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CONTINUED FINANCING FOR THE CORPORATION FOR PUBLIC BROADCASTING

GOVERNMENT

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HEARINGS

BEFORE THE

COMMUNICATIONS SUBCOMMITTEE

OF THE

COMMITTEE ON COMMERCE

UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S. 3558

TO AMEND THE COMMUNICATIONS ACT OF 1934 TO PROVIDE CONTINUED FINANCING FOR THE CORPORATION FOR PUBLIC BROADCASTING

APRIL 1 AND 2, 1970

Serial No. 91-49

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CONTINUED FINANCING FOR THE CORPORATION FOR PUBLIC BROADCASTING

WEDNESDAY, APRIL 1, 1970

U.S. SENATE,
COMMITTEE ON COMMERCE,
COMMUNICATIONS SUBCOMMITTEE,
Washington, D.C.

The subcommittee met at 10 a.m. in room 1318, New Senate Office Building, Hon. John O. Pastore (chairman of the subcommittee) presiding.

Present: Senator Pastore.

OPENING STATEMENT BY THE CHAIRMAN

Senator PASTORE. Today the committee begins consideration of S. 3558, a bill to provide continued financing for the Corporation for Public Broadcasting.

It would authorize annual appropriations for the Corporation of such sums as may be necessary for the fiscal years 1971, 1972 and 1973.

In order to create an incentive for support of the Corporation from non-Federal sources, the bill would also authorize appropriation of additional funds in each of those 3 fiscal years to provide for Federal matching on a dollar-for-dollar basis of non-Federal contributions to the Corporation.

The administration has committed itself to an expansion of the Corporation for Public Broadcasting. In its budget for fiscal 1971, it has requested an appropriation of \$22.5 million, and anticipates another \$7.5 million for the matching fund program.

The Corporation for Public Broadcasting which was created by the Public Broadcasting Act of 1967, is a federally chartered, independent, nonprofit corporation whose mandate is to encourage and facilitate the expansion and the development of noncommercial broadcasting and program diversity in that media.

During its short lifespan, the Corporation has begun to fulfill this mandate.

With limited financing the Corporation has begun providing broadcast programs of quality and excellence. It has established the Public Broadcasting Service, an independent organization to manage and operate the growing system of national interconnection of public television stations. And it has supported and strengthened local non-commercial stations.

Staff members assigned to this hearing: Nicholas Zapple and John D. Hardy.

That it has succeeded so well is in large measure a tribute to the men and women who have given tirelessly of their time, efforts, and talents, and to those who have extended their cooperation and made private funds available to the Corporation.

Ultimately, however, public broadcasting must stand or fall on an adequate, long-range, permanent financing plan.

At the time of its creation, I characterized the initial funding of the Corporation as "seed money" designed to enable it to come into being. I have urged this administration and its predecessor to submit a plan for permanently funding this worthwhile project.

Because, until such time as the Corporation has such assurance, it cannot plan on a scale large enough to realize the vast potential of the medium.

I would hope, therefore, that the administration would expedite its recommendations for long-range financing so we can truly get on with the job.

In the meantime, however, the Corporation must have funds if it is to continue.

I would hope that during these hearings, the committee and the American people will have an opportunity to hear about the Corporation's accomplishments, its future plans, and what many of the dedicated men and women in public broadcasting have to say about the Corporation and its role in public television.

With this in mind, the committee will begin consideration of S. 3558.

I want to say at this juncture, gentlemen, we are all very much interested in this Corporation that was created only a few years ago with very, very high hopes. I know that the task hasn't been easy and, fundamentally, it is one of financing.

Naturally, if you had all the money that you could use and the money that you need, we would have no problems. After all, there are certain priorities and everything must be considered in its proper context. I think the gentlemen here all understand and appreciate that.

This plan of encouraging foundations and outside groups to make contributions to be matched by the Federal Government is a splendid idea. I hope that we will expand it as time goes on. I will insert into the record a copy of the bill and any agency comments.

(The bill and agency comments follow:)

S. 3558

IN THE SENATE OF THE UNITED STATES

MARCH 9, 1970

Mr. MAGNUSON (for himself, Mr. PASTORE, and Mr. SCOTT) (by request) introduced the following bill; which was read twice and referred to the Committee on Commerce

A BILL

To amend the Communications Act of 1934 to provide continued financing for the Corporation for Public Broadcasting.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Public Broadcasting
4 Financing Act of 1970".

5 SEC. 2. Subsection (k) of section 396 of the Com-
6 munications Act of 1934 (47 U.S.C. 396(k)) is amended
7 to read as follows:

8 "(k) (1) There are authorized to be appropriated for
9 expenses of the Corporation for the fiscal year ending June
10 30, 1969, the sum of \$9,000,000, and for the fiscal year

1 ending June 30, 1970, the sum of \$20,000,000, and for each
 2 of the next three fiscal years such sums as may be necessary.
 3 “(2) In addition to the sums authorized to be appropri-
 4 ated by paragraph (1) of this subsection, there are author-
 5 ized to be appropriated for payment to the Corporation for
 6 each fiscal year during the period July 1, 1970, to June 30,
 7 1973, amounts equal to the amount of total grants, donations,
 8 bequests, or other contributions (including money and the
 9 fair market value of any property) from non-Federal sources
 10 received by the Corporation under section 396 (g) (2) (A)
 11 of this Act, during each fiscal year.”

EXECUTIVE OFFICE OF THE PRESIDENT,
 BUREAU OF THE BUDGET,
 Washington, D.C., March 24, 1970.

HON. WARREN G. MAGNUSON,
 Chairman, Committee on Commerce,
 U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of March 13, 1970, for the views of the Bureau of the Budget on S. 3558, the "Public Broadcasting Financing Act of 1970."

S. 3558 is identical to a bill submitted by the Secretary of Health, Education, and Welfare to implement the President's recommendation, as set forth in his Message on Education Reform, to extend Federal support of the Corporation.

Accordingly, we strongly favor enactment of S. 3558, which would be in accord with the program of the President.

Sincerely,

WILFRED H. ROMMEL,
 Assistant Director for Legislative Reference.

Senator PASTORE. I understand that Dean Burch, Chairman of the Federal Communications Commission has another engagement. He has a very short statement that he would like to read to the committee.

You may begin.

STATEMENT OF HON. DEAN BURCH, CHAIRMAN, FEDERAL COMMUNICATIONS COMMISSION; ACCOMPANIED BY HENRY GELLER, CHIEF COUNSEL; AND DR. ROBERT HILLIARD, CHIEF, EDUCATIONAL BROADCASTING BRANCH

Mr. BURCH. Mr. Chairman, I welcome this opportunity to give you the Commission's views on S. 3558, the Public Broadcasting Financing Act of 1970. This bill is designed to carry out the President's recommendation, as set forth in his message on education reform, to extend Federal support of the Corporation for Public Broadcasting.

S. 3558 would authorize annual appropriations for the Corporation through fiscal year 1973. Such sums as may be necessary would be authorized for each of the 3 fiscal years of 1971 through 1973. This bill would also encourage public support of the Corporation by providing for a Federal contribution equivalent to the non-Federal contributions given to the Corporation. Paragraph (2) of section 396(k) of the Communications Act, which limits grants or contracts to any one station or for any one project to \$250,000 for fiscal years 1969 and 1970, would not be extended.

The Commission supports S. 3558 as a needed extension of the interim financing for the Corporation for Public Broadcasting which has been earlier provided in Public Laws 90-129, 90-294, and 91-97, and the Commission also supports the deletion of paragraph (2) of section 396(k) of the existing law which has an unduly restrictive effect on the operations of the Corporation.

We note that a portion of the annual Federal funding would be based on matching the dollars raised by the Corporation from non-Federal sources. The Commission favors the anticipated stimulation of increased contributions from private sources through the incentive offered in this matching process.

Most important, however, is the provision of the bill authorizing "for each of the next 3 fiscal years" after 1970 the appropriation of "such sums as may be necessary". Authorizing funds for the Corporation for a 3-year period will permit the Corporation to grow in an orderly and planned way so important to a new undertaking. We believe that the Corporation's need for funds will likely increase during this 3-year period. The open end provision for authorization of such sums as may be necessary, taken together with the above matching process, will thus provide suitable flexibility to meet these rising needs.

The Commission wishes to stress, however, as it has in the past, the crucial importance of obtaining for the Corporation at the earliest possible time a permanent financial base not dependent upon annual appropriations. The committee will recall that the Carnegie Commission recommended establishment of permanent financing of a very substantial order at an early date. Too great a delay in finding the permanent financing solution will adversely affect the development of the Corporation and thus of the Nation's noncommercial educational system. Mr. Chairman, the Commission believes that there is no matter of greater importance or significance than this, in "promoting the larger and more effective use of radio in the public interest" (sec. 303(g) of the Communications Act of 1934, as amended). The Commission and its staff would therefore be most happy to work with your committee and other interested agencies to achieve a solution.

Mr. Chairman, I would like to add one personal note at this time. For sometime the Commission has, as the Chair is only too well aware, been wrestling about a number of proposals which are designed to increase competition in the broadcasting field. I refer to such matters as the 50-50 rule and things of that nature.

It is my personal opinion, Mr. Chairman, and I speak as an individual now, that stimulus for the Corporation for Public Broadcasting

and a legitimate type of competition would be much more important and meaningful in the long run than any artificial one that the Federal Communications Commission can provide through some sort of ruling.

For the foregoing reasons, the Commission supports the enactment of S. 3558.

Thank you, Mr. Chairman.

Mr. Chairman, Commissioner Johnson has prepared a concurring statement which I would like to submit, at this time, for the record, if I may.

Senator PASTORE. Don't you want to read the first paragraph?

(Mr. BURCH reading:)

I am heartened by the leadership of our Chairman, Dean Burch, in urging the more adequate and permanent funding of the Corporation for Public Broadcasting.

Senator PASTORE. The remainder of it will be inserted in the record (The statement follows:)

STATEMENT OF HON. NICHOLAS JOHNSON, COMMISSIONER,
FEDERAL COMMUNICATIONS COMMISSION

I am heartened by the leadership of our Chairman, Dean Burch, in urging the more adequate and permanent funding of the Corporation for Public Broadcasting. I join the Commission's statement supporting this important legislation, and would like to add a few concurring words of my own.

Nothing is more important to a free, self-governing people than education and information.

No single instrument has a greater impact upon education and information today than television.

No institution has a greater potential for positive influence—both in its own right, and in its impact upon commercial television—than the Corporation for Public Broadcasting. "Sesame Street" has given us a glimpse of what television could offer our people.

Other civilized nations have recognized this fact. Both Japan and England, for example, have public broadcasting corporations and commercial television operating side-by-side. Both have not just one, but *two*, nationwide public broadcasting television networks. (Each *also* has three or more nationwide radio networks.) Both have been prepared to spend 100 to 250 *times* as much as President Nixon has asked for the Corporation for Public Broadcasting budget.

We should demand fully as much—if not more—for the American people as is made available to the English and the Japanese. On the satisfaction of such demands turns nothing less than the national well-being and international position of the United States during the remainder of this century.

The American people spend, and gladly, some \$50 to \$60 billion a year on public school and university education. And yet our children receive more of their education from television than from school and parents combined. A mere 1 percent of this amount would provide a public broadcasting budget of one-half billion dollars a year. Not enough, perhaps, but at least closer to our needs than the \$10 or \$20 million we've been debating.

Public broadcasting also requires, of course, adequate facilities. Congress has made a great contribution with the Educational Television Facilities Act. The FCC of an earlier era made a contribution by reserving some channels. But the fact remains that we are a long way from the two or more nationwide public broadcasting networks that most civilized nations possess today.

Even if the FCC were to decree a nationwide VHF television network, and a nationwide UHF television network for our largest 100 urban centers (which the FCC could do); and even if \$500 million a year were instantly available; it would still take until the year 2000 for us to have a public broadcasting system that would have an impact upon the people of this nation equivalent to public broadcasting in foreign countries.

The alternative methods of funding have been identified and examined: an excise tax on television set sales, a use tax (as in Great Britain and Japan), a special check-off on the tax return, appropriations from general revenue funds, an excess profits tax on the commercial broadcasters, and so forth. None is perfect. Any, alone or in combination, are decidedly better than nothing.

All we need is the will to act. History will smile upon those who do.

Mr. BURCH. Thank you, Mr. Chairman.

Senator PASTORE. Has the Commission itself been asked or given any thought at all to some permanent system of financing the Corporations, or do you consider that outside of your jurisdiction?

Mr. BURCH. Mr. Chairman, when I first came to the Federal Communications Commission some few months ago, I asked Mr. Geller and the General Counsel's office to provide me with a background briefing of all of the literature on the subject, which I personally have read.

I have personally met with Mr. Macy, Mr. Friendly, and Mrs. Cooney and others concerning the general subject of permanent financing. I think it is a rather unusual situation for the Federal Communications Commission to be the moving force in suggesting permanent financing.

I do, as an individual, hope that I will be included in discussions of any solution that may be proposed and if any, I will probably take that upon myself to bring it to the attention of the administration in some way.

I am not in any sense trying to force the administration to a position. I do feel that this is a question what we have some expertise about.

Senator PASTORE. Have you been doing this on your own initiative, or have you been asked by the White House to do it?

Mr. BURCH. I think it is a bit of both. I have probably——

Senator PASTORE. You have had formal talks about it?

Mr. BURCH. Yes, sir. I have encouraged the discussion of the matter. I think these will go forward.

Senator PASTORE. Now that is not going to be such an easy nut to crack.

Mr. BURCH. It is a very difficult problem. I think basically we can agree that there are probably four or five alternatives which are available. None of these is the most attractive solution in the world, from my point of view. Most of them involves a new tax of one sort or another.

I think that the chairman is well aware of the Treasury Department's feeling about earmarked funds, so it is not an easy problem. Of course, I have discovered in the last few months none of the problems are particularly easy. I do not believe——

Senator PASTORE. Especially when they involve money.

Mr. BURCH. Yes. I do not believe that is any reason not to face the problem. I think it will be faced.

Senator PASTORE. I would hope this: we either do it or just forget it.

We have said for the longest time that we had to have some kind of a system of supporting this Corporation. Now, of course, if we have to go to the General Treasury fund annually to support this institution, I think Congress ought to be told that. I think Congress ought to understand that the the people should understand it as well.

On the other hand, if there are certain alternatives that ought to be available, we should do it with all due expedition before we all forget this very important project.

For the members of the Corporation themselves, I think they have a right to know where we are going and how we feel about it. They

have a tremendous responsibility. Most of these men, of course, just do it out of devotion to the public service. They give a lot of their time.

Actually, it means nothing to these high calibre people. That is not their inducement or their encouragement at all. It is just a question of dedication to public service. They believe in this.

Yet, we went through it once before and it wasn't an easy battle to win. On the other hand, we get into the question of taxation, and I think it is beyond this. That would have to go to the Ways and Means Committee and the Finance Committee too. It all depends on how they feel about it.

I think, myself, that somehow we ought to culminate this one way or the other. I would hope that we could get it done as soon as we can.

Mr. BURCH. I would hope to also. The problem is not going to become any easier with the passage of time. I think it may as well be faced.

Senator PASTORE. Thank you very much.

Unless your colleagues have something to say—I think you have said about all that we can. You endorsed the bill.

Mr. BURCH. I did, yes, sir.

Senator PASTORE. Thank you.

Dr. Allen, you may proceed.

STATEMENT OF HON. JAMES E. ALLEN, JR., ASSISTANT SECRETARY FOR EDUCATION AND U.S. COMMISSIONER OF EDUCATION, ACCOMPANIED BY ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION

Dr. ALLEN. Mr. Chairman and members of the subcommittee it is a pleasure to appear before the subcommittee, which has provided such an outstanding leadership it has provided in the field of public broadcasting.

In his recent message on education reform, the President underscored what this subcommittee and those knowledgeable in communications have known for some time; namely that there has been a revolution in the way the American people get information of all kinds—a revolution attributable in large measure to television. The President noted that the average high school student spends about 11,000 hours in school by the time he is ready for graduation—and 15,000 hours watching television.

“Our goal,” the President said, “must be to increase the use of the television medium and other technological advances to stimulate the desire to learn and to help teach.”

S. 3558 is in accord with that administration goal, since the primary purpose of the Corporation for Public Broadcasting, is to expand and improve non-commercial broadcasting to help “stimulate the desire to learn and to help teach.”

The bill authorizes funds for the corporation for a 3-year period and provides that a portion of these funds be based on a formula matching Federal dollars to dollars raised by the corporation from non-Federal sources.

Mr. Chairman, I ask permission to include as part of my presentation the appropriate portions of the President's message dealing with these subjects.

The President's proposed budget for fiscal year 1971 provides \$15 million for the Corporation's activities, plus a maximum of \$7.5 million in Federal funds to match, on a dollar to dollar basis, contributions made to the corporation. If the corporation raises this amount from non-Federal sources the entire package would provide a program of \$30 million, \$22.5 million of it in Federal funds.

Senator PASTORE. So that if the question is raised on the floor, Dr. Allen, why is the open end authorization and then the request is for \$15 million plus the incentive of \$7.5 million? Why wasn't the authorization limited in this fiscal year to \$15 million. Can you give me an answer to that question if the question should arise?

The Congress is a little sensitive about these open end authorizations, and I would like to get an explicit answer, if I may, from you as to what the reasons for it were.

Dr. ALLEN. May I submit the answer?

Senator PASTORE. Yes, certainly.

(The information referred to follows:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, OFFICE OF EDUCATION
REASONS FOR OPEN-ENDED AUTHORIZATIONS

Because of the new approach to financing the Corporation included in this legislation involves Federal matching of private contributions as well as direct appropriations it was considered most effective to leave both portions open-ended.

In this way we could assure a growth in the appropriated funds for the Corporation—\$22.5 million for FY 1971 as opposed to \$15 million for FY 1970. At the same time, if the Corporation is fully successful in its private fund-raising efforts it can be assured a total operational budget of at least \$30 million for FY 1971.

Based on the experience in FY 1971, the Administration will be able under the open-ended authorizations to ask for the necessary amounts under each of two parts to assure a reasonable growth and continuity of programming for the Corporation. Requests for each fiscal year will be protected by appropriations language to avoid an imbalance in funding between parts.

In essence the open-end authorizations is a valuable and practical tool in the development of a program of shared public and private financing for the Corporation. Until we are certain of the proper balance between the two shares, we should leave flexibility in the authorizations.

Dr. ALLEN. S. 3558 provides the Corporation with the mechanism for orderly growth over a period of the next 3 years. while encouraging its officers to engage in a serious and sustained fundraising effort to their own, and also to encourage its officers to increase the corporations reach and effectiveness by seeking additional support from non-government sources.

The Department of Health, Education, and Welfare believes that a 3-year authorization is essential at this time in the life of the corporation and so is the provision for television programs for pre-school children. By almost any standard of evaluation Sesame Street has been a highly successful enterprise in education and entertainment.

Writing, research and creative talent must be given the opportunity approach their missions in a systematic manner. This cannot be done, in the case of a major series of programs, if they believe the corporations support might be terminated at the end of a fiscal year.

In my judgment its success can be attributed in a large measure to the opportunity provided the Children's Television Workshop to engage in a period of carefully designed and research and development lasting some 20 months before the program went on the air.

Indeed, Mr. Chairman, if I may say so, looking down the road I see the schools as we have known them in the traditional sense, becoming less important in the total educational program of our country. The outside potential opportunity, agencies such as television, and various kinds of environmental efforts will be playing an increasingly important roll.

Television has really not yet begun to be recognized in this country as the potential path to broader and more effective education.

Senator PASTORE. It is the most dynamic medium of our century. Let me ask you this: Sesame Street, of course, has met with very broad approbation on the part of parents. As a matter of fact, I received a letter from a mother who was quite apprehensive that the program was going to be curtailed. Whereupon, I called Mr. Macy and I think yourself, and I was assured at the time that there wasn't going to be any curtailment. There was going to be expansion.

I noticed the other day in driving home in my own State, I saw a billboard advertising Sesame Street. Are you familiar with that?

Dr. ALLEN. No.

Senator PASTORE. The question I want to raise is this: Do you think that that is the best way of bringing it to the attention of the public, on billboards on the road? Isn't there a better way of doing this?

Dr. ALLEN. No. I might say, Mr. Chairman, I met yesterday at some length with Mrs. Cooney and others from the Children's Television Workshop discussing that very question.

They are seeking help in putting people into communities, particularly in the inner cities, that can spend full time working with schools, with parents groups, and with day care center groups, encouraging the children to come together for viewing the Sesame Street programs.

It seems to me this is more effective. Those are the youngsters we want to reach.

Senator PASTORE. I think the contact ought to be a little more intimate.

Dr. ALLEN. I agree.

Senator PASTORE. It should be with the people who have knowledge in this area and the people who can benefit from it, rather than just a passing view.

Who pays for that, the station itself?

Dr. ALLEN. Probably so. I don't know. I have not seen that.

Senator PASTORE. Has anybody from the Corporation seen one of those billboards?

VOICE. No. You will have to go to Rhode Island to see it.

Dr. ALLEN. I might say, you are saying you received one letter. I think we received at least 3,000 letters in the matter of 2 weeks from all parts of the country when word got out that this program might not be continued.

Senator PASTORE. Would it be a gift on the part of some billboard company?

Dr. ALLEN. Yes. Possibly a public service.

Senator PASTORE. I was a little surprised when I saw it. Of course, I knew about the program. I find no objection to it. I just say that I think the context to be a little more intimate if they are trying to bring it to the attention of the people.

You may proceed.

Dr. ALLEN. My concern as Commissioner of Education is to emphasize the tremendous educational potential of television. I have been a supporter of educational television from its earliest days in my former position in the State of New York. It has been evident to me for sometime that contributions outside the traditional school setting are becoming increasingly more important as a part of our total educational effort.

In our national "Right to Read" effort, for example, we believe that ETV can and must play a critical role. This is an effort that you may know that we are attempting to make certain by the end of the 1970's that no boy or girl leaves our schools without having acquired the skill and ability to read to the full level of his or her capability. We are exploring with the people in the Children's TV workshop as a part of this.

In the newly developing area of environmental education, we are exploring with the Corporation for Public Broadcasting the possibility of a series of programs dealing with the environment and the quality of life in general. The opportunity for cooperation between the Office of Education and the Corporation in the cause of better education is virtually limitless, and I hope to take full advantage of this opportunity.

Mr. Chairman, if I may repeat, the Department of Health, Education, and Welfare believes that a 3-year authorization requested by the President is the sound step in the development of the Corporation. We respectfully urge the subcommittee and the Senate to give their approval to S. 3558.

Senator PASTORE. I understand the reason for the 3-year authorization is because some of these projects for research and development go beyond 1 fiscal year. You feel, in order to make a valid consideration, one that would make sense and be effective, we need more than a 1-year span?

Dr. ALLEN. That is right.

Senator PASTORE. Even though the appropriation itself might be limited, you feel that the authorization is necessary in order to obligate a contribution?

Dr. ALLEN. Yes, sir. One of the reasons for failure of a good many educational projects is that they are rushed into production poorly researched in order to get them out in time to meet a deadline of some sort.

This is a waste of money and poor education. I think that one of the greatest reasons for success of Sesame Street is that we had time to do a lot of research, try it out, experiment with it and make certain that it was going to be successful. That is very important in the field of education.

Senator PASTORE. Is that about the only participation your Department has with reference to public broadcasting?

Dr. ALLEN. Our principal participation is one of general interest, of course, in the educational value of it.

Senator PASTORE. I mean physically.

Dr. ALLEN. That is right.

Senator PASTORE. Does your assistant have anything to say?

Dr. ALLEN. No, sir.

Senator PASTORE. Thank you very much.

(Excerpt of President's Message on Education Reform, Mar. 3, 1970 follows.)

EXCERPT

PRESIDENT'S MESSAGE ON EDUCATION REFORM

MARCH 3, 1970

(c) *Television and Learning.*—Most education takes place outside the school. Although we mistakenly equate "schooling" with "learning", we should begin to pay far greater attention to what youngsters learn during the more than three quarters of their time they spend elsewhere.

In the last twenty years, there has been a revolution in the way most boys and girls—and their parents—occupy themselves. The average high school student, for example, by the time he graduates, has spent 11,000 hours in school—and 15,000 hours watching television.

Our goal must be to increase the use of television medium and other technological advances to stimulate the desire to learn and to help teach.

The technology is here, but we have not yet learned how to employ it to our full advantage. How can local school systems extend and support their curricula working with local television stations? How can new techniques of programmed learning be applied so as to make each television set an effective teaching aid? How can television, audio-visual aids, the telephone, and the availability of computer libraries be combined to form a learning unit in the home, revolutionizing "homework" by turning a chore into an adventure in learning?

The National Institute of Education would examine questions such as these, especially in that vital area where out-of-school activities can combine with modern technology and public policy to enhance our children's education. It will work in concert with other organizations and agencies dedicated to the educational uses of television technology. Prominent among these is the Corporation for Public Broadcasting, which the Congress established in 1967 as a private entity to channel and shape the use of Federal funds in support of public broadcasting. With its authorization for Federal funds expiring shortly, the time has come to extend the Federal support for the Corporation to stimulate its continuing growth and improvement. Accordingly, the Secretary of Health, Education, and Welfare is today transmitting a bill to authorize funds for the Corporation for a three-year period. This will permit the Corporation to grow in the orderly and planned way so important to a new undertaking. A portion of the annual Federal funding would be based on matching the dollars raised by the Corporation from non-Federal sources. The Congress did not intend that the Corporation derive its funds solely from the Federal Government. Therefore, increased contributions from private sources should be stimulated during the early years through the incentive offered in the matching process.

Senator PASTORE. We will now hear from Frank Pace, chairman of the board, Corporation for Public Broadcasting, who will be accompanied by John W. Macy, president.

**STATEMENT BY FRANK PACE, JR., CHAIRMAN OF THE BOARD,
CORPORATION FOR PUBLIC BROADCASTING, ACCOMPANIED BY
JOHN W. MACY, JR., PRESIDENT CORPORATION FOR PUBLIC
BROADCASTING**

Senator PASTORE. It is always nice to have you here, Mr. Pace.

Mr. PACE. I appreciate that.

Senator PASTORE. I paid you a big compliment and I hope that it will last for a long time. Shall I repeat it?

Mr. PACE. I must say, Mr. Chairman, your repetition is embellishing. I think I would enjoy it, however I will forgo it on this occasion.

Senator PASTORE. You are doing better than I did.

Mr. PACE. Mr. Chairman, let me say that after 2 years of working intimately with the Corporation, that my own sense of importance of public broadcasting and its capacity to play a role in the American civilization, is stronger than it was when I first accepted this responsibility.

I found, strangely enough, that this is a variation. It looks better under the X-ray than it does in the photograph. The intimate examination of it only causes you to understand more and more what it can do.

My purpose today, as it was a year ago, is to render an accounting to you of our funds over the past year. We were confirmed by this body to oversee the functions of the Corporation for Public Broadcasting. I would like, in an informal way, to give you my own sense of where we have gone.

Just about a year ago, John W. Macy Jr., was appointed President. The committee who selected him was composed of John Rockefeller III, Mrs. Oveta Culp Hobby, and Dr. Milton Eisenhower. I served as an informal member of that committee. I can tell you that each member of the committee, as well as myself, felt that he has exceeded our expectations. We are indeed satisfied.

One of the functions of a Board of Directors, is to constantly examine the actions of the Chief Executive Officer. We have done that and, to date, we find them satisfactory.

I want to report to you on the development of the staff because this is critical in an early period. You recall that I said, a year ago, that we hired no one in the Corporation who had not had at least 3 months trial experience with us.

Mr. Macy has continued that very careful selection of staff. I think that the people whom we have selected—by background, motivation, and competence—are of the highest caliber and are people who will grow with the task.

I can tell you from personal observation that they are enormously dedicated and are hard workers. The hours they put in will be satisfying to you and other members of the Senate as it is to me and the entire Board of Directors.

I want to say to you that we feel we have in place now an organization prepared to move. We feel that additions to the staff in the future will not be great or substantial. We believe that we can handle larger assignments with what we have, with some additional force.

I should say to you that in this period, the Board members, whom I represent, have themselves been enormously faithful. As the chairman was kind enough to point out, these people receive no real compensation. They do it out of a sense of public responsibility. They have accepted—and met—that responsibility not only in the Board meetings which are held for a full day once every 2 months, but in private they have accepted responsibilities beyond this.

I should say to you that in the area of fiscal matters in which you are interested, we on the Board have accepted responsibility. The vice president of finance reports to me once a week. It is the understanding

of the Board that he is available to me, or to any member upon their call on any matter of concern. I believe this Board is as fully informed as any Board of which I am aware.

In each meeting we ask if the information is adequate, whether it overstates the case and the answer has come back that we are giving them what they want.

You will pardon me if I am exhaustive about this. This, as I see it, is our responsibility and you are the people to whom we should report.

On more specific matters, on which you evidenced an interest when this Corporation was started, we have been operating a national interconnection system for over a year. It is not fully satisfactory in terms of its physical provisions for all of our stations. We are working at that and that will be solved.

We have not yet reached a sound agreement with the telephone company on the costing of this. The Congress was quite specific on this matter and we are working at it, and we intend to come to a result that is fair, overall, and beneficial to the public.

In this regard, the Federal Communications Commission has recognized the responsibility of both sides in this field.

May I say, incidentally, I was enormously heartened by the remarks of the FCC Chairman, Dean Burch, which I felt were very affirmative and as were those of Dr. Allen.

In the area of development in the educational field, I feel that we have made real strides forward. The chairman is fully aware of many of the specifics, but I think that the thing I can mention is that it is pleasing to me that as we begin to meet with the members of the educational community and discuss our relationship with them, we find that there is a much greater readiness to accept our values after the proven performance of "Sesame Street." This has been a door opener with the public. It has been a door opener with the education world because it shows what imaginative thinking can do in this field.

I should say to the chairman, I have had some experience with the operation of different kinds of institutions, some of them quite new. This, of course, is a completely new institution, created to solve a unique problem. In the 2 years with which I have been working with the Corporation, I have been remarkably impressed with the facility with which we have been able to use what was created. The necessity to improvise or to change has been very limited. In particular, I should say to you that one area over which you have given us responsibility is the area of maintaining independence, and this has been the easiest of our problems.

As an American citizen, it is a pleasure to say that, to my knowledge, no member of the executive branch or the legislative branch has sought at any way or at any time to influence the course of our development. We have enjoyed independence, not because we have exercised our authority, but because the necessity for it has not risen. I think that this is an extremely affirmative factor in what we seek to do.

I would say to you that we have found unique cooperation from the commercial side. I was interested again in what Chairman Burch said, because I believe it is correct, that if properly financed and properly supported we have an ability to provide the kind of competitive flare

that is needed to move this thing down the road. In addition, we may be able to take steps that may lead them down some roads they might not take by themselves.

I do want to assure the chairman that, not only in terms of gifts of money, gifts in kind, gifts in terms of aid and assistance, but they have been, as I said the first time I spoke to you, the other side of the coin in our working relationship. This relationship has been, in my judgment, first class.

Let me see if I have touched upon the broad areas in which the Chairman and the Senate have indicated an interest in terms of the Corporation. The matter on which we are meeting today is, of course, one of the affirmative requirements that the Congress placed upon the Corporation and the Government and that is the search for long range financing. We feel that this bill is a useful interim step.

We share with the chairman the sense that we should have a decision as to where we are going to move on long-range financing. We stand ready to be of assistance. We believe that the administration believes in the importance of this, and we are working closely with them to bring something of substance and value before this body.

Senator PASTORE. Mr. Pace, of course you will be testifying or Mr. Macy will be testifying before the Appropriations Committee. I understand that the budget estimate for this fiscal year is \$15 million. Do you want to make any observations on that?

Mr. PACE. If I were to make an observation, it would be this, Mr. Chairman:

We feel, and we identified at the beginning of the year, that in this year we could effectively spend \$40 million, \$32.5 million from Federal sources. That does not mean that is all the money we could spend. It is the money we could spend effectively.

Naturally, we believe that \$40 million could render far more than \$40 million of value to this Nation. We are prepared to stand by that statement.

We recognize the problem that the administration faces. As a former Director of the Budget, I think I am peculiarly aware of the problems that they face. If I had a statement to make, it would be my hope that as we continue to prove ourselves we can move forward more substantially in terms of the funds we are awarded.

I believe, also, Mr. Chairman, in the matching principal. I feel we have to get out and prove ourselves. I feel that the matching principal will need some refinement over a period of time. I would hope that the burden would not be too great on us originally, so that in seeking to match, we would move beyond sound planning for the years.

I believe it strongly. I would hope to see more in the appropriation field as well as in the matching field, and I think it will be developed down the road.

Senator PASTORE. What do you think the chances are of raising the \$7.5 million by matching?

Mr. PACE. I think it is most difficult in the first year, Mr. Chairman. I have had experience in this field. There are two factors that make it most difficult. One is that any time you undertake to raise a very significant amount of money in the first year, you may not lay the pattern for long range development of private fund raising that is needed.

Two, the great majority of money is raised by the stations themselves in this case. The Corporation has to be careful not to press in this area because it is important that the stations have their funds. So there are areas that we do not touch.

Senator PASTORE. Which leads me, at this point, Mr. Pace, to make this observation. The commercial television industry is a very lucrative one. It is a very privileged field. It comes only to few. There are many seeking. Once you get it, it is like touching the rainbow in many instances.

In the highly congested metropolitan areas, my experience has been that this is a very lucrative industry. It is quite limited and has to be limited for technological reasons. I would sincerely hope, and I say this very, very sincerely, that the commercial television industry will come up with a substantial part of that \$7.5 million.

Now, they have said time and time again how much they approve of public television. They have endorsed it. They have come here and testified and in all probability will testify again.

I would hope that more words and more rhetoric will get the hard cold cash. I would hope that they would meet a great part of this \$7.5 million as an example of what they mean.

Mr. PACE. The chairman's words are as always, of great value to us. I can assure you, Mr. Chairman, that we will give them that opportunity.

Senator PASTORE. You can have a transcript and show it to them.

Mr. PACE. Thank you very much, Mr. Chairman. I have no more to say other than, that on behalf of the other members of the Board, this privilege is indeed a great one. If I may say so, I personally, and every Member of this Board, has enjoyed this opportunity thoroughly. If I may have the privilege of saying so, it is because of your understanding of the breadth and quality of what the corporation can be to this country that makes this job as satisfactory a one as it has been to me.

Senator PASTORE. We spend millions and millions of dollars. We have a Headstart program. It is a fine program. There is no question about that fact. It has been already pointed out that the creativity of this Sesame Street is really amazing. There are few dollars by comparison. I think we do a great deal right in the home of the child.

These are the formative years. I had a schoolteacher in my office only yesterday who deals with this matter of reading. You would be surprised how many of our young people really don't know how to read properly. If you can't read correctly, you can't understand the question. If you do not understand the question, how can you give the right answer. These things are important.

I don't think that there has been a sufficient concentration in our whole educational process on this question of proper reading. You have got to understand what the question is before you can give the answer. Otherwise, it is just a guessing game. You may guess right or you may guess wrong. Certainly, you are not learning anything.

I want to thank you very much, Mr. Pace. Again, I commend you for your devotion to this public, worthwhile project.

Mr. MACY. I appreciate, very much, the opportunity to join with Mr. Pace in support of the future action of the Corporation. I have a rather lengthy statement which I would like to place in the record, and then offer a condensation of it.

Senator PASTORE. It will be inserted in the record after your oral summation.

Mr. MACY. Many of the activities of the Corporation are familiar to you, and Mr. Pace has given you the overview from the Board's point of view. I join him in feeling that the past year of activities for the Corporation have been marked by progress and advancement.

I believe that within the limited resources that have been made available to us in the form of "seed money," we have been able to move into a number of significant areas that have carried out the mandate of the Congress in the Public Broadcasting Act.

Some of the evidence is in the continuing growth in the number of public television and radio stations across the country. Last year there were 184 television stations. Today there are 191. There are 24 additional ones that are in the process of developing the necessary capabilities to go on the air, in accordance with their licenses.

(The list follows:)

Public television stations as of January 1970

| | CH | | CH |
|------------------------------|----|-------------------------|----|
| ALABAMA: | | FLORIDA: | |
| Birmingham, WBIQ..... | 10 | Gainesville, WUFT..... | 5 |
| Dozier, WDIQ..... | 2 | Jacksonville, WJCT..... | 7 |
| Louisville, WGIQ..... | 43 | Miami, WSEC..... | 17 |
| Mobile, WEIQ..... | 42 | Miami, WTHS..... | 2 |
| Montgomery, WAIQ..... | 26 | Orlando, WMFE..... | 24 |
| Cheaha, WCIQ..... | 7 | Tallahassee, WFSU..... | 11 |
| Huntsville, WHIQ..... | 25 | Tampa, WEDU..... | 3 |
| Florence, WFIQ..... | 36 | Tampa, WUSF..... | 16 |
| | | Pensacola, WSRE..... | 23 |
| ARIZONA: | | GEORGIA: | |
| Phoenix, KAET..... | 8 | Athens, WGTW..... | 8 |
| Tucson, KUAT..... | 6 | Atlanta, WETV..... | 30 |
| ARKANSAS: | | Chatsworth, WCLP..... | 18 |
| Little Rock, KETS..... | 2 | Warm Springs, WJSP..... | 28 |
| CALIFORNIA: | | Dawson, WACS..... | 25 |
| Eureka, KEET..... | 13 | Pelham, WABW..... | 14 |
| Los Angeles, KCET..... | 28 | Pembroke, WVAN..... | 9 |
| Redding, KIXE..... | 9 | Waycross, WXGA..... | 8 |
| Sacramento, KVIE..... | 6 | Wrens, WCES..... | 20 |
| San Bernardino, KVCR..... | 24 | Cochran, WDCO..... | 15 |
| San Francisco, KQED..... | 9 | HAWAII: | |
| San Jose, KTEH..... | 54 | Honolulu, KHET..... | 11 |
| San Mateo, KCSM..... | 14 | Wailulu, KMEB..... | 10 |
| San Diego, KEBS..... | 15 | IDAHO: | |
| COLORADO: | | Moscow, KUID..... | 12 |
| Denver, KRMA..... | 6 | ILLINOIS: | |
| CONNECTICUT: | | Carbondale, WSIU..... | 8 |
| Hartford, WEDH..... | 24 | Chicago, WTTW..... | 11 |
| Bridgeport, WEDW..... | 49 | Chicago, WXXW..... | 20 |
| Norwich, WEDN..... | 53 | Olney, WUSI..... | 16 |
| DELAWARE: | | Urbana, WILL..... | 12 |
| Wilmington, WHYI..... | 12 | INDIANA: | |
| DISTRICT OF COLUMBIA: | | Bloomington, WTIU..... | 30 |
| Washington, WETA..... | 26 | St. John, WCAE..... | 50 |
| | | Vincennes, WVUT..... | 22 |

Public television stations as of January 1970—Continued

| | CH | | CH |
|----------------------------|----|-----------------------|----|
| IOWA: | | NEW HAMPSHIRE: | |
| Des Moines, KDIN | 11 | Durham, WENH | 11 |
| KANSAS: | | Hanover, WHED | 15 |
| Topeka, KTWU | 11 | Keene, WEKW | 52 |
| KENTUCKY: | | Littleton, WLED | 49 |
| Ashland, WKAS | 25 | Berlin, WEDB | 40 |
| Bowling Green, WKGB | 53 | NEW MEXICO: | |
| Covington, WCVN | 54 | Albuquerque, KNME | 5 |
| Elizabethtown, WKZT | 23 | NEW YORK: | |
| Hazard, WKHA | 35 | Binghamton, WSKG | 46 |
| Lexington, WKLE | 46 | Buffalo, WNED | 17 |
| Louisville, WKPC | 15 | Garden City, WLW | 21 |
| Madisonville, WKMA | 35 | New York-Newark, WNDT | 11 |
| Morehead, WKMR | 38 | New York, WNYC | 31 |
| Murray, WKMU | 21 | New York, WNYE | 25 |
| Owenton, WKON | 52 | Rochester, WXXI | 21 |
| Pikeville, WKPI | 22 | Schenectady, WMHT | 17 |
| Somerset, WKSO | 29 | Syracuse, WCN Y | 24 |
| LOUISIANA: | | NORTH CAROLINA: | |
| New Orleans, WYES | 8 | Asheville, WUNF | 33 |
| MAINE: | | Chapel Hill, WUNC | 4 |
| Augusta, WCBB | 10 | Charlotte, WTVI | 42 |
| Calais, WMED | 13 | Columbia, WUND | 2 |
| Presque Isle, WMEM | 10 | Concord, WUNG | 58 |
| Orono, WMEB | 12 | Linville, WUNE | 17 |
| MARYLAND: | | NORTH DAKOTA: | |
| Baltimore, WMPB | 67 | Fargo, KFME | 13 |
| MASSACHUSETTS: | | OHIO: | |
| Boston, WGBH | 2 | Athens, WOUB | 20 |
| Boston, WGBX | 44 | Bowling Green, WBGU | 70 |
| MICHIGAN: | | Cincinnati, WCET | 48 |
| Detroit, WTVS | 56 | Cleveland, WVIZ | 25 |
| East Lansing, WMSB | 10 | Columbus, WOSU | 34 |
| University Center, WUCM | 19 | Newark, WGSF | 28 |
| Mt. Pleasant, WCMU | 14 | Oxford, WMUB | 14 |
| MINNESOTA: | | Toledo, WGTE | 30 |
| Appleton, KWCM | 10 | OKLAHOMA: | |
| Duluth-Superior, WDSE | 8 | Oklahoma City, KETA | 13 |
| Minneapolis-St. Paul, KTCA | 2 | Oklahoma City, KOKH | 25 |
| Minneapolis-St. Paul, KTCI | 7 | Tulsa, KOED | 11 |
| MISSOURI: | | OREGON: | |
| Kansas City, KCSD | 19 | Corvallis, KOAC | 7 |
| St. Louis, KETC | 9 | Portland, KOAP | 10 |
| NEBRASKA: | | PENNSYLVANIA: | |
| Alliance, KTNE | 13 | Allentown, WLVT | 39 |
| Bassett, KMNE | 7 | Erie, WQLN | 54 |
| Hastings, KHNE | 29 | Hershey, WITF | 33 |
| Lexington, KLNE | 3 | Philadelphia, WUHY | 35 |
| Lincoln, KUON | 12 | Pittsburgh, WQED | 13 |
| Merriman, KRNE | 12 | Pittsburgh, WQEX | 16 |
| Norfolk, KXNE | 19 | University Park, WPSX | 3 |
| North Platte, KPNE | 9 | Wilkes-Barre, WVIA | 44 |
| Omaha, KYNE | 26 | RHODE ISLAND: | |
| NEVADA: | | Providence, WSBE | 36 |
| Las Vegas, KLVX | 10 | | |

Public television stations as of January 1970—Continued

| | CH | | CH |
|------------------------|----|---------------------------|----|
| SOUTH CAROLINA: | | | |
| Allendale, WEBA | 14 | Harrisonburg, WVPT | 51 |
| Charleston, WITV | 7 | Norfolk, WHRO | 15 |
| Columbia, WRLK | 35 | Richmond, WCVE | 23 |
| Florence, WJPM | 33 | Richmond, WCVW | 57 |
| Greenville, WNTV | 29 | Roanoke, WBRA | 15 |
| SOUTH DAKOTA: | | | |
| Brookings, KESD | 8 | WASHINGTON: | |
| Rapid City, KBHE | 9 | Lakewood Center, KPEC | 56 |
| Vermillion, KUSD | 2 | Pullman, KWSC | 10 |
| TENNESSEE: | | | |
| Memphis, WKNO | 10 | Seattle, KCTS | 9 |
| Nashville, WDCN | 2 | Spokane, KSPS | 7 |
| Knoxville, WSJK | 2 | Tacoma, KTPS | 62 |
| Lexington, WLJT | 11 | Yakima, KYVE | 47 |
| TEXAS: | | | |
| Austin, KLRN | 9 | WEST VIRGINIA: | |
| Dallas, KERA | 13 | Morgantown, WWVU | 24 |
| Houston, KUHT | 8 | Huntington, WMUL | 67 |
| Lubbock, KTXT | 5 | WISCONSIN: | |
| Richardson, KRET | 23 | Madison, WHA | 21 |
| UTAH: | | | |
| Logan, KUSU | 12 | Milwaukee, WMVS | 10 |
| Ogden, KOET | 9 | Milwaukee, WMVT | 36 |
| Ogden, KWCS | 18 | PUERTO RICO: | |
| Provo, KBYU | 11 | Hato Rey (San Juan), WIPR | 6 |
| Salt Lake City, KUED | 7 | Mayaguez, WIPM | 3 |
| VERMONT: | | | |
| Burlington, WETK | 33 | AMERICAN SAMOA: | |
| Rutland, WVER | 28 | Pago Pago, KVZK | 2 |
| St. Johnsbury, WVTB | 20 | | 4 |
| Windsor, WVTA | 41 | | 8 |
| | | | 10 |
| | | | 12 |

Senator PASTORE. Do we have any statistics on how many people listen to public television?

Mr. MACY. Yes. One of our activities during the past year has been to undertake, for the first time, some audience research with respect to the number of people that are watching. The Louis Harris organization conducted a survey for us last fall that revealed that about 8 million families are watching public television every week and that this would represent about 20 million people.

Over a longer period of time, the number of viewers goes up very substantially. We know that we now have stations on the air that can be received by 74 percent of the television households across the country. The additional development of stations will be to fill in the remaining 26 percent or as close to the full 100 percent as we can.

We have been following the mandate of Congress in enhancing the development of public radio. Public radio is in a state of very limited strength and although there have been 424 stations licensed and on the air, nearly half of them are 10 watts—very limited power—and therefore have a very limited audience.

One of the things we have done in the last year is to set up certain minimum standards before the Corporation would grant general support to these stations. Seventy-three of them have met those

standards and will be receiving support from the Corporation in the next few days.

We are hopeful that we can——

Senator PASTORE. Can you enumerate those in the record for us?

Mr. MACY. Yes. I can give you a full list.

Senator PASTORE. We would appreciate that. That question is apt to arise on the floor.

Mr. MACY. We will be very happy to. Both for television and radio. (The subsequent information was received for the record:)

STATIONS MEETING STANDARDS UNDER CPB POLICY FOR PUBLIC RADIO STATION ASSISTANCE (NOVEMBER 1969)

| | |
|---|--------------------------------------|
| Alaska, College, KUAC-FM | New Mexico, Las Cruces, KRWG-FM |
| Arizona, Phoenix, KFCA-FM | New York, Albany, WAMC-FM |
| Arizona, Tucson, KUAT-AM | New York, Buffalo, WBFO-FM |
| California, Berkeley, KPFA-FM | New York, New York, WBAI-FM |
| California, Los Angeles, KPFK-FM | New York, New York, WNYC-AM |
| California, San Diego, KEBS-FM | New York, New York, WNYC-FM |
| California, San Francisco, KOED-FM | New York, New York, WRVR-FM |
| District of Columbia, Washington, WAMU-FM | North Dakota, Fargo, KDSU-FM |
| Florida, Tallahassee, WFSU-FM | North Dakota, Grand Forks, KFJM-AM. |
| Illinois, Carbondale, WSIU-FM | Ohio, Athens, WOUB-AM |
| Illinois, De Kalb, WNIU-FM | Ohio, Athens, WOUB-FM |
| Illinois, Urbana, WILL-AM | Ohio, Cincinnati, WGUC-FM |
| Indiana, Bloomington, WFIU-FM | Ohio, Columbus, WCBE-FM |
| Indiana, Lafayette, WBAA-AM | Ohio, Columbus, WOSU-AM |
| Iowa, Ames, WOI-FM | Ohio, Columbus, WOSU-FM |
| Iowa, Iowa City, WSUI-AM | Ohio, Oxford, WMUB-FM |
| Kansas, Lawrence, KANU-FM | Oregon, Corvallis, KOAC-AM |
| Kentucky, Lexington, WBKY-FM | Oregon, Eugene, KWAX-FM |
| Kentucky, Louisville, WFPK-FM | Pennsylvania, Philadelphia, WUHY-FM. |
| Kentucky, Richmond, WEKU-FM | Pennsylvania, Pittsburgh, WDUO-FM |
| Massachusetts, Amherst, WFCR-FM | South Dakota, Vermillion, KUSD-AM |
| Massachusetts, Boston, WBUR-FM | Tennessee, Knoxville, WUOT-FM |
| Massachusetts, Boston, WGBH-FM | Tennessee, Murfreesboro, WMOT-FM |
| Michigan, Ann Arbor, WUOM-FM | Tennessee, Nashville, WPLN-FM |
| Michigan, Detroit, WDET-FM | Texas, Austin, KUT-FM |
| Michigan, East Lansing, WKAR-AM | Utah, Provo, KBYU-FM |
| Michigan, East Lansing, WKAR-FM | Utah, Salt Lake City, KUER-FM |
| Michigan, Interlochen, WIAA-FM | Virginia, Richmond, WRFK-FM |
| Michigan, Kalamazoo, WMUK-FM | Washington, Pullman, KWSU-AM |
| Michigan, Marquette, WNMR-FM | Washington, Seattle, KRAB-FM |
| Minnesota, Collegeville, KSJR-FM | Washington, Seattle, KUOW-FM |
| Minnesota, Minneapolis, KUOM-AM | West Virginia, Buckhannon, WVWC-FM. |
| Minnesota, Northfield, WCAL-FM | Wisconsin, Madison, WHA-AM |
| Missouri, Buffalo, KBFL-FM | Wisconsin, Milwaukee, WUWM-FM |
| Missouri, Kansas City, KCUR-FM | Puerto Rico, Hato Rey, WIPR-AM |
| Missouri, Point Lookout, KSOZ-FM | |
| Missouri, Warrensburg, KCMW-FM | |
| New Jersey, East Orange, WFMU-FM | |

Effective June 1, 1970, the following public radio stations will be added to the present list of 73 CPB qualifying stations:

Calif., Northridge, KEDC-FM
 Kansas, Manhattan, KSAC-AM
 Nevada, Reno, KUNR-FM
 Ohio, Youngstown, WYSU-FM
 Washington, Tacoma, KTOY-FM

Mr. MACY. Our hope is that special funding grants that we can make to these stations just below the eligible criteria will bring them up so that the number of 73 can move along. As a matter of fact an additional five stations are expected to qualify by June 1.

I feel the greatest measure of our progress is evidenced by the programs themselves. Perhaps I am gilding the lilly, but I mention "Sesame Street" once again as an example of success.

Clearly this has been an artistic, educational and financial success. It is interesting to me to note in terms of the last measure, that "Sesame Street" costs roughly one penny per child per 1 hour of program. It had about \$8 million in funding for the research, development and first 130 hours of programing.

Today that program is being seen by 5 to 6 million children in the target area of preschool children from 2 to 5 years of age. Mrs. Joan Cooney, executive director of the Children's Television Workshop, will give you greater details. I don't want to, in any sense, intrude on her time. This particular program is a demonstration of what can be done and how it is possible to combine learning and entertainment and to attract audiences that will find pleasure as well as learning. It seems to me that "pleasure as well as learning" can very well be one of the objectives that we are seeking in public broadcasting.

On the adult side, we have been particularly pleased with the program entitled "The Advocates." The executive editor for that program, Mr. Roger Fisher, will be here with you tomorrow. That program is carrying out the intent of public broadcasting to air the vital issues in such a way so that both sides of the issue can be adequately presented for the viewers, and to encourage the viewers not to be passive observers, but to become participants and to cast their vote.

It is interesting to note that from five to 14,000 responses have come from viewers in response to individual programs offered in "The Advocates" series.

The "Forsythe Saga" has a large number of viewers hooked. The 26 programs concluded last Sunday, and, by popular demand, the series will be run over again, starting next Sunday, for the next 26 weeks.

It is interesting to note that the publisher of the Galtsworthy work has sold more than 200,000 copies since that series went on the air. It has an audience. It is being received with great enthusiasm.

In many of the communities its success is also measured by the fact that the station manager has decided to show it not once a week, but sometimes two and three times a week.

We have had an experiment with a program designed to reach what we call the television gap: the teenagers. This is a program called "The Show." It is produced by the Hershey, Pa., station. It reflects the interests of the young people today in the form of television experience. It combines the dialog of the coffee shop with the mod music and with opportunities to talk to some of the significant people of our time.

Then NET as the principal national programer, has come up with remarkable firsts during this year.

For the music side, NET has presented artists from Peggy Lee to Martha Graham. Recently, this past week, they innovated with

a program that ran 90 minutes on each of 4 consecutive nights. It provided full coverage of a trial, showing the workings of justice in a municipal court in one of the two States where it is possible to take a camera into the courtroom to record the events. This again was education, but education in the kind of meaningful way that television can do best.

Well, I won't take any more of your time. I recall that when we were here last year, you mentioned your hope that there could do more in the way of music on public television. To me one of our great successes of the past year was the series called "The Sound of Summer," which, on each summer Sunday evening brought one of the musical festivals from some part of the United States to the television screen. These programs ran the gamut from Pablo Casals to Arlo Guthrie.

Senator PASTORE. How about Johnnie Cash. Have we had him yet?

Mr. MACY. He was on earlier last year. In fact, Johnnie Cash's appearance on public television was one of the great successes of last year.

Senator PASTORE. You better be careful how you handle that Cadillac song.

Mr. MACY. It is higher than our standard of living. We are not concerned about it.

Also, Mr. Chairman, in the past year the corporation has focused its attention on what it considered to be the essential elements. We have endeavored to give a strengthening impulse to the local station in serving the community to which it is licensed. This assistance has taken the form of general support grants. It has taken the form of a number of special production grants for new programming that a station could do to contribute to its own community, and hopefully to the national system. We have assisted the stations in conducting the kind of audience research that I have referred to. We have assisted in promoting and advertising programs so that where we have programs of value, they will be known to the public.

We have been assisting the stations in their own fund raising by establishing within our own corporation a staff of assistants that can advise them, and can help in the interchange of information among the stations as to how funds can be raised in each institution.

Likewise, because of the need of the industry for more and more talent—not only talent in production, but talent in management—we have inaugurated a series of career fellowships for the training of people from outside the industry.

As you commented in your opening statement, we have brought into being during the past year the Public Broadcasting Service to manage the interconnection, provide the means whereby the stations can receive national programming and make their own decision as to its dissemination. In radio, we have created a new institution called National Public Radio which will be the first central means of producing radio programs for use by the public stations.

There will be a new impetus for the development of that system. We have been moving ahead in the area of technology. In cooperation

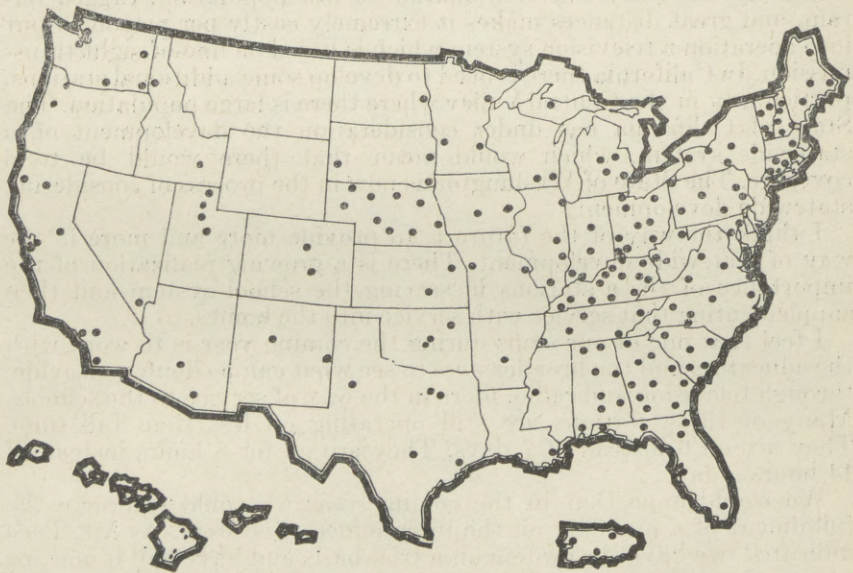
with NASA, we have participated in special tests on the delivery of television signals via the ATS I and ATS III satellites

Hopefully, we will have a radio experiment also utilizing this mode of technology to give us some indication of the technological needs, the financial aspects, as well as to the feasibility of this form of transmission in the future.

In the past year we have organized a means of receiving views from the citizens themselves. We organized an Advisory Committee of National Organizations, which included some 30 different national organizations. They meet with us quarterly and discuss some of our programming plans, and give us some indication as to what their members are interested in.

We have a map showing the distribution of the public television stations. With your permission, I would like to insert it in the record. (The map referred to follows:)

PUBLIC TELEVISION STATIONS



So that, Mr. Chairman, the first year has not been only a year of developing a capacity to move, but I feel that it has also provided some progress in very meaningful areas. This is just the beginning.

These samples of success are encouraging to us, but the scale of operations must be enlarged. There is need for us to move ahead to breakthroughs in additional areas. As has been commented already this morning, we need to take advantage of what we have learned through "Sesame Street" and to move into other areas and systems.

Senator PASTORE. You seem to be quite saturated here in the East. As you get to the Midwest I am not surprised. When you get here to California and these very Western States, is there any explanation for the paucity of educational stations there?

Mr. MACY. Yes; particularly in the Rocky Mountain area where you have such low concentration of population.

Senator PASTORE. You can't say that about California.

Mr. MACY. One of the reasons for the concentration, in the South-east particularly, is that in a number of the States, such as North and South Carolina, Alabama, Kentucky, and on into the Midwest and Nebraska, the States have created statewide systems with the result that there are stations located throughout the States to provide complete coverage.

Senator PASTORE. Supported by State funds?

Mr. MACY. Very substantially by State funds. For example in South Carolina there are seven stations, I believe, and the legislature in South Carolina provides an appropriation of \$3.6 million to support that system.

The blank spaces are Montana and Wyoming. Neither of those States as yet has a station in operation. We are discussing with representatives of those States the possibility of getting a system underway. As I say, the combination of low population, rugged terrain, and great distances makes it extremely costly per person to put into operation a television system which is based on line-of-sight transmission. In California there is need to develop some additional stations, particularly in the Central Valley where there is large population. The State of California has under consideration the development of a statewide system, which would mean that there would be total coverage. The State of Washington is now in the process of considering statewide development.

I think the way of the future is to provide more and more in the way of statewide development. There is a growing realization of the importance of these stations in serving the school system and then supplementing that service with service into the homes.

I feel that one of our steps during the coming year is to work with the educators and the broadcasters to see what can be done to provide, through television and radio, more in the way of service to the schools. Many of these stations are still operating on less than full time. They are on 6 instead of 7 days. They are on for 8 hours instead of 14 hours a day.

We would hope that in the coming year we could complete the fulfillment of a mandate on the interconnected system. As Mr. Pace indicated, we have the system on a trial basis and have had it now for 15 months. We are negotiating to have a dedicated system that will be available to the Corporation and to the entire public broadcasting enterprise 14 hours a day, 7 days a week. This is our goal. We feel that we are moving in that direction.

One of the significant aspects of our financial planning is the matter of the charge by the telephone system for the ground lines that are necessary to achieve this interconnection.

In the legislation there is provision for "free or reduced rates." To me, "free" means free. However, others apparently have different definitions of that term.

We are now endeavoring to determine with the American Telephone & Telegraph Co. and with the Federal Communications Commission what the amount of reduced rate should actually be. Certainly the size of that particular expenditure will have significant bearing on what we will be able to do in other fields.

We want to see what we can do in the period ahead to provide more in the way of public awareness of the kinds of programing that is taking place. We want to do more in the way of research so that we not only know how many people are watching, but what segments of our population they represent, and the impact of television and what it can be.

Again, we are turning to "Sesame Street." One of its significant achievements is really the determination of the impact of the program. We have already seen that children exposed to the learning processes in "Sesame Street" on numbers and letters are learning at about two and a half times the rate of the preschool children that are not receiving that particular program.

Senator PASTORE. How do you know that?

Mr. MACY. This is done through the Educational Testing Service, under contract with the Children Television Workshop. They will be making periodic measurements of the learning development of children in control groups and in groups that are observing the programs.

Now, as you point out, money is a problem. This past year frankly has been a difficult one because we have been operating for 9 of the 12 months on a continuing resolution at that seed money level of \$5 million. It was only last Saturday that we received the appropriation that was made available for fiscal year 1970. So, now we have full \$15 million that was appropriated by Congress.

Senator PASTORE. I hope that doesn't happen again this year. I don't think it will.

Mr. MACY. As you can appreciate, this has meant that in many ways we were planning, but we were unable to execute our plans. Clearly, our objective is long range financing. We are having a continuing discussion with representatives of the administration on just what the pattern should be.

As Mr. Burch has appropriately stated we find that virtually every option has its disadvantages and has its elements of negative popularity. We will come up with a proposal. It is absolutely necessary. We are more than ever convinced that this is something that is necessary. We feel that for the short term, the bill that you have before you, S-3558, is a sound interim plan. It would afford the 3-year authorization which would be very helpful in planning and operations, even though it still necessitates the return annually for appropriations under that authorization. We applaud the matching provision, although as Mr. Pace has indicated, the magnitude of the matching represents a real challenge to us.

We will be committing more of our executive time than we did in this past year in order to come as close to that \$7.5 million goal as we possibly can, because the total amount—the \$30 million that would result if we were able to raise \$7.5 on top of this regular authorization—is still only 75 percent of the funds that we feel are necessary in order to develop the system in accordance with the needs and the objectives set forth in the Public Broadcasting Act.

The bill does not specify the amounts to be authorized. This means that it will be up to us, if this bill passes, to make our case to the administration and to the appropriations committees each year as to the amount of money that is proposed.

We feel that the intent of Congress was to have the Corporation play a significant role in the development of this very important enterprise. To do that in this field, where costs are so high, the funding level should be advanced.

An illustration of costs, Mr. Chairman, is that today a standard of national programing, that meets the excellence level that is necessary, cannot be achieved for anything less than about \$40,000 to \$45,000 an hour. When we start multiplying that out into 52 weeks a year and at least 3 prime hours a night, the cost figures increase very rapidly.

In conclusion, all of us are most enthusiastic about the opportunity that has been afforded to us through the Public Broadcasting Act and the establishment of this Corporation. We feel we have solved some of the problems. We are encouraged, but we are not satisfied. There are many more problems that we intend to meet. We believe we have demonstrated that the American people like good programs and respond to them. The observation in the Act that the corporation be an inspiration for diversity and excellence in programing provides us with a most appropriate goal.

We have kept afloat financially and we are hopeful that the future will provide more effective financing. We are ready to move ahead on the next steps required to build a full fledged public broadcasting system that can give the American people the services of excellence in the days ahead.

Thank you.

Senator PASTORE. Thank you Mr. Macy.

(The statements follow:)

STATEMENT BY FRANK PACE, JR., CHAIRMAN OF THE BOARD, CORPORATION FOR PUBLIC BROADCASTING

Mr. Chairman and members of the Subcommittee, I am privileged to appear today in support of S. 3558, which extends the authorization for the Corporation for Public Broadcasting for a period of three years.

Frankly, this bill falls short of an ideal solution to the problem of operating an effective broadcasting service in the public interest. However, in the context of fiscal and other problems faced by the Administration, this appears to be the best bill that could be proposed at this time. I accept this as a fact and strongly urge this Committee to act favorably on it.

The Corporation for Public Broadcasting now has had two annual authorizations and appropriations. I do not believe it is necessary for me to review the disadvantages characteristic of this annual process when they are applied to the Corporation. Program preparation requires lead time, for example, just to mention a practical problem. All the disadvantages were dramatized in 1970 because the bill carrying the Corporation's appropriations was long delayed in the legislative process. As of today, three months exactly remain in the fiscal year, but as of the time of writing this, we have not received payment of our 1970 appropriation.

The Corporation was created in order to provide leadership and strength in the development of a valuable public resource and to assure the independence from Government control or influence essential for a program service for homes and classrooms. Annual appropriations so far have rendered the work of the Corporation most difficult.

S. 3558, by providing authorizations for three years of appropriations, represents substantial progress over the previous state of things. The bill is not ideal, however, because it fails to provide any permanent financing solution.

I understand the Administration gave serious consideration to various permanent financing plans, but concluded it had to reject them all for the time being. I further understand the Administration views the proposal before you as an interim plan to serve for a period of time during which the Corporation will develop more experience and during which additional study can be given to the basic problem of providing a long-term solution to the financing problem.

I understand the position of the Administration and accept it. Well before the period of time covered by this bill expires, I am confident a permanent proposal will emerge to replace it.

CORPORATION ACCOMPLISHMENTS

On behalf of the Board of Directors of the Corporation, I want to express the Board's conviction that the purposes of the Public Broadcasting Act of 1967 are being fulfilled soundly and with a rapidity that is little short of amazing.

John Macy, the President of the Corporation, will discuss the activity of the Corporation during the past year in more detail when he testifies. This activity includes very commendable progress toward all of the objectives assigned to the Corporation: development of programs of excellence and diversity, support of station operations, establishment of a system of interconnection, and improvement of the skills and capability of the personnel involved in public broadcasting.

The terms of the members of the Board are staggered so as to provide for the periodic introduction of new members. Five members of the first Board were appointed for two year terms in order to establish the desired pattern, and now the terms for this first group of five have expired. I would like, for the record, to express my deep appreciation and respect for the service that has been rendered by all of my colleagues. Without their advice and counsel, the Corporation would not have made as much progress.

THE AUDIENCE FOR PUBLIC BROADCASTING

No service is performed by public broadcasting unless someone watches the television program or listens to the radio. In the past, very little was known about this audience, but as we begin to get information as the result of studies done by and for the Corporation, we are heartened to find public broadcasting has a very substantial audience representative of the whole public. Hopefully, future budgets will enable us both to undertake additional study of the audience and also to do those things necessary to create a better understanding and awareness of the programs available through public broadcasting so that still more people will make themselves a regular part of the audience.

We now realize that some eight million families consisting of about 24 million people watch public broadcasting in an average week. This is a much larger group than ever before estimated. To some extent, these larger numbers are recorded because of our improved information about the audience but also to a large extent this greater audience has emerged because of the more attractive programs now being offered by public broadcasting.

The fact that substantial numbers of people are turning to public broadcasting—if you will, voting for public television by turning their dials—ties in with and supports a key provision of S. 3558. I refer to subsection (k)(2) that provides additional appropriations for each of the next three years in amounts equal to the private contributions to the Corporation.

I think it is entirely appropriate for us to turn to the public for an increasing share of our total financial need. During the short life of the Corporation, private contributions have been few in number. During the longer history of public broadcasting stations, private contributions similarly have represented only a small but vital part of the total financing received.

The matching provision in subsection (k)(2) will serve as a useful incentive for stimulating increased private participation in the financing of public broadcasting. We accept this provision for the purpose intended and expect our application of it will be fruitful.

INDEPENDENCE MAINTAINED

During the hearings preceding the creation of the Corporation, and since, many words have been spoken about the potential threat to public broadcasting posed by the use of Government funds.

In actual practice, I do not see that this apprehension about loss of independence is justified in any way.

According to the most recent financial data that have been collected, more than half of all public broadcasting station revenue has been received from state and local government—and this apparently has been the condition for some time.

State and local governments funds have been instrumental in developing the system we have today and supporting station operations.

During the two years that Federal appropriations have been available, no case has come to my attention to indicate that the nature of programs or the broadcasting of programs have been influenced in any way. Of course, this is exactly the way Congress intended it to be and one of the principal reasons that the independent Corporation for Public Broadcasting was created as the instrument for applying Federal funds to broadcasting operations.

The provision of authorization for each of three years under S. 3558 should help still further to allay the fears of any who still feel Federal appropriations constitute a threat to independence.

In summary, although it does not represent an ultimate solution, the bill before you represents very desirable progress in the planned development of public broadcasting in the public interest. I urge this Committee to act favorably on it.

STATEMENT BY JOHN W. MACY, JR., PRESIDENT, CORPORATION FOR PUBLIC BROADCASTING

Mr. Chairman and members of the subcommittee, a great deal has happened since I appeared before you last year, just a few weeks after I became President of the Corporation for Public Broadcasting.

I am pleased to report to you that we have made some satisfying progress in our efforts to fulfill the mandate of the Public Broadcasting Act of 1967, but I hasten to add that a great deal remains to be done before all of us in public broadcasting—the Corporation, the production centers, and the stations—can say we are providing the full service we believe the public desires and seems to expect.

The bill before you, S. 3558, will contribute to a continuation of progress in the years immediately ahead. I agree with the characterization of the bill provided by Frank Pace in his statement to you. It represents a desirable step forward from the practice followed in the first two years and, I believe, quite rightly challenges the Corporation and the public to provide additional financing from private sources.

I regret that the Administration has not found it possible to propose a permanent financing bill instead of this interim measure. To the extent we can contribute to a resolution of the longer term solution, we will do so. Certainly before the expiration of the three year period covered by S. 3558, a permanent solution should be forthcoming.

CORPORATION PURPOSES

As the result of a year's total immersion in practically every conceivable aspect of public broadcasting, I now see the purposes of the Corporation as falling into four main categories.

The public television or radio *station* is the prime element in the public broadcasting system. Our first and primary purpose is, and must continue to be, to strengthen the local station so as to augment its ability to serve the community in which it operates.

The most obvious and direct way to strengthen the local station takes the form of general support grants. Last year, operating with only a small initial fund, we were able to provide the 120 licensees then eligible with grants of \$10,000 each to be applied to purposes identified by the stations themselves. Small though this fund was for each station, and inequitable as it was inasmuch as large stations and small alike received only the \$10,000, still the infusion of a little new money enabled stations to undertake activities that otherwise would have been impossible.

In 1970, we had planned to increase the general support grants considerably. In the final analysis, as a result of some shrinkage in actual funding versus our original plan, we had to pull back somewhat. As soon as our 1970 appropriation became definite, we invited radio and television licensees to apply for a total of \$3.5 million in general support funds. This amount is very nearly triple the \$1.2 million that was made available in the prior year.

This year, also, we improved on the basis for making general support grants so that the amount received by each licensee will vary depending on station size and

ability to serve the community audience. The smallest grant will be for \$12,500 and the amount will range upward in five steps to a maximum of \$32,500.

General support is also being provided to radio stations with each of the present 73 qualifying radio stations eligible for \$7,500 in financial assistance. Additionally, a separate radio fund is available on a competitive basis to assist stations presently not eligible under the standards that have been established. The special grants are intended for the purpose of enabling such stations to strengthen their operations and rise to the eligible standard.

Although the general support grants may be used for the production of programs, they are not restricted to that purpose. A separate program assists in the production of broadcast material for use locally or, if appropriate, for distribution throughout the system on a national basis. We expect these grants to be up to \$50,000 to each of the stations participating in this program. Characteristically, there will be more proposals than we can fund, so a selection of the winners from among competing projects will have to be made.

INTERCONNECTION

The second principal purpose receiving our time and resources is the interconnection system. The plan to create an interconnection agency previously discussed with you has now been implemented by the creation of the Public Broadcasting Service.

Public Broadcasting Service will manage the national distribution of programs utilizing the system of lines provided by AT&T and supplementing that system if necessary by providing copies of videotapes. PBS is a nonprofit organization with a nine-man board of directors, five of whom have been selected by the stations, themselves. The president of NET and I are also members of that board, and the other two members will be selected from the general public. The management of PBS, then, quite properly will reflect the point of view and interests of the stations. Since the station manager has the ultimate decision on what is or is not broadcast to the citizens in the station's community, he should have the principal voice in determining what material shall be distributed to the stations through the interconnection facilities.

The success of any operation is largely determined by the quality of its personnel. The success of PBS is certain because Hartford N. Gunn, Jr. has agreed to serve as its first chief executive officer. Mr. Gunn moves into this position after serving for twelve years as the chief executive of WGBH in Boston. During that time Mr. Gunn built WGBH into one of the strongest public stations in the country and one of the leading stations in Boston where the station performs extremely well along side strong commercial stations in that area.

The availability of an effective distribution system is clearly basic in the improvement of public broadcasting. The final form of the interconnection system has not yet been determined. Negotiations with AT&T have been moving step by step, with periodic involvement by the Federal Communications Commission. Our plans call for provision of a dedicated network of lines connecting 65 points serving 166 stations on a full-time basis. The Public Broadcasting Act provided that such service could be provided by carriers at "free or reduced rates." In our negotiations, delay has been attributable to difficulty in setting the rates that should be charged for this service. Our position has been that the service should be free. The FCC has determined, after hearings and the review of briefs, that there should be a charge for the service. We are now in the process of arriving at a determination of the amount of the reduction to be provided when that charge is made. Meanwhile, we continue to operate the interconnection system under temporary tariffs adopted when an experimental system was first put into operation slightly more than a year ago.

Creation of PBS and the beginning of its operations represents an important milestone in the development of a national system of public television.

PROGRAMS

Our third main purpose is to augment the national inventory of programs available for station use—programs of diversity and excellence.

Together with financing by others, we have supported program production by National Educational Television—NET. NET produces five hours of programs a week, the basic core of national programming.

National programs produced by stations also provide a substantial segment of programs distributed nationally. As rapidly as our financing permits, we plan to develop the national program production capability of additional stations so the need for national programs will be supplied by a number of centers in various parts of the country.

NET has contributed greatly to the quality, attractiveness, and usefulness of national programming. For example, NET was able to obtain the rights to the "Forsythe Saga," which now has American families hanging on every episode in much the same way that British families did when the program was first broadcast by the BBC. A measure of the success of the program lies in the decision to repeat the series immediately for the benefit of those who previously failed to see it.

Without doubt, new program material offered to the stations and used by them has contributed significantly to the ability of the stations to serve and enlarge their audiences.

"Sesame Street", produced by the Children's Television Workshop, has been a success from every point of view. In the first place, it succeeds in advancing the education of preschool children. And it is succeeding with a very large number of children. A recent study made in eight cities indicates that, of those families with children aged six or under, viewing of "Sesame Street" ranges from a high of 89 percent of all families with children in this age group to a low of 56 percent. The critical comment by parents and professional critics has taken the form of extravagant praise in almost every instance. And finally, we discover that contributions from the public to the stations carrying "Sesame Street" have increased. This is a most welcome expression of appreciation from the public.

The Children's Television Workshop is now planning a continuation of "Sesame Street" and in addition is undertaking the research and development preceding a possible new program for use in some later year. The Corporation has participated in financing the Children's Television Workshop and accepts as a fact of life that the share of financing from the Corporation must increase in future years if the Workshop is to be sustained.

The stations in Boston and Los Angeles have combined to produce a major national show, "The Advocates". This program, broadcast live each Monday night uses a courtroom setting to present information on both sides of a decidable issue. Qualified witnesses discuss the specific issue of any one program in the presence of a "decision maker"—an official faced in the near future with the necessity of making a decision about the issue under discussion. The viewers of the programs and the listeners in the studio are encouraged to express their point of view both before and after the broadcast discussion. Audience participation, measured by mail response running anywhere from 5 to 14 thousand letters per program has been most satisfying. The change of opinion as recorded by audiences before and after discussions also indicates that the programs are capable of communicating information that helps the public clarify problems and arrive at their own positions.

Teenagers tend to turn off television more than other age groups. The station at Hershey, Pennsylvania, is now producing a program for teenagers, called "The Show." "The Show" combines entertainment with participation—sometimes quite intense participation—by the teenage studio audience. In its development, this program underwent careful research and evaluation starting with a pilot program moving through studio presentations and audience interviews, reconstruction of the show in accordance with the guidance given by the teenage viewers, and a continuing analysis of the attitudes of audiences toward current productions. The Corporation is financing this effort to reach teenagers.

In addition to financing or assisting in the financing of these new programs among others, the Corporation has made grants for the purpose of continuing other station produced programs on the air. Continuation of Washington Week in Review, World Press, and Bookbeat, has been made possible in this way.

"Misterogers Neighborhood" is a shining example of a station production distributed by NET. This award-winning children's show is a tribute to the genius of Fred Rogers, who does his productions at the station in Pittsburgh. Previously it was necessary to charge stations \$100 a week for the use of this show, and as a result not all stations were able to afford it. Last February the Corporation provided a grant for the purpose of making the show available on a no-charge basis to the stations not then using it, and in the fall when a new cycle starts, the program will be made available to all stations on a no-charge basis. The cost is \$500,000, which we view as a very prudent investment in constructive child development.

Support for programs has not, and will not be, limited to television. The

Corporation has outlined a plan of development assistance for the public radio stations serving communities in all parts of the country. One of the most important accomplishments in this effort was the establishment of National Public Radio, the first national program production center for noncommercial radio. NPR will provide informational, educational and cultural programs on a daily basis for use by the nation's public radio stations. In the year to come, this service, along with direct Corporation grants to the stations themselves, should be of great assistance in strengthening the program schedules of most stations.

SYSTEM IMPROVEMENT

The fourth main purpose has to do with strengthening the total system. Through our program of career fellowships, for example, we assist the stations in attracting new talent to public broadcasting and developing that talent in productive ways. Fellowships are available for television, radio, and film operations.

Program promotion is essential if the investment in programs and facilities is to be maximized. Within the limits of tight budgets, we provide funds to program producers for the purpose of building audiences for specific broadcasts in communities across the country.

A knowledge of the audience—its size, characteristics, and attitudes—is basic to the planning and improvement of the system. Knowledge about the audience had been woefully lacking. During the past year we have undertaken studies that have increased information about the audience and the performance of specific programs, and, although this work represents a huge percentage increase in the data available, it has just scratched the surface of the problem. Last fall Louis Harris and Associates undertook for us a national survey of the audience for public broadcasting and provided some eye-opening information.

Seventy-four percent of the households in the country are reached by a public television signal. This proportion stands at around 80 percent in all parts of the country except the midwest, where only 60 percent of the families are within reach of a signal. Obviously we have a long way to go before we fulfill the requirement of reaching all the citizens with this public service. Extension of the system depends almost entirely on the Federal program for facilities grants administered by the Department of Health, Education and Welfare and local interest in organizing new local stations where none now exist.

Facilities grants have been authorized at the level of \$15 million for each of the fiscal years 1971, 1972, and 1973. This authorization was part of Public Law 91-97 enacted last fall. At these hearings, facilities are not part of the bill under consideration, but I cannot refrain from some comment on this subject. The need for construction of new stations and the improvement of existing ones is reaching alarming proportions. Appropriations under authorizations that have been provided have, in recent years, fallen well below allowable totals. In 1968 there was no appropriation, in 1969 only \$4 million, in 1970 the appropriation was \$5.08 million but after the Administration exercised authority to cut appropriations, there will be just over \$4 million available, and the request for 1971 as carried in the President's budget is again \$4 million. Further to compound the problem, the Administration has indicated its intention to spend only \$2.2 million out of the 1970 appropriation, with the remainder to be carried over for 1971.

We view the need for a new commitment to the importance of the facilities grant program as a matter of the highest importance. An excellent program of the most basic value is being fed a starvation diet.

So the ability of public broadcasting to reach the public is limited by the number and strength of the signals that are being generated. Of those within reach of a public signal, 8 million households watched in the week before the survey and 15 million households watched one or more times during the six months preceding the study. This is a considerably larger audience than previous fragmentary reports had indicated.

The characteristics of this audience are noteworthy, in some respects indicating a more representative cross-section of the country than the audience for commercial television. Of the audience in the viewing area, thirty-nine percent of the men and thirty-eight percent of the women watched public television in the six-month period. Thirty-eight percent of the white households and thirty-nine percent of the black households were tuned in. When looked at from the point of view of education, 51 percent of those with college education watched public television as did thirty-eight percent of those with high school diplomas and twenty-nine per-

cent of those who stopped their schooling before finishing high school. By economic levels, forty-nine percent of those earning \$10,000 a year or more were viewers and twenty-five percent of those earning less than \$5,000 also watched.

The Harris survey provides us with many other stratifications of the data. Now that we have a benchmark, we expect to be able to make measurements periodically so as to determine the performance of programs and the trends of public response. This kind of study applies to the system as a whole but we are also undertaking analysis of specific shows in specific cities in order to get that kind of information as well.

Any program for the purpose of assisting stations to strengthen themselves would be incomplete without tackling the financing problem. The Corporation has created a new station development support operation, under the direction of Mr. Roland Fenz, who until recently was the development director for station KQED in San Francisco, for the purpose of providing technical assistance in planning and conducting fund raising efforts by the stations in their own communities. At the same time, in order to respond to the incentive provided by subsection (k) (2) in the bill before you, the Corporation has organized a development operation to raise private funds. This activity is headed by Mr. Thaddeus Holt, a Rhodes scholar, a lawyer, and a man who knows broadcasting.

Our efforts to strengthen the system have included close attention to the emerging cable and satellite technologies. As President of the Corporation, I serve as Chairman of a task force representing the public broadcasting industry in a project with NASA involving experimental use of ATS I. After thorough engineering tests, we undertook to use the NASA satellite for the coast-to-coast transmission of public programs. The tests, experiments, and actual broadcasts have provided useful information. There are engineering problems that must be resolved, but the experience indicates that distribution of programs by satellite can be a practical reality.

FUTURE PLANS

Financially, 1970 has been a year of travail. Up until March 5, when the President signed the Labor, HEW and Related Agency appropriation bill, we operated under continuing resolutions at the rate of \$5 million a year. Plans for 1970 were based on a much higher level, and the actual appropriation was for \$15 million. Since January, we had a firm plan for the application of the full amount of that \$15 million appropriation, and we are now, finally, in a position to implement that plan. We expect to act on projects totaling \$17.4 million—the full amount of the Federal and non-Federal funds available to us—before June 30.

Attached to my statement is a summary of the budget for 1971, 1972, and 1973 together with more detailed narrative description of the 1971 program. As you will see from that attachment, we visualize program requirements of \$40 million in 1971, \$55.7 million in 1972, and \$67.7 million in 1973. Given that level of programs by 1973, we will still be two years behind the line laid down in the Carnegie Commission study for Corporation financing. I should point out that the \$40 million level required for 1971 is \$10 million more than the President's budget request.

I don't mean to dwell now on the details of the plans for future years but a few general comments are appropriate.

Analysis of the 1971 budget shows that 64.2 percent of the funds apply to local activities and 35.8 percent to national. When analyzed TV versus radio, 87.2 percent applies to TV and 12.8 percent to radio.

Provision of programs for use by stations accounts for the largest single type of expenditure that we make. The attached budget detail shows amounts identified for production by national centers and approximately equal amounts available for station production of national programs. We are now considering a somewhat different approach to the production of national programs. This new approach would be based on creating a national program production capability at several additional stations around the country very much along the line proposed by the Carnegie Commission Report. National Educational Television would continue to be the major producer of such programs, but the pool of available material would be enlarged by contributions from a number of stations. Of course stations at present are providing national programs, as in the case of Boston, Los Angeles, Chicago, Hershey, Pittsburgh, and Washington. The operations at such stations as these would be strengthened and additional capabilities created.

Although we show separate amounts in the budget for national centers and for stations, if this plan is implemented, we will pool those two items and redistribute funds to national centers and stations on a somewhat different pattern.

SUMMARY

In quick review: We have made satisfying progress during the past year but have far to go.

The station keystone, although still requiring considerably more financial cement to hold it securely in place, is today somewhat less precarious.

The introduction of some new programs has been favorably received by the public and is working to improve the relationship between public broadcasting and audiences. As a by-product, the public seems to be showing its appreciation by a greater willingness to make contributions.

The interconnection agency, PBS, is in being and beginning to operate.

National Public Radio has been organized and is ready to begin producing a full radio service as soon as funding can be provided.

We are probing the boundaries of present technology in order to assure public broadcasting avails itself of the improvements that can be expected in the future.

We are studying our audiences so as to determine what programs work well and why for the purpose of continually improving the relevance and the communication value of programs we support.

We are actively engaged in making public broadcasting a more attractive market so that young people, writers, film makers, artists of all types, will think of public broadcasting as a place for their careers and for their creations.

We have a coordinated plan for the balanced development of Corporation support in the years immediately ahead.

The crucial missing ingredient is financing. Authorization for that financing is provided by the bill before you. The Corporation strongly favors the bill and recommends that you act favorably on it.

CORPORATION FOR PUBLIC BROADCASTING—BUDGET SUMMARY

[In thousands of dollars]

| | 1970 estimate | 1971 budget | 1972 budget | 1973 budget |
|------------------------------------|---------------|-------------|-------------|-------------|
| 1. Programs for television: | | | | |
| (a) By national centers..... | \$2,625 | \$7,750 | \$11,500 | \$14,750 |
| (b) By regions..... | | 500 | 750 | 900 |
| (c) By stations..... | 2,852 | 7,600 | 11,400 | 14,700 |
| (d) By others..... | 40 | 850 | 1,000 | 1,000 |
| Total..... | 5,517 | 16,700 | 24,650 | 31,350 |
| 2. Programs for radio: | | | | |
| (a) By national centers..... | 250 | 1,275 | 2,000 | 2,500 |
| (b) By regions..... | | | 200 | 400 |
| (c) By stations..... | 191 | 700 | 1,000 | 1,250 |
| (d) By others..... | | | 200 | 250 |
| Total..... | 441 | 1,975 | 3,400 | 4,400 |
| 3. Technical: | | | | |
| (a) Planning and research..... | 200 | 220 | 300 | 350 |
| (b) Interconnection..... | 4,150 | 6,775 | 8,000 | 8,750 |
| Total..... | 4,250 | 6,995 | 8,300 | 9,100 |
| 4. Development and support: | | | | |
| (a) Improving quality..... | 596 | 900 | 1,125 | 975 |
| (b) Supporting stations..... | 4,798 | 10,135 | 14,635 | 17,815 |
| (c) Developing awareness..... | 125 | 1,045 | 1,200 | 1,445 |
| Total..... | 5,159 | 12,080 | 16,960 | 20,235 |
| 5. Administration..... | | | | |
| | 1,666 | 2,250 | 2,400 | 2,600 |
| Total, program..... | 17,393 | 40,000 | 55,710 | 67,685 |
| Financing: | | | | |
| Federal appropriation..... | | 25,000 | 40,000 | 50,000 |
| Federal matching..... | | 7,500 | 8,000 | 8,500 |
| Total Federal..... | 15,000 | 32,500 | 48,000 | 58,500 |
| Non-Federal grants..... | 12,393 | 7,500 | 8,000 | 8,500 |
| Total, program..... | 17,393 | 40,000 | 56,000 | 67,000 |

¹ Includes carryovers.

BUDGET SUMMARY—INCREASES OVER PRIOR YEAR

[Dollars in thousands]

| | 1971 | 1972 | 1973 |
|---------------------------------|----------|---------|---------|
| 1. Programs for TV..... | \$11,183 | \$7,950 | \$6,700 |
| 2. Programs for radio..... | 1,534 | 1,425 | 1,000 |
| 3. Technical..... | 2,745 | 1,305 | 800 |
| 4. Development and support..... | 6,561 | 4,880 | 3,275 |
| 5. Administration..... | 584 | 150 | 200 |
| Total..... | 22,607 | 15,710 | 11,975 |

PERCENTAGE ANALYSIS

| | 1970 | 1971 | 1972 | 1973 |
|---------------------------------|------|------|------|------|
| 1. Programs for TV..... | 32 | 42 | 44 | 46 |
| 2. Programs for radio..... | 3 | 5 | 6 | 7 |
| 3. Technical..... | 24 | 17 | 15 | 13 |
| 4. Development and support..... | 32 | 30 | 31 | 30 |
| 5. Administration..... | 9 | 6 | 4 | 4 |
| Total..... | 100 | 100 | 100 | 100 |

FUNCTIONAL ANALYSIS

| | Total | TV | Radio (thousands) | National | Local |
|-----------------------------------|----------|--------|----------------------|----------|--------|
| 1. Programs for television..... | \$16,700 | 16,700 | | 8,600 | 8,100 |
| 2. Programs for radio..... | 1,975 | | 1,975 | 1,275 | 700 |
| 3. Technical..... | 6,995 | 6,225 | 770 | | |
| 4. Development and support: | | | | | |
| (a) Improving quality..... | 900 | 750 | 150 | 100 | 800 |
| (b) Supporting stations..... | 10,135 | 8,390 | 1,745 | | 10,135 |
| (c) Developing awareness..... | 1,045 | 1,025 | 20 | 1,020 | 25 |
| 5. Administration..... | 2,250 | 1,800 | 450 | | |
| Total..... | 40,000 | 34,890 | 5,110 | 10,995 | 19,760 |
| TV and radio (percent)..... | | 87.2 | 12.8 | | |
| National and local (percent)..... | | | | 35.8 | 64.2 |

1971

1. Programs for public television, \$16,700,000

The Public Broadcasting Act of 1967 sees attainment of its objectives as requiring that programs of high quality obtained from diverse sources be made available for use by the stations.

Public television stations operate six or seven days a week. On the average, a station transmits programs 56.1 hours a week with 27.5 hours (49 percent) devoted to material for use in the classroom during the school day and 28.6 hours (51 percent) programmed for reception in the home.

Community stations operating in the larger cities schedule an average of 40.3 hours per week for home reception. They produce 15.5 of these hours locally and are dependent on other sources for the remaining 24.8 hours.

The purpose of this activity, together with financing by others, is to provide the programs needed by the stations in order to serve their communities.

As shown here, the total of \$16.7 million planned for television program production is divided with \$8.1 million available for production of national programs by the stations and their regional organizations, and \$8.6 million for production by national organizations or other producers.

Plans now being studied may change this distribution. Consideration is being given to the creation of national program production divisions at a number of stations in various parts of the country so that more stations will have the capacity to supply needed national programs. Funds shown below for (a) national production centers or workshops and (c) stations may be reprogrammed to finance one or more of these national program production divisions in 1971 if plans become firm.

The \$16.7 million total breaks down as follows:

(a) *National production centers or workshops, \$7,750,000.*—National Educational Television (NET) has been the principal source of general programming. In the past NET has been financed almost entirely by the Ford Foundation; but, in 1971 a substantially larger burden must be assumed by the Corporation. This shift in the base of support applies as well to the Children's Television Workshop.

(1) This estimate provides \$5,500,000 for NET and any other national program production unit or units that may be established in 1971.

The payment to NET, together with other financing NET receives, is for the purpose of enabling NET to improve the quality of programs by allowing for an increase in the present average production cost of \$45,000 an hour and by enabling NET to undertake more original production work to replace repeats.

(2) This estimate calls for \$2,000,000 for programs for children. Of that amount, \$500,000 is for "Misterogers's Neighborhood" and \$1,500,000 for the Children's Television Workshop.

In the past, it was necessary to charge stations for "Misterogers's Neighborhood." Not all stations could afford the charge and so approximately 50 stations did not broadcast it. The program will be made available to all stations on a non-charge basis at a cost of \$500,000.

CTW plans a continuation for a second season of "Sesame Street" with minor changes in the format of the program but an increase from 130 to 150 episodes. Some segments dealing with reading may be introduced into "Sesame Street." At the same time, work is planned for developing a new program for the teaching of reading. The total cost for 1971 will be approximately \$6.5 million. Substantial funding from others is anticipated, but the requirement for CPB financing is estimated as \$1,500,000.

(3) Already produced broadcast material, of both domestic and foreign origin, can add significantly to the variety of programs available for station use. The estimate provides \$250,000 for the purchase of such material. Depending on the nature of specific properties acquired, an estimated twenty to forty hours of additional programming a year would be added.

(b) *Regional organizations, \$500,000.*—Supported initially in fiscal year 1969, the six regional networks can be expected to play a larger role in program production and associated functions during fiscal year 1971.

Original programs on regional themes can be anticipated. These might be commissioned by the network from single stations for sharing with others in the particular region. Unit cost would exceed local station production costs by a ratio of approximately five to one.

Regional networks may also be expected to acquire suitable materials from outside or independent sources, for offering to member stations.

The regions will have the further option of using the Corporation grant to facilitate intra-regional distribution of existing local-station series. Funds will pay for the cost of extra videotape of film copies and for any necessary rights and network fees.

The importance of state networks and the contribution they may make to the total system has become increasingly clear as the result of study and analysis recently undertaken. This item also is for support of state organizations now in being or in the process of being formed.

(c) *Stations, \$7,000,600*—During FY 1971, various projects proposed by individual stations will be funded, while additional projects will be commissioned by the Corporation. In certain cases stations will compete for production grants and will be expected to produce programs for potential use on the national interconnection. In other cases projects will be purely local in character.

The \$7,600,000 shown here is subject to reprogramming depending on implementation of the plan being considered to create national program production divisions at stations.

(1) Station production, \$5,600,000.

Stations will be invited to submit proposals and undertake production of program series. Although cost per program will vary widely, an estimated 400 to 500 hours of programs will be provided in this way for local use and available for scheduling on the national interconnection.

(2) Local production reserve, \$500,000.

Frequently, local stations uncover program ideas and opportunities during the course of a fiscal year; often they lack funds to initiate such projects, or to use in seeking out matching dollars from local contributors. Creation of this reserve

will enable the Corporation to respond to these purely local projects. Each will have a ceiling of \$15,000, and no station may receive support for more than one during the year. Hence, a total of thirty-three stations could participate. Whenever possible, the Corporation will concur in the station's use of the funds to secure matching support from local donors.

(3) Production for special audiences, \$1,500,000.

The Corporation will continue to respond to its obligation to produce programs for specialized audiences, particularly for adult education but also for such groups as youth and young adults and elder citizens. These projects will be generated in various ways, such as in response to cooperating national organizations, or to special study groups. In each instance, however, it will be the Corporation's objective to assign production to a local public television station or production center. Maintaining a unit-cost ceiling of \$15,000, and anticipating production of series averaging thirteen programs each, it will be possible to produce eight series, at average costs of approximately \$190,000 each. Where practical, a parallel radio series will be developed in conjunction with the television production.

(d) *Others, \$850,000.*—(1) To the greatest extent possible, the Corporation will initiate program production through the various local stations and production organizations of public television. However, it is anticipated that under certain circumstances it will be necessary to make use of independent production capabilities. This may occur when an independent creative individual has presented to the Corporation a highly useful and germane production proposal. Or it may evolve in connection with the Corporation's on-going efforts to initiate major productions on vital national issues. In such situations, independent producers would be invited to coordinate production of appropriate programming. Not inconceivably, completion of these projects can be done at public television stations. In all cases, the resulting program units and series will be of the highest possible quality, and as a general characteristic they will be designed for use on the national interconnection. Unit cost of these programs will approximate the costs experienced by NET, which average \$45,000 per hour, and so about 10 hours of programs would be produced by expenditure of \$500,000.

(2) The estimate also includes \$350,000 for grants to film makers for the purpose of providing a flow of film material for potential use. Of the total, \$150,000 would be channeled through the American Film Institute as a continuation of an existing program. This will provide ten grants of \$15,000 each and an estimated twelve to fifteen half-hours of film programs. The remaining \$200,000 provides for co-production with American Film Institute of four hour-long film productions for national distribution.

2. Programs for public radio, \$1,975,000

The Public Broadcasting Act of 1967 encourages "the growth and development of noncommercial radio" and the establishment of programming activities that "will most effectively make noncommercial educational radio . . . service available to all citizens of the United States."

Currently, over 400 noncommercial educational radio stations are authorized by the Federal Communications Commission to broadcast in the public "interest, convenience, and necessity." Accurate statistics regarding the extent and impact of these stations' services are not available, although research by the CPB staff in this area is now underway. Broadcast hours range, however, from 24 hours daily on a few major stations to a part-time broadcast schedule during the academic year only at others. Similarly, there is a wide range in broadcast purpose by noncommercial radio stations. Some program schedules are devoted to instructional, in-school programs only; others are devoted to educational, informational, and cultural programming for a general, adult audience; still others are primarily training devices for the aspiring campus disc-jockey, with most programming devoted to currently popular music and news headlines. In many cases, noncommercial radio schedules reflect a combination of broadcast purposes, including the production of programming for minority audiences.

In order to assure that limited CPB financing will appropriately serve the public interest, minimum standards for radio station operations have been established. Stations meeting these standards are eligible for financial support; others are not. At present, 73 stations qualify for support. A special grant fund will be maintained in order to assist non-qualifying stations to improve their operating characteristics so as to become eligible for financial support.

A nonprofit organization called National Public Radio, has been incorporated in the District of Columbia in order to provide a national program-production

facility capable of producing a significant informational, educational, and cultural programming service for daily broadcast by the nation's public radio stations to a general adult audience. Plans call for initial funding of National Public Radio in FY 1970 for the purpose of organizing staff and planning start-up of operations.

The 1971 request also includes funds for developing programming capability at the station level.

The \$1,975,000 total for 1971 includes:

(a) *National production centers or workshops, \$1,275,000.*—Prior to the establishment of National Public Radio, there were two public radio program agencies: National Educational Radio Network (NERN) and the Broadcasting Foundation of America (BFA). Both are clearing houses for tapes and transcriptions produced by stations, overseas broadcasting services, and private production agencies. Neither NERN nor BFA has anything more than token production capability.

This budget provides for the operation of National Public Radio (NPR) in Washington, D.C. to provide programming to an interconnected network of noncommercial educational radio stations meeting the criteria outlined in the document, "Policy for Public Radio Station Assistance." Costs are estimated at \$200,000 for personnel, \$100,000 for facilities development, \$150,000 for operations, and \$475,000 for program production and acquisition.

An additional \$350,000 is budgeted to activate a News Bureau to produce news and public affairs programming as part of a projected, eight-hour, daily NPR program schedule.

(b) *Stations, \$700,000.*—Three major areas of program development by stations are planned for 1971.

(1) Live music development, \$375,000

Stations in areas supporting major musical organizations will be invited to compete for production grants to provide live musical broadcasts to the interconnected public radio stations. Exclusive of interconnection costs, it is estimated that each broadcast will cost approximately \$5,000 to \$7,000, allowing for national broadcast of one major musical event each week. A repeat broadcast also will be permitted.

(2) Drama development, \$250,000

Stations in the New York and Los Angeles areas, where professional acting talent is readily available, will be invited to submit proposals for the production of original and innovative sound dramas. The cost per production, including scriptwriting and acting, is estimated at \$4,000. Approximately sixty new dramas, all of which will be available for repeat broadcast, will be produced.

(3) International program development, \$75,000

Proposals for the placing of three overseas producer-reporters in widely scattered geographical areas will be sought from all public radio stations and agencies. Producers will be charged with developing local and national program material in English, and in foreign languages for specialized local audiences, and with acquiring program material from foreign broadcast organizations and production agencies for possible local and/or national broadcast.

3. *Technical, \$6,995,000*

The purpose of this category is to assure application of available technology to the public broadcasting system.

(a) *Planning and research, \$220,000.*—Satellites and cable television systems are emerging as alternatives or extensions to the present means of signal distribution. This item provides for establishing a CPB technical capability in order to keep abreast of these and other basic technical changes and to represent the requirements of public broadcasting in scientific, engineering, and regulatory discussions. Of the amount requested, \$20,000 will be applied to problems specifically related to radio, the remainder to television or to broadcasting in general.

(b) *Interconnection, \$6,775,000.*—The Public Broadcasting Act of 1967 provides that CPB will assist in establishing one or more systems of interconnection, but will not operate such a system or systems. The amount requested is for the purpose of funding Public Broadcasting Service, the organization that will operate an interconnection system serving public television and radio stations.

Costs of the interconnection organization that require funding are shown below. Of the total, \$6,025,000 applies to television or general activity; \$750,000 specifically to radio.

(1) Administrative costs, \$829,000 (includes \$150,000 for radio).

This item provides for the cost of the staff necessary to manage and operate

Public Broadcasting Service (PBS) and rent and other office expenses associated with that staff.

(2) Support services, \$750,000.

Effective selection and scheduling of material distributed by the interconnection depends on a flow of communications to and from the stations. To provide necessary linkage, the organization will provide field services (\$200,000) and information services (\$200,000) and operate a dedicated TWX service interconnecting the system (\$350,000). This request assumes NET will continue to provide services of this type in support of programs it produces. Otherwise the requirement would be \$400,000 more.

(3) Lines, TV, \$2,785,000.

CPB is presently negotiating with AT&T for free or reduced rate services. Until that negotiation is complete, actual costs will not be known. The request is based on the cost called for under the last proposal made by AT&T. This proposal is based on providing "hard" connections and full service over a period of time.

During FY 1971 there will be a mixture of tariff arrangements. The request assumes fifteen points (serving 60 stations) will start the year under the new tariff and that the remainder of fifty points (serving 106 stations) will continue under the old tariff until April 1, 1971, at which time they will be converted to the new tariff.

(4) Lines, Radio, \$600,000.

Present plans call for the identification of key public radio stations to be provided with an interconnection service.

(5) Origination and Relay, \$1,336,000.

The request is based on costs of \$85 a machine hour for origination and for the Los Angeles relay and \$50 per machine hour for Denver relay. Origination cost assumes that PBS will own and operate origination facilities which require an investment of \$1.5 million not included as an expense in 1971.

Machine operations are calculated on the basis of five hours of programming a day five days a week for the first nine months of the fiscal year, and increasing to eight hours a day for the last three months of the year. Four hours of machine operation are required for each hour of program.

(6) Other distribution cost, \$500,000.

Some program material will require distribution in video tape form in order to serve non-interconnected stations. In addition, provision has been made for additional video tape duplication and distribution for secondary use by stations after the original live transmission. The estimate assumes continuation of the present operation at Ann Arbor for this purpose.

4. *Development and support, \$12,080,000*

The Public Broadcasting Act of 1967 calls for improvement in the quality of programs, support of station operations, and an increase of public understanding and awareness.

(a) *Improving quality, \$900,000.*—(1) The quality of the broadcast service will be improved by enlargement of the pool of materials from which programs for public broadcasting are developed. Existing talent that might contribute to the pool has not generally been oriented toward public broadcasting. The estimate provides \$450,000 for operating four film production centers and \$100,000 for contracts with established writers and artists who will create the original scripts, plays, or music from which programs can be produced.

(2) Searching out and applying new techniques for programs, production, and presentation can add to quality. The estimate provides \$350,000, of which \$200,000 is for experimentation and development through the National Center for Experiments in Television established at Station KQED in San Francisco, and \$150,000 is for innovational work in radio, including the National Audio Experimental Center in Madison.

(b) *Supporting station operations, \$10,135,000.*—(1) The stations are the keystone of the public broadcasting system. Station managers have complete responsibility for determining what programs will be broadcast in order to serve the community in which the station is located. For the public to be served, therefore, the stations must have qualified management and operating personnel. Grants for the general purpose of strengthening station performance require a high priority. Although grants received by stations may be used to augment the production of programs at the station level and thereby augment the CPB funds devoted directly

to program production, the application of these grants is determined by the station itself. A total of \$7,225,000 is applied as follows:

| | |
|--|--------------------|
| Grants to TV stations (150 stations, average \$35,000)..... | \$5, 225, 000 |
| Grants to Radio stations (150 stations, average \$10,000)..... | 1, 500, 000 |
| Fund for operating emergencies..... | 500, 000 |
| Total | 7, 225, 000 |

The fund for operating emergencies is visualized as necessary in order to meet unanticipated critical situations. Until the operation of the system as a whole is more mature, such critical situations must be anticipated. The \$500,000 for this fund is proposed as the initial investment in a revolving fund. Stations awarded grants from this fund for operating emergencies will be required to reimburse the fund so that emergencies in future years can continue to be met without additional new investments in the fund.

(2) Of the \$10,135,000 for station support, \$750,000 is provided for a career fellowship program and \$120,000 for training management and operating personnel now employed by stations.

The fellowship program consists of the following:

| | |
|--|------------|
| TV and film-making: | |
| 30 career fellowships..... | \$450, 000 |
| 2 American Film Institute fellowships..... | 30, 000 |
| 6 fellowships abroad..... | 90, 000 |
| Radio: | |
| 10 career fellowships..... | 100, 000 |
| 2 fellowships abroad..... | 30, 000 |
| Workshops for summer students..... | 50, 000 |

(3) The estimate also provides \$275,000 to support storage, reproduction, and distribution of existing program material for use by stations. Of the amount, \$250,000 is for library services for TV programs and \$25,000 is for development of a radio library support system.

(4) Program promotion and audience research, \$1,765,000

In order for programs to be of service to the people for whom they are intended, potential audiences must be informed about programs and schedules. An advertising grant is planned in concert with production grants.

In the case of national programs, an amount equal to approximately 10 percent of the production grant is provided since the programs will require advertising in a large number of markets.

In the case of locally produced programs, some will be used nationally, some in groups of markets, and some only in the local community. An amount equal to approximately 5 percent of total production grants is used in this case.

On this basis, the requirement for direct program advertising support is:

| | |
|---|--------------------|
| TV programs: | |
| Grants to interconnection organization for national programs..... | \$900, 000 |
| Grants to stations for locally produced programs..... | 425, 000 |
| Radio programs: | |
| Grants to interconnection organization for national programs..... | 55, 000 |
| Grants to stations for locally produced programs..... | 35, 000 |
| Total | 1, 415, 000 |

Additionally, the request includes \$350,000 for audience research at the national and station levels.

(c) *Develop public awareness and understanding, \$1,045,000.*—Responsive to the charge in the Public Broadcasting Act to increase public understanding and awareness, a general advertising campaign is planned in addition to a basic public information effort and continuing activities with national organizations representing public interests.

(1) Public information activity, not including specific program promotion, is estimated at \$150,000. In addition, assuming successful test results, a \$700,000 general advertising campaign is planned.

(2) Knowledge of the public desire and need for the kind of services that can be provided by public broadcasting is basic to the ability to provide a true public service. The Corporation has organized a group of advisors constituting the Ad-

visory Committee of National Organizations. This group meets at the national level periodically, and additionally conducts programs with the local chapters that make up the national organizations represented in the Advisory Committee. The budget estimate provides \$125,000 to cover the costs of the activities involving these groups representing the public, \$25,000 of which is directly related to radio activities.

(3) A journal as a means of distributing both professional articles and news about public broadcasting is viewed as potentially valuable. The estimate provides \$70,000 for the purpose of exploration and initial development of a journal.

5. *Administrative support, \$2,250,000.*

This item covers all costs of CPB personnel, its Board of Directors, consultant and professional service, and associated costs (rent, office equipment and supplies, travel, etc.)

(a) *Personal services, \$1,314,000.*—Total permanent personnel in the New York and Washington offices number 44. The estimate provides for the addition of 20 new positions in 1971—a total of 64 positions.

In accordance with the directive of its Board of Directors, the CPB operation has been kept lean in order to make the maximum amount of limited funds available for grants to others. The scale of planned operations and the undertaking of more of the activity called for by the Public Broadcasting Act now require staff additions in order to provide the necessary level and quality of services; particularly for radio and television program activity, technical, audience and constituent group programs, and development work. Supporting staff for clerical and secretarial work and for developing additional private financing is also required.

Establishment of a development office to provide assistance to stations for their own fund raising efforts and for solicitation of non-Federal funds for the Corporation is essential in order to augment Federal financing. The development effort requires 12 of the 20 new positions planned in 1971. In addition this effort adds \$140,000 in non-personnel costs, mainly for printing and reproduction.

(b) *Board of Directors, \$24,000.*—This item covers travel and subsistence cost of Directors when attending meetings, per diem allowances, and costs directly associated with Board meetings.

(c) *Consultant and professional services, \$300,000.*—Included here are the costs of legal counsel, accounting services for annual and other appropriate audit, and management and professional services for development of information and analyses necessary for effective operations. For the time being, these services are being used instead of adding necessary permanent staff to the organization.

(d) *Logistical support, \$612,000*

| | |
|---|-----------|
| Travel and transportation of persons..... | \$57, 025 |
| Transportation of things..... | 5, 000 |
| Rent, communications, and utilities..... | 268, 010 |
| Printing and reproduction..... | 46, 095 |
| Supplies and materials..... | 25, 010 |
| Equipment..... | 20, 000 |
| All other..... | 51, 000 |

Senator PASTORE. Is Mrs. Cooney here?

We will now proceed with William G. Harley, president of the National Association of Educational Broadcasters, and he is accompanied by Loren B. Stone of station KCTS-TV, Seattle, Wash.

STATEMENT OF WILLIAM G. HARLEY, PRESIDENT OF THE NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS; ACCOMPANIED BY LOREN B. STONE, STATION KCTS-TV, SEATTLE, WASH.

Senator PASTORE. Mr. Harley.

Mr. HARLEY. Mr. Stone is the Chairman of the Board of Directors of Educational Television Stations of NAEB as well as manager of our station in Seattle. We have written testimony to submit for the record and would like to briefly discuss it.

Senator PASTORE. Both of these statements will be inserted into the record after your oral summation.

Mr. HARLEY. Mr. Pace and Mr. Macy spoke on behalf of the Corporation for the Corporation. Mr. Stone and I will speak on behalf of the stations for the Corporation.

I think that you are familiar with our organization as representing the noncommercial radio and television stations in the country, and I would like to say at the beginning, very briefly, first that we are enthusiastic about all provisions of this bill.

Secondly, we want to reemphasize our endorsement of the Corporation. We are enthusiastic about its first year record—which, indeed, has exceeded our expectations—and gives a clear indication of better things to come if it is appropriately and adequately financed.

You will be particularly interested, however, in having in effect, testimony as to the benefits which the Corporation has provided the local stations. This is what we would like to have Mr. Stone speak to, as manager of the Seattle station.

Mr. STONE. The Corporation has been in existence only a very short time and it has limited funds. It has done some very important things for us already. We have great hopes that in the future, as it is funded to a greater extent and given more importance, it can do more for us.

Probably the most important thing that appears to us at the station level has been a determinant in interconnection. There has been some difficulties in this interconnection that we have experienced.

Senator Magnuson can tell you of the concern that our community has had regarding a very large number of interruptions by the telephone system delivering our programs, particularly on Sunday night. When the Forsythe Saga gets interrupted—at the time we have a large audience. I think until the Corporation can be funded on a permanent basis it is not in a position to make contracts with the telephone system to provide the additional construction that is needed.

On the west coast north of Sacramento, Calif., there is only one telephone facility not otherwise being used by the commercial companies.

When a commercial station brings in a basketball game or some other events originating on that one facility, what might otherwise be made available to us is gone.

The Corporation needs both additional funding, but probably more important in their dealings with the telephone system, some permanent life beyond the 1-year funding that it has up to now.

The important thing that the interconnection has done to a very large number of stations, including mine in Seattle, is that it has given us, for the first time, continuous color operations. We have no capability of local color originations. The only color we can deliver to our audience is that which we get on the inter-connect.

My station is licensed to the use of Washington which is the site of the principal State university in my State, but it is really a joint venture with the public school district.

The University of Washington uses about 25 percent of our budget and about 75 percent of it comes from the public school district.

Included in that is about 62 school districts over about three-fourths of the State. They have come into this picture during our 15 years of operation.

The schools use the station during the daytime hours for instruction into their classrooms. We are equally concerned with our earning programing as an extension of their adult education activities.

The second thing that interconnection has done to us has been to broaden the base of programing. Up until now our programing has been restricted to that which NET could produce out of the funds that they have had. The Corporation is now in a position to provide a broader base of programing and the projection for next year is that slightly more than half of the total programing that we will get will be outside of that provided by NET.

The county commission reports state that if stations were to adequately serve their communities in communities the size of the area that we serve and the pacific northwest, stations should be funded with capital resources that represent an investment of about \$6.5 million. Our present capitalization represents about \$1.3 million of which \$300,000 came in 1964 from the early Education Television Facilities Act, which helped us build a new full power transmitter facility.

The Carnegie Commission also said that stations serving areas similar to ours should operate with capital operating finances of about \$3.5 a year. We operated at about \$1.5 million a year. The Commission went on to say that it felt that much of this capital and operating fund had to come from outside the local community. That they could stretch themselves about so far.

We recommended, of course, as you know, the establishment of the Corporation for Public Broadcasting to be the chamber from which these funds would be developed. Until that time comes we are not going to be able to serve the communities in the way in which we must serve them.

I think most important to us, is going to be the diversity of programing that could be developed through the resources and the distributors of the Corporation in the public broadcasting service.

These 190 stations that are now in operation were developed individually around the country but communities who have these television facilities do have an opportunity to do certain jobs. The jobs vary from community to community. In part because of the capability of the willingness of the commercial stations to do a job, in part because of the recognition by the educational resources of a need to be filled.

Each of us needs a large variety of programing from the national source so that we can select certain things out of the national service rather than necessarily taking all of them. We can expect all those things to compliment and fall outside of the service which we try to perform.

The role of these stations has to be to meet the local problems which differ from city to city and area to area around the country. We have great hope that the Corporation if adqualtely funded—and more important, if it is funded over a considerable period of time instead of living on a hand to mouth basis—can provide the stability and growth that we have to have.

Last year we got, as did every other educational television station, a grant of \$10,000 from the CPB. We undertook certain new activities. We brought in a trainee into our organization from the black com-

munity to sustain him in television skills, an area in which the community needs to have representation and from which the commercial stations and the other broadcasters in our area are looking for trained people.

We brought in, for the first time, the NET children's program and Mr. Rogers Neighborhood. It was an extremely important program particularly as it came into our programing structure prior to "Sesame Street."

We had not been able to afford that program. We found ourselves in the same position this year, with no funding for the corporation, of trying to maintain these same programs on a holding basis that the corporation found under its lack of grant for a period of 9 months.

Senator PASTORE. How generous is your patronage?

Mr. STONE. Our money comes from tax donors.

Senator PASTORE. You mean the independent viewer. You do ask for contributions, do you not?

Mr. STONE. No. We get all of our funds from tax-generated sources; 25 percent of it from the university and 75 percent of it from the public schools.

Senator PASTORE. You make no appeal?

Mr. STONE. No.

Senator PASTORE. Is there a reason for it?

Mr. STONE. We felt that from the beginning—that our station was started by public schools who felt that there was a necessity to help them improve their teaching to the schools. We felt the station could be developed and operated through this tax-generated source.

So far it has proved essentially successful.

Senator PASTORE. I am not urging you to do it. I don't mean that. I was just curious.

Mr. STONE. There are six stations in the State of Washington. Two of them operated by universities, ours and one at Washington State University. The other four are operated by school districts.

We have been discussing with our State legislature for the past 2 years a special session this current year, and the regular session for statewide funding.

While it might be possible for us in the Seattle area to derive some rather substantial funds from audience contributions, many of the stations in the smaller population areas of the State could not go this route.

We feel that if we are to change our basic method of financing, it has to be one which will support the needs.

There are areas we are not serving and there is need for State level support to help them and get them into facilities that are operating.

Mr. HARLEY. May it be observed that overall the amount of income derived from subscriber support is only 8.7 percent out of the total income of the industry.

Senator PASTORE. The reason why I asked you that is that you did talk about programs. The "Forsyte Saga" would, of course, be appealing to a lot of people. That is a more mature range. I was wondering if any appeal was being made for this.

Mr. STONE. No; there has not been.

Senator PASTORE. That is the policy?

Mr. STONE. Yes.

Senator PASTORE. I don't question it. I just ask you. I don't challenge it.

Mr. STONE. Obviously, we support very strongly the increase in funds for the Corporation.

Senator PASTORE. I realize that.

Are you satisfied with this particular bill?

Mr. STONE. I think at the present time, it comes as close probably as Congress can to meeting the needs.

Senator PASTORE. I realize that \$15 million on a project of such magnitude is not a lot of money. There is not a question about it. When you consider what you have to do with it and the fact that this is a national commitment and it does involve what Mr. Macy brought out, the fact that we are already reaching about 74 percent of the families of America.

We are trying to pick up the other 26 percent. Do you realize the good that is being done by this program, the effect that it has on our people? I think in our society we need a pulling together. If ever we needed it, we need it now.

There seems to be some different ideas on so many issues. We all believe in the right to disagree. It is a fundamental keystone of our democratic process. It seems to be a misunderstanding that is permeating throughout our entire society. You can't understand unless you listen and you know.

I think that this medium can do so much in that direction because you have no ax to grind, you have no money to make. There is no profit incentive involved here. It is merely a public service. It strikes me that this has a pertinent wholesomeness to do this job if ever the job could be done, this should be the magnet to do it.

I think we ought to encourage it more. I agree with Mr. Pace that if we have \$40 I think we would do a much better job. At one time we talked about cutting down from \$20 million to \$10 million. It is like everything else. You throw the rope out 10 feet and you are 15 feet out. It doesn't do any good. You might as well just abandon the efforts as an exercise in futility.

If you are going to do something, you have got to do it right, especially in this area. If we are going to get educated only in half measures, maybe you are better off not to be educated at all. It has got to be perfect. Whether or not we can ever achieve that perfection of ourselves is something that we have to strive for.

In the meantime, as we learned a long time ago you need money do do some things. You can't do it with inspiration. You can't do it by washing your face every morning. You need money to do some things. That is the problem. I would hope that someone in the very near future will come along with a permanent financing plan. Congress better make up its mind that you have got to support this institution if you expect it to survive.

That is about the size of it.

Mr. HARLEY. We couldn't disagree with you less.

Senator PASTORE. Now you are talking in negatives.

Mr. HARLEY. Yes. That is a triple negative to give a very positive emphasis.

We believe, too, as you, that public broadcasting can be a cohesive force for this Nation. Indeed, this very modest investment can have a very high yield return.

Senator PASTORE. It is sometimes because I think we have development in the most beautiful society and the way of life that man has known from time of creation.

Mr. HARLEY. Can we make just a few more observations about the provisions of the bill.

We agree that this intermediate method is appropriate until an acceptable pattern can be worked out. We are rather enthusiastic about matching provision. We have had such good experience with it in connection with the facilities program where the yield on return for Federal dollars has been at the ratio of 11 to 1. I think you will be interested when you have an opportunity to look at the bar graph that we have developed on the sources of income that shows a very wide range of sources that are supporting public television. One of the interesting figures is that the Federal Government's part of this is only a little over 6 percent; so it is having strong effect in the development of State and local sources of funds.

We appreciate very much this opportunity to appear before you, and we urge a favorable report on the legislation which we think will enable the corporation to advance at an accelerated pace and expand its impact in the development and the support of an effective public broadcasting system for America.

Senator PASTORE. Thank you very much.
(The statements follow:)

STATEMENT OF WILLIAM G. HARLEY, PRESIDENT, NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

Mr. Chairman and Members of the Committee:

I am William G. Harley, President of the National Association of Educational Broadcasters. The NAEB is the professional association of institutions and individuals engaged in radio and television for education. Its membership consists of universities, colleges, schools and non-profit community corporations which are the licensees or permittees of almost 200 educational television stations; 192 educational radio stations; 90 closed-circuit and instructional television fixed-service systems; and over 3,500 individuals who are involved in various phases of educational communications.

We appreciate this opportunity to reemphasize our strong support for the Corporation for Public Broadcasting and urge approval of this proposed legislation, designed to provide an intermediate method for its financing. The NAEB fully concurs with those who have testified here as to the need for adequate funding for the Corporation.

HISTORY OF THE CORPORATION

Mr. Pace and Mr. Macy spoke on behalf of the Corporation; I speak on behalf of the stations which the Corporation serves. Let me say at the outset that the NAEB feels that the activities of the Corporation to date have been highly beneficial and finds them entirely consistent with the major national goals for public broadcasting and, indeed, moving precisely in the direction that was envisioned for the Corporation as an effective agency to serve public broadcasting and our society. The NAEB has been associated with the development of the Corporation from its very beginnings—indeed, we take credit for launching the series of circumstances that eventuated in its establishment. It was at a meeting of the educational television station managers, which NAEB held here in Washington in 1964, that the notion of establishing a national commission on educational television was initiated. To this end, the NAEB appointed an ad hoc committee,

headed by Mr. Ralph Lowell, which waited upon President Johnson. He gave the idea his support and this, in turn, led to the establishment of the Carnegie Commission on Educational Television. That distinguished group developed recommendations that were translated into legislation introduced into and guided to successful passage through the Senate by the distinguished Chairman of its Commerce Committee. This legislation, of course, established the Corporation for Public Broadcasting. So, the NAEB has been involved every step of the way and it would like to take this occasion to publicly assert that the Corporation has not only lived up to the expectations envisioned by the Carnegie Commissioners, by the Congress and by the many other people who helped this legislation come into being, but we feel it has even surpassed these expectations.

ACTIVITIES OF THE CORPORATION

Previous witnesses from the Corporation have detailed its activities, so we merely want to say that its program of grants to stations for operational help, have been very useful; and its activities in funding program production at the state, local and national level have been extremely beneficial.

I do want to call attention briefly to some of the support activities in which the Corporation has been involved which, although not immediately visible as are programs, will have an important effect in time. One of these support activities is the development of new talent for the medium. In 1969 CPB established a career fellowship program. In the first year 14 persons selected from 83 nominations were made by public television and radio stations were chosen as the first CPB career fellows to spend a year working and learning at various public radio and television stations. It is hoped that upon completion of the year they will choose to remain in public broadcasting lending added youth, vitality and skill to the medium. CPB also initiated a program of foreign fellowships which in the first year sent four individuals from public broadcasting to national broadcasting establishments in Japan, Sweden, Canada and Great Britain. The Corporation has established at KQED in San Francisco a national center for television experiments to bring together artists from various disciplines to explore and exploit the unique features of the television medium. And, in a separate effort in conjunction with the American Film Institute, CPB awarded grants to seven film makers for the production of films for public television and gave also grants to KLRN in Austin, Texas and WGBH in Boston to establish creative film centers. In connection with the ten-weeks series of original dramas written, directed by and starring blacks titled, "On Being Black," on the job training was established for black directors with financial help from CPB. And to insure that the public is genuinely involved in public broadcasting, the Corporation established an advisory committee of national organizations including some 27 national organizations to assist the Corporation.

Radio

As of March 1, 1970, 429 noncommercial educational radio stations were on the air—26 AM stations, 403 FM stations, with permits granted for an additional 46 FM stations. Each year, about 25 new noncommercial radio stations begin broadcasting. Almost half of these stations operate with budgets of less than \$20,000.

The Corporation for Public Broadcasting, working in cooperation with the radio division of the NAEB, has taken initial steps to assist underfinanced local stations.

With CPB support, four studies were made and their recommendations are now being implemented to provide for a strengthening and expansion of public radio.

A summary of CPB activity through July 31, 1969, shows that grants were made available to the National Educational Radio Network to relocate its headquarters to Washington, D.C. and to greatly expand its program services to stations. (\$87,610).

In the field of radio, National Center for Audio Experimentation was created at the University of Wisconsin to investigate new program forms and techniques. (\$50,000).

In addition, twenty-three noncommercial, educational radio stations received grants to produce programs and service that would not have been possible without CPB support. (\$100,647).

Radio Station WBFO, Buffalo, New York, received a grant to expand the

activity at a storefront broadcast facility where programs are planned and produced by members of the Black and Puerto Rican communities. (\$30,440)

The Corporation assisted public radio by funding a workshop in public broadcasting at American University, providing two radio foreign fellowships as well as establishing a Radio Advisory Council to assist the Corporation in determining radio priorities.

Next month, the Corporation will announce direct support grants to 78 stations totaling \$547,000.

Between now and June 30, the Corporation plans additional radio programming and support grants expected to total \$250,000.

Thus, a beginning has been made to ameliorate the condition in which half the noncommercial educational radio stations currently have annual operational budgets of under \$20,000.

And while support is being directed to the local stations, the NAEB and CPB have been working together to develop a national programming, production and distribution center for public radio. Noncommercial radio has never had a live, interconnected radio network. Before the end of this year, such a network will be in operation as a result of CPB support, for in early March, a new agency, National Public Radio, was incorporated. With Corporation funds, this new unit will activate itself in Washington, D.C. to provide a daily radio broadcast service. Initially, the service will go to 93 stations but rapid expansion is anticipated with additional stations being interconnected in the months ahead.

In short, the Corporation's track record for the first year of operation, under the dynamic leadership of Mr. John Macy, has been outstanding and is a clear indication of even better things to come . . . providing the Corporation receives adequate funding to enable it to implement its plans.

These grants which the Corporation has awarded have been only a beginning, but they have been important. Your approval of the proposed operation for the next three years would significantly increase the Corporation's ability to provide greater assistance to the stations and hence to increase their service to the public.

In November 1969 the educational television stations of the country met here in Washington in conjunction with our national convention to discuss educational television stations' programming goals for 1970. The managers of the stations were unanimous in feeling that the presentation of local government affairs and local issues, coupled with active citizen participation relating to these issues, was the first priority. As to the specific subjects for such discussion, the managers named environment first, followed by programming for children and youth, cultural presentations, the crisis in public education, special programming for minority groups, and consumer education. The managers felt that these were all topics that deserved their urgent attention, but recognized also that the speed at which they would be able to progress toward achievement of these goals depends very heavily on whether the Corporation is provided with funds to make more and larger programming grants to the stations. Mr. Macy, President of the Corporation, has given vigorous and affirmative response to these programming priorities, and has stated that he intends to give them his full support. At the same time the President of the United States, in a letter addressed to the NAEB convention, indicated his belief in the programming priorities we had identified:

THE WHITE HOUSE

Washington, November 6, 1969.

The National Association of Educational Broadcasters holds its 45th Annual Convention at a particularly crucial moment in its commitment to America.

As I look over the contents of your program, I am heartened by the variety of areas you will probe in your deliberations. As you discuss the problems of social responsibility, ethnic participation, quality education and conservation, you will be weighing some of the primary concerns of this Administration, and giving direction and inspiration to some of our fundamental goals for America.

Educational broadcasting is a vivid reflection of the larger business of government and the needs and aspirations of our people. It has a strong potential to serve and a brilliant opportunity to enhance the quality and quantity of education. It is a profession that builds for the future. I know it will build wisely and well. And to those of you who are involved in its important work, I express my warmest admiration and my every good wish for continuing achievement.

s/ RICHARD NIXON.

FUNDING FOR THE CORPORATION

S. 3558 contains three separate provisions, all of which we can enthusiastically support. The first two of these authorize annual appropriations for support of the Corporation through fiscal year 1973. In previous testimony before this Committee, we have stated the stations' conviction and that of the Carnegie Commission that, in the long run, federal funds for support of the Corporation should be divorced from the annual appropriations process in order to provide insulation to the Corporation in its activities related to the development of non-commercial radio and television programs. We have also stated the stations' belief that the Corporation should not be totally dependent upon federal funds, however they are received, and that the required insulation would be strengthened by the Corporation's ability to receive funds from a variety of sources.

Obviously the development of a means by which federal funds can be transmitted to the Corporation without going through the appropriations process and yet maintain some provision for Congressional review is difficult. During the 2½ years since passage of the Public Broadcasting Act of 1967, a number of plans have been circulated for comment among the interested departments of government and educational broadcasting organizations but none have been totally satisfactory. S. 3558 recognizes the difficulty of finding a solution and proposes an interim method of financing which gives adequate time for evolution of the long-term financing plan. Thus, although we would be deeply reluctant to accept annual appropriations as the basis for permanent Corporation financing, we agree that the provision for direct appropriation through 1973 is necessary if the Corporation, the Administration and the stations are to have time to work out an acceptable plan.

Further, we are pleased at the inclusion of a second provision which provides for the appropriation of federal funds to match on a one-for-one basis the dollar value of contributions and gifts made to the Corporation during each of those fiscal years, up to ceilings to be established at the time the annual appropriation is made. We are certain that this will have the salutary effect of increasing non-federal contributions to the Corporation, thus broadening the base of its financial support and significantly increasing the funds available annually for the Corporation's activities.

As this Committee well knows, the Educational Broadcasting Facilities Program established in 1963 to make possible the establishment and improvement of educational television and radio stations was based on a matching-grant formula. Experience during the seven years that this program has been in operation tells us that each federal dollar which goes into the program has the effect of generating, over the long run, approximately \$11 from other sources. Attached hereto are two statistical tables one of which lists sources of funds for educational television stations during fiscal 1969, drawn from a survey conducted annually by the NAEB. Although this current survey is not yet complete, those reports which have been filed make it clear that, as in past years, approximately one-third of the funds received by educational television stations in fiscal 1969 were from non-tax sources. This is evidence that virtually all ETV stations are supported by both public and private funds drawn from national and local sources—a diversity of support which we feel is healthy in that it involves the total community in the development of a public television system and; by its very diversity, decreases the likelihood of undue influence from any single source.

Undoubtedly, some of the non-federal dollars would be available whether or not the federal funds existed. But it is clear to us that the federal grants have had a strong catalytic effect in generating and focusing local interest and commitment productively.

The record of the Facilities Program speaks for itself—11 to 1 is a pretty good yield! We point out with some regret however that it would speak more eloquently had a reasonable proportion of the funds which this Committee authorized for that program actually been appropriated. Unfortunately, only about 25% of the authorization has been funded up to the present time and during one year—1968—not one penny was appropriated. By July 1, 1970, HEW estimates that there will be a backlog of facilities projects awaiting funding, the total of which will equal the federal funds which have been actually appropriated to the project since its inception; about \$40,000,000 in facilities projects waiting to be funded, which if past

experience holds would generate almost half a billion dollars in local capital and operating costs as the years go on. But in spite of the low level of funding for the facilities program, the project has been a success, and stands as clear evidence of the effectiveness of the concept of federal matching grants.

We recognize, of course, that this Committee is not at the present time setting a specific dollar authorization for the appropriations for the Corporation in 1971, 1972 and 1973. We do wish to register some concern, however, with the figures stated in the Administration's budget for fiscal 1971 which would indicate that the direct appropriation for that year will be only \$15,000,000, with another \$7.5 million available for matching non-federal contributions to the Corporation. The Corporation has already submitted to this committee its budget for that fiscal year, together with a summary of the projects which it hopes to undertake. We agree with them that the Corporation's budget represents the minimum necessary for the effective operation of the Corporation during fiscal 1971. We would hope that when the Senate gives consideration to the actual 1971 appropriation for the Corporation, it will be guided not by the figure contained in the President's budget, but by the figures submitted to you today.

REMOVAL OF LIMITATION ON GRANTS

The third provision of S. 3558 proposes to delete from the Public Broadcasting Act of 1967 that provision which establishes \$250,000 as the largest sum which can be spent by the Corporation on any one project or to any one station for any single year appropriation. We opposed that limitation in 1967, stating that we felt it placed an unreasonable curb on the Corporation particularly in the light of the costs of series productions and of interconnection. We acknowledged, however, that with no track record and with so limited an authorization as was proposed in the Corporation's first year, there was some virtue in directing the Corporation to expend its funds on the broadest possible base so that as many projects a possible might be enhanced by its activity.

We feel, however, that to maintain that limitation during the fiscal years 1971 through 1973 is no longer necessary. We feel that the Corporation's "track record" to date gives clear indication of its intention to benefit the public broadcasting system by wise and widespread funding of a variety of effective projects. We urge this Committee therefore to delete that provision, leaving it to the good judgment of the Corporation's staff and its distinguished board to continue on the judicious course on which they have set forth.

In summary we urge that this Committee report favorably S. 3558 in order that the Corporation for Public Broadcasting, which this Committee so wisely created, can continue its work of support and guidance toward the development of an effective, exemplary system of public broadcasting for the American people.

NONCOMMERCIAL TELEVISION LICENSEES FISCAL YEAR 1969

[Total licensees, 124—total stations, 190]

| | operating expenses | Capital expenditures | Hours broadcast per week | |
|--|-----------------------|-------------------------|--------------------------|---------------------|
| | | | Summer months | In-school months |
| Reported to date (80 licensees, 130 stations): | | | | |
| Median..... | \$373,500 | \$29,400 | 39 | 78 |
| Average..... | 638,700 | 197,100 | 35 | 68 |
| Total reported..... | 51,094,100 | 15,768,300 | | |
| Estimated (44 licensees)..... | 24,147,300 | 6,330,000 | | |
| Total..... | 75,241,400 | 22,098,000 | | |

Note: Population within grade B coverage: served by VHF, 40 percent; served by UHF, 60 percent. Total 1969 operating expenses per individual within grade B, \$0.325; total capital expenditures to date per individual within grade B, \$0.70.

NONCOMMERCIAL TELEVISION LICENSEES, FISCAL YEAR 1969

[Licensees reporting, 80; licensees estimated, 44]

| | Amounts reported | Percent |
|--|---------------------|---------|
| Sources of funds, all licensees: | | |
| Federal Government..... | \$3,607,700 | 6.4 |
| CPB, net and other..... | 2,842,900 | 5.1 |
| Schools and local agencies..... | 13,099,000 | 23.4 |
| State government and agencies..... | 16,971,200 | 30.3 |
| State universities..... | 2,723,900 | 4.9 |
| Foundations..... | 4,939,600 | 8.8 |
| Subscribers and individuals..... | 3,739,300 | 6.7 |
| Auction income..... | 1,830,200 | 3.3 |
| Specific program support from business and industry..... | 1,256,700 | 2.2 |
| Other contributions from business and industry..... | 1,365,700 | 2.4 |
| Other production contracts..... | 1,868,400 | 3.3 |
| All other sources..... | 1,695,000 | 3.1 |
| Total, funds received..... | 55,939,600 | ----- |
| Estimated income (to be reported)..... | 29,346,300 | ----- |
| Total, estimated income..... | 85,285,900 | ----- |

REPORT OF THE EDUCATIONAL TELEVISION STATIONS' CONFERENCE ON
PROGRAMMING GOALS FOR 1970 HELD IN WASHINGTON, D. C. NOVEMBER, 1969

Compiled by Chalmers H. Marquis and H. Holt Riddleberger

FOREWORD

Following is the report of the Conference on Programming Goals for 1970, held during the NAEB Annual Convention in Washington in November, 1969. The report has been reviewed by the discussion leaders, and they agree with its summary of the various group conclusions.

The majority of the participants in the discussion were station managers. At that time, we were attempting to identify and isolate general policy positions on national programming priorities. Now that this process has been completed, we would like to be certain that these identified priorities are sufficiently inclusive; that they are capable of being treated by television and how they can be treated; and what other activities need to be developed to create effective national and local programming. For this, we seek the further comments of managers, and also the comments of programmers, producers and all those experienced in determining and meeting the needs of public television audiences.

We ask you, therefore, to give us your reactions to this report. In doing so, please concern yourself not only with the identified program subject areas, but also with the philosophical objectives which have been stated, and the implications which both hold for your particular organization. For example, how can programs be developed which instead of being "about problems" are actually part of the process which helps to solve problems? How can stations achieve the necessary involvement and guidance from authorities and community leaders that will enable them to move effectively into the identified areas? And what needs to be done in order to measure accomplishment.

If we are all to develop a public TV blueprint for 1970, we must be able to say to all concerned: "this is what PTV proposes to do, this is how PTV proposes to do it, and these are the resources PTV needs to accomplish it."

With such information, public and private resources can be coordinated effectively. PBS and ETS/PS can plan appropriate program distribution patterns, NET can consider the production of programming in suitable subject areas, and a national effort can be mounted to focus attention on common projects.

Your comments on this paper will advance plans for the development of those activities which will absorb much of public television's attention in the months ahead, and form the basis for further discussion in the public TV programming meetings to be held in April, 1970.

CONFERENCE SUMMARY

Expanded TV presentation of local government affairs and local issues, coupled with active citizen participation relating to these issues, tops the list of 1970 program

priorities expressed by the managers of America's public TV stations. Their other major priorities are *environment, programming for children and youth, cultural presentations, the crisis in public education, special programming for minority groups, and consumer education.*

The managers also strongly voiced their belief that these priority areas must be developed using the full range of TV program techniques, and with outstanding personalities; but that their stations would focus on these program areas only if they could offer the American people positive alternatives toward *solving* them.

Also high on the priority list was the need for *more funds to do the job, for more facts about their audiences*—both present and potential—and *feedback about whether their programming has any real effect on its viewers*: “. . . whether what we broadcast really makes any difference!”

John W. Macy, Jr., President of the Corporation for Public Broadcasting gave vigorous and affirmative response to these programming priorities, stating that he intends to give them his full support.

INTRODUCING THE CONFERENCE

ETS Board Secretary Lloyd Kaiser, and ETS Executive Director Chalmers Marquis, made these challenges in introducing the Conference.

Public TV is what happens to people because programs are put on the screen. Unless public broadcasting makes a significant difference in the lives of viewers, it simply will not, and should not, survive. To what purposes do we connect stations, foster production capacities, seek out programs?

The Carnegie Commission on ETV Report of 1967 set forth a number of public TV goals, and the result was the Public Broadcasting Act of 1967.

At the ETS Conference in April, 1968, station managers shared ideas for programs in specific response to minority group problems. Since then, public television stations have presented thousands of hours of new programs for and by minority groups, and we have new evidence of their effectiveness.

Station managers stressed the need for more local responsibility and control of programming at the April, 1969, ETS Program Conference. Managers particularly emphasized the need for more local news analysis. There have been many efforts in this direction since then. Just recently, for example, the Ford Foundation announced funding of new local news analysis series at KERA, Dallas; WETA, Washington; WQED, Pittsburgh—and continued funding for *Newsroom* at KQED, San Francisco.

At the October, 1969, NET meeting, managers heard CPB President John Macy cite national needs in the fields of nutrition and health, population control, law enforcement, and the special problems of children. Earlier in 1969, the EST Board of Directors spoke out in favor of more *positive* programs: those dealing with answers as well as with problems—and the need for more joy and humor in public TV programming. The Wingspread Public TV Conference in June, 1969, touched, among many concerns, on the need for new PTV talent, for courage, for community leadership and action.

At the NAEB November, 1969 national Convention, public TV station managers heard U.S. Commissioner of Education James Allen speak to the reading needs of America's school children, Florida Commissioner of Education Floyd Christian underscore the urgency of public education's financial problems, Presidential Science Advisor Lee DuBridge, describe the crisis we face in the pollution of our environment, and Gary's Mayor Richard Hatcher, outline the racial roots of our inner city problems. Critic Marya Manes underscored the need too for more imagination—to be enjoyable—and to have fun.

These are the comments and actions until now. What are our public TV priorities for the future? America's PTV stations clearly have a responsibility in helping to shape and satisfy their community's priorities. We believe we can assist one another in weighing these priorities—and determining how we can help meet them with public television's resources. It is to these public TV goals that this Conference is dedicated.

The Conference Discussions

Some 125 public TV stations were represented in 9 discussion groups, with about $\frac{3}{4}$ of the representatives being station managers, the others program managers. Each discussion chairman was a current or former member of the ETS Board of Directors. (List attached.)

The TV managers and program directors participating in the discussion were given these specific written instructions:

"Our purpose is to discuss *your program goals for 1970*. There will surely be wide differences in both objectives and strategies to achieve them. But we would hope that we can begin to perceive strong areas of common purpose to which we can give voice in the months ahead.

"Here are specific questions on which we seek your views:

"1. What programming subject areas would you like your station to focus on in 1970?

"2. In what priority?

"3. Of these which, in whole or part, would your station produce *locally* and which would you seek from *other sources*?"

Report of the Conferee's Responses:

Virtually all group leaders reported that their group's *priorities were expressed as essentially equal*.

With respect to whether their priorities would be best met by local or other sources, the discussants generally indicated that some program components would always need to be prepared elsewhere, but most participants stressed that it was the *local* programming components that most frequently had been missing, and were most needful of emphasis—and added support.

Means to achieve the ends listed were discussed, and are inherent in many comments. "*Money is the muscle*" to do the job, and all agreed that it would take a good deal to do it properly. Further, *much of that money would have to be applied in each locality*, although support for national programming was deemed highly important too. Many also underscored "improved national interconnection capability" as an essential component of this national programming.

Here are details of the Conferee's responses:

PUBLIC AFFAIRS

Listed most often was the broad range of *local public issue programming*, from *presenting candidates to covering elections* to delving deeply into *local issues and local government*, using local resources, local tie-ins—event-oriented programs, involvement programs, local crises. "Nothing affects the local audience with as much impact as this sort of local programming.

Through all the discussions ran the vital thread of *increasing local citizen participation in the process—and providing citizens with the political sophistication necessary to act responsibly in that process*.

It is difficult in this report to separate out the different *issues* from the process of government-citizen responsibilities which so dominated the discussions and reports. Most major issues were discussed—*drugs, Vietnam, pollution, tax reform, race problems, Indian affairs, transportation, older Americans, the tax rebellion, the coming 1970 Congressional elections, the declining small town, police responsibilities, legal processes, housing*.

But few wanted to broadcast more *news* as such. Most expressed the view that national affairs were well covered by NET, other stations, or other media; but a real information gap existed at the state and local level. And many saw the need to relate better the national issues to local perspectives.

"National programs should tie in with local; and more national and state resources and support should aid our local effort." Many saw the usefulness of setting up a Washington—or national—news film production capability as needed to augment local efforts.

Frequently mentioned was the need for more *explanation of existing government services*—particularly to newcomers to the community.

Many TV techniques to meet these needs were discussed: *documentaries, studio feedback sessions, and live studio debates*. But televising actual significant local events—such as city council sessions, the state legislature, school board sessions, and other programs originated in diverse areas of the community—ranked *very high*. Some went so far as to urge that *all* such public affairs programs originate essentially "on location". Such coverage however, requires mobile TV gear that too many acknowledged they did not now possess, and could not yet afford.

ENVIRONMENT

Ranking highest of the specific subjects of the discussions was the problem we face in *maintaining our natural environment*: "Reversing the accidential progress of life. . ." "preserving and reshaping our environment", or as many put it, simply,

"survival". Because this area was so new to too many citizens, many noted that "we must create a national passion" for the danger we now confront. It was a commercial problem to some—the destruction of our economy; a beauty problem commercial problem to some—the destruction of our economy; a beauty problem to many—spoiling our recreation areas; but a *critical survival problem to most*—the possibility that we actually will not have the water or soil—or clean air—to exist much longer.

Included by many was the concern that *overpopulation* is the other half of the environment problem. "As we continue to ruin our natural resources at an increasing rate, we're also continuing to increase our numbers at an increasing rate."

How TV can help with these crises was a prime discussion concern: "Making people passionate about pollution is not easy"! *To inform the public about the problems is the first task. To arrive at answers to the problems—and then to put them into action, not only locally but regionally and nationally, is the goal.* The more-than-local nature of many of the problems—and their solutions—underscored the particular need here for strong national and regional program leadership, but without abandoning each station's responsibility to attend to his own local problems.

Many noted the special concern young people seem to be generating for the problems of their environment, and that "we ought to enlist their participation and support in helping to solve these problems. *The next crusade of young people has already started and it is concern for their environment.*"

Later, NAEB convention banquet speaker Dr. Lee DuBridgE acknowledged station managers' commitment to helping solve the problems of environment, and said "Clearly, a national program of education enlightenment in the fields of resources, environment and population is a necessity. . . . *Public broadcasting can and should make an important contribution.*"

CHILDREN'S PROGRAMING

Increases in quantity and quality of programing for children (under 12) ranked a close third in station priorities for 1970. Children's programs have been one of their highest priorities for some time—and manager's obviously wanted to keep it that way. "NET's wonderful '*Misterogers Neighborhood*' and '*Friendly Giant*'—our record's been good."¹

The day before the Conference, "*Sesame Street*" debuted nationally. Confidence in the probable coming success of "the new series" prompted many discussants to note that its formula was "an attractive vehicle—capable of dealing with all subjects for kids—so why can't we develop similar broad vehicles for adults?" Those factors which "*Sesame*" had so well exploited: fun, fast pace, a happy tone, were necessary ingredients to success for kids—or *anybody else!* Managers also raised the possibility of adding national interconnection lines to carry the full week's replays of "*Sesame Street*" on Saturdays. At least 2 stations were noted to have set up arrangements to do this already, and many more might benefit if his interconnection were available.

YOUTH

Programs for youth, ages 12–25 followed, in station priority emphasis for 1970. Most, however, indicated a considerable frustration in reaching this age group.

Through the discussions came such words as "*meaningful programs for youth*". "A vehicle is needed which is fresh and attracts young people", "*for, by, and about young people.*" This last was a commonly noted point, that young people should share in the *production* and *planning* of such programs if the programs are to find their mark. One noted that the increasing number of good young filmmakers could furnish much talent to PTV.

"*Attitudes*" again come into the discussion: "we must help them find standards to live by". . . . There was concern too for *improving stations' in-school services*, noting, for example, that "we need more emphasis on good vocational guidance. . ." for youth.

Drugs were given special attention by many discussants—especially as a problem of youth, although some confessed the need for additional guidance in this

¹ Managers vigorously expressed their hope for additional national funds for these successful children's programs. They strongly restated their dissatisfaction with the current funding of NET's children's programs; at present these costs are borne in large part by stations. Managers were gratified to hear John Macy of CPB respond that CPB was indeed looking at funding for their children's programs, and hoped that CPB eventually could undertake this support.

difficult subject: "we're not sure what our standards on drugs really ought to be . . ." (A number expressed the hope that subject-area specialists—such as those knowledgeable in drugs—ought to participate in future conferences.)

THE ARTS AND THE HUMANITIES

Music, dance, drama, and the graphic arts ranked high in the frequency of listing by discussants.

Many specific priorities for 1970 were noted: "pure delightful entertainment", "all kinds of music: folk, pop, classic, jazz"—"Johnny Cash", "Peggy Lee"—"cultural with a small 'c'", "performance of all sorts." There was strong support expressed for continuing NET's successes in these program areas, with the hope that NET will continue these efforts. Many emphasized, however, that it was local arts they now intended to emphasize. They made frequent mention of the new prominence in their communities of local artists—local arts festivals and of local performances of many sorts.

There was reference to combining national arts programs to similar local features. More acquisition of good international films of quality was noted by managers as a good investment in the arts. And many mentioned *humor* as a special need. Many felt it was a need in most of our programs; others noted that satire and humor themselves should be a primary program goal.

At least one group made the point strongly that ". . . support for the arts locally and nationally is in serious trouble: we need to help. . ." ²

SUPPORT FOR PUBLIC EDUCATION

Ranking high was the issue of *support for public education*. Station managers were well aware that taxpayers' financing of public education was facing major problems.

The issue was raised in other NAEB Convention sessions. Stations had received copies of the statement made to the NAEB Executive Board by Floyd Christian, Superintendent, Department of Education, State of Florida, who said ". . . One of the greatest problems facing educators today is their *lack of ability to communicate with the public, to communicate with the taxpayers, and give adequate reason for the rising costs of education, the changes in the curriculum. . . (they) need the help of radio and television.*" Station representatives agreed.

MINORITIES

Special programming for minority groups especially regarding Black Americans received widespread mention. But for the most part, Black programming was intended to be more closely related to other programming than handled as separate issues. Most stations had greatly increased their specific programming with, for and about Blacks in the past 2 years, as well as significantly increasing the number of Blacks involved in planning and presenting these and other programs too.

Frequently mentioned was the need to deal with "*alienation*", and "*humanizing*" urban problems. Also cited as 1970 goals were *special programs for Mexican-Americans and American Indians*. Many noted that minority problems were both a part of those major issues they were going to emphasize, and that minority groups were just as concerned as others were with their environment, with youth, and with the needs of more cultural and community programming.

² Shortly after the Conference, on December 10, President Nixon stated his concern with these same points. In his message to the Congress asking greatly increased funds for the arts and humanities in 1970, he said: "Americans have long given their first concerns to the protection and enhancement of Life and Liberty; we have reached the point in our history when we should give equal concern to 'the Pursuit of Happiness.'"

"This phrase of Jefferson's, enshrined in our Declaration of Independence, is defined today as 'the quality of life.' It encompassed a fresh dedication to protect and improve our environment, to give added meaning to our leisure and to make it possible for each individual to express himself freely and fully."

"The attention and support we give the arts and the humanities—especially as they affect our young people—represents a vital part of our commitment to enhancing of quality of life for all Americans. The full richness of this nation's cultural life need not be the province of relatively few citizens centered in a few cities; on the contrary, the trend toward a wider appreciation of the arts and a greater interest in the humanities should be strongly encouraged, and the diverse culture of every region and community should be explored."

CONSUMER INFORMATION

Consumer protection ranked high in goals of managers for 1970. Certainly many matters relating to "consumers" would be a part of other "issue" programming, as well as programming related to minorities, or with youth. But it remained a distinct priority to many. Much of this was called "continuing education for the consumer." Concern for such matters as "tax reform" and "inflation . . ." "their need for basic economic information" fits this category. "*Consumer research*" "*consumer protection*"—"but with a positive attitude and approach"—these phrases reflected stations' views of their citizens' needs.

Particular emphasis would need to be focused on the special needs of the lower economic groups. Most recognized these needs as better served by national programming than would be possible with local resources, but that local tie-ins would be sought.

OTHER PRIORITIES

Many other areas of particular need not fitting into larger categories, were cited by managers: foreign policy—adult basic education—America's past—alcoholism—science—creative living—language training—sports: spectator and participation—leisure activities and recreation—basic human values—women's programming.

RESEARCH

Included for discussion was this final question: "*To achieve these objectives, what additional information about your audiences would you need?*" Most participants reported a desperate need for far greater information about their audiences—present and potential. Several simply said "We need all the audience information we can get!"

These specific responses were expressed by virtually all participating groups:

1. Need for depth information about their program viewers; not just how many, although this was a frequently-mentioned need too, but detail about who watched—why—how often—and how did they find out about the program. "We need all the feedback we can get—on what our audience is watching—and then we must listen to its reaction."

2. Need for full demographic data about all the people in their viewing area, not just the current viewers, and what are their needs? Their interests? Their current attitudes toward public broadcasting? (Including "we need to know about their ability to support us too . . ." added one presumably hard-pressed station manager.)

3. Frequently mentioned was another information need—one seldom expressed so frequently and directly before: "*Does anything I broadcast really make any significant difference in their lives?*" This need to know changes resulting from broadcasts is, of course, the most difficult quality to measure of any: the degree to which program purposes are actually achieved. The need for pre-testing programs on actual audience samples were felt vital. Overall most believed that "*the highest priority . . . (is to know) our net consequence to our viewers.*"

These points were raised too:

We must be sure audience research is easily and regularly available to our programmers and producers when it matters—not a year after the series concludes, and "before is even better", underscoring the need to pre-test programming.

One special information need was cited: up-to-date facts on the ability of audiences to receive UHF signals in mixed VHF-UHF areas. Now that the majority of stations are in that category, this need is clearly a substantial one.

Promotion:

One other item was mentioned repeatedly: *program promotion*: the importance of telling the intended audience about the program to come. "Don't undertake program projects unless 10-15% of program budgets are going for PR and advertising," stated one manager. "*Our greatest need*"—or, as another manager described his highest 1970 priority: "*Promotion—promotion—and more promotion!*"

In Conclusion:

The purpose of this Conference was to share thoughts about station priorities

for 1970. There is substantial risk in attempting—anyone—anywhere—in labeling “priorities”. But the strong commonality of station goals is readily apparent.

In this Conference we found “local news analysis-government/citizen participation” at the top. Yet this is actually a *process*—not a single subject. All priorities are handled in our society through this government-citizen process—with citizen education, i.e. news and analysis, the necessary bedrock. So we find ourselves dedicating our resources first to *improving the process of public communications*—then, looking to what some of the most important special concerns are to which stations intend to devote increasing attention through that process.

We find too that our concerns separate out in another distinct mode: by *age*. Major priorities are improving our efforts toward our “children” and our “youth”. What we’re recognizing is that the *process* of involving these young people in our society is a *different* process from our efforts to reach adults. And it is a significant difference.

More unusual in a “priority” sense is the concern with “attitude”: that we must awaken a constructive sense of capability to meet our responsibilities in life—and know that what we do *does* make a difference. “We must *do* something. . . .” “We must help our society to be interested in, and capable of governing, itself.”

And not overlooked by the discussants, at the end of it all—*drama, music, art*—expressions of the beauty of life—what’s left, that is, after we solve the problems that stand in the way of our enjoyment of life.

What will be the result of these priorities? The managers are well aware of their own limitations. The November, 1969, NAEB Report on Program Acceptances said:

“Clearly, the educational station must use all the resources it can to operate effectively in the interests of the many communities it can serve. But it is an error to think that it operates in a vacuum and can redress quickly those individual and social inequities which other institutions in the same community have not only left untended but may have perpetuated. The station alone can accomplish only so much; and a full schedule of nationally prepared programs on racial matters may do no more to advance local civil rights than re-runs of a Peggy Lee special will do to convince the resident chamber music society that it should change its repertoire.”

Nonetheless, station executives’ strong consensus on these priorities for 1970 indicate they clearly believe that they could help to make a difference.

NOTES

This report was compiled from the oral reports of Mr. Lloyd Kaiser and the discussion leaders; each participant also contributed his notes in response to the written questions asked at the outset. Discussion leaders also subsequently contributed their comments and corrections to this final Conference report.

Under the leadership of ETS Executive Consultant C. Scott Fletcher, the discussion leaders themselves helped to develop the final questions to be taken up by the station representatives. The group discussion leaders met again for a summary report session after the discussions and participated in presenting the oral report to station representatives. Discussion leaders and participants all supported the discussion process, and felt it had been an effective means to get to the heart of our concerns with public TV’s substance.

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STATEMENT OF LOREN B. STONE, GENERAL MANAGER, KCTS-TV

I am Loren B. Stone, General Manager of KCTS-TV, Channel 9, licensed to the University of Washington, Seattle, Washington. I appear today on behalf of public television stations, as the elected Chairman of the Board of Directors of Educational Television Stations Division of the National Association of Educational Broadcasters. I am a member of the Executive Committee of, and a member of the NAEB Executive Board. I am also an elected member of the Affiliates Council of the National Educational Television network. My background includes more than thirty-nine years in broadcasting, of which the past fifteen years has been in non-commercial educational television.

I am here to testify in support of S. 3558. Our ETS Board of Directors has consistently supported the Public Broadcasting Act, and its predecessor the ETV Facilities Act. We have stated formally and wish to so state here that we support in whole S. 3558. The statement of William G. Harley, President of NAEB gives considerable detail about reasons for support of S. 3558. I concur completely with his testimony.

Because the bill before you is a funding bill, I would like to describe how my own station has been funded, in order that you may see how the Corporation for Public Broadcasting, aided by the funds authorized by S. 3558 relates to our needs.

KCTS-TV, Channel 9, educational television, Seattle, Washington is licensed to the University of Washington and operated by them as a joint venture with the other colleges and libraries in Seattle, and with public school districts of about three-fourths of the state of Washington.

It commenced operations in 1954 as the nation's ninth ETV station, with capital funds of \$400,000, operating costs of \$175,000 annually, and a staff of twelve. Of its original capital funds, \$150,000 came from the Fund for Adult Education, \$120,000 from a local commercial TV station which provided substantial studio and transmitter equipment, \$35,000 from a community fund drive, and the balance from miscellaneous local sources. Its beginning operating expenses came one-third from the University of Washington, one-third from the Seattle public schools, nominal amounts from the two colleges and the library, and the nearly one-third balance by public school districts in the station's own county.

KCTS-TV's present capital funds stand at \$1,300,000, and now include \$300,000 from the federal government's Educational Television Facilities Act in 1964 which assisted in the construction of a new full-powered transmitter, and approximately \$325,000 from the University of Washington for the station's studio building. Over the years, the station has put more than \$400,000 of its operating income into plant improvement and ended its last fiscal year with a surplus in its equipment replacement account of \$180,000.

The station's cash operating expenses for its last fiscal year were in excess of \$600,000, not including substantial unlisted assistance provided by the University of Washington in rent, heat, power, accounting and legal services. It's staff now numbers 28 full-time persons and more than a dozen part-time students.

Of this present \$600,000 income, the University of Washington provides approximately 25%, public schools nearly 70%, with all other income being less than 5%. Approximately sixty participating public school districts throughout the state contribute to the station's operations on the basis of one dollar per student per year grades 1-12. The \$10,000 received last year toward operations

from the Corporation for Public Broadcasting represented approximately one and one-half percent of the station's total operating fund.

Over this station's 15-year lifetime, foundations have contributed approximately \$200,000 to the station's capital funds, the federal government \$300,000, and the local community \$800,000. Of the accumulated \$4.5 million operating expenses over these fifteen years, none has come from foundations, \$10,000 from the Corporation for Public Broadcasting and all the rest has been generated by the local educational community. No direct funding has come from the state's legislature, although a large part of the University's \$1.25 million operating support over the 15 years has come through its legislative appropriation.

Most of the KCTS-TV equipment is from 13 to 15 years old and it's both obsolete and worn out. The station will require approximately \$2.6 million over the next 4 to 5 years to completely modernize its facilities and convert to color. As a minimum it must increase its staff over these same years by a dozen people to efficiently operate its modernized plant and must increase its operating expenses from its present \$600,000 to between \$800,000 and \$900,000 per year.

That is our financial situation.

August 1, 1969

FIVE YEAR CAPITAL AND OPERATING FUND REQUIREMENTS FOR KCTS-TV

KCTS-TV is completing its fifteenth year on the air. Much of its equipment is obsolete and worn out, and has to be replaced—some of it almost immediately.

The station must begin a systematic conversion to color or it will begin to lose much of its evening audience to the commercial stations which provide almost total color programming in their nighttime schedules.

Its technical staff is inadequate in numbers to properly maintain even its present complement of equipment. Its production staff is not large enough to provide the sophistication and quality in its program production being asked by the many agencies using the station and by its viewing audience.

Additional staff is required. Additional space to house this staff must be provided. Almost all of the present studio equipment must be replaced with facilities capable of providing for videotape recording and playback in color, for film projection in color and for live studio production and remote pickups in color.

An orderly plan of development to achieve these increased facility and staff needs over the next five years will require total capital expenditures of approximately \$2,600,000 in a four-phase program. It will require increasing the present full-time staff of the station from 28 to 43 persons. It will require increasing annual operating costs (at 1969 cost levels) from approximately \$450,000 to \$800,000.

Phase I, which would require \$741,000 and 30 months to complete, should include construction of additional office space on the third floor of the Drama-TV Building, the acquisition of the first color tape facilities and the recruitment and training of additional staff.

Phase II, would require \$711,000 and extend construction to the 42nd month. It would cover total replacement of the video and audio switching and distribution equipment at the studios, additional color videotape equipment and the first of the color film projection capability.

Phase III, costing \$656,000 should be completed by the 48th month. It would provide for live studio color production and additional color film projection.

Phase IV, costing \$500,000 and carrying a 54th month completion date, would provide a color remote pickup capability.

KCTS-TV, the state's first non-commercial educational television station, and the ninth in the nation, commenced broadcasting in December, 1954. It is licensed to the University of Washington and operated by them as a joint venture with the public schools of Seattle and King County, with Seattle University, Seattle Pacific College and the Seattle Public Library.

Its original capital funds of \$660,000 were provided in part by the University of Washington, by the Fund for Adult Education, by a gift of equipment from KING-TV and from a \$35,000 fund raised through public subscription.

The increase in its capital funds to the present \$1,250,000 has been made possible by some outside gifts and grants, by utilizing periodic operating savings and using most of its "replacement reserve." The replacement reserve has been accrued at the rate of \$35,000 a year during the station's early years and \$50,000 annually in recent years, but because there has been no regular source of funds for plant expansion the replacement reserve has been mostly exhausted to provide for the little expansion deemed necessary.

Staff has increased over the fifteen years from 13 to 28 people; annual operating costs have increased from \$165,000 to \$450,000; and hours on the air from 20 to

more than 65 per week. KCTS-TV stands at about the median point in annual operating costs among the 180 presently operating ETV stations of the country. It spends appreciably less money but produces substantially more local programs than do any of the other ETV stations serving areas of comparable population.

When KCTS-TV commenced operating in 1954 its transmitter and tower were located at Edison Technical School. Its relatively low power (30,000 watts) and its relatively low tower height (600 ft) enable it to serve a radius of but 25-30 miles. In 1965, with a grant of \$300,000 from the Federal government (under Senator Magnuson's Educational Television Facilities Act legislation) the station constructed a new transmitting facility at 18th & E. Madison, increasing its tower height to 1,000 ft above sea level and its power to 275,000 watts.

It now serves, by direct broadcast, an area exceeding 60 miles in radius. Additionally the station's programs are carried by community cable TV systems over nearly two-thirds of the state and provide service to more than four-fifths of the state's population. Principal cities outside the KCTS-TV broadcast range whose schools and adult audiences are regularly served include Walla Walla, Pasco, Kennewick, Richland, Wenatchee, Ephrata, Moses Lake, Omak, Okanogan and Tonasket by cable in Eastern Washington. Station KYVE-TV in Yakima rebroadcasts most of KCTS-TV's programs providing additional service to all the Yakima valley area. Raymond, South Bend, Longview, Kelso, Centralia, Chehalis, Port Angeles and Bellingham are representative of the cities in Western Washington served by cable TV.

The station's daytime hours (from 9:00 am to approximately 4:00 pm on school days) are largely utilized by public school districts throughout the entire KCTS-TV viewing area to provide instruction directly into their classrooms. Most of the instructional programs are devoted by the schools to providing assistance to elementary classroom teachers in such special areas of the curriculum as Music, Art, Science and Foreign Language. Many of these instructional series—most of which are broadcast systematically through the entire school year—are regularly viewed in more than 1000 classrooms around the state.

Approximately three-fourths of the station's present general operating funds are provided by public school districts which make payment to the University of Washington of \$1.00 per student, grades 1-12, per year. Additionally the schools either provide or reimburse KCTS-TV for such direct instructional costs related to their in-school programs as TV teacher salaries, teacher study guides and the rental of programs acquired from other sources. Most of the balance of the funds come from the University of Washington with some support from the other cooperating colleges and libraries.

KCTS-TV's evening schedule provides informational and cultural programming for adults and for children's out-of-school viewing. KCTS-TV provides an opportunity for expression and communication to a very wide group of local agencies and institutions. For nearly fourteen years its weekly "Thursday Forum" series, produced in rotation by the Municipal League, the Urban League, the League of Women Voters and the White House Conference on Children and Youth, has provided provocative discussion of the critical and often controversial issues of the community. For more than four years KCTS-TV has devoted substantial program resources to assisting the area's minority populations find an identity and a means of communicating with their own groups and with others.

Regular programs continue to be designed to develop an understanding and appreciation of the cultural resources available within the community, as the station reports on the offerings of the Symphony orchestra, the Opera association, the Repertory theater and a myriad of other cultural and artistic groups in the performing arts field.

Formal instruction for adults has been provided during evening hours through the large number of "telecourses" offered by the University of Washington, by Seattle University and, increasingly during the past two or three years, by Seattle Community College. During the past year more than 500 students were regularly enrolled in SCC's General Educational Development courses on KCTS-TV. Special programs have been presented for a number of industry groups to assist them in their manpower training programs, capped by a highly technical training series presented by the Boeing Airplane Company to their production people which developed an enrollment of more than 6,700 people to a 10:00-10:30 pm series. The University's Regional Medical Program is regularly beaming out special refresher courses to the area's doctors through KCTS-TV and post-professional courses for pharmacists have been provided in recent years.

Perhaps the largest general evening audiences viewing the station are attracted by the outstanding programs provided by the country's national educational tele-

vision network (NET) which has been funded over the years largely by the Ford Foundation. NET provides five hours or more each week of programs in the two areas of public affairs and cultural affairs, as well as a large number of "specials" throughout the year.

Since January, 1969 the Corporation for Public Broadcasting (CPB) newly created by Congress as a quasi-governmental corporation has, from its up-to-now limited funding, provided live interconnection during late evening hours, permitting immediate distribution to all ETV stations around the country of NET and other nationally developed educational programs.

In early 1967 the Carnegie Commission on Educational Television, under the chairmanship of Dr. James Killian of MIT, which had been seeking ways of improving the financial health of the local ETV stations and thereby their ability to better serve the needs of their communities, issued their report. It recommended, among other things, that stations serving major population areas (like Seattle and Western Washington) should be assisted in acquiring technical facilities requiring capital investments of more than \$6,500,000; should have operating staffs of at least 165 people; and be provided operating budgets of up to \$3,500,000 a year.

The Carnegie Commission suggested that perhaps three-fourths of these capital funds and two-thirds of the operating funds be generated outside the local communities, by regular Congressional appropriations to H. E. W. and by special trust funds reserved for CPB.

KCTS-TV can be brought to a level to competence to do the job presently required of it for far less than the \$6,500,000 recommended by the Carnegie Commission. The facilities here proposed represent a capital investment over a five year period of \$2,600,000. The staff recommendation is for 43 people, not 165. The annual operating costs proposed are in the \$800,000 a year range, rather than \$3,500,000.

Much of the station's equipment ranges in age from thirteen years to nearly twenty. (Some of it was used equipment when given to the station in 1954). An increasing amount of it is becoming almost impossible to continue to maintain, for spare or repair parts are no longer in manufacture. Almost all of the equipment is of the older "tube" type which is extremely costly in manpower to maintain, as compared with the "solid state" equipment now in general use by most stations throughout the country.

The station's videotape recorders are of the very earliest design and are incapable of playing back even the "high band" black and white programs now generally being produced by stations and are totally incapable of recording or playing-back in color. These machines present the station's most critical problem for they are so old major, vital elements are no longer made and repairs must be made by wholly unsatisfactory improvisations. These are expensive items to replace—even the lowest priced color videotape recorders cost in the range of \$85,000 each. And KCTS-TV must immediately replace the two monochrome recorders it possesses, and ultimately must have at least four if it is to meet its production requirements.

Nothing can be done with color until the entire electronic video (picture) and audio (sound) distribution wiring in the studio is pulled out and replaced. It has been in operation for nearly thirteen years—it is old and becoming unreliable—and it does not have the capability of handling color frequencies.

More than seventy-five percent of NET's productions during the coming year will be in color, and while KCTS-TV can relay in color those color programs fed it transcontinentally on telephone facilities, it cannot replay the color tape and film programs available to it from other production sources.

KCTS-TV will undoubtedly face an increasing loss of audience over the next several years if it does not keep abreast of the almost complete conversion being made to color transmission by most of the commercial stations of the community, and a growing majority of the educational stations of the country.

For some time and for a number of reasons it was thought it might be necessary or desirable to relocate the station in studios and offices off the main campus of the University. Conservative estimates placed the cost of providing the space required at approximately \$2,500,000. However, if it were decided the station should remain on the campus in the Drama-TV Building, additional space could be created by adding the remainder of the third floor to that building (as contemplated in its original design) at an estimated cost not to exceed perhaps \$500,000. The additional space would be built as office area, entailing minimum costs as compared with the high cost of constructing the specialized studio and control areas which would be needed in new off-campus construction.

Details of the projected equipment and construction costs, by phases, are included in attachment "A" to this report. The proposed staff additions are detailed in attachment "B".

Some new concept of financing the station's operating costs probably needs to be developed, to generate the approximately \$800,000 a year needed to operate the proposed improved facility.

It should be noted that Washington State University supports the entire operation of its ETV station, which is installing considerable color equipment, totally out of their appropriated funds. The Clover Park school district, with an enrollment of 14,000 students (with some, but little help from other districts) funds the operation of a station costing nearly seventy-five percent of that of KCTS-TV.

Unquestionably KCTS-TV should add Saturday evening broadcasting to its schedule, enabling it to serve the community seven days a week as do an increasingly large number of the ETV stations around the country.

Under such a schedule the public schools would utilize approximately 40% of the station's total annual broadcasting hours, while the out-of-school time would represent about 60% of the hours.

It seems logical that the schools, by whatever method they choose to generate their support, should provide 40% of the general operating costs of the station and additionally all the special costs related to acquiring or producing their instructional programs and attendant distributive materials. This would require approximately \$390,000 a year compared with the \$350,000 now being provided by the schools.

The balance of the costs—for the out-of-school hours—should probably be funded by the University of Washington from appropriations made to it by the legislature. This would require approximately \$397,200 per year (at 1969 salary and cost levels) compared with the \$126,000 and \$135,000 provided in the two successive years of the past biennium. A detailed break-out of the projected in-school and out-of-school costs are in attachment "C".

The University of Washington, as licensee for KCTS-TV—and trustee to provide a large part of the state with an educational television facility—must take the leadership in generating the basic capital and operating funds required to permit the station to meet the demands being placed on it for improved production and broadcasting facilities.

And the planning for funding must begin now, for the lead time in planning and completing the acquisition and construction of facilities will extend the time it takes to make the needed improvements to nearly five years after Phase I funding has been assured.

Perhaps in addition to consulting with the station's Advisory Board, which is composed basically of representatives of educational institutions, the University should seek counsel with a representative group of members of the general public interested in and concerned with the arts, culture and public affairs needs of the state, to support its request that the legislature provide the University with the necessary funding for the station.

KCTS-TV construction schedule (estimate)

Phase I:

| | |
|---|-----------|
| Construct addition to drama-TV building----- | \$500,000 |
| Acquire 2 quad. video tape recorders----- | 185,000 |
| Furnish offices----- | 27,000 |
| Film equipment, including remote vehicle----- | 24,000 |
| Train technical staff for color----- | 5,000 |
| Subtotal, phase I----- | 741,000 |

Recruit additional staff.

Time schedule:

D represents date of fund commitment.

D plus 1 to 18 months for planning design and bid.

D plus 12 to 30 months to completion of construction period.

Phase II:

| | |
|---|---------|
| Video switching system----- | 170,000 |
| Acquire 2 quad. video tape recorders----- | 185,000 |
| 1 film chain----- | 100,000 |
| 1 helical scan video tape recorder----- | 60,000 |
| Audio system----- | 65,000 |
| Video distribution system----- | 45,000 |

KCTS-TV construction schedule (estimate)—Continued

Phase II—Continued

| | |
|--------------------------------|----------------|
| Test equipment..... | \$42,000 |
| 5 monitors, color..... | 15,000 |
| 30 monitors, monochrome..... | 15,000 |
| Intercom and tally system..... | 14,000 |
| Subtotal, phase II..... | <u>711,000</u> |

Time schedule:

- D represents date of fund commitment phase I.
- D plus 18 months commitment phase II, place orders.
- D plus 18 to 30 months leadtime for delivery of equipment.
- D plus 30 to 42 months installation period to completion.

Phase III:

| | |
|------------------------------|----------------|
| 5 studio cameras, color..... | 400,000 |
| 2 film chains..... | 200,000 |
| Studio lighting..... | 26,000 |
| 9 monitors, color..... | 25,000 |
| 12 monitors, monochrome..... | 5,000 |
| Subtotal, phase III..... | <u>656,000</u> |

Time schedule:

- D represents date of fund commitment phase I.
- D plus 36 months commitment phase III, place orders.
- D plus 36 to 42 months leadtime for delivery of equipment.
- D plus 42 to 48 months installation period to completion.
- Total, phases I to III.....

2,108,000

Phase IV:

| | |
|------------------------|----------------|
| Color remote unit..... | <u>500,000</u> |
|------------------------|----------------|

Time schedule:

- D represents date of fund commitment phase I.
- D plus 48 months fund commitment phase IV, place order.
- D plus 54 months delivery of unit complete.
- Total, phase I to IV.....

2,608,000

Projected KCTS-TV Staff Pattern (As of completion of Phase I construction)

| No. | New (15) | Position | Present occupants (28) |
|-----|----------|----------------------------------|------------------------|
| 1 | | Station manager | Stone. |
| 2 | × | Secretary to manager, bookkeeper | |
| 3 | | Director of engineering | Boor. |
| 4 | | Receptionist | Scott. |
| 5 | | Program manager | Yeend. |
| 6 | × | Secretary to program manager | |
| 7 | | Director of operations | Laird. |
| 8 | | Traffic and secretary, operation | Chestnut. |
| 9 | | Publicity writer | Hanna. |
| 10 | | Production manager | Armstrong. |
| 11 | × | Secretary to production staff | |
| 12 | | Producer A | Ciro. |
| 13 | | Producer B | McShane. |
| 14 | | Producer C | Givens. |
| 15 | | Producer D | Cutchlow. |
| 16 | × | Writer | |
| 17 | | Director, school programs | Dilworth. |
| 18 | | Secretary to school group | Rogers. |
| 19 | | School production supervisor | Jensen. |
| 20 | × | School producer | |
| 21 | | Director of graphics | Kinsman. |
| 22 | × | Art supervisor | |
| 23 | | Staging supervisor | Butler. |
| 24 | × | Staging assistant | |
| 25 | | Film manager | Harper. |
| 26 | × | Shipping—mail | |
| 27 | | Crew chief, studio | Knight. |
| 28 | | Assistant crew chief | Cuvilje. |
| 29 | | Trans. technician A | Gua. |
| 30 | | Trans. technician B | Louden. |
| 31 | | Studio technician A | Hillhouse. |
| 32 | | Studio technician B | Kean. |
| 33 | | Studio technician C | Rambo. |
| 34 | | Studio technician D | Gray. |
| 35 | | Maintenance technician A | Tallman. |
| 36 | | Maintenance technician B | Gunnerson. |
| 37 | × | VTR technician A | |
| 38 | × | VTR technician B | |
| 39 | × | VTR technician C | |
| 40 | × | VTR technician D | |
| 41 | × | Remote technician A | |
| 42 | × | Remote technician B | |
| 43 | × | Swingman technician | |

Analysis of KCTS-TV in-school and out-of-school costs (as of completion of phase I construction)

Assumptions:

1. Station would operate with staff of 43 people, up 40 percent in cost.
2. Nonsalary operating expenses would be 40 percent greater than 1968-69.
3. Total annual operating hours, 3,550, computed as: in-school: 10 a.m. to 4 p.m., Monday to Friday, 39 weeks, 1,365 hours; out-of-school: 4 p.m. to 10 p.m., Sunday to Saturday 52 weeks, 2,185 hours.
4. Allocates certain direct charges to in-school, others to out-of school: with remaining costs shared 40 percent to in-school, 60 percent to out-of-school.

| | Schools | University | Total |
|---|----------|------------|----------|
| Salaries: | | | |
| School production staff (4 people) | \$41,000 | | \$41,000 |
| Evening production staff (4 people) | | \$36,600 | 36,600 |
| General staff (35 people) split 40/60 | 130,000 | 195,600 | 325,600 |
| Total staff costs | 171,400 | 232,200 | 403,600 |
| Operations: | | | |
| Study guides, in-school | 25,000 | | 25,000 |
| Teacher reimbursement, in-school | 60,000 | | 60,000 |
| Rental of in-school programs | 20,000 | | 20,000 |
| Travel, programming | 1,000 | 1,000 | 2,000 |
| Scenery, graphics, and film | 4,000 | 4,000 | 8,000 |
| Miscellaneous programming direct expenses | 10,000 | 10,000 | 20,000 |
| General operating expenses 40/60 | 60,000 | 90,000 | 150,000 |
| Total operations costs | 180,000 | 105,000 | 285,000 |
| Total expenses (salaries and operations) | 351,400 | 337,200 | 688,000 |
| Replacement reserve | 40,000 | 160,000 | 100,000 |
| Total | 391,400 | 397,210 | 788,000 |

Note: Average operating cost—\$200 per hour.

KCTS-TV DAYTIME PROGRAM SCHEDULE
Week of March 29 th. igh April 3, 1970

| | MONDAY March 30 | TUESDAY March 31 | WEDNESDAY April 1 | THURSDAY April 2 | FRIDAY April 3 |
|-------|-----------------------|----------------------|------------------------|-----------------------|------------------------|
| 7:30 | | Wa/Alaska Regional | | | |
| 8:00 | | " Medical Pgm | | | |
| 8:30 | | Silent | Accounting | | |
| 9:00 | Listen & Say Gr 1-3 | Biology Gr 5,6 | Health Gr 1,2 | P.E. Previews | Current Events Gr 5,6 |
| 9:15 | Spanish Gr 4 | Spanish Gr 3 | Spanish Gr 4 | Spanish Gr 3 | |
| 9:20 | | " " | " " | " " | Cover to Cover Gr 5,6 |
| 9:30 | Science Gr 1 | Art Gr 4-6 | Art Gr 5,6 | Listen & Say Gr 1-3 | " " " " " " |
| 9:40 | | " " | " " | " " | Art Gr 4-6 |
| 9:45 | Spanish Gr 5 | " " | " " | Spanish Gr 5 | " " |
| 9:50 | | Science Gr 4 | " " | " " | " " |
| 10:00 | TV High School | Physical Ed Gr 1,2 | TV High School | Environment Gr 5,6 | Book Beat |
| 10:05 | " " | " " | " " | " " | " " |
| 10:25 | " " | " " | " " | Cover to Cover Gr 5,6 | " " |
| 10:30 | Science Gr 3 | Music Special | Art Gr 1,2 | " " " " " " | Silent |
| 10:40 | " " | " " | " " | " " " " " " | Wordsmith Gr 5,6 |
| 10:45 | Music Gr 2 | Music Gr 1 | Music Gr 2 | Music Gr 1 | " " |
| 11:00 | Science Gr 2 | Music Gr 4 | Music Gr 3 | Music Gr 4 | Music Gr 2 |
| 11:15 | Science Gr 3 | Biology Gr 5,6 | Art Gr 1,2 | Biology Gr 5,6 | Health Gr 1,2 |
| 11:30 | Sesame Street | Sesame Street | Sesame Street | Sesame Street | Sesame Street |
| 12:00 | " " | " " | " " | " " | " " |
| 12:30 | Friendly Giant | Waters of Washington | Friendly Giant | Pushkin to Pasternak | Friendly Giant |
| 12:45 | Science Gr 1 | " (telecourse) | Listen & Say Gr 1-3 | " (telecourse) | Art Gr 1,2 |
| 1:00 | Science Gr 4 | Science Gr 2 | Music Gr 2 | Health Gr 1,2 | Music Gr 3 |
| 1:15 | Spanish Gr 4 | Spanish Gr 3 | Spanish Gr 4 | Spanish Gr 3 | Physical Ed Gr 1,2 |
| 1:30 | Music Gr 2 | Music Gr 1 | Music Gr 2 | Music Gr 1 | " " " " " " |
| 1:35 | " " | " " | " " | " " | Art Gr 4-6 |
| 1:45 | Spanish Gr 5 | Science Gr 2 | Art Gr 4-6 | Spanish Gr 5 | " " |
| 1:55 | " " | " " | " " | " " | " " |
| 2:00 | Physical Ed Gr 1,2 | Science Gr 1 | " " | Art Gr 5,6 | Current Events Gr 5,6 |
| 2:05 | " " | " " | " " | " " | " " |
| 2:15 | " " | Science Gr 3 | Environment Gr 5,6 | " " | Environment Gr 5,6 |
| 2:20 | Wordsmith Gr 5,6 | " " | " " | " " | " " |
| 2:30 | " " | Music Gr 4 | Art Gr 5,6 | Music Gr 4 | " " |
| 2:40 | Cover to Cover Gr 5,6 | " " | " " | " " | Current Events Gr 5,6 |
| 2:45 | " " | Science Gr 4 | " " | Wordsmith Gr 5,6 | " " |
| 3:00 | Educational Film | Silent | Physics | " " | P.E. Preview |
| 3:05 | " Preview | " " | " " | P.E. Previews | P.E. Preview |
| 3:15 | " (for teachers) | " " | " " | " (for teachers) | " (for teachers) |
| 3:30 | " " | Physics | Silent | " " | " " |
| 3:45 | " " | " " | " " | " " | " " |
| 4:00 | Arts of Japan | TV High School | Elements of Biomedical | TV High School | Avant-Garde French |
| 4:15 | " (telecourse) | " " | " Engineering (tele) | " " | " Theatre (telecourse) |

KCTS-TV EVENING PROGRAM SCHEDULE
 Week of March 29 through April 3, 1970

| | SUNDAY March 29 | MONDAY March 30 | TUESDAY March 31 | WEDNESDAY April 1 | THURSDAY April 2 | FRIDAY April 3 |
|-------|-----------------------|------------------------------------|---|-----------------------------|-------------------------------------|------------------------------|
| 4:30 | CRITIQUE | SESAME STREET | SESAME STREET | SESAME STREET | SESAME STREET | SESAME STREET |
| 5:00 | " " | " " | " " | " " | " " | " " |
| 5:30 | PLAYING THE GUITAR | MISTEROGERS NEIGHBORHOOD | MISTEROGERS NEIGHBORHOOD | MISTEROGERS NEIGHBORHOOD | MISTEROGERS NEIGHBORHOOD | MISTEROGERS NEIGHBORHOOD |
| 6:00 | THE SHOW | LET'S SPEAK SPANISH | ITALIC CALLIGRAPHY & HANDWRITING | LET'S SPEAK SPANISH | ITALIC CALLIGRAPHY & HANDWRITING | LET'S SPEAK SPANISH |
| 6:30 | " " | TV HIGH SCHOOL | PLAYING THE GUITAR | TV HIGH SCHOOL | BOOK BEAT | WASHINGTON WEEK IN REVIEW |
| 7:00 | THE ADVOCATES | WATERS OF WASHINGTON | ADULTS LISTEN | BUTTONS & HIS BUDDIES | VIDEOSCOPE | CONSULTATION |
| 7:30 | " " | WORLD LAW | UNIVERSITY CONVERSATION | DOORWAYS TO SCIENCE | JOYCE CHEN COOKS | IT BEGINS WITH YOU |
| 8:00 | THE FORSYTE SAGA | WORLD PRESS | UNDER 30 | MUSIC ON TELEVISION | WATER OF TIME | CENTER SPOT |
| 8:30 | " " | " " | " " | BOOK BEAT | THURSDAY FORUM | NET PLAYHOUSE |
| 9:00 | TO FEED THE HUNGRY | BLACK JOURNAL | NET FESTIVAL | NEWS IN PERSPECTIVE | " " | " " |
| 9:30 | " " | " " | " " | " " | AVANT-GARDE FRENCH THEATRE | " " |
| 10:00 | SIGN OFF | ACCOUNTING AS A MANAGERIAL TOOL | WASH/ALASKA REGIONAL MEDICAL PROGRAM | SOUL! | SIGN OFF | SIGN OFF |
| 10:30 | | SIGN OFF | SIGN OFF | " | | |
| 11:00 | | | | SIGN OFF | | |

Senator PASTORE. We will now have a short recess.

(Recess.)

Senator PASTORE. Mrs. Cooney, let me say that we are honored to have you with us.

You may now proceed.

**STATEMENT OF MRS. JOAN GANZ COONEY, EXECUTIVE DIRECTOR,
 THE CHILDREN'S TELEVISION WORKSHOP AND "SESAME STREET"**

Mrs. COONEY. It has been less than a year since I had the opportunity to appear before this committee and describe our plans for a series of daily television programs for pre-school children. At that point, our program was still at such a formative stage, that we did not even have a title.

In the 11 months since we have launched a program titled "Sesame Street" and broadcast nearly 100 hour long segments of the series, it has been an exciting experience, and those of us associated with it have been deeply affected by the reception of the program by the American public—parents, teachers, and most importantly, by the children themselves.

We are reaching 6 to 7 million children with our program; and our research indicates that the audience includes large proportions of the disadvantaged population for whom the show was initially

created. It is also teaching them, in a dramatic way, according to our studies that we have conducted. "Sesame Street" then is costing about a penny a day per viewer.

I would urge you, in considering what public television could become, to examine the experience of the Children's Television Workshop and "Sesame Street." I think you would come to two conclusions, that are pertinent to your inquiries today.

First, that public television is about the only medium at hand that can develop and nourish programs such as "Sesame Street" and, in addition, supply the needed amount of air time; and, second, that the length of lead time that was available to the workshop for the creation of "Sesame Street" was of critical importance in our success. While this lead time entails additional expense, the return on the investment is incalculable when you consider the potential effect of a successful popular educational series.

The workshop was created initially to operate over a period of 2 years—1 year to research and develop a very specific type of program and to hire the people to execute the idea; and another year to produce and broadcast the program. I know that it would have been impossible for me, or anyone else in television, to assemble the staff, responsible for the program if I had approached them with the idea of conducting the experiment on a piecemeal basis. Talent, time, and money are the key factors in "Sesame Street's" success, and the talent would not have been forthcoming if the other two ingredients had not been available.

It is interesting to note that all three commercial networks, have appointed children's program directors since the premiere of "Sesame Street" and that all have promised less violence and more education in their children's programming schedules. This is as it should be—public television should and clearly can set the benchmark against which all of television is judged.

Non-commercial broadcasting has not hertofore had enough money to undertake this vital role in American life. The perennial shortage of funds has made it almost impossible to recruit and retain first-rate talent for a continuing period of time and there is very little incentive to conceive the type of innovative broadcasting that takes 1, 2 or 3 years to develop and bring to fruition.

I hope that this committee will see fit to heed the President's request for extended financing for the Corporation for Public Broadcasting. Only then, in my opinion, will future Sesame Streets be possible.

Thank you and that concludes my prepared statement.

Senator PASTORE. Now, for the benefit of those who are already not familiar with the "Sesame Street," will you give us the basic identity and the objectives of the program?

Mrs. COONEY. The basic idea was that preschool children watched, and we knew this, many hours of television per day. Our question was could we take the techniques that clearly appeal to children, cartooning, live action, fast pace, humor, style, and build a first-rate entertainment show in which a curriculum for preschool children

was used. It included preparation for reading, numerical skills, reasoning skills, greater awareness of the world around the children, and awareness itself.

We hope to prepare him for success in the school. We took a year to set our goals to test materials and that was in day care centers. This was what was critical to our success, I believe, is that we left nothing to chance. You can't produce a hit that way, but you can certainly cut down on the possibility of real failure. Now we broadcast an hour a day. Due to our being on public television the show is broadcast twice a day and on weekends.

Next year every city will be given the show on Saturday for 3 or 4 hours. It does very well against cartoons.

The educational television is rated very highly for the first time. I would say that public television has proved it can do the job if it has the resources.

Senator PASTORE. Do you concern yourself at all with the child behavior, or is it more or less directed toward development of the mind?

Mrs. COONEY. Well, we are interested—it is interesting to note that the children who do learn to read early and so on at the end continue and tend to have fewer behavior problems. This is an observation I do not have data on. Teachers tell me that. You have many constructive outlets in the development of the mind. We will watch for those kinds of behavioral phenomena over a period of years. I hope we will continue our research.

Senator PASTORE. Well, you are my candidate for a medal.

Mrs. COONEY. Thank you.

Senator PASTORE. Now, I have a letter that I should like to read from another distinguished producer of children's programs. He is unable to be here. It is from Fred Rogers. If he had not been in the hospital he would surely be here today.

DEAR SENATOR PASTORE: If I hadn't been in the hospital I would certainly be with you today reaffirming to your Subcommittee my strong conviction that public television must continue to offer service to the quality of American mass communication.

In these past three weeks I have had ample time to sample the fare which our people see and hear every day through radio and television. All I can think is that the full realization of the meaning of these great media must be under public responsibility. Some programming I have seen obviously cost \$100 a second. Public television needs dollars for its seconds on the air too, but our job is even greater than any other. We must be more keenly aware of how much has been learned throughout the world. New insights in every field, new artistic forms on every front and we must sustain a responsible attitude toward making all these conceptually integrated for our people.

Just in our own MISTEROGERS NEIGHBORHOOD programming this present season we have been dealing with the beginnings and the endings of life. I would never have attempted to bring the concepts of birth and death to young children without having been professionally related to them for years in working toward understanding their grown and their needs. Of course, this has provided the source for the creation of my television communication. We in public television must bring this kind of background to every task we perform.

We must do all we can to support the great positive significance of radio and television and avoid its destructive meaning for mankind. Like all other great

scientific discoveries radio and television are neither good nor bad in themselves except as man develops them toward the dominance of one of these alternatives. The work toward the meaning of television is at present in its infancy. Let us assure our country of an agency within the industry which need not "sell" for its survival but need care for its people and be constantly regulated by values and human integrity.

I wish you well in your deliberations for this great cause and send my best personal regards to you.

Most cordially,

FRED ROGERS.

Senator PASTORE. I regret very much that he has been hospitalized and that he couldn't come, I think he is a great guy.

Thank you very much.

(Whereupon, at 11:45 a.m. the Subcommittee was recessed, to reconvene at 10:00 a.m., Thursday April 2, 1970.)

THURSDAY, APRIL 2, 1970

U.S. SENATE,
COMMITTEE ON COMMERCE,
COMMUNICATIONS SUBCOMMITTEE,
Washington, D.C.

The Subcommittee met at 10 a. m., in room 5110, New Senate Office Building, Hon. John O. Pastore (Chairman of the subcommittee) presiding.

Present: Senator Pastore.

Senator PASTORE. We have a statement from Mr. Vincent T. Wasilewski, president of the National Association of Broadcasters, and he asked that it be inserted in the record at this time and, without objection, it is so ordered.

(The statement follows:)

STATEMENT OF VINCENT T. WASILEWSKI, PRESIDENT, NATIONAL ASSOCIATION OF BROADCASTERS

This statement in support of S. 3558 is submitted by Vincent T. Wasilewski, President of the National Association of Broadcasters.

S. 3558, introduced by Senators Magnuson, Pastore and Scott, would amend the Communications Act of 1934 to provide continued financing for the Corporation for Public Broadcasting. More particularly, the bill would authorize funds to be appropriated for the current year and for each of the next three fiscal years. In addition it would authorize the appropriation of funds equal to the amounts of total grants, donations, bequests, or other contributions from non-federal sources during each of the next three fiscal years.

Very important principles are embodied in this legislation. It is vitally important that the Corporation be able to conceive and develop longer range plans and that it have assurance of continuing financing. Encouragement of greater private support for non-commercial broadcasting is one of the objectives of the Public Broadcasting Act, and a provision for matching funds will, in my opinion, contribute toward achievement of that sound objective.

From firsthand experience we know of the difficulties in developing programing, building professional staffs and organizing adequate coordination of stations—and of the need for sufficient financial backing. The present bill represents a sound approach toward provision of a firmer financial base for the Corporation for Public Broadcasting, and would strengthen non-commercial educational broadcasting to provide still greater program diversity for the American public.

Commercial broadcasters have applauded their hard working, dedicated and skilled fellow professionals in the non-commercial area. There has been excellent liaison between the two branches of the same profession, some interchange of personnel, equipment and technical expertise which has been beneficial to all concerned.

The official position of the National Association of Broadcasters on the Corporation for Public Broadcasting was reiterated in the following resolution adopted by the NAB Board of Directors in January of 1970:

WHEREAS, the Corporation for Public Broadcasting has been organized, has attracted capable leadership, and is in its critical planning and development phase, and WHEREAS, the Corporation has the potential for significant contribution to the future of non-commercial educational broadcasting to serve the public interest and needs, and WHEREAS, NAB and individual commercial broadcasters are supporting non-commercial educational broadcasting and NAB has heretofore officially supported the creation of the CPB, NOW, THEREFORE, BE IT RESOLVED THAT NAB reemphasizes its endorsement of the goals of the CPB as set forth in the Public Broadcasting Act of 1967 and that NAB will continue to support adequate broad-based public financing for non-commercial educational broadcasting as a matter of vital public importance.

We believe the Corporation for Public Broadcasting has made progress and that it will continue to make greater contributions toward genuine program di-

versity as its financial base becomes stronger. The public, which is served by commercial and non-commercial educational broadcasters alike, will benefit.

We commend the leadership of Mr. Pace and Mr. Macy, Chairman and President, respectively, of the Corporation for Public Broadcasting. The personal dedication of these gentlemen, and indeed of public-spirited men and women in non-commercial educational broadcasting across the entire country, merits our support.

Senator PASTORE. We will now continue our hearing on S. 3558.

Our first witness is Mr. Elvis J. Stahr, president of the National Audubon Society.

STATEMENT OF ELVIS J. STAHR, PRESIDENT, NATIONAL AUDUBON SOCIETY

Mr. STAHR. Mr. Chairman—

Senator PASTORE. First let me say how happy and privileged we are to have you here and to hear what you have to say on this bill.

Mr. STAHR. Thank you, sir.

Before I get into my prepared statement, may I just comment that my interest in the subject matter is not of terribly recent origin. In particular, during the 6 years that I was president of the Indiana University, I spent a good deal of my time and effort to promote educational television, both instructional and closed circuit on the one hand, and public broadcasting on the other.

We finally got a station on the air just about the time I left the institution which is one of the monuments that I am proud of.

I have continued the interest to a degree by accepting the position as one of the public members of the board of the National Association of Educational Broadcasters just a few months ago. I want to make it clear that I don't purport to speak for them today.

I am pleased to have the privilege of appearing before you today on behalf of the National Audubon Society. Our organization can speak from firsthand experience about the achievements of the Corporation for Public Broadcasting in improving the choices available to all Americans on radio and television. Ours is one of 26 citizen organizations in the Corporation's Advisory Committee of National Organizations which meets regularly with Mr. Macy and other leaders of the Corporation to consult with them on present and potential programing and to develop cooperative activities.

I can tell you in all candor that the Corporation is providing active, aggressive leadership in increasing the opportunities for citizens to participate directly in the development of broadcasting and, in doing so, increasing its potential as a "catalyst" for citizen action to meet public problems.

For example, recently members of our organization and many other citizens groups in 12 cities participated in a unique series of "television town meetings" on hunger during the week of the White House Conference on Food, Nutrition, and Health.

These meetings, which brought the national problems of hunger and malnutrition down to the local level for the community to see have fostered citizen action to meet those problems in a variety of cities—and even prompted the calling of Governor's Conferences on Hunger and Malnutrition in the two States of Colorado and Nebraska.

Our own organization, the National Audubon Society, is not primarily concerned with this issue, as citizens—we are concerned with all public problems. This experimental project is important as a demonstration of the extraordinary potential of public broadcasting for bringing problems closer to home and offering citizens an opportunity to express their views to decisionmakers—and to take effective action as well.

In fact, public broadcasting—which has only the public as its sponsor—is increasingly performing unique service to citizens by devoting indepth attention to local issues, local candidates for office, and meetings of local governing bodies through its television and radio stations throughout the country.

In a day when so many citizens feel that government and public policy are too remote from them to be influenced, public broadcasting is beginning to fill this gap in communication between the citizen and his leaders.

Of course, we cannot and should not attempt to dictate either to national producers of programs or local stations. However, through our participation in the CPB Advisory Committee, our organization and others representing a broad cross section of interests and views are, we think, having a direct influence on what appears on public television and radio.

In my judgment it is absolutely essential that the Corporation receive the funding necessary to continue and even expand its efforts to close this gap of communication between citizen and policymakers. Of course, there are many other important services provided through public broadcasting in the arts, drama, and special interest programs, but just this one major thrust in public affairs which is being taken by the Corporation would be adequate justification for approving its funding request for the coming years.

Let me give you an example from the vantage point of our organization. As you, I hope, are aware, the Audubon Society is devoting almost all of its resources to the massive effort required to meet the environmental crisis in our Nation.

Already, State and local Audubon units have been working with local public television stations to focus attention on specific problems in their community, and more important, to suggest directions for their solution.

In Boston, for example, members of the Massachusetts Audubon Society have worked with station WGBH to develop a unique series of educational programs for young people on urban conservation, and these programs are likely to be shared with other stations in the near future, I understand.

Nationally, we are especially pleased that public broadcasting will be devoting nearly seven hours air time to the subject of the environment on Earth Day, April 22, this year.

Equally important, we are pleased that at least several of the major public television stations will be providing a phone-in service so that interested citizens can learn how to really become involved in local voluntary action programs to combat pollution and other major problems.

I have reason to believe that, from conversations with Mr. Pace

and Mr. Macy, this sizable programing effort will be only the beginning of an intensive, multifaceted effort by public broadcasting to contribute to the solution of our environmental problems.

That is one of the special reasons that I am very happy to be here today.

It is fair to say that public broadcasting is leading in the necessary effort to move away from the days when public affairs programing in this country consisted mainly of a series of national "doomsday documentaries" designed by the producers and the experts. Such programs fail to define problems in local terms or suggest avenues to their solution, thus heightening the sense of the helplessness of the average viewer or listener.

The importance of this shift in focus, which can only be provided on a continuing basis by public stations, cannot be overstated. Everyday, it increases the opportunities for organizations like ours and for many individual Americans to channel their energies into constructive paths of action.

As Members of Congress, the members of this committee can understand especially well the value of utilizing our television and radio airwaves in the effort to find solutions to our public problems.

At the same time, the highest standards for national and local broadcasting are being set increasingly by public broadcasters. With your support, and only with your support—the Corporation for Public Broadcasting will continue its leadership by putting the public first in public broadcasting.

Senator PASTORE. Thank you very much for a very excellent statement Mr. Stahr.

Mr. STAHR. Thank you, sir.

Senator PASTORE. Our next witness is Mrs. Ann Kahn, National Congress of Parents and Teachers.

STATEMENT OF MRS. ANN KAHN, NATIONAL CONGRESS OF PARENTS AND TEACHERS

Senator PASTORE. We are very happy and honored to have you here Mrs. Kahn.

Mrs. KAHN. Thank you.

Mr. Chairman, I am here today to represent the more than 10 million members of the National Congress of Parents and Teachers. Our president, Mrs. Leon Price, has asked me to express her regrets that she could not be with you today. She had a scheduling conflict that was keeping her out of the city and was very unhappy about not being able to be present.

If you had attended recent meetings of PTA leaders from around the Nation, you would have no difficulty understanding why our organization strongly supports the work of the Corporation for Public Broadcasting. We have maintained close and frequent contact with the Corporation and the plans of public broadcasting through Mrs. Price's active participation in CPB's Advisory Committee of National Organizations, and I can tell you that our members are extremely excited about the educational and enrichment potential of television as demonstrated by the kind of programs appearing recently on public television.

In fact, unfounded rumors that "Sesame Street" might not be renewed for a second season caused extreme consideration on one meeting of national leaders a few months ago, and we were glad to be in a position to call the Corporation immediately to get an accurate version of the situation.

Senator PASTORE. It was the same way when it came to my office.

Mrs. KAHN. While we are most delighted about the programs already appearing, we are equally pleased to learn about some of the Corporation's future plans. We know, for example, that Mr. Macy and his staff are sitting down with many of our leading educators to identify other areas of need in the hope of producing new programming to meet educational needs of both young people and adults.

We support this initiative, and we are most gratified that these discussions have included consideration of the need for more parent education and efforts to close the communication gaps between parents and their children, as well as parents and teachers.

We are also aware and support strongly the effort of the Corporation to be helpful in the improvement of instructional television, which occupies nearly half of the air time on public television stations. In this endeavor, CPB is working closely with another member of its Advisory Committee, the National Education Association, to build strong lines of communication to the thousands of teachers who use instructional television in the classroom.

While we appreciate the opportunity to work with the Corporation at the national level, we would not want to overlook the increasingly important contribution of many local stations to the improvement of education in their community.

A growing number of stations provide regular coverage of their local school board or other decisionmaking bodies which affect school policy. Individual programming projects are increasingly in evidence.

In St. Louis recently, nearly 1 million questionnaires were disseminated in connection with a televised "School Finance Quiz" by public station KETC to combat some of the myths about school spending which had helped to defeat several recent bond issues. Programs like these are vital to building public understanding of and support for the needs of our schools, and we look increasingly to public broadcasting to provide this unique form of community service.

By now most of us are aware that young children watch an amazing number of hours of television before they ever enter school, and this experience helps to shape their lives in the crucial formative years. The millions of parents and educators who work with us through the PTA's are particularly concerned about the need for broadcasters to meet the responsibility to provide interesting and, at the same time, educational programs for our children.

During the past year, we have seen the very important and positive effects of programs like "Sesame Street" on the attention given to children's programming by the commercial networks. We have confidence that public broadcasting will continue to take the lead in developing the almost unlimited, and largely untapped potential of television as an educational tool.

The hard evidence of achievement we have seen firsthand in the short life of the Corporation—and the even greater promise of its plans for the future—make it clear to us that the funds requested

in the legislation before you today will represent an extraordinarily wise and economical investment in improved education and opportunities for enrichment of our Nation's children.

Senator PASTORE. Thank you very much for an excellent statement.

I have one observation to make. I do not think there is any organization better equipped and more influential and effective than your own, the parent-teachers' association, to give the publicity that is needed in order to give a boost to public broadcasting.

I have often asked myself the question: How many people actually know what public broadcasting is doing? It is such a refreshing thing to have you come before our committee today and tell us what the parent-teachers' association know about it as an organization.

I am wondering if you couldn't do possibly a little more in having this talked about in the schoolroom, so that the children could bring it home to the attention of their families. I am afraid that while I know about "Sesame Street" and you know about it, there are a lot of families that do not know about "Sesame Street".

Whether or not people want to look at it, it is their business. The fact that they should know about it, I think is our business.

I appeared, not long ago, before a chapter of your organization that was interested in obscenity and violence on television. I know you are an educated group of people and that you are very much interested in your children and their education. I would hope that somehow you would speak in a voice that is loud enough so that every one in the land can hear it. I think of all the organizations I know of, yours is the best equipped to do it because, first of all you have a national scope. Then, you have the prestige, you have the involvement and you have the concern for the welfare of our young children.

I would hope that you wouldn't allow anyone to forget.

Mrs. KAHN. I think this is very pertinent and we are very conscious of our activities with the Corporation, and we are in fact, asking Mr. Macy to come to our national board meeting this fall to speak to all of the national officers and the State presidents, and those members of the standing committee who comprise the leadership of the parent-teachers' association.

I think that this will be quite an incentive for them to go back home and do a little bit more in their own locations.

Senator PASTORE. Why don't you ask the school teachers in America to ask their classrooms—how many families look at "Sesame Street" on public broadcasting. Do not ask it once, ask it once a week.

Mrs. KAHN. I think the audience for that program will be one that grows.

Senator PASTORE. The schoolteachers are on our side. You will get all the publicity you want.

Thank you very much.

Our next witness will be Mr. Roger Fisher, executive producer of "The Advocates."

Mr. Fisher, as with the others, it is a pleasure to have you here today. We have heard a lot about your program.

STATEMENT OF ROGER FISHER, EXECUTIVE EDITOR OF "THE ADVOCATES"

Mr. FISHER. I am here in support of S. 3558, and also to tell you

about "The Advocates" of which I am the executive editor and, I suppose, the creator, in the terms of the theatrical world.

Last summer this program was designed. It has been on the air since October. It appears on Sunday nights across the country on all public and educational television stations, 180 stations, coast to coast. It has been appearing live, but we taped our first program last week to try that as an experiment.

I would like to speak informally to you and then submit some detail for the record about the program and the response to it.

The purpose of "The Advocates", and unlike many television programs it does have a purpose, is to make the public better able and better equipped to deal with public problems.

Public affairs are not something to thrust at the public. Television should not look out the back of the bus and simply say how depressing the scenery has become. We think our problem is to look out of the front of the bus and call attention to forks in the road and the choices that are available to the public as it goes down one fork or the other.

We want to have public television as something which puts problems in a manageable form. We want to present not an overwhelming problem of "the environment", "the quality of life," "old age," "health" or "crime". We want to do for the public what we lawyers do in the courtroom, to present a decidable question; to present matter in an intelligible form. I used to argue for the Solicitor General in the Supreme Court. I never said, "May It Please the Court, this matter is too complicated for you to understand."

Senator PASTORE. You would be held in contempt of court.

Mr. FISHER. Rather, I would say that although a case has been in litigation for years, during the next 30 minutes I will make clear to Your Honors that the whole matter turns on two points.

Typically in a document on television, we don't do that for the public. We say that we want to tell you all about the crime problem or all about oil spills. It is pretty depressing. It makes their capacity to deal with public affairs seem hopeless. The problems are difficult to grab hold of. The public would rather turn to entertainment programs where they solve another problem every 30 minutes.

The way we pick a program on The Advocates is to take a trouble, maybe crime, maybe drugs. We have taken population problems, oil quotas, agricultural subsidies, Indian reservations. We take a situation where there is a trouble, and then have our staff talk with experts in the field. We try to pick a significant choice as to what somebody might do. What could the Congress do with this? What could a State do about it? What could a man in a position of responsibility do during the months and weeks ahead that he has not yet done?

We try to pick a question which will clarify the situation. Sometimes we take a polarized issue, such as the oil quota program on foreign oil. Instead of saying should you adopt the task force recommendation for tariffs, we said: what is the case for continued restriction, and what is the case for free trade? What is the national security argument for keeping our own oil here? What are the economic considerations?

With an issue of that kind you can see Congress has the power keep the program or to remove it.

Senator PASTORE. Do you dramatize this?

Mr. FISHER. Yes. There is a proper presentation of the argument. We had on the oil program Senator Mathias, an uncommitted Senator on the question of oil imports. This past Sunday he heard the case put to him for the restrictions. An experienced lawyer presented it through witnesses. We had three witnesses, John Swearingen, chief executive officer and the chairman of the board of Standard Oil of Indiana; Senator Clifford Hansen of Wyoming; and Bob Birch, an oil producer from Denver.

Each of these witnesses described with charts what they thought the case was. Opposing counsel cross-examined them and explored the limitations.

This Sunday we are doing the other half of that question. That is, witnesses against the quotas will be put on and I (as advocate) will cross-examine them. The hope is that the viewer sees the big considerations which are involved and realizes he can do something about public affairs. We have been doing this weekly.

Usually a program is wrapped up in 1 week. This week we are experimenting with a two-part series because of the complexity of the oil quota problem.

We have had a number of your colleagues from the Senate on the program. Senator Pell heard the question: "Should the United States resume trade with Cuba?" He was the last Member of the Congress to be in Havana and he is on the Foreign Relations Committee.

Senator Randolph heard the question: "Should part of the gasoline tax be allotted to mass transit.

Senator Bayh heard the question of limiting agricultural subsidies. We frequently go to State officers on State problems.

When I was studying the problem of the mental hospitals and found that we now have three times as many people behind doors in mental institutions as we do in all the prisons of the United States, we did a program on that. Should we allow those inmates who had not committed a crime to go out if they don't want to stay? David Vail, the director of mental institution programs of Minnesota came. He heard the arguments on that program. He was so impressed with the case that one of our advocates put, for letting those who wanted to leave mental institutions leave if they had not committed any wrongful acts, that he sent for the tape and had his staff study it. He sent for reprints of articles by our witnesses and he then came out with—

Senator PASTORE. Do the families want some of these people home? I have a daughter who is just graduated from Villanova School of Nursing. She is a psychiatric nurse because she feels that that is where her challenge is.

I listen to her quite a bit because she is young and very enthusiastic and very much involved. I, as a father, can say she is very dedicated as well. She is appalled at some of the people that are being kept in institutions that should be going home.

There are many instances that the families will have nothing to do with them. I wondered whether or not any of that has been explored?

Mr. FISHER. We tried in this format to explore it. We put the question to the director of the Minnesota mental hospitals. He was so persuaded that he recommended legislation to the Governor and to the State that they adopt a far more liberal point of view, leaving the door open and letting inmates come in and go out.

"The Advocates" as a program takes no position on any question. Senator PASTORE. I know that.

Mr. FISHER. We are sort of like a town meeting. We provide a place. We provide an occasion for an event. We organize a choice to be made and we pick a question about which members can differ.

Senator PASTORE. How much of an audience do you have?

Mr. FISHER. How do you tell? I don't know. The last Neilson in February said we had—this is for Boston. In Boston on agriculture—which is hardly a pressing question in Boston—we had 50,000 audience on WGBH, which is one of our 180 stations. We can't multiply that out but we have an audience of a few million across the country.

Senator PASTORE. You said the second part of the oil series is up next Sunday?

Mr. FISHER. Yes.

Senator PASTORE. What time?

Mr. FISHER. At 10 Sunday night.

Senator PASTORE. Channel 2?

Mr. FISHER. Boston.

Senator PASTORE. I will be listening. I hope you make a bad case. I do not like your side of it.

Mr. FISHER. Each advocate does not present his personal views.

One reason I thought the issue was important was to have the case for free trade presented forcefully. Our opposing counsel was Joseph Oteri. He wanted to get back to full-time practice and is leaving the program. He said to let him do it on that side. Both sides can be argued. He wanted me to represent the oil company side. I try to do a fair job.

Public affairs are really the public's affair. Too often television packages it and leaves the public out of it. I think the commercial television stations, of necessity, are really producing their own programs. They are not opening the doors for the town meeting.

I think that with the Corporation's help public television can bring events into reality on the screen. We can let the people know what is happening.

Senator PASTORE. Here in America we have to respond to so much popular public opinion which is an integral part of our democratic process. There is no question that it does have an effect on the action that is taking place in high places of the Government. I realize that we always say that many times you must take the unpopular side if you think it is the right side. Thank God we have enough people who feel that way.

I found in my experience—I have been in public life for 35 years—that sometimes the law keeps some who do not quite understand what the bill or the legislation is really all about, or they have been misinformed, or they have made a hurried study of it without realizing that there is another side to it.

If your program serves any purpose at all, it does sharpen the issue so that you can understand both sides of it and then reach a conclusion. I find that is in line with our society that exists within the Halls of Congress.

Mr. FISHER. Too many people, I believe Senator, look quickly at a problem. They know nothing about it—about the Indian Reservations. They may well say, "let us abolish the Indian Reservation and make them American citizens."

They do not know that that is what the Indian wants, what the conflicting groups want. They do not know how complex each situation really is—whether it is offshore drilling; whether it is the agricultural crop supports, the limitation of the amount of subsidies; whether it is polluting rivers.

We are doing a program that will be coming up shortly on treating the heroin problem with methadone. I have had trouble getting a responsible issue formed. "Should your city issue methadone to heroin addicts" will be the question we are going to discuss. If you try to get the answer before you know the question, you fail.

I must say we are running to get started. But I think we are serving a purpose which needs to be served. We need to continue it. We need to be able to plan ahead.

I am planning now for next fall. We have to be able to line up people to do the research necessary so that we are not coming in with a haphazard program as a result of reading a newspaper clipping. We come in with information on it. We must arrange personnel.

To get the kind of people we want, we are already trying to recruit lawyers who will work with us next fall on a part-time basis. You get someone who is perhaps a professor, as we have now on the west coast team with Howard Miller. His academic schedule for next year is fixed in the catalog now.

I have got to know whether we can use him next year, and whether he can count on the program going on or whether he should be looking around for something else.

The funding is important. I got into television from the side door—I am normally a teacher at Harvard Law School. I am on a year's leave to do this. The station used to say come over in an hour and tell us about the *Pueblo* incident or Vietnam. I said give me a chance to get a map and to organize my ideas.

An expert is not someone who pontificates expert advice at the drop of a hat. He is someone who is capable of organizing, presenting, and clearly using the information.

I do not give a course unprepared. If I prepare for 50 students then I should do it for a million students on television. I should have time to research and organize the question the way a lawyer does.

Senator PASTORE. If you want to do it right, you need all the time that you can get.

Mr. FISHER. You need to get the footage that will be most helpful, and time to prepare charts or whatever it might be you need to get a point across.

I believe the bill that you are considering today is a modest measure indeed. If I had any recommendation for legislation it would be for more money, more time, and more support.

(Mr. Fisher's prepared statement follows:)

STATEMENT OF ROGER FISHER, EXECUTIVE EDITOR, "THE ADVOCATES"

"The Advocates" is supported by the Corporation for Public Broadcasting and the Ford Foundation and produced jointly by KCET, Los Angeles and WGBH, Boston.

Television is the most powerful tool we have ever had for moving people: television defeated Joe McCarthy; it elected President John Kennedy; and everyday it moves millions of housewives to buy soap and deodorant. The potential is clearly there. But, to date, how have we used it? How haven't we used it?

Too often television journalism seeks only to inform and to predict: news programs report what has already happened; news commentators speculate on what will happen as a result of past decisions and events. Public affairs television has become the all-American spectator sport. It leaves the viewer feeling informed but helpless when confronted with the problems of the day. It reinforces a stoical, non-questioning attitude of acceptance among the "silent majority."

What has happened and what will happen are certainly key questions. But they by-pass the present and thus miss the point. A far more relevant and ambitious question is: "what ought to be done now?" In most problems of public policy there is something that can be done immediately to reverse the trend of deterioration, even if not to "solve" the problem. A legislature can pass a law or a regulatory agency change a rule to affect the public behavior of private citizens or corporations. It seems almost a truism that such a powerful tool as television should be brought to bear on the many problems facing our society. Tools are meant to be used. Television should be assigned an active role. To date over 65,000 people have written "The Advocates" to "vote" on at least one of the twenty-seven issues debated this season. One Colorado viewer wrote: "I've never written in response to a television show prior to this. Whether I like to admit it or not, it must be because I was not sufficiently concerned." This is precisely what "The Advocates" is all about.

The role of "The Advocates" is not to point to the past and merely tell us how we have managed to pollute our air to a literally killing degree and what a terrible problem it is, but to look ahead and ask what can we do to stop polluting our air. The question might begin by considering the automobile, which causes 60% of the problem. In refining the issue into a proposition that *can be acted upon*, which joins the issue and covers the facts involved, "The Advocates" debated "Should we ban the sale of the internal combustion engine by 1975?"

Framing a problem in terms of a proposal like this serves several ends. First, the question is debated literally in front of a man who will have to make a decision on the issue; for example, a state legislator, a congressman, a senator, or the head of a regulatory agency. Second, through television, the question and the facts surrounding the case on both sides are presented to the American people. They can then tell the "man faced with a choice" how they want him to act. And they can write that letter on the basis of information that has been thoroughly researched and presented to them on the basis of making that choice.

Our aim is to leave the viewer at the end of an hour not muttering, "Lord, what a mess," but saying, "*That's* what we ought to do." (Or, of course, "We'd better *not* do that.") The difference is evident, and enormously important. The viewer knows he can help make an important public decision.

We are at a time when we had better make some decisions, or risk having events take their own course uncontrolled. "The Advocates" is directed not only to presenting a case to the American people that something must be done, but to suggesting a point where we might begin. In the process, we hope to make democracy work a little bit better.

Last September, before "The Advocates" began, I explained our approach to a meeting of the National Advisory Committee to the Corporation for Public Broadcasting. At that time I said:

"Too much television has looked at its task as simply filling up an hour to get as many viewers as possible without diverting them from the commercials. But public affairs cannot be dealt with as part of a system of one-way communication. Public affairs is not a spectator sport. . . .

Our task is to make democracy work a trifle better. We hope that at the end of each broadcast a viewer will be more likely and better able to apply himself to some public question. The measure of our success will be the degree to which "The Advocates" can do better than other television broadcasts in converting passive response into active response. . . . Television ill serves the country if it simply overwhelms the citizen with bad news and convinces him that he is too ignorant and too important to do anything about it. . . . The priority task for public television, as the *Washington Post* suggested editorially last month, is to help the public deal with questions while the choices are still open. Television must help the public apply their intelligence and their resources to the solution of public problems. It is of little help to comment sadly on an event after it has happened. The editorial help which the public needs is the identification of important choices before they are made. Knowing how a senator voted last month is far less important than knowing that he is undecided about a major question

on which he will vote next month. The arguments the public wants to hear are those that can still affect the outcome."

TOPICS FOR "THE ADVOCATES"

Perhaps the most critical aspect of our job in stimulating public participation in public affairs is the formulation and selection of issues for consideration. We would like to have a barrel full of excellent topics so that we skim only the few best ideas off the top of the barrel.

Here are the criteria we are now using. Obviously they represent desirable features rather than rigid requirements.

1. *An Important Trouble.* The broadcast should deal with major concerns faced by the United States such as poverty, race, crime, ineffective state and local government, war, racial conflict, etc., rather than topical issues, presumably less critical to the function of democracy, such as nudity in the theater, capital punishment, the use of four letter words, and sex education or prayers in public schools.

2. *A Man Who Can Make A Difference.* We want to identify one individual from among those who could most significantly do something about the important trouble if they would.

3. *A Decidable Question.* We would like to formulate an operational choice—a decision with practical consequences which that man (or woman) could make—rather than pose a philosophical question.

4. *A Decision In Which The Public Ought To Play A Role.* Some choices depend primarily on questions of technical fact or administrative expertise. We are looking for decisions in which public values and public views have a major role.

5. *A Constituency (Including "Good Guys") On Each Side.* We do not want to formulate an issue which puts all "right thinking" people on one side against inertia, or the system, but rather an open choice in which a reasonable, well-intentioned man might decide either way.

6. *Human Interest.* Some important topics, like the allocation of jurisdiction among committees, or the size of a state legislature, have little emotional excitement. Others, like quota-hiring in construction unions or taxation of all church property touch immediate human reaction. It is easier to involve people in some topics than in others.

7. *Immediacy.* Issues to be decided in 1976 are less desirable for our purposes than issues to be decided next month.

8. *Reality.* Questions that will in fact be decided consciously by real political leaders are preferable to those that appear hypothetical.

9. *Involving Good Visual Elements.* Discussion and talk shows rarely make the best visual use of television. We would like to be able to use film, still pictures, animation, charts, maps, and real exhibits.

TOPICS DEBATED ON "THE ADVOCATES"

The results of this selection process can be seen in the topics which "The Advocates" have debated since October 5th, 1969.

"Should the sale of the internal combustion engine be banned in California by 1975?"

"Should Congress require work from those on welfare?"

"Should the Goodell bill, calling for the withdrawal of U.S. troops from Vietnam by December 1, 1970, be adopted?"

"Should Congress provide funds to develop a U.S. supersonic transport?"

"Should the states adopt legislation allowing any woman to terminate pregnancy at any time during the first three months?"

"Should we prohibit lawsuits over auto accidents and have each driver buy insurance for his own injuries?"

"Should the federal government issue no further leases for off-shore oil drilling?"

"Should involuntary confinement on the grounds of mental illness be abolished?"

"Should criminal penalties for the use of marijuana be abolished?"

"Should the police be relieved of responsibility for social problems to concentrate on major crimes?"

"Should we require each ninth-grade student to take a course in Afro-American culture and history?"

"Should we stop giving Christmas presents to restore the meaning of Christmas?"

"Should drinking drivers get mandatory prison sentences or treatment on first offenses?"

"Should we legalize gambling on pro football?"

"Should we use half of the federal gasoline tax for mass transit?"

"Should we allow anyone to obtain a divorce after a six months separation?"

"Should Indian reservations be continued indefinitely?"

"Should the United States continue to reduce its aid to developing countries?"

"Should Congress limit farm subsidy payments to no more than \$20,000 per family farm?"

"Should we lift our embargo on trade with Castro's Cuba?"

"Should the U.S. Army instruct every soldier to ignore any military order to engage in conduct that he reasonably believes is contrary to international laws of war?"

"Should the Congress appropriate further funds to maintain, improve or protect land-based missiles in the United States?"

"Should the U.S. government make contraceptives available to every American, including teenagers, and conduct an educational campaign to limit population?"

"Should the government pressure people to use doctors who work in groups on salary?"

"Should your state give every criminal defendant the right to allow television to cover his trial?"

"Should we restrict imports of lower cost foreign oil?" (A two-part broadcast on two successive weeks)

"Should your city or town try to integrate its public schools through redistricting and busing?" (A two-part broadcast on two successive weeks)

REACTIONS FROM PRINCIPAL GUESTS

The men who have come on to "The Advocates" to hear the arguments for and against a decision which they face have found the program valuable. Here are some of the things that they have said:

"I am writing to let you know that I have decided against the involuntary confinement of mentally ill persons, and I will proceed to try here in Minnesota and elsewhere to do what I can to obtain repeal of the present mental illness commitment law * * * I would say that the arguments of Thomas Szasz have carried more weight with me than those of any other single person. The influence of the November 23, 1969, program of the *Advocates* might interest you. I was unable to make much of my experience on the program until a month later. * * * It happened that one of our people here had sense enough to make a video tape of the show, and I had the opportunity to see this on December 24, together with members of my staff. At that time, our small group explored the issues at great depth and with much feeling, and this discussion was very helpful to me. As to the November 23 show itself, I was much influenced by the arguments of Mr. Baker and Professor Dershowitz and the excerpt from John Stuart Mill. I was already familiar with Szasz' ideas but his statements on the show were illuminating and helpful. I have read some of Dershowitz' work since the show, and that has influenced me also."—*Excerpt from David Vail's follow-up statement (Jan. 6, 1970).*

"As a result of the 'solution' proposed on *The Advocates* and pursued on the Senate floor. . . . I have garnered a fair amount of interesting comment."—*Excerpt from Charles Mathias' letter (Dec. 12, 1969).*

"I found it [the SST broadcast on which he was principal guest] very interesting and enjoyed the opportunity to be with you. I watched "The Advocates" the following Sunday discuss the problem of abortion and I found that very interesting also. I think you have a great show and I'm sure your listeners will go up steadily."—*Excerpt from Frank Moss' letter (Nov. 5, 1969).*

". . . I very much enjoyed my opportunity to participate on "The Advocates." I sincerely feel that your program adds to the public's understanding the basic issues of the day and the alternative points of view involved with them. Your [Roger Fisher's] contribution to the public's understanding of the public's problems is an important one and I am pleased that a national newspaper [*Christian Science Monitor*] took the opportunity to expand awareness of the existence of "The Advocates'."—*Excerpt from Jennings Randolph's letter (Feb. 5, 1970).*

"Please know that it was a genuine privilege to participate in "The Advocates" last Sunday evening. I very much appreciate your thoughtfulness in extending the invitation. It is my firm belief that the program is effectively 'bringing people into politics' and stimulating public debate on critical issues."—*Excerpt from Jennings Randolph (Jan. 19, 1970).*

"Just a word of thanks for allowing me to appear as the decision maker on your first of what I hope will be many installments of 'The Advocates.' I thoroughly

enjoyed the experience and felt that my own understanding of the Petris bill and pollution is the deeper for it."—*Excerpt from Jess Unruh (Oct. 7, 1969).*

"I thoroughly enjoyed participating in 'The Advocates' show and want to congratulate you and your staff for doing an outstanding job."—*Excerpt from Daniel Walker (Dec. 15, 1969).*

"I have talked with a number of my colleagues since appearing on the show. Many of them saw the program and indicated that they liked it very much. Also, I was at a meeting last week with a rather large group of people from the Toledo-Cleveland area. Many had seen the program and were quite favorably impressed."—*Excerpt from Charles W. Whalen, Jr. (Mar. 9, 1970).*

PARTIAL LIST OF WITNESSES

Among the distinguished witnesses who have appeared on "The Advocates" live or in exclusive filmed interviews are:

Administration (Past and Current)

Robert Bennett, Former U.S. Commissioner of Indian Affairs
 Orville L. Freeman, Former Secretary of Agriculture
 Richard Goodwin, Former Presidential adviser and Former Deputy Assistant Secretary of State for Inter-American Affairs
 Walter J. Hickel, Secretary of the Interior
 Robert Montgomery, Assistant to the General Counsel, Department of the Army
 Elliot L. Richardson, Undersecretary of State
 Jerome Rosow, Assistant Secretary of Labor

U.S. Congress

Senators:

Birch Bayh (D-Ind.)
 Barry Goldwater (R-Ariz.)
 Charles Goodell (R-N.Y.)
 Clifford Hansen (R-Wyo.)
 Edward M. Kennedy (D-Mass.)
 Charles Mathias (R-Md.)
 Gale McGee (D-Wyo.)
 George McGovern (D-S.D.)
 Frank E. Moss (D-Utah)
 George Murphy (R-Calif.)
 Claiborne Pell (D-R.I.)
 Jennings Randolph (D-W. Va.)

Congressmen:

Jonathan Bingham (D-N.Y.)
 Thomas Foley (D-Wash.)
 Edward Koch (D-N.Y.)
 Paul McCloskey (R-Calif.)
 Sam Steiger (R-Ariz.)
 Charles Whalen (R-Ohio)

State and Local Officials

Joseph Alioto, Mayor of San Francisco
 John V. Lindsay, Mayor of New York City
 Marvin Mandel, Governor of Maryland
 Howard McKissick, Assembly Speaker, Nevada
 Richard Stewart, Superintendent of Insurance, New York
 Jesse Unruh, Minority Leader, California State Assembly
 David Vail, Director of Mental Health Programs, Minnesota

Educational and Research Institutions

Richard Baxter, Harvard Professor of International Law
 Gerald Berlin, Professor, Harvard Law School
 Alan Dershowitz, Professor of Law, Harvard Law School
 Alfred Kahn, Dean of Arts and Sciences, Cornell University
 Robert Keeton, Professor, Harvard Law School
 Margaret Mead, Professor of Anthropology, Columbia University
 Victor Rosenblum, President, Reed College
 Thomas P. Schelling, Harvard University (Center for International Affairs)
 Max Singer, President, Hudson Institute

Jeremy Stone, Arms Control Expert, Council on Foreign Relations
 Jerome B. Wiesner, Provost, MIT
 Barbara Ward (Lady Jackson), Economist, Columbia University

Law

Joseph Ball, Former President of American College of Trial Lawyers
 Grant Cooper, Criminal Lawyer
 Percy Forman, Texas Criminal Lawyer
 Rufus King, Washington attorney

Other

Secor Browne, Chairman, Civil Aeronautics Board
 Pearl Buck, author
 Robert Burch, President, Rocky Mountain Oil and Gas Association
 Walter Cronkite, CBS News
 Vine Deloria, Jr., author and former Director of the National Congress of American Indians
 Billy Graham, Evangelist
 James Grant, President, Overseas Development Council
 Najeeb Halaby, President, Pan American Airways
 Richard Jencks, President, CBS/Broadcast Group
 Nick Katz, Washington staff, *Des Moines Register*, Pulitzer Prize winner, author, *Let Them Eat Promises*
 John Mackey, Baltimore Colts
 Carmelo Mesa-Labo, ex-Castro aide
 Ron Mix, San Diego Chargers
 Ronald Ridenhour, Claremont College student who notified Congress of the My Lai incident
 Andy Robustelli, ex-New York Giants
 Pete Rozelle, Pro Football Commissioner
 John Swearing, Chairman of the Board of Standard Oil of Indiana
 Daniel Walker, President, Chicago Crime Commission

Foreign Guests

Manuel F. Ayau, Founder, Center for Social and Economic Studies, Guatemala
 Francisco Jose, Publisher, "Solidarity", Philippines
 Desmond Morris, British author
 William Rees-Davies, Member of Parliament, England
 Gabriel Valdes, Foreign Minister of Chili

PRESS REVIEWS AND VIEWER RESPONSE (EXCERPTS)

Comments from "The Advocates" audience and television critics alike have been overwhelmingly favorable. Following are some excerpts from articles written and letters we have received.

Excerpts From Press Reviews of "The Advocates"

"* * * deals with dead-series questions in a way that makes one long for the return of more such live (and lively) TV."—Will Jones, *Minneapolis Tribune*.

"* * * lively debate * * * not only a very efficient way of presenting the issues but also a very exciting way of having them presented * * * a thriller."—Clarence Petersen, *Chicago Tribune*.

"I'm hooked Sunday nights on "The Advocates" * * * TV's best example of Sunday night programming * * * challenges the mind, something that most TV shows fail to do * * * Its freedom of expression is a great example why non-commercial TV has its own unique place in today's society. It would be a shame if this new program is not continued after the current season."—Steve Hoffman, *Cincinnati Enquirer*.

"* * * a searching examination into pertinent national issues * * * experts, the well-informed and the intellectually curious will be fascinated with this program."—Rex Polier, *Philadelphia Bulletin*.

"The program served an essential purpose: increasing public awareness."—Jack Gould, *New York Times*.

"One of the most exciting new programming ideas of this season * * * a breakthrough because it is an appealing package for opposing arguments * * * could evolve into an important public service and might become an informational aid in Presidential elections and great national debates."—Norman Mark, *Chicago Daily News*.

"The most engrossing public affairs confrontation I have seen. Production was outstanding, serious, informative, occasionally flecked with humor."—Dwight Newton, *San Francisco Examiner*.

"A free-wheeling debate . . . a valuable contribution has been made."—Percy Shain, *Boston Globe*.

"Week after week, The Advocates proves itself the one answer to the softening approach of the networks to news in any depth or pertinency . . . if the program has one glaring fault, it is that there's not enough of it. . . . the most ambitious and challenging live program in the history of the public network . . . a fiery, explosive experience."—Cecil Smith, *Los Angeles Times*.

"An exciting new milestone in the discussion on public affairs . . . a formal debate on a crucial subject . . . impressively adapted for television."—Ernie Dreiling, *Van Nuys Valley News*.

"Advocates' show called thinking man's program . . . Would you believe me if I told you that these live, 60-minute debates are really much more exciting than nine-tenths of the commercial programs you usually watch? . . . And occasionally, you might have to think. Why not be brave and try it some night—preferably this Sunday?"—Tom Riste, *Arizona Daily Star*.

"If you are tired of television's ever-present surface looks, and weary of those everlasting talk-show chit-chats—do yourself a favor and tune in this program. It really gets below the surface and digs."—Cleveland Amory, *TV Guide*.

Excerpts From Letters Received

"P.S. Bravo for presenting, week after week, the most engrossing program on television. Mr. Palmieri and Mr. Oteri have become more popular with my family than Mr. Cronkite and Mr. Sevaried."—Mr. R. L. Oklahoma City, Okla.

"I believe your program is the most consistently satisfying one ever produced by ETV. In my opinion, it ranks with 60 minutes as the most interesting public affairs series now on television. Messrs. Oteri and Baker in particular should be commended on consistently making their presentations entertaining as well as keeping them highly informative."—Mr. D. K. P. Denver, Colo.

"Before I voice my opinion on the issue presented on tonight's program, I want to express my thanks to you and the staff who produce 'The Advocates.' I have watched every debate since your program began, and no TV program has ever stimulated me to think so much as yours. Each week, I've formulated a letter as the program progressed, but the skill of the debaters has left my opinions confused enough to see both sides, so the letters remained in my head. Tonight, however, I really had a solid reaction to the debate and compelled to make myself heard."—Mrs. J. R. K. Decatur, Ill.

"The television series, 'The Advocates,' is easily one of the best around. The selection of issues has been excellent. the choice of advocates has been exciting, and the witnesses have been entertaining, in some cases nervous, sometimes brilliant, nearly all a real contribution to the program. This program is now a 'must see' and also a 'please don't ask us out on Sunday evenings because we watch 'The Advocates.'"—Mr. R. E. J. Battle Creek, Mich.

"Concisely, your production of 'The Advocates' concerning the argument of banning the internal combustion engine was a work of art in beautiful, symmetric rationality. At the same time it was 100 per cent vital, dynamic, and appealing."—Mr. T. R. Margate City, N.J.

"Congratulations! Your show presenting both sides of the smog problem was the first rational balanced presentation I have seen. I think the format is excellent, the staff competent and the results most worthwhile."—Mrs. D. B. Hacienda Heights, Calif.

"Your program is superb and very necessary, the only really thorough and intelligent forum for examining crucial issues. Your advocates have several times turned me around in my thinking and I've learned much."—Miss L. D. Washington, D.C.

Senator PASTORE. Thank you very much. Are there any other witnesses?

The record will be kept open until next Wednesday for any filings on the part of anyone who is interested in the bill.

That concludes our hearing.

(Whereupon, at 10:30 a.m. the subcommittee was adjourned.)

ADDITIONAL STATEMENTS AND LETTERS

STATE OF NEBRASKA,
Lincoln, March 27, 1970.

Hon. JOHN PASTORE,
*Chairman, Communications Sub-Committee, Senate Commerce Committee,
U.S. Senate, Washington, D. C.*

MY DEAR SENATOR PASTORE: On behalf of the hundreds of thousands of children and adults being served by the nine station statewide Nebraska Educational Television Network, on behalf of the Nebraska Educational Television Commission and on behalf of this office, I write in full support of Senate Bill 3558.

It is my understanding that the President has recommended, as part of his message on Education, the authorization of funding for the Corporation For Public Broadcasting for the next three year period. We are in wholehearted agreement and urge passage of the Public Broadcasting Financing Act of 1970.

We are most proud of our Nebraska educational and public television efforts here in this State. As the result of dedicated leadership and progressive management on the part of a number of individuals, this State has been privileged to be in the forefront of educational technology development, to have pioneered extensively in educational television, and to have developed a modern, professional television complex with regional and even national service implications. Our students, teachers and other citizens are the richer for these efforts.

The Nebraska Network daily brings a variety of instructional resources into the elementary and secondary classrooms in every section of our State. Our colleges and universities regularly make use of the Network and its programming for systematic instructional benefit. Our student nurses currently receive total instruction in subjects such as anatomy, microbiology and history of nursing by means of the broadcast television system. Our teachers, medical doctors, pharmacists, law enforcement officials and members of other professions receive in-service continuing education over the Network. Our farmers and ranchers, in cooperation with the Agricultural Extension Service, are kept abreast of latest developments via the Nebraska ETV system. You can, I am sure, appreciate the importance of this to a State whose home viewers of all ages regularly receive a rich variety of informational, cultural and educational programs, through our Network's nighttime public television service. Clearly, this marvelous Nebraska resource is influencing for the better virtually every citizen of our State.

The future of our Nebraska Network is directly linked to the continued development of the Corporation For Public Broadcasting. Quality public television is expensive. Our budgets, as those in every section of the nation, are limited. Our television specialists, however dedicated, cannot originate all the programming needed for our Network. We must rely extensively on programming from National Educational Television and other programming agencies. Corporation dollars help fund these program services.

The Corporation commitment to support and assist the development of the strongest possible independent local public television stations has our fullest support. Herein lies the greatest potential for Nebraska and the Nation. Already, Corporation dollars have been made available to our Nebraska ETV development for general support and on an unrestricted basis.

Nebraska's use of these first grant funds illustrates, to me, the potential of both the Corporation and of public television. Our ETV Network, with its first CPB grant, was able to bring cameras directly to our Capitol over a thirteen week period to broadcast sessions of our Nebraska Unicameral and reports from my office. For the first time on a regular basis—throughout the State—citizens in every corner of Nebraska were able to participate in and experience the drama, the importance, the frustrations, the problems, the implications of State government at work. Here is a marvelous illustration of the concept of public television—providing a service available in no other way.

As a direct result of these weekly Unicameral broadcasts, and the viewer impact therefrom, our Nebraska Legislature funded on a permanent basis a mobile unit

and fulltime production crew, so that these public television programs could be made available to our citizenry on a continuing basis. Here is an excellent example of Corporation funding from Washington appropriately serving as a catalyst at the local level.

Even though the Corporation For Public Broadcasting is but a few years old, it already has directly affected the Nebraska ETV Network and thus our citizens. The Corporation's status is directly related to the continued effective development of public television in this State. I urge the Committee's fullest support of the President's recommendation. My best wishes for a most successful hearing.

Sincerely yours,

NORBERT T. TIEMANN,
Governor, State of Nebraska.

AMERICAN FEDERATION OF LABOR AND
CONGRESS OF INDUSTRIAL ORGANIZATIONS,
Washington, D.C., March 31, 1970.

HON. JOHN O. PASTORE,
*Chairman, Subcommittee on Communications, Committee on Commerce, U.S. Senate,
Washington, D.C.*

DEAR MR. CHAIRMAN: On behalf of the AFL-CIO, I wish to express support for S. 3558, a bill to extend the authorization of funding for the Corporation for Public Broadcasting. As you and members of your Subcommittee know, legislation along the lines of S. 3558 is essential to provide continued financing for the Corporation which has already rendered such meaningful public service.

The AFL-CIO has supported the concept of the Corporation for Public Broadcasting from the outset. Since it was first authorized, we have supported budget requests which would promote needed and orderly growth of the Corporation as a significant vehicle for improving the quality of radio and television broadcasting.

We have not been disappointed in its performance. On the contrary, we are delighted that the very significant contributions by the Corporation have exceeded our expectations. The corporation clearly has been a wise investment in the public interest.

For this reason, Mr. Chairman, we urge the Subcommittee to give favorable consideration to S. 3558 as an interim financing measure to permit continued operation of the Corporation for Public Broadcasting. S. 3558 would authorize annual appropriations through fiscal year 1973 and also would encourage greater non-federal support by authorizing federal matching of non-federal contributions for public broadcasting.

Mr. Chairman, we would appreciate your inclusion of this communication in support of S. 3558 as part of your hearing record. Thank you for your consideration of our position in this matter.

Sincerely yours,

ANDREW J. BIEMILLER,
Director, Department of Legislation.

L. L. STEARNS & SONS,
Williamsport, Pa., March 31, 1970.

HON. JOHN O. PASTORE,
*Chairman, Communications Subcommittee of the Commerce Committee, U.S. Senate
Office Building, Washington, D.C.*

DEAR SENATOR PASTORE: As chairman of the Pennsylvania Public Television Network Commission, I urge full passage of the Public Broadcasting Financing Act S. 3558. I feel that financial support for the Corporation for Public Broadcasting is vital not only to the continued enlightenment of concerned Americans, but to the further development of the educational potential of public television.

The Pennsylvania legislature has recently made a commitment to the citizens of the commonwealth with a 1.7 million dollar appropriation to the infant Pennsylvania Public Television Network. We have seen the value and potential of public television in our commonwealth. Since the network began its operations in May 1969 our citizens have become more aware of the functioning of their state government, of how the decisions made by our legislators affect their lives, and of the many riches of Pennsylvania's cultural heritage.

The Pennsylvania network also makes available national programs for the Corporation for Public Broadcasting. Music, art, literature and public affairs programs of national interest are now being sent throughout our commonwealth because of the excellent programs the Corporation funds. The merits and effects of such widely acclaimed CPB funded programs as "The Advocates" and "Sesame Street", which is viewed by more than 500,000 children in Pennsylvania, are immeasurable.

It is for these reasons, and for the vast unfulfilled potential of public broadcasting, that I sincerely urge full passage of S. 3558.

Sincerely,

GEORGE L. STEARNS, 2d., *President,*
Chairman, Pennsylvania Public Television Network Commission.

COMMONWEALTH OF PENNSYLVANIA, GOVERNOR'S OFFICE,
Harrisburg, March 31, 1970.

Senator JOHN O. PASTORE,
Chairman, Communication Subcommittee, U.S. Senate Commerce Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR PASTORE: I, as Governor of Pennsylvania, urge full support by your Committee for the Public Broadcasting Financing Act—S. 3558 covering three years funding for vital public service broadcasting activity.

We in Pennsylvania have made a commitment to the citizens of the Commonwealth with the recent appropriations of 1.7 million to the Pennsylvania Public Television Network.

Since the Network's first program in May, 1969, many of the great riches of Pennsylvania's cultural heritage have been brought into the homes of every Pennsylvanian no matter where he lives.

The Pennsylvania Network also makes available national programs from the Corporation for Public Broadcasting. Music, Art, Literature and Public Affairs programs of national interest are now being seen throughout our Commonwealth because of the excellent programs the Corporation for Public Broadcasting funds.

In our Commonwealth we have seen the value and potential of Public Television. Our citizens are more aware of their State Government and how the decisions made by lawmakers hundreds of miles away affect their personal lives.

On a national level "The Advocates" funded by CPB gives citizens a chance to voice their opinion on national issues.

The positive effect "Sesame Street" has had on our children is immeasurable. This program is viewed by over 500,000 children in Pennsylvania alone, not only in their own homes but in Day Care Centers throughout the Commonwealth.

Sincerely,

RAYMOND P. SHAFER.

COMMONWEALTH OF PENNSYLVANIA,
DEPARTMENT OF EDUCATION,
Harrisburg, April 1, 1970.

Senator JOHN O. PASTORE,
Chairman of the Communications Sub-Committee on the Committee of Commerce, Senate Office Building, Washington, D.C.

DEAR SENATOR PASTORE: The Pennsylvania Department of Education urgently requests your assistance in securing favorable action on providing increased funds for the continuance of education in broadcasting for our Commonwealth.

Favorable action by your committee for increased appropriations under the Public Broadcasting Financing Act, S. 3558, would permit continuance of the phenomenal record of achievement we have had in the past because of the initial fiscal stimulus of Act 87-447. It is essential that we be provided with increased national funds to assist us in our program development to provide the maximum utility for educational broadcasting.

Sincerely yours,

DAVID H. KURTZMAN.

NATIONAL BROADCASTING Co., Inc.,
New York, N.Y., April 1, 1970.

JOHN O. PASTORE,
*Chairman, Subcommittee on Communications,
Senate Commerce Committee,
Washington, D.C.*

DEAR SENATOR PASTORE: In 1967 I appeared before your Subcommittee and testified in support of the original legislation creating the Corporation for Public Broadcasting. I pointed out at that time that NBC was in full accord with the principal that non-commercial broadcasting offered a potential for the public welfare important enough to justify support from public funds. In concluding my statement I said:

"The Bill establishes the principles on which a system of non-commercial broadcasting can flourish. It covers those steps that must be taken initially for this purpose and it wisely allows for time and study to develop the approaches that will meet the future requirements of growth."

The Corporation for Public Broadcasting has made important strides toward accomplishing the objectives for which it was established in the development of programming, station operations and interconnection, and NBC in recognition of its accomplishments and its promise for the future has made a grant to the Corporation of \$500,000 to be paid in five annual installments beginning in 1969.

We believe that we have demonstrated both in words and action our conviction that the Corporation for Public Broadcasting is in the public interest. In our opinion, the public interest will be served by adequate financial support for the Corporation from public funds.

Therefore, we urge the adoption of S. 3558, and we particularly recommend the provisions of paragraph 2 authorizing appropriation of matching funds equal to contributions other than those of the Federal government.

Sincerely,

JULIAN GOODMAN.

NATIONAL COUNCIL ON THE ARTS,
NATIONAL ENDOWMENT FOR THE ARTS,
Washington, D.C., April 2, 1970.

Senator JOHN O. PASTORE,
*Chairman, Subcommittee on Communications,
Senate Committee on Interstate and Foreign Commerce,
Washington, D.C.*

DEAR SENATOR PASTORE: On behalf of the National Council on the Arts I would like to go on record in support of S. 3558, the Public Broadcasting Financing Act of 1970.

We believe the Corporation for Public Broadcasting, and public broadcasting throughout the United States, would benefit greatly from the proposed three-year, intermediate method of financing beginning in Fiscal Year 1971. We also feel that the procedure of two-part funding—a definite annual appropriation, and Federal funding on a one-for-one matching basis based on contributions to the Corporation—is a valid and effective means of increasing the total support for public broadcasting. The National Council on the Arts has been financed through such a two-part method and our experience has demonstrated that his procedure can generate considerable public support.

In its short existence the Corporation for Public Broadcasting has proven that its work is more valuable than its many ardent supporters believed it might be when the organization was initially planned. The Arts Council encouraged the establishment of the Corporation and has subsequently conducted a variety of cooperative and productive projects with CPB.

Recently, the Arts Council and the Corporation announced joint funding for the production of a series of films for public television, films which are to be produced by local public television stations throughout the country. The final series of twenty programs, entitled ARTISTS IN AMERICA, will illustrate the work of local artists, craftsmen, composers, and in some cases, writers and actors. In addition to showing the work of the artists, the programs should reveal their philosophies as well as their artistic environment. Production opportunities under the terms of this project will be open to all public television stations. The Council and the Corporation are sharing the total funding of \$230,000.

For several months the Council and the Corporation have been discussing plans for long-range cooperative review and support for promising proposals, in

the field of the arts. Both organizations are responsible for supporting effective arts programs through public media—film, television, and radio. Often good program ideas languish because neither funding organization has sufficient resources itself to foster the work. We are considering, therefore, the creation of a joint panel of persons experienced in both the arts and public media to evaluate proposals and suggestions and to make recommendations to both organizations.

These and other cooperative staff activities have persuaded us that the Council and the Corporation will continue to work well together on projects benefiting the entire country.

We believe the interim, three-year financing procedures proposed in S. 3558 will serve to give the Corporation a much more stable base for planning, as well as for continuing its extremely valuable work, and we hope that this measure will be approved.

Sincerely,

NANCY HANKS, *Chairman.*

STATEMENT BY MAYOR RICHARD G. LUGAR OF INDIANAPOLIS, VICE PRESIDENT,
NATIONAL LEAGUE OF CITIES

Mr. Chairman, during my service as a member of the Indianapolis Board of School Commissioners a few years ago, I became aware of the urgent need for developing and using new media opportunities in order to improve educational prospects. In the past year, I have been among the millions of Americans profoundly impressed by the efforts of the Corporation for Public Broadcasting to strengthen the potential benefits of television.

I can testify without hesitation that the people of Indianapolis—now the nation's twelfth largest city—share my own enthusiasm for the potential of public broadcasting. I would like to share with you the very impressive evidence of that enthusiasm.

Early in January of 1970, a distinguished citizen, Mrs. John Burkhart, agreed to assume the leadership of a door-to-door campaign designed to secure enough individual memberships to put a public television station on the air in Indianapolis by September, 1970. My office pledged full support to Mrs. Burkhart's efforts from the outset, but I do not think any of us could have anticipated the degree of support for public broadcasting in our community.

During January, Mrs. Burkhart organized a team of over 7,000 women volunteers for the door-to-door solicitation. By late March, 1970, this campaign had produced over \$260,000 *in cash* and well over 10,000 memberships for the station. I have every confidence that the goal of \$350,000 will be reached. Our educational television station will go on the air, September 8.

We are blessed with strong commercial stations in our city, but as Mrs. Burkhart and her volunteer leaders learned, the people of Indianapolis responded strongly to the idea that they should have a greater choice of television programming. In fact, many young mothers were recruited to "the cause" after seeing the unique blend of education and entertainment offered by the public television series, "Sesame Street".

My enthusiasm for public broadcasting has another dimension. During my conversations with other mayors and visits to other cities in my work with the National League of Cities, I have sensed an increasing awareness of and enthusiasm for the potential of public broadcasting in helping to meet the complex problems of cities and understanding urban dilemmas. The League and the U.S. Conference of Mayors are active participants in the Corporation's Advisory Committee of National Organizations. We have been pleased to learn that more and more public television and radio stations are reaching out into their communities to provide citizens with a better understanding of important local issues and a close-up look at candidates for local public office. Public broadcasting can provide the time, continuity, and depth of coverage required for such a thorough exploration. I am pleased to see that many stations are doing this in a way which makes programming substantive as well as interesting for viewers and listeners.

In the short time since the Congress authorized the organization of the Corporation for Public Broadcasting, it has demonstrated the kind of national leadership which is essential if public broadcasting is to provide excellence in both educational and community programming. This leadership deserves the continuing support and encouragement of the Congress, and I welcome the chance to offer my own support for the vital work of the Corporation.

