, or by custom—to all those indeed who for one reason or another our existing efforts in education have not or cannot reach.

There are in this world some 135,000,000 children who have absolutely no access to learning resources, and no one knows how many adults. Through the study of the application of technology to instruction, perhaps we in this country can find new ways of providing that access for ourselves which can serve as a model for the millions elsewhere who can turn to us for help.

Mr. RHODES. Dr. Bair, full-time director of education for the South Carolina educational TV network illustrates in his testimony, I think, how one State, South Carolina, has a stake in all of the provisions of the bill. He talks about the development, over 8 years, of open circuit and closed circuit in South Carolina to the point where they now have five full-time channels of open circuit television and multichannel closed-circuit television. They used their full $1 million allotment under the Television Facilities Act to do this, plus quite a bit more in State funds. The chief point he makes after presenting these facts is that title III, which is really our interest here as an instruction division, is really a different ball park. The Carnegie Commission said that the study of instructional television should be within the framework of

education and not of broadcasting. That makes title III a little different from the rest of the bill.

What we are urging—and I will quote this one paragraph from his testimony:

> That the proposed study not limit itself to the technical aspects of hardware and distribution but would basically explore ways in which instructional broadcasting can be used to attack the many real problems in education—the explosion of knowledge, the shortage of teachers and others with educational expertise, the rapid changes in curriculum, and our growing perceptions of how people learn. Above all, such a study should give us all some insight into how educational broadcasting technology and techniques can help us to bring learning resources to the inner city child and the rural child, to those isolated by geography, or by deprivation or by custom—to all those indeed who for one reason or another our existing efforts in education have not or cannot reach.

I think our purpose is to say that the wording in 6736—or even in the amended Senate bill which took out most of that wording for a similar reason—seems to say that we should study these tools as tools; that somehow tools have purposes in themselves; that we should not relate them to what we are trying to do in education, to what our problems really are.

There have been a lot of studies comparing television with radio or with film. This isn't what we need in education. It may be what we need in radio and television or in films, to know who is better or worse. But that is not going to help us in education.

What we want to know is how do these relate to the important problems that we face today.

The intent of title III is to provide a study to be of assistance in determining what Federal aid should be provided for radio and television, and the form it should take and, in addition, to aid the communities in determining how to use it.

This is what I know the Office of Education would find useful when they are dealing with legislation that deals with other educational problems. How do radio and television apply to these problems?

Many people see radio and television as problems in themselves. What we are trying to say is that they are tools. How do they relate to the real problems in education?

In order to make this point we have asked two people to prepare testimony, who work in probably the two greatest areas of need today in American education, the area of rural deprivation and city deprivation. The first one will be Dr. Benjamin Carmichael, director of the Appalachia Educational Laboratory in Charleston, W. Va.

STATEMENT OF BENJAMIN E. CARMICHAEL

Mr. CARMICHAEL. Thank you, Mr. Chairman, for the privilege to appear before you.

I have a prepared statement which has been submitted to you.

Mr. MACDONALD. Your statement will be placed in the record.

Mr. CARMICHAEL. My statement will be very brief, Mr. Chairman. I quickly give you background of a person who has been very close to the soil, shall we say, with regard to some educational problems today. I quickly attempted to provide the rationale for the selection of the problem of work in the field of education by a regional education laboratory, which I am sure you are interested in inasmuch as you

created the legislation which provides for it. I quickly give you a survey of the Appalachia region, which says that the region has a high proportion of small schools; financial support is very low; practices have not been updated; sufficient numbers of well-prepared teachers are not recruited and retained; and specialized instruction in many fields is inadequate; the system of education in this region is a product of the geographic, economic, social, political antecedents and conditions.

Regional isolation and geographic barriers within the region preclude the progress that is needed immediately. Schools and educational practices are captives of the economic, social, and political systems of the region. Educational leadership with its present support, or in face of the existing obstacles, cannot overcome the limitations. Facilities cannot be updated rapidly enough; personnel cannot be trained sufficiently; there is not sufficient receptivity, know-how and skill to assimilate and employ research findings; there is not enough time or resources for adequate educational development, diffusion, and institutionalization by the grassroots approach, teacher by teacher, school by school, system by system, and many conventional practices are obsolete and under attack.

We see that the strategy we must choose is to create a new system of practices through the extensive use of new technology in the communications media and mobile facilities to create the capabilities on the part of the school systems which they do not now have as individual school systems. We propose the establishment of what we are calling educational cooperatives created by the extensive use of communications media to overcome problems of the small schools, overcome problems of poorly prepared teachers or teachers who are not certified, and the lack of adequate equipment, laboratories, and so forth.

It is a proposal really to establish what many have called the educational park or the educational plaza, but to effect it through the extensive use of communications media, educational television, radio, the use of mobile facilities, so that we truly can create the park in Appalachia.

I think the implications of the legislation before you are obvious in assisting with this kind of undertaking.

I have completed the report with one example. I have used two examples, but I would like particularly to cite one of them for the sake of saving time. I am going to use the State of West Virginia and say that conditions are much like those in Tennessee and Kentucky, even in Virginia. I think it is very likely that the State legislature in 1969 will approve legislation for public kindergartens. I think all of us know why this is coming, the recent emphasis upon early childhood education demanding it.

The State of Virginia has already enacted such legislation. The program will start in the fall of 1968. If such legislation is passed in these States that do not now provide public kindergartens in the next year or two, we are talking about the legislation to provide the conventional kindergarten. Research, evaluation, and experience has already proven the conventional kindergarten to be obsolete. If such action is taken, it will require approximately an increase of 10 percent in teachers. We don't have teachers certified to teach the 1 through 12 program. Beyond that I think it would be safe to say that there isn't

one of the States in this country that has 25 well prepared, basically trained teachers in early childhood education.

Such a program, the conventional kindergarten, will require an increase of approximately 10 percent in school buildings. We don't have school facilities now that are adequate for the grades 1 through 12. Bond issues are failing regularly.

If children remain at the school only a half day, it will require a considerable increase in transportation. Some people will sort of pass this point by and say, "Well, you know that the rural children don't really go to kindergarten anyway."

This is a tremendous admission in itself.

The early childhood education programs are supposed to be for the deprived. Quickly, I would say that even if one of these States appropriates sufficient funds to support an adequate program, with 10 years of struggle we will only establish an early childhood education program or a conventional kindergarten program which is mediocre and already obsolete.

The proposal I make here, and to follow with another one which is aimed at really introducing a considerable change in education, is that we approach early childhood education through the cooperative concept as I have described it, and that we take the programs to their homes, that we reach children below the age of 5, at least to 3 and 4 and possibly 2, and that we use many kinds of media, including mobile facilities, which is not really a part of our concern, but that we develop a program in early childhood education which we can implement within 3 years' time, which can be sound and which can provide the kind of early childhood education that could set a State ahead by 20 years.

These are my interests in the kinds of legislation that you are considering, and I hope you will keep them in mind in considering this legislation.

Mr. MACDONALD. You can be assured that the committee will. Thank you very much for your testimony.

(The prepared statement of Mr. Carmichael follows:)

STATEMENT OF BENJAMIN E. CARMICHAEL, DIRECTOR, APPALACHIA EDUCATIONAL LABORATORY

I am Benjamin E. Carmichael, Director of the Appalachia Educational Laboratory, located at 1416 Kanawha Boulevard in Charleston, West Virginia. Prior to December 1, 1966, for six years I served as superintendent of schools in Chattanooga, Tennessee, and for three years prior to assuming that position I directed the Research and Development Program at George Peabody College for Teachers in Nashville, Tennessee. It was during my tenure in the position at Peabody that I began working with educational television and other media. I studied the development of ETV in Hagerstown, Maryland; Jefferson County, Kentucky; and Atlanta, Georgia; and built, equipped, staffed, and operated the TV facility on the Peabody campus. Instruction by television was conducted in Chattanooga as a part of the school program during my full six years in the superintendency there. It was limited, however. Three commercial stations shared one thirty-minute period each day totaling fifteen periods per week. Limited instruction was provided in elementary school French, music, reading, mathematics, science, physical education and art. The instruction was scheduled when time was available.

My remarks will not deal with the specifics of the legislation under consideration in the "Public Broadcasting Act." You will use expert advisors to forge the final specifications of the Act to achieve the purposes advanced for it. My intent will be to cite the strongest implications that I can for the provisions that should

be contained in the final legislation. Some of them will be peculiar to the work of the Appalachia Educational Laboratory (AEL) and its region. Others will be broad and applicable to education generally in the nation.

AEL was established under provisions of Title IV of the Elementary and Secondary Education Act of 1965. Its broad mandate is to initiate change for the improvement of education by speeding the intelligent application and widespread utilization of the results of educational research. It was introduced into the educational scene, not as a part of the established structure of education and not to function as a college, university, or research and development center. It has no legal basis for intervention into local practices through state development center. It has no legal basis for intervention into local practices through state departments of education or local school systems, nor does it have any authority or precedent for intervention into the activities of colleges and universities. It must gain entry and involvement through its unique mission and the quality of its performance in achieving that mission. There is need for a higher degree of mix and greater cooperation between and among store departments of education, colleges and universities, and local school systems in order to affect changes and improvements in classroom practices and educational processes. Strong implications for work, of course, are to be derived from the region served.

AEL has studied its region. It has had much support and assistance from representatives of state departments of education, local school systems, colleges and universities, and laymen. The Laboratory has developed a logical structure for its program of work, progressing from the recognition of the unique function of a regional laboratory through an assessment of needs and problems, the definition of a single problem appropriate for attack by the Laboratory, the identification of a mission, and the formulation of a strategy to achieve that mission. The region has a high proportion of small schools; financial support is very low; practices have not been updated; sufficient numbers of well-prepared teachers are not recruited and retained; and specialized instruction in many fields is inadequate. The system is a product of the geographic, economic, social, and political antecedents and conditions.

Regional isolation and geographic barriers within the region preclude the progress that is needed immediately. Schools and educational practices are captives of the economic, social, and political systems of the region. Educational leadership with its present support, or in face of the existing obstacles, cannot overcome the limitation. Facilities cannot be updated rapidly enough; personnel cannot be trained sufficiently; there is not sufficient receptivity, know-how, and skill to assimilate and employ research findings; there is not enough time or resources for adequate educational development, diffusion, and institutionalization by the grassroots approach—teacher-by-teacher, school-by-school, system-by-system; and many conventional practices are obsolete and under attack.

In rapid order then, the Laboratory would solicit your careful consideration of the provisions in the legislation under study which would contribute toward ameliorating the problem, achieving the mission, and implementing the strategy of the Laboratory as follows:

Statement of problem: that major changes in education which would affect the region and offer a breakthrough in educational practices cannot be implemented through the existing structure of education using the conventional approaches to the change and improvement of education.

Mission to AEL: to create a system of educational practices through the extensive use of communications media and mobile facilities which will provide access to quality education in Appalachia.

Proposed strategy: to develop, diffuse, and institutionalize a network of "educational cooperatives" involving the cooperative action of local school systems, state departments of education, and colleges and universities, and employing the extensive use of modern technology, new instructional media, and mobile educational facilities.

Briefly, the "educational cooperative" is envisioned as the result of a combined effort of several local school authorities to provide access to quality education through a system of communication, mobility, and data processing techniques. The "educational cooperative" would simulate the "educational park" except that the advantages of the park would be effected through the extensive use of technology, media, and mobility as opposed to the assemblage of students and teachers in one building or location. Ultimately, it would include ETV, radio, telelecture, computer assisted instruction, pods, vans, modules, domes, and more.

The key would be to make it an integrated and interfaced system with existing school systems and practices. It would be used for pre-school through adult education in all areas of instruction.

The implications for the implementation of this concept relative to the questions facing this committee in the "Public Broadcasting Act of 1967" I am sure are obvious. The Laboratory already is experimenting with the use and development of components of the system. It also is developing content for the system in the two important areas of smoothing the transition from school to work and in cognitive language development. To strengthen the implications, however, and to emphasize the power and potential of the ideas with which you are dealing, I will cite two examples of worthwhile projects that may be advanced by your decisions.

The state of West Virginia is nearing the point of instituting public kindergartens. Most estimate that it cannot be later than the session of the General Assembly in 1969. Virginia is prepared to begin in the fall of 1968. Tennessee and Kentucky are in about the same category as West Virginia as are most states which have not already established public kindergarten programs. This is a consequence of the increased emphasis on early childhood education. What could be the implications of the status of this question for this committee in considering the "Public Broadcasting Act of 1967"?

Generally speaking, the considerations are for the establishment of the conventional kindergartens for five-year old children. Unfortunately, experience and recent research and evaluation already have proved the conventional kindergarten obsolete, especially for severely deprived children. Then too, if West Virginia, for example, approves the public kindergarten as presently proposed, an increase of at least 10 per cent in the number of teachers will be required. West Virginia and states like it cannot get a sufficient number of certified teachers to staff existing 1–12 programs, and it would be safe to say that there are not twenty-five teachers with basic and special preparation in early childhood education in any of these states. An increase of at least 10 per cent in school building space and facilities would also be required. We are not meeting our building and facility needs for existing programs, and it might be significant to raise the question as to how we would add kindergartens to one-, two-, and three-teacher elementary schools and what the probable quality of the programs would be. Transportation services would have to be increased substantially if rural youngsters were kept in classes for only a half day. Some discount the significance of this problem by reference to the fact that we don't expect youngsters from remote areas to participate very much anyway, which represents an important recognition within itself. For a quick conclusion, it would be estimated that even if the state of West Virginia appropriates sufficient funds to support a good conventional kindergarten program it will take ten years of struggling to institute a mediocre program. And it will be a program that is obsolete.

Quickly let's explore the possibility of instituting early childhood education through the "educational cooperative" concept. Imagine the setup as previously described functioning completely and furnishing early childhood education into homes. ETV would be used to the maximum, radio would be used judiciously, mobile facilities would be used for the distribution of books and materials and to provide first-hand experiences in art, drama, et cetera. If in addition to this some home visitations were built in, say through OEO headstart resources, expertly trained teachers could be afforded; programs could be planned and presented in accordance with the best that is known about learning and behavior (they could compare with the best in commercial TV). Children at the critical ages of two, three, and four could be reached also, and the involvement of parents could be included. Such an approach, if sound and feasble, could advance a state in early childhood education by twenty years, and it could be institutionalized in three years. Such a possibility could be greatly advanced by the action of your committee, both through the study and the development support which is proposed.

A second proposal will be outlined which would involve a major alteration in the high school curriculum through the practical use of televised instruction.

We begin with the realization that televised instruction, for the most part, has been limited to teaching established courses in a conventional way, except that the instruction has been transmitted via television. Secondly, in order to project the theory, we recognize that the large high school is proliferated with courses. We boast of 75 to 80 courses in what we often call the *good* high school. And then we realize that we expect the high school youngster to acquire high school

training by taking 16 to 20 of these courses, based upon the familiar Carnegie unit. The theory for breaking through this maze of courses through more effective utilization of televised instruction is proposed as follows:

1. Reorganize the total high school curriculum into some five or six major threads or stands of learning—math, science, social studies, language, the arts, etc.—with no course delineations. Eliminate duplications and merge such closely related content as American history and American literature, etc.

2. Employ at least one master teacher for each major area of instruction at a salary of 15 to 20 thousand dollars to teach the strands in one continuous sequence, emphasizing major concepts and principles in each area.

3. Transmit the instruction into TV receiving rooms where students view it with only a monitor present and select and maintain their own level and sequence of instruction from the multiple levels of transmissions.

4. Use the regular classroom teacher to provide individualized instruction, direct independent study, etc., from guides and materials that follow and supplement the televised instruction, thus permitting every child to advance at his individual rate of learning.

Imagine what this could do for instruction in small, poorly equipped, and inadequately staffed high schools. Think what it would do to help the student to work his way through the maze of 75 to 80 high school courses, forced to select 16 to 20 of them for his high school education. Consider how far superior students could advance in four years and how well individualized instruction could be tailored to slower students. Such a program can be created. Developmental resources and facilities are needed, and the legislation which you are considering can provide a beginning. I urge that you include these thoughts and possibilities in your deliberations in this Committee and in all of your congressional actions related to the education of American youth.

Mr. RHODES. Dr. Mark Shedd, superintendent-designate of Philadelphia, had a plane to make, and he asks if his testimony could be submitted. I would also like to add a comment that he wanted to make.

Mr. MACDONALD. Without objection, his testimony will be inserted into the record at this point.

(Mr. Shedd's prepared statement follows:)

STATEMENT OF MARK R. SHEDD, SUPERINTENDENT-DESIGNATE, PHILADELPHIA PUBLIC SCHOOLS

I am Mr. R. Shedd, Superintendent-designate of the School District of Philadelphia, Pennsylvania.

As one who has always been a strong advocate for the use of instructional television in our schools, I appreciate the opportunity to appear before you today to present testimony in connection with (H.R. 6736) the "Public Television Act of 1967."

Distinguished leaders in education, broadcasting, and government have already presented excellent testimony affirming their support of the proposed study. I, too, wish to add my whole-hearted support and to re-emphasize the tremendous potentials that will accrue from the subsequent study for instructional broadcasting.

Gentlemen, we are living in the midst of an information explosion. Those of us living through this know that something must be done in order to channel this information and put it in some acceptable and systematic form, so that this vast amount of knowledge will be utilized to its fullest potential in every educational institution in the country.

A system's approach in its broadest sense must be planned, harnessing this information and channelling it into its most effective media. Let me be more specific.

We need a national communications network. This type of system demands planning and study, so that students of all ages, in school and out, will have access to this information.

Education must be the forerunner—the disseminator of information for all aspects of our nation and its economy. This we know, especially in the large urban

centers, that the past methodology has not and cannot keep pace with the explosion of information.

Individual school districts today are experimenting with the various new communication devices in the teaching-learning process—programmed instruction, dial access, information retrieval and instructional television—which leads me to the subject about which I gladly testify today.

My remarks will be focused on Title III, which authorizes a study of instructional television and its relationship to public television and instructional materials.

The proposed study can and will initiate a dynamic influence on the entire area of educational technology.

Therefore, those individuals or organizations who are destined to undertake this program in my opinion, must be acknowledged authorities in the field of education, television and educational technologies. They must examine all facets of instructional television as it is being presently used today. They must further examine the exciting potential micro-teaching provides in its pre-internship period in preparing interns to enter the field of teaching. They must examine the potential for staff development in and for the use of instructional television.

The study must have both depth and scope and be conducted in such manner as to have the same national impact as did the recent report issued by the Carnegie Commission in their study of Public Television.

The urgency, the necessity, and the purpose of the study I hope are now clearly defined, and I would like to propose that this study or survey be conducted keeping national implications in mind—looking toward future development when designated school districts throughout the nation will be ITV terminals producing the type and calibre of Instructional Television needed in this country. I propose calling them magnet stations or terminals in which each station would develop and specialize in certain curriculum areas, prepare and produce ITV tapes, then share these tapes throughout the country. In addition these terminals would telecast to smaller districts surrounding the magnets—districts which could not afford to develop these services independently—forming a national network—a national communications network—with Instructional Television playing a significant part in it.

Thank you very much for the privilege of expressing these views to this distinguished committee.

Mr. RHODES. Again, we in Washington know the problems of the large city school superintendent, and Dr. Shedd is just entering into this job in Philadelphia. Facing him are problems for which he has no answers, which none of us in education has answers for. And, yet, none of us has grown up with these technologies that are available, that we are considering in the bill today. How do they relate to the problems that Dr. Shedd has in preschool education, in training teachers, one of the biggest problems in the city school systems today being staff development? How do you fill the 1,000 vacancies a year and train these people in local methods? How do you communicate with a vast number of teachers in a large school system?

All of these problems point toward the use of radio and television because they have to do with moving people and ideas.

He sees hope in the preschool area, Headstart, vocational education, dealing with dropouts where they are without requiring them to come in to the school; in parent education so they can involve the parent to a greater extent in the operations of the school; and in adult education.

Dr. Shedd wished to make the point that somehow we are going to need a study that indicates how we can get more channels available for the schools, not necessarily VHF or UHF channels but maybe the instructional television fixed service; how can we get networking for the schools; efforts of developing programs, tying television together with computers and radio, and so forth.

In summary, I would say that the problems of education, as described in the testimony of these two people who are involved on a daily decisionmaking level in education, point toward the need for some solutions today, some practical ideas about how we can use these media.

This is what this $500,000 proposed in the title III must do, give us some leads toward the answer to the big problems in education today.

Thank you.

Mr. MACDONALD. Mr. Broyhill.

Mr. BROYHILL. I have no questions.

I would like to welcome the gentlemen. I appreciate their patience in waiting your turn to get before the committee today.

They certainly have presented some ideas, good food for thought, that this would be what title III would go into, to come up with answers.

Thank you, Mr. Chairman.

Mr. MACDONALD. Mr. Harley.

Mr. HARLEY. Before we conclude, may I ask, Mr. Chairman, for permission to insert into the record, in the relevant part of my earlier testimony, a brief statement which we had developed for the benefit of the Senate committee with relevance to the definition of networking and interconnection? I think you would find it of interest. (See p. 519.)

May I also assume that all of the written statements of each member of the panels who appeared today will be inserted into the record?

Mr. MACDONALD. Without objection, it is so ordered.

Mr. HARLEY. This concludes the testimony for the National Association of Eduational Broadcasters.

On behalf of the NAEB we thank the committee most sincerely for the opportunity to appear today and express the views of the educational stations on this very important legislation.

Thank you.

Mr. BROYHILL. As I understand, you are going to supply for the record a definition of interconnection and networking.

Mr. HARLEY. Yes.

Mr. BROYHILL. I think each member of the committee ought to receive that.

Mr. MACDONALD. If he could do that, fine.

Perhaps you could send a letter to each member of the committee with that information. I believe it would be helpful to us.

Mr. HARLEY. I would be happy to do so.

Mr. MACDONALD. Once again, gentlemen, thank you for your patience. Many have been called and, as of now, all have been heard.

We will now recess until tomorrow morning at 9 o'clock.

(The following supplemental information was submitted later by Mr. Harley:)

NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS,
Washington, D.C. July 26, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: We should like to respond for the record to several points which have arisen in connection with testimony on HR 6736.

1. $250,000 limit per station, title II, section 396(k)

Since the language of the bill appears to include the cost of interconnection, this would mean that a program grant to a station or to a regional or national

network might well be eaten up in interconnection cost, whereas the funds ought to go primarily for program production.

We suggest adding the words "excepting costs of interconnection." The line would then read: "Notwithstanding the preceding provisions of this section, no grant or contract pursuant to this section *excepting costs of interconnection* may provide for payment from the appropriation for the period year ending June 30, 1968, for any one project or to any one station of more than $250,000.

2. The 12½ percent limit on facilities grants to States, title I, section 102

Does this limitation mean smaller stations will not receive funds or that some states may be left out?

No. Experience with the 1962 ETV Facilities legislation has shown that grants have gone to all sizes of stations and in virtually every state. We are confident that HEW would continue to discharge its responsibility with due concern for the interests of all the states, taking into account grants already made to states and reserving funds for those states which are not yet ready to construct. Since the plans of several states could not go further under the former limitation of $1 million per state, substituting the 12½% limitation still provides control but affords sufficient administrative flexibility to accommodate to the varying rates of state plan development.

3. Re proposed amendment: 12½ percent limit on projects per State per year, title II, section 396(k)

We and the bill agree in principle with this proposed amendment in its attempt to insure that program support will be widespread throughout the nation. But, to put a specific percentage in the bill itself would be to deny to the Corporation much-needed administrative discretion in grant making, as well as to work a specific hardship on certain states. In New York State, for example, besides NET, there are seven ETV stations and 27 educational radio stations on the air, with more building. In California there are 8 ETV stations and 32 educational radio stations, plus the Western Educational Network, with more coming. In both states also there are frequent national productions for the educational radio and TV regional and national networks. To put an arbitrary limit on programming and operations funds for these states would be unfair to their stations, and do substantial damage to network program production from them as well. A number of other states would have similar situations. Illinois, with 5 TV and 20 radio stations plus the headquarters for National Educational Radio Network, and the Central Educational TV Network would be severely restricted. Georgia would be handicapped also—with 9 ETV stations and a radio station, plus the Southern Educational Communications Network.

In addition, it would be virtually impossible to relate to this limit interstate interconnection charges paid to interstate common carriers. It would not be fair to include such charges in one state allocation in which the programming happened to originate. On the other hand, per-state allocations in any program network costs would be almost impossible to determine.

It would appear to us that it would suffice if strong, explicit language were included in the bill's Report regarding the importance of diversity in programming and the need to give encouragement to public broadcasting in *all* the states. This would leave no question as to the intent of Congress, but would not specifically bind the Corporation in such a way as to hamper its efficient and effective administration.

4. Alternatives to the Public Broadcasting Corp.

Alternatives to the Corporation for Public Broadcasting have been suggested as a means to disburse federal funds to educational stations.

One such means might be to give some percentage of available funds to each state for subsequent intro-state disbursal to educational radio and TV stations. We oppose this proposal. If we are opposed to untoward government intervention with educational broadcasting, substituting 50 state governments for one national government hardly insures less interference. We further recognize that not all states' needs are the same. A flat percentage would not take these differences into account. And if a federal agency were created to take needs into account, we would have federal determination of highly sensitive program grants, which no one wants.

Another suggested alternative is to give funds directly to educational stations and let them establish their own needed agencies. We oppose this, too. We have no doubt in the ability of the educational radio and TV stations to establish in

time any new agencies which might be needed. The problem lies in how to distribute funds effectively and equitably to the stations in the first place. One must assume that there will never be sufficient funds to meet all the proposals which can be made for use of available funds. Thus a system of distributing money must be made which is (1) fair to all, (2) meets the most pressing needs, and (3) is not subject to interference by government. We cannot conceive of such a formula. Furthermore, it is presumed that any formula or system must be administered by an agency of the federal government, such as HEW, which is precisely what we all wish to avoid.

Furthermore, a government agency would not likely be successful in seeking private contributions, an essential part of the plan as expressed in the present bill. Thus, the need for an impartial agency leads inevitably to the proposed private Corporation, capable of independent judgments, and insulated from government.

5. Questions raised by the Comptroller General

In the Senate Report on S. 1160, two points were raised by the Comptroller General, Elmer B. Staats, on which we would like to comment. First, Mr. Staats noted that a number of grants have been made to ETV under various federal Acts, and he was concerned that they be taken into account in preparing this legislation. We agree that such grants should be noted, but we observe that the grants mentioned are not in the same area or for the same purposes as the grants proposed in the Public Television Act. All such grants have been for special demonstration or research projects, all have been in instructional television, not in public television, and none has been in educational radio. Thus, there has not been nor would there be any overlap or duplication with the Public Television Act. Furthermore, the study called for under Title III would include study of coordinating these other grant areas, an activity we support, as does Mr. Staats.

Mr. Staats raised another point, which also arose during the hearings: what would be the auditing procedure followed by the proposed Corporation? We support the view expressed by other witnesses: that there certainly should be an annual audit of the Corporation's activities, that this should be included in its annual report to the Congress and to the President, but that the audit should be performed by a private firm rather than the General Accounting Office, because the proposed Corporation would itself be a private organization.

6. The Senate amendment specifying "that three of the 15 members of the board shall be associated with the operation of noncommercial educational radio and TV stations," title II, section 396(c)

We oppose this amendment, because of possible conflict of interest. The Corporation's Board will be considering many matters related to the operations and financial needs of educational stations. To have three of its members directly related to those stations might put these three in the position of either voting on their own funds, or absenting themselves from such decisions. Regardless of the integrity of the individuals, questions are likely to arise if grants were made by the Corporation to the stations with which these directors were associated. Conversely, such stations should not be ruled out of consideration simply because of the composition of the Corporation's board of Directors.

We testified in the Senate expressing the opinion of the stations that no manager or Board member should serve simultaneously on the Corporation's Board of Directors. We recognize that some of the most interested and enlightened public citizens in the area of educational broadcasting are already on boards of various educational stations, production agencies, networks, or the boards of related educational institutions. We believe, however, for the protection of the public, the stations, and the Corporation, that such board members should have to make a choice between serving on the Corporation Board or their educational station Board.

We realize that other issues may well arise in the Committee's consideration of this legislation. This is to assure you that the NAEB stands ready to provide data, reflect stations' reactions, or help in any other appropriate way in the formulation of the Committee's report.

Sincerely yours,

WILLIAM G. HARLEY.

(Whereupon, at 6:30 p.m., the committee recessed, to reconvene at 9 a.m., Thursday, July 20, 1967.)

PUBLIC TELEVISION ACT OF 1967

THURSDAY, JULY 20, 1967

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

The committee met at 9 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Harley O. Staggers (chairman) presiding.

The CHAIRMAN. The committee will come to order.

We are in continuation of our hearings on educational television.

We have as our first witness this morning the Honorable Andrew J. Biemiller, director, Department of Legislation, AFL–CIO.

We are glad to have you with us, to see you back here on the Hill again. You may proceed in the way you see fit. If you have a statement, you can put in the record and talk about it, or give it as you see fit.

STATEMENT OF ANDREW J. BIEMILLER, DIRECTOR, DEPARTMENT OF LEGISLATION, AFL–CIO

Mr. BIEMILLER. Thank you. I have a short statement, which I think I will deliver.

Mr. Chairman, my name is Andrew J. Biemiller. I am director of the Department of Legislation of the AFL–CIO, and I am appearing on behalf of that organization to express our unqualified support for H.R. 6736, the Public Television Act of 1967.

In our view, this is basically an education bill. As such it is a worthy companion—and an essential supplement—to the splendid series of educational measures enacted by the Congress during the last several years.

These earlier measures, as you know, broadened and strengthened the Nation's school system from prekindergarten to postgraduate levels. While there is still more than remains to be done—in this field, there will always be more—the statutes now on the books have gone a long way toward the fulfillment of the ultimate goal: truly equal educational opportunity for all, regardless of race, creed, national origin or economic status.

The AFL–CIO was and is among the most vigorous supporters of these measures. Education has been a primary concern of the labor movement since the first unions were formed some 175 years ago. It is in that same spirit that we support the bill before you.

Let me say at this point that we are pleased that H.R. 6736 also covers radio. The AFL–CIO itself makes extensive use of radio, and we know that while it is overshadowed in the public mind by the glamor of television, it remains an extremely important medium—and one which

is an even greater need of educational influences. So while for the sake of brevity I will refer to television, the same remarks apply to radio as well.

We are aware, of course, that instructional television is an important function within the whole field of educational television. We are sure it is a useful tool, and we are fully in favor of its wider availability to educators who want to use it. But our chief interest is in the broader aspect—a noncommercial television establishment, wholly free to concentrate on public interest rather than private profit.

In saying this, we are in no way attacking the concept of private profit in commercial television. I personally agree with those who complain that too often television programming is aimed at the lowest common denominator in terms of taste and intellectual content.

On the other hand, I am not at all sure I would be happy with the kind of programing which some of these critics seem to have in mind. I don't know if we could trust them to give proper attention to the Redskins or the Green Bay Packers—even without those phony time-out interruptions.

The fact is that tastes differ, in television and everywhere else. However, broadcasting is in a category by itself compared to other enterprises.

The air—television air or radio air—belongs to all people of the United States. The broadcasters are not owners of the medium in which they operate. They are licensees, who are pledged to devote a reasonable amount of their broadcasting day to programs that serve the public interest.

We believe this is a proper requirement, which is all too often ignored and which should be more vigorously enforced. However, even if this were done, there would be a need for another approach, represented by H.R. 6736.

Viewers and listeners ought to have a choice—a wider choice than they have now, and a wider choice than commercial television can reasonably be expected to offer.

A moment ago I mentioned the Redskins and the Packers—what about those who prefer serious music or serious drama? Two Sundays ago, I believe it was, the Senators were playing the Indians on channel 9; there was "Bowling Fun" on channel 7, and the Chicago Spurs facing the New York Generals in a pro soccer game on channels 2 and 20. The other choices were a re-run serial and a couple of old movies.

There are millions of citizens who prefer sports and situation comedy to loftier programs. The commercial networks and the advertisers can't be blamed too harshly for giving them what they want. But there should also be available, in every community, television and radio programs that are selling nothing but their own content: programs that can experiment, that can innovate, without fear that one bad guess will cause an angry sponsor to put them off the air.

This we are convinced will come about through the passage of H.R. 6736.

Other countries have tried other methods. In some, the Government exercises complete control over broadcasting. In others, commercial television is permitted, but Government television serves as the viewers' alternative.

There is no need to dwell on the first of these, since Americans quite rightly would not tolerate it. The second isn't much better, for it offers a choice only betwen "big business" and "big brother." No matter how scrupulous a government operation tried to be—or in fact was—it couldn't escape the label.

Therefore we warmly welcome the approach embodied in the bill you are now considering: An independent corporation, established and supported in part by the Federal Government but free of Government control.

We do recommend very strongly that one member of the governing body be named from the labor movement, the largest single group of viewers and listeners in the Nation. This independnt corporation would be charged only—if I may paraphrase the bill—with the duty of making available to all Americans the kind of programs that will enrich as well as amuse, edify as well as entertain.

This we believe could well be the most effective stride ever taken toward adult education—toward a better informed citizenry, and even toward the improvement of public taste.

Mr. Chairman, we in the AFL–CIO are keenly conscious of the great impact of television and its immense potential for good or evil. To those who see only evil in it now, we say that a far greater evil would have been its perversion to the service of the State. Yet to realize its potential for good, viewers must have a better and freer choice. This is what H.R. 6736 offers, and we hope you will give it your prompt approval.

The CHAIRMAN. Thank you, Mr. Biemiller, for your very positive statement.

Mr. Friedel, any questions?

Mr. FRIEDEL. No questions other than complimenting you on a very brief and informal statement.

The CHAIRMAN. Mr. Broyhill?

Mr. BROYHILL. No questions.

The CHAIRMAN. Mr. Brotzman?

Mr. BROTZMAN. No questions.

The CHAIRMAN. Mr. Murphy?

Mr. MURPHY. Mr. Biemiller, as far as educational channel is concerned, do you feel that a city or a State using municipal broadcasting for educational purposes should be able to use it, let us say, to conduct instructional classes for municipal agencies?

Mr. BIEMILLER. Yes, I think that would be a perfectly proper use. A few years ago I had the unfortunate experience of being confined to a hospital for about 3 weeks, and I noticed with great interest some of the instructional work that was being done at that time, during hours that ordinarily you and I wouldn't see this sort of thing going on, but I found it a fascinating and very valuable process.

Mr. MURPHY. In other words, in New York City we have 30,000 police and 30,000 sanitation workers and many are undergoing instructional courses, and the best teachers could be put on a television channel, and probably the instruction quality would improve on the entire, let us say, agencywide basis.

Mr. BIEMILLER. I would consider that a very valuable and profitable use of the medium.

Mr. MURPHY. What about rebroadcasting these programs on commercial channels?

Mr. BIEMILLER. I don't see that there should be any objection to that happening, just as we rebroadcast now from one commercial channel to another, I don't see why a commercial channel shouldn't be able to rebroadcast if they wanted.

I assume you have in mind the most popular programs developed?

Mr. MURPHY. Of course, the cost of putting together the entire program would be borne by the municipality and the channel would be using it for its own economic gain.

Mr. BIEMILLER. That could happen, but I don't think it would be a matter that would cause any great, serious problem. I don't think it would happen often enough to be a basic problem, and I am in favor of getting the widest possible audience from the good programs that I think would develop from the proposal in this bill.

Mr. MURPHY. What would you say of a proposition, let us say a mayor had a municipal program that he wanted to push which actually had a divergence of political views, and he put this out on his educational program and that received widespread broadcasting, let us say his point of view on that particular program received widespread broadcasting, not only on his educational channel but in rebroadcasting.

Mr. BIEMILLER. In the first place, this happens now in most cities. I never find any mayor has any great difficulty in getting time when he wants it.

I have been in many, many cities and seen the mayor appear. In some cities there is a standing program for the mayor's appearance, where in some States there is a standing program for the Governor's appearance.

Under the fairness doctrine, if such program appears, there is no question that adequate time can be obtained for any opposition group to answer what they would consider to be superpartisan statements.

I think the FCC has dug into the fairness program and has done a good job on it. I might add, we have been prodding them on it, too.

Mr. MURPHY. Thank you.

The CHAIRMAN. Thank you, Mr. Biemiller, for a very fine statement.

Mr. BIEMILLER. Thank you very much.

The CHAIRMAN. Mr. Friedel will introduce our next witness.

Mr. FRIEDEL. Mr. Chairman, it is a pleasure for me to introduce to my colleagues on this committee, Dr. Frederick Breitenfeld, Jr., the executive director of the Maryland Educational-Cultural Broadcasting Commission.

Dr. Breitenfeld has had a distinguished career in educational television. Before coming to Maryland to assume responsibility for the construction of our statewide ETV facilities, he served as associate director of the Educational Television Stations Division of the National Association of Educational Broadcasters and as a resident consultant in communications at Cape Kennedy.

In 1965, Dr. Breitenfeld was project director and the author of the research report on the long-range financing of educational television stations.

He holds degrees in engineering, education, television, and radio, and a Ph. D. in educational broadcasting. He has served as an adviser to a variety of educational and television projects, as guest professor and lecturer at several universities, and as writer, producer, and performer in ETV productions.

Dr. Breitenfeld is here today representing the Association of State Educational Television Authorities, of which he is the vice chairman.

He is accompanied by Mr. Ellery B. Woodworth, director of development for the Maryland Educational-Cultural Broadcasting Commission.

I think they are well qualified to testify on this legislation.

The CHAIRMAN. It sounds very much that way, and we welcome you, Mr. Breitenfeld, and you may proceed as you see fit.

Dr. BREITENFELD. Thank you, Mr. Chairman.

Members of the committee, it is a privilege to appear before you in support of H.R. 6736 introduced by the chairman.

Before I proceed with the prepared text, I have a pleasant duty, with your permission.

I bring with me a letter from Governor Spiro Agnew which was delivered to me yesterday, and I have been asked to introduce it into the record and to read it to you; with your permission, I would like to do so.

EXECUTIVE DEPARTMENT,
Annapolis, Md., July 19, 1967.

DR. FREDERICK BREITENFELD, JR.,
Executive Director, Maryland Educational-Cultural Broadcasting Commission, Baltimore, Md.

DEAR DR. BREITENFELD: It is my understanding that you are scheduled to appear on Thursday morning before the House Committee on Interstate and Foreign Commerce to testify on behalf of the public television bill. It is also my understanding that you will appear both as a representative of the Maryland Educational-Cultural Broadcasting Commission and of the Association of State Educational Television Authorities, of which you are vice chairman.

Since my schedule does not permit me to make a personal trip to Washington to appear before the committee, I would be pleased if you would convey to the committee members, so that it may be made a part of the record, my enthusiastic support of the purposes and provisions of H.R. 6736 and S. 1160.

Maryland is one of the States which has recently chosen to make a substantial investment in educational television. We are now embarked on the construction of a State production facility and seven transmitters to provide a completely interconnected statewide network which will bring ETV programs to all our schools and our citizens.

As the Governor of Maryland, I recognize the enormous promise and potential for the people of my State in a vigorous, well-equipped, and well-supported ETV facility. I am also aware of the cost of such a facility. We have appropriated more than $2,000,000 to cover the initial construction and operating expenses. We have received $650,301 in Federal assistance under the now expired Facilities Act of 1962.

Without this kind of assistance, Maryland might not now be looking forward to the first broadcast of ETV network. Without an extension of that kind of assistance provided in title I of the pending bill, the construction of our additional transmitters throughout the State would pose a more serious fiscal problem.

My support for Titles II and III of the pending bill is no less enthusiastic. I believe that the Corporation for Public Television is the one sure way of assisting ETV, whether community organized or state supported, to make its appropriate contribution to our society. The money we spend on the technology is money wasted if we do not support the content and programs of ETV equally through provisions for operational and research assistance.

I would like to urge that the 90th Congress act favorably and early to place the pending bill on the statute books.

Dr. Breitenfeld, I hope you will convey these thoughts to the Committee on my behalf.

Sincerely,

SPIRO T. AGNEW,
Governor.

The CHAIRMAN. Thank you, and will you thank the Governor for making this available to the committee, his support.

Dr. BREITENFELD. Yes, sir. I offer for your consideration that Governor Agnew is the first Republican Governor in Maryland in 8 years.

STATEMENT OF DR. FREDERICK BREITENFELD, JR., EXECUTIVE DIRECTOR, MARYLAND EDUCATIONAL-CULTURAL BROADCASTING COMMISSION, REPRESENTING THE ASSOCIATION OF STATE EDUCATIONAL TELEVISION AUTHORITIES

Dr. BREITENFELD. Mr. Chairman and members of the committee, it is a privilege to appear before you in support of H.R. 6736 introduced by the Chairman.

I am also here as vice chairman of an association of State educational television authorities. The organization is affiliated with the Educational Television Stations Division of the National Association of Educational Broadcasters, and is made up of chief executive officers of the many State ETV agencies and authorities across the country.

My mission here is to urge favorable consideration of the bill on behalf of my colleagues in this association. By the way, Mr. Chairman, I note with some pride that more than half of the members of this distinguished committee represent States that are affiliated with our association.

As well you know, there are basically four kinds of noncommercial educational television licensees. First, private corporations, developed specifically to own and to operate educational television stations, are now prevalent across the country. Examples of these "community" stations include those in Boston, New York, Philadelphia, Washington, Chicago, Los Angeles, San Francisco, Pittsburgh, St. Louis, and many others.

Secondly, school systems own educational television stations. There are more than 20 stations across the country owned by public school systems.

Universities own educational television stations and there are more than 30 of these now on the air. All but a very few are public or State universities.

Finally, ETV stations and some networks, are owned and operated by States and State authorities.

A previous witness, Mr. Raymond Hurlbert, described one of these State systems, the Alabama ETV network. There are many other State licensees across the country with several stations and networks being planned or constructed at this time.

With your permission, I am attaching to this testimony, for the record, a list of State educational television authorities as taken from the Director and Yearbook of Educational Broadcasting, published by the the National Association of Educational Broadcasters. Many are actual licensees, and some act in advisory capacities. The point

here is that many States have already made administrative and financial commitments to this important instrumentality.

The bill currently under consideration is one in which it is proposed that public Federal funds be devoted to the development and support of educational television across the country.

The point I would like to stress is that the appropriation of public money to educational television is not new. As a school system becomes an ETV licensee, for example, it devotes local public funds to noncommercial broadcasting. As a State university becomes involved in ETV it, too, uses public funds and in many instances even "community" stations realize substantial amounts of income from public sources, as with contractual arrangements made with schools or other public agencies.

Research carried on during the past year by the organization of State educational television authorities, indicates that more than two dozen States in the Union have made financial commitments to ETV. More than $51 million had been appropriated by individual States by the middle of 1966. Among those States appropriating funds, the average was more than $2,300,000.

Several States, as a matter of fact, are planning or are now operating ETV networks. My own State of Maryland is planning to build seven ETV transmitters all of which will be capable of full color operation. We hope to include a multiplexed radio system.

The State system in Nebraska, as another example, includes several stations on the air now, and the flagship operation in Lincoln is nationally known as a leader in ETV.

Kentucky is building a 12-station network which promises to have a significant educational impact on the citizens of that State.

The State system in South Carolina is well known, includes both closed circuit and broadcast systems, and presently reaches virtually every schoolchild in the State.

The Alabama network, as described by Mr. Hurlbert, was the first in the Nation and has proven itself to be a vital part of Alabama's educational system. Development work is underway in many other States.

The educational services to be rendered through publicly owned electronic media can be compared in many respects with those provided by State universities. The presence of public funds, as appropriated by legislatures, has provided the necessary and firm operational pedestal so sorely needed, and the fears of political overtones have been allayed.

The Carnegie Commission on Educational Television suggested that the combination of public and private funds provides for health among ETV stations, and that combination, we feel, must include Federal as well as State and local public support.

The CHAIRMAN. Thank you.

I would like to ask one question: What role, if any, do you think the State should play in the broadcasting operations of educational TV and radio stations which are not operated or owned by the States themselves?

Dr. BREITENFELD. In many States where there are a variety of owners, the State has an official agency, sometimes an advisory counsel to the Governor, sometimes an ETV coordination agency.

In some instances financial support of a minor sort is given to stations, but the role to be played by the States where there is no State-owned system, in my opinion, depends on the role of the State in other educational matters, which we hope would be high.

The State has a commitment to its citizens, and as it sees media, or tools to reach goals within the State, it is committed to taking advantage of them.

The CHAIRMAN. Any questions, Mr. Friedel?

Mr. FRIEDEL. I have a few.

I want to thank Mr. Breitenfeld for his very fine statement.

In the last paragraph, I would like to ask this question: Do you believe the availability of additional funds from the corporation will encourage or discourage private citizens to give considerable additional funds?

Dr. BREITENFELD. I think there is no doubt that it will encourage it, and this is demonstrated by funds that have been available through the Facilities Act of 1962, in which matching funds from other sources have been required.

As money comes in large hunks from public sources or private foundations, the interest of the citizenry cannot help but be raised.

Mr. FRIEDEL. Thank you.

S. 1160, as amended, passed by the Senate, provided that of the 15-member board, three shall be chosen from the field of noncommercial broadcasting.

Do you feel this is desirable?

Dr. BREITENFELD. I do not agree that three board members might well come from operating stations. It seems that the board of directors of this corporation, foundation or entity might well be transcendent to actual station operation and if three members of that board were from local licensees, either as managers, practitioners or as board members, I think it rather obvious that a conflict of professional interest would come to bear.

Mr. FRIEDEL. Thank you.

Do you believe the Federal Communications Commission has done all that it might do to this date to insure the success of noncommercial broadcasting?

Dr. BREITENFELD. I think with the sixth report and order of 1952 the FCC let us know that it is committed to noncommercial educational broadcasting. Since that time the Federal Communications Commission has established an educational branch within the Broadcast Bureau. They have anxiously pursued the 2,500 megacycle arrangement. I think the Federal Communications Commission has done everything within its aegis to encourage this form of broadcasting.

Mr. FRIEDEL. Thank you.

The CHAIRMAN. Mr. Devine?

Mr. DEVINE. In this general area, do you have any recommendation of any new taxes that Congress should enact on the American people to finance this program?

Dr. BREITENFELD. The financing of this long-range program is something that involves a number of viewpoints, and I don't mean to hedge.

I would suggest that over the next year, if this bill were to be passed, one of the first priorities of the foundation or corporation would be to investigate the schemes that are available. Whether we pass the bur-

den on to the advertisers who make a profit through the media, whether we pass it on to the broadcasters who hold the licenses and are operating with the property of the people, or whether was pass it on to the public through the manufacturers with an excise tax on the sale of sets, would have to depend on a study that has not yet been carried on.

Mr. DEVINE. Would you say this may be placing the cart before the horse a little bit?

Dr. BREITENFELD. I do not believe so. I think that we can go a long way in 1 year in study the role of instructional television, as provided in one title of the bill, we can go a long way in extending the facilities Act of 1962, and we can go a long way in investigating this very question. Without this cart, or this horse, we might let the whole issue slip.

Mr. DEVINE. I think you recognize that we who have the privilege of sitting on this side of the desk are charged with the responsibility of expending the taxpayers' funds.

The President just in the last few days has urged people in his Cabinet and other people in Government to make a 15-percent cut. It was said on the floor of the House the day before yesterday that the deficit for fiscal 1968 which started just 3 weeks ago is anticipated to be as high as $30 billion, and I would agree that these are an endless number of proposals that are worthy causes, but somebody has to pick up the check, and we can't approve the good things without determining who is going to pay for them.

That is one reason some of us are reluctant to rush out and endorse everything that comes before us.

You should keep this in mind, and we must.

Dr. BREITENFELD. In your role as guardian of public expenditures, the challenge, for which I do not envy you, is that of organizing some specific priorities. I sit on this side, so my feelings are not necessarily totally philosophic and objective, but it strikes me that the priority of total educational services as provided through the potent electronic media, is not low.

Mr. DEVINE. For example, when we leave here to go to the House, and we are faced with a proposal of $40 million, to fight rats; there are all kinds of proposals to spend public money on programs of importance, and many unimportant.

Dr. BREITENFELD. Catching ignorance is equally important.

Mr. DEVINE. Thank you.

The CHAIRMAN. Mr. Murphy?

Mr. MURPHY. No questions.

The CHAIRMAN. Mr. Brotzman.

Mr. BROTZMAN. Thank you, Mr. Chairman.

Doctor, I would like to welcome you to the committee and I would like to reply on your understanding of programing a little bit, or what you think programing should be under this proposed legislation.

What is your understanding relative to how classroom and nonclassroom broadcasting should share in the benefits under the measure under consideration?

Dr. BREITENFELD. The extent to which television is available in a locality is probably a factor here. There is no television available in school through closed circuit, and school production, or through 2,500 megacycle, which is the FCC's fixed service, it seems that the commitment of a local noncommercial licensee, since it is charged by FCC

of "meeting the educational needs of the community," the commitment would be high——

Mr. BROTZMAN. This to the classroom, right?

Dr. BREITENFELD. Yes. Given a city in which there is no other television service of this nature, this is the only means of distributing television an educational signal. The involvement of the schools in the 9 a.m. to 3 p.m. scheduling strike me as part of the educational needs that the station is committed to meeting. The sharing of in-school and non-in-school would depend on local circumstances.

In many cities we have two noncommercial licenses, one devoted to things like the police education you mentioned before, and the other devoted to general or home audiences. In these instances the channels have worked out the sharing.

In Maryland, we have a State network being planned where the State department of education by law has been given responsibility for school programing, and has been given priority on air time between 9 and 3 Monday through Friday.

This was included in the law by the legislature in assuring that there would be a commitment to school needs as well as to nonschool needs.

Mr. BROTZMAN. That proportion wasn't actually articulated into law, was it? It didn't say half and half, or 40–60?

Dr. BREITENFELD. No, sir.

Mr. BROTZMAN. What was that determination?

Dr. BREITENFELD. As licensee, the agency for which I work must decide on programing. The State department of education by law has control, and this is written into the law, has control over content and scheduling of the school service for a new agency to take the lead in school service without the involvement of the State department of education would be foolhardy.

The licensee chores fall to the Broadcasting Commission in meeting educational needs. We are very glad, very grateful that the State department of education is involved and now has a division of instructional television, which is working with us on our committees toward the networks school service.

There is a complete cooperative spirit within the Maryland system.

Mr. BROTZMAN. So assuming that H.R. 6736 is enacted, is it your attitude that this should be determined in each of the various 50 States relative to this proportion, according to local needs?

Dr. BREITENFELD. Yes, sir; because those are the terms of licenses under which broadcasters operate, to meet the educational needs, and in some States they are quite different from others.

Mr. BROTZMAN. How many stations did you have in Maryland?

Mr. BREITENFELD. The Maryland legislation was passed in 1966, and I have been in my present position since October 1966. We have no stations. We will have seven transmitters in 2 years, and three transmitters on the air in 3.

Mr. BROTZMAN. If you can give me an estimate on this, would you say that classroom and nonclassroom broadcasting shared equally in Maryland, or what would you say the rule of thumb would be in your particular State?

Dr. BREITENFELD. You mean by time?

Mr. BROTZMAN. Yes, by time.

Dr. BREITENFELD. It is difficult to put a percentage on it. I would say that if we could divide the day between broadcast hours, 8 a.m. to midnight, we have there 16 hours, Monday through Friday, for the State's public schools for the students of the State in those schools. The only time we can reach them formally is 9 to 3 so we can say 6 of those 16 hours would be devoted to in-school service, but as we look at formal instruction, we will be carrying on formal instruction programs for high school equivalency, for the illiterate, those who had to drop out of school, the physically handicapped, and whether we call that in-school or not is difficult to say, but the former, public education of the citizens will be our mission as it falls between 9 and 3 it will be aimed towards the schools.

As it falls within other hours, it will be aimed at the others.

Mr. BROTZMAN. There is one thing that is not quite clear to me, and this is probably an oversimplified question, but if an individual does view and do certain things to improve himself to take advantage of the broadcast, how is this reflected in the educational system? Can he get credit, take tests, et cetera, that will help him to get a degree in high school, or just how is it reflected? I have never heard this question answered.

Dr. BREITENFELD. It depends on local circumstances, but I have some examples.

Mr. BROTZMAN. Let's just take your State.

Dr. BREITENFELD. I have a good example in Chicago. There is a college by television, and you can get a degree, participating over a period of years in a television project.

In our State we are aiming at a high school equivalency through the State department of education. We are aiming at college credits that can be earned through projects developed with the commission, with the State department of education, with the State universities, with the University of Maryland, so that certificates of an informal and formal nature will be awardable to people who participate over a period in specific projects.

Mr. BROTZMAN. This is then not operational at the present time?

Dr. BREITENFELD. No, sir.

Mr. BROTZMAN. You plan it, right.

Dr. BREITENFELD. Yes, sir.

Mr. BROTZMAN. So at this particular time there is no way for a person to get a degree in Maryland pursuing educational TV means?

Dr. BREITENFELD. That is right. There is no educational television in Maryland at this time.

Mr. BROTZMAN. We will look prospectively for a moment, because I understand you are planning this:

What are the mechanics going to be? Will there be a test given to the individual to see if he or she has attained proficiency?

Dr. BREITENFELD. We are talking about a high school degree now. I am committed to dealing with the State superintendent of schools and his staff. The testing—our technical prowess has not reached the point where we can test under controlled conditions in a home. Therefore, a person will have to have a proctor in his home or have to go to a location, perhaps three times within a half-year term.

Mr. BROTZMAN. Will have to go where?

Dr. BREITENFELD. A central location, his high school, where there will be a high school exam. The project will be worked out with State agencies and the local institutions to which that person would go to get the degree if he were able to attend by day or perambulate normally.

The formal involvement of the institutions which now exist, to my way of thinking, is indeed the pivotal factor in the success of a project of this sort, because the commission for which I work has no right to say, "You have a BA, or a high school equivalency."

These are the people who must be involved in determining curricula, testing, and the awarding of diplomas and certificates and degrees.

The CHAIRMAN. The time of the gentleman has expired.

Mr. BROTZMAN. Thank you.

The CHAIRMAN. Mr. Murphy?

Mr. MURPHY. No questions, Mr. Chairman.

Mr. BROYHILL. No questions.

The CHAIRMAN. Mr. Harvey?

Mr. HARVEY. No questions.

The CHAIRMAN. Thank you, Dr. Breitenfeld. We appreciate your coming here to help us make a record; and extend our thanks to the Governor.

Our next witness is Dr. Samuel B. Gould, chancellor of the State University of New York. Doctor, we want to welcome you, and say that we have one of our distinguished colleagues from the State of New York here, and I would like him to make a few introductory remarks, if he would.

Mr. Murphy?

Mr. MURPHY. Thank you, Mr. Chairman. Probably a great many members of the committee could introduce Dr. Gould, because prior to becoming chancellor of the State University of New York he was president of the Educational Broadcasting Corp. in New York City. Prior to that he was chancellor of the University of California at Santa Barbara. He was president of Antioch College before that time.

He is presently trustee and chairman of the Education Committee of the Charles F. Kettering Foundation, a trustee of the Thomas A. Edison Foundation, and a member of the Board of Directors of the Association of Arts Councils of America.

It is a privilege for me as a member of the New York State delegation to welcome Dr. Gould here, and I know that the committee is looking forward to his testimony.

Dr. GOULD. Thank you, Mr. Murphy.

The CHAIRMAN. You may proceed as you see fit, sir.

STATEMENT OF DR. SAMUEL B. GOULD, CHANCELLOR, STATE UNIVERSITY OF NEW YORK, REPRESENTING THE JOINT COUNCIL ON EDUCATIONAL TELECOMMUNICATIONS

Dr. GOULD. Mr. Chairman and members of the committee, I am Samuel B. Gould, chancellor of the State University of New York. It is a very great pleasure for me to be here this morning.

Actually, I speak on behalf of the Joint Council on Educational Telecommunications, as well as for the State University of New York. May I add that this legislation is of considerable additional interest to me, since I served for 2 years as president of the Educational Broad-

casting Corp. of New York, which operates the ETV station WNDT, channel 13 in New York City.

It might be helpful to describe very briefly the two organizations I am representing this morning. The Joint Council on Educational Telecommunications covers a wide range of educational interests. Its member organizations include the American Association of School Administrators, the American Council on Education, the Association for Higher Education, the Council of Chief State School Officers, the National Association of Educational Broadcasters, the National Association of State Universities and Land-Grant Colleges, the National Education Association, and the National Educational Television, that is, NET.

One of the Council's main purposes is to stimulate the use of various new electronic techniques and devices in education at all levels. Our experience at the State university leads us to believe that the new technology of telecommunications may be a major tool in our efforts to keep abreast of the compelling educational needs of our times.

Permit me a word about our State university. At the present time, we are composed of 67 different campuses and centers throughout the State, encompassing all the aspects of higher education from professional and graduate schools to community colleges. For example, we have three medical schools, a school of law, four university centers, 10 4-year colleages, and more than 30 2-year colleges.

This past year our student enrollment exceeded 120,000 full-time and 66,000 part-time students. By 1974, we expect to have 260,000 full-time students, just 7 years from now.

Keeping pace with this persistent, ever-growing demand and increasing the quality of education are challenges of major proportions. There are a number of different avenues we are exploring, among which the increasing reliance upon the products of electronic technology is one of the most important. Rather than take up unnecessarily the time of this busy committee, I have prepared some supplementary material which I would ask, Mr. Chairman, be accepted and filed as part of the record of these hearings.

Mr. FRIEDEL (presiding). Without objection, it will be received.

(The material referred to follows:)

EXHIBITS SUPPLEMENTING STATEMENT OF DR. SAMUEL B. GOULD, CHANCELLOR, STATE UNIVERSITY OF NEW YORK

EXHIBIT 1. 1966 INTERIM REVISION OF THE MASTER PLAN OF 1964, FOR THE STATE UNIVERSITY OF NEW YORK. (SEC. VII, PP. 2–4)

EDUCATIONAL COMMUNICATIONS

In the summary of the recommendations of the 1964 Master Plan it was proposed "That increased use be made of new instructional devices, including films, programmed instruction, and television" (17); and "That a University-wide television network be established" (18).

In the two years since the formulation of the educational communications goals, significant progress has been made toward implementation. A program is underway to link the five educational television stations in New York State with eighteen other such television stations in the Eastern Educational Network, thus bringing a *broad selection* of programs to the people of New York, and, of course, providing a *wide audience* for the increasing number of continuing education programs produced by State University's Television Network.

In the past two years State University's programs have included a series for lawyers and physicians; programs for the aged, the unemployed, and the disad-

vantaged; and cultural programming for audiences that have limited access to such programs. Cooperative arrangements have been established with the American Broadcasting System whereby the University provides the material and staff (and the private network production facilities) for the development of public affairs and educational programming. Last, but by no means least, the major steps have been taken toward the establishment of a *University of the Air* through which the people of the State will obtain college credit at home for broadcast courses. Two such courses were presented in the Spring of 1966, and will be televised in New York City, Albany, Syracuse, Rochester and Buffalo in the Fall of 1966.

A partial list of educational television programs offered by the State University of New York is presented, as follows:

1. "In the Law Library," a series of sixteen half-hour programs for lawyers covering recent developments and the new legal code;
2. "Writers World," a series of six one-hour symposia produced in cooperation with the Writers Guild;
3. "The Nature of Drama," an educational series leased from the British Broadcasting Corporation;
4. "You Can Get a Job!" which is six one-half hour programs aimed at the unemployed;
5. "Eye on the Universe," a college level credit course taught by Professor Harry Crull, State University at Albany;
6. "History of Latin America," a credit survey course given by Professor Peterson, State University at Buffalo; and
7. Other special projects including the filming of two physics lectures by Visiting Professor Edward Teller and another physics lecture by Visiting Professor P. A. M. Dirac; and, in addition, programs have been produced on the relationship between citizen and government in Sweden: "The Ombudsman: Public Guardian."

Many campuses of State University are planning maximum use of computing facilities in the instructional and research programs, and to provide data processing facilities for their administrative needs. State University at Stony Brook has launched an experimental study of the use of computers for programmed learning at the college level, involving neighboring institutions by means of computer linkages. Each campus, too, is becoming aware of the effectiveness of films and other aids to the teaching process. For example, an economics course drawing on resources both from within and outside the University is being designed for use on a number of campuses; other campuses are planning to share a physics course, a portion of which is computerized and other portions of which will be either filmed or taped; on other campuses certain courses are taped, and the faculty time saved is devoted to seminars with small groups of students; on a number of campuses student teachers' presentations are taped as they conduct classes so that the student and his supervisor together can evaluate the lesson at a later time; in speech classes students' speeches are taped for later replay and for self- and/or class evaluation. These represent a few of the ways in which modern technology increasingly is being employed to improve the quality of instruction within the University. Many are establishing service facilities to facilitate use of the new devices in classroom and laboratory. A whole range of courses has been added in this area including programs in education for the training of audio-visual programmers and technicians.

Of primary importance is the coordination of all these programs and developments, that is, establishment of the master microwave network that will link educational television outlets to the interconnections among State University libraries, as well as to other systems linking Central Administration with each campus, and campuses to one another, in channels of communications for instruction and research and for institutional research and other functions of planning and administration.

Space will not permit a full recitation of the number and scope of the projects and programs undertaken, or planned to be undertaken. The important consideration is that the master Communications Microwave Network, now in the design stage, will be operational (in its first link) in the Fall of 1967.

EXHIBIT 2. THE NEW YORK NETWORK

The *New York Network* is a state-wide educational television network founded upon an unusual association of the independent community educational television stations of New York State and the State University of New York. The Network is programed entirely by the stations which it connects, and is administered and operated technically by the University.

First announced in 1964 by Governor Nelson A. Rockefeller of New York, Chancellor Samuel B. Gould of the State University of New York and New York's Commissioner of Education James E. Allen, the Network has been developed by the State University and the Community ETV stations, working in consultation with the State Education Department. The system provides for broadcasting programs across the State simultaneously and enables each participating member station to share the programing resources of the others.

In other parts of the country, state educational networks generally connect only those stations which are owned and operated by state governments or educational institutions. The *New York Network* is virtually the first to connect a significant number of independent community educational television stations.

THE INTERCONNECTED COMMUNITY STATIONS

Five independently owned and operated stations are currently a part of the Network: WNED-TV, Buffalo; WMHT, Schenectady; WNDT, New York; WCNY–TV, Syracuse, and WXXI, Rochester. In addition to those already in operation, stations in Binghamton and Watertown are scheduled to begin broadcasting in the near future. An eighth, in Nassau County, will be developed at a later date. After these new stations begin operating, they will be connected by the *New York Network* to the five original participating stations.

At present, the *New York Network* reaches a potential audience of 14.3 million persons and serves more than 80% of New York State's population.

Local non-profit educational television councils under the direction of community leaders, are responsible for station development. The independent stations, which receive from 10% to 33⅓% of their budget from the State, are supported mainly by corporations, foundations and individual donations. Nine existing ETV councils, each in a separate region of New York State, organize financial support for the stations and give special attention to their respective community interests.

WNED-TV in Buffalo, the first educational television station in New York State, began broadcasting on March 30, 1959. Its potential viewing audience is estimated at 1,425,000 persons. The WNED-TV daytime school television programing currently services 121,000 students in 275 schools along the Niagara Frontier. At present, the station's weekly broadcast schedule averages 65 hours. (As the *New York Network* becomes fully operational, the schedules for each of the interconnected stations will increase as much as eight hours per week).

WMHT in Schenectady began operations on March 26, 1962 after nine years of broadcasting through the facilities of local commercial stations. Now serving an estimated potential audience of 1,000,000, the station currently broadcasts 80 to 90 hours per week. The WMHT in-school television service covers a nine-county area and includes more than 200 member schools.

WNDT in New York began active broadcasting on September 16, 1962, as the first VHF educational television station in the New York-New Jersey-Connecticut metropolitan area. The station's estimate of its potential tri-state viewing audience is 15,000,000. WNDT's day-time school television service currently includes 119 schools. It broadcasts 81 hours per week on a six-day schedule.

WCNY–TV in Syracuse initiated service on December 20, 1965. Its primary broadcast signal covers more than nine counties in Central New York; the overall signal area is among the largest of the five interconnected stations. The station estimates its present audience potential at 1,215,000 persons. The WCNY–TV in-school television service includes 30 member school districts with an estimated 100,000-student audience. At present, WCNY–TV broadcasts 85 hours a week on a seven-day schedule.

WXXI in Rochester is the State's newest educational television station, having begun broadcasting on September 6, 1966. Its 1.4 megawatt signal is the most powerful of any television station, commercial or non-commercial, in the State. Preliminary estimates of WXXI's potential audience indicate a minimum of 1,000,000 people. WXXI currently broadcasts 55 hours per week on a five-day schedule. Its in-school television service includes 23 member school districts.

PROGRAMING POLICIES

While administration and technical operation of the *New York Network* are the responsibility of the State University of New York, the stations themselves are solely responsible for its programming. All programming for the Network is determined by a committee of seven—the program executives from each of the five stations plus two ex-officio, non-voting members: a representative of the State

University of New York and a representative of the New York State Education Department.

The Program Committee, chaired on a rotating basis by each of the station program executives meets periodically or utilizes telephone conference calls to plan *New York Network* programming and established operational policies regarding the use of the network lines. Majority decisions prevail on whether or not a specific program will be transmitted over the Network system; but each station retains the option to broadcast the program, record it for future broadcast, or not to broadcast it at all.

At present the Network is scheduled for use five days a week from 9 a.m. to 11 p.m., with additional shorter periods of operation on Saturdays and Sundays.

As the community ETV licensee in its area, each station has full responsibility for the programs it transmits. After programming decisions are made, the State University steps in to fulfill its function as administrator by compiling and distributing the Network schedule and overseeing the operational and technical procedures which make the Network run.

PROGRAMING RESOURCES

As supplements for their own productions, the stations of the New York Network draw their programs from a variety of sources, including National Educational Television (NET), Eastern Educational Network (EEN), and the New York State Education Department. The State University of New York provides college credit courses for viewers on campus and at home, continuing education courses for physicians, lawyers and other professional men and women, as well as broad cultural programs. Program production and distribution services such as the Public Broadcast Laboratory, a semi-autonomous division of NET; the National Center for School and College Television; the Great Plains Instructional Television Library; and the ETS Program Service increasingly serve as valuable sources of programs.

Because the New York Network provides a system for simultaneous interconnection of stations, live multi-station production on topical issues represent an exciting network programming opportunity. A temporary prototype of multi-station programming was initiated in the fall of 1966 when all five stations cooperated in the presentation of exclusive live coverage of the Republican and Democratic State Conventions. Similar live co-productions involving the stations are scheduled at least once a month. Drawing upon community resources across the state, they can now present regular, significant series of round-table discussions and events of special interest.

NETWORK OPERATIONS

The *New York Network*, in operation as of October 2, 1967, utilizes a two-channel high quality microwave system leased from the New York Telephone Company to interconnect the educational television stations. The two-channel concept, combined with *New York Network's* electronic control system, provides unusual flexibility for program origination and distribution by the individual stations not obtainable from more common reversible or "round-robin" networks. By means of this system, each Network station can function as a source of program origination while simultaneously receiving from other stations, or can serve as a repeater or terminal point for all or part of the Network. All of these functions are electronically controlled from the Network Operations Center, located in the Alfred E. Smith State Office Building, Albany, New York.

The Network Operations Center (NOC), the transmission control point for most programs selected by the Program Committee for broadcast, contains the most modern transmission and duplication equipment available. The current equipment inventory includes:

four Ampex VR–2000 video tape recorders for monochrome and color transmissions of Network programs.

four Ampex VR–660B and four Ampex VR–7000 helical-scan video tape recorders for the State University video tape-duplicating service.

one Ampex PD–10 audio tape duplicator system.

one PR–10 audio tape recorder.

two General Electric color film systems.

four Eastman 16mm projectors.

two RCA slide projectors.

one Magnatech Servo sound system for playing synchronized magnetic sound tracks.

one Riker program switcher, including special effects facilities.
one International Nuclear plant delegate switcher.

The microwave network control module furnished by the New York Telephone Company and the program switching equipment are contained in a single Network control conosle. This coordinated operations control console, installed by General Electric, was co-designed by *New York Network* and General Electric personnel. The centralization of all network and program control functions in this console provides considerable flexibility in program and network switching under the control of a single operator. The Network versatility has been enhanced by terminating the four network legs—transmit and receive westbound to Buffalo and transmit and receive southbound to New York City—at the Network Operations Center for simultaneous monitoring, and/or transmission, or reception.

Each station, intermediate (WXXI, WCNY–TV, WMHT) or terminal (WNED–TV, WNDT), is provided with one input and one output jack, both under the electronic remote control of the Network Operations Center. Depending upon the geographic location of the station in the Network, a variety of input/output combinations is possible.

At the Network Operations Center, the control console is equipped with push buttons corresponding to the transmit and receive functions of the stations. A readout system provides continuous visual indication of each station's transmission condition. Network microwave routing may be preset in advance of a scheduled alignment of stations. The readout system indicates the selection of the desired preset condition by means of colored lights on the readout panel, with the configurations to be stored in the logic circuit until ready for use. Switching is completed by operating the "execute" button. Upon successful closure of the remote microwave switchgear, verifying signals fed back from each remote station are indicated by the colored lamps on the readout panel. The pre-select buttons are then cleared for the next event.

Electronic safeguards are provided which cause the logic circuit to reject an invalid operation. Switch closure is not possible when a microwave feedback loop is preset.

The contract for leasing the microwave facilities from the New York Telephone Company, the licensee of the Network, was signed on November 18, 1966. This contract calls for annual expenditures of $271,080 over a ten-year period. The cost of leasing equipment for the Network Operations Center from Ampex and General Electric has been estimated at $215,000 annually, and the budget for staffing and operating the Network in its initial phase at $129,771. Annual total costs are estimated at $693,426.

* * * * * * *

By means of this versatile Network system the independent ETV stations associated with it can offer a diversity of expanded services to their respective communities.

Special live programs co-produced by all participating stations become practical as a result of the Network. Rarely considered feasible beforehand because of prohibitive expense and technical stringencies. These co-productions can be staged at regular intervals to inform viewers throughout the state of current issues, or to offer them important cultural events the moment they occur. These special broadcasts no longer must be bound by conventional limitations of time: They can be "open-ended" in length.

In terms of economy, the Network simplifies program distribution. One copy of a tape or film program can serve all stations. Thus, the Network provides an efficient and economical means through which the stations can share significant programing produced by themselves or out-of-state sources, benefitting far wider audiences.

By opening up the entire state to simultaneous broadcasts, many potentials can be realized. As programed by the stations associated with it, the Network may be used for purposes as diverse as presenting live news shows to children at school, assisting in training teachers in new technologies, rapidly disseminating new curriculum materials and instructional programs, and extending educational home-study opportunities to out-of-school youth, prospective teachers, and adults in search of intellectual stimulation. Through the techniques of co-production, elected officials in each major region of the state can exchange comments on the urgent problems of today, while school and college officials can analyze developments and changes in education with their peers throughout the state.

In a true sense, the *New York Network* can make the abundant cultural and educational riches of New York State readily and simultaneously available to all.

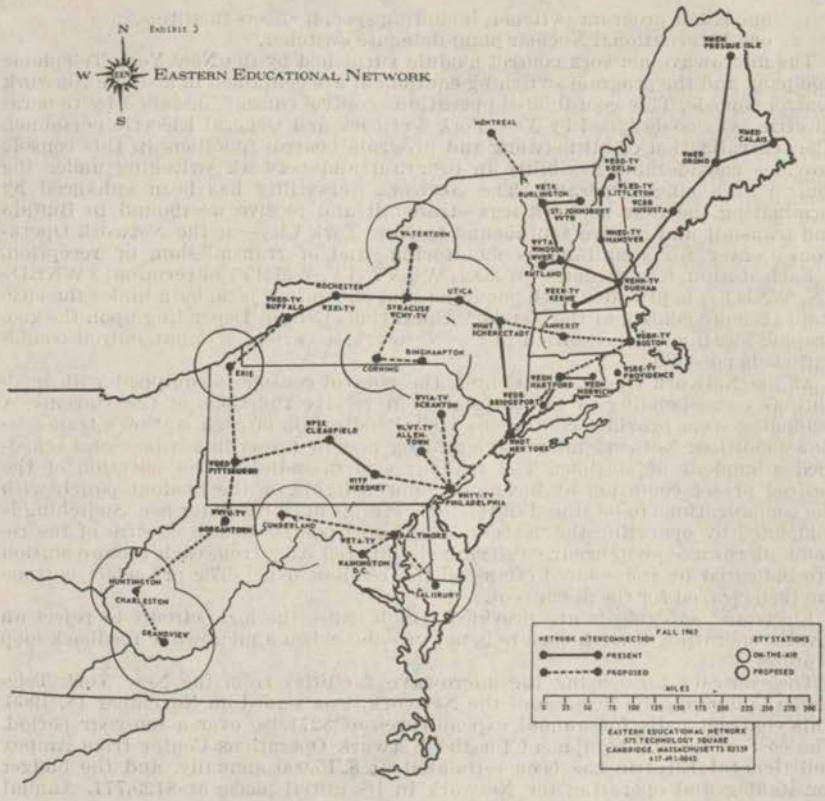


EXHIBIT 4. THE UNIVERSITY OF THE AIR

PURPOSE

To provide college-level courses for credit to the general public via radio and television.

FACTS

1. Joint project of State University of New York and City University of New York based on a 1½-year pilot project by the State University.

2. 1967–1968 curriculum will consist of six courses.

Title	*Produced by*
History of Latin America	State University of New York.
Humanities	State University of New York.
American literature	Harvard University.
Anthropology	University of Texas.
American history	WNDT, Channel 13, New York City.
Calculus	WNDT, Channel 13, New York City.

3. Some or all are being offered for credit by nine campuses in 1967–1968:
State University of New York Centers at Albany and at Binghamton.
State University Colleges at Brockport, Buffalo, and Oswego.
Community Colleges of Onondago, Nassau, and Rockland Counties.
Queens College of the City University of New York.

4. The six courses will be broadcast each Saturday from 9 AM to 5 PM starting September 23 via the New York Network.

IMPLICATIONS OF THE UNIVERSITY OF THE AIR

1. It makes use of educational broadcasting on a state-wide basis to bring college-level instruction to all those who are unable or who do not want to participate in a regular on-campus program.

2. A program of such substance that two large Universities (State and City) have joined resources in order to develop a strong program together, rather than unnecessarily competitive programs separately. Such cooperation could be extended to include many of the nation's universities, working together to develop outstanding instructional materials.

3. Courses in the curriculum have been especially produced for the University of the Air, or have been obtained from other sources after careful selection from the best that is available. The strengths of the nation's academic community are reflected in the present curriculum of the University of the Air.

4. The New York Network, by broadcasting these courses simultaneously throughout New York State, illustrates how effective state and regional networks can be in utilizing television as a basic part of the instructional process for off-campus students. The Saturday broadcasts of the University of the Air will be seen at times that previously were not used by the cooperating ETV stations.

Dr. GOULD. The first item included in the supplementary material is a key section of our 1966 interim revision of the State university's master plan. This section has to do with our endeavors in educational communications.

It may be helpful in judging the effect of this legislation in higher education generally, because our university is far from alone in facing massive institutional challenge. All of us, the public and private universities and colleges, the land-grant colleges, secondary and elementary schools, indeed all educational institutions, are being propelled into a new era where electronic communications so significantly serve education.

On every side, we see evidence that institutions are embracing these new but effective techniques. At Harvard, to cite one example, a coaxial cable is being installed to link the university's libraries, classrooms, lecture halls, labs, and other facilities. Eventually such cable systems will bind together, like electronic arteries and veins, as many as 50 institutions in the Northeast.

There is a very definite relationship between the needs of institutions like these, the needs of our own State university of New York, and the goals of the legislation before you. The times have a profound need for this legislation, and the time for its passage, we submit, is in this legislative session.

In our State, we are on the threshold of an experience that pertains directly to several aspects of the legislation you are considering. In October, the State University will begin operation of a statewide ETV network linking together the five community-owned independent ETV stations in Rochester, Syracuse, Buffalo, Schenectady, and New York City. More than 80 percent of our population will then be within range of a single educational television signal.

But—and here is the point I should like to stress—we in the State university, though operating and managing this network, will not determine its programing. Rather, the programing will be selected by a committee of the five participating stations. They will make the program decisions, while we will administer the system and operate it technically.

This is something like providing an electronic highway system, without determining what vehicles will travel on it. If a station in this network does not wish to receive the signal for broadcast, or if it wishes to tape record a program for later use, this is its own affair. A fuller description of this network, and its structure and operation is included in the supplementary material I requested earlier to be included in the record.

This coming fall, with the approval of the five independent stations I mentioned, the State university will offer a regular schedule of college courses for credit, called the University of the Air. These will be sent out over this network to the major population areas of our State, and college credit given on local campuses.

We will do this in collaboration with the City University of New York, located in New York City, where we do not have a major campus. I mention this project to make the point that a wider system of interconnection, covering regions of the United States could bring such educational opportunities to citizens all throughout the United States.

These could become, for many institutions and many thousands of students, young and old, a highly effective method of keeping pace with the forces of change. They could bring higher education to the disadvantaged and the infirm, to those whose work—on farms as well as in our cities—prevents them from attending college in person.

For example, the populous centers of the Northeast would be well served by such a network. The potential of this one region may be seen from the chart which is also included in the material supplemental to my statement. The chart indicates the link may eventually be projected to Montreal, making it international in design.

We would also like to present, for insertion into the record , a more complete description of our "University of the Air," limited to New York State this year. This description is also included in the supplemental material I have submitted. One of the college courses we are using comes from the University of Texas; another from a Harvard program originally sponsored by the Navy for submariners. The network permits their wider and more effective use.

Let me turn next to specific remarks about the legislation under review. Title I proposes an extension of the program of Federal grants for construction facilities. We do not own television stations or plan to, so our efforts to meet the total demand, to reach all the citizens of the State, depend on existing, locally operated stations.

Such facilities will help ease present and future pressures for classroom and other facilities. Certain kinds and certain portions of academic work can and will be learned by the student at home or at some similar place other than the campus itself.

There are professional men and women whose careers would be enhanced by programs of continuing education, there are housewives who would like to complete their interrupted college educations, there are many others who would benefit from an opportunity to learn in their own homes—and our goal is to make this possible for all of them. More broadcasting outlets are required for this. Thus we strongly support and extension of the existing Federal program of grants for facilities to make this possible.

Let me add a brief remark about educational radio. It is extremely gratifying to see that there is now a much sharper public awareness of the many efficient and economical ways in which radio can serve education. We ourselves do operate three radio stations, broadcasting an average of 60 hours each week. The total budget for this in the past academic year was $60,000. Additional stations would greatly increase the scope of this work, bringing instructional materials and illumination of important contemporary issues to many more communities at very low cost.

From personal experience I know how effective a tool educational radio can be. Many witnesses have testified on this point and I would like to strongly endorse their recommendations.

Title II of the proposed act seeks to establish an independent corporation to deal with several aspects of noncommercial broadcasting. We endorse this title emphatically, and echo the sentiments of many distinguished witnesses as to its desirability.

Our own efforts in interconnection and public education by means of this new technology have already been described. But we act within the boundaries of just one State. Only interstate networks can bring such benefits to all our people. We need the equivalent of regional highway systems in the air, throughout the entire United States.

We believe this corporation can function without depriving individual stations of their broadcasting autonomy, just as the local stations associated with our New York network will remain independent. We believe that the full resources of the Nation are needed to coordinate the effective usage of this limited national resource, the airwaves. We believe there are great benefits, many as yet unforeseen, that will derive from such an independent organization.

Title II should also, in our recommendation, be more correctly identified in its title, inasmuch as the corporation is to deal with educational radio as well as television. These highly economical yet very productive educational radio stations can benefit equally from interconnections, without loss of their autonomy.

As an administrator, let me add one managerial remark about title II. The proposed legislation seeks to appropriate $9 million for this corporation, to be spent in a relatively short time. Yet it limits the expenditures to projects, or to stations, of $250,000. This probably means 35 such expenditures by the corporation.

We would recommend this limitation be preserved in the case of stations, so that larger grants would not be made to the stronger stations at the expense of the weaker ones.

But projects involving several stations, or systems of interconnection, may require more funds than $250,000. Even our own ETV network could not run half a year at such cost.

Chopping up such projects into $250,000 "pieces" may become a major headache to administrators of this corporation. Therefore, Congress may well wish to look closely at this provision, and either remove all limitations for projects (while preserving them for stations), or else establish a higher limitation in this case, or indeed remove this limit entirely on station interconnections.

Moving finally to a consideration of title III, I can say that as a representative of educational institutions, we feel no less strongly

about its desirability. The use of telecommunications in education is growing rapidly in size and form. Thus we would, along with many others, petition for an expansion of the scope of this title, to include the many shapes and forms of electronic media—educational television and radio to be sure, but also instructional television fixed services, the two-way communication of data links and computers, and so on.

As we in education come to depend more—often out of sheer necessity—on these devices, it is more and more vital that they be studied and evaluated in a total program.

These mechanisms can no longer be considered ancillary gadgets. The stakes in education are far too high. When we use an electronic technique, with all the engineering and expense that might be involved, we must know that we are using it well. We must know how to integrate it with other technologies and devices, and with older educational methods. For this reason alone, the proposed study is of great importance to all the organizations I am speaking for today.

Let me go further. It may sound as though we are here to describe only the benefits we and the public can derive from this legislation. But we can do more. We can add to it. We can contribute knowledge and experience to the instrumentalities it proposes. We, ourselves in the university, have conducted a small-scale telecommunications study, similar to that proposed in title III, but designed to deal with our own needs in the State university. Its results may be a modest contribution to the wider, Federal study under consideration. Also, the operation of our network may contribute to the activities of the proposed corporation, in the form of a small prototype of interconnection. Similar activities in other parts of the country would also contribute to these purposes.

In closing, I have one additional comment on the bill before you. I speak here as an educator, as a former educational television executive, but most of all as a private citizen of a nation with a great and historic destiny.

It is time that we as a nation must realize that public broadcasting must begin some of the time to reflect on all of the riches, all of the human insight and some of the insights on man and his world. It is time to have this translated into public broadcasting, which stands today for enlightenment and change.

Strong support of this broadcasting would be one more important step to realizing our national dream.

Thank you very much.

Mr. FRIEDEL. Thank you for your very fine statement. I just have one question.

It has been expressed by many different persons who have testified before us that unless we, the Congress, enact into law such a bill as H.R. 6736 there is a grave danger that educational broadcasting will founder. Do you agree?

Dr. GOULD. Yes, I do. I think we have come to a fairly crucial point in the development of educational broadcasting. Many stations have started, they have struggled mightily to make ends meet and carry on their responsibilities. I think some kind of dramatic breakthrough is needed now to indicate the concern of the Federal Government as a

way of intensifying the interest that local communities will have in this project.

I know from experience there are many local councils of educational television stations that give hours and weeks of their time to raise the kinds of funds necessary to keep these stations afloat. They have been all by themselves in a rather lonesome situation up to this time.

I think the interest of the Federal Government as exemplified in this act would do a great deal to stimulate a new kind and an important kind of support for these stations that would bring them to a higher level of opportunity and of performance.

Mr. FRIEDEL. Mr. Van Deerlin?

Mr. VAN DEERLIN. There will be demands we should hold off on programs such as this, as we have a huge financial commitment in Vietnam and elsewhere in the world. You have called, on page 3 of your statement, for an immediate beginning, and have said the time for action is in this legislative session.

You feel, obviously, that there are factors which cry for immediate action, and despite our commitments elsewhere. Would you care to elaborate?

Dr. GOULD. I do, sir. I feel this very strongly indeed. We are facing a situation in terms of higher education alone, to say nothing of the other aspects of education, in which we have thousands and thousands of young people for whom we are hard put to find a place where they could attend school.

These new electronic means of education are a new way to meet this need. They need to be explored quickly, and they need to be established as soon as we can prove their effectiveness, and in some cases that effectiveness has already been proved.

We are losing time, because the young people are here. They are already beating on the doors. In my State alone, with all the students that are taken by the private colleges and universities, with all the students that the State university and city university take, there is still a huge gap estimated by the board of regents to be somewhere between 50,000 and 180,000 young men and women qualified for higher education and of college age who have nowhere to go.

Think of what this kind of opportunity for electronic communications offers when you reach into the home. Earlier in today's testimony, the Chicago Junior College by television was mentioned, a case in which an entire program is presented by television with a minimum amount of time necessary for the student to spend on the campus, and therefore a minimum amount of campus facilities necessary.

I think it is terribly important that this kind of action take place now, because there will never be a time when it is convenient.

Mr. VAN DEERLIN. We should continue regardless of what is happening——

Dr. GOULD. I think we can all agree on that.

Mr. MURPHY. The Federal Government is now in the television business in many Government training programs, but, Doctor, do you find there could become a time when the student-teacher relationship might be seriously affected by an overemphasis on television or use of it? Let's say a television tube being the only interconnection between the——

Dr. GOULD. Yes. This is a bugaboo that arises. I think it could be one of the biggest single factors in improving education.

Let me explain what I mean. A great deal of the time spent by a professor in his classroom is spent passing along information which the student can get by other means, either by reading, by using television programs which are singularly well adapted to provide information, by computer-assisted instruction, or in many other ways.

If it were possible for him to acquire this information by other means without involving the professor at that time, I would hope the professor would then spend his time doing what is considered to be the most important thing—namely, having the face-to-face relationship with students in which they talk about something that really matters.

I have heard many professors bemoan the fact that they have so many responsibilities in their classroom operations that they never have time to get to this important face-to-face situation.

Television could give them that opportunity, and I would be interested to see what kind of relationships would develop from this. In short, I see no reason, if properly handled, why television should not be a factor in improving instruction rather than hampering it in any way.

Mr. VAN DEERLIN. Sir, I note in your testimony what I sense to be an analogy between the organization you have in the State of New York and the projected corporation for public television that is envisioned in this bill.

Do you think that yours is a small-scale example of what we can develop nationally?

Dr. GOULD. Yes, sir; in many ways I believe it is. I think we are working on some of the problems that this corporation would ultimately deal with on a much larger scale. What we are working toward is a regional development which ties together stations, keeps them independent, provides programs from many sources which can be used by many different kinds of institutions with their own judgments made as to what they want to use for credit, and what they don't want to use for credit.

In other words, it allows for a maximum of independence, a maximum of flexibility, and at the same time a maximum of coverage.

Mr. FRIEDEL. Sir, your time has expired.

Mr. Devine?

Mr. DEVINE. Thank you, Mr. Chairman.

Dr. Gould, were you here in the chamber when I was questioning Dr. Brietenfeld a few moments ago?

Dr. GOULD. Yes, sir.

Mr. DEVINE. Do you have any suggestion of additional taxes to be enacted on the American people if you feel this is an urgent program?

Dr. GOULD. I do think it is an urgent program. I do think it would be presumptuous of us——

Mr. DEVINE. That is one of the problems. You idea people come in here and tell us how to spend Federal money, but don't tell us where it is going to come from. We face a deficit of $30 billion, it is estimated, this fiscal year. We have to pick things up that we think are urgent and make decisions.

We know all these causes are great and worthy and would give culture to everybody,.

Dr. GOULD. I agree, sir. I think in an instance like that, the judgment of those responsible must be turned to the question of what is most important in your view for the future of this country.

Mr. DEVINE. Do you feel that this is one of the priorities?

Dr. GOULD. I do. I can't think of any single area that is more important than the encouragement of education in all of its forms in this country. Some of the problems we suffer from in this country today were brought about by the fact that education was neglected for certain people. I think this has to be remedied as quickly as possible, and I can't imagine anything that is a higher priority item.

Let me give you an example offered by people who are not involved in education.

A short time ago, there was a study made by the Morgan Guaranty Trust Co. of New York City, in terms of the economic development of the State of New York. That company gave its advice as to where they thought the major emphasis ought to be placed for the future in developing the economic program of New York.

I think you would agree that the Morgan Guaranty Trust Co. is a rather practical minded organization, one that examines things with extremely careful judgment. It was their unanimous opinion that the greatest single investment that ought to be made by the State of New York at this time to guarantee its future was an investment in higher education, as much as they could possibly put into it. You can look at other States of the Union where this has taken place, and see what happens.

The entire economy of the State of California rests on the accomplishments of the higher education system in that State.

Mr. DEVINE. That would confine us to educational TV, presumably, assuming that would be the ultimate result of the funds to be raised here, but we are talking about millions of dollars.

Many of us in public service called upon to address groups from time to time, we are told by—you carry the title of doctor, sir; is that Ph. D.?

Dr. GOULD. An honorary LL.D.

Mr. DEVINE. We are told that remarks should be aimed at a 14-year old intellectual level, and keeping that in mind, when we come out with the excellence in educational television, and the public, again remembering the 14-year old level, they have a choice between "Bonanza," the "Fugitive," or watching ballet and the symphony; are they going to go that route?

Dr. GOULD. I think they will in time. I think they should have the opportunity for both.

Mr. DEVINE. I would agree with you, but we get into priorities in the fiscal crisis.

Dr. GOULD. Yes, we do get into priorities. This to me is a very important priority. The fact that we have so many more people involved means we can't proceed as we are accustomed to. We cannot have classroom facilities for everybody, we cannot provide things as we are traditionally able to. We must use these new methods, and use them in such a way that we don't dilute the quality.

This is possible with the kind of support envisioned by this act.

Mr. DEVINE. It puts us right in the position where people are requesting from their Government more services. We get into the area of raising taxes to pay for them——

Dr. GOULD. I think that is a very serious question. It may be that new taxes will be necessary.

Mr. FRIEDEL. Mr. Kornegay?

Mr. KORNEGAY. Thank you very much, Mr. Chairman.

I do have a question or two to ask Mr. Gould. Before I do that, Mr. Chairman, I would like to ask to be out of order for just a moment to recognize the fact——

Mr. FRIEDEL. Permission granted.

Mr. KORNEGAY. We have with us a group of Upward Bound students from North Carolina. They are attending summer school under the auspices of the University of North Carolina at Greensboro, and they come from throughout the width and breadth of our State of North Carolina.

They are here for 3 days in Washington on a trip to study and look over the Federal Government, and I would just like to recognize them and welcome them to the Interstate and Foreign Commerce Committee, and I will unanimously consent to extend to Mr. Broyhill the opportunity to make remarks.

Mr. BROYHILL. Thank you, and I want to join in welcoming students from the Upward Bound program, and this program has come to the attention of more people in our State, the advantages of it, and I join in the welcoming of these young people.

I had an opportunity to talk with a great number of them earlier this morning. They are interested in what is going on in the world as well as in their Government.

Mr. FRIEDEL. North Carolina is well represented by two very able Congressmen right on this committee, but I would like to have the students please rise and see how many are here.

Mr. VAN DEERLIN. Have these young people been advised of the tradition of Congress that the Congressmen take their visiting high school students to lunch? [Laughter.]

Mr. KORNEGAY. With the gentleman from California, Mr. Chairman, those plans are being worked out at the present time.

Mr. Chairman, I might ask Mr. Gould—first I am sorry I missed your statement, Doctor, but I heard your comment on the fact that it is your view that the best educational courses are a close relationship between the professor and the student. It has been my experience, too, and you went on to say that television would carry that principle into effect, or words to that effect.

It is one of the areas that I am not quite clear on, and that is exactly how TV education provides the rapport between student and professor, that actual face-to-face confrontation provides.

Dr. GOULD. Let me try to make that clearer. In the first place, I don't mean that television by itself creates this, but it does contribute to a greater possibility for this face-to-face relationship. It does this by relieving the professor of a great many of the routine things which can be done in some other fashion, through television or some other means, and therefore frees him so he has enough time to have confer-

ences with students, or meet with small seminars and other groups of students to talk about the things which are truly important in the field or to the students.

Too much of the time of the professor today is taken up in what I would call routine or rote matters, in which the stimulation or inspiration of the professor is apt to be lost in the classroom, simply because he is not engaged in anything that relates directly to the students.

But if he can devote his time to more direct relationships with students, theoretically at least, and I would hope actually as well, a different kind of relationship would exist.

Let's take the case of a student taking a great many courses by television off the campus. He ought to have the opportunity to come on the campus and talk with the teacher. But when he does come, he is going to talk about something that really matters to him.

I have maintained the view for a long time, and I have been in the educational profession for a long, long time, that far too much lip-service is given to this interplay between professor and student and not enough attention is paid to just what actually happens during that interplay.

Mr. KORNEGAY. Yes, sir; I understand your explanation of what you mean, but you don't envision, do you, that educational TV would supplant the classroom lecture?

Dr. GOULD. No, but it would make the classroom lecture available to many more students at the same time.

Let me give you a specific example of what an impact a thing like this can have.

A short time ago at one of our campuses in Stony Brook, we invited Dr. Dirac, a Nobel Prize winner and lecturer, to deliver a lecture to the physics department.

There were about 200 students in the audience for the live lecture. He is a magnificent communicator, and we therefore had the talk put on film. We have now had requests from 240 universities around the world asking for the films.

Now, imagine how many people Dr. Dirac will reach with this lecture in contrast to what he would have reached if his total audience had been the 200 students that he spoke to originally.

This shows how greatly the importance of a lecture can be enhanced by the use of these electronic means.

Mr. FRIEDEL. The gentleman's time has expired.

Mr. KORNEGAY. Thank you very much, Doctor.

Mr. FRIEDEL. Mr. Nelsen?

Mr. NELSEN. Thank you, Mr. Chairman.

Dr. Gould, I would certainly agree with you that this facility could be a tremendous addition to the educational capability of the country.

I might mention, however, that I think no one would argue that education is important. I do want to make the observation that I am distrurbed by the trends in education, particularly dealing with economics, where we find an increasing number of people seeming to take the view that the fiscal policies are not too important, that we can spend ourselves into prosperity.

It never worked in my farm, and I doubt if it would work in the U.S. Government.

Aside from that, the thing that I am particularly concerned about in this area is the fact that most of us are very, very concerned about the control of the facilities so that it does not become the implement of those who might use it to advance one political philosophy or another in a biased manner. If the programs stay strictly with education, and does not become an agency to be abused, I think we will feel very comfortable.

Secretary Gardner pointed out the provisions in the bill to provide these safeguards. At the same time he admitted that the only way the safeguards could be properly applied, would be in the quality of the people who held those positions.

Likewise, it could be very bad if the wrong persons were selected to serve as directors of this corporation.

This is one point that I find continually coming up with my colleagues, how will it be controlled, can it become a dangerous weapon if improperly used, how do we safeguard it?

You might comment on that.

Dr. GOULD. I would say, Mr. Nelsen, first, that there is no question but that safeguards can be built into the act, and in fact some already have been, which would do a great deal to avoid the situation that you are looking at a little fearfully.

I would agree with Secretary Gardner that everything depends on the kind of people you get, because the wrong kind of person always finds a way to circumvent the law, or the regulation, or whatever it happens to be.

I really believe, however, to use our own network as an example, we have turned over the actual decisionmaking process on programing to the stations themselves.

They are the ones who must decide whether a program is to be carried. We don't make the decision for them. They are nonprofit, tax exempt organizations; they are in the public interest, and under very much public scrutiny all the time.

I find it very hard to visualize their ability to violate the kinds of trusts they have been given for very long without being brought to terms, as a result.

I think the American public is extremely sensitive on this point as we are and watches very carefully. The history of commercial broadcasting has been similar to this in that you notice for many years commercial broadcasters didn't want to editorialize about anything, because they felt this got them into a rather gray area that they should well stay out of.

Now that they are editorializing, equal time is given for the other side of the argument. This has become standard practice all over the country.

I don't believe there is any lasting great danger in this matter of control. I think the corporation itself, if it is properly organized and has the proper personnel, will be a watchdog on this. I think the American people will also be a watchdog, because television is something they are very close to, and very sensitive to in terms of any effort to try to sway them in terms of their philosophy.

You make a very good point in terms of this being an issue that always has to be in our minds. But I don't think it is anything that should prevent us from proceeding.

Mr. NELSEN. I would point out, I believe this point is the one on which this program will rise or fall. It will depend on how well we do the job of providing the safeguards and how well we sell our colleagues on the fact that the safeguards are there, as they should be.

Thank you very much.

Mr. FRIEDEL. Thank you.

Mr. Ottinger?

Mr. OTTINGER. Thank you very much.

I take this opportunity to welcome the chancellor of our State University. I didn't have the opportunity to introduce you this morning, and I am glad to see my colleague, Mr. Murphy, did so so ably.

Much of your activities as described in your statement came to me as first-time knowledge. It was very interesting to hear about it. I think it is very important that educational television developments by the State University receive adequate publicity. An important object of an educational television network should be to have people take advantage of the opportunities offered. They are provided at public expense.

Within this legislation we are considering, the Senate placed a severe restriction on the corporations ability to publicize its activities out of fear of its becoming a propaganda network.

What are your plans in the State of New York with respect to making better known your ETV activities?

How do you feel about this limitation in the Federal legislation?

Dr. GOULD. I think any opportunity to make known to the general public what is available to them through these new forms of programing in television is good. There is no point in developing the program and then keeping it a secret.

Perhaps the kind of limitations contemplated for the new corporation have some objective other than the simple development of communications among all the people who will benefit from its program.

Now we in New York State, in our network, are using news releases and the news media so that everyone knows what we are doing. We are reaching all the campuses of the State, and other campuses as well. The word is spreading, slowly but surely.

However, we purposely did not spread the word too much until we had an opportunity to test our system out.

This University of the Air I described earlier has been in operation on an experimental basis for a year. We had over 1,000 students enrolled for credit this year.

We learned a lot from this experience. I wish there were time. I could tell you about some of the most fascinating things that we have learned from this. But I think we do have to communicate this.

I wonder whether this is what is intended by the limitation on communication by the corporation?

The corporation itself, of course, is not going to be so directly concerned with promoting the programs as will be the stations and the other agencies involved at the regional and operational levels.

Mr. OTTINGER. As you point out, these stations operate under minimal budgets. I would hope that the corporation would have the funds to place radio, television, and newspaper announcements of programs being offered.

Dr. GOULD. I think this wouldn't take a great deal in the way of funds. My experience has been, in the presentation of these sorts of programs, that newspapers and the other media are willing to give them publicity.

I have found in educational broadcasting that even commerical television stations were willing to advertise our programs for use and do it without cost to us.

Mr. OTTINGER. That is very fine. I think we could benefit from some more information here on your actual experience. One of the things that is worrying the committee is so much of the funds for the corporation may be eaten up in interconnection costs, leaving relatively few funds for programing.

I think it would be interesting for us to hear your actual experiences, where your money goes, and how the system is actually working in New York.

Dr. GOULD. We have set up the machinery for the interconnection with a headquarters in Albany, and it is going to cost us almost $400,000, I would say, to develop that interconnection among the five stations, this year.

Mr. OTTINGER. What is your total budget?

Dr. GOULD. Our total projected budget for the next year for operating the New York network exceeds $700,000. In addition, our preliminary estimates for this period for program development and for support of stations relative to programing come to roughly the same amount.

On balance, I would not say that the facilities are going to cost more than programing. There is an initial investment, of course, and if you use telephone lines, as seems to be practical right now, there is an annual charge, but that annual charge will not be extraordinary in terms of the rest of the things to be done.

Mr. FRIEDEL. Our distinguished colleague from North Carolina. Any questions?

Mr. BROYHILL. No, sir.

Mr. FRIEDEL. Mr. Springer?

Mr. SPRINGER. You have raised a very good point here, may I say, Dr. Gould, and that is editorializing. What is your thought on this?

Dr. GOULD. I think that stations should have the opportunity to editorialize so long as they make it clear that they are expressing opinion, and so long as they give the opportunity for other opinions to be heard. This has been the general practice now for some time and it seems to be working out rather well.

I know in the New York area I hear occasional editorials by CBS outlets in New York City, and I also hear the responses. Right now for example, a constitutional convention is going on in——

Mr. SPRINGER. Excuse me. I have only a few minutes. How would you feel about an editorial endorsing a candidate for Governor of New York for your station?

Dr. GOULD. I think this something the stations ought to keep out of. I think they can editorialize on issues, but not on personalities.

Mr. BROWN. Are you talking about ETV or commercial, sir?

Mr. SPRINGER. ETV.

Dr. GOULD. ETV has not done this yet.

Mr. SPRINGER. I know that. There are some of us who have very strong feelings because they have been editorialized against.

Mr. VAN DEERLIN. Will the gentleman yield?

Mr. SPRINGER. Yes.

Mr. VAN DEERLIN. As a beneficiary of a tax-exempt organization, wouldn't you be precluded from editorializing for or against a candidate for public office?

Dr. GOULD. Yes, you would.

Mr. VAN DEERLIN. Surely, money that flows in to sustain you would be cut off very quickly if this were to occur, would it not?

Dr. GOULD. That is true.

Mr. SPRINGER. Let us pursue this a little further.

I am one fellow in favor of this legislation provided the right safeguards are provided, and the appointment of the board, and the direction this is going—suppose you have a program that doesn't necessarily editorialize, but in which there would be, I would say, approximately the same position taken.

What is your position on that?

Dr. GOULD. Let me give you the experience that we have had in New York State in trying to put together this network that I spoke to you a few minutes ago.

When the network was announced at first one of the accusations leveled against it is the one you are making. You are not making an accusation——

Mr. SPRINGER. Raising a question.

Dr. GOULD. Yes. Namely, that this is going to be a political tool for somebody, and since the administration of the State government was in the process of supporting this, then it was hoping to use this as a political tool of some sort, sir.

Let me emphasize again the fact that the network does not stipulate what programs are to be used. The local station managers, as we just said a moment ago, are all in this tax-exempt status and, therefore, are unable, even if they wish to, to editorialize on political candidates. They make the judgment.

Mr. SPRINGER. Is he your lawyer?

Dr. GOULD. No; this is Robert Carlisle, director of our university ETV network.

Mr. SPRINGER. Generally speaking, I think it is possible for an ETV station at the present time to editorialize under the FCC rules. I think this was raised yesterday when Mr. Minow was here, who is an expert in this field, as you know, and Bill Henry was here, who was an FCC member. I think there is pretty good authority here that at the present time you have the authority to editorialize.

This doesn't disturb us as much as it does when you get into an area where you are going to be nationwide, and by 1980 there will be a possibility of reaching as many people as ABC, NBC, and CBS combined. You get what I am talking about?

Dr. GOULD. Yes, sir; indeed.

On the other hand, is it not true that it would not be possible for this corporation we are talking about or for ETV stations in general to editorialize on things that would tend to influence legislation. Isn't that prohibited legally, sir?

Mr. SPRINGER. You are getting into an area which is gray, as to what influenced legislation.

We had seven or eight issues here for discussion. You realize that issues you choose to put on the air in nature can be political in many instances. I can think of issues here in this Congress between the two parties. I can name any number of issues on which this problem is raised, and this—and we know once this is enacted we are not going to be able to change the direction of this legislation. We have got to do it now.

Do you have any other opinions on this?

Dr. GOULD. No. I think this has to be examined carefully and the right safeguards built in. It may be that as a beginning one ought to put in more safeguards than you think you need, and then take them out as time proves what kinds of people are involved in this operation.

I frankly don't think that the additional educational broadcasters are as eager to editorialize and involve themselves with these kinds of issues as most people believe. I say this as one who was head of a station.

Mr. SPRINGER. Let me say this to you: I think you have done a good job. I have a big station in my hometown, Urbana, and there is one at Ohio State which is one of the best in the country.

We think they have done an excellent job. What we are trying to do is to make sure when you look at a network this all-powerful organization doesn't turn into some of the things that we think are possible as we go forward in the next 15 or 20 years.

Mr. OTTINGER. Will the gentleman yield?

Mr. SPRINGER. In other words, I take it your position is that you don't have any objection if we do build in the right safeguards?

Dr. GOULD. No, I don't have any objection.

I believe the safeguards will come about anyway, simply because, just as you have mentioned the Ohio State and Illinois stations which have been so careful, I can't imagine those stations tying themselves into any kind of a network arrangement without observing the same kind of care.

Mr. SPRINGER. I don't think it will unless you have come together these universities in one powerful organization which would exert a lot of influence.

Now the mechanics of the board on it, this thing could take an ideological direction which I can see very easily, which might not fit all the four corners of this country.

Mr. FRIEDEL. Thank you.

Mr. OTTINGER. Will the gentleman yield for one second, please?

Educational television and radio broadcasting stations, other than those owned and operated by State or local governmental agencies, as I understand it, are entitled to the tax-exempt status accorded nonprofit institutions which do not engage in political propaganda or similar partisan activities. The condition on which their tax-exempt status depends is spelled out in the Internal Revenue Code of 1954, as amended, which provides in section 501:

(a) An organization described in subsection (c) . . . shall be exempt from taxation * * *

(c) The following organizations are referred to in subsection (a): * * *

(3) Corporations . . . organized and operated exclusively for religious, charitable, scientific, testing for public safety, literary, or educational purposes . . . no substantial part of the activities of which is carrying on propaganda, or otherwise attempting, to influence legislation and which does not participate in, or intervene in (including the publishing or distributing of statements), any political campaign on behalf of any candidate for public office.

The basis upon which an educational station conducts its campaign for public support is that any contributions are being made to a tax-exempt educational corporation, and that the amount contributed is, accordingly, tax deductible.

Under these circumstances, as a matter of self-preservation, an educational station must scrupulously refrain from in any way becoming a partisan propaganda machine.

These then are the basic reasons why, as the testimony of NAEB indicated, not one of the 286 educational broadcasting stations that it represents has editorialized, or will editorialize. Accordingly, H.R. 6736 presents no genuine problem in this area.

Mr. FRIEDEL. Mr. Stuckey?

Mr. STUCKEY. I have the same concern, I think, that Mr. Springer has, and I am glad to hear that you agree these safeguards should be built in.

Mr. FRIEDEL. Mr. Harvey.

Mr. HARVEY. Dr. Gould, do you think special attention ought to be given then to this legislation to any particular area of programing?

Dr. GOULD. I think I would leave that up to the Corporation—once it has been established. I would hope that with the choosing of the appropriate people for this Corporation, this would be one of their first items, namely, the kinds of programs.

Mr. HARVEY. I have no further question.

Thank you.

Mr. FRIEDEL. Thank you.

Mr. Brown?

Mr. BROWN. Dr. Gould, do you have any thoughts on who ought to be able to qualify for the station, for a station, in the framework you have mentioned?

Dr. GOULD. Are you speaking of the board?

Mr. BROWN. Who ought to be able to qualify for a local station license?

Dr. GOULD. Well, I should think that any group of citizens who feel a desire to bring such a communication enterprise into a community, who have shown by their earlier records and experience not only the kind of administrative ability necessary to run such an organization but also the kind of broad concern for the cultural future and educational future of the community.

I should say that this kind of application ought to deserve of the highest kind of consideration.

Mr. BROWN. In other words, you wouldn't limit it to universities or educational institutions?

Dr. GOULD. Not at all. I do think the stability of these stations is sometimes enhanced by their being tied closely with universities or other permanent institutions, simply because support of those institu-

tions may be more reliable than going out and raising the money every year or all through the year.

But I certainly wouldn't want to limit it to the universities.

Mr. BROWN. So that if an individual or a corporate enterprise that wanted to do this could get itself a nonprofit corporation status and could prove some background for this, somebody in the public interest, welfare, like a Member of Congress, they could individually incorporate it and get a franchise for educational television?

Dr. GOULD. I do not know what you have in mind precisely, here, but if——

Mr. BROWN. I am trying to get some definition of the individual who could get such a license to operate an ETV station in this public broadcast network.

Dr. GOULD. I don't think it should be anybody directly connected with political life.

Mr. BROWN. Well, a former Member of Congress.

Dr. GOULD. A former Member? It all depends whether this would be in compliance with FCC regulations as set forth.

Mr. BROWN. I am really asking you for your thinking about who should have an educational television franchise.

Dr. GOULD. As I said earlier, sir, those who have indicated by their records a concern of what should be done in educational television, and those willing to present in a nonpartisan fashion something the community needs very much——

Mr. BROWN. To what extent do you think the programing should fall into the entertainment area?

Dr. GOULD. Well, of course, this depends on how you define entertainment. My own major interest, of course, has been more in the instructional television than in the so-called general public broadcasting.

Mr. BROWN. Directed to classroom television?

Dr. GOULD. Classroom, or in the home, but mainly of an educational nature.

Mr. BROWN. Clearly identifiable as instructive?

Dr. GOULD. Yes, as a rule. There are many other programs that can be of the same kind of value, and I have a feeling there will be more of these.

Mr. BROWN. News programs?

Dr. GOULD. News programs, news analysis.

Mr. BROWN. Background of the news, a study of the situation?

Dr. GOULD. Yes, or sometimes in the art field, reviews of exhibits, reviews of books. These are not courses, but they are educational in their thrust.

Mr. BROWN. Criticism of plays and so forth?

Dr. GOULD. Yes. All those things are important. I think presentation of great drama is of great importance when it is the kind of thing that would never be seen otherwise.

Mr. BROWN. When you say "great drama," are you talking about the proven classics, or modern classics?

Dr. GOULD. It could be either. Of course, there is a limiting factor on this, because these are usually tremendously expensive programs, and ETV cannot afford them very much.

Mr. BROWN. Innovative art, popular art——

Dr. GOULD. I think this is the cultural background of the people and should be presented to them.

We have been doing things along that line. In New York State we presented a series of programs for lawyers recently bringing them up to date on the new legislative acts of the legislature, and we found an enormous response to this. We did this all over the State, and during the first 4 weeks we had more than 4,000 lawyers from around the State, saying, "This is just what we need."

We did the same kind of thing for doctors. We are doing a course for nurses right now. This is the kind of an educational program that I think an educational TV station would carry on.

Mr. FRIEDEL. The gentleman's time has expired.

I might make a statement. We have a lot of witnesses, and if we could be a little brief in questions and in answers, we can get to these other witnesses.

Mr. Macdonald?

Mr. MACDONALD. Thank you.

Sir, I just have one question to ask you. It has been bothering me. It seems to me most of the witnesses have been fine witnesses with a good deal of experience and know the field, et cetera, but in the bill itself, as to specifics, they sometimes have been a little vague, and I think one of the vague parts of it which will actively affect stations such as yours, is the funding of the grants, $250,000 per station, period.

But then it says in the bill, for production or interconnection, and because you will be, I would assume, in an area that interconnection will grow, do you think that we should take out of the bill the language of interconnections as far as the corporation grants to you of $250,000?

I used as an illustration yesterday of the Glassboro event, and if some station got tapped to do it, and they only had $250,000 for the year, which under the terms of the bill they would have, wouldn't a station like yours, being close to the U.N., as a concrete example, if you could tape and put on a long debate, a very important international subject of great interest, a station like yours, if it were tapped to produce the show, I am sure that the cost would be minor.

But if you also had to pay for the interconnection, wouldn't that limit you thereafter for the rest of the year in the amount of production you could do?

Dr. GOULD. Yes, it would. This is why in my earlier testimony I recommended that this part of the bill be reexamined in terms of the kinds of allotments that are made.

You see, to take your illustration or the U.N., for instance, if it were possible to lump together a number of so-called projects of individual stations and to invest a considerable amount of money so that all would benefit from this over a wide area of the country, even nationally under certain circumstances, then you would have avoided this problem you spoke of earlier of not having enough money to do a single job——

Mr. MACDONALD. Where in your statement does that occur?

Dr. GOULD. That is on page 7, beginning at the bottom of page 6, and over on page 7.

Mr. MACDONALD. I see the language, and I apologize to the chairman for not having been here when he read the statement.

But that doesn't really go to the problem, it seems to me. There should be, in my judgment, amounts given to production throughout the country to strengthen local educational TV.

Dr. GOULD. Right.

Mr. MACDONALD. As a matter of fact I think it would be very complete, of a local station which suddenly gets hit with a cost of interconnection. Do you agree with me?

Dr. GOULD. I think there has to be money provided for interconnection as well as production. Otherwise, you are going to end up with a purely local situation, which is what we are trying to avoid. We want to be able to share.

Mr. MACDONALD. Do you have any language that you would suggest to the committee?

Dr. GOULD. I don't at the moment.

Mr. MACDONALD. Would you supply that?

Dr. GOULD. We certainly will try to do that.

Mr. MACDONALD. Thank you.

(The following material was subsequently submitted:)

STATE UNIVERSITY OF NEW YORK,
New York, N.Y., July 21, 1967.

HON. HARLEY O. STAGGERS,
Chairman, House Interstate and Foreign Commerce Committee, Rayburn Building, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: On behalf of Dr. Samuel B. Gould, I would like to thank you for providing the opportunity for him to testify July 20th for the State University of New York and the Joint Council on Educational Telecommunications. It was a privilege to appear before the House Interstate and Foreign Commerce Committee to present testimony in support of H.R. 6736.

During the proceedings, Rep. Torbert Macdonald asked for Dr. Gould's comments on the expressed limitations on project and station funding as stated in Title II, (k) (2). The particular section of the proposed legislation covers lines 14 through 18, on page 18, of H.R. 6736. As requested by Congressman Macdonald, we would like to file with the Committee the following wording, to reinforce our conviction that the limit of $250,000 per project or station should not apply to the interconnection of stations:

Line 17: "year ending June 30, 1968, for any one project *other than interconnection* or to any one station of more than $250,000."

We appreciate this opportunity to present formally our suggested qualification of this language. If additional comments would aid the further deliberations of your Committee on this particular aspect of your Bill, we would be most happy to provide them.

Sincerely yours,

ROBERT D. B. CARLISLE,
Director of Broadcast Operations, Educational Communications Office.

Mr. FRIEDEL. The gentleman's time has expired.

Mr. Kuykendall?

Mr. KUYKENDALL. Let me be among the last to welcome you.

I will make it brief, Mr. Chairman.

I am getting back into an area that several of the gentlemen have mentioned and which you, yourself, expressed concern about.

You are aware, of course, that the regulatory agencies, all of them, are set up on the basis of one more than half of the governing board being a member of one political party, and the minority, one less than half, of the other.

Would you object to this board being set up on this basis? The law, I believe, generally states that not more than eight will be a member

of one political party. Would you object to this board being set up on that basis, in the law?

Dr. GOULD. Yes, I would. I don't think this board should be chosen on that basis. I think it should be chosen on the individual's total qualifications to serve in an area that is not only extremely important but extremely difficult, technically, culturally, and in every other way.

I think you are limiting yourself when you talk about a division among the political parties. For example, it might well be possible that the man you want for a particular post on this board is ruled out simply because of previous appointments that had been made in the other party.

I don't think there should be that kind of limiting factor. I speak from experience that I have had with boards on which no effort was made to worry about party affiliation. My own board of trustees of the State university, for example, is appointed entirely by the Governor of the State. This appointment is not on the basis of whether a man is a Republican or Democrat. It is made on the basis of the man thought to be best for the job.

Mr. KUYKENDALL. May I ask you this question: Are you a registered voter?

Dr. GOULD. Yes, I am.

Mr. KUYKENDALL. Do you register by parties in your State?

Dr. GOULD. Yes, we do.

Mr. KUYKENDALL. I assume you are registered in one party or the other, and I do not want to know which party.

Dr. GOULD. I am.

Mr. KUYKENDALL. I would be happy to have you representing this board on either side and I can't imagine a man more qualified than you. You are registered in a political party. That is the only qualification.

Dr. GOULD. I appreciate the statement.

Mr. KUYKENDALL. In the requirement that he has to be a member of one political party or the other, that would be the only requirement.

Dr. GOULD. I thought you meant that there have to be eight of one party and seven of the other.

Mr. KUYKENDALL. Yes. But if you register in your State, you have to register with one party or the other, do you not?

Dr. GOULD. I know. But let us say for the moment that I am qualified to be on a board of this kind, and the President has already appointed several members of the same party and there isn't room for me on that board because the party quota has been filled.

Do you see what I mean?

Mr. KUYKENDALL. I agree there. I believe I said I thought you were eminently qualified, not the only one qualified.

Mr. BROWN. Will the gentleman yield?

Dr. GOULD. I believe you will agree you are placing a limiting factor.

Mr. KUYKENDALL. I do not agree that it is a limiting factor.

Mr. BROWN. I do not assume these terms will be indefinite so that there will always be an opportunity to upgrade or promote members on the board. But I would like to point out that there are many boards set up at the Federal level in which the language says that not more

than one over half shall be a member of one political party. We have a number of boards in Washington, at least one that I have been familiar with recently, made up of a majority of Democrats and the rest are independents.

Mr. FRIEDEL. The gentleman's time has expired.

I want to thank you, Dr. Gould.

We will hear next from a colleague from the State of New York, the Honorable Howard Robison, who has introduced one of the bills under consideration, H.R. 4140. You may proceed, Mr. Robison.

STATEMENT OF HON. HOWARD W. ROBISON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. ROBISON. Mr. Chairman and members of the committee, it is a pleasure to be afforded this opportunity to appear before you today to give you my thoughts on H.R. 6736—as introduced by the chairman—and on the other related proposals before you, including my own bill, H.R. 4140, all bearing on the future of educational television in this Nation.

I have been interested in this subject for a long time and, accordingly, was pleased to support and to vote for the Educational Television Act of 1962 which has accurately been described as a "major benchmark" in the growth and development of educational TV as one of the potentially most useful and innovative tools we could apply toward improving our instructional system for all our citizens.

The benefits derived under that 1962 act have been substantial. I know you are well aware of them, so I shall not take your time in an effort to again enumerate them. However, as we all know, progress under this program began to slow last year as State after State—and New York was one of the earliest among these—reached the point where it had used up all, or practically all, of its basic $1 million allotment of matching grant moneys offered by the Federal Government.

This became of particular concern in my State—and perhaps in the home State of some of you—where the 1962 act had stimulated properly ambitious plans for developing State educational television networks, the key to the success of which depended largely upon the ability of combining local and State funds, where State funds were made available as they have been in New York, with the proffered Federal grants in order to bring more local ETV stations on the air or to strengthen those already on the air.

Both the administration and the Congress seemed, last year, largely unaware of the fact that, due to the shortage of Federal funds for those States that had been moving ahead as brought about by the $1 million per State cutoff point, this important program was rapidly becoming "poohed out," as our friend and colleague from Pennsylvania, Mr. Flood, charged during last year's hearings by the Fogarty subcommittee of the Committee on Appropriations. Mr. Flood then went on, in his typically blunt fashion, to say that the apparent disinterest in the Office of Education over the fact that, at the then-current rate of educational TV station activation it would take between 30 and 35 years, as admitted by administration witnesses, to produce a

true nationwide educational television system amounted to an "appalling situation."

Stimulated by this colloquy, and in an effort to see if something could be done to "get the ball rolling again," I introduced legislation in the last Congress under which the 1962 act would be extended for an additional 5 years, at an additional authorization of $32 million—which was the same as the original authorization—but also under which the per-State limitation would have been increased from $1 million to $2 million.

Unfortunately, however, that bill failed to get anywhere and so progress in our State—and in some 10 or 12 other States in a similar situation—came to a virtual standstill.

Accordingly, in January of this year, I again reintroduced that same bill—which is H.R. 4140 as now before you. However, at about the same time something of considerable import happened—which was, of course, the release to the public of the long-awaited report of the Carnegie Commission on Educational Television.

Now, as a result of that report, we all of a sudden found ourselves no longer just talking about educational television, a familiar concept which had already won for itself wide public and congressional acceptand support, but about such other intriguing but possibly controversial matters as "public television" and "noncommercial television" which, though surely related to ETV, also involve difficult issues of public policy, issues that I am sure are very much in your minds at the moment.

And so it is that, in the charman's bill—which, I understand, is the administration's proposal—and in S. 1160 as passed by the other body and which, significantly, bears the title of "Public Broadcasting Act of 1967," we find (in title II) a proposal, described in the Senate report as embodying "the bold and imaginative concept of an independent, nonprofit corporation to assist in developing a vital nonocommercial educational broadcasting system," under which Federal funds will be used to help produce "higher quality educational programs," the programing of which (again quoting from the Senate report) "should not only be supplementary to but competitive with commercial broadcasting services."

Title II provides an initial authorization of Federal funds for the purposes of the corporation in the amount of $9 million, designed (as the Senate report says) "to get the corporation off the ground," but it is also admitted that this is only "seed money" and that "much more money will be required in future years if the corporation is to accomplish the task before it," however that task may come to be defined and, as we all know, the President has said that:

> Next year, after careful review, I will make further proposals for the corporation's long-range financing.

Mr. Chairman, I am not immune to the deficiencies of commercial television programing. As the father of two teenage sons who are inveterate watchers of this wonderful but something discouraging medium and who, therefore, often expose me to more of its "wasteland" than I might otherwise venture into alone, I can well understand why the Wall Street Journal editorially referred earlier this year to that "multihead monster which transmits a gooey mixture of soap operas, quiz shows and kiddy cartoons."

But, given the enormous appetite of this medium—which the average American supposedly watches some 6 hours a day—I wonder whether even the average quality of commercial television's output, while admittedly bad enough, is really as bad as it is sometimes contended. I also wonder if it is so bad that, without a further public dialogue than that so far engendered by the Commission's report and these hearings (including those in the other body), it is either wise or necessary for us, in our eagerness for an elusive "quality" in programing, to begin to move now in the direction of setting up at least the beginnings of a competitive, federally financed, "public-television"—or "noncommercial television"—system, for that is where we would seem to be going, using the accepted virtue and great potential of educational TV to do so.

Would it not be better, I ask, to submit this portion—title II—of the chairman's proposal, or of S. 1160, to further scrutiny—perhaps by broadening the purposes of the comprehensive study of instructional television and radio authorized under title III of the chairman's bill to be made by the Secretary of Health, Education, and Welfare?

It would seem to me so—and that this would also permit the President time to make up his mind about the best way for arranging long-range financing of the proposed corporation, before the creation of which even with "seed money" it would seem necessary for us, in these difficult budgetary times, to have some better idea than any of us now do about how much money such a corporation can consume and where it is to come from.

Beyond these expressions of reservations about title II, I would like to note that my State of New York—as it so often has in other areas—is already showing what can be done, now toward the building of a statewide educational TV network with the built-in potential for future interconnection with other States or regional networks. As I understand it, one of the purposes of the proposed corporation would be to promote such intrastate or regional interconnection. In any event, on February 14 of this year Gov. Nelson Rockefeller announced that New York had entered into a contract with the New York Telephone Co. to build such a statewide ETV network, to be known as "the New York Network," connecting up the five ETV stations we now have on the air and those we hope to soon add, and to be administered by the State University of New York in accordance with a recommendation from Chancellor Gould from whom you heard this morning, and who may have told you more about it.

Finally, Mr. Chairman, though the proposal embodied in my bill, H.R. 4140, for an extension of the 1962 act, was a much more modest one than that contained in title I of the chairman's bill, or title I of S. 1160, I would be happy to accept and endorse whatever decision you may reach, here, as to the need for funds to continue and to build upon the progress made under the 1962 act, and I am especially pleased with the proposal to replace the dollar limitation per State with a percentage one.

Again, I thank you for this opportunity.

Mr. FRIEDEL. Thank you for your views, Mr. Robison.

We will hear now from another colleague, the Honorable William H. Harrison, of Wyoming. Please proceed Mr. Harrison.

STATEMENT OF HON. WILLIAM HENRY HARRISON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WYOMING

Mr. HARRISON. Mr. Chairman, I am grateful for the opportunity to express to your committee my own support, and that of many people in Wyoming, for H.R. 6736, the Public Television Act of 1967.

Educational television holds great promise of wide benefits to Wyoming and other Rocky Mountain States, especially for those who reside in smaller communities and relatively isolated areas.

We in Wyoming are concerned with the quality of education available in sparsely populated sections, and we are concerned also with equality of educational opportunity. With its small population covering a vast geographical area, Wyoming could benefit enormously from expansion of ETV facilities. Such expansion could greatly improve educational opportunities and equalize these opportunities in many instances.

Some Rocky Mountain States presently have ETV facilities, but Wyoming, unfortunately, is not among them. Officials in my State are in the process of planning for ETV, and enactment of H.R. 6736 would enhance these plans.

You have heard testimony, Mr. Chairman, from representatives of the Federation of Rocky Mountain States, and I wish to lend my own support of their expressions in favor of this proposed legislation. I hope your committee will approve the objectives of H.R. 6736 and report it favorably.

Mr. FRIEDEL. Thank you Mr. Harrison.

Now I have the honor of introducing the gentleman from Pennsylvania, Congressman Moorhead, who will introduce our next witness.

STATEMENT OF HON. WILLIAM S. MOORHEAD, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. MOORHEAD. Thank you, Mr. Chairman. My primary purpose in coming here today is to introduce to this distinguished committee Mr. William Gladmon, the director of development of America's first community educational television station, WQED, which was launched in my city of Pittsburgh in 1954.

However, in view of that fact that I have introduced one of the bills before this committee, I would like to take a few minutes to comment on the legislation. I will recognize the Chairman's admonition to be brief.

Mr. Chairman, when I introduced my bill, H.R. 10408, last spring, I said I envision a new era in communications where every American will have the opportunity to enjoy a greater diversity and choice in public service programs, political issues, and debates, as well as entertainment, music, and drama.

I said that this legislation will permit the full growth and development of our communications resources, bringing the best of public affairs programs to all of the people through the maximum use of the creative leadership and facilities already available in our community.

Mr. Gladmon will develop this idea further in his testimony as he discusses the specialized business and industry training programs available on WQED's sister station, WQEX, in Pittsburgh.

First, Mr. Chairman, itseems to me that in considering this legislation which has received wide support from the President, the Ford Foundation, and the Carnegie Commission, that we recognize that this is not a reflection on the fact that the commercial networks have failed to do the job, but, rather, that it is a recognition that there is a new job to be done, that there is a new audience in America, an audience which is more demanding, more critical, and more eager to test innovations.

The Public Broadcasting Act is intended to provide the Nation with a way to respond to this new audience.

Second, communications genius, Marshall McLuhan, has said, that we are living in an age of "allatonceness", the time of the simultaneous happening. And I agree. However, while television is immediate and visual, and, in that sense, has perhaps had greater impact in imparting information and understanding, we must not, in considering this legislation, forget radio, which was the first medium to carry news into homes on a nationwide basis.

I notice that the preceding witness, Dr. Gould, mentioned the importance of educational radio in this overall picture.

A little known but significant service rendered by educational radio is the free distribution of many of its programs to commercial stations throughout the country. I am proud that WDUQ at Duquense University, in Pittsburgh, serving our community since 1949, is one of these stations.

This legislation recognizes the great contribution of educational radio by offering for the first time Federal grants for construction of noncommercial radio broadcasting facilities.

One of the strongest and most necessary points of this legislation, I believe, is the intention to assist in developing a strong interconnecton system, whereby such programs as "Kaleidoscope," the daily, 1-hour program produced here on American University's WAMU, specializing in short features, news, music, agency reports, and interviews, can be broadcast to other educational affiliates and commercial stations upon request.

Finally, I am proud that Pittsburgh has been in the game since the beginning. A Pittsburgher served on the Educational Television Stations Committee on a Presidential Commission which drafted a first report to the President in 1965 (Mr. Leland Hazard, director of Pittsburgh Plate Glass Co.); Pittsburghers participated in the first and second Conferences of Long-Range Planning of Educational Television Stations (Mr. George Follansbee, chairman of the board of directors, Pittsburgh ETV stations; and Mr. Joseph D. Hughes, administrative trustee, Richard King Mellon Foundation); a Pittsburgher is a current member of the board of directors of the Educational Television Stations Division of National Association of Educational Broadcasters (Mr. Donald V. Taverner, president, WQED–WQEX); a Pittsburgher serves on the Subcommittee on Radio Development of the Pennsylvania State Advisory Committee on Educational Broadcasting (Mr. B. Kendall Crane, director of WDUQ radio); and I am delighted to note that a Pittsburgher is represented on the newly formed National Citizens Committee for Public Television, chaired by Mr. Thomas P. Hoving, director of the Metropolitan Museum of Art in New York (Mr. Leland Hazard).

In this connection, Mr. Chairman, I would request that the report of the Pennsylvania State Advisory Committee on Educational Broadcasting, which discusses Pennsylvania's plans for statewide educational radio networks, be included as part of my testimony. I think it will be helpful to the committee.

Mr. FRIEDEL. That will be included.

Mr. MOORHEAD. This completes my statement, Mr. Chairman.

(The report referred to follows:)

AMENDED PRELIMINARY REPORT OF PENNSYLVANIA STATE ADVISORY COMMITTEE ON EDUCATIONAL BROADCASTING, SUBCOMMITTEE ON RADIO DEVELOPMENT, FEBRUARY 2, 1965

In the initial planning of a state-wide educational radio network, an important consideration is the intended over-all purpose of the complex. Your sub-committee suggests these points:

(1) To teach (in-school listening, both direct teaching and motivating programs) at all levels, correlated to specific course subject matter;

(2) Special education (continuing education for adults, make-up courses for drop outs, retraining programs in specific fields;

(3) In-service continuing training for elementary and secondary school teachers; exploring new techniques, innovations in various areas of education, and as a means of almost instantaneous contact with teachers by supervisors and administrators.

(4) Cultural and informational programs at various appreciation levels, intelligently presented at various hours to a pre-determined available audience.

It is the concensus of your committee that there are two principle phases to the ultimate success of the project.

The first, and probably the most demanding phase, is the reawakening of an awareness of the realistic potential of radio as an educational, cultural and informational medium. In the light of the intense promotion and utilization of television throughout the state, the potential of radio has suffered considerably in the mind of the listener. Another reason for this situation is that the rising generation was never exposed to the "golden age of radio." Its only experience with television-minus-pictures is as a purveyor of rock n' roll and country music.

The second phase in the development of radio in the Commonwealth is the designing and implementation of a practical, economical and efficient means of state-wide coverage.

Thus, stage one should consist of a border-to-border educational campaign among radio listeners and possible listeners, using all the techniques of persuasion, exposition, demonstration, and whatever else is required—to convince potential listeners that radio—true radio—has not become obsolete, nor has it lost any of its impact.

It should be pointed out that the great majority of present-day teachers and administrators are unfamiliar with the potential of radio as a teaching medium, or are enamoured of what they are ready to believe is the panecea of instruction by television. Others may feel that any departure from the formula of teacher-pupil confrontation in the flesh is prostitution of their calling. Such conditions demand as much attention be paid to educating educators to the potential of radio, as is being directed toward the layman.

Among the many methods which may be employed effectively, on of the most persuasive is making available radio as it can be, produced and presented by various radio-oriented groups from educational organizations. It is suggested that increased effort be expended on the part of educational groups—in the absence of a local educational radio station—to step up activity to interest the local radio outlet to provide some time for educational and cultural programs (within a logical listening time segment), and also to stimulate the station personnel to assist in the conception, preparation and presentation of such programs. Your subcommittee cooperation is standard operational procedure, and is to be highly commended.

This cooperation notwithstanding, it is a hard economic fact that these stations are in business to show a profit, however altruistic and cooperative their managements would prefer to be. As an unfortunate result, educational—or non-

commercial—programs must be relegated to time segments not presently sponsored. These segments vary with the station and the region. Even when prime time is made available to educational organizations there is no assurance it will not be pre-empted by a commercial program. And this is as it should be. It's not reasonable to expect a broadcasting station, existing for one purpose to underwrite a diametrically opposed type of broadcasting with an entirely different objective. Cooperation should be appreciated but not demanded.

It should be pointed out further that reliance on commercial radio broadcasting stations be continued only so long as educational organizations in the area are without a non-commercial outlet, even though such an outlet be of low power.

In the area which some Olympian academicians refer to as the "nuts and bolts" aspect of radio programming for state-wide consumption, there are some tried-and-true practices to guide the network planners. Since sequential connection of network stations is not feasible at the outset, and because of the necessity to effect a sympathetic atmosphere if the idea is to flourish, it is suggested that programs on tape—both direct teaching and motivational—be obtained from approved sources and made available to schools indicating their interest in and desire for such programs, these to be offered to presently cooperating commercial stations, or available non-commercial outlets.

Several universities in the state and some out-of-state sources presently engaged in radio broadcasting—or at least operating as production centers—have programs on tape which they would be happy to make available for state-wide distribution and use either by or under the auspices of interested school systems, colleges, or responsible educational groups. Some of these programs fit the category of direct teaching, others are motivational, non-formal educational, or cultural. Obviously, however, some thought must be directed toward the mechanics of distribution.

This would almost presuppose a centrally located depository and distribution center, adequately staffed, to handle the machinery of such an operation.

As educators and listeners become more aware of the important contributions to be made by radio, an intensive campaign is indicated, aimed at present operators of on-the-air educational stations to increase their power and facilities, at closed-circuit operators to step up to broadcasting operations. Even those institutions not presently operating broadcasting or closed-circuit radio, might be induced to participate in this project if it can be demonstrated that they will benefit from such participation. This campaign might well begin with the fourteen state liberal arts colleges as well as other institutions of higher learning throughout the Commonwealth.

The reasoning behind this suggested campaign is that presently, the National Association of Educational Broadcasters, through its National Educational Radio division, is moving forward to realize its long-standing dream of a national educational radio network spanning the length and breadth of the country. Pennsylvania is an important component in this monumental concept, and should direct its own planning toward this ultimate objective, and be ready to assume its proper role in the national picture at the earliest possible moment.

Education, if it is to take advantage of the effective means of mass communication, must be prepared to foot its own bills through community support, State assistance, or a combination of these plus available educational grants from national or industrial foundations.

In approaching stage two, which is to effect a state-wide network of radio stations, it must be possible to transmit signals from one station which can be received by a second station, and in turn, transmitted to a third station, and so on, until the signal has been distributed and received in every area of the state.

This may be accomplished in one of three ways:

1. Land line connections
2. Microwave connections
3. System of high power transmitting stations.

The land line system has some advantages but will prove quite costly on an annual lease basis or outright purchase and maintenance.

Microwave installations, in the number required to cover the state (with low power stations) also would prove costly both in original cost and maintenance categories.

The third system, although presenting an original cost of some proportions, eliminates connecting expense, and provides complete coverage of practically every area of the state.

Two important factors are inherent in this latter system. The strategically located stations are conceived as having an effective radiated power output of 50-kilowatts, transmitting from a height to overcome existing terrain obstacles. A sufficient number of stations would be able to pick up the signal from its nearest neighbor.

The second feature of this system is that each station would be equipped for multiplexing signals. Multiplexing, or the ability to broadcast simultaneously three (or more) radio programs from a single transmitter, is a unique feature of FM. In simplest terms, this refers to a main channel (available to any FM receiving set), and two (or more) sub-channels, available only to special receivers capable of decoding the sub-channel signals. The main channel would be employed to care for its own coverage area; one side band would be employed to carry network programs; the other side band could be employed for feeding the network, serving a regional network, closed-circuit communication such as a "conference call," for in-school listening with its local coverage area. Using the main channel and one of the sub-channels, listeners could enjoy true "stereo" brodcasts.

Other uses of these sub-channels (without interfering with the primary signal) include many non-broadcast oriented services. One such use is the exchange of important information from computer, library or research centers (as projected in national plans evolved by NAEB), retraining programs, intra-area professional "roundtables." As explained previously, any utilization of these sub-channels would require receiving sets capable of decording the sub-channel signals.

Obviously, the first task is to determine—based on sound engineering tests—the placing of these strategically located high power stations . . . it is scarcely possible that communities would welcome a second demand for contributions to underwrite establishment of these stations—since they are being or will be asked to support existing or planned television stations. Therefore, it is suggested that these stations be located—where feasible—at institutions of higher learning. These conceivably would be in a better position to provide a staff of more advanced maturity than could reasonably be expected from a school system. These institutions would also make good use of the high power stations for projecting their own image into their coverage area.

However, it might be well to underline the "in-school" listening factor of multiplexing. Though the broadcasting stations would be outside the physical control of individual school systems, all programs designed for use by pupils (whether during class periods or after-school listening) would be subject to final selection by the schools.

Any idea that all such stations to be activated simultaneously is less than realistic. It is suggested that the minimum number of stations required to provide a practical east-west link between the Eastern Educational Radio Network, and the Mid-west counterpart receive primary, though not necessarily exclusive, consideration.

This action would follow an inquiry into the FM frequencies in the educational portion of the spectrum available to the state. Considerable assistance should be expected from the Educational Broadcasting section of the FCC, and from H.E.W., as well as NER.

As a parting word of assurance to those who may be misled into feeling that educational radio has become passe since the advent of ETV, it should be noted that, despite increasing interest in and use of ETV, educational FM RADIO stations have been going on the air at the rate of 25 to 30 every year since 1960.

The development of radio in the Commonwealth to a point where it is an effective distributor of educational and cultural programs with what amounts to "blanket" coverage, is a task of no mean proportions. However, it is not impossible. It will require careful planning and execution of each progressive phase with a minimum of waste time and effort. Delay in either area would spell permanent public and official indifference to the concept of a Pennsylvania Educational Radio Network.

Respectfully submitted,

B. KENDALL CRANE,
Director, Radio Station WDUQ, Duquesne University.

Mr. MOORHEAD. With the permission of the chairman, I would like to withdraw to attend committee hearings that I serve on which are presently in session.

I now present Mr. William Gladmon, the director of development, WQED–WQEX, who has been a pioneer in the development of management training by television and who is responsible for the development of management training, medical education, and other forms of special adult education at WQED–WQEX, in Pittsburgh.

Thank you, Mr. Chairman.

STATEMENT OF WILLIAM T. GLADMON, DIRECTOR OF DEVELOPMENT, WQED–WQEX, PITTSBURGH, PA.

Mr. FRIEDEL. You may proceed, Mr. Gladmon.

Mr. GLADMON. My name is William T. Gladmon, and I am director of development for educational television stations WQED–WQEX in Pittsburgh, Pa.

I appreciate this opportunity to report on an area in which I personally have been involved for almost 5 years—an area which has not been specifically mentioned, to my knowledge, in either these hearings or the Senate hearings. I feel this is an area which, if given the proper resources and development, would prove to be one of the greatest educational tools yet developed.

I shall make my comments brief and to the point, and shall be happy to discuss in greater detail any of the subjects on which the committee may have questions.

The area I want to bring to your attention is really untitled—some call it "Continuing Education Via Television," "Adult Education," "Specialized Training," "Up-dating of Professionals," "Postgraduate and Undergraduate Training," and "Ongoing Adult Training."

Of all these, I prefer to title it "Specialized Adult Education"—a way in which to keep an individual informed and growing in his or her particular field.

When I talk about specialized adult education I refer to all kinds of professional and vocational areas. Among the major developments via educational television are the fields of nursing, postgraduate and undergraduate doctors training, dental, police and fire training, personnel and management development, credit and non-credit college courses, credit and non-credit teachers courses and law training.

I am quite sure that there are numerous other areas that are presently being developed throughout this country.

I would like to say a few words about what is happening in some of these fields. In the police and fire area we find an expanding program being done by New York City officials. Each week thousands of policemen and firemen are receiving some on-the-job training via television.

There was another police program developed in Buffalo, N.Y., but it had to be dropped because of a lack of funds. The Los Angeles fire department now has a major proposal for the use of television as a training media, and it may be on the air at this time.

In the field of college credit courses, we find that the Chicago educational station, WTTW, has been broadcasting undergraduate college credit courses for approximately 8 years. Think of all the people, because of economic or health reasons, that could benefit from such a service.

I believe the latest figures show some 80,000 people in the Chicago area have taken courses via television. I believe that to be a very low figure. This development is a complete story in itself.

KTCA in St. Paul has also done an outstanding job working with and developing undergraduate nurses training courses. At one time they had over 300 video tapes in such fields as anatomy, pharmacology, biology, and in other related medical areas. KTCA was also one of the first to develop the concept of management training by television.

How are we going to inform doctors who live 50 miles from metropolitan areas of the latest developments in their field? How are we going to keep engineers up-dated?

How are lawyers going to keep up on local, State, and Federal changes? How are we going to keep, say, 250 million Americans knowledgeable of changes in Federal law or new health and welfare programs?

I understand we have that problem in medicare right now. What about the returning nurse that has been away from her profession for 15 years?

How do you convey to her the changes which have taken place?

All fields today are in need of a better communications system. I am sure you are all aware that the explosion of knowledge is almost unbelievable.

Let me take a few moments to report to you a few facts and figures relating to the growth of training in the various professions.

Dr. Elmer W. Engstrom, chairman of the executive committee, Radio Corp. of America, stated:

> The total cost of training to industry is now about $18 billion annually, and will reach $25 billion by 1970.
>
> By way of comparison, the yearly cost of running all the colleges and universities in the United States is about $9 billion.

John W. Macy, Jr., Chairman of the U.S. Civil Service Commission, also made some pertinent comments about governmental training which are indicative of the entire field, of course. Some of his quotes are:

> The Commission (U.S. Civil Service Commission) coordinates the interagency training offered by other agencies, in addition to conducting courses of its own. During the year ending June 30, 1966, a total of 65,000 Federal employees participated in these courses, 22,000 of them in courses given by the Commission.

Macy also reports from a paper by the National Commission on Technology, Automation and Economic Progress which states:

> Half of what an engineer has learned today will be obsolete in 10 years.
>
> Half of what he will need to know 10 years from now is not available to him today.
>
> Eighty percent of modern medical practice was discovered in the last 20 years.
>
> Knowledge is now accumulating at such a rapid rate that it will double in the next 15 years.

The National Association of Manufacturers has stated clearly that we will need at least "* * * 3 million new managers by 1975 based on the additional 20 million humans that are expected to be in the work force."

This article went on to state that despite the vast amount of company training being done on the job, at colleges, and universities it does not

scratch the surface of the need for much broader manager development facilities along more quantitative lines.

The American Society for Training and Development, which is a nationally recognized, nonprofit, training organization, has grown from a 3,900 membership to an almost 6,000 membership in the last 3 years. This growth in membership exemplifies the greatest amount of interest that has taken place since its beginning 23 years ago.

At the last national convention, some 1,800 people representing just about every State in the Union and over 40 companies participated.

The American Management Association, in the last 10 years, has made tremendous strides both as a professional organization and as a developer of management resources.

In 1957 their operation budget was $7½ million; today, in 1967, it is approximately $20 million. The total membership today is over 50,000.

I mention the above organizations and figures to indicate to you the tremendous emphasis now being placed on the training of human resources.

It is quite obvious to me that educational television, as a communicator, could carry adult education into a new dimension.

I would now like to develop for you a kind of case study that relates to WQED and the Pittsburgh area.

Almost 5 years ago when we at WQED began to explore the possibility of broadcasting specialized adult education, we found that one single item made the leadership community ready and willing to investigate a new teaching tool. This one item was need—the need to find a way to reach the masses in their particular fields.

The rapidly expanding economy of our Nation and the complexities involved with these economic expansions have created a need for improved managerial practices. Our programing is designed to help organizations in this direction.

It has been realized in recent years that a manager's or supervisor's training background in formal education is not enough for him to keep his company or department progressing and functioning smoothly. He must now keep himself well informed and up to date with the modern, complex, and ever-changing techniques of management.

In September 1964, after many months of planning, WQEX began televising its first formal management series. These programs were put together expressly to help managers keep abreast of what is happening in the management world today—new concepts, ideas, and often a completely different view of the overall management picture.

After just 3 years of operation in the management field we find that 158 companies enrolled 6,000 managers or supervising personnel.

We feel that WQEX affords an unusual opportunity for business and industrial leaders in the personnel development field to add a new dimension to inhouse training. Through educational television, outstanding lectures can bring to the local conference room new knowledge, skills, and attitudes.

The distinguished leaders who join the discussion groups by television may present an illustrated lecture, perform a laboratory demonstration, conduct a role play or a T group, explain a detailed drawing or other complex design. They have found WQEX to be a highly versatile and effective training tool.

Due to the pioneer work of WQEX, management training via television is now being used in many areas of the country. We feel gratified that our initial experiment in management training through television has given training management another tool in the development of human resources.

It would be misleading for me to let you think that WQED–WQEX has organized and developed this total concept by itself. The work that has been carried on by the South Carolina State Educational System is outstanding. The need for management knowledge in that area is tenfold of that in the Pittsburgh area as evidenced by the enrollment figures in management courses.

You will recall that I mentioned an enrollment of 6,000 people over a 3-year period; South Carolina on a statewide basis has enrolled as many as 3,100 management personnel in one course.

The American Management Association's Media Department, under the direction of Mr. Daniel C. Cady, has the last 4 years been supplying concepts, direction, and funds for management programs.

I might add if we hadn't had the funds for those programs we probably wouldn't have gotten off the ground.

I have been unable to collect accurate figures or information on the areas of the country that are engaged in this activity. I am informed, however, that Virginia, North Carolina, South Carolina, Georgia, Maine, upstate New York, Pittsburgh, St. Paul, and Cleveland are engaged in this program.

San Francisco, Boston, and other areas are now setting up management committees and working toward the institution of adult education via TV.

Because of the lack of manpower and funds, we have been unable to make a scientific study on the benefits of such a program, but we have found the following nine points to be beneficial:

1. It provides access to top-level instruction from leaders in business, industrial and academic worlds. It brings leading professors or speakers, by way of television, into the plants. These experts could never afford the time to cover all the engagements required of them.

2. It provides the opportunity for a company to establish a training medium, if such a program is presently nonexistent.

3. A television production studio can lend itself to excellent presentations which may not be available to individual firms because of a lack of teaching technology and visual aids.

4. It is economical.

5. It reduces the costs of sending large groups of employees out of the office or plant to special seminars.

6. It saves thousands of hours in developing courses by the training department if one is available.

7. It makes the community more aware of keeping people better trained and up-to-date.

8. Television acts as a springboard for active discussion.

9. The interexchange of group or department ideas. This may be one of the most important benefits realized because we found departments of both large and small companies that had never sat down together to discuss their problems.

The case study which I have just presented to you in the management training area could naturally be applied to any other educational pursuit.

We at WQEX are also engaged in broadcasting a 1-hour once-a-week program in postgraduate medicine. Some 1,200 doctors in 70 hospitals participate for 33 weeks a year.

Dr. Campbell Moses, director of postgraduate medicine at the University of Pittsburgh, and medical and science director for the American Heart Association, made the following statement:

Educational television has proven to be immensely useful in keeping doctors abreast of advances in medical practice. The technique, pioneered in Utah, has since then been widely applied in Pittsburgh, South Carolina, Buffalo, Boston, California, Oklahoma and Arizona.

By reaching large numbers of physicians simultaneously it is possible to inform a large proportion of the medical public at one time and thereby take advantage of the concept of "critical mass" to reinforce "doctor to doctor" education.

In Pittsburgh we have used this technique for more than four years and not only to present continuing examples of the best medical practice, but also each week to call attention to local outbreaks of contagious diseases, to announce the availability of new drugs and also, and most importantly, to immediately alert physicians to new information about drug reactions as this material is released by the Food and Drug Administration.

The ability to communicate with physicians via television goes a long way toward bridging the gap between laboratory discovery and bedside application.

Under the guidance of the director of continuing education in the field of nursing at the University of Pittsburgh, we have been broadcasting a 1-hour program for the last 2 years.

This program is geared to the professional nurse employed by the general hospital. Its main objective is to provide more information on mental health concepts, such as caring for problem patients. Our survey shows we are reaching 40 to 60 hospitals and 500 to 800 professional people per viewing.

We have not even really begun to explore the potential of this tool and the ways to harness its power. All of our work to date has been trial and error. We work constantly without sufficient funds, qualified staff, and facilities to carry out such a program.

With a well-developed concept, this could reach even the smallest of communities. The further you go from a metropolitan area, the more such a service is needed.

No one station, at the present time, is in a position to do little more than to meet its everyday operations, its budget and its daily problems.

I feel that a national group, maybe the Public Television Corp., is needed to set up the criteria, studies, research, the mechanism to bring the resources that are neded to make educational television a true and integral part of the adult education program.

The CHAIRMAN. Thank you, Mr. Gladmon, for your statement.

Are there any questions? Mr. Friedel?

Mr. FRIEDEL. No questions, Mr. Chairman.

The CHAIRMAN. Mr. Devine?

Mr. DEVINE. No questions, Mr. Chairman.

The CHAIRMAN. Mr. Macdonald?

Mr. MACDONALD. No questions, Mr. Chairman.

The CHAIRMAN. Mr. Harvey?

Mr. HARVEY. No questions, Mr. Chairman.

The CHAIRMAN. Mr. Brown?

Mr. BROWN. No questions, Mr. Chairman.

The CHAIRMAN. Thank you for coming and helping us make a record on this very important issue. I know that it has taken a great deal of your own time to come before us, and you have made a great contribution to the committee hearings.

Mr. GLADMON. Thank you, Mr. Chairman.

The CHAIRMAN. Our next witness will be Mr. Joseph A. Beirne, president of the Communications Workers of America.

STATEMENT OF JOSEPH A. BEIRNE, PRESIDENT, COMMUNICATIONS WORKERS OF AMERICA, AFL–CIO; ACCOMPANIED BY MERRILL M. FLOOD, SYSTEMS DEVELOPMENT CORP., SANTA MONICA, CALIF.

Mr. BEIRNE. Mr. Chairman, with your permission, I have with me Dr. Merrill M. Flood, formerly professor and senior research mathematician at the University of Michigan School of Medicine.

Dr. Flood has spent many years as a consultant to industry and Government on computers, information system, and system engineering and operations, and research in general. Among other things, he has advised the National Bureau of Standards, the Office of Science and Technology, and the executive office of the President.

Dr. Flood is presently with the Systems Development Corp., in Santa Monica, Calif., as the principal experimental scientist on mathematical sciences. The Communications Workers of America have engaged Dr. Flood to advise us on this very difficult area of communication, and the information transfer system. That is why I asked Dr. Flood to join me today before your committee.

On behalf of more than 420,000 men and women that the Communications Workers of America represents, I would like to thank the committee for the opportunity to express our views on H.R. 6736 entitled "Public Broadcasting Act of 1967" and its relation to the national interest.

Last April I filed with the Senate Communications Subcommittee a statement in support of S. 1160, a bill to establish a corporation for public television, and within the past few weeks, at our 29th annual convention, with over 2,500 people in attendance from all over the United States, CWA went on record in support of enactment of this legislation.

We base our support for this act partly because of our involvement in, and concern for, the important field of communications. But equally as much, we support the act because we are, with the rest of the populace, consumers, and users, beneficiaries of the rich wonders to be increasingly realized from today's communications explosion.

This two-word phrase "communications explosion" aptly describes, I believe, precisely what is occurring at the present moment. Some of us here today, I am sure, have little difficulty harking back to the period of the crystal sets when, with luck and the proper atmospheric conditions, we could get KDKA crackling through our earphones.

Today we are able to hurl our bewildering technology into the outermost reaches of space and bring back to our eyes and ears the sights and sounds of the heavenly bodies themselves—truly a miraculous monument to man's brilliance and ingenuity.

But now there is a new testing of this ingenuity of man, and that is our ability to assure that the immeasurable benefits accruing from the communications explosion will serve us in the most positive and constructive way possible.

The importance of the communications explosion cannot be overestimated. The cataloging of our national dependence upon television and radio broadcasting staggers the imagination: Approximately 1½ billion man-hours per week are spent with these media by the people of our country. Television viewing alone occupies nearly one-fourth of the leisure hours of the average American.

For good or ill, this medium has become our national educator and entertainer. Whereas, in 1948 there were 200,000 television sets in American homes, in 1965 over 11 million sets were sold in that 1 year, and we are currently purchasing TV sets at the rate of $2 billion annually.

Another important outgrowth of all this fantastic new technology is it simplications for expanded data storage and transmission, for computer-aided instruction, library networks, data networks, medical information networks, and countless other electronic information transfer systems not even envisioned at this point in time.

The miraculous advances in communications satellite technology are making it possible to literally revolutionize national and international broadcasting of radio and television programs. The synchronous satellite makes it technically feasible and economically desirable to develop a vastly improved communications system integrated to serve all types of users for all kinds of communications purposes, including voice and data transmission, as well as radio and television broadcasting.

And so, I feel we are at a crossroads in our national communications policy development. The deliberations of this committee will serve in large part as the basis for decisions which need to be made now. And these decisions can dramatically touch the intellectual, moral, and physical well-being of generations to come.

Therefore, it is in the light of this awareness that I come before you to respectfully urge that you consider this bill in a full context, that is, the myriad difficulties attendant to the communications industry.

We suggest this wider view, this overview, if you will, because we are of the firm opinion that the Communications Act of 1934, and the Federal Communications Commission as it is now constituted and operated, are no longer adequate legislative and administrative mechanisms to serve our rapidly expanding communications needs.

As presently constituted and directed, neither the act nor the agency can successfully cope with the complexities of the evolving space-age systems. And these are the systems which will comprise and influence the national and international communications and information transfer systems for years to come.

As I have previously stated, we favor the establishment of the proposed nonprofit Corporation for Public Broadcasting, with limited Federal financial support by general appropriation initially, as a good first step to take toward the goal of improved public broadcasting. We have even offered $100,000 to this corporation as soon as it becomes operative.

We assume that this corporation will come into being as a result of the current legislation. We feel, however, that the corporation should

grow in size and influence no more rapidly than is clearly indicated as desirable on the basis of past good performance. This, we assume, would be judged by the Congress and controlled by the usual procedures of budgetary appropriations.

Perhaps the major question to be observed here is that of control. Will the Congress be able to maintain a proper and effective watch on this corporation?

These are foremost among the views I would like to present to this committee. There will be some other points, but I want to spend most of my time elaborating on these.

I suppose that if I were asked, I would classify the great difficulties we face in the communications explosion as both technical and political. However one may describe them, it is necessary that they be adequately and constructively solved before we can feel that the communications explosion will, in the last analysis, be the servant rather than the master.

In the technical area there must be full consideration of all aspects of informational electronic communications technology. The fact is being brought home to us more and more that, in addition to TV and radio commercial and noncommercial broadcasting, there are important and complex interrelationships with many other aspects of electronic communications with which we must be concerned.

In addition to voice and record communication of all kinds, there is the very rapidly advancing technology for data transmission supporting computer networks, and new kinds of electronic access to library and information files of all types. The Joint Council on Educational Telecommunications urges that all educational information electronic communications be considered in deciding upon domestic satellite issues, and we think the council is correct.

This points up the myriad difficulties attendant to establishing various domestic communications satellite facilities. Some examples of the assorted points of view put forth on this subject in the past few months illustrate the very complicated problems of making adequate and equitable decisions in this area.

For instance, the Ford Foundation has proposed that a federally chartered Broadcasters' Nonprofit Satellite Corp. (BNS) be created to construct and operate a domestic communications satellite system which would be confined to television and radio broadcasting, but would serve both commercial and noncommercial users.

In another part of the forest, the American Broadcasting Co. formally requested the FCC to allow it to construct and operate a domestic communications satellite system for its private use. Numerous replies to the FCC in response to this request were made, among others by A.T. & T., Comat, and the Ford Foundation, all of them opposed to such a dedicated system.

We feel very strongly that this is the time and place to consider the long-range planning aspect of our national communications and information transfer systems. Future developments should be planned to optimize with regard for all benefits and costs, so that:

(*a*) Decisions regarding domestic and nondomestic satellite usage take into account their utility for communications and information transfer systems. Specifically, domestic communications satellites

should rapidly become an integral part of the domestic communications system.

(*b*) Radio and television broadcasting, both commercial and noncommercial, should be served by satellites as integral components of the integrated domestic communications system of the future. In particular, it is important that commercial and noncommercial users of such a system pay equally for usage; charges for these services should not depend directly or indirectly upon the noncommercial status of a user. In this manner, true system costs will be available, and a cost-benefit ratio can be established for the noncommercial system.

It is our belief that the communications system should be designed, constructed and operated to provide balanced service between all users. Federal support, through regulation or subsidy, should be completely cognizant of all the national values involving commercial radio and TV, noncommercial radio and TV, and all other aspects of data transmission and storage.

Particularly, we think that public broadcasting should not be favored over other information transfer systems, such as instructional broadcasting—that is, educational radio—or nonbroadcast educational systems—that is, data bank to data bank or CATV—unless the relative benefit-cost assessment justified such a decision.

One response which made considerable sense to us was that of the Director of Telecommunications Management, who argued strongly for the desirability of a domestic communications satellite system to serve all types of users and for all kinds of uses, and against any proposal such as that of the Ford Foundation that would not be part of an integrated domestic communications system.

We strongly believe that future developments in our communications and information transfer systems should be carefully planned with regard for all aspects of their benefits and costs in order that they may adequately serve the public interest.

In viewing the many scientific breakthroughs in the field of communications, we welcome the successful development and operation of synchronous, or stationary communications satellites. This innovation has drastically altered the worldwide and domestic satellite situation.

One immediate consequence of this advance is the struggle for ownership and control of the domestic surface facilities needed to support the domestic communications satellite system. Comsat, naturally, now seeks permission to construct and operate this domestic system, including surface facilities, as an important, or even unique opportunity to gain essential expansion and to put its space capital to work.

Since the regular procedure for establishing reasonable rates of profit for regulated carriers makes essential use of the capital investment in plant and facilities, it is only natural that such firms vie for ownership of these valuable surface facilities.

These are thorny problems, indeed, but they may be relatively simple compared with the difficulties faced in substantially improving both the quantity and quality of American television programing.

We have carefully reviewed the report of the Carnegie Commission on Educational Television and find ourselves in general agreement with most of its recommendations, such as increased governmental support at all levels for educational television stations, creation of the

federally chartered nonprofit corporation for public television, or public broadcasting as it emerged in the Public Broadcasting Act of 1967, and the corporation's role of support and encouragement for research and development, as well as the bolstering of local programing across the country.

Our chief area of disagreement with the Commission is in its recommendation that the Corporation for Public Broadcasting be financed by a manufacturer's excise tax of from 2 to 5 percent on TV receivers. We strongly oppose this as a regressive measure.

The establishment of a noncommercial television system is based on the premise that it will, in some measure, lift and enrich our educational and cultural being. In so doing, the effects of such a system naturally inure to the benefit of all Americans, not just those buying new television sets. We, therefore, oppose an excise tax, and favor an annual appropriation in its stead. We thus recognize that the noncommercial system is truly a public responsibility in its broadest and best sense.

The whole problem of funding public broadcasting will, I am sure, be the subject of endless debate. Funding for this program is crucial, to be sure, but how does one measure its value in purely monetary terms? How does one apply the right economics in calculating the costs and benefits of national access to first-rate knowledge and information?

Dr. Vincent Rock, of George Washington Unversity, has dealt in an interesting way with the costs and benefits of worldwide television using communications satellites.

Dr. Rock asks:

> How much is it worth to have a billion people, rather than a few tens of millions throughout the world, hear and see our explanations for our actions? Or how does one value the increased access of the American people to knowledge of the interests and values of the people of other lands?

The truth is, this defies measurement by purely monetary standards. So it is with national public broadcasting. All we can say is that because of the failure of private broadcasting to measure up to the promise and potential of the airwaves, the philosophy and thrust of the Public Broadcasting Act of 1967 takes on ever-increasing importance and assumes a worth impossible to reckon in terms of dollars and cents.

I do not intend here to engage in an extended description of the ills of commercial broadcasting in the United States. This has been done with thoroughness by authorities such as Mr. Fred W. Friendly, and others who have spent many years in the broadcasting field. I would like to bring to your attention a statement of President Herbert Hoover.

Back in 1922, Secretary of Commerce Hoover was rightly concerned with legislation regarding use of the airwaves, and he commented then that—

> It was inconceivable that we should allow so great a possibility for service, for news, for entertainment, for education, and for vital commercial purposes to be drowned in advertising chatter.

As we all know too well, the inconceivable did happen and continues unabated at this very moment.

It is our opinion that the hope for true quality public broadcasting will be found in the proposed Corporation for Public Broadcasting,

and a strengthened fourth television network. Whether this will truly resolve the dilemma or not, we cannot say—but it is definitely worth the effort.

This brings us to one of the most serious of the countless problems facing us in the current communications explosion, and it concerns the public body with the most direct responsibility for communications in our country—the Federal Communications Commission.

As we come thundering into this brave new world of advanced communications, with all its complexities and pressures, we must ask the question: In its present condition, and in view of its past history, can the FCC successfully cope with the volatile issues being hurled at it by the technological explosions in the communications field?

I believe it is generally agreed that the FCC has failed in its efforts to make radio and television adequately serve the public interest. The FCC has ample authority and the legal powers needed to exercise effective control over the broadcasting industry, but the historical fact is one of ineffectiveness.

Even under the strong and dedicated chairmanship of Mr. Newton Minow, wherein he made a vigorous effort to lead the FCC toward effective regulation of the broadcasting industry in the public interest, the historical evidence indicates failure—as Mr. Minow so eloquently states in his book, "Equal Time."

Fred Friendly has grave misgivings by virtue of his own professional and executive experience with one of the major networks. His view of the problem is that the profit motivation of the commercial broadcasters is simply too compelling to permit internal corporate or external governmental controls to function adequately to insure broadcasting that is in the public interest.

Mr. Friendly points out that the FCC and industry secrecy make it impossible to analyze broadcasting station and network finances, or even to identify ownership. He writes:

> The FCC's secrecy on the stations' and networks' financial reports is as impregnable as a personal income tax form. Even the annual figures for a single-station market and a one-station State are a secret, thus protecting the monopoly station * * * If broadcasters were common carriers who had no shroud of secrecy, their rates, costs, rate of return and investments would all be available to lawmakers, economists and broadcast scholars. But the secrecy that conceals profits makes it impossible to determine how much public-service programing is reasonable.

In making the case for a "strong" regulatory communications body, Mr. Friendly points out:

> The economics of television, which make it what it is today, need not always be what they are today, and they can be changed as much or as little as the society that gives the industry its mandate wishes them changed. Those who resisted the Federal Reserve System most strongly were the bankers who eventually benefited the most from it. Similarly, the change in broadcasting economics will be resisted by an array of lobbyists, public relations pleaders and outraged owners.
>
> In the end, television will gain the most if it is given a less profit-minded base; inistead, its health would be guaranteed by the Nation's intellectual well being, which it must help develop in order for both the country and the medium to survive.

Thus, the dilemma is a familiar one for Americans: How to organize the broadcasting industry in a way that will preserve the advan-

tages of competition for private gain, while at the same time insuring that the effort will be adequately in the public interest.

Obviously, the financial pressures are simply too great to make it reasonable to expect effective self-regulation by the broadcasting industry itself. And to date, the FCC has proved completely incapable of exerting constructive force or leadership in the field.

In 1960, President-elect Kennedy asked Prof. James M. Landis, who had been chairman of two different regulatory agencies, to make a special study of all the regulatory agencies. Mr. Landis reported:

> The FCC presents a somewhat extraordinary spectacle * * * The Commission has drifted, vacillated, and stalled in almost every major area. It seems incapable of policy planning, of disposing within a reasonable period of time the business before it, of fashioning procedures that are effective to deal with its problems.

It seems obvious to us that it is useless to expect effective governmental regulation of the broadcasting industry by the FCC unless and until the Congress revises existing laws appropriately.

Mr. Friendly put the need for the new broadcasting laws this way:

> Our society has never really established who owns broadcasting's franchises; the argument as to whether they are the public's or the investor's has never been settled because we have never delineated a philosophy of broadcast law. By default we have permitted the investors' equity to control what is basically a public-service industry. Broadcasting has been treated as though it was some kind of 19th century mercantile enterprise in which property alone meant ownership.

Thus, it is more than obvious to us that the FCC, as now constituted and administered, cannot cope with its current problems, much less the problems being wrought by the rapidly advancing technology in the communications field.

As I stated earlier, I believe we are at the crossroads in the communications area. The choice is ours, through the will of Congress, as to the shape, character, and all-around utility of communications for years to come. The stakes are too important to our national well-being to allow our country to drift aimlessly, without a firm public policy and philosophy regarding something as crucial as communications.

In summary, we believe the Communications Act of 1934, and the FCC as it now functions, are no longer adequate legislative and administrative mechanisms in the present era of satellites, computers, and other electronic and space-age systems.

Planning is crucial in the next developments of our country's communications and information transfer systems, and there must be a regard for the benefits and costs of all kinds, and for all persons, so that specifically—

> Radio and television broadcasting, both commercial and noncommercial, should be served by satellites as integral components of the integrated domestic communications system of the future.
>
> The comunications system should be designed, constructed, and operated to provide balanced service between all users, and Federal support through regulation or subsidy should take into account all the varying national interests.

Everyone seems to agree that there is an urgent need for substantial and continuing improvement in radio and television broadcasting, both by commercial stations and networks and by noncommercial

stations and networks, toward the objective of more and better programs that serve the public interest.

We believe the principle that broadcasters are licensed on the basis of adequately serving the public interest should be reaffirmed by new legislation, and the legislation should provide for practicable review procedures and sanctions to enforce the principle. Specifically, any license should be renewable only when there is no other applicant who can truly offer significantly superior operation in the public interest.

Gentlemen, this is our challenge: to guide the national communication policy so that we will realize the considerable benefits to be derived from the great technological advances. We must use this technology to better illuminate the multifaceted values of American life, both the false and the true, and use all our skill and knowledge to instruct and lead the people into a less anxious and more rewarding way of living.

I am confident that, as this is done, the American people will answer the need for greatness.

The CHAIRMAN. Thank you, Mr. Beirne, for a very comprehensive statement. It has been a little bit different than most of the other statements we have received. I know you have given it a great deal of thought. We do appreciate your coming.

Mr. Macdonald, have you any questions?

Mr. MACDONALD. Thank you, Mr. Chairman. I just have a few.

I would like also to join with the chairman in complimenting you on a very hard-hitting statement, it seems to me. Although I have perhaps attacked the FCC on occasion for not acting with a little more vigor, I say with all due respect that you go a little overboard, if you will pardon me, on giving them a bad time.

I quite agree with you that the act that they function under is outmoded. For that matter, I am not quite sure whether the act of 1962, the Satellite Act, is not obsolete, because what we thought of in 1962, and what is the reality of 1967 and the future, causes me to think perhaps we were a little shortsighted.

In defense of FCC, I think they are very overburdened. They are working with outmoded regulations, and they nitpick. It seems that they have to go into very minor details which perhaps they shouldn't. Perhaps they do drag their heels about pressing forward on major issues.

It seems to me that they have, in the main, done a very good job. I think it is up to the Congress to try to give them the tools to work with.

I would say that while I agree in the main with you, I don't think it is all their fault. Have you any comment?

Mr. BEIRNE. I would agree completely that it is not the fault of the FCC and the members who have served on the FCC for the last 30 years that it has been in existence. I think at the time the act was written, and even as it has been amended, its orientation is toward the regulation of common carriers. I imagine it does a splendid job with common carriers.

In the growing years of the broadcast industry, the philosophy enunciated by Mr. Hoover, the philosophy enunciated early in his career by General Sarnoff, was the thinking that prevailed when the

FCC was created and when Congress was convinced to have an FCC Act.

All that has changed, like night from day. Today we are in the period of synchronous satellites that can bring communications worldwide instantaneously. Today we have the laser which we didn't have then, which can carry countless circuits. Then one wire carried one circuit. Now hundreds of thousands of circuits can be carried by one laser. So it is an entirely different period that we are in. The people who come on the Board are trapped by the precedents of their predecessors.

Mr. MACDONALD. My time is limited, as I am sure you know. I would like to compliment you directly on your concrete expression of faith in this new bill by offering $100,000. I think that is a very fine gesture and shows you are just not paying lip service to it.

By reference, I will say I will agree with most that is in your statement, so I will just refer to the things that I don't agree to. I am not sure you give ABC the best of it either. As you spelled out their offer to the FCC, as to the satellite communications system, the head of ABC testified before this committee last week and said that the offer he had made was to put up the satellite, share the cost with the other two commercial networks, and then give to educational TV the use of the satellite for free.

So it isn't ABC in my judgment, from what was said, just trying to talk about this. And I think Comsat has made a similar offer.

Mr. BEIRNE. That is the fight for control. That is great infighting. I imagine all kinds of promises could be made to get that initial control of what will be our system in the foreseeable future.

I would look at the teeth of the horse that is being provided free.

Mr. MACDONALD. My last question goes to your testimony on page 14. You quote Mr. Friendly, who is not a bad man to quote. I believe he is very expert. He has testified before the committee. He said, "Our society has never really established who owns the broadcasting franchises."

I think that is quite clear as to who owns the franchises. That is one reason that earlier in the week, and as of today, I still don't think that the title of this bill, "Public Television," is correct. It connotes in my judgment, a difference between public and private television, and I am sure because you are very expert you know there is no such thing as private radio or private television.

When you quote Mr. Friendly saying we have never really established who owns broadcasting franchises, I would just have to disagree. We do know who owns them. The Government owns them. It just lets it out for a certain period of time, it leases it, it gives a license to somebody to use that facility.

Obviously, the Government owns and should own, in the public interest, these franchises. It merely lends them out, as I am sure you know, and can revoke the license if they don't live up to the various rules that are promulgated in the act or under the act. Therefore, I can't agree with that part of your testimony.

Mr. BEIRNE. I quoted Mr. Friendly. I think I captured what he had in mind, for I have the same view of ownership. When we say private ownership, we are thinking not just in terms of a group, a corporation,

which comes before the FCC and is qualified, and which has received a license to broadcast.

Once having received that license, the change that comes about, the secrecy of the costs, the secrecy of the profits, the secrecy attached to the whole broadcasting operation by that private owner—makes him the effective owner. All he has to do is justify from time to time, as required by law, that he is operating.

Mr. MACDONALD (presiding). No, sir; he has to justify that he is operating in the public interest.

Mr. BEIRNE. In the public interest.

Mr. MACDONALD. So there is a great deal of interest.

Mr. BEIRNE. The public interest is not defined by the FCC.

Mr. MACDONALD. Yes, it is.

Mr. BEIRNE. You will still find the argument even in the Halls of Congress as to whether it is in the public interest to listen to their public servants as they run for reelection. The argument becomes interminable about equal time, pay, and everything else.

So it means an absence, in my judgment, of what is in the public interest. I know of nothing more in the public interest than to be able to listen to, to view, to hear, the public officials. So this would be the absence of a public policy.

Mr. MACDONALD. Then you would disagree very strongly, I take it, with the rule that is now in force here in the House that no TV cameras or radios can be used in committee hearings or on the floor, except on very special occasions, the state of the Union message, and that sort of thing.

Mr. BEIRNE. I certainly do disagree with that completely. I think the Congress business is the public business. I think we would have a more stimulated Congress.

Mr. MACDONALD. Mr. Brotzman.

Mr. BROTZMAN. Thank you, Mr. Chairman.

Mr. Beirne, I will make my inquiry very brief.

I have read most of your statement and listened to your dialog as you were questioned, and I find that there are a lot of things that you don't really like about the way things are being done right now, relative to communications. That would be a fair observation, I am sure.

I just wanted to understand one thing, purely for my edification. Do I understand that as the FCC reviews applications for continuation of a specific service by stations under their jurisdiction, that they do not have to make financial disclosures to the FCC? Is this the thrust of what you are saying?

Mr. BEIRNE. They are required to do so with the FCC, but the FCC has gone along with the industry and made it most difficult for an individual to get the same information. Maybe a Member of Congress could find out what a particular station did regarding its revenue and costs, but an interested person outside the industry could not.

Mr. BROTZMAN. You have no access to this particular information?

Mr. BEIRNE. No; not for broadcasting. If you want it for the common carrier, you can get that with the greatest of ease. That is why I say the FCC, since its creation, has grown in its own stew, you might say, directed toward the common carrier. They will regulate in the telephone field, for example. They will spend great time in-

vestigating A.T. & T., as an example. When it comes to the broadcast industry, it is something else.

You can find out all you want from the FCC about A.T. & T., or any one of the 21 companies of the A.T. & T. system, or General Tel., or ITT, or any one of the 3,000 telephone companies in the United States.

But if you go to find out what a particular station did in the broadcast industry, you would come against the wall of solid secrecy and the impossibility of getting the information.

Mr. BROTZMAN. Since you are here ostensibly to testify on behalf or against the particular bill, how does that relate to H.R. 6736? Does this have a relative bearing upon that particular bill?

Mr. BEIRNE. Yes. I am doing two things. First, we are in favor of this step that you have before you. We support this creation of a public corporation to take a look and see what can be done toward pulling together a network that would be an integral part of the total communications system.

It shouldn't be established alone as a dedicated one. What would happen to it may be what has happened to the educational television licenses that have been given out. If you look at any program now, you see older movies than you will find on commercial television. I don't think there is much educational value in looking at 1936 movies hour after hour.

Mr. MACDONALD. Will be gentleman yield?

Mr. BROTZMAN. Yes.

Mr. MACDONALD. That is not accurate.

Mr. BEIRNE. Look at some of their programs.

Mr. MACDONALD. I do. I look at the channel in Boston and I have yet to see an old old movie or a new movie, for that matter.

Mr. BEIRNE. Mr. information based on the Washington station. You can read about the programs in the paper. You don't have to watch the programs. They are filling in time.

First, we are in favor of this because it is a good first step, but secondly, we are trying to do that which I think the committee is seeking, to get a record in this field to study. I think this is only the first step that is needed.

Mr. BROTZMAN. That is not quite accurate either, Mr. Beirne. I think you know that we have expended some $32 million I believe, under a program to take the first step in this country, since 1962, to try to get these stations initiated across the country.

I think we have taken the first step, haven't we, to be perfectly accurate in your remarks?

Mr. BEIRNE. This, to me, is the first step toward getting a national, integrated system, whose primary concern is not the profit motive, whose primary concern would be to balance programing in truly the public interest. Spending of money can always be done.

Mr. BROTZMAN. That is not the point I am making. I thought we had taken the first step as a nation. I have been listening to quite a few witnesses testify, and I thought we had in fact taken the first step and that this was, perhaps, the second step that we are talking about today.

We should have learned something by what we have done heretofore. If not, we have really fallen down on our job.

I would like to think that we are now considering something above and beyond the initiation of what I think is a very good idea. To be perfectly accurate, I think we have taken a first step as a Congress, and now we are talking about the second and the improved step, shall we say—maybe a longer step.

Mr. BEIRNE. It may be over my head as to what you consider to be the first step you took.

Mr. BROTZMAN. I was talking basically about the Educational Facilities Act of 1962. I thought that was the first step in this particular area.

Mr. BEIRNE. I don't look at it that way because that was a fragmented sort of thing. Depending on what part of the country you came from will indicate those who got the license to operate such and such a channel. Fragmentation shows what they are giving to the public.

I guess one of the better ones is in southern Illinois where the university got into it. They saw great possibilities. In that area there are wonderful programs of a restricted nature and then of the broad public nature.

Mr. BROTZMAN. I live in a different section of the country. I come from the Rocky Mountain region out in the West.

Mr. BEIRNE. Colorado, yes.

Mr. BROTZMAN. Yes. We do have a station out there in Denver. I think it is doing a very good job. So I know part of what we have done here before was responsible for them to be able to get their programing.

I would like to think of this as a building process.

I will only ask you one more question and then I will conclude. I can't tell precisely from your statement whether you are assigning deficiencies to the FCC or to the Congress. We are used to having people tell us that we are deficient, so you can't hurt our feelings, you know.

I think perhaps for a person who has had your experience and your knowledgeability in this area, perhaps more specific statements or recommendations relative to what Congress should be doing in this area would be helpful.

I note that you state on page 14 it seems obvious "unless and until the Congress revises existing laws appropriately."

I note in your concluding statement on page 16 you are somewhat more specific.

I personally feel it would be beneficial to us, and I would wager the chairman would agree with me, that something more of a specific nature would be beneficial to us so that we can evaluate what you are talking about in this regard.

Would you agree with that, Mr. Chairman?

Mr. MACDONALD. I agree.

Mr. BEIRNE. We would take our hand in drafting an outline of what we think would fit into what is presently here. I would be critical of the Congress only to this extent: Overburdened as you are with the myriad of problems that you have, from balancing budgets, to fiscal policy, to riots and strikes, I doubt if many Members of the Congress have the capacity to really grasp what has happened to us in the last 5 years in communications, and the potential of the satellite 22,300 miles in the air; and the need for us, among other things,

to be the first to begin getting this whole new technological development slanted toward where it will do the greater good in lifting the whole environment of the culture of America.

A few years ago I was interested in the establishment of Comsat as a private corporation to deal with this area. Well, Comsat is getting off the ground. It is reverting more to the power struggles of the industry, and there are power struggles for control.

The future of our country to a great extent is determined by who shall finally get control. This is the second part of what I said.

I said two things: First, yes, we are in favor of this as a step, whether it is called the second or the third, but it is a good step. But there is this other vast thing. I don't think Congress, having passed this bill, should now say, "Well, we have done a job for today and for the people." In actuality you are only scratching the glass that is made of diamond with your fingernail.

Mr. MACDONALD. Will the gentleman yield?

Mr. BROTZMAN. Yes.

Mr. MACDONALD. Sir, you have obviously every right to your opinion, but I can say as one Member of the Congress I can refer you to a speech I gave in Chicago to the CATV people in which I went over many of the things that you have in your speech. I don't know whether you read my speech or not.

I would agree with many parts of your testimony today. But I think you realize that Congress recognizes the fantastic growth of the communications industry. I am sure you have testified before the Space and Aeronautics Committee. I think they have a grasp of what is happening in the communications field.

I know that members of this committee, and with undue modesty I will include myself, know the problems. I don't, any more than you have indicated you do, know the answers to all the problems. But I am well aware of the fantastic problems that we are facing.

Therefore, when you get elected to Congress you don't automatically lose all your brains, even if you have lost your brains to run for Congress—I don't know. But we have great opportunity to hear from many segments of the industry, of which you are one segment.

I didn't see any place in your statement anything to do with the CATV movement which, in my judgment—and I voted against them when we had a bill up a year or two ago—the development of that system, has made the Carnegie report obsolete, frankly, because they don't take into consideration the number of new stations that now are available, with the availability of choice helping to upgrade, in my judgment, what the viewer is going to see.

If you have three channels, you might not like any of them. But if you have a system that can bring in many other choices, I think by necessity that competition is very healthy for the networks and for the industry.

If you did mention the CATV, I will stand corrected. But you didn't emphasize it.

Mr. BEIRNE. It is on page 7. I did say that this new corporation, with whatever the thinking may be that finally evolves from the directors, should not receive preferential treatment, as such; that we should have the radio, instructional broadcasting, the data bank, CATV. They, too, should be put on a par in any comparison, any cost-benefit comparison.

I am emphasizing that CATV has a very worthwhile spot. Instructional radio has a very worthwhile spot. This new corporation, and the thinking of a new system, should not receive such preferential treatment as to run these good working systems into the ground.

Mr. MACDONALD. I don't think they will, frankly.

Mr. BEIRNE. I agree with you.

Mr. MACDONALD. Have you any further questions?

Mr. BROTZMAN. No further questions; thank you.

Mr. MACDONALD. Thank you very much, Mr. Beirne, for appearing before the committee to give us your experience and knowledge of the industry.

The hearing will stand in recess until 2 o'clock this afternoon.

(Whereupon, at 12:25 p.m., the committee recessed, to reconvene at 2 p.m. the same day.)

AFTER RECESS

(The committee reconvened at 2 p.m., Hon. Torbert Macdonald, presiding.)

Mr. MACDONALD. The hearing will come to order.

The next witness will be Judge Nat Allen, president, National TV Translator Association, Roundup, Mont.

STATEMENT OF JUDGE NAT ALLEN, PRESIDENT, NATIONAL TV TRANSLATOR ASSOCIATION, ROUNDUP, MONT.

Judge ALLEN. Thank you, Mr. Chairman.

My name is Nat Allen. I am district judge in Roundup, Mont. I am chairman of our local TV tax district board which operates two TV translators. I am president of the National TV Translator Association. I should add that I serve without pay.

I appeared before the Senate Commerce Committee on S. 1160. Rather than repeat the testimony that I gave before the Senate committee I would like to either submit a copy of the testimony for this committee or, by reference, I would like to have the committee refer to pages 613 to 622 of the Senate Commerce Committee hearings on the bill. I have copies with me that I could leave if you care to have them.

I am happy to say that my testimony before the Senate Commerce Committee elicited some attention. Senator Pastore had the testimony lifted and sent to the Commission for their study and comment.

In addition, a paragraph on page 13 of the committee report was devoted to the testimony and it has been written up in both Broadcasting magazine and TV Digest.

FCC THROWS "A SOP"—10-WATT VHF TRANSLATORS

Under date of June 14 and released on June 22, the Commission has issued in its docket No. 15971, a "Further Notice of proposed rule making and Notice of Inquiry, relating to the distribution of television broadcast signals by community antenna television systems, and related matters."

In this further rulemaking the Commission has thrown a sop to the operations of TV translators, at least those operators west of

the Mississippi River, by suggesting that the Commission may authorize 10-watt power to VHF translators in place of the present 1-watt power.

Other sops have been thrown our way through suggestion of the possibility of UHF translator origination of announcements and translator ownership by, or financial help from, the translator mother broadcast stations.

TRANSLATOR ORIGINATION

On the proposition of translator origination, I am informed by reliable engineers in the broadcast business that through the use of inexpensive scanners for translators serving very few TV homes (and we have known translators serving as few as six homes) and sophisticated slide, film, and tape equipment to serve more densely populated areas; with inaudible electrical signals from the mother broadcast station, these pieces of equipment may be turned on and off and give local voice and video to thousands of communities now without locally originated television. Such a system of locally excited translators could be of tremendous value to any system of educational television.

MOTHER STATION HELP TO BE PERMITTED

Under the heading of suggested TV translator ownership or of financial help to TV translators by the mother broadcast station, the FCC is doing only what it should have done, back in the beginning, when it first established a television broadcasting system.

FCC HAS IGNORED ELECTRICAL FACTS

TV frequencies are such that they bend very little and are useful principally in line of sight. This is more true with the upper band VHF and the UHF channels than it is with the low band VHF channels.

The FCC knew this when the allocation pattern for television channels was established and yet nothing was done for the filling-in of television coverage in valleys, behind mountains. Nothing was done for the giving of television service to vast areas between established TV stations. The FCC has brought all of its troubles upon itself through lack of foresight and the cautiousness of its engineers.

NO FUNDAMENTAL CHANGE

We do not consider these new proposals of the FCC as any fundamental change for the general betterment of television reception for the people of rural America. They are only makeshift in nature.

WE PAY FOR TV RECEPTION TWICE

We appear here as second-class TV citizens. We have been made that way through rules of the Federal Communications Commission.

We pay for television programing through the buying of products advertised. We pay a second time through the building of translators or boosters to get the programs which the FCC should have seen to it, were delivered to us in the first place.

H.R. 6736 WON'T PROVIDE RURAL UNITED STATES EDUCATIONAL TV

The passage of H.R. 6736 for educational television will in no way alter those FCC rules for the transmission of educational TV signals to the people of rural America.

In other words, H.R. 6736, as it now stands, won't take education to our country and smalltown folks, except in a very limited way and with those people having to finance and install inadequate low-powered translators to get such programs.

COURT SPELLS OUT FCC DUTY

Back in 1957, when the first court case to test the Commission jurisdiction over VHF boosters was held, the court said:

> It is the clear duty of the Commission to devise through its rule-making authority, the basis upon which all the people of the United States may receive service through a licensed station.

It is now, 10 years later, 1967, and the Commission has done little about this.

WANT OUT OF TV TRANSLATOR BUSINESS

The reason I am here today is to tell you that we people who have these TV translators, want out of the translator business. We had no business in it in the first place.

We believe that the American system of broadcasting is such that the people who pay their advertising dollars, to reach the people of America, will be happy to expend those dollars for the purpose of reaching all people, even rural, if the Commission will but make it possible for them to do so.

NEW FCC PROPOSAL INADEQUATE

The Commission has restricted the use of translators over the years. They even called us "illegal" for awhile. They are not now allowing translators to be used to the same extent as does our neighbor to the north, Canada.

Even if the rules that they are proposing, or have asked for comments on, are put into effect, we will still have vast areas of rural America not served by broadcast signals.

PUT TV STATIONS IN TRANSLATOR BUSINESS AND OUT OF CABLE BUSINESS

We people of the TV translators, and there are more than 3,000 translators in the United States today, feel that the Commission should review its rules and allow the stations to get into the translator business, right up to their ears.

To do this the Commission is going to have to make the stations get out of the CATV business. Many stations are not going to spend money for the development of free-over-the-air TV signals as long as they can get into the CATV business and get paid for distributing those signals twice; once when they collect from the advertiser and a second time from the homeowner.

Joint, station-CATV ownership is an unholly alliance the Commission has fathered, without giving thought to the monopoly it was creating.

Connecticut, the only State that regulates CATV, has turned thumbs down on such a combination. It is such an unholy alliance that one member of a board of broadcasters, that I appointed to serve as advisers, refused to serve because his lawyer said it was against their interest to serve as adviser to translators as they were in the CATV business.

There is such a conflict of interest in this whole thing that the lawyer we engage in this town of Washington, D.C., could not handle the matter of joint broadcaster-CATV ownership before the Commission, because it would be a conflict of interest with others he represented in the broadcast business.

CABLE-STATION OWNERSHIP—CONFLICT OF INTEREST

We are opposing joint ownership of stations and CATV systems and for the life of us we cannot understand how the FCC has approved such a patently illegal alliance.

The FCC does not permit two stations serving the relatively same area to be owned by the same entity yet it is allowing joint ownership of stations and the delivery of many multiple signals and the origination of other multiple signals on CATV networks.

This is building a monopoly that either Congress is going to have to investigate or the Department of Justice is going to have to break up.

The FCC seems incapable of understanding the problem. The present system is destructive of expansion of TV coverage for sparsely populated rural areas of our country.

EDUCATIONAL TV MUST HAVE HIGH-POWERED TV TRANSLATORS

I bring all of this to your attention because it has a direct bearing upon H.R. 6736. This bill would establish programing for a system of educational broadcasting, supposedly for the people of the United States.

It will use the tax dollars from the people of rural America for its development just as it will use the tax dollars of the people of large cities for its development.

The people of the large cities, the people of the areas where there is concentrated population, will be able to get educational TV from the stations which will be established in those areas.

The people of rural America will not be able to receive that educational television, unless a system of high-powered TV translators is planned and developed to distribute those educational programs from educational TV stations, to all people.

Thus far, our FCC has never allowed such a system to be developed in the United States. Our neighbors to the north in Canada have such a system.

Unless such a system is developed here, we can't have educational television in rural America and I wish to tell this committee today, that we people who must depend on translators for our television, are

opposed to this bill, H.R. 6736, which will use our tax dollars to develop an educational system, unless you write in here a provision whereby the FCC policy must be altered so that high-powered, unattended TV translators may be used in this country the same as they are used in Canada.

FCC UNREALISTIC

The FCC will tell you that they have allowed high-powered translators on VHF channels in this country. Thus far, on the very channels that they assign for specific areas they allow only the translator power of 100 watts.

I would like to point out that on the low band VHF channels in all but the eastern seaboard, broadcast station power limitations are 100,000 watts with an antenna height of 2,000 feet. On the eastern seaboard the power limitation is 100,000 watts with an antenna height of 1,000 feet. This is a lot different from 100 watts.

If the Commission assigns maximum power for TV station coverage of an area on a specified channel, then they should allow the same power to be used by translators. It is the only way that designated area can have TV coverage.

This is the only way a TV channel can be made useful to all people—rural as well as urban.

This is the only way it is possible to carry through to successful completion the FCC plan of allocation.

This is how it is done in Canada.

This is the way it must be if we are going to have educational television in wide areas of the South, the West, and in Hawaii and Alaska.

EDUCATIONAL TV—MORE VALUABLE TO RURAL UNITED STATES

Educational television can be of far greater importance to the truly rural schools of America than it can ever be to the more populated areas. Rural schools cannot afford the top teachers. Rural schools cannot afford the many expensive teaching aids.

CABLE CONNECTIONS IN RURAL AREAS IMPOSSIBLE

There are cable TV people who would have you believe they will interconnect all of the rural schools for educational television broadcasting. This is not so, former FCC Commissioner Ford, now Cable Television president, in speaking before his groups' convention pointed out there are now 1,763 cable systems. He also mentioned there are 4,600 communities in the United States with a population of over 2,500 people.

RURAL AMERICA

Rural America is more than the 4,699 towns of over 25,000 people.

The schools of rural America are many more in number than the schools of communities of 2,500 or more people.

We must have educational television for the people of all areas, not just the heavily populated areas of this great country of ours.

A GREAT DIFFERENCE BETWEEN BROADCAST TV AND CABLE TV

The fundamental difference between broadcasting and cable television must be recognized.

One is free over the air, for anyone who wishes to tune it in.

The other is a combination of these free-over-the-air signals, brought from any place the entrepreneur cable promoter thinks is glamorous enough to aid him in selling to people, gathered together in towns and cities, so cables may economically connect their homes.

There is, of course, one more ingredient, the cable home owner must have enough money to throw away at least $60 a year for multiple channel reception of the same programs he could get via a realistic system of TV stations plus translators. Cables are private, not public, interest.

MOUNTAIN TOP COVERAGE POSSIBLE

I wish to submit a map of by State of Montana with two of the present 13 FCC-assigned educational channels shown on this map. (Fig. 1.) This shows the coverage these channels would have with maximum power translators advantageously located on the tops of available high mountains so that maximum service can be delivered to the homes of the people of my State.

These two translator locations could be direct microwave fed from our two major schools. Either could rebroadcast the other from off the air pickup. Relative locations are available for the other 11 assigned channels.

In presenting this I wish to point out that it is a practical impossibility and a waste of scarce, trained manpower, to have people live continuously on these high mountains with television transmitters.

Without a system of high mountain top transmitters and translators the rural people of by State of Montana will never have educational television. Montana is not different in its terrain and numbers of people than are a lot of other, of our 50 States. Maximum power transmitters and translators operate unattended in Canada.

UNATTENDED RADIO TRANSMITTERS ABOARD SATELLITES

In closing, I also wish to point out that the ingenuity of man has sent unattended radio transmitters out in space 22,000-some-odd miles as satellites. These operate continuously for many multiple radio and TV signals.

I wish to point out that we have one radio transmitter aboard a satellite now on its way to the planet Venus and it is, certainly, unattended.

In Canada they operate radio transmitters unattended, and they operate radio transmitters as TV translators with maximum power on assigned channels, unattended. These are excited by off the air pickup and by microwave.

INSTRUCT THE FCC

We believe our FCC must be instructed, and made to do the same things, to make this proposed educational system of television work for all peoples of America, as the Canadians do, for their commercial television system.

REMOVE A NUISANCE

In Canada no useless code wheels are used to identify translators. They are identified as signon and signoff by the mother station. Canada operates under the same international radio agreements as does the United States.

In this country the FCC has, thus far, deleted the use of code wheels only on 1-watt TV translators. These nuisance devices must be removed from all translators because they interfere with the programing twice hourly and it is something that no city person with the choice of channels would tolerate.

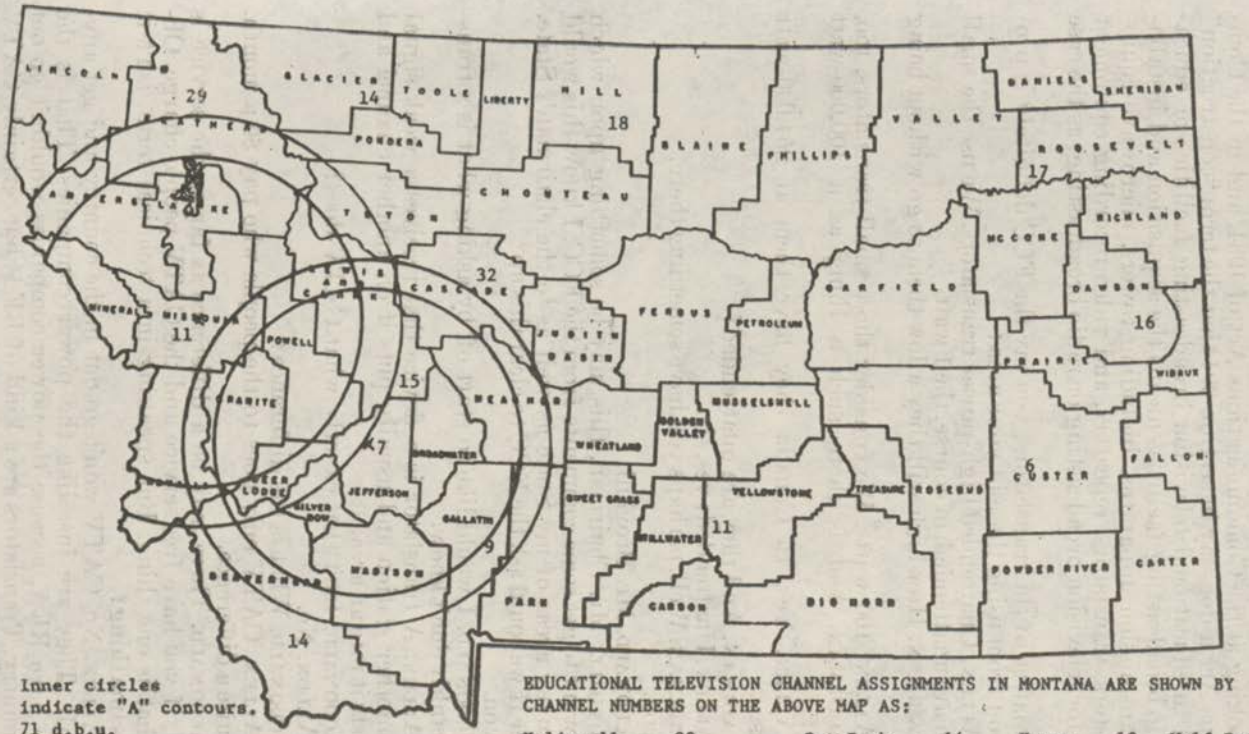
PROTECT RURAL UNITED STATES OR KILL H.R. 6736

So that rural folks as well as city people in America may have the benefit of educational television, we ask this committee to see to it that in this bill the FCC is instructed to follow the Canadian system of high-power translators, operating on an unattended basis and without code wheels.

If there can be no improvement in the transmission of educational TV or commercial TV for the people of rural America then we ask this committee to kill the bill and not send it out of committee to the House.

Thank you.

(The map referred to follows:)



Inner circles
indicate "A" contours.
71 d.b.u.
Outer circles indicate "B" contours.
56 d.b.u.
Ch 11 A contour is at 70 mi., B at 92 mi.
Ch 7 A contour is at 65 mi., B at 85 mi.

EDUCATIONAL TELEVISION CHANNEL ASSIGNMENTS IN MONTANA ARE SHOWN BY CHANNEL NUMBERS ON THE ABOVE MAP AS:

Kalispell	29,	Cut Bank	14,	Havre	18,	Wolf Point	17
Missoula	11,	Great Falls	32,			Glendive	16
Butte	7,	Helena	15,	Billings	11	Miles City	6
Dillon	14,	Bozeman	9,				

FIGURE 1.

81-750—67——44

Mr. MACDONALD. Thank you, sir.

Chairman Staggers?

The CHAIRMAN. Judge, it is good to see you again and have you before the committee. I think you have given a very fine statement.

I was looking at the Communications Act of 1934, and in the Communications Act it does say in section 394 that the term "construction" as applied to educational television broadcasting facilities or educational radio broadcasting facilities means the acquisition and installation of transmission apparatus, including towers, microwave equipment, boosters, translators, repeaters, and video recording equipment necessary for television broadcasting or radio broadcasting, as the case may be.

In this matter of the translators, you say the FCC definitely is prohibiting you from using these in your area?

Judge ALLEN. Unattended high-power translators. We use the small ones which are unattended, of course, the 1 watt.

The CHAIRMAN. How high will they allow them to go without being attended?

Judge ALLEN. 100 watts. We consider those small translators, too.

The CHAIRMAN. And is there such a thing as a 100,000-watt translator?

Judge ALLEN. Yes. In Canada they have them at 254,000-watt translators.

The CHAIRMAN. And they are unattended?

Judge ALLEN. Unattended; yes, sir.

The CHAIRMAN. Well, perhaps you have something there.

Thank you.

Mr. MACDONALD. Mr. Broyhill.

Mr. BROYHILL. Mr. Chairman, this may be something upon which we would want to get some comments from the FCC. I know this would apply to many areas of my State as well as to the chairman's State.

I wonder if we could ask the FCC to clear this up?

Thank you.

Mr. MACDONALD. I would like to start off by asking what is a translator? I frankly don't know.

Judge ALLEN. A translator is a device that receives a weak signal from the mother station and usually puts it on another channel and rebroadcasts it into an area.

Mr. MACDONALD. Isn't that exactly what CATV does?

Judge ALLEN. No.

Mr. MACDONALD. What is the difference?

Judge ALLEN. CATV only goes to the people who pay $6 a month. There is quite a difference.

Mr. MACDONALD. There may be a difference as far as the service is concerned, if you have free service and the CATV people charge. Obviously, that is one thing. But speaking in a technical term, isn't it about the same thing?

Judge ALLEN. No. CATV won't go out in the country and get anything small. They are just like the power companies. That is the reason we have REA, because the power companies wouldn't go out into the country. Translators are a kind of REA, but certainly CATV is not. They won't even go into a small town because it is not worth while.

I mean by a small town, 1,000 to 2,000 people. When I say a small town, I mean a small town.

The CHAIRMAN. I think what he has in mind is trying to get what a translator does. It is an instrument which rebroadcasts.

Judge ALLEN. It rebroadcasts the mother-station signal to the people to everyone. You get it with an aerial, free.

The CHAIRMAN. And anyone can get it who is within the area of the translator.

Judge ALLEN. Yes.

Mr. BROYHILL. And depending on the area you are in, it could be rebroadcast on other channels.

Judge ALLEN. It usually is broadcast on another channel, yes.

Mr. MACDONALD. How does this tie into the network situation that we have?

Judge ALLEN. We get permission from the station to broadcast their signal, and the network, too.

Mr. MACDONALD. But you don't have to pay them?

Judge ALLEN. No.

Mr. MACDONALD. And you don't charge your people that have this service?

Judge ALLEN. Yes; we have to charge them a small amount to pay for the cost of the translator. A 1,000-watt translator costs as little as $1,000, a 1-kilowatt translator. In my district, my tax district, which serves the town of Roundup, 650 sets, about 3,000 people, we are buying two new translators this year, solid state translators, which means tubeless, and our tax this year will be $3.60 per set, per year.

Last year, to maintain it, and the year before, we operated for 30 cents a year per set. If you call that charge, I guess we do charge for the signal.

Mr. MACDONALD. It isn't much of a charge, though.

The questions I ask are by no means asked from hostility. It is just that I do not know the area you are from as well as you do.

Judge ALLEN. I recognize a lot of people don't know what translators are.

Mr. MACDONALD. I am just seeking knowledge. I am not disputing what you say. I am just not familiar with this type of arrangement.

On page 4 of your statement you say Connecticut is the only State that regulates CATV and they have turned thumbs down on the combination of station and CATV.

Judge ALLEN. Yes.

Mr. MACDONALD. And yet, as I am sure you know, pay TV did their experiment on which the FCC recently put out a ruling saying that perhaps pay TV is workable.

Do you have any comment on that? That seems to be a combination as well. If they turn thumbs down, and I take your word for it that they did, and I am from New England, if they turned down that sort of combination, why would they permit pay TV to be carried on?

Judge ALLEN. I think that is just an experiment in Connecticut; isn't it?

Mr. MACDONALD. Well, it was an experiment but upon which the FCC has put so much weight. They have put out a regulation, I guess, that perhaps pay TV might be had.

Judge ALLEN. Let me say that we are certainly against pay TV because that will destroy free, over-the-air television. There is no question about that. There is so much more money in it than there is in broadcasting. It is like slot machines.

Mr. MACDONALD. I can see that you are a man with a very positive business.

Judge ALLEN. CATV business is the only business in the world that will approach a town and offer 15 percent of its gross to get a franchise from the city. They do it all the time. You have read of it in Broadcasting magazine. I have read of it many times. I say there is only one other business in the world that can do that and that is the slot machine business, for 15 percent of their gross. That is the reason it spreads.

Well, I had better not say any more.

Mr. MACDONALD. Mr. Harvey?

Mr. HARVEY. Why is it that the FCC will not allow the Canadian system in this country?

Judge ALLEN. I have asked that question a lot of times myself, and I have never gotten an answer. I couldn't tell you.

Mr. HARVEY. We will get an answer.

Judge ALLEN. I hope you do, because I have failed all this time. You may get an answer. I assume you will get some kind of an answer, but they have never satisfactorily explained it to me at all.

Mr. HARVEY. I only have one other comment.

I couldn't help but think this morning, when you came in with your distinguished Congressman, for whom I have very high regard, a very distinguished Member of Congress, a distinguished member of the Ways and Means Committee, one of the most important committees here in Congress, it was particularly appropriate that he came in with you.

We were talking at that time about raising money to pay for title II and to pay for this particular bill, particularly title II of the bill, however, with an excise tax. Of course, he serves on the committee wherein lies the power under our Constitution to originate taxing bills.

This is one of the problems which is perplexing to a good many members of this committee; that is, how we are going to pay for this particular program.

That is not a question, but merely a comment that I pass on to you.

Thank you for coming with a very important statement.

Judge ALLEN. Unattended high-powered translators would be a lot cheaper than building television stations, I will tell you that, if it is a question of money. They only cost one-tenth of what a television station will cost, and they will do the same spreading of the signal a television station would do, or better, because they can be situated higher in the air.

Mr. MACDONALD. What is an unattended station?

Judge ALLEN. Nobody is there.

Mr. MACDONALD. I figured that. How does it work?

Judge ALLEN. It turns on and off when a signal reaches it. It turns on automatically. When a signal is turned off at the mother station, it turns off automatically. Our little translators work the same way. They are not on all the time. It is only when the signal comes through that they turn on.

Mr. MACDONALD. It is automation at its highest.

Judge ALLEN. Yes.

Mr. MACDONALD. My last question, and every lawyer asks a last question, although perhaps he shouldn't. I am asking you this sincerely.

I truly don't understand why the networks or a station would give you the right to pick up their programs and not charge you for doing it.

Judge ALLEN. They want coverage.

Mr. MACDONALD. In other words, it goes back to advertising.

Judge ALLEN. We are in their trade area. That helps their Nielsen rating. We are helping them with everything they put on the air.

Mr. MACDONALD. They are sort of giving you for nothing something that otherwise you would have to pay for?

Judge ALLEN. I think it is the other way around. We are giving them coverage for nothing that they would not be getting without our translators. That is the reason they should own the translator and we should be out of the business.

As a district judge, I don't know anything about these translators. I didn't know any thing more about them than you do. I don't think I should be in the business; do you? I am busy as a judge. I don't have time for these translators, but I have to run one if I want a TV picture.

Mr. MACDONALD. I don't know whether you should be in the business or not, but you are the first person to come down here to say you want to get out of the business. That makes you very unique, indeed.

Judge ALLEN. I want to get rid of the presidency of this whole organization and disband it. If the FCC would let me, I would be glad to do it now.

Mr. MACDONALD. Thank you very much.

Judge ALLEN. Thank you, sir.

The CHAIRMAN. Thank you, Judge.

Mr. MACDONALD. The next witness is Mr. A. B. Won Pat, representative, Territory of Guam.

STATEMENT OF HON. ANTONIO B. WON PAT, REPRESENTATIVE IN WASHINGTON FROM THE TERRITORY OF GUAM

Mr. WON PAT. Thank you, Mr. Chairman.

Mr. MACDONALD. Please proceed, Mr. Won Pat.

Mr. WON PAT. Mr. Chairman and members of the committee, I am Antonio B. Won Pat, the elected representative in Washington from the Territory of Guam.

First, let me thank you on behalf of the people of Guam for the privilege of appearing before this committee to express our full support of H.R. 6736, the Public Broadcasting Act of 1967.

We are delighted, Mr. Chairman, by the potential of H.R. 6736 as it relates to us, the people of Guam. I have just returned from a month-long stay in the territory, and I want to report to this committee that our educators and school administrators see this legislation as a great step forward in bringing American mainland culture and values to the U.S. citizens of far-off Guam.

Our educational problems are rather unique, and I would like to preface my testimony with a brief description of Guam and some of the factors that make this difference.

Guam, the largest of the Marianas, is the westernmost territory of the United States. It was discovered by Magellan in 1521 and ceded to the United States in 1898 as a result of the Spanish-American War. Guam is located 5,200 miles from San Francisco, 1,350 miles south of Japan, and about 1,500 miles east of the Philippines.

Since the days of Magellan, Guam has been the crossroads of the Pacific and is now America's showcase of democracy at the edge of the Bamboo Curtain.

The people of Guam have been citizens of the United States since the passage of the Guam Organic Act in 1950. They are very much interested in developing closer mainland ties, and in achieving and assimilating more fully the values, accomplishments and advantages of the American way of life.

Of the 80,000 American citizens on Guam, 57,000 are nonmilitary inhabitants—comprised of a multitude of ethnic backgrounds and nationalities. To the basic Charmorro stock there has been added the language, ways, and mores of the Spanish, and since 1898 the American language and way of life.

Through the years, we have also absorbed the immigrants, the customs, and to a lesser degree the language of other inhabitants of the Western Pacific and the Orient.

Guam is truly an American microcosm of the peoples of the Pacific, a cross-cultural "portal" to people of diverse ethnic backgrounds. We have, however, also been disadvantaged by our isolation and our great distance from the mainland.

In addition, we have been faced with a transient teacher population, rapidly increasing school enrollment, and the inadequacy of physical plant and facilities. These problems, Mr. Chairman, have been sharply increased by the military buildup on Guam in recent years.

We badly need an effective vehicle for translating the new theories and perspectives about the teacher-learning process into widespread educational practice. We strongly feel that educational television is an ideal medium to act as this vehicle.

The "Public Broadcasting Act of 1967" contains in title I the Communications Act of 1934, which will extend the benefits of educational television to Guam, the Trust Territories of the Pacific, American Samoa, and the Virgin Islands. This is long overdue and will enable we of the territories to share the same benefits of educational television as do the mainland States.

Therefore, Mr. Chairman, as Guam's popularly elected spokesman in the Nation's Capital, I urge you and the members of this committee to report H.R. 6736 favorably.

What will the benefits be to Guam? As the committee probably knows, Guam expects to make full use of the opportunities afforded under the Public Broadcasting Act of 1967. The Federal Communications Commission is setting aside two channels for use by educational television broadcasting on Guam. We hope to have at least one of them in operation by the end of this year, if this bill is enacted.

Equally as important is a parallel development. Guam's Department of Education is engaged in a current project in which nearly $200,000 will be devoted to the development of a learning resources center. This center will provide multimedia educational services and information banks, tapes, and programs for all of the school systems of Guam.

A special team of experts, under the coordination of Dr. Harold Wigren, National Education Association TV consultant, will devise a workable and realistic communications system and will also provide in-service teacher training to insure proper use of these materials and systems. The use of television, of course, will be the most vital link in the entire system of educational media and services.

Educational television and radio, as envisioned by this legislation, has within it the potential of bringing to Guam some of the most vital riches of the American experience. In harnessing it to solve some of Guam's basic human problems, we want to make it more than just a passive viewing box. We want to coordinate the television-radio medium with our Office of Economic Opportunity programs, our vocational and manpower training, and other such groups in our semi-isolated society to disseminate needed information and to develop active participation in community affairs by all of our citizens.

Yes, Mr. Chairman, we expect to make full use of the benefits proposed by this act—and to use them to good advantage. We are interested in much more than the acquisition of an electronic device; we are attempting to utilize the best available educational developments, theories, and techniques in an attempt to overcome our isolation, our distance from the mainland, and our transient population.

These techniques will expose the people of Guam to broader horizons and experiences—to an experience which will enable them to function more effectively in an increasingly complex cross-cultural situation. Our success in this project can also serve another useful purpose: We will serve as a functioning prototype for other areas with similar problems—those with a narrow tax basis, remote location, cross-cultural mainstream, and limited technological resources and learning-teaching experiences.

In conclusion, permit me to quote the statement of Senator John O. Pastore, chairman, Subcommittee on Communications of the Senate Commerce Committee, which he made at the conclusion of my presentation over in the other body. The subcommittee chairman said:

> I quite agree with you this could serve as a prototype, certainly as an example of what can be accomplished in some of these remote places. I think we have here the problem of Guam, as you pointed out, Samoa, Virgin Islands, Hawaii—after all, they are quite removed from the mainland and I think they require special attention and at the same time if we can solve their problem, this whole mechanism can have a very far-reaching effect. I congratulate you again and thank you for coming.

Mr. Chairman, I again wish to thank you and the members of this committee for this opportunity to present my views, and to describe some of the background, problems, and aspirations of our fellow citizens in America's most distant territory.

I urge adoption of H.R. 6736 and of section 105 in particular.

Thank you very much.

I will be glad to answer any questions you may wish to ask of me.

Mr. MACDONALD. Mr. Broyhill.

Mr. BROYHILL. Is there a commercial station in Guam?

Mr. WON PAT. Yes, sir. We have KAUM-TV and radio.

Mr. MACDONALD. It is one television station and one radio station?

Mr. WON PAT. Yes; one television and one AM-FM.

Mr. BROYHILL. Thank you.

Mr. MACDONALD. Mr. Harvey?

Mr. HARVEY. No questions, Mr. Chairman.

Mr. MACDONALD. On behalf of the committee, I would like to welcome you here and thank you for your presentation. I would say to you as Senator Pastore did: that an effective educational TV network on islands such as yours, various places isolated from the mainstream, would be of tremendous assistance to this type of area.

I am delighted that you had the time to come here to testify before us.

I have been fortunate enough to visit your island. I stayed there just overnight.

Mr. WON PAT. We are extending to you an open invitation. I wish you could come out and see for yourself. Guam has made a great deal of progress, especially as a result of the buildup in the military activities.

Mr. MACDONALD. That is the best offer I have had today.

Mr. WON PAT. Thank you very much. That applies to everyone on the committee.

Mr. MACDONALD. Thank you again.

Mr. WON PAT. You are very welcome, sir.

Mr. MACDONALD. The next witness will be Mr. Leonard Stevens, vice president of the All Channel Television Society, in Philadelphia.

I see the last witness to appear is Martha Gable, of the Pennsylvania Educational Television in Philadelphia. I was wondering if you would consider being a panel from Philadelphia.

Mr. STEVENS. I don't think our testimony is mutually related.

Mr. MACDONALD. Very well.

STATEMENT OF LEONARD B. STEVENS, VICE PRESIDENT, ALL CHANNEL TELEVISION SOCIETY, PHILADELPHIA, PA.; ACCOMPANIED BY MARTIN E. FIRESTONE, WASHINGTON COUNSEL, ALL CHANNEL TELEVISION SOCIETY

Mr. STEVENS. My name is Leonard B. Stevens. I am vice president of the All Channel Television Society (ACTS). The society is composed of UHF television station licensees, permittees, and applicants. The society was recently organized in response to the mandate issued by more than 100 UHF station operators at the 1966 Convention of the National Association of Broadcasters.

I am most grateful to the committee for affording the society the opportunity to express its views on the legislation proposing the creation of a corporation for public broadcasting. Lest the earlier statement today of Mr. Beirne be allowed to stand unchallenged, permit me to respectfully remind that commercial broadcasting is "so unacceptable" that, as a matter of fact, between 60 and 70 percent of the Nation's homes have their television sets turned on every single night of the week.

Also, earlier dialog today was directed by Congressman Brotzman to the fact that the corporation is not the first step being taken by Congress to get things going in educational television. We, of course, agree, but perhaps the most crucial first step was the enactment by Congress of the all-channel law back in 1962.

Essentially, only through the ultimate effectiveness of that law can educational television be truly nationally viable. I submit that only through outlets in all cities, and television sets capable of viewing those stations, can educational or any television service be effective. Nothing happens in television—educational, public, or, indeed, commercial—until and unless someone is watching.

With that in mind, we get on to what perhaps might by the only "black hat" testimony that will be heard today in this proceeding.

There is no argument that a significant service to the public will be rendered by activities which will foster and develop the technical and programing capabilities of noncommercial educational television stations. Indeed, there has not been a single significant spokesman for any segment of the broadcasting industry who has not publicly stated his willingness to affirmatively aid and support educational television activities.

We note in particular the willingness of many members of the broadcasting industry, particularly the major commercial networks, to aid and cooperate with the new, proposed corporation, generally with large and generous contributions. Many of our UHF station members have attempted to obtain network service, specifically through the acquisition of programs and affiliations, as a means of serving their communities. So far most of them have received only token amounts of cooperation.

Again, we are delighted to see network cooperation in the offing for at least our educational neighbors on the UHF spectrum.

ACTS, All Channel Television Society, as a society, is concerned not only with the development of UHF commercial television, but with the enhancement of educational UHF television as well. Therefore, it joins those who have already come before this committee to state their approval of the concept of some established means by which educational television can be financially and technically aided so as to provide maximum benefit and service to the public.

But there are aspects of the bill pending before this committee which are deserving of criticism. Not negative, obstructive comment, but affirmative criticism designed, hopefully, to aid in the formulation of legislation which will create an effective, viable national television service of which commercial and educational television are integral and complimentary facets.

Therefore, at the risk of incurring public chastisement, the All Channel Television Society raises the following matters for the attention of this committee:

H.R. 6736 will create, at a single stroke, a new giant of the television industry. A multi-million-dollar corporation will come into being producing and distributing programing for hundreds of television stations—albeit educational stations—across the country. And, by legislative fiat, this new giant of the industry will enjoy privileges available to no other broadcast entity.

Were a television entity of similar proportions proposed by private, commercial entrepreneurs, the Congress and the Federal Communications Commission would be seriously concerned with the problem of integrating the new entity into the overall television distribution system, or viewer economics, with the least impact on and disruption of existing television services.

Remarkably, this aspect of H.R. 6736 has, up to now, been almost totally ignored. Public discussion has centered almost exclusively on the means of managing and financing the Corporation proposed in the bill.

Perhaps the absence of concern for the impact of the Corporation for Public Broadcasting on existing television service, commercial and educational, is founded in the classical, noncompetitive relationship between educational and commercial stations; and the belief that it must in all cases inure to the benefit of existing educational stations.

If so, then it is urged that the legislation creating the Corporation be given the closest possible scrutiny. For the vague and general terminology of its provisions open the door to developments which totally change the concept of educational television service and the relationship between educational and commercial broadcasters.

ACTS is most concerned with this aspect of H.R. 6736 because it is its membership—nascent UHF stations—which will be the first and most directly and adversely affected by the potential for change inherent in the legislation. In order for this committee to fully appreciate the basis of our concern, a certain amount of background information is necessary.

In 1952 the Federal Communications Commission, having lifted its freeze on the construction of new television stations, a large number of UHF television stations commenced operations.

With few exceptions, these stations were located in intermixed markets—that is, markets with both VHF and UHF facilities. By 1957 it became obvious that UHF stations could not effectively compete in intermixed markets; and this was solely due to the general absence of television receivers capable of receiving UHF signals.

There were, however, some exceptions. In a few markets to which the Commission assigned only UHF channels, the stations prospered. This conclusively proved that given the opportunity to reach the viewers, UHF stations can provide an effective and attractive service.

The FCC, by the early 1960's, recognized that proper utilization of UHF channels was essential to its plan for an effective national television system. In 1962 it began its rulemaking looking toward fostering the development of UHF channels. Almost at the same time, it recommended to the Congress legislation requiring that all television sets shipped in interstate commerce have UHF reception capability.

At the recommendation of the Commission, the Congress enacted the all channel receiver law in 1962. The law, which went into effect in 1964, required all television sets to have UHF reception capability. Although the law's enactment resulted in an increase in receiver prices, it appeared that the prospects for greater television service acted as an offset.

Industry experts anticipated that it would take about 7 years for the all-channel law to achieve 100 percent viewer parity between UHF and VHF stations. We are now at about the midpoint of this conversion process. The latest audience survey statistics indicate that the experts' prediction was correct. In major markets throughout the country, particularly in those with operating UHF stations, approximately 50 percent of all television sets are now UHF-equipped.

In Philadelphia, the market in which we operate channel 17, WPHL, the area is now more than 67 percent UHF equipped; that

is, 67 percent of all homes in this market are capable of receiving UHF channels on at least one set in the home.

The passage of the all-channel law, and its subsequent successful implementation, encouraged large numbers of citizens to seek UHF authorizations from the FCC. In 1957, there were a mere handful of operating UHF stations and another small number of outstanding but unused construction permits. Today there are 122 operating UHF stations, 152 UHF permittees and 129 pending applications for UHF facilities.

Today's UHF operators are in many ways different from those of 1952. Knowing that they are not artificially precluded from reaching the television viewer, they suffer no misgivings as to their ability to reach and attract viewers. They are investing tens of millions of dollars each year for the finest and most efficient technical equipment—equipment costs for the average UHF station is about $1.2 million—and similar sums for the acquisition of quality programing which will attract the viewers in their markets. The UHF industry spent some $25 to $30 million for programing since early 1965.

While confident of ultimate success, UHF operators are also aware that they are now at a most critical juncture in their development. They recognize that in order to fulfill their promise of full television service to the public, they must be able to operate in a free and open competitive market.

For this reason, they have actively fought for proper regulation of CATV systems. For this reason, they are working with various industry groups to insure the accuracy of audience measurement techniques (the ratings). For this reason, they are cooperating with receiver manufacturers to further enhance the efficiency of all-channel receivers. And for this reason they are, through ACTS, testifying before this committee today.

The Senate version of H.R. 6736 was considered and passed in the amazingly short period of 6 weeks. The limited time for discussion of the bill centered on financing and Government control. Little was said in the Senate concerning the nature of the proposed corporation itself. It is this aspect of the proposed legislation which ACTS wishes to concentrate upon today.

Section 396(g)(1)(A) of the proposed bill states:

> In order to achieve the objectives and to carry out the purposes of this subpart, as set out in subsection (a), the Corporation is authorized to facilitate quality", obtained from diverse sources, will be made available to noncommercial educational or radio broadcast stations.

Gentlemen, how do you define "high quality" programs? What type of programing is encompassed within the term "high quality"?

I ask this question because, as an experienced broadcaster, I do not know the answer. Furthermore, I do not believe the FCC or those supporting the proposed legislation can define the term, although there are some who probably feel that "high quality" programing is that type of programing which is presently not carried on commercial television.

Furthermore, the bill contains no information as to just how much "high quality" programing will be made available by the proposed corporation, or when such programing will be available.

Will the corporation provide a full evening schedule such as the commercial networks? Will it provide some programing during daytime and evening time periods? Will educational television stations utilizing the corporation's programing be required to accept certain minimums, or will they be free to select on a program-by-program basis?

The absence of any real information and clarification with respect to the nature of "high quality" programs and the quantity of such programs to be made available are matters which raise real dangers for the development of (UHF) television in general. For in the absence of clarification, the legislation before you creates the potential for a Government-subsidized television service which is directly competitive with the existing commercial service.

There are some who will say that we are alarmists; that there is no competition between educational and commercial television. The fact is, gentlemen, that these two forms of television are already competitive with respect to both television advertising budgets and programing sources.

Today, many educational television stations present programs which are identified as being presented through the contributions of commercial enterprises. To be sure, these programs do not contain announcements usually considered "commercials," nor are they tainted with commercialism. But to the extent that commercial enterprises divert parts of their television advertising budgets for the production of these programs, to that extent commercial and educational television stations are competing for the same advertising dollars.

Today, educational television stations are broadcasting—as programs of "high quality" or "exceptional cultural value"—foreign feature films starring such audience-attracting personalities as Gina Lollobrigida. These are seen on the Boston educational channel 2 because they were obtained for that station by the NET, the National Education Television network, and also seen on channel 12, the educational channel in Philadelphia, WHYY, and I believe on virtually all of the NET-affiliated stations. The network (NET) did, indeed, purchase a package of feature films for their stations.

Mr. MACDONALD. Since you obviously directed that statement to me, the fact that Gina Lollobrigida is on a program, I might say she could be on a program showing how high fashions have come. Just the mere mention of her name does not necessarily mean that she starred in a film called "Let's Kill Them in the Forum," or something like that.

Mr. STEVENS. This is just one film in a film package that they bought.

Mr. MACDONALD. These are feature films?

Mr. STEVENS. Yes.

Mr. MACDONALD. And they have been, as you just said, over channel 2?

Mr. STEVENS. If channel 2 (Boston) is an affiliate of NET, which I believe it is, then these films are shown on channel 2. I have seen them on channel 12 in Philadelphia, another affiliate of NET.

To the extent they can obtain these foreign films, I might add, they prevent other stations from purchasing them.

They are also televising dramatic programs, panel discussion programs, news documentaries, news programs, and children's programs. The nature and content of these programs is such that they place edu-

cational and commercial television stations in direct competition for audience. In fact, the educational station in Philadelphia, appears in the monthly Nielsens (which are rating books), exposing the extent to which the educational station competes for audience with commercial stations.

We can't say these educational television activities have been a matter of total unconcern for us. However, some comfort was taken in these practices being employed on a purely identical local station level or generally on an irregular basis.

However, if the programs such as foreign feature films, dramas, documentaries, and so forth, now being carried are within the definition of "high quality" contained in H.R. 6736 and are to be carried in undefined and unlimited quantities we are gravely concerned.

Our concern is based upon the fact that the educational stations receiving these programs will become in effect a Government-subsidized commercial network which will have a serious adverse impact on developing independent UHF stations; and, because developing independent UHF stations will in fact not be able to compete with such Government-subsidized stations.

Independent UHF stations are now at a point, thanks to the all-channel law, where there are in many markets sufficient UHF receivers to permit them to reach and attract a reasonable segment of the total viewership in their markets.

In other words, they are living up to the all-channel law's expectations.

The economic life of these stations depends upon this viewership; it is this viewership that attracts the advertisers' dollars. At present, many of these stations are attracting just enough viewers to survive.

A loss, at this critical juncture in their development, of as little as 2 or 3 percent of their audience, will have disproportionate consequences on their ability to attract advertising revenue.

And, the "high quality" programing apparently contemplated in H.R. 6736 is just the type which could attract viewers away from the local independent UHF stations.

Parenthetically, it should be noted that even if it were the intent of the Congress and the language of H.R. 6736 that the corporation not engage in disseminating programs of a "commercial" nature, such a consequence would be almost inescapable.

Many of the most articulate spokesmen for a corporation such as that being discussed in these hearings, men who will play an integral part in the operation of such a corporation, received their training in commercial broadcasting. Their entire experience is in this area and it would be difficult for them not to operate in accordance with their commercial background and training.

Indeed, many of these spokesmen seem to feel that the proposed corporation should be what they think the major commercial television networks have failed to be.

Throughout my testimony I have referred to competition between educational television stations and commercial television stations, particularly UHF stations. And, I am afraid that this will give rise to certain misconceptions on the part of the committee. UHF television is not concerned with or afraid of competition. It has never been.

It has only asked that in competing it not be hindered by artificial handicaps; such as being barred from viewership by the lack of receivers or the artificial competition created by CATV importation of distant television signals.

This element of artificiality would also be present if H.R. 6736 is enacted in its present form. A local independent UHF television operator who has invested between $2 to $5 million in capital in constructing his station, who has to pay for each and every program he broadcasts, cannot truly compete with a station receiving its programing from a corporation subsidized by the Federal Government.

I am sure that every local independent UHF television operator, and probably every commercial broadcaster, would like to present the finest, most attractive feature films every night of the week. But, when one operates in a major television market where a good feature film will cost a UHF station from $4,000 to $12,000 and more per film, what one would like to do and what one can afford to do are vastly different.

The same situation is applicable to other forms of so-called high quality, informative, cultural programing. It is the general experience of commercial broadcasters that these types of programs are not commercially salable.

Commercial broadcasters carry them either on a sustaining basis or a few commericals are introduced which do not come close to defraying the cost of production and broadcast. In effect then, commercial broadcasters, UHF and VHF, subsidize these programs.

If this bill is enacted it does not mean that the FCC will relieve us from subsidizing these programs. In fact, nothing the proposed corporation would do would affect the public service parameters under which commercial stations must operate.

The major television networks and some of the large commercial VHF stations have the wherewithal to subsidize commercially unattractive programing.

For developing commercial UHF television stations, their economic position does not yet permit such subsidies on any large scale. However, we are coming into our own and our ability to produce these programs is increasing each month.

But we cannot reach our maximum potential in this area if we are forced to compete with stations receiving programing from a Government-subsidized television network.

I say network, because this is precisely what H.R. 6736 contemplates. It specifically provides the basis for facilitating the interconnection of educational television stations carrying the programing of the proposed corporation.

This indeed becomes the fourth television network.

Section 396(h) of H.R. 6736 provides:

> **Nothing in the Communications Act of 1934, as amended, or in any provision of law shall be construed to prevent United States** communications common carriers **from rendering free or reduced rate** communications interconnection services **to grantees of or contractors with the Corporation and local noncommercial educational television or radio broadcast stations, subject to such rules and regulations as the Federal Communications Commission may prescribe.**

The advantages to an individual station of being part of a network are manifest. Program costs, even personnel costs, can be significantly reduced. The effectuation of section 396(h) will result in local inde-

pendent stations, UHF and VHF, competing against not three but suddenly four major television networks.

The irony of all this is that while there has been much talk of the need for a fourth commercial network, none has been forthcoming because specifically of the high costs of interconnection. Indeed, this was an element in the unfortunate demise last month of the United Network.

No commercial enterprise has been able to obtain the treatment proposed to be afforded the new "educational" network. For example, Sports Network, Inc., an organization which might be the nucleus for a fourth network, has for years vainly attempted to obtain some form of relief from the FCC with respect to interconnection charges.

It is not beyond comprehension that the interconnection of educational television stations for the dissemination of "high quality" programing will result in a fourth network which will naturaly gravitate toward and assume the role envisioned for the fourth commercial television network.

The matters raised in our testimony should not be taken as total criticism of the bill before you. Rather, they are intended to demonstrate that there are many ramifications of H.R. 6736 which have not been discussed adequately before and which must be considered by the committee.

We do not stand opposed to aid to educational television and radio stations. But we do feel that the Congress in taking steps to aid one facet of the broadcasting industry should exercise care that, in doing so, it does not inflict injury upon another facet of the same industry.

There may be other effective means whereby a Corporation for Public Broadcasting can aid in the development of educational broadcasting.

As an alternative, such a corporation rather than producing and distributing programs could utilize its facilities and staff to directly aid local individual educational television stations in improving the technical quality and content of their programing; and, provide for the circulation of local programs of exceptional quality.

Indeed, it is ACTS opinion that the most effective means for aiding and developing educational television is to insure that each and every individual local facility be afforded the maximum opportunity to obtain funds, improve technical facilities and programing so that it can more effectively meet and serve the interest of their particular local community. Certainly before the present bill is enacted into law, alternatives such as these should be given extended consideration.

One final point. It would seem that much of the desire for the quick adoption of the present bill is generated in the feeling that somehow the existing commercial television networks and stations are somehow just not doing the job they should. That is even though, as I pointed out earlier, 60 to 70 percent of the sets are turned on every night of the week.

If this be so, we would note that Congress passed the All-Channel Law for the purpose of fostering the use of more television channels and providing a more diverse basis for television service.

The vast majority of UHF stations on, or soon to be in operation, are commercial entities.

Consequently, our program potential is directly related to our economic position. We are just now beginning to hit our economic stride.

This comes as a result of our relentless fight for: VHF–UHF receiver parity, for fair treatment in obtaining adequate protection from CATV distant signal importations, for opportunities to obtain viable programing to compete with the VHF giants. All of these things we are relentlessly fighting for.

We therefore, ask the Congress and, even more so, the public not to break faith with us and take precipate action which will delay or destroy our potential for providing diverse and effective television programing; a potential which the Congress foresaw for us and which we are so close to achieving.

In other words, let's not do anything to throttle the long-awaited infant in its crib.

Mr. MACDONALD. Mr. Broyhill.

Mr. BROYHILL. I have just one or two questions, Mr. Chairman.

Did you testify on the Senate side?

Mr. STEVENS. No. All-Channel Television Society was not formed at that time. We were in the throes of formation.

As I stated, the mandate was, in effect, handed down at the Convention of the National Association of Broadcasters earlier this year and it has taken several months for the All-Channel Television Society to organize.

We wish we had had the opportunity to testify before the Senate.

Mr. BROYHILL. You have 100 members with UHF licenses?

Mr. STEVENS. Not as yet, but we are rapidly approaching that point, we expect to exceed it.

Mr. BROYHILL. Most UHF stations are not a part of a network, are they?

Mr. STEVENS. That is true. But network-affiliated UHF stations do belong and are very active in the All-Channel Television Society.

Mr. BROYHILL. An effort to organize many of these UHF stations into a network has failed, I believe.

Mr. STEVENS. No, I wouldn't put it that way. If you are referring to the United Network it was formed as just a one-shot nightly program out of Las Vegas. They created the program first and then set out to obtain affiliates to carry the programs. They obtained over 120 affiliated stations and most were VHF stations. Only a few were UHF stations. It wasn't a lack of affiliates or stations to carry the show that killed it.

It was the cost, the almost unconscionable tariff they had to pay for the interconnection of all of these stations each night.

Mr. BROYHILL. I gather from your testimony you are not concerned with the "competition" from the individual educational television entity, but you are concerned about the network possibility.

Is that what you are trying to say?

Mr. STEVENS. The interconnection aspect of it at reduced rates. Let us say if favorable rates were afforded the commercial television system, the fourth network, which is something we all agree is necessary and useful, a fourth network would happen almost overnight.

Mr. BROYHILL. I have no further questions.

Mr. MACDONALD. Thank you very much, Mr. Stevens. We in the Congress live with controversy. We hear what the opposition party has to say. Therefore, we welcome your constructive criticism. As a matter of fact, on some of the points you made I tried to make with some other witnesses.

I don't believe you were here during the week, but I thought that the CATV which you attack have made the report given by the Carnegie Commission a little outmoded. There is a greater variety of entertainment and instruction, we might say, available to the public.

I understand you want to see your type of station flourish, understandably, and so do I.

Mr. STEVENS. You have two new ones in Boston now on UHF, and you are going to have at least one more and perhaps two more.

Boston, merely through the effect of the All Channel Law passed in 1962, is going to live up to all of its expectations in this system.

Mr. MACDONALD. I have said earlier that your type of station allows us to double the choices for programing in Boston. They have done a good job of programing, on sports events and other things we can now see, if you buy a new television.

In all fairness, to have you say—and there are some parts of your testimony I would have to take exception or have you elaborate on—some of these things, it causes me to want to question you.

On page 4, you refer to the law passed in 1964.

Mr. STEVENS. It was passed in 1962 and went into effect in 1964.

Mr. MACDONALD. In any event, we know what law we are talking about. You say it resulted in increasing receiver prices. I just happened to buy a black and white last month at a price that was much lower than the price I paid when purchasing a couple of TV sets a year or 2 years before. Obviously, there has been a drop in TV sets.

Mr. STEVENS. That is easily explained.

Mr. MACDONALD. But what I am saying is a fact, isn't is, that the prices have dropped?

Mr. STEVENS. But not because there is 82-channel capability——

Mr. MACDONALD. I don't want to press you, but am I right or wrong?

Mr. STEVENS. Prices on television sets are dropping, yes, and have dropped since 1962. That is not by virtue of the all-channel receiver capability.

The other dial on your set costs money. The reason prices have gone down is because of solid state development; the transistor replacing the tube. Therefore, the state of the art is improving for the manufacturer so that they can build sets cheaper all the time.

Next year they will cost even less. But if a set that was $90 in 1964 is $70 now, it would be $60 or $62 if it only had just 12 channel capability. The all-channel capability in a set, regardless of what level the current pricing stands, raises its cost just a little bit.

It is still a wonderful value. Nobody is objecting to it. But the public is constantly paying more for 82 channel sets than they would be paying if the old type set were still available on the market. And happily it is not. This public investment must be protected.

Mr. MACDONALD. On page 6 you are talking about the bill we are considering, I believe—or were you talking about the Senate bill? Much of your testimony went to the Senate bill and not our bill. You just say the bill.

Mr. STEVENS. The language we are talking about, the "high quality" which you find in quotes throughout this testimony, is in the bill you are considering.

The language in the Senate bill was more exclusive.

Mr. MACDONALD. Which bill do you prefer, our bill or the Senate bill?

Mr. STEVENS. I would prefer the words "high quality" deleted.

Mr. MACDONALD. From which bill?

Mr. STEVENS. Or more fully explained.

Mr. MACDONALD. Do you have something against high quality entertainment?

Mr. STEVENS. We are against the creation of a corporation receiving undefined and unregulated amounts of Federal Government subsidies for the production and purchase of basically commercially oriented television programing to be employed by a fourth television network receiving Government-authorized subsidies, and favorable interconnection rates and charges for the establishment of that network.

Mr. MACDONALD. Why?

Mr. FIRESTONE. The problem comes up in the June 14 issue of Variety, where there was a statement concerning the Public Broadcasting Laboratory which is receiving very large contributions from the Ford Foundation, as you probably know.

The tone of the article was that many local educational stations were concerned over the operation of the Public Broadcasting Laboratory because it was draining away talent that would normally be made available to these local stations.

They paid Edward P. Morgan $75,000 a year to join the laboratory. We are concerned that Federal funds will be distributed to the Public corporation which will then go out and purchase programing in competition against us, programing of high quality. We can see that it should be on the air, maybe in greater amounts, and that these greater amounts maybe can be handled by individual local stations receiving Government aid.

But it is another thing to talk in terms of a Government network which is on the air from 7:30 to 11 o'clock in prime time, in competition with us, where that network is receiving Government funds to buy programing of a similar nature to that which our stations are broadcasting.

There is our major concern.

Mr. MACDONALD. I am sure you are aware that the three major networks, ABC, NBC, and CBS all had their presidents come down here and testify in behalf of this bill. One of the networks has offered $1 million to help subsidize this program. If they are so strong for this bill, it just seems to me a little peculiar that you are so opposed to it, as your statement reads.

Mr. FIRESTONE. Mr. Stevens has been waiting all day for you to ask that question.

Mr. STEVENS. In Boston you have two wonderful new UHF stations which have been able to bring to the city programs which, if the new UHF stations were not there, you would not see. Many of them air viable, interesting sports programs. We do the same thing in Philadelphia.

At last reports these Boston stations, in prime time, between 7:30 to 11 had perhaps achieved 3 percent of the tune-in. The three network stations had the balance.

In Philadelphia, we are a little ahead of that because we have been on the air longer.

Mr. MACDONALD. There is a percentage unaccounted for.

Mr. STEVENS. These things never add up to 100 in rating books. Don't ask me why. In Philadelphia, we have, in prime time, more than 9 percent of the audience. And in what we call fringe time, between 5 and 7:30, we have more than 24 percent of the audience. But prime time is the basic element that we are talking about (the evening time, between 7:30 and 11). That is when these network people who share the 90 to 95 percent of the audience have very little to lose. Small wonder why they would not publicly oppose this bill.

If a few rating points or share points are lost to them, they are still operating at 80 or 85 percent share of prime time viewing. They are still quite viable.

Mr. MACDONALD. A man who is even more experienced, I would guess, just by the number of years in the broadcasting industry, said that he thought at one point perhaps this noncommercial network would end up with about 20 percent of the viewers. People from channel 2 in Boston say that is a very conservative estimate. On certain programs, at certain times, they would get a much larger group.

Why would the commercial network be for it in the strong terms that they have been for it—and you are a commercial network, too——

Mr. STEVENS. No, we are not a network at all. That is the point. We don't have a network affiliation.

Mr. MACDONALD. But you do exchange between yourselves, don't you? I don't mean interconnection.

Mr. STEVENS. We don't exchange anything, Mr. Macdonald. I wish I could say we did. I promise you some day we will. We need time to develop. We need a few more years to fulfill the commitment of the all channel law.

We are just very concerned that all of this invasion and dilution of the small share we are getting, from CATV on the one hand importing distant signals from faraway cities (in our case in Philadelphia it is New York) to things like this, is fragmenting an audience that we are trying to build to the point where we can be economically viable.

Mr. MACDONALD. You talked about showing movies. The movies that have been shown on your type of TV, with the breaking in for commercials, outdo the networks as far as frequency is concerned.

Therefore, I believe I can't sympathize with you too much about that because many of the things that the networks have been accused of doing, it seems to me in your struggle to get on your feet, you are more than culpable of the same charge.

Mr. FIRESTONE. Congressman Macdonald, we pay $8,000 for a single feature film. We have to get that cost back somewhere. We get it in that particular feature film because that is where our rating is and that is where our revenues flow. We won't get back our money by putting our commercials on after midnight.

Mr. MACDONALD. I agree with that. But I would just say that sometimes you drive away part of your audience by having that many com-

mercials, too. I don't know if the ratings show that. As a viewer, myself, it drives me off.

Mr. STEVENS. I would agree those stations are not operating according to the code and they are making a serious mistake from every point of view.

Mr. MACDONALD. Mr. Harvey.

Mr. HARVEY. I was just going to get to that. Is the difficulty in the competition between UHF and VHF primarily the result of network affiliation of almost all the VHF stations?

Mr. STEVENS. No. The difficulty is created by the factor I mentioned earlier, the condition of intermixed markets. These cities were originally established with 12 channels with VHF on the dial. Then the Federal Government realized that the spectrum was not broad enough to serve the needs of the Nation.

In 1962, they created the all channel law which suddenly breathed new life into that previously dead part of the dial from 14 through 83. They created the all channel law.

Mr. HARVEY. I am familiar with all of that.

Mr. STEVENS. So that created the intermixed market, where some stations were on the original part of the dial and some on the new part of the dial.

Mr. HARVEY. But getting back to the basic difference between UHF and VHF, I feel I haven't made my question clear.

From the viewpoint of the advertiser, and again I think this is reflected from the figures, he would choose normally the VHF stations because it offers the wider range of signal and encompasses a greater market than that of the UHF, is that correct?

Mr. STEVENS. That is correct.

Mr. HARVEY. Is the signal comparable in both cases between the UHF and VHF?

Mr. STEVENS. Yes; the basic signal is comparable.

Mr. HARVEY. So there is no competition in that regard.

Mr. STEVENS. No.

Mr. HARVEY. The competition basically is the range of signal?

Mr. STEVENS. The set capability is the crucial point you are overlooking. The all-channel set penetration in the city of Boston, for example, being still less than 50 percent.

Mr. HARVEY. What I am getting at is that it seems to me extremely difficult for your all-channel UHF stations to compete in the same market with the VHF stations.

Mr. STEVENS. Only temporarily, Mr. Harvey, because as each set is sold, replacing an old set with only VHF capability, as each new all channel set replaces a VHF set, our potential increases, so that eventually we will have 100 percent parity.

In fact, I think the FCC figures in 1970 or 1971 reveal that we will have the same potential as the VHF stations.

Mr. HARVEY. You will still not have the viewing audience that the VHF has even when every American owns that type of set.

Mr. STEVENS. Yes; we will. At that point it will only be a matter of programing.

Mr. HARVEY. There you get to the network affiliation; do you not?

Mr. STEVENS. Yes.

Mr. HARVEY. And the network affiliation is basically determined in most instances by being a VHF station because it has greater range; is that not correct?

Mr. STEVENS. It does not have greater range. It has greater audience potential at the moment in the intermixed markets because only half of the homes have UHF capability.

Mr. HARVEY. In an area such as I come from, the Saginaw-Flint area in Michigan, I have been under the impression that VHF does have considerably greater range. It will go out 75 miles, whereas, the UHF will only take in the city itself.

Mr. STEVENS. That is only because the UHF station chooses or is unable to afford a high-powered transmitter. In Boston and Philadelphia the high-power transmitters operated by UHF stations equal their VHF counterparts.

Mr. HARVEY. That is news to me.

Mr. STEVENS. You can go to 5 million watts with UHF. VHF is limited to approximately 316,000 watts.

Mr. HARVEY. It is difficult for me to see why, upon entering into this new market, your all-channel stations chose to compete in what appeared to be a very saturated market by VHF-network affiliated stations, the most difficult type of competition, where the failure to put on some of these "high quality" programs is really what is bringing about this program that is before us today.

Mr. STEVENS. Mr. Harvey, the FCC was unable to effectuate greater program diversification—and that word was used earlier today—when limited to only a three-channel system in the major cities of the country.

Thus, in 1962, in their infinite wisdom, Congress passed the all-channel law opening up all these other channels. They placed four of them in Boston, four of them in Philadelphia. They are now being used. Investments are being made on those channels so that the ultimate goal of program diversification is in sight.

We simply ask that you do not throttle this new infant in its crib with elements in this bill, before it has an opportunity to reach its goal, its federally authorized, mandated goal.

Program diversification will eventually come to Boston through four UHF commercial stations and its existing network-affiliated VHF stations, and even another UHF educational station in Boston.

Mr. HARVEY. I think the main thrust of this bill before us, particularly title II, setting up the corporation, is to set up a network of public television which will literally put you gentlemen out of business and the other all-channel stations as well.

Mr. STEVENS. Public television programing, federally underwritten and interconnected to give it tremendous appeal and potential, could do irreparable harm to the growing independent UHF stations which, for the time being, are appealing to a smaller share of the audience. Greater harm could come to these new UHF stations than to the network stations that are now enjoying a 93-percent share of the audience.

Mr. HARVEY. I have no further questions.

Thank you, Mr. Stevens.

Mr. STEVENS. You are quite welcome.

Mr. MACDONALD. You mentioned that the FCC advocated strongly the creation of your type of station; is that correct?

Mr. STEVENS. I think the seed was planted at the White House in 1962 and filtered through Congress, then to the FCC, and so on.

Mr. MACDONALD. But the FCC certainly endorsed it strongly.

Mr. STEVENS. Of course.

Mr. MACDONALD. I don't know if you were here during the week, but the FCC testified before us about this bill and endorsed this bill equally as strongly.

Doesn't it seem to you, to put it by way of a question, to be strange to have an agency that really sponsored you, which asked that you be created, that you be given the right to be created, to then turn around and come out with sponsoring a bill that would kill you, as you say you might be killed if this bill is passed? Isn't that sort of schizophrenic?

Mr. STEVENS. I opened by saying that I did not think we were going to take a popular position here today.

Mr. MACDONALD. I am not talking about popularity. I am talking specifically about the FCC and its sponsorship of you, and its sponsorship of this bill which you say will do irreparable damage to you.

Mr. FIRESTONE. Our position on that is that the FCC has done a lot of things in developing policies; but it hasn't followed through. They have not, to any great degree, bought the UHF position on the impact of CATV on UHF, despite our protestations. We filed tons of material on that. I am not sure, necessarily, that the FCC has examined all the ramifications of the bills they have sponsored.

I do think in many ways they are reacting to this feeling on the part of a large segment of the public that commercial television is not doing the job that it should be doing and something else is needed.

The FCC sees this corporation as a means by which the job might be done, regardless of its impact on UHF stations which effectively have had less than 3 years of development.

Mr. MACDONALD. Even though they sponsored your type of stations 2 or 3 years ago?

Mr. FIRESTONE. I think they are acting quickly. I don't think they appreciate their own information as to how long it takes us to develop. We grow at the rate of only 2 percent of the national television audience per month. That is the conversion rate. Effectively, this growth started in April 1964. There was a tremendous backlog of all—VHF television sets in the warehouses. We have had less than 3 years within which to grow, within which to get built up.

We are not coming here today to say we are against the development of this corporation several years hence, but the development of this corporation and interconnection at a crucial point in our development—we are basically half grown—could keep us from developing to our full potential.

Mr. MACDONALD. My last question is this: Are you for or against the bill? I couldn't quite tell.

Mr. FIRESTONE. We are generally for the bill in the sense of title I, in aiding the development of the stations. We have qualms about title II because we feel we know where this title II is going to take the public corporation. But we don't think many of the people sponsoring it realize where title II is going. We see in title II the development of a Government-subsidized network.

Mr. MACDONALD. Why do you say that? That is a curious thing to say. Why do you say that the people who are taking testimony from all segments of the industry and reading the bill day in and day out don't know as much about it as you do?

Mr. FIRESTONE. No, I don't think they know as much about the UHF problem as we do.

Mr. MACDONALD. I quite agree with that.

Mr. FIRESTONE. You said you could not understand our position in view of the position the three networks took. Well, they don't know our position. We have our problems.

Mr. MACDONALD. You haven't stated a position. You are both for and against. It is that old political joke about they asked a politician about how he is going to vote and he said, "Well, 50 percent of my friends are for the bill and 50 percent are against, and I am for my friends."

That is how you sound today. You haven't really taken a position either for or against the bill. I wish you would.

Mr. FIRESTONE. I would hope this may clarify our position. We would strongly recommend that this committee delete the provisions with respect to favorable interconnection charges, and we would favor the deletion of provisions which would permit the Corporation for Public Broadcasting to develop, produce, and distribute high quality programing through preferable rates on interconnection charges.

We would not stand against the development of a corporation which would be an advisers and consultant to local educational stations to help them enhance and develop and improve their service to the local community.

Mr. STEVENS. In other words, filter the funds to the individual stations, the same money, the same effort to the individual stations.

Mr. MACDONALD. That is exactly what the bill says, $250,000 per station. It says that in the bill.

Mr. FIRESTONE. That is right. We have not made any adverse statement on that.

Our statement has been basically concerned with two provisions: interconnection charges and the development of "high quality" programing to be disseminated by the public corporation.

Mr. HARVEY. Will the gentleman yield at that point?

Mr. MACDONALD. Yes.

Mr. HARVEY. How many years do you think it would take before you would be on your feet so that you would not object to these parts of the bill?

Mr. STEVENS. About 1971, approximately.

Mr. HARVEY. Thank you.

Mr. MACDONALD. Thank you both very much.

The next witness will be Mr. Robert E. Lee, appearing for the Lutheran Council in the United States of America.

STATEMENT OF ROBERT E. A. LEE, LUTHERAN COUNCIL IN THE UNITED STATES OF AMERICA

Mr. LEE. Mr. Chairman, my name is Robert E. A. Lee. I serve in the division of public relations of the Lutheran Council in the United States of America as secretary of the department of films.

The Lutheran Council represents the common interests of 95 percent of the Lutheran Church membership in this country. There are about 9 million baptized members in the four church bodies comprising the council. I have been authorized by official action of the executive committee of the Lutheran Council to express to you our broadcasting concerns relative to the proposed "Public Television Act of 1967."

1. We enthusiastically support the proposed establishment of a nonprofit educational broadcasting corporation as a means of improving the total broadcasting service within the United States.

2. We note that the religious interests of the public are not explicitly recognized in the proposed legislation. While this would not necessarily mean that this dimension of the public interest would be excluded, we feel that religious matters are vital and basic enough to most Americans in our pluralistic society to be reflected in some particular way in any public broadcasting entity that can be free of both Government control and commercial pressures.

We do not champion the compartmentalizing of religion on the air that is so characteristic of much of the traditional broadcasting of religion under the commercial system. The result has been to cram message-centered programs dealing with God and man into the so-called Sunday morning ghetto.

We do support the recognition of the religious interests of the people in balanced and diversified programing emphasis in and with those interests that relate to culture, music, education, public affairs, news, drama, opinion, and interpretative commentary.

The church members we represent are more and more asking their communication officials to help remove the barriers that have traditionally isolated the so-called secular areas of life from the so-called sacred ones. In this day of open ecumenical dialogs, controversial issues, whether or not obviously involving any partisan religious viewpoint, should be handled on the air in such a way that valid and appropriate religious insights can be included.

We, therefore, urge that the pattern of selection for the board of directors of the proposed Corporation for Public Broadcasting allow for religious interests to be represented along with other major interests of the public.

We also urge that consideration be given to the establishment of an advisory panel that would be competent to reflect the diversified religious sensitivities in our country.

We urge that the programing structure established by the corporation accommodate the religious interests of the public.

3. Although instructional television will surely direct much of its attention to children in the classroom, we urge that the legislation be adapted as necessary to enable noncommercial broadcasters to mount a massive effort aimed at giving children in the home and the family unit the highest possible quality programing.

An intense thrust is required if young viewers are to be offered an alternative to the banalities that occupy them hour upon hour in front of the TV set at present. Someone must find appealing formats that serve the best interests of the teenage generation.

4. The Lutheran Council represents churches who have invested creative energy and funds in the production and distribution of pro-

grams and features on radio for 40 years and on television for over 15 years. These have been used by commercial broadcasters as a way of fulfilling their obligation to serve the public interest.

Some of our churches participate and support other cooperative efforts such as those represented by the Broadcasting and Film Commission of the National Council of Churches as well as regional and local councils of churches.

Lutheran churches are eager to make a meaningful and appropriate contribution through the facilities that can be served by the Corporation for Public Television if it is established through the legislation that you are considering.

Thank you.

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

Mr. Broyhill?

Mr. BROYHILL. I have no questions, Mr. Chairman.

Mr. MACDONALD. I would like to say that although I am not of your faith, I have seen programs produced under the aegis of the Lutheran Council and feel that they have made a fine contribution, although they are not always on Sundays, at least in my area. They usually are, however.

I agree with you that perhaps in the bill there might be some language incorporated, which I have not yet seen, to use the word "religious" as well as "cultural," "entertainment," and so forth.

We certainly appreciate your coming here today to give us this information, after waiting until this fairly late hour. Thank you very much.

Mr. LEE. Thank you, Mr. Chairman.

Mr. MACDONALD. The next witness will be Miss Martha Gable, of the Pennsylvania Educational Television Advisory Committee, Philadelphia, Pa.

STATEMENT OF MARTHA A. GABLE, DIRECTOR OF INSTRUCTIONAL MATERIALS, PHILADELPHIA PUBLIC SCHOOLS

Miss GABLE. Today I come as an educator who has been involved with instructional radio and TV for many years, as chairman of the Pennsylvania ETV Advisory Committee which has operated under the department of public instruction since 1960, and as a member of the board of directors of the Tri-State Instructional Broadcasting Council, an organization of schools within range of educational station WHYY-TV.

It was my privilege to represent these groups before the Senate subcommittee hearings on S. 1160 in April, and I am deeply appreciative of this opportunity to appear at the hearings on H.R. 6736 before this distinguished subcommittee of the House of Representatives.

I wish to express support of this bill which, if passed, will lend needed support to the expansion and improvement of both facilities and programing of noncommercial television and radio stations throughout the country. There is particular gratification for the inclusion of radio, which represents a vast, underused potential for informational and educational services.

The assistance inherent in the provisions of this bill to educational stations will strengthen their total services, public and instructional.

I use these terms as developed in the report of the Carnegie Commission.

My comments today are directed mainly toward the provisions under title III relating to instructional television. However, let me state at this point that I concur with comments made by Dr. David Henry last week at these hearings that many excellent public television programs presented during out-of-school hours are being used increasingly as assignments for pupil home viewing. More homes with two and three TV receivers are resolving the family viewing dilemma when homework conflicts with baseball.

These are the matters of concern I should like to bring before you:

1. This proposed study authorized under title III, because of the stature and prestige of its sponsorship, will exert tremendous influence on the uses of these new devices in the design of education for the future.

It comes at a time when educators throughout the country are searching for ways to improve instruction and enhance learning. There is presently underway in many communities the development of instructional television services on open circuit, closed circuit, 2,500 megahertz channels, in order to bring rich resources from far and near to the classrooms. In some communities, these installations are being meshed with other applications of technology to combine group teaching with individualized instruction.

Therefore, it is of crucial importance that this proposed study be undertaken intensively and completed promptly. I underline this plea for promptness because the implementation of this bill, and the study it authorizes, may quite understandably cause educational administrators and boards of education to delay decisions and budget allocations until the study is released.

Hard-won momentum for instructional television may be slowed or even halted when needs for services in the educational process are immediate and escalating. For instance, it has become apparent in metropolitan areas that one- and two-channel open-circuit stations cannot meet instructional needs within the framework of the present schoolday.

Additional channels are necessary to service specialized segments of the school population: English courses for immigrant children, speech improvement for children from migrant homes, health and nutrition information to certain areas of the community, programs for parents of preschool children in "Get Set" centers to improve the learning climate of the home, advanced programs for gifted pupils, special channels for teacher education in new content and methodology.

Also, suburban communities surrounding an urban area have diversified needs which require combinations of general and specialized services. How do we best combine the technology at hand to achieve the broad, overall needs, and those more segmented and specialized?

The study is needed quickly. Hopefully it will not cause delays in exploration and innovation now in progress. The date for the completion of the study, January 1969, is supported.

The modified version of section 301 of S. 1160 is commended; however, the date for the completion of the study in H.R. 6736, section 303, January 1969, is supported.

In other words, it is hoped that the provisions of the bill will "turn on" the forces to permit the moving ahead of public television and instructional television at the same time.

2. It is suggested in all humility that the persons who make the study of instructional television include several who possess practical background in the planning and utilization of a variety of instructional television operations. This study is a task of vast importance which no doubt will chart a course for the future. Here I quote from my testimony before the Senate subcommittee:

> This study is different from the one on public television for it requires an intimate understanding of several elements: The relationship between the instruction by TV and the teaching and learning process; the procedures of program preparation and for whom; the specific objectives of the instruction; the role and involvement of the classroom teachers and their utilization techniques, and the relationship between the educators and the technical staff. Also, the use of ITV to meet the myriad needs in a larger urban center differs from the services planned for a smaller, more homogeneous community.
>
> In other words, I seek for clarifications of those who will visit instructional television centers, and urge that they be persons of a variety of competencies in the field of instructional television, and with sufficient time to study rather than merely observe.

3. The modified version of S. 1160, section 301, in describing the scope of the study, includes many applications of new technology, the educational materials which accompany them, "and other aspects thereof as may be of assistance in determining what Federal aid should be provided. * * *"

It is suggested that this terminology be clarified to include the orientation and preparation of teachers so that they understand how to utilize effectively these new teaching devices.

One of the most serious shortcomings of instructional television since its beginnings has been the lack of both inservice education for teachers, and courses for future teachers in colleges of education, to equip them for teaching with modern technology.

The Fund for the Advancement of Education in a recent report stated that "inept utilization techniques in the classroom" was one of the chief reasons that instructional television had not realized its full potential.

It has been apparent to educators involved with the uses of new technology in teaching that funds for the development of human skills—the software—are necessary to produce a high-quality input, and effective utilization of the output of the hardware.

There has been a serious imbalance between the financial investments in hardware and software which this study can and should correct, or prevent.

4. It is suggested also that the study include a consideration of research techniques for the assessment of the values of instructional television, radio, and other devices. Boards of education, taxpayers, and administrators can be expected to ask for some indication of the return on the investment. Funds and skilled manpower are scarce for this important function.

There are no easy answers, but the study authorized under title III should at least indicate guidelines toward the development of valid research to determine values. The European Broadcasting Union Conference in Paris in March, which I was privileged to attend, empha-

sized the need and importance of built-in research techniques in instructional broadcasting.

5. It is recommended that section 301, in its description of the study, as related to the allocation of funds, also include the consideration of a pattern of regional or central production centers for those instructional services which are of similar content. There are a few excellent services now in operation, such as the Eastern Educational Network, the Midwest airborne instructional TV project, the Great Plains Library at Lincoln, Nebr., and the national library at the University of Indiana, but there are insufficient funds at the moment to develop an efficient, effective overall plan.

These existing centers may be enlarged and strengthened. Such an arrangement would prevent the waste of duplication, locally, of content which is fairly similar throughout the country. It would permit the production of excellent inservice education courses for teachers, featuring the best national experts in such subjects as new mathematics, science, remedial reading, social science, and the fine arts.

It would free local funds to concentrate on production for local, specialized needs. Interconnection among educational stations would greatly assist in the distribution of programs from regional or national centers for direct, off-the-air use, or for video taping across the country for local uses at convenient times.

In other words, a pattern similar to National Educational Television, NET, which serves public television, may be developed for certain aspects of instructional television with tremendous savings of local funds, and a higher quality of programing.

6. Finally, it is assumed that the study of instructional television will be broadly interpreted to include radio and TV courses which permit adults who left school to secure credit toward a high school diploma, TV courses to combat illiteracy, programs for preschool children. These may be classified as either instructional or public television, and, therefore, may be lost between the two.

Thank you for permitting me to express these views on this very important bill before you. Its prompt passage will provide needed support and added momentum for improved services for all ages.

Mr. MACDONALD. Thank you, Miss Gable.

Mr. Broyhill?

Mr. BROYHILL. Miss Gable has made several suggestions for changes in the language of the bill. It may be that she would wish to submit a letter giving the specific language changes she wishes.

Mr. MACDONALD. I would be happy to have that correspondence, Miss Gable.

Miss GABLE. Yes, sir.

(The information requested follows:)

THE SCHOOL DISTRICT OF PHILADELPHIA BOARD OF EDUCATION,
Philadelphia, Pa., July 31, 1967.

Mr. W. E. WILLIAMSON,
Rayburn House Office Building,
Washington, D.C.

DEAR MR. WILLIAMSON: Having testified on July 21 before the House Interstate and Foreign Commerce Committee on the Public Television Bill HR 6736, I was asked to submit to the Chairman of the Committee, the Honorable Harley Staggers, suggested wording which includes suggested changes.

They are as follows:

1. Amend further the amended version of Senate Bill 1160, dated May 22, 1967, Sec. 301, as follows:

"STUDY AUTHORIZED

"SEC. 301. The Secretary of Health, Education, and Welfare is authorized to conduct directly or by contract, and in consultation with other interested Federal agencies, a comprehensive study of instructional television and radio (including broadcast, closed circuit, community antenna television, and instructional television fixed services and two-way communication of data links and computers) and their relationship to each other and to instructional materials such as video tapes, films, discs, computers, and other educational materials or devices, including consideration of teacher orientation, research, regional production centers, and such other aspects thereof as may be of assistance in determining what Federal aid should be provided for instructional radio and television, and the form that aid should take, and which may aid communities, institutions, or agencies in determining whether and to what extent such activities should be used."

2. Include Sec. 303 as written in Bill HR 6736, which states:

"DURATION OF STUDY

SEC. 303. The study authorized by this title shall be submitted to the President for transmittal to the Congress on or before January 1, 1969."

The reasons for these suggestions are contained in testimony presented July 21, 1967.

Sincerely,

MARTHA A. GABLE,
Director of Instructional Materials.

Mr. BROYHILL. That was the only comment I had.

Miss GABLE. I might say, Mr. Chairman, in some of these communities these programs are in process and they have to make decisions, thus being another reason for the earlier change on the date of the study being submitted.

Mr. MACDONALD. I think when you correspond with the chairman of the committee, you might also contact the members of the Pennsylvania delegation and tell them of your great interest, how educational television has done so much for the public school children in Philadelphia.

It seems to me that it is difficult to talk about instructional TV and educational TV, yet I think there is a great difference (*a*); and (*b*). I don't know how we can incorporate that difference into the language. Obviously instructional TV, pure educational TV, could not be objected to by anyone.

On the other hand, there has been some concern about the fact that educational TV, so-called, public TV, not in the instructional field, but in the field of news broadcasts, panels discussing subjects such as the racial strife in Philadelphia, any number of things that would more properly come under the heading of public affairs, that somehow whoever controls the purse strings of this program could control the minds of the people of the United States.

From your experience in Philadelphia, as director of their educational station, have you ever felt that it was possible in Pennsylvania, or in the United States? Do you think it is possible for this corporation that we are asked to set up, which will give our grants for projects in various stations throughout the United States, to be in control to such an extent that they, in turn, could control the culture, the instruction, the feelings, the religion of the people of the United States?

Miss GABLE. The matter of control doesn't really give me great concern. I have confidence that a good corporation will be appointed. We have had precedent for receiving funds from Federal sources, central sources, foundations. We haven't experience control in these.

Mr. MACDONALD. In other words, there never has been control?

Miss GABLE. No. The precedent has been that there has been freedom in the use of these funds in maters of education. I think educators used to be much more worried about this than they are at the moment.

You see, we have had examples now of uses of funds from either foundations or from Federal sources whereby we have not felt interference.

Mr. MACDONALD. I take it your background was school teaching before you went into this?

Miss GABLE. Yes.

Mr. MACDONALD. Obviously the Federal Government uses funds to help schools in any number of instances. I have never heard any complaints about any control from the Federal Government. Have you?

Miss GABLE. No, we haven't experienced any to my knowledge. I have not known of any. I think possibly the problem here at the moment is the matter of public television on one hand and instructional television on the other hand.

Any Federal support or any other support will help public television and instructional television. Much of the instructional television is produced in the educational stations.

I think the Carnegie report has developed the connotation of differentiation. As an educator, I felt concern that the bill has outlined the public television provisions in such a way that as soon as the corporation is organized it will be off and running. But we must wait now for another study of instructional television before the instructional television can get underway, as it were.

I have a feeling that there will be those who will wait and see what comes out of this study, understandably so.

Mr. MACDONALD. Why should there be any doubt? I should think if there was going to be a timelag, it would be just the reverse. Instructional television has proven itself time and time over again in various States.

I can ask you some of the questions which were asked of people who represented the State of Alabama, the States of Georgia, Mississippi. I can ask you about instructional television. All of those States praised it. They said there were never any problems.

One gentleman produced all sorts of letters praising the program, letters that came from people who had been served by the instructional program in his State.

I would think that is the proven—and I underline the word "proven"—part of educational TV. The thing that I don't believe is proven yet, realizing that strawmen are raised up to be knocked down, is the other side of what is called public TV, in which we try to raise the quality of programing.

Miss GABLE. I hope you are right, sir. If a superintendent of schools is contemplating a large installation of electronic equipment that has to do with instructional television and other technology, and he knows that a very prestigious, important, national study is about to

be made, I have the feeling he may want to wait and see what is in that study so that he has the support and knowledge of that study.

I am for the study. I am for the bill. All I ask is that it be done promptly so that there will not be a possibility of delay, or the least possible delay.

Mr. MACDONALD. I agree with you 100 percent.

Miss GABLE. Thank you.

Mr. MACDONALD. If there are no further questions, thank you very much for being here.

As our next and last witness today we will hear from the Honorable Ralph M. Paiewonsky, Governor of the Virgin Islands.

STATEMENT OF HON. RALPH M. PAIEWONSKY, GOVERNOR OF THE VIRGIN ISLANDS

Governor PAIEWONSKY. Mr. Chairman, thank you very much for the privilege of appearing before this committee. I appreciate having the opportunity to express my support for H.R. 6736, the Public Television Act of 1967.

This proposal will provide support for a program of vital importance to the educational systems of our States and territories. As Governor of the Virgin Islands, which is making a major effort to provide better education to its people, I urge that this committee stimulate the use of educational television through enactment of H.R. 6736 in the form recommended by President Johnson. I urge that this committee provide for the increase in funds for television-radio facility construction authorized for fiscal year 1968. Such an increase will enable this program to have maximum impact on all our States and territories.

Mr. Chairman, I am particularly pleased that section 105 of H.R. 6736 corrects a lack in the 1962 Educational Television Facilities Act by including "the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands" within the definition of "State." This amendment will enable the Virgin Islands to be fully eligible for assistance under the new act. As the committee knows, this section is contained in S. 1160 as enacted by the Senate, and as Governor of the Virgin Islands, I urge that section 105 also be approved by this committee and by the House of Representatives.

The Virgin Islands expects to make full use of the opportunities afforded under the Public Television Act of 1967. As the committee knows, the Federal Communications Commission has set aside two channels for use by educational television stations in the Virgin Islands.

It is our intention to apply for construction grants for educational television under section 101 for one of those channels which we hope to have in operation in the very near future. This initial station will be on St. Thomas which is the center of governmental, business, and educational activities in the Virgin Islands. The station is expected to be operated by the department of education in conjunction with the College of the Virgin Islands' recently established teachers educational division.

For the foreseeable future, our second channel will be utilized as a repeater station, broadcasting on St. Croix.

At the outset, our operations in the Virgin Islands will depend largely on taping and use of the programs of the National Educa-

tional Television Network. It will take time for us to develop adequate instructional personnel and to record on film and on tape, visual experiences which could be particularly adapted to the educational needs of the islands.

Initially, we expect to develop a series of educational programs which would supplement daily classroom work, to be broadcast after school hours and during weekends and holidays. We also expect to use educational television for orientation programs for new teachers, in-service training for instructional, administrative and other supporting personnel, preschool and adult education, and for general programs designed to enrich the cultural life of both children and adults in the community at large. In addition, we would experiment with the use of educational television by community agencies dealing with health, welfare, and housing in carrying out their missions. We also expect to use television to reach parents, strengthen the parent-school relationship, and help the parents to appreciate the value of their children's education and to better understand their student-children.

During his initial period, we will also be moving ahead rapidly to develop programs and train the teachers necessary to support a full-scale instructional program for use in the schools in the Virgin Islands. Our own best teachers and leaders in various fields would participate in this program.

I might point out to the committee that we do not expect to establish a system identical to that which has proved so successful in American Samoa. Educational television in Samoa has filled a gap which resulted from the lack of teachers and proper educational facilities. In the Virgin Islands we do have a considerable number of highly skilled teachers and adequate classroom facilities and instructional materials. Thus, we are faced with a somewhat different situation and will not utilize educational television as a substitute for teachers and classroom instruction but as a supplement and expansion of the work of the classroom.

In conclusion, Mr. Chairman, I would like to take a moment to emphasize the special importance of educational television to the Virgin Islands. Because of our isolation and our insular life, the children of the Virgin Islands do not share in all the broadening and enriching experiences of the children who live in the continental United States amid the variety and wonders of its cities and great lands.

President Johnson might well have been referring to the impact which educational television could have in our islands when he said in his message to the Congress on February 28:

> Yet we have only begun to grasp the great promise of this medium, which, in the words of one critic, has the power to "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 winds and the hills."

It is precisely the dreams and experiences of which the President spoke that we can bring to our islands and most particularly to the children in those islands through educational television.

In addition, this new medium can play an effective role in bringing the language gap which exists among some groups in the islands.

Mr. Chairman, again I wish to thank you and your committee for your courtesy. I urge adoption of H.R. 6736 and in particular approval of section 105 of the bill, which will enable the Virgin Islands and other territories to participate equally with the States in bringing the benefits of educational television to all of America's citizens.

Mr. MACDONALD. Thank you for your testimony, Governor.

The hearing will now be adjourned until tomorrow morning at 9 a.m.

(Whereupon, at 4:45 p.m. the committee adjourned, to reconvene at 9 a.m., Friday, July 21, 1967.)

81-750—67——46

PUBLIC TELEVISION ACT OF 1967

FRIDAY, JULY 21, 1967

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

The committee met at 9 a.m., pursuant to notice, in room 2123, Rayburn House Office Building, Hon. Harley O. Staggers (chairman) presiding.

The CHAIRMAN. The committee will come to order.

We are in session for a continuation of our hearings on educational television.

This morning, we have as our first witness, Mr. Vincent T. Wasilewski, the president of the National Association of Broadcasters.

We are glad to have you, and I am sorry you had to get here so early in the morning.

You may proceed as you see fit. If you want to put your prepared statement in the record, summarize it, or give it as it is, that is fine.

STATEMENT OF VINCENT T. WASILEWSKI, PRESIDENT, NATIONAL ASSOCIATION OF BROADCASTERS

Mr. WASILEWSKI. Thank you. I have a short statement, sir.

My name is Vincent Wasilewski. I am president of the National Association of Broadcasters.

The National Association of Broadcasters—NAB—is a nonprofit organization of radio and television broadcasters whose membership included as of July 19, 1967, 2,199 AM radio stations, 1,109 FM radio stations, 517 television stations, and all of the national radio and television networks.

We very much appreciate your courtesy in permitting us to present the views of the association on proposed legislation regarding noncommercial broadcasting.

Commercial broadcasters have had a long-standing interest in what is referred to in the Communications Act as "noncommercial educational" broadcasting. They have consistently supported educational broadcasting since its inception by donations of time, money and equipment in all parts of the country. They have led drives to secure funds. They have donated millions of dollars worth of equipment.

At the time of the President's proposals, which are incorporated in bills which you presently have under consideration, we pledged commercial broadcasting's support as follows:

> We recognize that the public interest will be served by encouraging the development of more programs designed to appeal to specialized tastes and needs. To this end, noncommercial broadcasting will have the continued support of the commercial broadcasting industry.

This support has been reaffirmed by the NAB Board of Directors at its meeting in Williamsburg, Va. on June 30, 1967, in the following resolution:

Whereas, The Interstate and Foreign Commerce Committee of the U.S. House of Representatives has announced hearings on Public Broadcasting bills H.R. 6736 and S. 1160 and similar bills; and

Whereas, The President of the United States has set forth the aims, goals and objectives of the proposed legislation in his special message to the Congress; and

Whereas, The NAB has already supported these goals in testimony before the Senate Commerce Committee;

Now be it resolved, That the Board of Directors of the NAB does hereby reaffirm its support of the aims, goals and objectives of the bills presently under consideration, with due regard for all necessary safeguards to insure that a public broadcast system be protected from government interference and control, and that broad based public financing be utilized to establish a framework within which a truly educational and instructional broadcasting service may operate in the public interest.

The subject before this committee is of major importance. It has a profound implication for American social and political life. The decisions made by this committee, and ultimately by the Congress, will establish the basic ground rules under which noncommercial television will operate. Thus, the proposals should be carefully scrutinized, analyzed, and all of the ramifications examined.

Attention has been focused on the role noncommercial broadcasting is to play in our society. The ultimate objectives are appealing. We applaud the extention and expansion of grants for the construction of facilities for educational broadcasting stations. We warmly support a study of educational and instructional broadcasting. In fact, the NAB, earlier this year, contributed $15,000 to the National Association of Educational Broadcasters to assist in such a study.

We do, however, urge the Congress to consider the potential influence of government over the programing of noncommercial stations.

The broadcasters' concern is as citizens as well as broadcasters. It is a concern we share with the Carnegie Commission. Its chairman, Dr. James Killian, said this:

The Commission categorically affirmed that the Corporation for Public Television must be private and non-governmental, that it must be insulated to the greatest possible degree from the threat of political control.

It is a concern we share with President Johnson. In his message to the Congress, the President said:

Non-commercial television and radio in America, even though supported by federal funds, must be absolutely free from any federal government interference over programming.

It is a concern we share with prominent individuals in the world of educational television.

Up to now, noncommercial television has been largely in the hands of States and cities or local groups. Control has been essentially local and widely dispersed.

Legislation pending before this committee could well change this pattern if local stations become dependent on a central authority for funds. The problem becomes doubly acute when both the decision-making body and the funds administered by it are federally inspired.

An editorial in the Washington Post, which has been a strong and

enthusiastic supporter of noncommercial educational television, expresses a viewpoint similar to our own—April 17, 1967. It says:

> It seems to us that there are two major principles that ought to guide Congress in its study of the Administration's proposals. One is the need to keep public television from falling into the hands of governmental control. The other is to preserve local autonomy for the public and educational stations. But both of these need to be achieved without sacrificing the prestige of the national organization or the quality of the programming it offers.

In this connection, it should be noted that the primary thrust of the proposals to create a public broadcasting corporation are not toward the historical or traditional concept of educational or instructional broadcasting, but rather toward the development of a system of noncommercial broadcasting which is not necessarily related to either education or instruction in the academic sense.

The Carnegie Commission Report contemplates not only in extensive system of gathering the news, of covering "fast-breaking news stories," but also of giving "perspective and depth to the interpretation."

It speaks of underwriting the production of "documentaries on subjects of national concern * * * and * * * programs dealing on a national scale with public affairs or with news commentary."

It is because of the proposals to engage in wide diversified public affairs programing that we believe the need exists for maximum insulation from governmental control.

While the problems are complex, we believe that with dedication and vision the promise of educational broadcasting can be fulfilled.

Thank you very much, Mr. Chairman

The CHAIRMAN. Thank you, Mr. Wasilewski.

I will save my questions until the end.

Mr. Kornegay?

Mr. KORNEGAY. Thank you, Mr. Chairman.

Mr. Wasilewski, it is nice to see you before the committee this morning.

Mr. WASILEWSKI. Thank you, sir.

Mr. KORNEGAY. In view of my voice, I am going to ask you only a few questions. I have a cold.

I take it you have studied the pending bill. Do you have any suggestion to make to us so far as amendments are concerned that would carry out the principles which you so well enunciate in your statement?

Mr. WASILEWSKI. No, sir. I do not incorporate in my statement this morning any specific suggestion. I did incorporate in a statement that I made on the Senate side, specific suggestions, sir, and it seemed to me that they were misinterpreted, and my suggestions were regarded as opposition to the concept, so to speak, of the bill. And so I wanted to make it perfectly clear that we are not opposed to the concept espoused in this bill, and therefore I did not include any specific reservations.

Mr. KORNEGAY. Let me get a little closer to what I am asking:

Do you feel the bill, as presently drafted, is sufficient in and of itself to prevent Government control that you and I, and most of the people I know of who have testified here, are concerned about?

Mr. WASILEWSKI. I think for the specific purpose of this particular bill, which, I understand, is just an organizational start, that purpose is met from an insulation standpoint——

Mr. KORNEGAY. You think this would be sufficient——

Mr. WASILEWSKI. For this 1-year establishment, but I think when you get into the broader based financing, I would like to see somehow greater assurances of this insulation from Federal Government control.

Mr. KORNEGAY. Maybe from sources other than Government, sir?

Mr. WASILEWSKI. That would be desirable, if possible, but I don't know where those funds could come from.

Mr. KORNEGAY. Thank you.

Mr. WASILEWSKI. Thank you, sir.

The CHAIRMAN. Mr. Broyhill?

Mr. BROYHILL. I was particularly interested, Mr. Wasilewski, in a paragraph in your statement on page 4, where you say that the primary thrust of these proposals is to create a Public Broadcasting Corp.; and that it is not toward the historical or traditional concept of educational or instructional broadcasting, but rather for the development of a system of noncommercial broadcasting.

Would you not necessarily relate this to education or instruction? I wonder if you could expand on your point and the reasons why you feel as you do?

Do you feel this is creating an entertainment medium? Is that what you are saying?

Mr. WASILEWSKI. I think, based upon my reading of the Carnegie Commission Report, much of what will be produced, sir, will in truth and fact be entertainment to some, and yet it is also intended to be enlightenment at the same time, and I think you can have both in the same context.

What I was referring to specifically here is the fact that they are contemplating much in the way of news, public affairs documentary programs, and I think the arts, music, and so forth. And to me these are not necessarily educational in the academic sense as I regarded educational television from the time of 1952 when we had the reservations for those stations.

To me it was contemplated that the reservation for educational television stations was for the purpose of instruction and education, not in this broad area of cultural programing.

Mr. BROYHILL. This would in a way be in competition to your members, would it not?

Mr. WASILEWSKI. It would be; yes, sir.

Mr. BROYHILL. Is it the position of your organization, that you are concerned over this competition, or does it give you no concern?

Mr. WASILEWSKI. Well, I think it would be competition, sir, but we are already in a highly competitive industry, and I would say that our board of directors did not view with any alarm this competition, and we are not opposing the concept at all.

Mr. BROYHILL. So this aspect of this legislation, the competitive aspect, is not what is causing you concern?

Mr. WASILEWSKI. No, sir.

Mr. BROYHILL. It is the concern over how the makeup of this corporation, the board of directors of this corporation——

Mr. WASILEWSKI. Our concern, I would think, sir, would not be unique to us as broadcasters. In other words, I have often thought that our concern as expressed here would be the same concern expressed by

any other group in this country of ours. Because we are broadcasters, we are expected, I think, to have a little more knowledge about the potentialities of governmental interference and worry about it.

Mr. BROYHILL. Several witnesses have indicated that they are not as concerned over this as perhaps you and some other businesses are on this issue, and the view has been expressed that men and women who would be appointed to this board would not think of doing anything that would look like Government control.

In other words, it would depend upon the goodwill of these men and/or women to make the system work.

Do you feel that we should leave the language of the bill as it is and depend upon the goodwill of these men and women, or should we write in more protection, as to powers of the corporation?

Mr. WASILEWSKI. I think, sir, if you and I were appointed to this Commission, we could be assured we would be men of goodwill and objectivity, but I feel that there should be as many guidelines as possible incorporated either in the bill or in the report to make it absolutely clear that you want to avoid governmental influence.

Mr. BROYHILL. Mr. Springer has questioned several witnesses asking them if they would object to an appointment system or a procedure whereby appointments would be made on the basis of political party affiliation.

We have such a system now in our regulatory commissions. For instance, in the FCC and the ICC, we have a certain number of spots that are reserved for members of the two parties.

Does your association have a position on this?

Mr. WASILEWSKI. This point has not been brought to the attention of our board of directors, Mr. Broyhill.

Our position has been that we would like to see insulation for the board of directors from Government, and I think this proposal for appointment based on party affiliation would recognize that the Public Broadcasting Corporation was in truth and fact sort of a political animal as distinct from an insulated corporate entity. If that be the case, then I, speaking personally, would imagine that this method of appointment would present the possibility of guaranteeing as much down the middle-of-the-road objectivity as could be achieved.

Mr. BROYHILL. You have never seen politics, as such, present in the regulatory agencies we presently have?

Mr. WASILEWSKI. Politics as such? No.

Mr. BROYHILL. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Van Deerlin?

Mr. VAN DEERLIN. Mr. Wasilewski, good morning, sir.

Mr. WASILEWSKI. Good morning, sir.

Mr. VAN DEERLIN. In seeking out possible sources of financing for this new thrust in broadcasting, I don't think that many members of the committee, or certainly I, have reached hard and fast conclusions on where the money should come from.

I was wondering if one of the proposals—an assessment on licensees, present broadcast licensees—might be one worth exploring.

I believe that at the present there is no actual fee on a license, is there? There is a filing fee which amounts to $250.

Mr. WASILEWSKI. I thought it was $300. But it is in that area; yes.

Mr. VAN DEERLIN. It is modest.

Do you think this would be an area worth looking at, bearing in mind that the right to broadcast on the public airways is probably worth more than $300?

Mr. WASILEWSKI. Well, sir, I would not be at all in favor of this being a point for financing this proposed Public Broadcasting Corporation. I don't think, one, that it would provide a sufficient amount of money contemplated down the road for the purpose at all, and also, I believe that it would be a discriminatory way to finance a service for——

Mr. VAN DEERLIN. Discriminatory against——

Mr. WASILEWSKI. Discriminatory against broadcasting, sir.

Mr. VAN DEERLIN. When a station has property and equipment valued at maybe $2 million, and the sale of the station is consummated for, say, $20 million, what does the other $18 million represent?

Mr. WASILEWSKI. Oh, it represents goodwill, a going concern, and the fact that this entity is in business, it has established a good reputation in the community.

Mr. VAN DEERLIN. And the fact that it has a channel.

Mr. WASILEWSKI. Yes. It couldn't do anything without a channel, obviously.

Mr. VAN DEERLIN. That is an area that might require some exploration, then, don't you think?

Mr. WASILEWSKI. Well, I can understand that it would be an area to require exploration. We would like to be in on the——

Mr. VAN DEERLIN. Exploring?

Mr. WASILEWSKI. Yes, sir; with some rebuttal proposals.

Mr. VAN DEERLIN. I don't want to leave the impression that there is an animus on my part. In fact, with Mr. Brotzman on the other side, I am a sponsor of a bill to stretch the period of licensing from 3 to 5 years. It seems to me there is a lot of paperwork that could be avoided in this way, and it wouldn't affect the right of the public agency to review the license at any time within that 5-year period. But I should think that this is probably one of the last frontiers of a free ride when it comes to the licensing by a public body of a commercial venture using public property. Almost every transit system pays a road tax which is rather substantial. The principle seems well established.

Mr. WASILEWSKI. I would think there are other areas that could be similarly situated wherein there is no special fee attached to it.

For example, I am not aware of a special fee being paid by the airlines. In fact, it has been in the reverse.

But I understand why you would want to explore this area of possibility; yes, sir.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Moss?

Mr. Moss. First, sir, let me express my appreciation for the support the National Association of Broadcasters is giving to the more effective establishment of a national system of public broadcasting.

I was interested in the exchange between you and Mr. Broyhill on the question of insulation from Government.

Is it possible when a board is appointed by the President of the United States, and confirmed by the Senate, to insulate it realistically?

Mr. WASILEWSKI. It is very difficult, sir, and I don't really know how you can insulate in toto, so that there is no possibility of any——

Mr. Moss. But insulation might perhaps better be achieved by assuring that not more than a simple majority of the members of that board be clearly identified with one political party, might it not?

Mr. WASILEWSKI. Yes, sir. I would think that you could get, also, a greater dispersal of representation on that board if the educational stations, themselves, were allowed to pick and choose more members.

Mr. Moss. You mean a nominating procedure from the educational groups, submitted to the President?

Mr. WASILEWSKI. In some form along that line; yes, sir.

Mr. Moss. An eliminating process in advance of selection by the President?

Mr. WASILEWSKI. That would be one way. Another would be to give to a representative group of educators the opportunity to elect their own members to a certain number on that board.

Mr. Moss. I assure you, I share, or at least appreciate very fully the reasons, and I believe I understand the concern of Congressman Springer in raising this question.

The Congress is, in the broadest sense of the word, a political creature, and it is keenly alert for the potential for chicanery on occasion when you get too many of the same party together in control, and it is in an effort to insulate from that potential that causes the concern expressed by Mr. Springer.

I don't think we would be involving Government to a greater degree by prescribing a formula than we would by leaving it solely to the discretion of the Executive.

While at the moment the Executive is of my political party, and during my 15 years in the Congress I have never felt that all wisdom and all impassionality imposes in the executive branch.

Now there is another important question that arises and has been discussed by Mr. Springer and others on the committee, and I would like your views on, to what extent should this public broadcasting be permitted the freedom to editorialize, particularly to editorialize in areas of political controversy, or partisan politics.

Mr. WASILEWSKI. By "editorializing," sir, you mean the historic understanding of an expression of opinion by the licensee?

Mr. Moss. That is correct.

I recognize fully the very difficult task of defining precisely "editorializing." When you are giving a presentation on a current event, there is an element of editorializing involved in that commentary, but there is also that which is blatantly editorializing, particularly in the area of partisan politics.

Mr. WASILEWSKI. I had never given any particular thought to this particular problem. I had assumed that the licensees of these educational stations would be subject to the comparable rules, regulations, and policies of the FCC as are commercial broadcasters, and I have not in my own mind drawn any distinctions relative to this.

Mr. Moss. So that the record reflects the fact, I will ask for your opinion and not for your voicing on behalf of the National Association of Broadcasters, a concensus of broadcasters.

Mr. WASILEWSKI. Yes, I think there would be a distinction that I could validly see.

Mr. Moss. There is a very substantive distinction, isn't there, there is both the use of a public resource and the use of Government funds for financing.

Mr. WASILEWSKI. Yes, sir.

Mr. Moss. Therefore, a degree of impassionality not required of the public broadcaster could be justified in this instance?

Mr. WASILEWSKI. Yes, sir; I think so.

Mr. Moss. That is all the questions I have.

The CHAIRMAN. As for editorializing, it would be completely prohibited, because they are tax free, and once they editorialize they would lose their tax-free status completely. They would be prohibited by law from editorializing——

Mr. Moss. In order that the record be clear at this point, sir: I think there is a reasonable doubt, because some of these licenses are held by educational institutions, and I think they have a wider latitude than would behoove the normal tax free——

Mr. VAN DEERLIN. Would the gentleman yield?

If the gentleman will yield, section 501 of the Internal Revenue Code is rather specific on this point.

The CHAIRMAN. I think the law is fairly clear on this.

Mr. Brotzman?

Mr. BROTZMAN. Thank you, Mr. Chairman.

I would like to thank Mr. Wasilewski for his testimony.

The CHAIRMAN. I have no questions, but I want to say this: There have been many distinguished personalities appearing before the committee in behalf of this legislation, and you and your organization have helped in contributing to that record.

I want to say, in behalf of the committee, thank you, and your organization.

Mr. WASILEWSKI. Thank you, sir.

The CHAIRMAN. Mr. Seymour N. Siegel is our next witness.

I understand you are a constituent of Jack Murphy's and he wanted to be here to introduce you, but he could not be.

Mr. SIEGEL. That is kind of him, sir.

The CHAIRMAN. We welcome you, and say we are glad to have you, sir.

If you have a long statement, you may insert it in the record and summarize it, or give it, as you want to.

Mr. SIEGEL. Mr. Chairman, in the interest of saving time, if I may merely introduce the statement for the record and possibly paraphrase.

The CHAIRMAN. Your prepared statement will appear at the end of your testimony. You may proceed, Mr. Siegel.

STATEMENT OF SEYMOUR N. SIEGEL, DIRECTOR, NEW YORK CITY MUNICIPAL BROADCASTING SYSTEM

Mr. SIEGEL. My name is Seymour Siegel. I am director of radio communications in the city of New York. We operate WNYC, WNYC–FM, and WNYC–TV.

I am a past president of the National Association of Educational Broadcasters, and I was a founding member of what was known as the Joint Committee on Educational Television.

I was rather active, sir, in the early days in getting channels reserved for educational television, and I therefore am deeply gratified by the keen interest in this that this committee has shown, in this legislation.

I may start out at the beginning, sir, by saying we support the whole concept of Federal assistance for noncommercial broadcasting, for increased and improved facilities, for programming support, and for an intense study of instructional broadcasting.

The purpose of my testimony is to request clarification of some of the definitions in the legislation.

I have to say that WNYC–AM has been operating since 1924, as a strictly noncommercial station. There is no provision, as far as I know, in the rules of the FCC which specifically sets aside standard channels, that is, conventional AM radio channels for educational purposes, and we want to be sure that our AM station is considered as an educational station.

In the case of our FM station and our television station, we are not on reserved channels. We are operating on the regular band, but we operate on a strictly noncommercial basis, sir.

I suppose the legislative history thus far in these hearings would include us in, the sense that, when the Carnegie Commission report was published they gave a list of educational television stations and they included WNYC–TV.

The President in his message recommending legislation said that "noncommercial television today is reaching only a fraction of the potential audience," and may I invite your attention to the President's use of "noncommercial" without the adverbial "educational."

In the Senate report submitted by Senator Pastore, I think it is on page 40, he includes a list of educational television stations, and under the State of New York he includes WNYC operating channel 31.

But there have been some mixed interpretations of the language concerning eligibility, and so in order to eliminate any possibility of ambiguity of language, we are asking respectfully that you consider including the type of station that the municipality operates.

Now I certainly don't want to take up time telling you about the sort of things we do, but we have been operating a radio station for the past 40 years, since1924, on a strictly noncommercial basis, providing cultural and educational programing.

The law under which we operate, sir, says that the station shall operate for "the instruction and enlightenment, entertainment, and welfare of the inhabitants of the city and as an adjunct of the police department, fire department, and other departments of city government."

I invite your attention to the primacy of the words "instruction and enlightenment" in this law.

Back in 1952, the board of estimate authorized me to apply for a construction permit for a television station.

At that time, the only reserved channel in New York was being held by the Board of Regents of the State of New York, so the only thing for us to do was to apply for the other channel, channel 31, and we applied for it.

There were three other commercial applicants, who finally withdrew, and the city obtained this channel, really, by default.

But it wasn't until 1960, when the FCC decided to run an experiment on UHF to see if it would work and they picked New York City, because of the tall buildings. If UHF would work there, it would work anyplace else in the country.

They used channel 31, and the city operated the channel for and on behalf of the Federal Government.

At the end of the year the Government donated the antenna to us, and issued a regular license to us.

We carry programs that you would find on an educational station; everything from college credit courses, such as "history of Latin America," "astronomy," and so forth.

We carry programs having to do with our Constitutional Convention. We have programs designed for the physician, and there are reports for physicians put on by the University of Buffalo.

We have an investors roundtable under the auspices of the stock exchange. We put on large quantities of live music.

Our coverage of the United Nations is more than any other TV station in the United States. In the past 20 years we provided radio coverage from the moment the U.N. came to New York. A great deal of this, I suppose, people might consider dull 90 percent of the time; but when there is a Hungarian crisis, a Cyprus crisis, a Mideast crisis, we are there, and we think it is important for the people to know what the efforts of men are to maintain the peace of the world.

Now we offer a course in shorthand to make up for the great loss, or I should say, the shortage of stenographers, we attempt to teach illiterates how to read, we try to provide citizens with the necessary facts to enable them to develop the kind of reasoned judgment so as to enable them to make choices and make democracy function.

We put hearings on before our board of estimate; we might be on the air from 10 o'clock in the morning until 3 a.m. the next day.

In this, sir, I think we approach the traditional aspect of American life—the town meeting.

I suppose an imaginative use of television for us is the fact that we are training our policemen, our firemen, our doctors, our lawyers, our nurses, our hospital administrators, and over the past several years we have found that not only is this economic, but we attain greater efficiency and we even attain a great deal of municipal management improvement.

The "Journal of Fire Engineering," when we train our firemen, brings out the fact that it used to take an instructor a year to go around to the 280 firehouses. Now in half an hour we reach 15,000 firemen. By repeating that program twice, we reach the whole force and we reach them with a uniform type of instruction.

There is an instantaneous communication between the head of the department and the people who work for him.

In the case of the police department, we have a problem at the moment. There is a change in the penal law in the State of New York. The question is how do you train 28,000 policemen within a limited period of time?

They are no longer allowed to shoot after a fleeing felon.

All the decisions of the Supreme Court have to be implemented. We find television extremely efficient, and certainly an economic way to reach all these people.

Our department of health has got to train thousands of food handlers. The department is concerned with educating New York housewives on nutrition, on consumer information.

Now I suppose you can reach these in an old-fashioned way, but television does it more quickly and efficiently.

The New York Housing Authority is certainly one of the largest landlords in the world, and to enable them to be able to communicate with tenants on a regular basis, the authority has used these facilities.

I don't want to go into the numerous methods used by our city departments in connection with this communications media, but only yesterday our commissioner of social services, who used to be called the commissioner of welfare, conducted a staff conference on television. That is on channel 31.

When you consider that he has 20,000 employees, this is a pretty difficult thing to come by, and therefore television is the answer.

You have these people looking in the different welfare centers throughout the city.

So I would say, sir, to sum up, in addition to our use of these tools of communication as a disseminator of information and instruction and training within the ranks of local government, we try to translate them into terms that people can understand.

We broadcast public budget hearings, the mayor's news conferences, the United Nations meetings, and purely public service broadcasting.

We sustain our program with a high level of educational and cultural programs. Our unique character, Mr. Chairman, is that not a single penny is appropropriated or spent on programing.

Programs from institutions of higher learning, including the State university, museums, galleries, civic organizations, from business groups and social, health, and welfare agencies, are regularly presented.

I would like to emphasize, Mr. Chairman, if I may, that both the radio and television stations are purely noncommercial. We have no sponsors. We don't even have corporate subscribers as some of the other educational television stations do. Our stockholders are the 8 million citizens of New York City. We are supposed by annual local appropriations in competition with the police department, fire department, sanitation department, and other city departments in the city of New York government.

I must repeat we have no appropriations for programing.

Anyone who appears on the city station does it on a gratis basis.

We have a civil service staff, and we have appropriations for services such as electricity, replacement of tubes and so forth. We try to meet the needs of our community by filling in the gap between what has been defined as public broadcasting which has been described during these hearings as perhaps serving the cultural needs of a sophisticated intellectual minority of people, and instructional broadcasting which is associated in many people's minds with a formal classroom situation.

We have attempted to provide a community service, and we try to offer programing to all of our citizens but not at the same time.

So I hope, sir, that you will consider our request favorably, and that you will eliminate this ambiguity and permit us, sir, to have access to the programs that will come about as a result of this legislation.

I thank you, sir, for your kindness in permitting me to appear.

(Mr. Siegel's prepared statement follows:)

STATEMENT OF SEYMOUR N. SIEGEL, DIRECTOR OF RADIO COMMUNICATIONS FOR THE CITY OF NEW YORK

Mr. Chairman, my name is Seymour N. Siegel. I am the Director of Radio Communications for the City of New York, and I appreciate the opportunity to appear before you to present the City of New York, Municipal Broadcasting System's views on S 1160 and HR 10290. My competence is limited to the two decades of experience in charge of, and jurisdiction over, the origination and control of radio communications facilities used by most of our municipal agencies and the management of the Municipal Broadcasting System, which operates the City's own non-commercial radio and television stations, WNYC, WNYC–FM, and WNYC–TV.

I am a Past President of the National Association of Educational Broadcasters and a founding member of what was known as the Joint Committee on Educational Television. I established what is now known as the NAEB radio tape network. I was closely involved with the early and successful efforts to have channels reserved for educational television by the FCC. It is, therefore, a source of considerable gratification for me to see the manifest interest displayed by this committee and the broad scope of your examination into the detailed provisions of the proposed legislation. We support the intent and purpose of federal assistance for non-commercial broadcasting in the United States—for increased and improved facilities—for programming support and for further study of instructional television.

The purpose of my testimony is to respectfully request your consideration to clarify some of the definitions in the legislation.

When the Carnegie Commission Report was published, WNYC–TV was included in the list of ETV stations in the nation.

In his message to Congress recommending legislation in this area, President Johnson said: "Non-commercial television today is reaching only a fraction of its potential audience and achieving only a fraction of its potential worth. Clearly, the time has come to build on the experience of the past fourteen years, the important studies that have been made, and the beginnings we have made."

May I invite your attention to the President's use of "non-commercial" without the added adjective, "Educational".

In the Senate Report (Calendar No. 213 to accompany S. 1160) Senator Pastore, from the Committee of Commerce, included a list of Educational Television Broadcast Stations and under the STATE OF NEW YORK, (on Page 40), WNYC operating Channel 31, is included.

Since the commencement of these hearings, there have been some mixed interpretations of the language concerning eligibility. In order to eliminate any ambiguity of language, we respectfully request this Committee to consider the following clarifying amendments to Section 392 (a) by inserting after Clause (D), a new Clause (E) to read as follows: "or (E) a municipality, where the construction will be in connection with the operation of a broadcasting station furnishing a non-commercial broadcast service."

May we also suggest your consideration in changing Section 397 (7) to read as follows:

"(7) The term 'noncommercial educational broadcast station' means a television or radio broadcast station which (A) under the rules and regulations of the Federal Communications Commission, is eligible to be licensed or is licensed by the Commission as a noncommercial educational radio or television broadcast station, or (B) *if such station is operated by a municipality, furnishing a noncommercial broadcast service consisting of the transmission of educational, community service, and cultural programs,* and (C) (which) is owned and operated by a public agency or non-profit private foundation, corporation or association."

Most of the distinguished members of this Committee are not within our listening or viewing area. May I briefly offer some capsule information about our broadcast activities.

The City of New York, Municipal Broadcasting System has operated a standard radio station on a non-commercial basis since 1924. The local law under which the station was established defines its operation as being, "for the instruction, enlightenment, entertainment, recreation, and welfare of the inhabitants of the City and as an adjunct of City departments which need and require broadcast service." Permit me to invite attention to the primacy of the words "instruction and enlightenment" which have been the basis and the touchstone of our radio programs over four decades.

In 1941, to keep up with the state of the art, we inaugurated an FM broadcast service, also on a strictly non-commercial basis. We provide an adult, mature, and literate program schedule to help meet the cultural needs of our community, as well as informational and educational programs.

In 1952, the City's Board of Estimate authorized the Director of Radio Communications to obtain a construction permit for a television station. Because the reserved educational channel in New York City; i.e. Channel 25, was held by the State's Board of Regents, the City applied for the non-reserved channel, for which three commercial applications were also submitted. Before a competitive hearing was held, the other applicants withdrew and the City obtained the channel by default.

In 1960, the Federal Communications Commission conducted an experimental operation in New York City to determine whether UHF–TV was technically and economically viable. The City of New York, Municipal Broadcasting System, operated the station for one year for the Federal government on a reimbursable basis and, at the same time, enjoyed the privilege of testing out the use of television for the training of Municipal Civil Service Employees and for possible Municipal Management Improvement. At the end of the experimental year, the Federal government donated the antenna installation on the Empire State Building to the City and issued a license for regular operations by the Municipal Broadcasting System.

We carry a great many of the orthodox programs that you might expect to find on an educational station. We recently produced a series of programs in connection with Kingsboro Community College called "The Dramatic Experience".

The State University of New York has recently presented two college-level television courses on the "History of Latin America" and an undergradute course on Astronomy, entitled, "Eye on the Universe".

In cooperation with the Buffalo School of Law, we have recently broadcast six special programs on New York State's Constitutional Convention of 1967: "Some Issues and Perspectives".

The Postgraduate Medical Institute, cooperating with the State University, is offering a series entitled, "Reports to the Physician", which is a television seminar for practicing physicians.

During the past year, the State University has presented twenty programs for the older person on everything from "Social Security and Medicare" to "Retirement Guidance and Second Careers" under the general title "Living for the Sixties".

We have an "Investors' Roundtable", which is presented in cooperation with the New York Stock Exchange. We present the Columbia University "Survey of the Arts", with an outstanding number of distinguished scholars.

While Brooklyn College offers a weekly program in the field of literature and drama, we also have a considerable amount of live music on television, including string quartets, jazz quartets, art trios, Woodwind Quintets, and we have solo piano presentations.

In cooperation with the Overseas Press Club, we have for three years, presented an outstanding series of programs entitled, "International Interview," involving Ambassadors from the United Nations.

A current program series in cooperation with the New School is entitled, "City Government in Transition".

We offer a course in shorthand to meet the community's shortage of stenographers. We attempt to teach illiterates to read. We try to provide citizens with the necessary facts to enable them to develop reasoned judgment and make necessary choices. We are providing consumer and health information which people need. When public hearings before our Board of Estimate or our City Planning Commission are carried over our stations, we approach a traditional aspect of American life—the Town Meeting.

An imaginative use of WNYC–TV is to provide in-service training for the Police Department, the Fire Department, the Department of Hospitals, the Department of Personnel, and to act as an adjunct to all other City Departments, which need and require television services.

On the basis of our limited experience over the past few years during the course of the Federal Communications Commission experimental operation and since WNYC–TV has been functioning on its own, we have determined that MTV can achieve greater efficiency, speed and even economies for Municipal Management Improvement.

How do you use this tool for the benefit of a metropolitan area? Take the Fire Department, for example. WNYC–TV presents an instructional series directed to on the job training for New York City firemen. This is properly titled, "On The Job." With 280 firehouses throughout the City equipped with receivers, we are able to reach all 15,000 members of the Fire Department. It used to take a drill instructor a whole year to go around from firehouse to firehouse presenting his particular subject at the regular drill period. Today, a half hour program repeated twice accomplishes the same job in a uniform and more highly developed manner. Everything from first aid and artificial respiration to how to handle hose and couplings to methods of combating smoke poisoning and radiation is now covered on a regular recurring basis.

The Journal of Fire Engineering, the oldest publication of its sort in America some time ago called this "the long leap forward", which some educators believe is necessary if the fire service is to receive a comparable plan of training now found in business and industry.

"Most of all", said the editorial, "it may well prove to be the missing link necessary to acquaint the public in general with additional insight into the problems that face the fire service and the methods employed to safeguard the general welfare."

Skill training, attitude training and administrative training are not necessarily new to television. The identification of this need by the Fire Department and the resultant experimentation has now resulted in more than 70 communities outside New York City itself but within the signal area of WNYC–TV, taking advantage of the availability of professional training which would not otherwise be available to their individual fire departments, many of which are volunteer-oriented.

In reports from the Police Commissioner of the City of New York, a high priority is given to the use of WNYC–TV in blazing new training techniques in mass Police education. With all 81 of our Police precinct stations equipped with receivers, direct communication has been established between the Police Commissioner, his top Administrators and all members of the Force.

Through face-to-face instruction, current Police information, as well as general Police education, is brought to all members of the Force. Each half-hour program is repeated on additional occasions in order to make certain that members of the Force working around the clock can view it. "*How to Frisk a Suspect*", "*The Gambling Law*", "*Narcotics*", "*Patrol Tactics*", "*Traffic Control*", are just a few of the topics presented.

At the present time, we are indoctrinating the members of the Force with the changes in the State Penal Law which go into effect September 1st.

Career development courses to provide for promotion from the ranks, as well as unit training courses, have been presented by the Police Academy over Channel 31.

Is the general welfare—is law enforcement—is crime prevention—is nursing care—is public health—is the translation of government operation in terms people can understand—is any one or not all of these important, if, perhaps, publicly unexpressed needs of our community? For that matter, are they not the needs of any community in America?

All of these programs may also be viewed by the general public.

Several Police Commissioners have stated that this has proven a tremendous aid in the training of Police officers which, in turn, is productive of better police service on the streets of our City in all areas of law enforcement, crime prevention and public safety.

The programs have aroused wide interest not only in New York but among Police and Police chiefs throughout the country. We have been barraged with inquiries from Mayors and Governors, too, who became aware of unmet governmental needs fulfillment.

New York City has one of the larger hospital complexes of any city in the nation. When the City's Department of Hospitals presents such a television program as the "Legal Aspects of Nursing," this is a course received by some 4,000 nurses from 70 diffierent hospitals. The use of TV by the Department of Hospitals for the rehabilitation of the physically handicapped has already provided evidence of how valuable a contribution such use of Television can be.

Lifting the standards of nursing care and administration practices in some 200 privately operated nursing homes under the jurisdiction of our Hospital Commissioner was a need which was met in the form of our program service for nursing homes.

A by-product of the installation of receivers in hospitals is the use of WNYC–TV in post-graduate medical education of interns and residents in both municipal and voluntary hospitals. It was not difficult to identify non-university-affiliated hospital needs to obtain adequately trained house staffs and to supply them with appropriate continuing education. The Council on Medical Education of the Academy of Medicine, as well as our County Medical Societies, have all combined to provide what has well been described as an outstanding medical contribution.

Our Department of Health must train thousands of food handlers every year. The Department is also concerned with educating New York housewives on nutritional problems. You might meet these needs in the old-fashioned way. But MTV does it faster, easier and more efficiently. The New York City Housing Authority is the world's largest landlord. Never before was it possible to communicate with so many tenants who have so much in common at the same time and on a regular basis. And the authority has used our facilities.

We will not go into detail with regard to the obvious uses of television by the dozens of other departments of City government which need and require communication with the general public.

Only yesterday, our Commissioner of Social Services held the first staff meeting over Channel 31 and, when you consider that there are almost 20,000 employees on the staff, only television permits of communication of this nature.

Is the general welfare—is law enforcement—is crime prevention—is nursing care—is public health—is the translation of government operations in terms people can understand—is any one or not all of these important, if perhaps publicly unexpressed, needs of our community? For that matter, are they not the needs of any community in America?

In addition to its use as a disseminator of information, instruction, and training within the ranks of local government, the station provides a means of translating government into terms that people can understand by the broadcast of public Budget Hearings, Mayoral News Conferences, United Nations Meetings, and other purely public service broadcasting. It sustains its programming with a high level of educational and cultural presentations. Its unique character is that not a single penny is appropriated or spent on programming. It generally operates on a 65 hour a week schedule on a seven day a week basis. Programs from institutions of higher learning, including the State University of New York, from museums and galleries, from civic organizations, from labor and business groups, and from social, health and welfare agencies, are regularly presented. More than fifty City departments were represented in last year's schedule.

Permit me to emphasize that both radio and television stations are purely non-commercial. We have no sponsors. We do not even have corporate subscribers as some of the educational television stations do. Our stockholders are eight million citizens of our City. We are supported by annual local government appropriations in competition with the Police Department, the Fire Department, the Sanitation Department, and other departments of City government. Let me repeat—there is no appropriation for programming. Any one who appears on the City-owned stations does so on a gratis basis as a contribution to the culture of the people of our City. We have a Civil Service Staff of Directors, Announcers, and Technicians, and our appropriation contains provision for other-than-personal services, such as electric power and replacement to tubes. None of these stations operate on, or have they been designated (in the FM Band and in the television band) as educational frequencies.

There is, as you know, no educational assignments in the conventional AM Radio Band but all three of our stations operate non-commercially and offer an educational, cultural and instructional service. We have sought to meet the needs of our community by filling in the gap between what has been defined as public broadcasting which has been described during these hearings as, perhaps, serving the cultural needs of a sophisticated, intellectual minority of people, an instructional television, which some people associate purely with a formal classroom situation. We have attempted to provide a community service by using television as a visual communications medium serving people who need such service. We try to offer programming to all of our citizens but not at the same time.

I hope that you will consider our request favorably and I thank you for the privilege of appearing before you.

The CHAIRMAN. Mr. Siegel, I want to thank you. It has been a fascinating story you have told us, very interesting, and I think you and those who are connected with it are to be congratulated on this forward-looking project you are operating and I am certain that this bill will be passed—I am certain of it almost, because we really have no opposition to it. Everybody has been in favor of it. Certainly your organization would be included.

Again, I want to thank you, and I turn the meeting over to Mr. Moss here, who will have the first question.

Mr. Moss (presiding). Mr. Broyhill?

Mr. BROYHILL. Thank you.

I wanted to ask you just one or two questions, Mr. Siegel, and you may have already mentioned this in your testimony.

How many other additional systems are in operation such as the one you described?

Mr. SIEGEL. There are none at the moment, but I understand Los Angeles is considering the possibility. I have had conversations with several mayors. We get continuous inquiries from mayors and Governors, too.

The National League of Cities has begun to pay attention to this use of TV facilities, and next weekend in Boston at the League of Cities there will be a special session devoted to the use of visual methods, television for educational purposes.

Mr. BROYHILL. Could you specify a little more clearly for my benefit exactly how you would want this to be included in this legislation?

Do you favor eligibility for the grants or just to take some of the programs that are developed by the corporation to use on your municipal system?

Mr. SIEGEL. Mr. Broyhill, we would like to be involved in both if we may, sir. We have the same problems as a noncommercial educational station. We would certainly like to be able to convert to color, because our audience—we are a UHF station, and as more and more people buy color sets, this is a large proportion of our audience, and we would like to be able to convert much faster than we are able to under our own appropriations.

We would certainly like to have facilities for a mobile unit, because we would like to take people to places they can't go themselves.

Certainly we would like to be involved in programing, because this medium is a great open maw and if you have no funds at all for programing—we are running a 65-hour-a-week schedule on television. We are running a 24-hour-a day, 7-day-week schedule on FM broadcasting; we are running a 17½ hour schedule on standard broadcasting, and we certainly would like to be involved in every way possible in all of the provisions of this legislation.

Mr. BROYHILL. Did you receive any aid under the Educational Facilities Act of 1962?

Mr. SIEGEL. No, sir; we did not.

Mr. BROYHILL. The only thing, Mr. Chairman, in my question, to be concerned about is the programs that he might develop: Would they have general interest to listening audiences around the country?

I wonder if you would want to comment on that?

Mr. SIEGEL. A great deal of our programing is completely of general interest. As I indicated—well, for example, we have college-level courses on Latin America, we have a discussion here on some issues and perspectives on the constitutional convention of 1967—we have a series of programs devoted to the older person, everything from social security and medicare to retirement guidance and second careers, something called, "Living for the Sixties."

We have turned out a program called the "Dramatic Experience," in cooperation with the Kings Borough Community College.

We provide more live music now, I suppose, than any other station in the Metropolitan New York area.

We are very much of a general character, but at the same time we are also concerned with community needs.

A great many of our community needs, sir, are the community needs of all of America, certainly in the area of consumer guidance, in the area of public health.

I don't believe there is any radio station in America that provides as much programing on the public health as we do, and certainly public health is not restricted in any way, shape or form by geographic boundaries.

Certainly in the training of our physicians and doctors, which of course is open to the general public, they learn a great deal—that is, the lay listener and the lay viewer, learn a great deal of the latest advances in medicine.

We are certainly as general and not as parochial as I may have given you to understand, but I certainly feel that our use of television for our local purposes, and this training, sir, is not only for the benefit of the policemen and firemen, but the public for the first time in an understanding of what the problems are?

I did not realize a fireman has to be a plumber and an electrician and develop so many skills, but nevertheless this is true, and I think these programs have indicated it.

Mr. BROYHILL. Thank you.

Mr. MOSS. Mr. Van Deerlin?

Mr. VAN DEERLIN. Mr. Siegel, I assume that WNYC does not endorse candidates for municipal office or take an editorial position for or against the police review boards when that is an issue before the public?

Mr. SIEGEL. Congressman, we are subject, as every other radio station and television station is, to the regulations of the FCC in regard to candidates.

Insofar as editorial positions are concerned, we take none, because we have long ago disassociated ourselves from the feeling we were politically operated.

If we were to take an editorial position, it would necessarily have to be that of the administration, and therefore we take none.

Mr. VAN DEERLIN. How far do you go as a general station in the area of public events and exploring areas——

Mr. SIEGEL. We have all sorts of discussions on. As a matter of fact, we are known as the Panel Channel. We discuss anything in the public interest. Sometimes people want to know why it is that we allow somebody to get on and bloody up the head of the incumbent administration.

We are subject to the same fairness doctrine as anybody else, and our value arises from the fact that if you see it or hear it on our stations, it must be so. This is a wide-open window. It is not, perhaps, like other divisions of, let us say, a political subdivision of government or departments where you might be able to sit back and smoke your pipe for 6 months or a year and the public might not know anything about it.

We are wide open.

Mr. VAN DEERLIN. To whom are you answerable?

Mr. SIEGEL. Directly to the mayor of the city of New York, sir.

Mr. VAN DEERLIN. And the mayor—I don't mean the present one, necessarily, because you have operated under a number of mayors—has a mayor ever called you and sought to impose a viewpoint on the station?

Mr. SIEGEL. Congressman, there was a mayor back in 1925 by the name of Hylan who decided that the way to entertain the people of the city was to get on the radio and read from a book that he or someone had written for him called "Forty Years of Faithful Public Service." [Laughter.]

The result was that a taxpayers group immediately initiated action, the court issued an injunction, and the mayor of the city of New York was not permitted to use his own station.

There has been no mayor since, and it has been my privilege to serve under five mayors, sir—who has attempted in any way to manipulate.

Now, Mr. La Guardia, of course, had certain parochial views about music, and he said he didn't cotton to some of the modern music we put on from time to time, but we are completely open to the public, and I have complete confidence in the people, that anyone attempting to tamper around would be immediately brought to book.

Mr. VAN DEERLIN. I suppose that in New York any taxpayer has quick access to relief in enjoining a misuse of public funds. This might work in a municipality a little more swiftly than it would work at the national level.

Do you have any advice to us, based on your experience, in insulating this public corporation that we are asked to create against possible misuse in the direction of political——

Mr. SIEGEL. Sir, I have every confidence in the American people, and if this programing were to be permitted on the air for a period of a year or so and the people were aware of it and it had a chance to develop, I cannot foresee anyone attempting in any way to exercise undue or unusual influence on the programing.

That is, of a sinister character.

Mr. VAN DEERLIN. As a station manager of many years, many years experience, you jealously guard your station against any unwarranted intervention.

Mr. SIEGEL. Sir, I have my heels dug in deep, and I am not budgable.

Mr. VAN DEERLIN. And do you feel the same system can be superimposed on the corporation that is envisioned in this bill?

Mr. SIEGEL. I have that faith and confidence. I would be more concerned with the access of programing from that corporation to all noncommercial stations.

I would certainly like to see—for example, there are now about a dozen communities in the United States that have more than one noncommercial educational station. I would like to see this programing source be accessible, without exclusivity, as is the case in certain instances where educational TV programing is now being provided.

Certainly, this legislation makes it possible to construct a great many more stations, and there will be more and more communities in the United States that will have more than one educational television station. I would certainly like to see this programing available without exclusivity to any single station.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

Mr. Moss. Mr. Brotzman.

Mr. BROTZMAN. Thank you, Mr. Chairman.

Mr. Siegel, we have had a lot of witnesses here over a period of days, and there have been some excellent witnesses, but I want to compliment you on bringing many years of experience to us, and I think you have been very helpful to us here this morning.

Mr. SIEGEL. Congressman, I thank you, sir.

Mr. BROTZMAN. There is one thing I want to comment on.

In your experience over the years, I note that you have been active in the area of radio initially and then television as this particular medium of communication was developed.

I don't think the record is quite clear, or perhaps there hasn't been quite enough emphasis relative to the merits of radio in this particular area. I wonder if you would have any comments that would benefit the committee as to your experience in using radio and television in presenting the educational and noncommercial programs that you have.

Mr. SIEGEL. Congressman, each of these is a tool, and there are obvious advantages to each. Certainly in the case of radio, this is so flexible, and is so inexpensive in comparison to television, you can go places, you can do things, you can carry on with a degree of flexibility which is not possible with the present state of the art in television.

Fifteen years or so ago when I appeared before the Federal Communications Commission in order to get these channels reserved, I rather foolishly described, in answer to the question, "What can you do on television that you can't on radio?"

And I said, "You can show a man how to diaper a baby or carve a turkey." And this was the advantage of television.

Mr. BROTZMAN. Particularly diapering a baby.

Mr. SIEGEL. Yes, and maybe I shouldn't have mentioned it then, but basically, I feel that radio is far from dead. It has a tremendous potential. We have carried United Nations meetings on the radio from the day that the United Nations came to New York, at Hunter College, at Lake Success, and its present headquarters.

We think there is a considerable amount of material which can be used on radio, and you don't need pictures, but there are other aspects where it is important for people to see.

The educators, of course, will indicate that one picture is worth a thousand words. We have used our facilities in a wide variety of ways.

For example, I was just preparing our annual report for last year, and on one day, we were carrying the Fulbright hearings from Washington on one station; we were carrying the launching from Cape Ken-

nedy on one; and the Cyprus debates from the United Nations on another.

We have a fourth program service in New York which has nothing to do with broadcasting, which is a telephone system, where people can dial and get the latest information on transit conditions, traffic conditions, and so forth.

We are running four services, all imbued with a high degree of public service and educational benefit, all without dollars.

What we need now is just a few dollars to enable us to take people to places where they can't go themselves.

Mr. BROTZMAN. May I ask you this question? I don't know if you mentioned it. I haven't heard a question or haven't heard you speak to it.

Could you give us a ballpark figure on what your budget is?

Mr. SIEGEL. It is $1,400,000, but it is a misleading figure, in the sense that there are many other services. This includes not only the two radio stations and the television station and the communications service, but it also includes all the two-way radio services for the city with the exception of the police and fire departments.

It also includes the public-address service. Just as we have a public address system here, we have it in 119 courtrooms, Any time there is a meeting of our board of estimate, our site selection board, and so forth, we have to service that.

We also have to provide the official electronic recording service for these bodies. We have a film unit where we prepare training films, and there also is a way to service our television operation in terms of news.

We also administer the Committee on Living Music, which provides music in the schools, libraries, and museums, and so forth.

Of this $1,400,000, if I were asked to cost out our television operation, I would say it would be roughly $600,000 a year.

Mr. BROTZMAN. This is my last question, Mr. Chairman. Is your need to have funds for programing as distinguished from fixed installations?

Mr. SIEGEL. Certainly programing would be vital to us, but we also need something in the way of fixed installations, because, as I have indicated, we are in competition for local appropriations.

The city is hurting for money, as every other city and urban area in the country is. And we certainly would like to have some consideration for both of these, and we certainly hope also, sir, that in connection with the study of instructional television that this——

Mr. BROTZMAN. Are you talking about title III of the bill?

Mr. SIEGEL. Yes, sir, title III. I hope any studies conducted there would be a wide-ranging, broad study which would include instruction to civil service employees, and would include instruction of a continuing-education type for professions and for others, and not merely limit itself in any shape, manner or form to a formal classroom instruction.

Mr. BROTZMAN. Thank you very much.

Mr. SIEGEL. Thank you very much.

Mr. Moss. Mr. Springer?

Mr. SPRINGER. Mr. Siegel, I was up to your station about 5 years ago, and you showed me around for an hour and a half.

Mr. SIEGEL. It is good to see you again.

Mr. SPRINGER. You have a good operation.

Mr. SIEGEL. Thank you, sir.

Mr. MOSS. Mr. Siegel, I want to thank you for a very excellent statement. I have long envied the city of New York in its broadcast facilities. I recall, I think, quite a number of years ago, during a newspaper strike when the late Mayor La Guardia used to read the Sunday comics on the station.

Mr. SIEGEL. He certainly did, sir; and these are in our archives.

Mr. MOSS. It is a rare experience itself for any group of people.

On the question of your budget, what is the capital investment?

Mr. SIEGEL. I suppose if you were to include the whole 40-year period, it would be in the neighborhood of $2,000,000.

Mr. MOSS. Is that an operating budget, or does that include maintenance——

Mr. SIEGEL. It includes maintenance, but does not include capital expenditures.

Mr. MOSS. I want to thank you for a most helpful statement.

Mr. SIEGEL. Mr. Chairman, I am grateful to you, sir.

Mr. MOSS. The next witness is Mr. Tom Jones. I understand Mr. Jones has not arrived.

The next witness will be Mr. Harold E. Wigren, of the National Education Association.

STATEMENT OF DR. HAROLD E. WIGREN, EDUCATIONAL TELEVISION CONSULTANT, NATIONAL EDUCATION ASSOCIATION

Mr. WIGREN. Mr. Chairman and members of the committee, may I have your permission to file my statement as part of the record, and then I will go through some of the highlights of our Commission.

Mr. MOSS. Is there any objection?

Mr. SPRINGER. May I make a comment? I say I want to congratulate you, but reading these is awfully tiresome.

Mr. WIGREN. We will skip through, and I will try to tell you where I am, so you can follow me.

(The statement referred to follows:)

STATEMENT OF HAROLD E. WIGREN, EDUCATIONAL TELEVISION CONSULTANT, THE NATIONAL EDUCATION ASSOCIATION

Mr. Chairman and members of the committee, I am Harold E. Wigren, educational television consultant of the National Education Association, and the associate director of the NEA's Division of Educational Technology. I appear before you today on behalf of the National Education Association, the largest professional organization in America, consisting of over one million members, representing a broad spectrum of American education. NEA's membership ranges from kindergarten teachers to college professors. It includes administrators, supervisors, school principals, county and state superintendents of public instruction and their staffs, and other individuals.

The National Education Association wishes to go on record as strongly supporting the purposes and general provisions of H.R. 6736 and would like to make certain comments in regard to each of the three titles in the bill and also to recommend a rewording of Title III.

TITLE I: CONSTRUCTION OF FACILITIES

1. The NEA applauds the Congress for making provision in this Title for the extension of the program of grants for construction of noncommercial educational television broadcasting facilities. This extension is not only advisable but essential in order to build an effective national educational television system con-

sisting of vigorous and independent local stations. An increasing number of ETV stations are required to encompass the many diversified program needs of all of our citizens, pre-schoolers through adults.

2. Our Association is highly pleased to note also that Title I would authorize grants for construction of noncommercial educational radio stations, as well as educational television facilities. Educational radio has been an almost forgotten area of broadcasting service which needs encouragement and support in order to reach its potential. The unique resources of radio need to be mobilized to serve people all across our nation with information, instruction, and cultural enrichment. The National Education Association applauds the Congress for expanding the Communications Act to include educational radio because this move gives recognition to the fact that the whole matter is one of educational telecommunications rather than just educational television. This is, therefore, definitively a step in the right direction.

3. One of the most welcome aspects of the bill, in our judgment, is the extension of the Act to include territorial coverage to the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands. This is long overdue and will enable these outlying territories to share in the same benefits of educational television and radio as the mainland American states. Educational television and radio may in fact become one of the major contacts which these territories will have with American society and culture.

4. The NEA would call attention of the Congress at this time to another important television need which is not provided for in this Act but which has become an urgent problem for school districts throughout our nation. We refer to the need for construction grants for instructional television installations, for both closed circuit cable and the new Instructional Television Fixed Service (ITFS), 2500 megahertz, installations. The latter service was established in 1963 but has only now begun to take hold throughout the nation. The Federal Communications Commission has set aside ITFS microwave channels primarily for instructional purposes to augment and to supplement the services for schools which educational television broadcasting stations are in a position to offer.

Both closed circuit and ITFS services are important components in a well balanced system for the transmission and distribution of materials. By means of these faciilties it is possible for schools to rebroadcast high quality instructional programs produced on educational television stations as frequently as needed and in accordance with their own time schedules. These facilities open up new dimensions in flexibility and accessibility in the use of television in the school program. Yet at the present time, in the elementary and secondary schools federal monies can be obtained only incidentally for these services as part of other projects. No funds have been earmarked by Congress to be used primarily or exclusively for funding these necessary facilities directly.

The NEA does not propose that H.R. 6736 be expanded to include construction grants for ITFS and closed-circuit, but wishes to emphasize the need for new legislation to provide adequate financing of such faciilties. Should the Congress deem it wise to include such grants under H.R. 6736, however, the Association would recommend a substantial increase in the authorization for Title I to avoid undesirable dilution of its benefits.

TITLE II. ESTABLISHMENT OF NONPROFIT EDUCATIONAL BROADCASTING CORPORATION

1. The NEA commends the Congress for establishing a nonprofit, nongovernment educational broadcasting corporation which is designed to "complement, assist, and support a national policy that will most effectively make non-commercial educational radio and television service available to all the citizens of the U.S."

2. Our Association urges that the Committee extend the jurisdiction of the Corporation to include the vitally important—and too often neglected—area of community service broadcasting. This is the middle ground area between the two extremes of public television on the one end of the continuum and instructional television on the other end. Community service programing is a significant noncommercial educational broadcast service and usually takes two forms: (a) using television to communicate directly with people who are in need of such services, and (b) using television to upgrade and improve the ongoing programs of community service agencies. In our judgment educational television and radio should be enlisted in making a frontal attack on some of the major problems facing our communities.

Consistently, during the years, ETV has served well the *cultural* needs of a sophisticated, intellectual minority. Its audiences have been and still are predominantly the same persons as those who attend cultural events in the community—concerts, operas, plays—and those who subscribe to the largest number of periodicals and buy the greatest proportion of books. We would not want to lessen this service. But, at the same time, ETV has not scratched the surface in reaching the *under*-educated adults in our communities. This is unfortunate because it has the potential of becoming the adult educator of tomorrow.

ETV should reach those in the market place as well as those in the concert hall. It should become a means of improving community living, of giving our citizens necessary information for decision making. It should not remain aloof and untouchable; it should, rather, descend to the grass roots to become a participant in community affairs, become centrally involved in the teaching of illiterates or the re-training of workers in an age of automation. It should offer extension courses for adults with limited schooling, provide a means of sharing essential health and consumer information nationwide, and serve as a stimulator of community action on the important problems of our day. ETV has within it the potential of restoring to American life the town meeting so much a part of the life of our forefathers.

In harnessing educational broadcasting to help solve some of the basic problems of our time, the Office of Economic Opportunity, the Job Corps, urban redevelopment organizations, vocational and technical training groups and other such groups should be enouraged to use educational television and radio to disseminate needed information and to develop active participation in community affairs by all of our citizens. Some things are presently happening in this area, but not enough. We are attaching hereto a list of selected examples of funded projects which are currently exploring the use of television for community development. A beginning has been made but we should enlarge considerably our uses of television and radio in this respect.

Why not enlist ETV in bringing an in-depth understanding to such problems as smog in our large urban centers, automation, water shortages, river pollution, farm surpluses, race relations, crime in our cities, labor-management problems, school drop-outs and even unemployment? Solution of these problems depends upon technical skill, upon the coordinated efforts of many organizations, and upon the moral, political, and financial support of an informed and educated populace. Too often problems have been treated only superficially on TV and then only with a one-shot treatment.

Public health authorities need a channel to communicate with field workers, to demonstrate nutrition, to encourage adequate use of polio, tetanus, and other vaccines, to tackle the problem of dental decay. Could TV not also be enlisted to help train volunteer workers in community fund drives, in settlement houses, and in scouting activities? Could it not also be used to keep professional groups up to date on new developments? Could it not be used to provide programs for the older citizens, preschoolers, the unemployed, and the homemaker? There are as many audiences as there are identifiable groups.

There is little indication in H.R. 6736 that the Congress has in mind making this area of programing a particular responsibility of the Corporation for Public Television. This may be due in part to the fact that the Carnegie Commission itself intimated that these programs are not distinctly *public* or *instructional* TV. On page 79 of its report, the Commission points out:

"We believe that from this basic system would also come the bulk of the programs which are neither distinctly public nor instructional in nature. Certain programs for adult education fall within this broad category, as do special service programs such as those addressed to doctors and nurses, those intended to stimulate such activities as Civil Defense or to communicate between the general public and various agencies of federal, state, and local government, and programs in household economics or market advice directed toward housewives."

It is our opinion that community service programs should be a legitimate and significant part of public television. As such the Corporation of Public Television is, in our judgment, the appropriate organization to foster and make available programing of this type produced by local ETV and radio stations working with community service agencies.

3. *Non-broadcast Functions of the Corporation*

We heartily concur with the provisions in Title II regarding "Service" (page 17) which states:

"(h) Nothing in the Communications Act of 1934, as amended, or in any other provision of law shall be construed to prevent United States communications

common carriers from rendering free or reduced rate communications interconnection services to grantees of or contractors with the Corporation and local noncommercial educational television or radio broadcast stations, subject to such rules and regulations as the Federal Communications Commission may prescribe."

We underline for the Congress the importance of distinguishing between *one-way transmission for the public at large* (public broadcasting) and *two-way transmission for a segment of the public* (a specific audience group, such as a school or a group of schools). By the latter we mean closed transmission services with two-way capability—interconnections between educational institutions for purposes of exchanging resources and data, or educational information transfer systems. By the former we mean open circuit one-way networks for purposes of transmitting ETV and radio "programs." There are now developing throughout the nation a number of multi-purpose educational communications networks between institutions of higher education both within given state boundaries and between institutions in various states. Most of the new technological aids in education are basically electronic in nature and may, with some planning in advance, be able to share the services of a single transmission system or communications network. We now have ways of moving information electronically from one institution to another by means of wires or cables or microwave transmitters. Cooperative research projects can be undertaken between faculty members on different campuses with little concern for geographic location, and specialization among universities can become a reality. Expensive duplication of resources could thus be avoided.

It is, therefore, important that the Congress *not* overlook this rapidly developing area of interconnection which includes among other things computer linkages, microwave transmission, and the two-way interconnection of educational information transfer systems. These communications networking systems do not compete with either commercial or noncommercial TV and radio networks; they are complementary to them. They will, however, be basic to education's future in our national life.

In our opinion educational information networks should be included under the jurisdiction of the Corporation for Public Television, and the Corporation should be empowered to provide education with unrestricted networking facilities. Unquestionably, it will be necessary for the Corporation to serve a *coordinating and policy function* for this rapidly mushrooming area of *non-broadcast services* and it *may* even prove advisable eventually for the Corporation to be operational for these non-broadcast functions, particularly if the rates charged by commercial carriers are out of reach of the educational community. There is some indication that the latter may prove to be the case, as stated by the Inter-University Communications Council (EDUCOM) in its report on its summer study on information networks, EDUNET (published by John Wiley and Sons; see page 295). In any event, it would seem imperative that the Corporation maintain its coordinating role for these new developments. The issue as to whether the Corporation should be operational or nonoperational for its *public broadcast functions* is an independent issue which should be separately considered and determined by the Congress. We ask that you not mix the two.

TITLE III: STUDY OF EDUCATIONAL AND INSTRUCTIONAL TELEVISION BROADCASTING

While concurring with the Congress that it would be beneficial to have a study dealing with instructional television broadcasting, the NEA urges that the study be more broadly based and be re-titled: "Study of Instructional Television and Radio in Relation to Other Educational Media." The specific recommendation of the NEA is attached to this testimony.

Our reasons for recommending this broad-based approach are several:

1. Instructional television is a part of a larger instructional learning system and should be viewed in relation to education itself and to other media which are also components of the system.

2. No one medium can or should be studied in isolation of the overall complex in which it is to function.

3. The study should point up the specific instructional or educational functions which ITV should be expected to carry out in the total curriculum in which it is a major resource. In order to do this it is necessary to define the educational problems which can be best met, or *only* be met, through

educational technology, and then in this framework focus upon the particular role and function or instructional television.

We feel Title III of H.R. 6736 delineates the study too narrowly and, in our opinion, fails to ask the right questions. The question is not "whether" instructional television should be used. Instead, the study should be focused on delineating the educational problems which ITV and other educational technology can best meet and in so doing determine the *unique* contributions which instructional television and radio make to the realization of specific teaching and learning objectives and educational goals.

We further feel that items (3) and (4) in Section 302 calling for a study of "the relative advantages and disadvantages of using instructional television as compared with other media and the advantages and disadvantges of closed circuit television" are false problems. *All* media should be used in orchestration; they are not competitive. What is needed is to determine how each can be used most effectively, under what conditions, and to meet what educational or instructional problems.

We prefer the wording of Title III in the amended S. 1160 (May 22, 1967) to the wording of this title in H.R. 6736 (identical to March 1967 version of S. 1160).

IN CONCLUSION

In this testimony, the National Education Association has urged the Congress speedily to enact the provisions of Titles I and II of this bill; has proposed new legislation to provide funds for closed-circuit and ITFS facilities construction; has urged that greater consideration be given to community service programing; has recommended that the jurisdiction of the Corporation be extended to coordinate mushrooming educational information nonbroadcast networks as well as public broadcasting; and has urged a broader base for the study of instructional television under Title III. The Association feels that H.R. 6736 is sound legislation which will have a beneficial impact on all of our citizens in the years ahead, providing in the short run urgently-needed improvement and expansion of existing programs and promising in the long run the development of a total telecommunications system for American education.

Thank you for this opportunity to appear before your Committee.

NEA's Suggested Rewording of Title III

TITLE III. STUDY OF INSTRUCTIONAL TELEVISION AND RADIO IN RELATION TO OTHER EDUCATIONAL MEDIA

The Secretary of Health, Education, and Welfare is authorized to conduct, directly or by contract, and in consultation with other interested Federal agencies, a comprehensive study of how and to what extent radio and television (broadcast, closed circuit, community antenna TV and instructional TV fixed services, two way communication of data links and computers) may be used in instructional learning systems for meeting important educational needs.

Objectives of the Study

Section 302. This study shall be comprehensive and shall have the following general and specific objectives:

(1) To estimate current and future educational needs

(2) To assess the development of telecommunications which are appropriate for meeting these needs

(3) To give special emphasis in the study to the present uses and future potentials of instructional television

(4) To study and make recommendations on requirements—such as people, facilities, methods and procedures, knowledge and research results—for significantly improving the effectiveness of instructional programs prepared for use on television and other media

(5) To specify possibilities and directions of needed media developments which should be supported by the Federal Government.

1. A funded demonstration seeks to use television programing to assist older persons in living a more complete and satisfying life. It calls for broad community participation to assist in providing information most useful to older Americans as well as satisfying cultural entertainment. (South Central Educational Broadcasting Council, Hershey, Pennsylvania)

2. A funded project provided in-service training of welfare caseworkers by means of a Statewide television network. A feature was the use of trained teachers, not available in the State served by the programs, who were staff members of a major university in a nearby State. (South Carolina ETV Center and State Family Services Agency, Columbia, South Carolina)

3. A closed-circuit television connection between a university medical center psychiatric institute and a semi-isolated State mental hospital is being supported demonstrating ETV used to provide improved patient diagnosis and treatment, to facilitate research, to improve training of professionals, and to provide special services to patients and their families. An example of the latter are the visitations by means of television between patients and family members separated by many miles. (Nebraska Psychiatric Institute, University of Nebraska College of Medicine, Omaha, Nebraska)

4. A series of one-hour instructional programs and appropriate materials to train food handlers were supported by grant. Food poisoning affects millions of persons each year, resulting in an unnecessary economic drain. A Statewide television network was used to train food handlers in sanitation practices recommended by the Public Health Service. (South Carolina State Board of Health and South Carolina State ETV Center, Columbia, South Carolina)

5. An effort was funded in which television techniques were to be studied to reduce the gap between available medical knowledge and its application in practices. Television has the potential of reaching the 80 percent of physicians who do not take part in established postgraduate educational programs. EIV facilities are available and can reach 90 percent of the physicians of Maine. Using television programs augmented by live question and answer periods utilizing telephone trunk lines, the medical talents of a major urban center were used to provide service to a sparsely populated State. (Bingham Associates Fund in cooperation with Massachusetts Medical Society, Maine Department of Public Health, and WGBH, Boston).

6. The preparation of a series of television programs was funded to provide job information and occupational guidance for students and prospective students of vocational education. A principal purpose was to inform disadvantaged minority groups of new and varied career opportunities now possible in representative businesses. (San Bernardino Valley College, San Bernardino, California).

7. A project was funded to improve a program for graduate nurses, by exploring the effects of substituting remote control live television observations of nursing situations for the traditional clinical experiences. (Los Angeles State College, Department of Nursing, Los Angeles, California)

8. An ETV series was funded to inform large numbers of people as to the nature of alcoholism, and thereby assist in combating it and reducing its drain on productivity. These programs were directed not only to alcoholics but to those who are associated with persons who are alcoholics and to the general public that may someday have to deal with the problem. (Chicago Educational Television Association, Chicago, Illinois)

Mr. Moss. Proceed in your own way.

Mr. WIGREN. I am Harold Wigren, with NEA.

Chancellor Gould yesterday testified on behalf of the Council. Today, I would like to appear before you, however, in behalf of the National Education Association, which is the largest professional organization in America and consists of over one million members.

I want to make it crystal clear that the Association strongly supports the purposes and general provisions of this bill, H.R. 6736. We hope the bill will receive favorable action by this committee as soon as possible.

I would like to make a few points with regard to each of the titles, if I might.

Title I, we do applaud the Congress for extending the program of grants for the construction of noncommercial television broadcasting facilities, and we think this is highly important.

Second, we would like to also point out that we are very pleased that the Congress has seen fit to expand the Communications Act to include educational radio as part of it.

I think this is a move in the right direction, because it is more and more tending toward the thing that we simply should finally have, which is, we should be talking about educational telecommunications broadly based, and certainly radio should be in this picture and in it very strongly.

Third, we certainly welcome the fact that the bill has been expanded to include the territories of Guam, Samoa, and the Trust Territories of the Pacific Islands.

This is long overdue. And it will enable these territories to enjoy these broadcast media as do other mainland States.

We would in this connection like to call your attention particular, however, to one item that we feel strongly about under the construction of facilities, and I refer to item No. 4 at the bottom of page 2 of my testimony.

We would like to emphasize the construction grants for instructional television installations. These are supplementary installations to broadcasting, and it is now possible to use these in order to replay programs which come to us at the school level and play them at the time that the teachers and students most need them.

These facilities open up new dimensions and flexibility for television in the school program, and we think it highly important that the school districts have money available to them to expand this kind of service.

Now, unfortunately, no funds have been earmarked by the Congress in any other bill to date to be used primarily or exclusively for funding these kinds of facilities.

We are not proposing that this particular bill, H.R. 6736, be expanded to include grants for ITFS and closed circuit. We do want to use this opportunity as a platform to point out the need for this in either subsequent legislation or, if the founders should deem it wise to include this under this particular bill, we would go along, certainly, but we would have to recommend that a substantial increase in the authorization for title I be made in order to avoid unnecessary dilution of the benefits of the bill itself.

Now, title II. We heartily commend the Congress on suggesting a nonprofit—nonprofit and I would say "nonpartisan" educational broadcasting operation. We think this is very important.

I would like to point out another need our association feels strongly about that we don't see written into the bill too clearly. I would like to second and salute Mr. Siegel's position of a few minutes ago, because this is our second great area of concern.

We would like to see the corporation extended to include the whole big area of community service television. In this effect is what Mr. Siegel was mentioning. We think it is important that this whole big area be written in very solidly into the bill. There is no reason why every educational television station in the country shouldn't be doing the kind of services that Mr. Siegel and his facilities in New York are doing. This is fantastic, and every educational TV station in this country ought to be doing the same thing.

We feel that the bill sort of slides over this a bit, and we want to reemphasize it. We think that this is a long neglected area, and we see it as being a middle ground between what might be considered public television on one end of the continuum, and we feel this is a very im-

portant middle ground area that should be included as part of public broadcasting, because it does render a very meaningful service to the entire community.

And by this, we refer to two kinds of services, really, using television to communicate directly with people who are in need of such services.

Mr. Siegel mentioned firemen, policemen, nurses' training, and so forth. But another result is using television to upgrade and improve ongoing programs of community-service agencies.

In other words, using television to make a frontal attack on some of the major problems we face in American life.

Consistently during the years since the early days of ETV, educational television has served well the cultural needs of the sophisticated, intellectual minority. We are not against this, and we would not want to lessen this service. But at the same time we feel ETV has not scratched the surface in reaching the unreached, the undereducated adults in our communities. It should reach those in the marketplaces as well as those in the concert halls.

It should become a means of improving community living and of giving our citizens the necessary information they need for decision-making. It should not remain aloof and untouchable, but it should really descend to the grassroots level to become a participant in community affairs, become centrally involved in the teaching of illiterates, in the retraining of workers in an age of automation, in everything continuing education courses for adults.

It should be a means of sharing health and consumer information nationwide. And, as Mr. Siegel also mentioned, it should serve as another means of having a town meeting for problems of American living.

We feel that educational broadcasting should link up in its programing service with the Office of Economic Opportunity, the Job Corps, urban redevelopment organizations, vocational and technical training groups, and harness educational broadcasting to meet some of these basic needs, and to develop active participation in this area.

Now, a beginning has been made, and I have listed in my testimony some of these examples of things that are now happening, but they are precious few, and we should certainly encourage more of these kinds of programs to be developed.

Why not enlist ETV in the solution of problems of water shortage and automation and school dropouts, and unemployment? We think we can work with this extensively.

Public health authorities need a channel to communicate with field-workers and demonstrate nutrition, and with regard to polio and various types of vaccines.

This sort of programing, we think, is vital, and we don't want to see it fall down between the crack, so to speak, between public television and radio, on the one hand, and instructional TV on the other.

Third, we would like to mention another concern, which is—we might call this—broadcasting in a sense. It is broadcasting for a limited audience group, but we refer particularly to title II, regarding the service function, where it says:

> Nothing in the Communications Act of 1934, as amended, or in any other provision of law shall be construed to prevent United States communications com-

mon carriers from rendering free or reduced rate communications interconnection services to grantees of or contractors with the Corporation and local noncommercial educational television or radio broadcast stations, subject to such rules and regulations as the Federal Communications Commision may prescribe.

We would like to underline the importance of distinguishing what we would call public broadcasting and two-way transmission for a segment of that public, which is also important.

We feel, for example, by the latter we mean broadcast facilities for our information networks, which are rapidly mushrooming and growing throughout the country.

I have with me a new report from Texas with the "knowledge network," where they are interconnecting computer services, as well as broadcast services, linking libraries, all of these into a total telecommunications picture.

We feel these multipurpose educational networks are the future of American education, and we would certainly hope that the jurisdiction of the Corporation for Public Television could be extended to include these very, very vital communications multipurpose networks.

We now have ways of moving information electronically from one institution to another by means of wires, cables, or microwave transmitters. We now have a way of specializing. One institution specializes in one thing, and one in another. And we think this whole area should not be overlooked.

As Chancellor Gould said, we face a situation like operating an electronic highway system.

The next point is in regard to title III on instructional television. We concur with the Congress that it would be beneficial to have a study dealing with instructional television broadcasting, and we urge this study.

However, we wish the study could be more broadly based, and we would like to see it retitled "Study of Instructional Television and Radio in Relation to Other Communication Media."

We have so recommended this, and we have given you in our testimony a rundown about how we think that title probably should read.

Let me say, however, that we feel that the amended version, actually, of the Senate bill, for example, S. 1160, we like the wording of that much better than we do happen to like the wording of this particular title in this particular act.

However, we still would like to mention the fact that we think that instructional television is part of a larger instructional learning system, and should be viewed in relationship to education itself and to other media which are components of the system.

Again, you see, we are stressing the telecommunications aspect.

No one medium, be it television or radio, no matter how good it is, can be looked at in isolation. It must function in an overall complex, and we feel this study should point up the specific educational and instructional functions should be pointed out.

In order to do this, it is necessary to define the educational problems which can best be met or only be met by educational television and then to focus on instructional radio and television itself.

So in conclusion, we congratulate the committee on taking this very forward step and providing this kind of service for our American communities.

We do hope that you will make it as broadly based as possible, and we certainly want to offer you the resources of our institution and all the teachers of America in the cause of making educational TV, radio, and networks available for all our people.

We thank you for this opportunity, Mr. Chairman.

Mr. Moss. Thank you.

Mr. Springer?

Mr. SPRINGER. Mr. Chairman, I have no questions, but I do want to congratulate you on presenting an excellent statement, and we are vitally interested in what NEA thinks.

Mr. Moss. Mr. Van Deerlin?

Mr. VAN DEERLIN. Do you see in the legislation before us anything that would prohibit participation in the kind of community affairs that you spoke of?

Mr. WIGREN. No, I don't. I just don't see it written in. When I read it and reread it, it seems to me it is too much on the cultural side, and we want culture, certainly, but I want to see TV get into the marketplace and help solve some of the problems, get its feet wet and its fingers dirty.

I think too much instructional television is far too marginal, far too haphazard, far too scattered. What we need to do is take it seriously, and we need to reably harness it to meet our basic purposes and make it integral in American life and not peripheral.

Mr. VAN DEERLIN. Title III provides for a comprehensive study and I imagine, as amended by the Senate, it is an even more comprehensive study, of the new vistas that may be opened. Doesn't it seem to you that the techniques of instructional broadcasting might well be explored profitably under title III?

Mr. WIGREN. Yes, and I think they should be basic to the study. In community television, however, I don't think that is integral to title III. The concept of public broadcasting itself should be extended to cover this whole area.

A word about title III and instructional television. There is a massive amount of research that has been done on ITV in this country, and the U.S. Office of Education has recently issued a document on this showing some of the research.

Now I think we need to come to grips with some of this. I think we need to be cognizant of the fact that we don't need to start from scratch, but we do need to start. We need to use this research as background and move forward to other kinds of research and see how this fits together.

Mr. VAN DEERLIN. Does your full statement, Mr. Wigren, suggest any language?

Mr. WIGREN. Yes, it does. Well, it should be page 11. It is really page 1 of the appendix, in which it says: "NEA's suggest rewording of title III," it is the page that immediately follows page 10. We have given some objectives of the study there, although I will say that we go along pretty much with the amended version of the Senate bill. I still would like to see it done more in the lines of our statement here in the appendix. I think all of our associations would.

Mr. VAN DEERLIN. Thank you.

Mr. Moss. Mr. Brotzman?

Mr. BROTZMAN. Thank you, Mr. Chairman.

I listened with interest to my distinguished colleague from California relative to his questioning of you representing to the fact that there really is no exclusionary language in the act as you see it now——

Mr. WIGREN. I don't see too much exclusionary language, and that is what bothers me.

Mr. BROTZMAN. You have underscored that, but I think you don't try to state everything positively in the law. Sometimes you give a broad grant of power to an agency, or, in this case, the board, and they have the power, by virtue of their own creation, to do these things.

It is my understanding that there is a teacher shortage in our Nation, and also some shortage of classroom facilities. Is that not correct?

Mr. WIGREN. Yes, sir.

Mr. BROTZMAN You have no statistics.

Mr. WIGREN. I think that is very, very true.

Mr. BROTZMAN. I have no statistics on it, on the amount of that particular shortage, but what would the passage of this bill, if we do pass it, how would it affect, or perhaps replace the shortages that we are talking about.

Is there a relation?

Mr. WIGREN. I don't think educational television or radio will replace the teacher, obviously. I think it will replace the teacher, maybe in a different kind of role, because it will help the teacher to use materials in a new kind of way. It means the teacher doesn't have to teach everything, he has a second classroom to fall back on, he has a wealth of source material, a whole battery of, call them specialists, if you will, to help him on television.

For example, in the elementary grades, I find teachers saying "Television is great for us in our elementary school, because I have always felt a little weak in my training in the teaching of science. I have to teach so many different kinds of things on the elementary level that it is a great relief for me to have somebody come in and reinforce and extend my knowledg a bit further, and help me learn at the same time."

I feel this is a good tool. I know many teachers who are not quite as competent in art, or music, as they would like to be, and they look to educational television for help in the classroom.

In the Midwest, or in the Far West, I happen to know that television has been one way in which we can get subjects taught in our schools that would otherwise not have been taught, because we have a shortage of personnel, personnel who have specific competencies, in rural areas, particularly, in some of these subject content areas, where maybe we don't have the problem of finding teachers in the urban area, and so I think it is a way of extending staff specialties and resource materials, and making a much richer program.

I don't think we can say that now because we are going to have educational television we therefore don't need school buildings, or we don't need teachers. Maybe we will find in the long run there will be some conservation in teachers because of this, but I don't think this is any reason that we build new nets in order to save money.

We build them in order to get a different kind of experience for our children, to have a better quality education than we would otherwise be able to have, and to have a richer input into the whole curriculum field.

I want to say that the NEA is wholeheartedly in support of educational television and radio. I think the fact that the NEA has a person like myself on the staff, and we have a department head dedicated to this to help implement educational television, make it a part of the school program, and to promote wise useage of the medium is certainly ample testimony that the association is solidly behind new innovations and new technology, and try to find out the role and function of all of these in the whole scheme and pattern in the matrix of instruction itself.

Mr. BROTZMAN. Just one more general question, because you have had a lot of experience in this area.

How do you get these young people to watch this particular show, instead of something else?

Mr. WIGREN. I thought you were going to ask me that.

Mr. BROTZMAN. I guess the parent should assume the responsibility for that, but assuming for the moment they don't always do it, is it—is the teacher, for example, to say to Billy, "You watch this particular show tonight and report back on it to me tomorrow," or how do you do it?

Mr. WIGREN. This is done in many different ways. Teachers make collateral viewing assignments, as they do collateral reading assignments, but I think wherever we can do so, we like to bring the television program into the classroom, and that is why we are so anxious to have instructional television either on open circuit or closed circuit, so that we can have experience together and then they can talk about it.

I think research shows all over the world right now that instructional television by itself, it is not too effective, not as effective as it ought to be—let me put it this way—by itself, but when used in a matrix with the teacher and many other resource materials it can be enormously successful, especially if you have a discussion program after it.

Keeping it in isolation, and I think the Schramm survey shows this, but just to turn it off and go back to arithmetic and not following it up, talking about the experience you have just had and making it part of you—because, you see, learning is many faceted, it is observation, and participation and application, and just to observe the program is not enough. You must participate with it and you must try to apply some of the things you have learned from the program, and when you have the three of these together, you have learning, and I think our teachers know this, and this is one of the jobs our division has, helping teachers to make wise and effective use of the medium.

Mr. BROTZMAN. So your remarks basically—this is a physical thing—your remarks are basically aimed at having the set in the classroom?

Mr. WIGREN. Right.

Mr. BROTZMAN. We have been talking about a broader spectrum. My question was directed to the situation where they do not yet have one in the classroom.

Mr. WIGREN. It is like having a program for adult illiterates, at night. How do you get them to watch?

Mr. BROTZMAN. How do you try to get them to watch?

Mr. WIGREN. I think much more needs to be done in the way of audience motivation, and I am hopeful that in this study in title III,

that much is written into this about research and getting people to watch different kinds of programs.

Some of this has been done, but precious little what needs to be done. There are many ways teachers have. One is to encourage them to look at a program and talk about it together. That certainly is one way.

They have discussion groups in other parts of children and for children in the afternoon in other countries. They gather them together—I think the chairman is going to call time on us.

Mr. Moss. We do have a number of witnesses, and we must move on.

Mr. Nelsen?

Mr. NELSEN. Thank you, Mr. Chairman.

One of the questions that comes up repeatedly with various witnesses is the control feature of the facility to prevent the possibility of political use of this particular arrangement, and I wonder if you had given much thought to that.

Mr. WIGREN. Well, except that I think our association would like to see the corporation members nonpartisan if possible, and I would certainly say that we would be against editorializing. We would feel that all sides of an issue should be presented. I think we have this responsibility in the classroom. I think this is part of what—part of the whole educational scheme of things.

Mr. NELSEN. I noted on page 5 that you suggested harnessing the broadcasting facility to bring out the problems of the Office of Economic Opportunity, the Job Corps, Urban Development, and so forth, and further down you suggest understanding of our city, urban centers, water pollution, race relations, crime in our cities, labor-management problems and so forth.

Many times these problems become quite political, for example, we see almost in every session of the Congress a new label trotted out to cure some problem that could be cured under existing programs and they are in effect sometimes used as a political vehicle rather than a careful examination of opportunities available within the structure of the existing laws.

Now is there some danger when you go into all these problems that the presentation might have a political effect?

Mr. WIGREN. Certainly there are dangers, but we would think that these could be insulated against. You made my speech for me. I think you have said really, what I felt. There are dangers, but all the citizens need to know the dimensions of a problem, and I think we have a responsibility to bring these dimensions to the people.

Mr. NELSEN. You are with the NEA. I would point out that during the hearings on Federal aid to education, we are flooded with NEA letters saying that they were in support of it, and also stating and giving assurance that in no case would the Federal Government interfere with the policies in education under the bill.

Yet, most of the complaints I get are from educators and administrators of school throughout the country who have found their policies have been interfered with.

I do think we need to be very careful in the drafting of this bill, and I am sure you would agree.

Mr. WIGREN. Yes, we said this.

Mr. NELSEN. It would be a serious philosophical implement. I thank the gentleman for his statement.

Thank you, Mr. Chairman.

Mr. MOSS. I have just a few questions.

I am interested in your reference to the ITFS system. Isn't it true that at the present time there are grants available for the construction of ITFS facilities through the Department of Health, Education, and Welfare?

Mr. WIGREN. Not that I know of, sir. I think as a member of the ITFS Committee of the FCC, I can say our committee has examined this, and we are not familiar with any place this is true directly.

It may be true indirectly, as part of other legislation. I don't think there is any one piece of legislation we could point to——

Mr. MOSS. Excuse me. Let's pull this down in the proper context.

Mr. WIGREN. All right.

Mr. MOSS. There are means of securing grants from HEW for these facilities. Now you are asking is there a specific statute which specifically makes this grant. I am not contending that to be the case, but within the broad context of instructional assistance, there is funding available.

Now isn't it also true that there are many, many, many allocations which have been made by the Federal Communications Commission and unused for a variety of reasons, the least significant of which is the lack of release certificate, which is not the lack of funds, but rather the lack of equipment that is compatible, that reflects standards, and is readily adaptable to the uses intended at the time of purchase?

Mr. WIGREN. Right.

Mr. MOSS. And, therefore, it is an area that requires additional extensive study, if the full potential, whatever it might be, is to be finally realized.

I have here a list of questions which I submitted at the beginning of this year to the Federal Communications Commission, and included in that list of questions are quite a number on this very subject, and it reflects on the lack of standards, too, the lack of utilization of the facilities, and I raised the question as to whether or not the Commission might not have through this device of opening up this hitherto unused portion of the spectrum, to attempt to avoid the more difficult task of assigning unused UHF channels which would have a broader community than the ITFS system.

Do you think that might be possible?

Mr. WIGREN. It might be, but I know that realistically it would be very difficult for a community to have allocated to it more than one or two television channels for educational purposes.

What I am trying to say is that I think an ITFS installation or enclosed circuit would give you multiple channel possibilities——

Mr. MOSS. Let me point out something you are not recognizing.

This is the Committee on Interstate and Foreign Commerce. This is not the Committee on Education and Labor. There are areas of jurisdictional overlapping that are rather touchy in Congress, and I think that when you improve solely upon the closed circuit operation, not requiring a license from the FCC, not constituting in the usual sense a broadcast facility, that you are inviting this committee to enter upon

the threshold of a controversy which could be most damaging to this legislation.

Don't you think it is better that we move deliberately and carefully in those areas where we can bring the broadest impact immediately in the fields of noncommercial television and radio?

Mr. WIGREN. I think my statement says that, Mr. Chairman.

My statement says that—my indication to you about ITFS facilities was to point out a need which we had to supplement the other need, and I would certainly agree that you should go ahead and pass this bill if you feel this is the thing to do, because we need this.

These other facilities——

Mr. Moss. You put it into context, and that is important, because I think there has been a little damage to the record.

The type of noncommercial television and radio envisioned in this legislation exclusive of the study, not by HEW, but rather by the commission and the new corporation, wouldn't the type contemplated, exclusive of that study, materially enrich the opportunities of the communities and of the educational systems associated with it, both to instruct, instruct in the broad and the narrow sense, as well as to deal with cultural programing?

Mr. WIGREN. Certainly it would, and we would support this fully.

Mr. Moss. That is what I wanted to have on the record, because the previous responses to Mr. Brotzman indicated there were further steps to make this fully effective.

It is enhanced by the further step, but not necessarily less effective without it.

Mr. WIGREN. Correct.

Mr. Moss. Thank you.

The next witness is the Reverend Celestin J. Steiner.

STATEMENT OF CELESTIN J. STEINER, S.J., CHAIRMAN OF THE EXECUTIVE COMMITTEE AND DIRECTOR OF THE NATIONAL OFFICE OF THE NORTH AMERICAN COMMISSION FOR MASS MEDIA OF THE SOCIETY OF JESUS

Reverend STEINER. Mr. Chairman, and members of the committee, my name is Celestin J. Steiner (the reverend, doctor, and mister are all optional), and I am chairman of the executive committee of the North American Commission for Mass Media of the Society of Jesus, and director of its national office, located in Washington, D.C., since September 16, 1966.

Prior to assuming my present responsibilities, I was president and chancellor of the University of Detroit for 18 years. I was president of the University of Detroit when the first noncommercial UHF channels were allocated to the greater Detroit area. I was cofounder with Dr. David Henry, a member of the Carnegie Commission Report, then president of Wayne State University, of the Detroit Educational Television Foundation. For 15 years I served on the executive committee, including two terms as chairman of the executive committee and the general committee.

The North American Commission for Mass Media, of which I am the director, is made up of 30 colleges and universities, 60 high schools, and 15 seminaries, all Jesuit and all in North America.

I received the invitation to present my views on educational and public television only about 10 days ago. Hence, time did not permit consultation with the individuals and institutions represented in the North American Commission. What I have to say in regard to the creation of a "nonprofit educational broadcasting corporation" and any other provisions of H.R. 6736 will be my personal views. This is one way of saying I am a cautious man.

First, I wish to say with all the emphasis of which I am capable, that I am deeply impressed by what has been done and the potential of radio and television, and I enthusiastically endorse the goals and objectives of the Carnegie Commission on Educational Television, as described in its report addressed to the American people, and incorporated substantially in H.R. 6736.

Now to some of the specific recommendations. The heart of the commission's report is the creation of a nonprofit educational broadcasting corporation, If it were my responsibility to decide affirmatively or negatively in regard to the creation of a new and unprecedented television broadcasting corporation—guided by the principle that entities should not be multiplied without necessity—I would want clear and convincing evidence that the television broadcasting corporation about which there is question is necessary. If the answer is in the affirmative, then this must mean that there is something important and significant that the corporation in question can and will do that the networks and their affiliates cannot or will not do.

An affirmative answer would also mean that even if the hundreds of channels reserved for noncommercial broadcasting were activated and if these channels, along with those now in use, were adequately financed and assisted, of course, by NET (also adequately financed), the potential of television could not be realized.

Finally, there is another alternative that is exceedingly interesting; namely, the establishment of another commercial television network especially concerned with the kind of programing envisioned by the public television corporation and dedicated to its goals. I have had several discussions of such an alternative.

If this seems unrealistic, let me hasten to add that over the years I have had several discussions about this alternative, and some of these discussions were with large corporation presidents as well as people in education.

I might add here that this idea is based on a conviction that there are more people than anyone possibly realizes who really want cultural television, not the kind that is reserved for the elite music halls nor the kind that is hammered out with drum sticks and all kinds of utensils, but something in between, something that many people appreciate. The return to the sponsors and station would be advertising value, plus favorable image, pride, prestige, and the deep satisfaction of serving the American public.

More than one person has spoken of the opportunity that is ours today—through the proposed Public Television Corp.—and what a tragedy it would be if we did not take advantage of this opportunity.

Let me emphasize that it would be a tragedy. However, for my part, I will always find myself wondering what might have been if the educational television channels now in use and those to be activated, and NET has been adequately financed, and if the financial resources

available were matched by imagination, creative thinking, action, and resourcefulness.

If the nonprofit broadcasting corporation recommended by the Carnegie Commission and H.R. 6736 is created—and I hope it will be—my chief concern will not be the political affiliations of the corporation's membership but their competency, honesty, integrity, and ideology. Today, and you know this better than I do, it is often difficult to distinguish between the political parties in terms of the individuals of which they are composed.

I have, for a number of years—I was born a Democrat, and I am proud of it—but I have become a "Republicrat," and I suspect that I do not stand alone among Americans in this affiliation.

Ultimately on this earth, we have to trust in our fellow men and be guided and, in some cases, ruled by their human judgments. Personally, if I have confidence in the complete competency, honesty and integrity of a man, and know his ideology, then I feel assured that my best interests are being served, no matter what his political preferences.

Rightly, a distinction has been made between instructional and educational television. I am concerned, however, when the distinction is overemphasized. The motivation and inspiration of my first interest in television about 15 years ago—an interest that was soon to become excitement—was, on the one hand, the growing importance of education and, on the other hand, the conviction that there never had been, was not at the time and never would be in sufficient supply truly great teachers. I saw television as the opportunity to make great teachers available to the maximum number of students. I mention this here to make the point that what the teacher addressing the classrooms has to say, even though it is instructional, can be of interest to the general public on open circuit. It then becomes what we understand as educational or public television.

I have always tried to have, on the higher educational level at least, both closed and open circuit. Really, if the teacher in the classroom is a great teacher—or at least if he is a good teacher, informed, somewhat exciting, not just mediocre or a "warm body," if you understand what I mean—then his political science program, whether it is for credit or non-credit, will not only be of interest to those who are taking courses for formal credit, but it will be of interest and significance to the total public, and if it is exciting enough—this is the answer to the question one of the committee asked, "How do you get them to listen?"

I say this since I have been a teacher and an administrator and have been dealing with teachers all my life, but I think it is a fact that teachers, like everyone else, can be dreadfully dull. I have had some dull teachers in my life.

My point is that if the program is not only informational, but if it is proposed dramatically, if it is communicated, it can stimulate excitement; we can make young people, whether they are in a classroom or outside, understand that thinking is exciting, and that what is called intellectual, even academic, is also exciting.

Apropos of instructional television, if I had to make a judgment as to what was most important, instructional television in the sense of making great teachers available to our millions of young people in classrooms or the cultural enrichment of those adults who have already

had the advantages of adequate education, I am not so sure what decision I would make. That is being honest.

Moreover, when I think of television as an instrument of education and training, I think of the millions—half of the population of the world—who can neither read nor write. This disturbs me. This is why I hold instructional television so important.

In regard to the financing of educational or public television, I suggest that the first step is to make up our minds as to how important we think it is. If it is important enough, then we will and must find the necessary financial resources. Whether we decide upon a direct tax, an excise tax, levied on whatever you wish, it is true and always will be true that (1) there is just so much real money available in any place and at any time in history, and (2) Government has and can only have the money that is given to it by the citizens of that Government. The application to the question of how to finance Public Television, as far as other-than-private money is concerned, is obvious.

I could, of course, go into much greater detail in regard to the points I have touched upon and many others. This would not make anyone happy.

Before concluding, since I have sort of raised questions without saying too specifically what decision I would make—I have just said in one case, for example, I am glad I don't have to make the decision—but now I am going to state specifically what I hold, very briefly.

Based on the relatively limited knowledge available to me—I wish to emphasize that whatever my experience, competency, and intellectual capacity, my knowledge is limited as compared with the facts and opinions that will be available to you, Mr. Chairman, and your committee—so, with my limited knowledge it is my considered judgment that:

(1) While the major commerical networks, plus an adequately financed NET, plus adequately financed, noncommercial channels now in use and those available could accomplish the goals and objectives of the Carnegie Commission Report, and that report incorporated into H.R. 6736 that is before us, it will not be done. Hence, I believe that the program recommended by the Carnegie Commission dealing with the creation of a nonprofit Public Television Corp. should be adopted, and let me add just this note that I have written into my copy.

It is unrealistic to expect that it would be done, that is, that what we all want would be done by the commercial channels now in existence unless these stations would change their character—and I am not sure that we would want that—and those in charge of non-commercial and all other types of broadcasting would for the moment be transported to heaven and all act with wisdom and dedication and selfless love, et cetera, of angels.

I hope my position does not imply any criticism of the commercial networks or the noncommercial, educational channels but I am a realist-idealist with some understanding of people and years of experience in education and educational television.

I repeat, this is earth, not heaven; people, even Americans, are men, not angels; and even the highest dedication is not without some self-interest.

(2) Our greatest concern—this is my considered judgment, continued—should not be the political affiliation of the members chosen

and elected to the nonprofit television broadcasting corporation, but their competency, honesty, integrity, and ideology.

(3) The corporation should have operating network authority. The use of that authority I am willing to leave to the discretion of the corporation's members. The corporation could never be and do what it was intended to be and do if its power would be restricted to policy formulations and serving simply as a conduit for funds.

(4) One can think of many modifications, and these modifications could then become amendments of H.R. 6736, or any other bill, for that matter, but I think that it is wise to entrust many details to the judgment and decision of the corporation. We are agreed, apparently, on the essentials. Let us keep these clear and uncluttered.

(5) I am confident that the Congress and the corporation will do everything possible to provide adequate funds to NET and the noncommercial channels now in use and those available. All of these have a major role to play in assuring that the potential of radio and television will be fully realized.

(6) There is an understandable concern about Government control of the nonprofit Public Television Broadcasting Corporation. I note the words "control" and "interference" used. These are all good English words, even American words, if you wish, but I would to use rather the word "influence."

I wonder if more than apprehension here is justified in regard to the corporation now, than in the Government financing of the noncommercial television channels. I am not saying that there is an added problem if you have a central, big national corporation, but it is a fact, is it not, that through the years noncommercial stations have been obtaining and getting—requesting—Government funds, and this from the Federal Government, from the State, from the local community, and really there has not been interference, there has not been control—influence if you wish—but here is what I say to that: Whoever supplies funds must in some way or other directly or indirectly supervise their use.

Certainly the ideal would be if the objective stated and explained in the Carnegie Commission report could be achieved entirely without Government subsidy. That is the ideal, but for all our idealism, we must deal with facts and life as it is, and people as they are.

Finally, understanding that what I have said has been consistently positive, I become for just a last moment negative—negative in the sense that I express the only doubt that appears in my presentation.

That doubt is that there could be anyone in the whole world who believes more deeply and more strongly in television as it has been, is today, and can become, than Father Steiner, the author of this paper.

If the House and Congress approve substantially HR 6736, the American people will have reason now, tomorrow and eternally to be deeply grateful. History will record the gratitude of Americans. I am not saying this to be nice, but out of deep sincerity.

May God bless and guide this committee, the Congress, in arriving at your decisions.

Thank you.

Mr. Moss. Thank you, Father.

Mr. Nelsen?

Mr. NELSEN. I certainly want to thank Father Steiner for a very, very fine statement.

I am sure he would join with me in the hope that we could find this 15-member board which will guide this corporation, that we could find 15 "Republicrats." Then maybe our problems would be over.

I think that the suggestion that both political parties be represented is motivated not by the tug of war between political parties, but because of the fact that the experience has been that one party checkmates the other from abuses.

I would further point out that Secretary Gardner, of the Department of Health, Education, and Welfare, did point out the need of proper policing to avoid misuse, but pointed out in his statement that supervision would be no better than the men who were put in charge of it.

This pretty much goes along with what you have said.

Our search is in trying to find the right kind of machinery to guard against abuse. I think your statement has been a very objective one and one that indicated a good deal of imagination on your part.

I think you would be a very good teacher. Thank you.

Mr. Moss. Mr. Rogers.

Mr. ROGERS. Thank you, Mr. Chairman.

Father Steiner, I did enjoy your statement. I must say I agree with you that I would not be so much concerned about political affiliations of the corporation's membership, but, rather, their competency, as you say, honesty, integrity, and ideology.

I think those factors are much more important than whether a man calls himself either a Republican or Democrat. We are concerned with his honesty, integrity, and competency in trying to do the job.

As for financing, I think none of us is naive enough to think that once we get into this we are just going to settle and drop out of it after the first year, once Federal funds have been committed.

For instance, the first-year program is suggested to be financed with tax dollars. Yet there is a suggestion that this money simply be turned over to the corporation without any checking on them. In fact, it was suggested even the General Accounting Office should not check or ask any questions about the expenditures of that money.

I do not know that the Congress is in a position to simply turn over Federal funds, tax dollars, to a nongovernmental corporation without any right or obligation to find out how those tax dollars are used or spent.

What is your comment on that?

Reverend STEINER. I was interested in the discussion in the Senate, although I was not there personally. For example, on the one hand the point was being made that there would be complete freedom from any influence—I am not using the word control now, or interference—on the part of the use of those funds by the corporation.

Then almost out of the same source the statement was made: Don't worry too much because, actually, Congress has to appropriate the money, and if it doesn't appropriate the money to the extent that its contribution is essential, then there is going to be—well, is this control?

What I tried to say, Congressman, in my statement, and I repeat it here in a little different way, is whether it is the Government, the Con-

gress of the United States, or whether it is a major foundation, I don't care what the source, it would be irresponsibility, in my judgment, that there would not be guidelines.

You have to send in a report. They have to be assured that you have carried out the provisions according to which you got the money.

What I find myself becoming a little impatient about is in so many cases, and this occurs in so much testimony, too, here or on any occasion, it is an old expression that we want our cake and yet we want to eat it.

I believe that, ideally, it would be better if we didn't have to use any Government money. Incidentally, I believe we could do a great deal more by ourselves, not without Government money.

When we started our station, channel 56 that I was a cofounder of, it was a UMF and there wasn't a single reception possibility in the whole area. It was all VHF.

When Dave Henry said, "If you don't want it supported by tax money, Father, all right, you go ahead."

I said, "That is fair."

I went out personally and sat down with the boards, the top people, including the presidents, of Chrysler, General Motors, Ford, Burroughs Corp., and I raised $400,000.

I said, "All right, now we have a transmitter."

I am only saying this to indicate that I think to accomplish what we all want, there has to be, in addition to all the other sources of supply, Government money.

If there is Government money, just as whether it is a foundation's money, whatever it is, the responsible thing is that there be guidelines and that there be some kind of supervision.

I don't think I could vote substantial funds without that.

Mr. ROGERS. Or at least an accounting of how the money was spent.

Reverend STEINER. That is what I mean. There should be guidelines and accounting.

Mr. ROGERS. Just to be sure that it is within the limits of the law.

Reverend STEINER. May I say this, by the way, and I am not saying it because this is this side of the Capitol, but as I have heard so many people being concerned about who would have the say and who would have the control about the corporation, and the concern about Congress having any control, I wonder if there is any body of men in our American system that is closer to the people and understands them better than Congress.

The Congressman, more than anybody else, probably, better be honest, competent, and careful about his ideology, not about his political affiliation.

Frankly, and this is as a realist, a man who gets a budget really without any tax support, at the University of Detroit, and before that at another university for the last 30 years, I have had to get money from other than Government sources.

I have had to deal with hundreds and thousands of people. I am not afraid of you. I am not so concerned, certainly about the guidelines, as you put it, and then the accounting.

Mr. ROGERS. I think the Congress would have to have some accounting of Federal funds put into this. It has been interesting to see the

people who talk about Government control center their fear on Federal Government control. We haven't heard anyone concerned with State government control or county government control. Yet that has been existent in educational TV since it started up, in many areas. Of course, not in all, but in many areas where State funds have supported the educational TV.

I appreciate your testimony. It has been most helpful.

Thank you, Mr. Chairman.

Mr. Moss. Mr. Brotzman.

Mr. BROTZMAN. Thank you, Mr. Chairman.

Father, I would just like to state that you have helped us a great deal relative to your analysis of this bill, and I think you have stated certain basic truths that were very good for all of us to hear.

I liked this one sentence particularly, and I think it sums up pretty well some of our apprehension, when you state, "This is earth, not heaven; people, even Americans, are men, not angels: even the highest dedication is not without some self-interest."

It states the proposition very well which causes us to be somewhat cautious, too, as we attempt to discharge our responsibility in this particular area.

I would like to thank you for your testimony.

Reverend STEINER. May I make this observation: You will notice that there hasn't been anything religious on the part of myself, and I am a Roman Catholic priest, of course. But you give me an opportunity to bring in one religious note in regard to that sentence. It is significant to me that God himself has said, "Love your neighbor as yourself."

The implication is clear that even God, who created man, expects that there is going to be some self-interest. He didn't say, "Love your neighbor" and forget about yourself. This adds a religious note to my testimony.

Mr. BROTZMAN. Thank you, Father.

Mr. Moss. Father, you stated at the beginning that you were a cautious man. I would say your testimony represents both the testimony of a cautious man and a wise man. I thank you for it. I think it is most helpful to the members of the committee.

Thank you, sir.

Reverend STEINER. Thank you.

Mr. Moss. I would like at this time to ask unanimous consent to insert a chart in the record at the appropriate point. It is the fourth of a series supplied by HEW, to illustrate some of the safeguards recommended by the Carnegie Commission on ETV contained in the proposed legislation.

Is there any objection?

Hearing none, the chart will be placed into the record at the appropriate point. (See p. 474.)

Our next witness is Mr. Thomas F. Jones, president of the University of South Carolina, appearing for the National Association of State Universities.

STATEMENT OF THOMAS F. JONES, D. SC., CHAIRMAN OF THE COMMITTEE ON EDUCATIONAL TELECOMMUNICATIONS OF THE NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

Mr. JONES. Mr. Chairman, and honorable Members of Congress, I want to thank you, first, for the opportunity to appear before you today, to say the few things that I have to say.

I am Thomas F. Jones, president of the University of South Carolina, and I am appearing as the chairman of the Committee on Educational Telecommunications of the National Association of State Universities and Land-Grant Colleges.

There has been a long dream in this Nation, as, for example, stated by Christopher Gadsden, a South Carolina patriot of the revolutionary era, a dream of a national university.

He said in 1797:

> The President had recommended a National University: It will tend to do what we want most, a complete union and general acquaintance with each other, throughout the United States.

I want to put before you the proposition that a properly and effectively financed public television system will be a new, great approach, possibly of a similar magnitude to that of the Morrill Act, the Land-Grant Act, which has done so much to foster higher education in our Nation.

I would like to draw a comparison, if I may, sir, between the potential of television and the book which came into being on a mass basis in the middle of the 15th century.

TV is really quite comparable, but we have to realize that the book, until relatively recent times, was virtually proprietary to the upper classes of our society, not just because of cost, but because of the problem of literacy.

Public TV, because it appeals to the eyes which seems for every one to be literate and understanding, even though one may not have the use of words, may well outdistance the book as a great and powerful influence in man's progress and development.

I would like to bring before you some functions of importance that we should think of as we think of public TV, Mr. Chairman.

Our Nation must continue to be dedicated to cultural values, and at least a portion of our public communication, our public education, our public information effort must be systematically devoted to the development of cultural values so that we may be a Nation of culture as well as material means.

As prophesied by Mr. Gadsden, a national university or a national system of education of great strength can inform and unify our Nation.

For example, Mr. Chairman, I would mention that our Government Printing Office publishes a large number of documents for the information of the general public, and these reach actually a very few people indeed.

There is needed a medium by which these can be brought more forcefully to the attention and at least summarized to areas where there is sufficient public to justify the existence of the documents.

One of the examples is that of the published records of hearings such as these which tend to get lost in the workaday affairs of Congress, but yet I believe these would be of great interest to the public, who could well be at least a little better informed of the way in which you work and the extent to which you give yourselves to your governmental service.

These days we are thinking in our Nation about building a society. Never before in the history of man has there been a society sufficiently affluent to think in terms of really building a society.

Generally, this activity (society building) has been neglected because we require a surplus of energy or a surplus of funds, these being essential identities, in order to think of building a society, as such.

We have made great progress in our Nation, of course, in public education, but now we are in a new phase. We must build a society worthy to lead the world. We must, for example, get the fine arts before a larger segment of the public.

If we are to preserve in our turbulent world, our turbulent Nation, those things of our culture which are worth preserving, we must share them with ever greater numbers. Of course, color television is going to help greatly in this because it adds a new dimension in the sending of messages and in communication.

I have more to say about building a society, and I want to mention the problem of reaching the underprivileged. I would say public television, for a number of reasons—one of the principal ones being lack of funds—has not gone very far in this particular effort. This mission requires some real imagination.

By and large, man in his communication has thought of the problem of communicating with his peers, which means a man with something to communicate and another man with a reason to receive.

We haven't thought as much as we should about recruiting an audience or recruiting the listener from underprivileged cultures who will receive that which we would send. Actually, in communicating with the underprivileged, the first problem is to get the attention of the underprivileged man. Here you have to compete in public television with programs which have been developed and thought out to the ultimate by the commercial interest.

I don't wish to criticize those people in commercial programing. I think actually we must appreciate them, and to a considerable extent learn by their experience.

I would offer an example here of the kind of thing that is possible as we think of reaching the people in the underprivileged cultures in our efforts to develop them.

You, in effect, need to give them not lectures by college professors, social workers or doctors, but the kind of program that they would most want to see. Then, just as our commercial people are doing, you would educate them by inconvenience, you might say, by a five-minute break which, instead of being an advertisement, is a lecture on how to brush your teeth, or why you would take other hygienic precautions. By keeping close to the TV set, the watcher will not want to miss the next act of Superman, but he will sit there and get some of this needed information by "osmosis." But you have to get his attention first.

I mention this simply by way of example. I don't know all the answers. I simply run a university in South Carolina and look at much of the poverty and ignorance that pervades our world.

I find myself pondering these problems and asking can it be done while you and I are still in the driver's seat, so to speak, to get some of these things done. I sound, here, a note of urgency if we are going to do it.

I have 14 years to go before retirement, a relatively short time. You gentlemen, I know, face an election very shortly. And so it goes.

But these are very serious questions which do spell urgency and say we should get on with the job; we know so little about how to communicate with the different categories of men with whom we must communicate to achieve the ends of a better society, a stronger Nation, a better world.

We know so little that we must work diligently. We must innovate. We must provide funds for innovation. We must foster communication. These are things for which there are not now funds.

These objectives are not in the direct line of interest of the major commercial stations, although there are many fine programs of public information. By and large, they don't reach some of the segments we have talked about here. There are many segments to be thought about, some local and some national.

These things, I feel, must be funded.

We have many discords in our Nation. We have demonstrations. I have had a few on my campus, which I try to forget but which I find very difficult to forget. We have riots. Much of our society is pervaded by hates, by prejudices.

These things, gentlemen, can only be put to rest by mutual understanding, and this can only be achieved by communication.

I submit that a communication medium such as a properly and effectively financed public television system that can reach every segment of our society, and make a mission of it, can achieve much in gaining the kind of understanding which is obviously missing in many parts of our Nation today as evidenced by the many acts of divisiveness.

Of course, I do feel as an educator that we need to broaden the educational opportunity for our public at large. The public needs more opportunity than ever before. With all the explosions that we hear about, the explosion of knowledge, the explosion of population, the explosion of transportation and so on, we need, more than ever, to continue the education of our people day by day, year by year, in order that we can keep up with an accelerating world, and thereby avoid the fixation in time which I find in many, many people in my community and yours. That is, people who finally gave up the race and settled into the thoughts of the 1930's or the 1940's, the 1950's, or even the 1960's.

There are those who are ossifying now, because they find the struggle to try to keep up through newspapers, books, or listening to the neighbors a little more than they can face.

Public television can keep in our society the kind of flexibility that we need to match the rapidly changing times.

In that regard, I would commend to any who have not read it the most excellent treatise called "Self-Renewal", which was written by

our Secretary of Health, Education, and Welfare, the Honorable John Gardner. It is a most amazing book. Although he didn't mention public television, I am sure he would agree that here is a technique by which we can achieve more effectively self-renewal in our society and, therefore, make it more effective.

I have already mentioned the need for hidden persuaders. I would like to mention what I view as a deterioration of some of the national values that have been dear to many of us, the values of our forefathers: private enterprise, patriotism, education, health, reward for achievement. These, in effect, can be excellent subjects for concern and for exposure in public television.

I think emphasis on these values is very much needed. I feel our Nation will suffer if this is not done.

I would summarize my presentation by saying we need a well financed activity in public television in the public interest, Mr. Chairman, to do what has to be done in the most effective way possible, and with an urgency.

For many of our problems, time runs short. I am sure that the gains will far exceed the costs.

In closing, I would emphasize one point. That is the rapidly increasing rate of changes in our national life, changes greatly influenced by developing technology, demands that we put the same technology to use to help some of the problems of change.

Public television can assist in the development of a more highly educated and informed citizenry, which in the last analysis, is not at the mercy of any commercial, governmental, or bureaucratic interest.

I would be most sensitive to the danger of public television becoming a misused medium. I trust that Congress, in its wisdom, will see to it that, through adequate safeguards, Public Television will not be dominated by any special interests which will detract from its mission.

Please note, I said "I trust Congress will see to it that public television will not be dominated by any special interests which will detract from its mission," because I think that Public Television is, in itself, a special interest which we must define and pursue.

After stressing this fundamental point, I would like to express, on behalf of the Committee on Educational Telecommunications of the National Association of State Universities and Land-Grant Colleges, the hope that the Congress will see fit to provide adequate support allied to the safeguards mentioned, for the bill, H.R. 6736.

It should be done soon, Mr. Chairman, for the need is urgent—every day that passes is forever lost.

The development of the new generation of TV innovators and innovators in education is being retarded in our studios and our classrooms, in our efforts on and off the campuses by the shortages of funds, both for equipment and for operations.

These eager, young people are awaiting your support.

I would like to bring to your attention that the National Association of State Universities and Land-Grant Colleges is a participant in the joint council on educational telecommunications and we support the previous testimony you have had from that body.

I thank you for the opportunity to make this presentation. I want you to know I am greatly interested in your efforts.

I would also ask that my formal statement be placed into the record.
Mr. Moss. Without objection, it will be placed in the record.
(Mr. Jones' prepared statement follows:)

STATEMENT OF THOMAS F. JONES, D. SC., PRESIDENT OF UNIVERSITY OF SOUTH CAROLINA

I am Thomas F. Jones, President of the University of South Carolina, appearing as Chairman of the Committee on Educational Telecommunications of the National Association of State Universities and Land-Grant Colleges.

Gentlemen, writing in January, 1797, Christopher Gadsden, a South Carolina patriot of whom the great John Adams said, "he was of a breed of men born for the public, not for themselves", wrote that he was glad to hear "the President had recommended a national university: it will tend to what we want most, a complete union and general acquaintance with each other, throughout the United States." In this statement Gadsden gave early expression to the fundamental American belief in the vital contribution of publically-supported education to the continuous development of our country, a faith which I feel you gentlemen share. Relating this belief to the subject of your deliberations, I would put before you the view that Public Television could provide us with a form of national university, dedicated to the instruction and to the enrichment of the lives of all of our citizens, undreamed of by our Founding Fathers. The Committee I represent supports the purposes of the Bill before you, and speaking for myself, I would add that as a research engineer in electronics and as an educator and citizen with a strong belief in the need to improve the educational levels of all of our people to the fullest extent of every individual's potential, I am heartily glad that they do so.

To quote the able, progressive and comprehensive report of the Carnegie Commission on E.T.V., "television should enable us not to see and hear more vividly, but to understand more deeply." In E.T.V. I feel we have to hand a new and fantastically powerful tool by which the recorded event, the recorded fact, the recorded personality can be witnessed again and again, in sight and sound, and studied formally or informally in the classroom or in the home. It is quite plain, as the report indicates, that many urgent problems confronting us in the social, economic and political spheres can only be solved by endeavoring to stimulate the interest and by demonstrating the personal involvement of each citizen in the well-being of his country. I see in Public Television a means by which every citizen could be brought face to face, as it were, with what needs to be done to keep the United States free, strong and prosperous; it can also provide a stimulus for that continuing educational experience that we all need to meet the challenges of changing internal and external conditions in the modern world; and it constitutes an excellent refresher of the spirit for our people by means of recreational programs in the arts, drama and music, especially those programs of this nature which commercial interests have not seen fit to sponsor adequately.

The present educational network has done much, but circumstances dictate that it still largely represents potential rather than actual achievement. The technical standards, including the use of color and highly paid and diversified talent, displayed by the commercial networks in the United States, tend to set the standard by which television presentation is judged by the broad public to which E.T.V. should be directed. E.T.V. to date has achieved much, often substituting with success imagination, dedication and a respect for quality, for lavish spending. Yet it is important that we provide an adequate resource base for the unique educational mission which Public Television is assuredly capable of performing. It seems clear that the Corporation should be jointly financed by the government and by voluntary contributions from private benefactions and industry, and that it should be supported at an adequate level for effcient fulfillment of its mission in developing our national effectiveness.

We also subscribe to the concept that while the establishment of an adequately supported national network would provide a continuous source of good programming from one or several national centers, the pioneer efforts of local educational television stations should be recognized and strengthened by encouragement to them to produce their own quota of programs to serve local and regional needs, and to assist in the development of national consensus by bringing local cultures, problems and solutions to wide attention.

I hope that Public Television could thereby help unify and strengthen our country, minimizing regional, race and class differences and emphasizing the basic interdependence of all sections of the nation.

I am sure that you gentlemen have heard much evidence touching upon the power of television to shape people's lives. May I add one example? Recently a full-scale study was undertaken of the opinions and attitudes of the good people of Ridgeway, South Carolina. Ridgeway, which has had a steady population of about 400 for at least twenty-five years, is one of the two towns in Fairfield County, a county, it has been said, "of pastures, pines and ponds", one of the most rural in South Carolina and perhaps in the nation. Ridgeway is only twenty-five miles from the thriving capital city of Columbia and seventy miles south of Charlotte, North Carolina. Metropolitan newspapers circulate there; its post office has three thousand patrons; it is a peaceful, prosperous and certainly not a backward community. It remains, however, a small town. The most significant fact about Ridgeway discovered by the investigators—and their report can be read in the current issue of the International Studies Quarterly—was that the people's most important source of world affairs information is television. To be specific (and I hope the other networks will not ask you gentlemen for equal time) it is the "David and Chet" newscast. Within the town limits of Ridgeway, somt thirty percene of the families are Negro, but as the investigators wrote, "only three families reported not having a T.V. (and one of these has since succumbed)." I believe that many of you gentlemen might well find in your constituencies examples of other Ridgeways where the television set is now a true window on the world at large. And by the world I mean not only foreign lands but our great country as a whole. Nor do I believe the needs of persons in our smaller communities to be educated, informed and enriched in their daily lives to be any greater than those of the masses in our overcrowded and turbulent cities—perhaps, indeed, it is actually less!

In closing I would like to emphasize one point. The rapidly increasing rate of changes in our national life, changes greatly influenced by developing technology, demands that we put the same technology to use to help solve the problems of change. Public Television can assist in the development of a more highly educated and informed citizenry which, in the last analysis, is not at the mercy of any commercial, governmental or bureaucratic interest. I would be most sensitive to the danger of Public Television becoming a misused medium. I trust that Congress, in its wisdom, will see to it that, through adequate safeguards, Public Television will not be dominated by any special interests which will detract from its mission.

After stressing this fundamental point, I would express on behalf of my Committee colleagues, the hope that the Congress will see fit to provide adequate support, allied to the safeguards mentioned, for the Bill H.R. 6736. It should be done soon, for the need is urgent—each day that passes is forever lost. Development of the new generation of T.V. innovators is being retarded in E.T.V. studios on and off our campuses by shortages of funds, both for equipment and operations. These eager young people are awaiting your support.

Mr. Moss. The Chair would like to state that in order to expedite the hearings, I am going to have to abide by the 5-minute rule.

Mr. Nelsen?

Mr. NELSEN. Thank you, Mr. Chairman.

I want to thank the gentleman for a very, very good statement. It certainly expresses imagination and meets some of the questions that have been previously asked.

I do want to compliment you on an observation that you just made referring to the deterioration of national values as evidence by the leadership of our forefathers.

It seems to me that we are competing in an area of television with political influences, where many times the politician seeks to tell me, my neighbors, and others, that they have the answers to all their problems coming out of this great National Capital.

As a result of this political impetus and influence, it seems to me that in our society there is evidence of a moving away from the initiative that has made this country the great country that it is.

This morning coming down I listened to the news and I heard our former Secretary of Health, Education, and Welfare, Mr. Ribicoff, pointing out in his statement that in the area of housing, the private sector of our country could do so much more and so much more cheaply than can be done through governments.

I am certainly bolstered in my conviction and philosophy by what you say, that while we recognize that there is a need of government intervention at times, never should we forget that the national values of our forefathers has its influence.

I hope that if we do have a national television educational program, sound theories of economics and philosophy can be a part of their curriculum.

Thank you very much for your very fine statement.

Mr. JONES. Thank you.

Mr. MOSS. Mr. Rogers.

Mr. ROGERS. Dr. Jones, we appreciate your statement. It will be most helpful.

Mr. MOSS. Mr. Brotzman?

Mr. BROTZMAN. I would like to also welcome you to the committee and thank you for your statement.

Mr. JONES. Thank you. I am glad to be with you gentlemen. I have watched with great interest that which you are doing with regard to educational television; and that which you do in your broader function in Congress in financing education.

I would just say to you in leaving, and I say it every night when I say my prayers, I say thanks to Congress. I went to South Carolina 5 years ago hoping to develop a university which would be effective in developing our people. I had great dreams and great plans. In the 5 years I feel I have achieved as much as I had hoped to achieve in 15 years. A great deal of the credit is due to you gentlemen for that which you have done, what some people have referred to as intervention in education by Congress but which I have looked to as a sincere aid which is greatly accelerating the development of our universities and thereby the development of our people.

I most humbly and sincerely thank you for that, gentlemen.

Mr. MOSS. Thank you.

Our next witness is Mr. Clifford L. Gorsuch, regional director, National Association of Broadcast Employees and Technicians.

STATEMENT OF CLIFFORD L. GORSUCH, LEGISLATIVE REPRESENTATIVE, NATIONAL ASSOCIATION OF BROADCAST EMPLOYEES AND TECHNICIANS, AFL–CIO

Mr. GORSUCH. I shall be most brief, Mr. Chairman.

Honorable chairman and members of the committee, my name is Clifford L. Gorsuch, legislative representative of NABET, the National Association of Broadcast Employees and Technicians, AFL–CIO. Our union represents thousands of highly skilled and talented people who are employed by television and radio broadcasting stations and networks.

As we express our appreciation for this opportunity to speak to you, let us also assure you of our enthusiastic approval of the idea, the aims and purposes of the Public Television Act of 1967.

Briefly developing this statement of support, I wish to say that those of us who are employed in the broadcasting industry have long felt the real need of and deplored the substantial lack of true public interest broadcasting. Surely, the public interest will be more imaginatively served by a broadcasting system which features a philosophy of programing that diligently pursues the highest standards of excellence in the presentation to all our citizens of artistic creation, controversial expose, educational revelation, and inspirational enrichment.

However, the term "public interest" also gives rise to concern for the economic and other day-to-day problems of that segment of the public which will be employed by stations, networks and/or other entities comprising the broadcast system envisioned by this legislation.

Vast amounts of Federal and other public or institutional funds will be allocated. A considerable amount of these funds will have come from labor union members, including those union members presently employed in commercial broadcasting. We feel that these members, as a part of their public interest have the right to expect that public television broadcasting—or any form of educational, cultural, or other non-commercial broadcasting—should be and shall be subject to all Federal rules and regulations.

We urge you and your committee, Mr. Chairman, to consider that all forms of broadcasting regulated by the Federal Communications Commission be subject to the rules and procedures of the National Labor Relations Board.

We believe that the employee-employer relations interests of all broadcasters and their employees comprises a basic element in the general area of the public interest involved in broadcasting. The employers of public broadcasting should have the same rights as the employees of commercial broadcasting.

One prime example of the inequity involved as matters stand now is the fact that the employees engaged in non-commercial broadcasting have no agency through which they may seek certification of a collective bargaining unit. Their only recourse, if the employer refuses recognition, is to strike to force recognition.

Certainly, Mr. Chairman, this regrettable procedure cannot be considered to be in the public interest. We urge, therefore, that the proposed bill include the requirement that no noncommercial broadcaster would be eligible for Federal or other public funds if such broadcaster should fail to abide by the regulations of the National Labor Relations Board or other appropriate agency.

Further, we hereby second the recommendation of the AFL–CIO that a member of the governing body be appointed from the ranks of the labor movement. This, too, we feel is in the public interest.

Mr. Moss. Mr. Rogers?

Mr. Rogers. Thank you very much for your statement. We appreciate it.

I have no questions.

Mr. Moss. Mr. Brotzman?

Mr. Brotzman. Thank you for your statement.

I have no questions, Mr. Chairman.

Mr. Moss. I have a question.

I can see some very complex problems raised as a result of your recommendation dealing with local school boards or with State governments, or dealing with both nonprofit corporations and public entities, where we might encounter provisions of State constitutions of corporate charters.

It would seem to me that the subject matter is both of sufficient importance and scope to be considered as a separate matter of legislation. It isn't as uncomplicated as it appears to be in the statement. You can see that there are many ramifications.

Mr. GORSUCH. Yes, indeed. We were aware of that, Mr. Chairman, when we prepared this. We would welcome any thoughts or suggestions that you or others might have as to possible other avenues of approach on our part, to pursue this line of thinking.

But since we are in television and radio broadcasting, we felt that this might be at least a proper place to, shall we say, fire an opening shot along this line. That is why we chose this approach.

Mr. Moss. I think it is a very heavy burden for a very weak reed, and it should be considered in its broader aspects. We in this committee have authorized grants and allocations for many purposes of an educational nature in the field of public health, in medical education, where similar problems might well arise.

But we have not attempted this new and rather novel approach to solving a matter which, broadly stated, exists both in the commercial and noncommercial fields. The difference is that in the noncommercial field we have the ramifications I mentioned, of dealing with public entities which are governed by both constitutional and corporate charters. It would require quite extensive consideration of this type of legislation.

I do want to thank you for your statement in calling this point to the attention of the committee.

Mr. GORSUCH. Thank you, sir.

Mr. Moss. There being no further questions, we will now hear from Mr. Charles Benton, president, Fund for Media Research.

Before we hear from Mr. Benton, I would like to ask unanimous consent that a reply to the request of Mr. Springer, received from the Department of Health, Education, and Welfare, be inserted at the appropriate point in the record.

The response is headed "ETV Audience Ratings."

(The material referred to appears on p. 93.)

Mr. Moss. I would also like to ask unanimous consent that the record be kept open at the conclusion of the hearing today to receive supplementary material which has been requested by the chairman and various members during the course of these hearings.

Hearing no objection, it is so ordered.

The CHAIRMAN. Mr. Benton, we welcome you to the committee. You may proceed as you see fit.

STATEMENT OF CHARLES BENTON, PRESIDENT, THE FUND FOR MEDIA RESEARCH, LINCOLNWOOD, ILL.

Mr. BENTON. Thank you, Mr. Chairman.

Mr. Chairman, I am grateful for this opportunity to testify on the Public Broadcasting Act. My remarks are based on experience in pri-

vate business in the development and production of educational films as former president of the Encyclopaedia Britannica Educational Corp. and of Encyclopaedia Britannica Films.

Today I appear in my capacity as president of the Fund for Media Research, a private, nonprofit foundation engaged in a study of the status and needs of instruction, as served by television, in 16 major cities.

The fund is conducting this study on behalf of the research council of the great cities program for school improvement. The membership of the council includes 16 major metropolitan school districts involving around 4 million youngsters, or roughly 10 percent of the total school population in the United States.

My comments are based on direct knowledge of the uses of modern audiovisual techniques in improving classroom instruction.

I would like to express my full support for the goals of the legislation now before this committee. A sound program of public television can be a force for improving the quality of all television, and indirectly the advancement of education.

My comments today concern one specific section of this bill, title III, which authorizes a study of instructional television which may cost as much as $500,000. While the idea of a Government-supported study is good, I am concerned that Congress makes the purposes quite clear, so that the result can be as authoritative and useful as the Carnegie Commission report.

I believe the study proposed by title III can be extremely useful if it is expected to provide the Congress, the educational community, and private business with clear answers they need to aid in the most productive development of instructional television.

But to get any such answers, we must first ask the right questions. I think that the committee might find it impractical—as did Senator Pastore's subcommittee in the Senate—to rewrite section 302. Yet either through language in the bill itself or through a clear statement in the committee report, the Congress should state what it feels the character of these questions should be.

In my view, quite aside from the important topics given as examples in section 302, dealing with content of the study, there are some vital matters the study plan should consider essential. I respectfully ask if the six examples in section 302 indicate how the study should tie directly to our most pressing educational needs.

H.R. 10408, conforming H.R. 6736 to S. 1160, as adopted by the Senate, omits this description of content. When witnesses suggested changing in its phrasing, Senator Pastore said that details should be left to the Secretary of Health, Education, and Welfare.

It was prudent of the Senate to delete that section. It would be desirable to make clear possibly in your report to the Congress your realistic and practical intent in authorizing title III in three respects. The points I submit all apply to the urgent, unmet needs of the disadvantaged children in our inner cities.

If taken into account, they would also serve large numbers of other students in public and private schools throughout the Nation.

It is not absolutely certain that the title III study will put the most pressing needs of pupils and teachers first, nor that it will come

to grips with city problems that Dr. Conant has called social dynamite.

No matter what else this study does, if it were not to examine inner city requirements it will be remiss. Now, to three factors that deserve emphasis:

First, what is instructional television? What does it do? The title III research should start with basic needs of education. Among the conditions we are seeing on our study of instructional television in the big cities is the high turnover of pupils and teachers. In some schools well over 100 percent of the children move in and out per year. Thousands speak not English, but a dialect or only a foreign language. In language ability, thousands enter the first grade a year behind the norm, and by the sixth grade are as many as 4 years behind. Arithmetic skills show the same dismal pattern.

There is the absence of motivation with more than half of all students dropping out along the line before high school graduation in some large cities. More than 6,000 teachers in New York City alone were newly hired last year. Most have no inner city teaching experience, and the teacher preparation program for such teachers is almost nonexistent.

We are seeing how television can mitigate these enormous problems. Chicago has devised clusters of schools linked by closed circuits. They are financed under title III of the Elementary and Secondary Education Act. Much of the pupil turnover is within a neighborhood cluster. When a child moves to another school with the same television teachers, there is less dislocation.

In Detroit, one new child—now in her fourth school that same year—was unreachable by any teacher until she saw the TV screen and exclaimed, "There's my teacher!"

Many superintendents have told me that a major advantage from television is inservice teacher training. We are seeing school systems where telecast series provide the framework for updating what is taught, and how it is taught, particularly in the sciences and with math concepts still new to the teachers, who were raised on the "old math." In some cities television series on "Human Relations," aimed primarily at the teacher, have provided a useful stimulus for the frank discussion of problems in this area.

However, too often television offerings are mere supplements. We find them largely incidental decoration, remote from what schools must do. As one superintendent put it, "TV hasn't in any way done anything but supplement the traditional."

Seldom do we find enough programs for children at markedly different levels of achievement, designed for their individual aptitudes, interests, and problems. The potentially powerful tool of television can offer the good teacher a wide repertory to draw upon, as her students require.

In order to meet the special instructional needs of the inner city, the school broadcast efforts of the community station are not sufficient. The big city schools also need their own narrowcast facilities—CCTV, 2,500 megacycles—to handle their own critical requirements.

Second, what national policies can encourage better ITV programing for improving learning? The title III study should explore ways the Federal Government can encourage private risk investment.

Surely, the best professional resources of the educational publishing and audio-visual industries ought to be available, producing materials that educators can draw upon. Even though the need is evident, there is no market. Why? Risks are costly and they must be balanced against a chance for reasonable profits.

ITV was born with foundation money as an experiment, but the experiment is over. ITV is now a reality in American education that needs competitive quality programing. Educators should be able to select for their schools' needs from competitive sources. I neither underestimate the problems nor know the answer in school television. But one can be found that will protect the public interest and will advance instructional results.

Third, the country needs to learn more than "whether Federal aid for instructional media is proper and what form it should take." The title III study should estimate the scale of financing necessary to use instructional television well, much as the Carnegie Commission did in projecting public television costs.

To duck this question would be to risk drifting into multi-million-dollar expenditures in taxpayers' money on half-measures not worth buying.

Let me amplify each point briefly and suggest that in the long run title III can be as important as any authorization the Congress has ever made to strengthen education in this Nation.

First, the new media can be centrally constructive instead of on the "enrichment" fringes. While instructional television is not now generally making a major contribution to better teaching and learning, virtually all of the administrators and curriculum people we are talking to in the big cities agree that its potential is enormous.

Further, they seem to appreciate the uncommon work being done by resourceful instructional television supervisors and staff who cope, often superbly, with insufficient time, people, and money. What they have in abundance are courage, energy, and fine working relationships. To date, however, most boards of education and key administrators have not assigned high priority commitments to the electronic agents of change.

The Carnegie Commission observed that "instructional television has never been truly integrated into the educational process," that—like educational radio and films—it has been "put to incidental and occasional uses as ancillary material."

There are isolated contrasts. In May, I visited American Samoa with a group of big city school superintendents. There we saw television instruction at the heart of an entire school system. How much greater the potential should be in the 50 States.

Both John Goodlad, of UCLA, and Father John Culkin, of Fordham University, remind us that this year's high school graduate has, on an average, had 12,000 hours of classroom instruction, but has watched 15,000 hours of television.

Without neglecting logistics, the title III study should recognize the "electronic upbringing" of the generation now at school, whose members have watched television since they were weaned. The flow of signals is as normal to them as air and water. It is unfortunate that nobody knows how our educational system can mobilize the full

power of this medium for better teaching and learning of today's "television generation."

My second suggestion is to attract private competitive investment. The incomparable wealth of vivid material being developed by the foremost textbook publishers and educational film producers is rarely used on—or in conjunction with—school television.

As a former producer of films which school systems buy widely, I know that very few of our films were being telecast. There is something wrong when teachers use printed descriptions and line drawings of cell division when their students could see through microphotography this life process itself; when at the flick of a switch they can watch distant lands and peoples, or the reenactment of memorable statesmen and great events from the past.

School and community stations assembling lessons find it easier to restrict content to what is at hand. They lack time and money to cull from film libraries and graphics collections, and to arrange for clearances. There isn't any visible market for the education industries, even for excerpts of their products over television.

More and more major companies have been entering the education field. None that I know of is making any serious investment in instructional television programing, where their professional resources could be invaluable. The uncertainties on copyright further inhibit risk capital as well as the maximal use of existing visual materials. Title III presents an opportunity to lay the groundwork for the resolution of this impasse.

Lastly, the scale of resources—in money, personnel, facilities, and time—needed to get really substantial benefits from the new media must be anticipate. The Carnegie Commission deferred examination of instructional television, recommending the study proposed in title III. It reported that there is as yet no basis for making cost estimates in the manner projected for public television.

Congress should consider requesting that the title III study seek cost criteria in terms of instructional effectiveness, to find out what kind of money will be necessary to meet the priority needs of students and teachers. Unless we learn this, money spent meagerly could be largely wasted because we would get little for it.

In our inner-city slums, we are finding that even record-high per-pupil expenditures bring poor results, unless there are resources enough to accomplish the relevant tasks. It is the same principle as the critical mass required to set a chain reaction into motion.

There are times when we need to remind ourselves of what we already know. At the risk of belaboring the obvious, in the phrase "instructional television" the more important word is "instructional." The ultimate in engineering design cannot make up for poor teaching.

The title III study must regard advancing technology as a means, never an end. Television and other electronic media are still a new set of instruments. At their best, they are simply tools. The technological factors ought never be permitted to eclipse our concentration on primary goals. And the most important of these is the better teaching and learning for all the children in our fast-changing society.

The CHAIRMAN. Thank you, Mr. Benton.

Mr. Moss, have you any questions?

Mr. Moss. Mr. Chairman, I would just like to make an observation that I have made earlier.

In the course of authorizing the study, this committee has to take cognizance of the jurisdictional allocations made under the Reorganization Act of 1946. We can create problems on the floor of the House which can damage or defeat legislation if we go beyond the scope of the jurisdiction of this committee.

Some of the recommendations you have made in your statement, while excellent, while worth while in every respect, would, in my judgment, place this committee on a collision course with the Committee on Education and Labor. I think the price we would pay under those conditions would be far too great to hazard the risk.

The answer certainly should be sought and every effort should be made to gain the cooperation of the Committee on Education and Labor to see that some of the specific items mentioned are studied. But in the broader sense, this is the Committee on Interstate and Foreign Commerce and is concerned with broadcasting. That is where we gain our jurisdiction.

If we start getting into the more narrow field of closed circuit and then the general overall problems of the adequacy of instruction, the problems of teacher turnover or student failure, we are treading on very tender toes that sometimes react with great vigor on the floor of the House.

I merely wanted that made clear in the record.

The CHAIRMAN. Mr. Brotzman?

Mr. BROTZMAN. I would like to thank the gentleman for his statement. I have no questions, Mr. Chairman.

The CHAIRMAN. Mr. Benton, I want to thank you, too. We are glad to have had you with us. You follow a long parade of distinguished Americans who have appeared here in behalf of this legislation.

As Mr. Moss has said, we agree it is an excellent statement, with worthwhile objectives. I am sure that the Congress will take cognizance of what you have said. You have added to the record.

I agree with Mr. Moss that some of these questions would perhaps raise some jurisdictional problems, but we will take those into consideration.

Thank you again for coming before the committee.

Mr. BENTON. Thank you so much. It is a real problem that Congressman Moss has mentioned. I hope that some real thought will be given as to how to intermesh these forces. It is something that has to be faced if the full potential is to be realized.

Thank you.

The CHAIRMAN. Our next witness will be Mr. Richard Heffner.

Welcome to the committee, Mr. Heffner. You may proceed as you see fit.

STATEMENT OF RICHARD D. HEFFNER, REPRESENTING THE AMERICAN CIVIL LIBERTIES UNION

Mr. HEFFNER. My name is Richard D. Heffner. I am university professor of communications and public policy at Rutgers—the State University of New Jersey. I am chairman of the editorial board of Bantam Books and head of a firm of communications consultants.

Formerly the producer-moderator of NBC's "Open Mind" television program and editorial consultant to CBS, I served as vice president and general manager of New York's educational television channel 13 in its formative years. Today I testify for the American Civil Liberties Union, on whose radio-television committee I serve.

The American Civil Liberties Union has a longstanding concern with radio-TV broadcasting as it affects the public interest. Our involvement in this area stems from our fundamental support of the first amendment's free speech guarantee. It is our belief that free speech in the electronic media reaches the zenith of public service and can best be realized through a maximum of diversity on the air.

Our advocacy of diversity has led, over the years, to our constant encouragement and support of educational television. As early as 1951 we supported the reservation by the FCC of channels for educational stations. Since then we have urged the development of these stations as a communications channel through which diversity of opinions and ideas could circulate. However, as the demand for the public service use of television has increased, and new opportunities for increased utilization of the medium through technological advances have come on the scene, we note the need for a new definition of educational television.

Its scope today is much larger, offering the hope that it will become of even broader value to the public. Indeed, as S. 1160, already approved by the Senate, makes clear, recent thinking about the public stake in television has fostered the concept of a corporation for public broadcasting.

Public television—

As defined by the Carnegie Commission—

includes all that is of human interest and importance which is not at the moment appropriate or available for support by advertising, and which is not arranged for formal instruction.

It is distinct from commercial television, which "seeks to capture the large audience and relies mainly on the desire to relax and to be entertained." And it is distinct from purely instructional television, as well.

The union endorses the principle of public television as a means for providing the public with a diversity of programing which commercial television, because of its marketplace orientation, does not present sufficient to the public's need. If it is developed with this key point in mind, it could further expand the horizon of understanding of the American public.

It could help in building a well-informed electorate which, in turn, could give new vitality to the exercise of first amendment freedoms by providing source information for more intensive citizen debate. It could improve the functioning of democracy by offering to millions of citizens a deeper knowledge of their government, its operations and the myriad social issues our Nation must face—and solve.

The legislation now under consideration, and the original proposals set forth by President Johnson, draw on the recent recommendations of the Carnegie Commission and the Ford Foundation, which have been widely publicized.

The purpose of establishing a corporation for public broadcasting, in the words of the Senate Commerce Committee report on S. 1160,

is "to improve the facilities and program quality of the Nation's educational broadcasting stations so that this natural resource may be used to its fullest for the betterment of individual and community life."

The bill already approved by the Senate recognizes that this assistance should in no way involve the Government in programing or program judgments. An independent entity supported by Federal funds is required to provide programs free of political pressures. It makes clear that the Corporation for Public Broadcasting authorized by S. 1160 povides such an entity. The corporation would have a 15-member board of directors, with nine members appointed by the President, and the other six selected by the first nine.

We note that legislation before the House Interstate and Foreign Commerce Committee does not deal with the highly important issue of how this corporation will be financed. Because the means of financing is the most controversial aspect of the corporation, the initial legislation concerns itself only with its actual establishment. It is accepted that the more difficult question of financing the corporation will be faced next year.

We generally support the legislation before you, but for the sake of brevity, knowing that the hour has grown late, let me indicate that we do have a few concerns and let me express them to you.

The union generally endorses legislation setting up a public broadcasting corporation. We do so with full awareness that such a public corporation spells danger to civil libertarians always anxious about possible Government involvement and influence in the sensitive area of communications, where the first amendment imposes special restraints on Government.

However, we urge approval of this bill provided necessary safeguards can be constructed, because we see in it a vast frontier for diversity of expression which this new broadcasting enterprise can offer the public—a frontier which, if developed to heighten public understanding of complex social issues and to stimulate open discussion will justify our faith in the social utility of the first amendment's free speech guarantee.

The ACLU directs your attention to two areas of civil liberties concern which we urge the committee to consider:

(1) The insulation of the corporation from political influence, which would leave its mark on the character of the programing and raise the specter of Government involvement with program content; and

(2) The danger of the corporation becoming such a monolithic structure that the spirit of inventiveness which can create new and different programs will be impaired, resulting in a new brand of broadcasting conformity.

The corporation, although a public venture, is not a Government agency in the traditional sense. It was conceived to represent the public interest, and that only. If it is to succeed, it must stand apart from Government, free of direct—or indirect—influence. Therefore, it is particularly important that legislators use their ingenuity to develop means for keeping the Government's heavy hand away from the decisionmaking machinery which will shape the character of the corporation.

Members of the corporation's board of directors must be totally immune from political partisanship and political pressures, particularly in their selection. As a technique for avoiding political influence, we suggest that a method of appointment be adopted which would require that all directors be drawn from a list of perhaps 50 names picked by a blue-ribbon panel. This blue-ribbon panel should consist of representatives of a broad spectrum of public interests and responsibilities, persons who, because of their positions, share a deep understanding of the purpose of the corporation, to advance public broadcasting in all its phases.

Members of the blue-ribbon panel should be selected from among persons holding such positions as the Chief Justice of the United States, the Librarian of Congress, the Secretary of the Smithsonian Institution, the heads of the National Association of Educational Broadcasters, the American Council on Education, the National Education Association, the National Arts Foundation, and the chairman of the board of the National Association of Broadcasters, as well as others representing various segments of the community. This list serves only as a series of examples and is not meant to be definitive.

In any institution vested with far-reaching power and authority there is always the inherent danger that its very size, as well as an almost inevitable thrust toward inbreeding and self-pride, may stifle creativity and innovation, may lead it to place a premium on its own product and reject new ideas and concepts from outside of its own bureaucratic structure.

This problem assumes especially large proportions when the institution is a public corporation whose policies will determine the kinds of information and opinion that millions of people will hear and see. It is essential, therefore, that special care be taken to assure that the corporation's sources of programing represent diverse approaches to broadcasting, so that sameness and conformity do not become its trademark.

We are not suggesting that the public corporation be prohibited from producing its own programs. But in order to make certain that public broadcasting will not be shaped into a single mold, the law should require that at least 50 percent of the corporation's programing must come from diverse outside sources.

This requirement is no perfect guarantee that the corporation staff will not select outside programs, or choose outside producers, to follow the staff's programing attitude and orientation. In the final analysis, one must hope that the corporation's directors and its creative staff will be so stimulated by the opportunity for diversity that they will be eager to search out new and different kinds of program content and approach.

But because all human institutions reflect the frailties of human beings, the legal requirement that a certain amount of programing must come from outside sources may have the advantage of keeping the corporation's staff constantly on the lookout for fresh and imaginative broadcast product. The 50-percent requirement would also place on the corporation's board a special responsibility to assure diversity of program sources.

Adoption of this bill will not automatically pave a smooth road to the success of public broadcasting. The public corporation is only a

structure and, as we all know, the method of financinig its activity is a crucial factor. We realize that this controversial question of financing will be the subject of further study and subsequent legislative proposals.

Because the economics of public broadcasting is so directly related to the civil liberties hope for diversity embodied in this new medium, we reserve the right to comment at a later date on the specific proposals to be offered, but as a helpful guide to Congress' future thinking, we do wish to express our belief that methods should be devised to insure true fiscal, and, therefore, programing independence on the part of the corporation. This should be achieved through the principle of independent and continuous sources of financing.

We are on the threshhold of a bold and invigorating experiment which holds vast promise that the public airwaves will be utilized to serve the public interest—in the broadest possible manner. The first step is acceptance of the principle of a new public corporation dedicated to public broadcasting. We urge this committee, with the safeguards we have suggested, to adopt this principle and this bill, and thus move us one step further along the road.

The CHAIRMAN. Thank you.

Mr. Moss?

Mr. Moss. I want to thank you for a very fine statement.

I would like to examine with you the question of partisanship on the board. I happen to be one officeholder who is very, very proud of the fact that I am a partisan. I am not always a political partisan. I am a partisan on many things.

But I would suggest that if you review your list of recommended sources, merely an illustrative list I recognize, that each could be a strong partisan, not in a political sense, but a partisan in promoting a viewpoint, an emphasis. So the fact that you remove a political label does not in itself assure that there will not be strong partisan influences on behalf of many causes.

The Director of the National Arts Foundation might well want undue emphasis on art. The chairman of the board of the National Association of Broadcasters might have another strong bias. Each of these persons could have a bias as strong as any avowed political partisan.

Again going back to the distinguished Jesuit who appeared here, I think the importance is that we select men of wisdom and integrity. If we have to resort to the political partisan balance, that still does not rule out the possibility of achiving the other objective, which is the more important one.

Don't you agree?

Mr. HEFFNER. Mr. Congressman, I think we would prefer the kind of partisanship that you describe—emotional, intellectual, devoted to any number of the nonpolitical causes you suggest—to be represented on the panel that chooses, as we have suggested, the possible members of the board of directors.

Let me put it this way: We prefer that the partisanship not be political, but be of the kind you have described.

Mr. Moss. Yet here in this highly partisan political body, the Congress of the United States, we have to consider the basic charter, and you hope, the public hopes, that we do a good job. We do it every day—consider the basic problems of our society. It is a political body.

I don't like to see it demeaned by always feeling that the testimony somehow of most witnesses accepts as inherent in that partisan role a lack of objectivity. I deny that that is the case. I think you can have both objectivity and political partisanship.

I wanted to make that statement because, really, I am rather sensitive on the point. I have heard it so many times over the years. I have seen these so-called nonpartisan groups work in a highly partisan atmosphere.

Mr. HEFFNER. If you will forgive me, sir, I must say that I would not take second place in partisanship to anyone. I feel as you do about political partisanship. We feel, however, that it, in itself and by itself, does not really have a place on this commission or on the board that would choose those members, although I do recognize and appreciate the point you are making. I must appreciate it because, as you are, I am a partisan, politically speaking.

Mr. Moss. What is magic about the 50 percent?

Mr. HEFFNER. I don't think, sir, there is anything magical about 50 percent. In our own discussions, this was devised as a means, somehow, of assuring that not all of the programing would come from the program or production staff of the public corporation; that somehow or other we would, by statute, if the Congress would so decide, have the means of insuring that the corporation would go outside of its staff, would go to diverse sources of programing.

Mr. Moss. I thought that was the objective of the legislation, to take the totality of the noncommercial broadcasters and utilize their resources through the corporation, as well as produce under the corporation.

I am always fearful of writing a fixed formula because sometimes the minimum becomes the standard. There is a tendency to say that we shall produce 50 percent of all programs and only acquire 50 percent from other diverse sources.

Wouldn't it be far better to state quite clearly the intent of the Congress that, to the maximum feasible, the corporation seek to utilize diverse sources available to it?

Mr. HEFFNER. Congressman Moss, I must say that I do agree with you. We emphasize the ingenuity of the Congress in resolving this problem because we, ourselves, are puzzled as to how to assure that there will be this looking outside of the corporation without either hamstringing or imposing a floor that is a ceiling.

Mr. Moss. Thank you.

The CHAIRMAN. Mr. Brotzman?

Mr. BROTZMAN. Just to pursue the point of my colleague from California, I have the same basic concern, I think, which has been enunciated here, Mr. Heffner.

As I envision what we are trying to do here, I did wonder about the 50-percent rule being in the legislation. I might ask you this question:

I would understand in the event we do have these individuals on the board, we are going to have a rather broad spectrum of interest. You say 50 percent from diverse outside sources. This needs clarification, to me.

Are you going to go outside of what they think might be a good program for this sort of thing?

Mr. HEFFNER. No. I think the answer to that question would have to be no, that obviously the responsibility would be placed upon these directors and upon the programing staff they hire to take responsibility for the programs they offer to the stations. So one can't go outside the realm of what they approve.

Mr. BROTZMAN. That should represent something like 100 percent, according to my thinking of this.

Mr. HEFFNER. Right.

Mr. BROTZMAN. Let us say the scope of the programing. What I am trying to find out is outside of what?

Mr. HEFFNER. I think I can answer that by saying there has been some concern expressed on the part of members of the board of the ACLU and members of its radio and television committee about the fact that the corporation, even though it may not own production facilities, will actually program itself and program at some great length.

Some members of the ACLU feel that this means that a new programing entity will be established which will not go outside of its own creative staff to find program product, whether that product be from ETV stations or that product be, indeed, from commercial organizations that produce program product.

The fear, the concern, was that there would be established a programing monolith; that as time went by, it would find itself naturally incapable of going outside of its own creative staff for the production or purchase of programs.

Perhaps we have used language that is not felicitous, but we have tried to establish the notion that the corporation must be encouraged to go outside of its own staff for the acquisition or the production of programing. As we understand it, the bill will not prohibit the corporation from producing programs. It will, rather, prohibit it from owning and operating its own production facilities.

This has been something that has been not too clear to us. There have been various interpretations of the bill as it emerged from the Senate on this question.

Mr. BROTZMAN. Thank you.

The CHAIRMAN. Mr. Van Deerlin?

Mr. VAN DEERLIN. Then to spell it out, Mr. Heffner, you would like to see language that says, in effect, that if the corporation does get into the production business, it shall produce not more than 50 percent.

Mr. HEFFNER. Again, in terms of what Mr. Moss said, some language that would indicate that it may not use only its own product and it must go substantially outside of its own programing group to find program product.

Mr. VAN DEERLIN. I should think, from much of the testimony we have had, the point has been made that 100 percent of programing would be from diverse outside sources.

Mr. HEFFNER. I must say, sir, that in our reading of the bill that emerged from the Senate, although some members of our committee took that position, others in reading the bill found the prohibition not against programing on the part of the corporation, but a prohibition against its ownership and operation of production facilities.

If one were to assume that the corporation could eventually produce its own programs without owning and operating its own facilities, as

is a common practice, then one could assume, too, that it might, in time, produce all of its ownp rograming.

That, it seems to me, has not been made clear. The language of S. 1160, I think, is not particularly clear in this regard, leading to a controversy in our own ACLU group. If we believed that there were a prohibition, I think perhaps we would have come to you and have asked that that prohibition be stricken by the House because we wouldn't want to impose a prohibition upon the public corporation that way, but, rather, have you devise some means by which we could be certain that it wouldn't only put on or offer to the stations its own product.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

Mr. HEFFNER. Thank you.

The CHAIRMAN. I just would like to say, Mr. Heffner, that I want to thank you. You are the last of a long line of distinguished Americans who have appeared here in behalf of this bill. I want to commend you on your public spirit and to say that I think you and all the others have contributed immeasurably to the furthering of education in America.

I am hopeful this bill will become a reality and we will see the results of it in a very short time.

On behalf of the committee, I want to thank you and all the others who have appeared here. You are the last witness.

This has been quite a long hearing, not maybe in terms of days, but in terms of hours spent in the hearing. I believe we have had 50-some witnesses from all over the land who have appeared.

I say again I want to thank you and all the rest of them.

Mr. HEFFNER. Thank you, Mr. Chairman.

The CHAIRMAN. The committee is adjourned. This ends our hearings on the Public Television Act of 1967.

The committee will stand adjourned until next Monday at 10 o'clock, when we start hearings with the transportation agencies on aircraft safety.

(The following material was submitted for the record:)

STATEMENT OF HON. ORVILLE L. FREEMAN, SECRETARY OF AGRICULTURE

Mr. Chairman and Members of the Committee: My statement today has two major purposes: (1) To give strong support to this legislation that would establish noncommercial, or public, television and radio. (2) To explain agriculture's deep interest in public television and radio and make some recommendations that will help safeguard agriculture's interest.

I.

The purpose and the need for public television and radio can be summed up, as the Carnegie Commission Report expressed it, in one word—freedom.

As the report said: "We seek freedom from the constraints, however necessary in their context, of commercial television. We seek for the artist, the technician, the journalist, the scholar, and the public servant freedom to create, freedom to innovate, 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."

I am sure that others have testified with greater knowledge and effect than I can command on the enormous impact of television and radio on American society. We all know that commercial television and radio have brought to the people of the United States a quantity and quality of news coverage, documentaries, and entertainment that cannot be equalled anywhere else in the world.

And yet I think that most serious observers in the industry itself would agree that significant gaps exist. The very nature of commercial broadcasting—dependence on commercial sponsors who are engaged in strenuous economic competition—often makes it difficult to maintain and assure the kind of balanced programming that television and radio must provide if they are to be fully effective as media of communiction and information.

Here is to be found the basic reason—the compelling argument—for an expanded noncommercial, public broadcasting, to supplement commercial broadcasting in a complete television service to the American people.

Some fear has been expressed that public broadcasting might lead to a Federally-controlled television and radio network which could conceivably become a huge propaganda vehicle for some future political oligarchy. I believe this fear is utterly groundless.

Certainly, the proposed Act does not lend itself to such a development. President Johnson said emphatically in his message on this legislation, "Noncommercial television and radio in America, even though supported by Federal funds, must be absolutely free from any Federal Government interference over programming."

The corporation for public television envisioned by this Act would be private and nongovernmental. It would be insulated to the greatest possible degree against any semblance of political control.

Mr. Chairman, I strongly support this bill.

II.

I hope, however, that the Congress, in writing and in considering this legislation, will take note of the special position and needs of agriculture and of rural America in general.

Farmers and ranchers, other rural people, and the Department of Agriculture have a deep interest in public broadcasting.

The USDA, on behalf of American agriculture, has cooperated closely with radio and television broadcasting stations and networks, both commercial and noncommercial, from the very beginnings of broadcasting in the United States.

It may be of interest to the Committee to know that as far back as 1919—48 years ago—Station WHA, a noncommercial radio station, located on the campus of the University of Wisconsin, began broadcasting not only the cultural material available from the University aimed at the community in general—but also programs aimed directly at farmers and other rural people. WHA continues these services to the present day.

In the early days of radio broadcasting there were probably no call letters better known that KDKA in Pittsburgh—a commercial station. One of the first programs KDKA broadcast was our USDA market news. Market news, as you may know, provides up-to-the-minute information on the prices of farm products and on their supply and demand to help farmers and business carry out their respective roles in bringing food and fiber to the American people.

I might point out that today more than 170 Federal market news offices—tied in with hundreds of State offices—gather this news daily and make it available from coast to coast and from Canada to the Gulf. Television and radio cooperate with us closely in getting out this extremely important information.

We are proud of our relationship with the broadcasting industry in general and of the close cooperation we have enjoyed for almost 50 years.

As new stations have come into existence over the years, many of them have given special attention to agriculture, to agri-business, and to rural living. Many of these stations still do this.

I have no doubt that among the reasons agriculture in the United States has made such immense progress in productivity is that producers, processors, distributors, and consumers have had speedy accesses to vital information. Radio and television broadcasts have certainly played a key role. In recent years many of these broadcasts have been supported, at least in part, by commercial sponsors.

In response to the expressed wishes of the broadcasting industry and its audiences, the USDA, the State Departments of Agriculture, the Land Grant Colleges and State Extension Services, as well as farm and agri-business organizations have cooperated in providing a wide variety of informative, educational, and interesting program material for the use of the broadcasting services.

Much of this material is beamed at and is useful to urban as well as rural people. It brings the latest information about farm programs, resource conservation, recreation development, consumer services, research findings, and

other data to quick and prominent attention, It presents interviews with scientists, farmers and farm officials, government people, consumers. It offers films and other visuals of many types.

The USDA alone provides broadcast material on a regular basis to more than 300 television stations and more than 1,000 radio stations on their request. Most of these are commercial stations.

Despite these achievements, however, it is clearly evident today that further progress needs to be made. For example:

Some of the less densely populated rural areas of the United States still lack a good signal from a well programmed television station.

The proportion of stations offering the special kinds of services needed by farmers and other rural people has dropped sharply as the number of stations has increased.

In recent years farmers and ranchers, and others whose economic and personal interests are close to agriculture and agri-business, have been dismayed because many large stations whose broadcasts cover a wide rural area have curtailed or canceled many of their important agricultural services in order to concentrate on urban audiences.

One of my purposes today is to urge the Committee to assure that rural people as well as urban share in the fruits of the new programming which would be made possible by this legislation.

This is of crucial importance.

Rural America is in crisis. For roughly a generation much of rural America has been deteroriating. This is evidenced by the heavy migration out of the countryside that has prevailed especially since World War II. Between 1950 and 1960, for instance, while national population grew by nearly 30 million persons, many rural communities lost population. Strongly rural counties—those with 70 percent or more of their people living in rural areas in 1950—actually had a net loss of some 15 percent of their total population by 1960.

The fundamental cause of this mass exodus from the American countryside was, and is, lack of opportunity—economic, social, and cultural.

Less than 30 percent of the nation's population is rural—but some 45 percent of the people with poverty-level incomes live in rural America.

Underemployment in rural America is equal to about 2½ million man-years of unemployment.

Rural people lag almost two years behind urban residents in education attainment.

People in the small towns and open countryside have access to less than half the number of doctors and less than one-third of the dentists minimum standards would dictate.

About 35,000 rural communities still do not have modern water systems and about 45,000 still lack sanitary waste disposal systems.

About 5 million, or one-third, of all occupied rural homes need either major repairs or replacement.

This is a problem of concern to the whole nation. The rural poor of yesterday have become many of the urban poor of today—and if we do not succeed in revitalizing rural America, the rural poor of today will become many of the urban poor of tomorrow.

The national interest demands that we bring about a rebirth of opportunity which will capitalize on the advantages of space, natural beauty, manpower, freedom from congestion, and outdoor recreation potential that rural America possesses in abundance.

In this effort the speedy communication and education potential of television and radio can be immensely valuable. I refer not only to what these media can do directly for the people of rural America in terms of information and education—I refer also to what they can do to create a broad national understanding of the needs and opportunities of rural America.

For minority segments in America, adequate public understanding is absolutely vital. And agriculture and rural America are minority segments. Despite all our efforts, there is still a mammoth understanding gap in this nation with respect to agriculture and rural America.

Far from praising farmers for providing high quality food abundance, the average citizen often blames farmers for their productivity—not realizing that this amazing productivity is the base upon which our high U.S. standard of living is founded.

And even while blaming farmers for surpluses, many of our people think of farmers as inefficient. They have not the faintest notion that agriculture's productivity per man-hour since World War II has increased two to three times as fast as that of nonagricultural industry.

We have made it one of our foremost concerns to bridge this understanding gap. Though we have had considerable success, a sizable gap still exists.

The average citizen still does not understand that rural America has a double share of the nation's poverty. He still is not aware that by creating opportunity in the countryside we can do much to stem and reverse the flow of unskilled, untrained, people to the cities which is responsible for many of our urban problems.

What makes the understanding gap particularly dangerous is the fast shrinking proportion of farm and rural people in the national population.

Two decades ago, 18 percent of the nation's population lived on farms. Today less than 6 percent live there. In 1940, about 44 percent of our population was rural. Today the estimate is about 27 percent.

Consequently, there is a tendency for city-based enterprises, such as television and radio, to write off farm and rural America. We must not do this. For eve nthough less than 6 percent of our people now live on farms, agriculture's contribution in terms of the nation's health, its economic base, the conservation of natural resources, and in terms of exports and aid to the developing nations was never so great as it is today. As for rural America in general, the future well-being of the American people will depend to a great degree on how quickly and how effectively we restore opportunity in the countryside.

The changing nature of U.S. agriculture—signified by sharply increased investments for capital equipment, growing ties with agri-business, the increasing need for flexibility in production patterns, and the mounting impact of research—places a great premium on information. We in USDA, for example, are increasingly dependent on television and radio in our efforts to implement programs of production adjustment, price and income stabilization, resource conservation, regulatory operations, and general research and education.

So far as USDA is concerned, we need additional access not only to rural people but to city people. A year ago one of the educational outlets cooperated with us in producing a one-hour television program, a national food buyers' quiz. It was carried on about 100 educational stations and was an outstanding success. Yet, it was the type of program which would not interest a commercial network.

There are many similar services of concern to rural and urban audiences for which we could provide material if broadcasting outlets were available. These include such areas as getting the most for your food dollar—basic homemaking—home improvement—upgrading diet through food aid programs—new food products—how to use pesticides safely, and a great many others.

This indicates the role public television can play in promoting public understanding. New public television stations strategically placed across our land would be a vital force in American life.

To quote again from the Carnegie Commission Report, "Public television is capable of becoming the clearest expression of American diversity, and of excellence within diversity. Wisely supported, as we conclude it must be, it will respect the old and the new alike. . . . It will seek vitality in well established forms and in modern experiment. Its attitude will be neither fearfull nor vulgar. It will be, in short, a civilized voice in a civilized community."

To fulfill this expectation, however, public television must present a rounded service.

To this end, I urge that in creating the Corporation for Public Television, continuing representation of the agricultural, conservation, and rural life interests on the Corporation Board of Directors be made mandatory.

I urge further that provision be made for public assistance in the production of material of rural interest for use over public television.

STATEMENT OF HON. JOHN A. LOVE, GOVERNOR OF THE STATE OF COLORADO

The purpose of this statement is to express the views of the State of Colorado in support of "The Public Broadcasting Act of 1967" (S. 1160/H.R. 6736). We are unquestionably in accord with the purpose of this act.

We in Colorado are vitally interested in the development and expansion of educational opportunities through the media of radio and television. The first ETV station in the Rocky Mountain States was established in Denver, Colorado in January, 1956. It serves a potential audience of over one million people. In Pueblo, Southern Colorado State College has applied for and received a grant under PL 87–447 to activate Channel 8 as a non-commercial broadcast station. It will provide cultural and educational programs to 325,000 people.

In September, 1966, we became an active member of the Federation of Rocky Mountain States, Inc., and of the ETV committee of this body, known as the Public Television Committee of the Federation of Rocky Mountain States.

In November, 1966, we established, by Executive Order, a Colorado Commission on Educational Television to determine statewide needs for ETV and to coordinate state activities with regional and national programs.

We strongly believe that the provisions of this act will assist Colorado to achieve its goals of expanded coverage and improved quality of programming. Only through this expansion will we be able to offer the school children and public in our sparsely populated areas the educational opportunities afforded those in the larger cities.

We respectfully recommend and request consideration of, support for, and adoption of S. 1160/H.R. 6736.

STATEMENT OF ROY E. LIEUALLEN, CHANCELLOR, OREGON STATE SYSTEM OF HIGHER EDUCATION

H.R. 6736, "The Public Television Act of 1967," is an important forward step in Educational Broadcasting. Title I by extending grants for construction of facilities will continue to assist states in their efforts to extend the benefits of educational broadcasting to all of the people. The inclusion of educational radio is particularly significant.

The Oregon State System of Higher Education has operated educational broadcasting facilities since the early days of radio. KOAC in Corvallis first came on the air in 1922 and has broadcast continuously since that time. Oregon, like many states, however, has found that the state tax base is currently severely encumbered by the tremendous pressures of growing educational needs at all levels. The assistance of the Federal Government in the area of educational broadcasting will assist Oregon in making more rapid progress in extending educational broadcasting services to the public.

Oregon was able to take advantage of funds made available by the Educational Television Facilities Act to improve the coverage of both state educational television stations. State plans call for the addition of a new TV station in southern Oregon, the improvement of the radio station facilities, and the extension of the radio network to a wider area of the state. Title I of the "Public Television Act of 1967" will be a great help in assisting us in reaching our goals.

Title II of the Act is particularly exciting, as it perhaps holds the key to helping us meet our local programing needs. Faced with the tremendous demands for local programing, and a limited production budget, a continuous decision of quantity versus quality must be made. The national and regional programing and local programing support potentially available through the corporation for public television will permit us to make significant strides towards meeting our local programing needs.

The concerns expressed by some that Title II will lead to governmental control of broadcasting do not appear valid in our estimation. Educational Broadcasting in Oregon has been supported by state government since 1922 without governmental interference. H.R. 6736, as proposed, clearly establishes controls to prevent the Public Corporation from becoming an organ of governmental propaganda.

Title III of the Act is needed to provide us with an analysis of the scope of instructional broadcasting. Tremendous development has occurred in this area in the last five years, and an in depth study leading to recommendations and directions is sorely needed.

In summary, "The Public Television Act of 1967" can have a tremendous impact in helping the states to meet the needs of their citizens for culture, information and education through the broadcast media. Oregon has greatly benefited from previous legislation in this area, and we look forward to the passage of this bill which can assist us in our efforts to extend the benefits of educational broadcasting to the people of our state.

STATEMENT OF DR. ERIC A. WALKER, PRESIDENT OF THE PENNSYLVANIA STATE UNIVERSITY, AND PRESIDENT OF THE NATIONAL ACADEMY OF ENGINEERING

I am Eric A. Walker, President of The Pennsylvania State University. I have been asked to comment on the Public Television Act, H.R. 6736, and I am very happy to do so.

The Pennsylvania State University is licensee of WPSX–TX, a non-commercial educational television station serving a 22-county Appalachia area in Central Pennsylvania, and of WDFM–FM, a non-commercial educational radio station.

The University also operates four closed-circuit television studios for use in resident education, and another in its undergraduate and graduate program for preparing students for careers in radio and television. Three of the University campuses—University Park, Altoona, and Middletown (Harrisburg)—are connected by microwave for instructional and administrative purposes.

The University also distributes three daily informational and educational program series to the Commonwealth's commercial and educational radio stations; conducts a daily agricultural program for a nearby commercial television station; is connected by lines to the Altoona School District and the Williamsport Technical Institute for research on computer assisted instruction. In addition, the University makes extensive use of a variety of other instructional media, such as telelecture.

The University also is now developing a model Demonstration Project—in cooperation with WITF–TV, Hershey, and the Pennsylvania Department of Public Instruction—to identify the advantages of a state network of Pennsylvania educational television stations.

In short, the University is committed to research and application of television and radio technology as a significant contribution to the total educational process.

I speak, then, in support of the Public Television Act, H.R. 6736.

News accounts of the Senate Commerce Committee hearings on a similar bill only a few weeks ago (and the calls issued there for creation of a Public Broadcasting Corporation) brought to mind a meeting held more than 15 years ago which was sponsored by Penn State and the American Council on Education. The names of conference participants include many familiar to you all: Arthur S. Adams, Everett N. Case, Francis Keppel, Carrol V. Newsom, E. Arthur Mungerford (now on the Penn State staff), and many others.

The major recommendation of that 1952 conference was for the creation of a National Commission for Educational Television "to encourage through television the extension of significant educational and cultural values for the American people."[1]

One of the members of that conference, Raymond H. Wittcoff, supported the recommendation as follows:

> The proposition which I submit for your consideration is this: the nation's educational leaders should formulate immediately a bold and forthright plan for creating a national educational television network. It seems to me that this is the only way that the educators can meet the responsibility which has been imposed upon them by the Federal Communications Commission's decision to reserve a large number of television channels for non-commercial educational use. Unless the educators move quickly, the people of America might lose the greatest educational opportunity they have ever had.
>
> In order to avoid any misunderstanding, we should make it clear that this is not a proposal to suppress local initiative and originality. Local authorities would have complete control over the stations. The national organization would function simply as a service agency and would have no control over the local stations. Local educational stations would be free to accept or reject particular network programs offered to them. It is highly desirable that a large part of each station's programming be originated locally. This is necessary so that the particular problems and values of each community will be given appropriate emphasis. It is important that each community feel the impact of its own educational and cultural agencies."[2]

Those are words from the Penn State conference of 1952. A perusal of the Carnegie Commission Report and of the draft legislation that you are now considering indicates that the words have weathered the test of time.

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[1] Newsom: A Television Policy for Education, American Council on Education, Washington, D.C., 1952, p. 165.

[2] *Ibid.*, pp. 232, 234.

Certainly, the time has come for general realization of the potential of this great national resource which has been recognized by educational institutions for two decades.

Although I speak in support of the Public Television Act, I have two reservations about the bill as it is written. One concerns the composition of the proposed Board. I believe that the proposed membership of three representatives of educational broadcasting stations constitutes a serious conflict of interest. Surely the Board, through its staff and through access to television personnel from all over the country, will be able to gather the information it needs without seating representatives of agencies which the bill seeks to finance.

The second reservation is a matter of emphassi. Title II, Section 2, Paragraph (c) now reads, in the listing of functions of the Board:

> . . . to make payments to existing and new non-commercial educational broadcast stations, to aid in financing local educational television or radio programming costs of such stations, particularly innovative approaches thereto, and other costs of operation of such stations.

The great need of educational television, in addition to a national network, is adequate financing of local stations so they can provide exemplary local service.

All stations, regardless of licensee, should be supported by the Public Corporation, for all serve the goals of education.

To assure support of all stations, including those that are established to bring educational resources to areas of low population density, I recommend that the following changes be made:

1. That the word "all" be inserted before the words "existing and new non-commercial educational broadcast stations . . ."
2. That paragraph (c) be identified as paragraph (a), as an indication of the importance of this paragraph, and that the record of the hearings of your committee identify the high priority which is placed on this paragraph.

The only major criticism that I have of the bill is one of dollars. The sum of $10 million in Title I for capital equipment, and the sum of $9.5 million in Title II for the Corporation are low.

In Title III, the sum of $500,000 would seem to be adequate for the study of instructional television and other instructional media.

In conclusion, I would like to speak briefly about Title III. Its significance should not be lost. The Committee should understand, and the record should show, that emphasis in the Public Television Act is specifically on *broadcasting*—television and radio.

When the study proposed in Title III is completed and legislation is drafted for implementation of the study, the Congress will then have a fuller concept of the need for extensive support of educational services as well as for educational broadcasting.

Three years ago at Penn State I appointed a Task Force on Communications to study the needs of the University and its 20 campuses in the decades ahead. Attention was focused on how electronic technology could contribute to meeting those needs in instruction, continuing education, research, and administration. From the reports of the Task Force, the University has fashioned experimental projects which I hope will point the way toward application of the new technology in a way that will demonstrate significant impact in the field of higher education.

I am sure that the study proposed in Title III will show the need and desirability of a national policy on educational communications, a policy that might provide on a national scale the electronic highways necessary to meet the educational needs of today. Such a study, I am sure, will complement the bold and imaginative proposals of the Ford Foundation on application of satellite technology to education.

When this Commitee and the Congress have completed action on the Public Television Act, it should be with the realization that this Act is only the first act. The Public Television Act speaks of *broadcasting*. The Ford Foundation proposal speaks of a total system of communications dedicated to education. I commend the basic principles of the latter to the Committee's future attention.

May I again state my support for the Public Television Act, and urge its adoption.

Thank you.

STATEMENT OF THE NATIONAL CONGRESS OF PARENTS AND TEACHERS, SUBMITTED BY MRS. EDWARD F. RYAN, CHAIRMAN, COMMITTEE ON LEGISLATION

Mr. Chairman and Members of the Committee: We appreciate very much this opportunity to present to you the very deep concern of the National PTA for the improvement of noncommercial educational broadcasting in radio and television. The National Congress of Parents and Teachers (National PTA) numbers a membership of more than eleven million, and few of its many efforts in behalf of children and families command a more widespread interest among its members than the concern for improving the quality of television fare and for bringing educational television to all people of the United States.

Twice in the last three years our national conventions have adopted resolutions calling upon mass media agencies to raise their own standards of ethics, morals, and program quality. For nearly eight years we have furnished members and other subscribers with evaluations of current television programs for suitability for children, youth, and families. Third, we have developed and widely publicized criteria for evaluating television, radio, and other programs. These measures have helped numerous families with their own children, but in all candor their effect on commercial programing has not been very great.

We have looked to noncommercial television as a more responsive and fruitful source of programs based on desirable values. Our state branches have given much assistance to the establishment of local and regional noncommercial educational television stations, sometimes in supporting necessary legislation, sometimes in arousing general public support. Additionally, large numbers of local PTA's have given necessary assistance to school systems in taking advantage of available instructional television, sometimes in furnishing equipment for demonstration projects and thereafter in developing public support.

The concept of television and radio broadcasting as an educational instrument in the broadest sense offered dazzling hopes, and if the reality has fallen so far short, we believe the reason has been the insufficiency of time and talent and material resources dedicated to the planning and preparation of programs. There have been excellent programs among the documentaries, live coverage of current events, and presentations of symphonies, ballets, and plays, although even these are by no means given the framework they sometimes command in a commercial production, or the technical advantages their value warrants. Adequate funds, and the freedom to explore new subject matter and new production methods peculiarly suited to these media, could well open new cultural worlds to many Americans.

We should also like to see issues of particular importance to the public welfare, both to the community and to the individual, given presentations that are well rounded, honest from many points of view, articulate, and well founded in fact and in implications. A few of such issues might be: community responsibility in the prevention of juvenile delinquency, the ordinary citizen's impact on his neighbor's mental health, the parents' role in the child's progress in learning, the importance to be placed on early childhood, the ways of effective protest, the various means of citizens collaboration. Such issues as these touch the heart of the public welfare, and their discussion is adult education in the broadest sense. Because of their complexity, however, and the infinitely wide range of experience among potential viewers, such programs demand the highest degree of various skills.

We have therefore welcomed the Public Broadcasting Act of 1967. We warmly approve the declaration of policy that encouragement of noncommercial educational radio and television broadcasting, including their instructional use, is in the public interest; that their expansion and development depend on both local and national freedom, imagination, and initiative, but are also of appropriate concern to the federal government. We feel it is important that educational radio is included in this measure, for its ability to accomplish so much public service at low cost, its facility for live coverage, and its potential for substituting the imagination of the listener for elaborate productions.

We approve the provisions for the "Corporation for Public Broadcasting" and its purposes. We note and approve that, coordinate with the studies to be undertaken by the Corporation, the President has directed the Administrator of the National Aeronautics and Space Administration to conduct experiments on the requirements for a communications satellites system. It is our view that these opportunities should not be lost to secure for educational noncommercial

broadcasting the advantages of advancing technology, including interconnections through the means of communications satellites.

We should like to note our particular support for the provision in H.R. 10290, Sec. 396(g)(4) for the development and preparation of children's programs of high quality, which have been all too few in all parts of the country.

We would suggest further that the financing of improved facilities and programs not be limited to one or two or three methods. We would recommend consideration for the future not only of appropriated funds but of earmarked taxes upon receivers, a tax on commercial station licenses, the proposed share of savings from the use of communications satellites, and the acceptance of private funds. The costs of making the best use of the public's airways may thus be shared among many resources, rather than limited to the contributions of fewer interest groups.

We would hope that the present pioneers of so much that is promising in educational television and radio be fully utilized in plans and exploration for the future. We would stress the importance that the flexibility and freedom of program management which these bills seem to contemplate remain a prime consideration. Finally, we would record our support of the authorization of $20,000,000 proposed by the Act, and shall be concerned that it be fully funded, lest we find ourselves after the passing of this splendid opportunity in a position much like that of today—great promise, without the means of performance.

The National PTA members therefore hope very much that this measure is given the favorable report of your committee, and we appreciate the opportunity of offering these views.

STATEMENT OF EUGENE I. JOHNSON, EXECUTIVE DIRECTOR OF THE ADULT EDUCATION ASSOCIATION OF THE U.S.A.

The Adult Education Association of the U.S.A. is the professional membership organization of adult education in the United States. It serves as the umbrella organization in the field of adult education. Its members come from the many different agencies and institutions operating adult education programs in this country—these include colleges, universities, public schools, museums, libraries, cooperative extension services, voluntary organizations, radio and television stations, churches, labor unions and labor education programs, correspondence and technical schools, the Armed Forces, business and industry, health and welfare agencies, correctional institutions, and the like. The Association's periodicals and reports regularly go to 8,000 individuals; to 125 organizational and institutional members; to State Associations of Adult Education that now exist in most of the fifty states and to local or city councils of adult education in urban areas.

In addition to serving its members—individual, organizational and state—the Adult Education Association also acts as Secretary for the *Committee of Adult Education Organizations*. Representatives of twenty national adult education organizations belong to this Committee; they meet twice yearly to exchange information and develop procedures for cooperative action on matters of common interest. These organizations conduct most of the adult education activities of the nation in which more than 30 million adults participate each year.

Both the Adult Education Association of the U.S.A. and the Council of Adult Education Organizations support H.R. 6736. We urge favorable and immediate action on it. We predict that passage of this legislation will bring the nation's non-commercial educational television and radio service to a new and much higher level of excellence; to a much broader coverage, reaching additional millions of Americans who cannot get it now. We are particularly appreciative for the leadership provided by those who have initiated and shaped this proposed legislation.

We wish to comment particularly on Title II—the proposal to create a Corporation for Public Television. Before turning to Title II, however, let me record our support for the provisions of both Title I and Title III.

We believe it is in the public interest, convenience, and necessity for our Congress to make funds available—through the Department of Health, Education and Welfare—to interconnect the non-commercial educational television stations of the country. Providing funds for construction of television or educational facilities is, of course, not new. The nation could not have developed the number

of stations rooted in educational institutions and dedicated to serving the needs of the people in the communities of the United States and its Territories without the assistance that has been made available already. We are proud of the record that non-commercial educational television and radio has achieved so far. Adult educators have worked closely with these stations and have found them of great value in broadcasting programs designed to meet the needs of adults for education that continues throughout life in the presence of rapid cultural change.

We support the several differences between H.R. 6736 and S. 1160 designed to clarify the plan of educational radio in the total broadcasting field. Adult education has a solid interest in educational radio dating back to the 1930's. More recently the advent of sub-carrier operations in FM broadcasting made possible by technological improvements vastly extend the educational potential of radio broadcasting.

We also support the proposal for a study of instructional television. We hope that the research under Title III of this Act does indeed go forward with fresh inspiration to examine new areas of educational potential.

While adult educators have a sincere concern for the growth of instructional television, we wish to emphasize the point that adults and the communities in which they live have continuing educational needs apart from those to which instructional television is directed. The continuing educational needs of adults *not* met by instructional television would fall, we believe, within the interest field of the programs to be supported by the proposed Corporation. This category of needs is illustrated by some of the programs on which adult educators have already cooperated with National Educational Television or its affiliated channels as well as educational radio stations around the country. May I refer to four of the most recent of these:

1. A series of documentary programs of the problems and challenges of urban life developed by NET and released under the title of *Metropolis: Creator or Destroyer?* Most of the affiliated NET stations carried these programs. At the same time, a score of university extension divisions organized additional educational experiences which took the form of study materials prepared for discussion groups, lecturers, tours and exhibits on the city, etc. The National Council of Churches and a number of other organizations around the country joined in encouraging the widest possible participation of people in these programs.

2. *The Dynamics of Leadership*, a series which originated in WGBH in Boston, has been used by many NET stations as a basis for enabling individuals drawn from such widely different population sectors as workers in factories, members of such voluntary organizations the the League of Women Voters, churches, and Boy Scout leaders to study the social psychology of interaction within human groups whenever—and whyever—they form.

3. *The Town Meeting* in the Twin Cities area of Minnesota produced this spring, through the educational non-commercial television stations in the Twin Cities, in Duluth and in Appleton, a series of hour-long documtaries for use by citizen groups to study problems affecting each of their respective communities. Last November, more than twenty thousand individuals participated in the first series of Town Meetings via television in the Minneapolis-St. Paul area alone. Planning is well underway to extend this concept—the experience and the organizational procedures of the Twin Cities Town Meeting—to other communities in a five-state area in the Midwest. Eighteen universities in the Twin Cities area and Duluth cooperated in securing a variety of educational services for the Town Meeting. They provided trained discussion leaders. The held workshops on community problems. They conducted open public forums in order to give individuals a chance to meet person-to-person as well as across a television screen. These supplementary educational services are—and were—supported by a grant from funds made available to the State of Minnesota under Title I of the Higher Education Act of 1965.

4. For several years, NET has produced a series to accompany the *Great Decisions* program conducted annually by the Foreign Policy Association. The *Great Decisions* program involves more than 300,000 adult citizens each year in the study and discussion of significant issues in the field of U.S. foreign policy. The *Great Decisions* program has been extended into the secondary schools and involves an additional 300,000 future adult citi-

zens there. A variety of adult educating agencies—the Cooperative Extension Service, several hundred churches, university extension divisions, the public schools, community colleges and adult education councils in many cities throughout the U.S. conduct educational activities to strengthen and to enrich the *Great Decisions* program. Here in Washington, D.C., for example, the Adult Education Association of Greater Washington annually conducts leadership training workshops for persons who plan on leading *Great Decisions* discussion group in January, February and March when the program is usually underway.

I could cite innumerable other examples of most effective working cooperative arrangements between adult educators and non-commercial educational television and radio stations around the country.

We believe that this kind of continuing cooperation between adult education organizations and educational television and radio stations can be a major factor in restoring a sense of citizen participation in community life as well as citizen awareness and understanding of many significant issues that are national and, yes, even international in scope.

The Foreign Policy Association has established a Task Force on Innovation in Public Affairs Education. The Adult Education Association of the U.S.A. works with the Foreign Policy Association in seeking to determine how the adult educational resources of the entire nation can be most effectively employed in order to surround the consideration of major public issues with an increasingly interested and informed citizenry—as it was when each community was so small that everyone in them knew everything.

The Association is now engaged in a study to determine how these patterns of cooperation—and new ones that may be devised—can best serve the needs of the American people for understanding the basic causes of the disorders that have gripped many major U.S. cities.

Because of the importance of the current involvement of adult educators in helping adults to study and discuss vital public issues and the much greater potential of this effort for the future, we are delighted to note the many different areas from which the Board of the Corporation for Public Television will draw its members. We shall be eager to work with the Board of the Corporation to strengthen the ties between noncommercial educational television and radio stations with university extension divisions and other adult programming agencies. In this way, it will be possible to relate sources of financial support such as Title I of the Higher Education Act to funds made available from other sources for local or national educational programming. The Corporation could thus extend and insure enlightened educational activity between and among adult citizens who continuously hunger for intellectual and community experiences above and beyond the humdrum of everyday existence.

We are gratified that whatever funds Congress may make available to the Corporation for Public Television will be allocated according to policies supervised and in part developed, by the able, respected and objective board members this legislation has in mind. It is essential that this proposed venture into Public Television be carried on in a manner that protects the integrity and independence of the noncommercial educational broadcasting services.

Finally, we wish to commend the intent of the framers of this legislation to make funds for producing programs available to both national and local agencies. We believe it would be a serious mistake for facilities supported in whole or in part by funds authorized by this Act to be administered directly by the proposed Corporation. We believe the proposal to allocate these funds to independently administered national and local production centers is the most desirable way to guarantee both high-quality programming and diversity in programming with minimal political interference.

Over the past fourteen years, National Educational Television—or NET—has clearly demonstrated its ability to make available television offerings that are in the public interest, convenience and necessity. NET programs consistently maintain a welcome high level in taste and excellence. We assume that NET will be one—if more than one is contemplated—of the national program centers to which funds will be allocated under this Act.

Passage of this legislation will enable the nation's noncommercial educational television and radio facilities and the adult education agencies working with them to serve the American people with ongoing and imaginative effectiveness and impact. We *urge* its adoption.

STATEMENT OF ROBERT H. BEISSWENGER, PRESIDENT OF THE JERROLD CORP., PHILADELPHIA, PA.

As President of The Jerrold Corporation of Philadelphia, Pennsylvania, I am submitting this testimony to encourage you to adopt the concept of Public Television and the broad provisions of S. 1160, the "Public Broadcasting Act of 1967". I hope that the experience and thinking of The Jerrold Corporation acquired from our daily activity in the development and extension of educational and instructional television in the home and the classrooms of our nation may be of assistance to you in this important undertaking.

It may be helpful to describe my company's present position in the communications field. The Jerrold Corporation, a publicly held company, is the nation's largest manufacturer of equipment for community antenna television systems (CATV) and supplies the overwhelming majority of the country's CATV system operators with all or part of their equipment requirements. Jerrold is also a major CATV systems operator throughout the United States, and has a financial interest in the operation of CATV systems in 48 cities serving over 50,000 homes. The potential market in these communities exceeds 200,000 homes. We are also a leading manufacturer-supplier of equipment and systems for educational and instructional television, having been a pioneer in the development and installation of in-school closed-circuit educational television systems. For example, Jerrold recently equipped a state-wide closed-circuit television system for the schools of the State of Delaware. We have designed transmitting and receiving equipment for use in the 2500 megacycle ETV frequency band, recently authorized by the Federal Communications Commission for use in the Instructional Television Fixed Service Area. A good example of this commitment in depth is the contract which we were just awarded to design and equip a 2500 megacycle instructional television system for 135 Boston parochial schools. Our master-antenna and closed-circuit TV equipment for schools, hospitals, hotels and CATV systems, and our microwave transmitters and receivers, plus associated multiplex equipment, all have real application to the future of educational television and to the concept of Public Television.

A CATV system provides television broadcast signals via co-axial cable to subscribers who pay a small monthly charge therefor. CATV significantly improves the quality of the television picture, particularly color, and provides the viewer with many additional program choices. The CATV industry presently operates approximately 1,765 systems serving three million homes with a total viewing population of 9,900,000, and was recently described by the FCC as "developing into a significant force in communications on its own merits."

As an owner and operator of CATV systems and manufacturer of educational television equipment, Jerrold has become acutely aware that it is in the public interest to encourage the growth and development of non-commercial educational television broadcasting. Throughout the country, our systems, as well as those of others, have been endeavoring to fill a television and educational vacuum in many communities and towns by bringing to people in outlying areas, and in metropolitan areas, educational programming from distant and nearby stations which they cannot normally receive on their television sets. CATV subscribers are now being brought an increasingly broad range of cultural and educational programming both from local and more distant educational stations. The local nature of a CATV system together with its unique multi-channel capabilities has lent itself remarkably to this diverse task. Our systems have assumed the responsibility of bringing educational television to local residents who would otherwise be deprived of its benefits. We are introducing people to ETV for the first time at no increased expense to the educational station. A specific example of our capabilities to bring educational and diverse viewing to residents of a community who are without such service may be helpful to the Committee in illustrating this concept. Our CATV systems in central Illinois provide viewers with a diverse selection of several television channels, one of which is WTTW, the VHF educational television station in Chicago, Illinois, which residents of our Illinois CATV communities cannot receive on their home antennas. Additionally, we provide these same communities with the signals of the Midwest Program for Airborne Educational Television of Purdue University. Our CATV systems routinely provide free CATV connections to all schools in the community so that these educational programs may be utilized for classroom instruction.

Cable equipment has been developed and will be shortly bringing twenty or more channels of television to residents of many communities. The capacity of

cables to carry an increasing number of communications services is assured. Many of these additional uses will be other than broadcast television, but uses that to a significant degree will be for informational purposes beneficial to the public. This multi-channel capability should be utilized in part through local closed-circuit educational systems and is entirely beyond the capacity of the broadcast spectrum. Cable technology is the only method of bringing excellent quality to viewers with the added advantage of excellent color reception since it is not affected, like broadcast, by terrain, weather and other interfering conditions. Truly, the communications potential of coaxial cable is unlimited and must be utilized in the development of nationwide Public Television.

As my company views the future of educational television, and S. 1160 would bring that future into much clearer focus, we see our responsibilities and involvement with educational television increased in a number of ways. Various witnesses have projected the growth of broadcast ETV; however, it is apparent that even with such growth, millions of American citizens will not have access to local educational stations, due to their geographical location beyond the effective reception range of even this greatly increased number of stations. It is these millions that CATV systems can, and will, serve in the public interest. Additionally, these broadcast stations will never be able to furnish the many varieties of specialized educational programs which our multi-faceted national culture will demand. If one thing seems evident, it is that CATV has a vital role to play in this drama due to its character as a local service with so many different channel capabilities. In this respect, we share the belief of The Carnegie Commission that "systems in which television programs are delivered to the user by coaxial cable rather than by broadcast are also of great potential significance". But CATV has even a much broader role to play in Public Television than merely to fill in the gaps of under-served television areas.

Interconnection of stations in local, regional or national networks has been advanced as mandatory for ETV. On a national basis, satellites have been proposed to effect interconnection, while microwave and coaxial cable have been mentioned on intrastate or regional levels. It is not unrealistic to envision CATV systems operating as local networks with extremely diverse channel capabilities. And it is but one step further to link local networks with regional and national educational networks, in all of which cable communications will play a vital part.

With the foregoing in mind, it is our suggestion that Subpart C(8) of Title II be amended so as to include within the definition of the term "interconnection", the use of coaxial cable and community antenna television systems. Since they already serve as outlets for educational television, these concepts deserve valid recognition as means of interconnection.

But it is an entirely different manner that coaxial cable communications may well play its most important educational role. Although present communication of a CATV system is normally a one-way street, the future for two-way cable communications is unlimited, that is, from the programming source to the home and from the home to the station or closed-circuit program source. This cable communications capability obviously has vast implications for educational television and goes far beyond broadcast television to include *local* closed-circuit educational systems, originating perhaps from the local college or high school. A number of CATV systems presently cooperate with local school authorities in somewhat modest educational closed-circuit systems of this type. Envision for a moment, every person in every home being able to initiate a response to an ETV program. A student, adult or child, taking a test in his home and furnishing the answers by pusing a button on his television receiver; a retired person taking an adult course in American History prepared by a major college and receiving college credits therefor, without leaving his living room. A shut-in, alleviating the long hours of disability or convalescence by broadening his culture horizon through educational two-way cable communications. These are not pipe dreams—they are now technically possible and with a proper federal nationwide plan well within the grasp of many American citizens. This glimpse into the future warrants a comment on one of the proposed activities of the Corporation as set forth in Title II. The Corporation is authorized to conduct research directly or through grants or contracts in matters relating to non-commercial educational television. These studies should include, we strongly believe, *all* of the alternative methods of bringing educational programming to the home—not only from broadcast sources but from closed-circuit programming centers.

Thus, we believe that CATV systems, in view of their local affinity and technological characteristics and potential have a significant role to play, a role that need not be played on an already crowded frequency spectrum stage, but which can effectively reach the eyes and ears of a vast audience through cable. As I stated earlier, CATV systems have been extending educational programming to countless viewers who have been denied ETV. Since ETV does not begin to reach its potential audience, the continued need and existence of CATV as a potential carrier and outlet for Public Television is obvious.

It was with this thought in mind that I wrote President Johnson in early March and suggested that a representative or representatives of the cable television industry be included among the fifteen members proposed as the Board of Directors of the Corporation for Public Television. I repeat that suggestion here and would be hopeful that your Committee would include such a recommendation in your report.

Educational television has the same natural affinity to the community as does the community antenna television system. The heart of the matter is the community, and where no ETV station or allocation exists and where reception off-the-air is poor, CATV systems are, and will become, an increasingly vital outlet for Public Television. We support Public Television because we have seen the demand that exists for ETV. Make no mistake—the demand is there and we believe CATV can assist the Corporation for Public Television in the pursuit of its goals as stated in the Bill.

I am still disappointed to see instructional television remain the subject of a "study" as outlined in Title III of the Bill. Jerrold has worked closely with educational interests in each community served by one of our systems, and, as a matter of policy, we have provided "drops" or connections to schools for introduction of educational television. We continually assist in designing instructional television facilities. If one thing is apparent with respect to instructional television, it is that this technique is presently effective and need not be constantly re-examined to determine whether it really works. I would hope that the "study" as proposed in Title III would be closely aligned in purpose to the Report of the Carnegie Commission on Public Television. This seems to be the case since the original language of this authorization was broadened by the Senate to include the related facets of this type of transmission. However, we urge the Corporation to move rapidly in this field.

The Public Broadcasting Act of 1967 does not authorize funds for the Instructional Television Fixed Service, but we believe that this service warrants your definite consideration. More and more educational systems are incorporating ITFS in their schools and education appears committed to this concept. This valuable educational service needs assistance and we urge you to consider this now in conjunction with the funding provisions of Title I of the present Bill.

SUMMARY

In summary, we would specifically suggest that:

(1) The strongest consideration should be given to funding Instructional Television Fixed Service through the vehicle of Title I, particularly in view of the advancing state of the art and the extensive present commitment thereto by educational systems. Any study of this area should be rapidly pursued.

(2) Title II be amended to include within the definition of "interconnection" the use of coaxial cable and community antenna television systems.

(3) The provisions of Title II relating to the grants, contracts and funding research in educational television should focus on all possible technical method of providing same to the home, including the institution of local closed-circuit educational programming centers utilizing the existing cable facilities of CATV systems.

I am grateful for the opportunity to offer you our view of the depth of our commitment to educational television and to emphasize the vital need *now* for action on the President's Public Television proposals. I hope that I have convinced you of the enormous educational capabilities of cable communications technology, particularly CATV systems, which we at Jerrold call "the video pipeline to the home". We have considered it a privilege to have assisted educational television to date and hope to make an even greater contribution in the future. I believe the future will reveal the value of this educational pipeline.

RESOLUTION 29A-67-1, ADOPTED BY THE 29TH ANNUAL CONVENTION OF THE COMMUNICATIONS WORKERS OF AMERICA, KANSAS CITY, MO., JUNE 19-23, 1967—THE PUBLIC BROADCASTING ACT OF 1967

The Communications Workers of America strongly supports the enactment of the Public Broadcasting Act of 1967, as recently passed by the United States Senate.

Commercial television has not fulfilled all of its obligations to the American people. This fact is all the more deplorable in view of the tremendous impact of television upon the entire nation.

Creation of a noncommercial network with assistance of federal aid will help to bridge the information gap now existing in our country. The establishment of a new non-profit corporation for Public Broadcasting appears to be an excellent way to help insure the continuity and propriety of purpose, as substantially increased demand for public broadcasting makes this medium more vital. We endorse the increase of federal funds for public television and radio facility construction. We think the cost invloved is far less important than the great value which will accrue to the individual and to the nation through better television and radio coverage. The impressionable youth, the isolated elderly person, the busy worker, the handicapped, and the curious, each gains so very much in his own way, that any real improvement in television and radio will surely be beneficial. How can we measure the national value of increased family sharing of programs at home? What is the national value of making renewed, frequent contact with the younger generation through excellent public broadcasting?

It is apparent to us that today's American has a greater interest in, and love for, the cultural, educational and political-social institutions than ever did his forebearers.

The tremendous response and participation in outstanding television programs fortifies our claim that all Americans have a great desire for better radio and television programs.

Therefore, be it

RESOLVED: That the Communications Workers of America strongly and enthusiastically supports the passage and enactment of the Public Broadcasting Act of 1967.

[Telegram]

SAN DIEGO, CALIF., *July 11, 1967.*

Hon. HARLEY O. STAGGERS,
U.S. Representative From West Virginia,
House of Representatives,
Washington, D.C.:

We, the television coordinators of the state colleges of southern California, meeting last week, endorsed the proposed public television act of 1967 (H.R. 6736) now before your committee. We urge its passage to develop and extend noncommercial television as an educational and public information service to the United States.

RAYMOND DENNO, California State College, Fullerton; JOHN HEINZ, California Poly Tech., San Luis Obispo; KENNETH K. JONES, San Diego State College; JUBERT MOOREHEAD, California State College, Long Beach; DONEL PRICE, California State College, Los Angeles; ALLEN ZELTZER, California State College, Fullerton.

STATE OF ALASKA,
OFFICE OF THE GOVERNOR,
Juneau, Alaska, July 13, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House Office Building,
Washington, D.C.

DEAR CHAIRMAN STAGGERS: I am advised that the Public Television bill is now scheduled for hearings before your committee July 11, 12, 13, 18, 19, and 20.

I realize that the time of the committee is limited and the number of witnesses seeking to be heard are numerous. I therefore have refrained from seeking an opportunity to testify in person but would appreciate entering this letter as a statement to be embodied in the record of the hearings.

I strongly support early and favorable action by your committee on this measure.

This is an important bill for Alaska as the promise of educational/instructional television offers a badly needed potential for formal classroom instruction in remote areas as well as the cultural enrichment and contact with the Outside that informal adult education programing can provide.

With warm personal regards to you and the members of your committee.

Sincerely yours,

WALTER J. HICKEL,
Governor.

STATE OF MISSISSIPPI, EXECUTIVE DEPARTMENT,
Jackson, Miss., July 24, 1967.

HON. HARLEY O. STAGGERS,
Chairman, House Interstate and Foreign Commerce Committee, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: On behalf of the State of Mississippi, I welcome the opportunity to urge the passage of the Public Broadcasting Act of 1967.

From the beginning, the dominant theme of my administration has been that of comprehensive economic development. The one big remaining gap in Mississippi's development program is education designed for progress. To a state like Mississippi, education offers a potential instrument for the maximum development of all its resources. To our individual citizen, education is the means of a better life, to a better income, as well as to a greater appreciation of things cultural, intellectural, and spiritual.

In January, 1967 Mississippi received the first phase of a comprehensive State Education Study. This analysis was conducted by a highly respected out-of-state management consulting firm. One of their primary recommendations concerned the construction of a state-wide color educational television network designed to bring quality instruction into every Mississippi classroom.

The State of Mississippi has acted upon this recommendation. In August, we begin construction of a $2.5 million ETV Production Center complex and the first in a planned network of eight stations. Federal funding provided essential assistance for the first phase of our ETV operation. Future progress in this area will be substantially accelerated by the passage of the Public Broadcasting legislation presently under consideration.

Respectfully yours,

PAUL B. JOHNSON,
Governor.

STATE OF MONTANA,
OFFICE OF THE GOVERNOR,
Helena, Mont., July 14, 1967.

HON. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee, Rayburn House Office Building, Washington, D.C.

DEAR MR. STAGGERS: It is my understanding that your committee is considering HR–6736 "The Public Television Act of 1967," and S–1160 "The Public Broadcasting Act of 1967."

The Board of Directors of the Federation of Rocky Mountain States, Inc. at its meeting at Cheyenne, Wyoming on April 27, 1967, commended the work of the Carnegie Commission on Educational Television and endorsed its report in principle. As an individual member of that board, I reaffirm that position and the further resolution of the Board to urge careful consideration, support for, and adoption of S–1160 and HR–6736.

It is important that all of our young people have equal opportunity for education. It is important that programming from major national production centers, independent producers, and from stations all over the United States be made available to people in sparsely settled areas of Montana. It is equally important that local stations be responsive to the immediately areas they serve.

There are needs in Montana for television programming in elementary education, university education, and continuing adult education. We have had under consideration for some time a plan to link our two major universities by closed-circuit television. Since these two schools are complementary, many Montanans

think this might be a first step in expanding educational television in the State.

We are seeking means to bring educational television to rural areas of Montana. In particular, I would hope that the Federal Communications Commission might consider raising its present limitations on T.V. translator power for educational television broadcasting.

Kind regards,

TIM BABCOCK,
Governor.

STATE OF NEW MEXICO,
OFFICE OF THE GOVERNOR,
Santa Fe, N. Mex., July 12, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I understand that your Committee is engaged in hearings on the "Public Broadcasting Act of 1967" (S. 1160), previously passed by the Senate, and the parrallel "Public Television Act of 1967" (H.R. 6736).

As you know, the Board of Directors of the Federation of Rocky Mountain States strongly endorsed these Bills at their Cheyenne meeting. I am happy to add my personal endorsement and support of the Act.

Since 1952 the administrations of the State of New Mexico have been actively engaged in the development of television for educational purposes. During the 1948–1952 period, when the Federal Communications Commission requested states to make television allocation reservation, the State of New Mexico was one of the first states to make requests reserving channels for educational purposes. As a result of these reservations, the State of New Mexico can eventually provide VHF television coverage to all areas of the state.

In 1957 the University of New Mexico and the Albuquerque Public Schools filed for one of the 1952 reservations and have been operating Channel 5 on a 70-hour per week schedule for 10 years.

The STEP Committee (Statewide Television for Educational Purposes) was formed in 1959 to provide interest and guidance to further develop VHF television in the State. This Committee later became an official Governor's Commission. Under the Committee and the Commission there have been three studies made in an attempt to discover areas in which television could best serve the educational and informational needs of the State and the feasibility of interconnection of proposed channel activations.

At the present time New Mexico State University has received a Construction Permit from the Federal Communications Commission to operate a VHF television station on Channel 12, and Eastern New Mexico University has a Construction Permit to operate a VHF television station on Channel 3. The University of New Mexico and the Albuquerque Public Schools operate a VHF television station Channel 5.

Presently, Channel 5 is providing in-school teleclass content to 41 school districts, with 200,000 student exposures per week. These in-school programs have proved to be most beneficial to the participating school districts.

Approximately 19 additional school districts have requested the in-school service for 1967–68. The University of New Mexico and the Albuquerque Public Schools, through Channel 5, are providing technical consultation and guidance in establishing translator networks for these school districts.

Title I of the proposed Act will provide a practicable basis for activation of the additional VHF channels recommended by our Commission. Plans at both the local and state level for such activation are continuing. I support the modification of the provisions of the previous Facilities Act to allow a 75/25 matching ratio and the elimination of the limitation on funding of interconnection facilities.

The establishment, under the provisions of Title II of the proposed Corporation for Public Broadcasting should significantly improve programming at the national, regional, and local levels. I endorse the intent of the Bill to provide insulation of both corporation and operating entities from governmental interference or control. I endorse the essential accountability of the Corporation's bradcasting activities to the Congress.

My family and I have long been regular members of the viewing audience of Channel 5. It has been my pleasure to appear a number of times on locally produced programs, first as a member of the State Legislature and as a citizen

active in civic affairs, later as a candidate for public office, and most recently as Governor of the State of New Mexico. I am particularly impressed with the function of non-commercial stations in bridging the expanding gap between government and the public. Certainly, as we all recognize, an informed public opinion can exist only with maximum communication on public affairs.

The provisions of the Act seem likely to enhance the efforts of non-commercial broadcasters in this vital function.

Therefore, I respectfully request careful consideration of this legislation by your Committee and convey my personal hope of support for and endorsement of the Act.

Sincerely,

DAVID F. CARGO,
Governor.

GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN,
Santa Fe, N. Mex., July 10, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee,
Rayburn House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE STAGGERS: I understand your Committee is presently conducting hearings on "The Public Television Act of 1967" (H.R. 6736) and "The Public Broadcasting Act of 1967" (S. 1160) previously adopted by the Senate.

New Mexico is fortunate in the number of Channels reserved for non-commercial television and has had the benefit of public television programming from KNME–TV in Albuquerque since 1958. The station is jointly operated by the University of New Mexico and the Albuquerque Public Schools. There is extensive in-school use of educational programs at the elementary level, an outstanding pre-school service in "TV Kindergarten" and a wide range of adult programs including University credit courses. Significantly, although the station is operated by educational institutions, a heavy proportion of its program service has been what the Carnegie Commission terms "public television."

There are regularly scheduled series of Public Affairs programs, both local and national in origin. The station has been consistently concerned with bridging the gap between government and the public. As the Republican nominee for Secretary of State in 1966, I had the pleasure of appearing on KNME–TV's Candidates '66 series, as did all other candidates for state and national office from both parties. A weekly series during the session of our Legislature provided the most satisfactory airing of legislative issues to the public. Recently two programs dealt with the legal status of women, with Prof. Leo Kanowitz, Advisor to my Commission on the Status of Women, as guest.

I am much interested in seeing this kind of programming expanded and improved. It is my belief that the provisions of the Act in establishing the Corporation for Public Television and aiding both local and regional programming as well as national can help our station do an even better job. I am also interested in the provisions of Title I of the Act which will make possible additional stations to serve our southern and eastern counties. Interconnection of these facilities could provide a vital unifying service in our sparsely populated but geographically extended state.

For these reasons I urge careful and favorable consideration of "The Public Broadcasting Act of 1967."

Sincerely,

LOUISE BUNDY,
Chairman.

NEW MEXICO STATE UNIVERSITY,
University Park, N. Mex., July 11, 1967.

Hon. HARLEY A. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: The Public Television Act of 1967, H.R. 6736, is of great interest to New Mexico and to this university. The provisions of the new law are excellent and offer considerable promise to the development of educational television in this State if the Congress passes this particular legislation. The

renewal of the Facilities Act portion with improved Federal support for the development of physical facilities, the elimination of the limitation of the earlier law in regard to interconnecting television stations, the provisions for a Corporation for Public Television, and the enlarged provisions for research in the instructional uses of television offer great promise for our Nation and for a State such as New Mexico.

Earlier, New Mexico State University made application for an educational channel and a grant under the law. Presently this is held in abeyance at the request of the university; however, the new legislation would, in all probability, move forward the date at which this university could be definitely involved in educational television production and management.

We commend the Public Television Act of 1967, H.R. 6736, and trust it can be given favorable consideration by your committee and the House of Representatives.

Sincerely,

R. B. CORBETT,
President.

THE UNIVERSITY OF NEW MEXICO,
Albuquerque, N. Mex., July 11, 1967.

HON. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Thank you for your reply to my earlier letter concerning "The Public Television Act of 1967" and the University's support of it. While I appreciated your invitation to request an appearance before your Committee, I realize the Committee's time for hearings on H.R. 6736 and the Senate-passed S. 1160 is limited. I have therefore made no request, but I should like to add a further comment for the Committee record.

As I indicated, KNME–TV Channel 5 Albuquerque is owned and operated by the University of New Mexico in cooperation with the Albuquerque Public Schools and is now in its tenth year of service to New Mexico. There is significant use of our facility in teleclasses at the pre-school, elementary and secondary levels, and in telecourses at the collegiate level.

Of greater relevance to your consideration of the Act is the fact that, like other school and university operated stations in the Rocky Mountain region (where there are no "community" stations in the sense of New York or San Francisco), a significant portion of our broadcast time is devoted to what the Carnegie Report terms "public broadcasting." KNME schedules the best of this kind of programming available to us from N.E.T., the ETS Program Service, our fledgling Rocky Mountain Public Television Network, and from other local stations by individual arrangement. However, in the 40% of our programming of local origin, there are series ranging from TV Kindergarten for the pre-schooler at home to public affairs and cultural programming for the general audience in both our metropolitan centers and our thinly populated rural areas in two-thirds of our state.

The University believes such programming to be vital to the public interest and essential in a non-commercial broadcast operation. But, while we can reasonably sustain a major instructional commitment and are beginning construction of a fine physical facility for the station, we cannot alone legitimately fund all the community programming and service we think desirable. It is to this end that we endorse the establishment of the Corporation proposed in Title II of the Act. It is my belief that the Corporation can, in the role provided it, significantly improve the quality of programming available nationally, regionally and locally. We endorse the insulation provided so that neither the Corporation nor the operating entities shall be subject to governmental interference, but we also endorse its final responsibility to the Congress.

We are also concerned with the provisions of Titles I and III of the Act. The University previously obtained a station expansion grant under the provisions of P. L. 87–447 and has significantly improved KNME's technical facilities as a result. The extension of the Facilities Act provided in Title I, and the modifications of its provisions, should make possible viable non-commercial broadcast service throughout New Mexico. Obviously, the study contemplated in Title III is of great interest to the University as a means of improving the application of the broadcast media to educational and instructional needs.

The University of New Mexico endorses the provisions of H.R. 6736 and the amendments included in S. 1160. Because of our concern with television for educational purposes and in the public interest, I respectfully request favorable consideration by the Committee of "The Public Broadcasting Act of 1967."

Sincerely yours,

TOM L. POPEJOY,
President.

SOUTHERN ILLINOIS UNIVERSITY,
Carbondale, Ill., July 14, 1967.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, House Office Building, Washington, D.C.

DEAR SIR: As president of Southern Illinois University, I support early and favorable action by your committee on the Public Television Act, H.R. 6736.

Southern Illinois University currently owns and operates an educational FM radio station and an educational VHF television station. We believe that a strong and virile system of educational broadcasting, both radio and television, will provide service to the entire population of the United States in programming areas not presently available in either quantity or diversity of content. The Public Television Act, under review by your committee, is dedicated to that end.

I realize that the time of the committee is limited and the number of witnesses seeking to be heard are many. I have, therefore, refrained from seeking an opportunity to testify would appreciate my letter being embodied in the record of the hearings.

Yours truly,

DELYTE W. MORRIS,
President.

WESTERN MICHIGAN UNIVERSITY,
Kalamazoo, Mich., July 7, 1967.

HON. HARLEY O. STAGGERS,
Chairman, Commerce Committee, House of Representatives,
Washington, D.C.

DEAR MR. STAGGERS: This is the third occasion on which I have written on behalf of the interests of noncommercial broadcasting. I do so now because your committee next week begins the important hearings on the proposed Public Television Act of 1967. Since I am unable to attend those hearings, I am writing again, hopefully for inclusion in the record.

I have been a professional radio and television newsman, and have worked in other commercial broadcast areas. For the last ten years I have taught on the university and college level in the area of broadcasting. I have tried to follow developments in the broadcasting field, on the national, and local level.

Other men, closer to the activities in commercial broadcasting, and of so much greater stature and wisdom than I, have through the years sounded warnings about the role of public communications in the United States. I mention only a few: Elmer Davis, Edward R. Murrow, Newton Minow, and more recently, Fred Friendly.

Their observations, which support my own, are NOT a total condemnation of commercial broadcasting. This system, with its advertising structure, has contributed highly to the economic development of this nation. Much of its programming has been provocative, exciting, and served a much needed function.

But as these critics have pointed out, the network structure as it exists, simply does not make it possible, because of its economic base to provide the "fullest and freest diversity of ideas, entertainment, and information." And of all nations on this earth, the United States was founded upon, and revered for, its committment to free and full expression as embodied in the First Amendment to the Constitution.

Thus, the development of a noncommercial broadcasting system, supported in some means other than advertisers, will be a system that will be able to ADD, in terms of entertainment and ideas, to the offerings of the present commercial system—NOT to replace it! I hasten to add that in the early part of this century, it was men like Herbert Hoover, and David Sarnoff who envisioned the importance of electronic communication, and both men "could not conceive" that such an instrument could be "submerged in advertising chatter." But broadcasting,

like Topsy, "just growed" and at no time did the Congress really come to grips with examining and directing the role of these communications.

Now I know that the struggle to create an alternative service in the form of a Public Television system, will be difficult and long. The arguments against such a system will be well represented at the hearings. And well they should be. An important step such as this, must be able to meet headon the serious objections that will be raised. But when commercial broadcasters protest any taxing of their resources to support such a system, I ask the subcommittee to consider the *fact* that these broadcasters are using a limited natural resource as a privilege, and making fortunes so doing. When it is feared a Public Television system will be another BBC, I ask the subcommittee to consider, seriously, without prejudgment, just how much the BBC has contributed to free expression in Britain, and, to consider the fact that the United States is NOT Britain, and our whole governmental structure would prohibit an identical system in this country. Still, the BBC should not be looked upon as a scare word. We might adapt a few features of their programming—with adequate safeguards—for our betterment. When it is asked how the new system would be free of executive control, I ask the subcommittee to consider the *Fact* that such organizations as the National Science Foundation, are free of such control. When pressure mounts to have Public TV an agency to support strong local programming only, I ask the subcommittee to consider the value of a national service as well. Although local autonomy is important, and strengthening of local stations is of prime importance, how can such a system fully become an effective supplement to the three commercial networks, unless national, simultaneous broadcasts on its own network structure is allowed for, readily, easily, and when needed?

Precedents for governmental-industry efforts in any of our national programs of activity abound, without one destroying the other system. They may range from the Morrill Act in reference to education, to space activities.

In sum, I feel, at this time of complicated civilized growth, where TRUTH is ever more complex and difficult, this nation desperately needs the widest possible sources for dissemination of ideas, and opinion, and should not rely on ONE type of organization—our commercial system—to be the sole source.

I most strongly support a well-defined, Public Television facility with power, resources, and effectiveness as a national and local supplement to the present commercial system.

Sincerely yours,

Dr. R. FRANKLIN SMITH,
Assistant Professor of Speech, Head, Broadcasting-Instructional Area, Western Michigan University.

METROPOLITAN AREA MASS MEDIA COMMITTEE,
AMERICAN ASSOCIATION OF UNIVERSITY WOMEN,
Bethesda, Md., July 17, 1967.

HON. HARLEY O. STAGGERS,
House Office Building,
Washington, D.C.

DEAR MR. STAGGERS: On behalf of the Metropolitan Area Mass Media Committee of the American Association of University Women, may I affirm our interest and support for the proposed Corporation for Public Broadcasting.

We are in favor of the objectives of the proposed system which can provide to the American public those basic information, informal educational, and cultural services which commercial broadcasting does not provide. The competition which can be engendered by the proposed Corporation could stimulate admirable programming through the more thoughtful consideration of the *whole* public's taste in broadcasting fare.

The composition of the Board of Directors as proposed by the Senate Bill seems to be satisfactory as long as no political pressures are used. May we respectfully suggest that every effort be made in naming capable, educated and informed women to the Board of Directors.

Be assured of our continued interest in every effort to provide for the public interest and necessity, the program incorporated in the proposal for a Corporation for Public Broadcasting.

Respectfully,

Mrs. GRANT W. JOHNSTON,
Chairman.

INTERUNIVERSITY COMMUNICATIONS COUNCIL,
Pittsburgh, Pa., July 20, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: The Interuniversity Communications Council (EDUCOM) is a consortium of 76 universities and colleges concerned with the application of technology to the advancement of education. EDUCOM endorses HR 6736, the Public Television Act of 1967, generally; but it wishes to raise certain questions for the consideration of the Committee. Since EDUCOM representatives were unable to appear at the public hearings on the Bill, it is requested that this letter be made part of the record of these hearings.

EDUCOM has made a major proposal for the establishment of a pilot telecommunications network funded by federal agencies to permit the intercommunication of digital, voice, and visual signals among institutions of higher education, libraries, and other data banks. The proposal and the rationale for it are contained in the book, *EDUNET*, by Brown, Miller, and Keenan, published by Wiley and Sons, N. Y. C., on 1 June 1967. I am enclosing a copy of this book for the Committee's use.

It is our opinion that the proposed broad educational telecommunications network is essential for the continued advancement of education within current and future economic restraints. Ways must be found for our institutions of higher education and our agencies of government to share their intellectual, informational, and mechanical resources. The proposed network, which has been dubbed EDUNET, offers a significant opportunity to achieve these purposes.

One of the essential elements of EDUNET is an electronic interconnected system capable of transmitting computerized data, facsimiles, voices, and images, both still and moving. Such a system could operate through ground cables, by microwave ground systems, or by satellite. The interests of education demand only that quality transmission occur at the lowest possible cost, without undue restrictions as to quantity or time of transmission.

It is our opinion that an interconnected system to be used for the purposes of public television broadcasting should be planned at the outset to include the requirements of an EDUNET. Therefore, although supporting in full the objectives of the bill to improve the quality and usefulness of television broadcasts for the general education of the public, EDUCOM is disturbed that the major substance of the bill does not recognize the educational importance of telecommunications in a broad sense but rather concentrates on the narrower aspects of broadcast television and radio. To separate these specific communications media from other media in developing a system would be most unfortunate.

We are particularly concerned that Title III of the Bill is limited to a study of educational and television broadcasting. We believe that intensive research is needed in the broader field of telecommunications and believe that studies limited to instructional television will lack validity, since television is only a part of the telecommunications process. We are, further, of the opinion that the amount of $500,000 which the bill authorizes for appropriation to carry out the study authorized in Title III is far too small. Telecommunications for education may effect savings in our educational processes, which over the years will run into the billions of dollars. To begin to achieve the savings there must be a far larger investment in research and development than proposed in the bill. For instance, we have estimated that the research and development costs for an EDUNET for a three-year period will be of the order of $11.5 million. We are convinced that the potential benefits are well worth this investment. The EDUNET is only one of a number of research studies which should be pursued with federal support.

Although our final point may not be germane to consideration of H.R. 6736, we wish to call the Committee's attention to the inevitable growth of telecommunications for educational purposes and to suggest that traditional modes of financing the construction of and operating electronic communications systems, used largely by industry and by the general public, may not be apposite for educational systems. Believing as we do that the future of our society depends upon our educational capabilities, we think that studies should commence immediately both in the legislative and executive branches with a view to insuring that educational needs for inter-communication are fully recognized and are not inhibited by laws or regulations designed to govern communication services for other purposes.

In summary, then, we fully support the aspects of the bill related to public television; but we urge your consideration of the following changes in the bill:

1. The Congressional Declaration of Policy, the Purposes and Activities of the Corporation, all of Title III, and other appropriate sections should be written to cover all forms of telecommunications for educational purposes, not just educational and instructional radio and television;

2. The authorization for funds for research in educational telecommunications should be increased significantly;

3. Both the Congress and the Administration should initiate major studies of the financing and methods of operations of telecommunications services, with a view toward protecting and promoting the interests of education.

Respectfully submitted.

EDISON MONTGOMERY,
President.

NATIONAL FOUNDATION ON THE ARTS AND THE HUMANITIES,
Washington, D.C., July 11, 1967.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: It is my understanding that your Committee commenced hearings today on H.R. 6736, the Public Television Act.

As Chairman of the National Council on the Arts, I wish to set forth this organization's views with respect to H.R. 6736, and respectfully request that they be made a part of the record of your Committee's hearings on the Public Television Act.

We endorse the provisions of H.R. 6736, legislation which we believe can mark the opening of a new and extraordinarily creative era in American radio and television.

As you know, one of the major responsibilities of the National Council on the Arts, as set forth by the Congress, is the art of public media—radio, television, and motion pictures, as well as tape and sound recording. We would like to confine our comments to what we believe is the relevance of this responsibility to the activities of a Corporation for Public Television.

In the short time the Arts Council has been in operation, a total of approximately $960,000 has been directed toward the production of noncommercial television programs in the arts. Since our grants have been made on a matching basis, nearly a million dollars has been added to this from private sources. In addition, following an 18 month study, we established a new, national cultural enterprise, the American Film Institute. Our grant of $2.6 million to form the new film organization, which was made possible by the participation of the Ford Foundation, is being matched by private philanthropy and corporate gifts. As an example, the member companies of the Motion Picture Association of America have pledged $1.3 million in matching funds over the next three years. We are also making plans to help establish a new professional radio repertory company which will be associated with noncommercial television and radio, and we are studying new programming formats and educational opportunities for cartridge tape play-back devices. We are likewise examining the public media archive fields to see how we may lend creative support to those who are recording and preserving our nation's cultural and artistic history through films, discs, and tapes.

We recognize that general support for educational television programming is necessary. But we feel that the Arts Council can make its greatest contribution by placing an emphasis upon innovative projects; programs which will be, in themselves, agents of change in the public media.

It is hardly a matter of dispute that helpful changes in mass media are desirable. In our opinion, both television and radio have been largely derivative. In our view, in the rush to use nearly every acceptable content designed for the more established performing arts, television and radio have failed to examine their own unique forms, and have rarely inquired into the nature of their special art.

We feel that it is in the developmental, experimental, innovative work with the form and art of public media that the Arts Council can make its most significant contribution.

To quote from the Carnegie Commission report, "In one respect . . . Public Television possesses a great advantage over commercial television: it can enjoy the luxury of being venturesome. Unaffected by the large financial investments that are at stake in each commercial program, Public Television is free to experiment."

It is precisely this venturesome spirit which the Arts Council wishes to encourage. We are prepared to cooperate with the Corporation for Public Television in every possible way to foster the creation of experimental programming.

There is another public media role for the National Council on the Arts and its bears a direct relevance to the program production responsibilities of a Corporation for Public Television. This concerns the entire range of arts programs supported by the Council—programs in music, literature, theatre, dance, architecture, and the visual arts. A public media dimension should—and *could*—be added to virtually all of these programs if adequate funds were available. Adding a radio or television or film component to most of our grants in the arts would immeasurably enhance their effectiveness, for it would extend their range to the largest possible national audience. The concerts, operas, poetry readings, plays, and exhibitions made possible by Federal support should be available to *all* Americans, particularly those who live in relatively inaccessible parts of the country.

Supplementing our regular programs with a media dimension is presently well beyond our financial reach. We estimate that mass media extension of our projects would require at least an additional one-third of any budget for the arts.

The point I wish to emphasize is that we have no proprietary interest in the programs we support. We do not feed that it must be the Arts Council which adds the media dimension to the projects we underwrite. What we do want to make clear is that some of the finest artistic talent in America has been (and will continue to be) involved in the programs we are supporting. This talent *could be made available to the entire nation* through the production and distribution services of the Corporation of Public Television.

We sincerely hope that an arrangement can be worked out with Public Television so that its media capabilities may be joined systematically with the performances, the exhibitions, and other activities sponsored by the Arts Council.

Such an arrangement will, we believe, cast an entirely new light upon the arts in America, exposing the full range of our rich artistic heritage to the citizens of this country and to the world at large.

Sincerely,

ROGER L. STEVENS,
Chairman.

GREAT DECISIONS—1967,
Albuquerque, N. Mex., July 11, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I am writing to enlist your support of Public Broadcasting Act of 1967 (S 1160) and Public Television Act (HR 6736). These bills dealing with the updating and extension of facilities, the establishment of a corporation and the study and research on the instructional medium are considered to be of prime importance in the development of a satisfactory and growing educational system in our state.

At the present time we have but one educational transmitting station in New Mexico and it is my understanding that passage of the aforementioned legislation will make possible an increase in facilities and wider coverage of worthwhile subjects.

As you are no doubt aware, commercial television has truly become a questionable asset due to the constant lowering of the intellectual quality of its programs. In our community it has become so bad that one hesitates to admit that he has wasted valuable time in front of the "idiot's box." I am sure that the originators of the subject bills had in mind not only an extension of "mind improving programs" but also the side benefits which will accrue from new and highly desirable competition.

As Chairman of the Great Decisions Program in the State of New Mexico for the past two years and a student of foreign policy and international affairs for the past twenty years, I have found that the educational television station KNME at the University of New Mexico has been the only medium wherein the public was encouraged to take part in the study and discussion of national and international problems. The extension of this type of television transmission is not only desirable but also essential to a public understanding of the problems which beset our nation and its governing body. I am sure that in your most important capacity as Chairman of the Interstate and Foreign Commerce Com-

mittee you will realize that this legislation, if passed, will not only accrue great benefits to the people of the United States but will also reflect to the credit of your committee.

Thank you for your consideration and the privilege of contacting you in regard to a matter which is of maximum significance to both of us.

Sincerely,

W. T. GREENHALGH,
Chairman.

ELECTRONIC INDUSTRIES ASSOCIATION,
Washington, D.C., July 12, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The Board of Directors of the Electronic Industries Association voted unanimously to support the President's recommendations for establishing Public Television as set forth in his message of February 28, 1967.

The Board of Directors also approved of the President's plan for the initial financing of the Corporation for Public Television and support of non-commercial television and radio. EIA believes that any future long-term financing should not include any special taxes but that all Government support should come out of general revenue.

EIA has long been active in assisting educational organizations to make efficient use of radio and television and other electronic devices. It was a co-sponsor of the so-called Hagerstown experiment which set a national pattern for using television in the classroom and it has sponsored the publication of a number of guidebooks in this area, among them the "Educational Television Guidebook."

Cordially,

JAMES D. SECREST,
Executive Vice President.

ARMCO STEEL CORP.,
Middletown, Ohio, July 24, 1967.

Hon. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee, Rayburn House Office Building, Washington, D.C.

DEAR CHAIRMAN STAGGERS: Last week hearings were started before the House Interstate and Foreign Commerce Committee on the Public Television Act, S. 1160 and H.R. 6736. The newspaper accounts would indicate that like most legislation many questions are being raised which I am confident will be carefully weighed by the committee. It is our sincere hope this legislation will receive favorable support from the committee.

In the field of education a great need exists today for improving and extending our educational television services. With the great growth of knowledge and information, particularly in the scientific and economic field, it has been most difficult for all educators to keep abreast of current developments. A sound, strong ETV program as proposed by this legislation can and will be of great assistance in the education of the youth in our nation. This will provide means of education in many school districts where no other sound program is available. We do have a great responsibility in the ever growing student population in our school systems to provide the latest and best information available. Naturally, there are questions raised about adequate controls so that ETV does not become a propaganda program rather than an educational asset. This, I am sure, however, with proper regulations, can be controlled.

I received from one of my friends a question and answer sheet which you may or may not have seen and I am enclosing it with this letter for your information.

Last week, Mr. Howard W. Cromwell, our superintendent of schools in Middletown, appeared before your committee and testified in support of the legislation. We, at Armco, are firm in our belief in support. While we recognize the great demands on Congress which are made for funds for various programs and the evergrowing public debt, perhaps other domestic programs could be curtailed so that ample funds are available for ETV.

We, at Armco, have operated for years under the guidance of Armco policies which were approved by our Board of Directors on December 12, 1919. In order that you may understand our position I quote from a section having to do with the cooperation between our company and communities in which we operate:

"First: We believe that to do whatever extent national industrial stability or instability exists, it simply reflects the sum of the average conditions in individual communities.

"Second: That with the exception of great national disasters, it is the responsibility of the community to create such conditions as will eliminate human unrest and unhappiness and to deal sympathetically and helpfully with the emergencies and tragedies of life.

"Third: That industrial stability is largely influenced by local civic conditions.

"Fourth: That industry should, therefore, not only keep its own house in order, but should support every sound constructive agency established in the community, in an effort to make civic conditions respond to the highest needs of its citizens.

"In all these things, Armco has said to the communities in which its plants are located: 'You do your best to make civic conditions respond to the highest needs of your citizenship and support every proper thing that will make for civic and industrial stability and progress, and we will work with you sympathetically and helpfully.'"

In many of the states and communities in which Armco has operations, near these locations are universities or colleges with ETV programs which by extending can be available to the secondary schools in that area. An example is Miami University at Oxford, Ohio. The passage of H.R. 6736 will make possible the development of Miami University's valuable FM and T.V. properties. It will lead in the nation to the eventual creation of live, full color, national networks for educational television and a full scale interconnected educational radio network. This would certainly provide advantages not only to the sons and daughters of Armco people, but all of the young, future citizens in our respective communities.

I understand S. 1160 was passed by the Senate by an overwhelming majority in a voice vote on May 17. I do hope similar results will be forthcoming on this legislation in the House.

I am,

Sincerely yours,

CHARLES E. STUTENROTH,
Assistant to the Vice President and Director of Public Affairs.

QUESTIONS AND ANSWERS ABOUT THE PUBLIC TELEVISION (BROADCASTING) ACT

1. Does the Corporation for Public Television (Broadcasting) lead to government control of broadcasting?

No. The government already licenses broadcasting stations through the Federal Communications Commission; nothing in present proposals changes that relationship. To avoid government control of programs the bill provides for a system of checks and balances that apportions responsibility among the Public Corporation's board of Directors, the Congress, the President, and most importantly, the stations themselves which retain the option to make all their own program decisions.

2. Does the President's power to appoint the Board of Directors make this Public Corporation a political instrument?

No. In the House bill, all 15 Directors must be confirmed by the Senate. In the Senate bill, the President appoints only 9 of the 15 Directors and those 9 must be confirmed by the Senate. In both versions, through a rotation of tenure, terms of a majority of the Directors will always extend beyond Presidential tenure.

3. Does government assistance to educational broadcasting hurt the commercial broadcasting business?

No. Experience shows that the addition of good educational broadcasting services in a community do not diminish the mass audiences to which commercial entertainment programs are directed. The present effort is not to develop programs that will duplicate existing commercial programs but to make available to the American public an additional range of program services.

4. Will the Public Television (Broadcasting) Act inhibit the development of UHF and FM commercial broadcasting?

No. In fact, the evidence suggests that commercial UHF and FM operators benefit from the existence of educational UHF and FM stations which have helped to build audiences for stimulated interest in UHF and FM stations.

5. Is there a relationship between the Corporation for Public Television (Broadcasting) and Pay-TV?

No. The Public Television (Broadcasting) Act is not related to Pay-TV. Pay-TV experiments to date have been built on a general entertainment service, not on the need to provide more extensive educational, informational, and cultural materials by means of broadcasting. The Act will aid only programs broadcast freely to all homes.

6. Will the Corporation for Public Television (Broadcasting) diminish the need for local contact and support of non-commercial radio and television stations?

Not at all. Currently about $70 million annually is supplied for educational broadcasting from local or non-federal sources. Federal support from the Act will not replace this income. Local support of stations will continue to be essential to maintain local management and control of programming and will serve to complement programs and services made available from state, regional and national sources. A good part of Corporation funds that go to local stations will be to help strengthen and increase the station's local programming which, in turn, will stimulate further local interest and support.

7. Why should the average tax payer pay for a program service for the elite?

No one is proposing that the programs of the Corporation be for the "elite." Although existing educational broadcasting stations occasionally appeal to such audiences, the majority of programs appeal to other audiences including school children, underprivileged adults, laborers, municipal employees, retired persons and virtually all groups of citizens. The Act will enable the development of new services with broadened appeal.

8. Is the American taxpayer being asked to build a federal broadcasting network?

No. The present bill asks only that funds be appropriated to improve and expand existing radio and television program services to bring to the American public additional, educational, informational, and cultural materials. There are now 2 national, 7 regional, and 10 state non-commercial radio and TV networks. The proposed Act would aid them in more effective distribution of materials to educational radio and television stations that wish to broadcast them. The Public Television (Broadcasting) Corporation would not itself own or operate any of these stations or networks.

9. Is Congress being asked to appropriate funds over which it has no control?

No. The Congress has the responsibility of controlling the collection and disposition of all funds raised through tax revenues. The proposed Public Broadcasting Corporation does not modify that ultimate control, but removes the actual radio and television program decisions of the Corporation from direct federal supervision.

FLYNN INVESTMENT CO.,
Harlingen, Tex., May 31, 1967.

Re Senate bill 1160, Public Television Act of 1967.

Hon. KIKA DE LA GARZA,
House of Representatives,
Washington, D.C.

DEAR KIKA: My attention has just been called to the fact that the Senate has already passed the Public Television Act of 1967 and that it is now pending for action in the House.

Actually, I cannot understand why there is any urgency about passing this bill and the appropriation that its activation will require. The administration emphasizes that the cost of Government is being held to an irreducible minimum, and I think I can safely say that not one person in two hundred cares whether we have a Public Television Act at the Federal level or not and certainly there is no universal demand for such legislation. Also, the programming that would be operated under this Act under the direction of the wrong people could certainly serves causes not in the great overall public interest.

So, rather than expose the country to anything of the kind and the expense involved therein, I hope you will see your way clear to oppose passage of this legislation.

With regards, I am,
Sincerely yours,

F. L. FLYNN,
President.

LOWELL INSTITUTE COOPERATIVE BROADCASTING COUNCIL,
Boston, Mass., July 27, 1967.

Hon. HASTINGS KEITH,
House of Representatives,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KEITH: During the testimony of the NAEB "television panel" on the Public Broadcasting Act, you asked how often the viewing public complains that we have departed from our stated policy of keeping "editorial slant" out of our programs. I said I thought we in Boston might get a dozen such complaints out of the 40,000 or so letters we receive each year. I have gone back and checked our records on this; and find that over the last two years, we have received six letters complaining about the "balance" or "fairness" of our programs. Of the six, one was sent also to the FCC.

During this period, we have covered the primary and general election campaigns of 1966 in great detail, and we have devoted many hours to discussions of controversial issues ranging from the United Nations, American foreign policy, and the "Radical Right" and "Radical Left", to state and local issues like the sales tax, the Boston schools, and the auto insurance problem. There have, of course, been many more phone calls and letters in response to our programs; but the overwhelming majority of these were expressions of personal opinion (often very vigorous!) directed to the participants in the programs, rather than complaints about the way we had handled the presentation of the various points of view.

This two year period has been typical of our experience ever since we began broadcasting 16 years ago. We have received very few complaints about our fairness; only three have been directed to the FCC; and none has ever evoked a reprimand from that agency.

We believe that, as an educational institution, it would be completely inappropriate for us to project any editorial point of view or bias. We believe, rather, that we share with all other educational institutions an obligation actively to seek out all responsible points of view on important issues, and to expose them impartially to the scrutiny of public discussions.

With best wishes,
Sincerely,

HARTFORD N. GUNN, Jr.,
General Manager.

(Whereupon, at 12:40 p.m., the committee adjourned.)

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