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# LOCAL STATION POLICIES

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# Public Service Broadcasting

STATION WMBD, PEORIA, ILL.

BY  
LEONARD POWER



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## Foreword

This study is a part of a general *Survey of Successful Cooperative Efforts*. It was directed by Leonard Power, who is the coordinator of research projects which are sponsored by the Federal Radio Education Committee.

The general survey is expected to determine in what ways cooperation has been undertaken between broadcasters and educators and how cooperative efforts between local broadcasting stations and the educational, religious, civic, and other nonprofit groups within their communities may be more effectively employed.

Another section of this report is being prepared which is based on questionnaires that have been returned by 525 stations. The questionnaires brought to light a great deal of information, but they cannot be adequately reported until considerable followup correspondence has been studied. For that reason, it has been thought advisable to present this study as the first section of the report on cooperative efforts.

The materials in this study are based upon interviews with the management of station WMBD and with several leaders of civic groups that broadcast.

J. W. STUDEBAKER,  
*U. S. Commissioner of Education, and  
Chairman, Federal Radio Education Committee.*





# Public Service Broadcasting

STATION WMBD, PEORIA, ILL.

## Introduction

This study presents a detailed account of how one station has successfully cooperated with local nonprofit service groups that broadcast. Some of the practices described in this study are typical of what all better stations are doing. Perhaps every program and service mentioned are being duplicated by some other progressive station, but rarely are so many worthy efforts, covering such wide range of public service activities, found in one station.

This particular station was selected for intensive study because persons familiar with the philosophy of its management recommended it. The management, in answering a questionnaire and in supplementary documents, also supplied evidence of the presence of some significant factors in successful cooperation, as follows:

1. The philosophy of the station is clearly expressed in a well-organized and cooperatively formulated statement of policies.
2. The policies indicate careful consideration of the public service aspects of broadcasting.
3. The policies have been administered by the same persons over a relatively long period of time.
4. The number of local civic groups served is large enough to include a comprehensive range of public interests.

Information for this study was obtained through personal interviews with the personnel of the station, and with civic leaders who are familiar with station practices, but who are engaged in other activities. Although the interviews were limited to radio, they were not confined too narrowly, since any consideration of a medium of communication leads, naturally, to the ideas communicated.

It is much easier to get evidence of how a radio station works cooperatively than to learn why it is successful. Without exception, the civic leaders interviewed regarded any cooperation with radio stations as successful if it enabled them to broadcast their messages at a time when they could reach a desired audience. Also, without exception, the station managers thought of successful cooperation in terms of standards of air worthiness; that is, interesting programs well produced.

When Edgar L. Bill, president of the Peoria Broadcasting Company, replied to a questionnaire of the Federal Radio Education Committee on methods of station cooperation with nonprofit groups, he checked the following statements:

"We work with organizations through individuals or committees appointed by them. We try to coordinate their requests."

"We have developed certain rules and regulations, or a code, to express our policies of cooperation, and enclose a copy."<sup>1</sup>

<sup>1</sup> See Appendix A, pages 31-36, for materials sent by other stations that checked this statement.

In addition to the copy of his station's policies, Mr. Bill enclosed a comprehensive report of programs co-sponsored by the station and nonprofit groups. The policies were so clearly stated and so well illustrated by programs that arrangements were made to visit the station and report station practices in considerable detail.

Radio station WMBD is the only station in Peoria. It operates on a frequency of 1440 kilocycles, with a power of 5000 watts by day and 1000 watts after sunset.

The station personnel consists of 60 employees who work in four departments as follows: The program department, the engineering department, the sales department, and the traffic department.

The program department includes the announcing staff, musicians, and juvenile talent. The announcers are specialized as follows: News, sports, juvenile, special events, and Bradley Polytechnic Institute.

This report is divided, for the convenience of the reader, into two chapters, as follows: I. Station Policies and II. Public Service Broadcasting.



## CHAPTER I

# Station Policies

*In which it is reported—*

How a radio station can administer its responsibilities without fear or favor—And without depriving any person or groups of the right of freedom of speech.

“The duty of formulating policy carries with it the responsibility for a continual review of the results achieved, and for any necessary modification of policy in the light of experience.”

—*Wisconsin State Radio Council.*

FEW radio stations have formulated written statements of policy, although all stations use some form of contract to stipulate the conditions and rates governing time that is sold. The absence of formal regulations governing the use of free time and the high degree of informality of relationships between stations and nonprofit groups may be due, in large part, to the fact that the nonprofit groups usually request only time enough to make occasional brief announcements or talks. But when, as will eventually happen, abuses arise and impositions occur, the very informality of previous relationships may become embarrassing to the station management. Sooner or later, the station in the necessary exercise of its right of selection will be compelled to say “No.” Whether this be called censorship or intelligent use of editorial selection, it is a practical necessity if broadcasting is truly to serve public interest.

Denial of station facilities to any person or organization should not be based on personal beliefs or prejudices of the station management. It may, however, be difficult to convince the person who is rejected that such is the case unless there exists some body of rules or regulations to which the management can refer. Armed with a clear statement of fair principles, the station management can administer its responsibilities impersonally and im-

partially. If the principles are sound, and if they are applied alike to all, no person or group need be deprived of a reasonable exercise of the right to freedom of speech. The policies of station WMBD formulate the experience of several years by establishing certain regulations governing the selection of advertising and program material. The applications of the principles, as well as their statements, will necessarily vary somewhat in different localities and under different circumstances. Because station WMBD has so clearly stated its policies which are sufficiently general in nature to be applicable elsewhere, they are quoted in this report in considerable detail.

The manager and his staff are largely responsible for the following statements of policy. No doubt as time passes and as experience dictates, revisions will be made cooperatively in conference with civic leaders. The mimeographed policies of station WMBD are introduced by the following general statements:

“In these pages we attempt to formulate the experience of several years by establishing certain regulations concerning the selection of advertising and program material. Since these regulations are the result of our experience up to this time, they do not represent a final or complete statement of policy. Additional experience will bring changes in regulations.”

## A.—POLICIES GOVERNING THE SELECTION AND EDITING OF PROGRAMS, THE PURPOSES OF WHICH ARE TO INFLUENCE PUBLIC OPINION

Each of the following policies is quoted from a mimeographed statement issued by the station. In addition to the statement of the policy, the assistant manager, Gomer Bath, has supplied illustrations of cases from which the policy originated, or of applications of the policy.

### Time Not Sold

"We do not sell time for programs which are designed to influence public opinion. Time for such programs will be given free of charge. If a legitimate social or economic question deserves a hearing over the air, it should be free of commercial sponsorship and will be presented as a public service of the station. Selling time for such programs tends to make available the most time to that side of a controversy which has the most money. It also might tend to make more time available for such discussions than program balance warrants."

The origin of the above policy is explained as follows: "The various points of our program policy have been developed usually because of practical problems which had to be solved. The above policy of not selling time for discussion of controversial questions is the net result of all of this experience over a period of years."

### Treatment of Request for Presentation of One Side of a Controversy

"When time is requested for the presentation of one side of a controversy, the station will attempt to arrange for the use of equal time for the expression of opposing views."

"(a) The station will seek qualified speakers to present opposite views, rather than wait for them to request time for an

answer. When such speakers cannot be found, then only one side of the question will be discussed. Otherwise, participants of either side of a controversy would be able to prevent all radio discussion of it, by refusing to take part in it."

The above policy has been applied as follows: "(1) An organization called 'Friends of the Supreme Court' asked to buy half-hour periods on our station in May 1937, to oppose President Roosevelt's court reform plan. We declined to sell time for this purpose. Instead we gave the Friends of the Supreme Court two half-hour periods and then invited speakers on the other side of the question to use an equal amount of time. (2) In May 1937, the Committee for Constitutional Democracy, Inc., asked that we arrange time for a local clergyman to speak against President Roosevelt's court reform. In reply we offered the time free to this organization, with the provision that we would give an equal amount of time on the same day to another clergyman who held the opposite view. The Committee for Constitutional Democracy did not complete any arrangement for the use of the time offered."

"(b) All speakers must be correctly named and identified at the time of the broadcast. Any group, through whose request or offer a program of this nature is broadcast, will be named during the broadcast."

The above policy resulted from a few requests of organizations to use radio time for certain talks but not to make public the name of the organization which secured the time.

"(c) Except when the debate form seems to offer the best possibilities for discussion, the station will discourage rebuttal talks. In a discussion of this kind, no speaker should refer to another or to an argument of another. If speakers want this privilege, a debate will be arranged in advance and a limited number of periods allotted to each side."

In a particularly heated discussion on a labor question, the speaker representing capital and the speaker representing labor each wanted a chance to reply to the remarks of the other. The station management suggested that if they wanted a debate, they should both appear on the same program and have rebuttal privileges. Neither cared to do this.

"(d) The station will judge how much time may properly be given to any subject, and in judging will consider the importance of the subject and the amount of time already given to similar broadcasts."

"In the case of the Friends of the Supreme Court (illustrating the above policy) this organization, after using two free half-hours, came back with the request for more time. Since we were able to secure only one speaker who occupied 15 minutes as against the full hour of time already used by the Friends of the Supreme Court, our answer was that the balance was already so far in favor of that organization that we declined to give further time."

#### Treatment of Discussion Contrary to Public Interest

"The station management reserves the absolute right to refuse time for the discussion of subjects when such discussion appears to be contrary to public interest. While each case must

be judged on its own merits, the following in general will be avoided:

"(a) Personal disputes and personal attacks."

"(b) An appeal to the public over the decision of a court or public regulatory body (such as the State Commerce Commission or the National Labor Relations Board.)"

Illustrating "(b)" is the case of the president of a local company union. "This man represented a body of laborers which had been named by the National Labor Relations Board as a company union formed in violation of the law. He had written a speech bitterly attacking the National Labor Relations Board and the Administration. We did not feel that it would be proper use of our facilities to permit this man to appeal to the public over the decision of a public regulatory body such as the National Labor Relations Board. Later he was permitted to speak simply in favor of what he termed his 'independent union.'"

"(c) Material which might reasonably be expected to incite to violence."

"(d) Material which might be expected to arouse political distrust or civic discord, unless a relatively great good for the community might reasonably result from it."

Paragraphs "(c)" and "(d)" were taken from some decisions of the Federal Communications Commission.

"(e) Material which might reasonably be expected to hinder or obstruct justice. Attempts to influence public opinion as to the merits of a case at the time being tried in a court would be in this class."

#### Treatment of Controversial Subjects

"The station management will regu-

late to a certain extent the treatment of a controversial subject.”

- “(a) Statements which obviously are false, grossly exaggerated, or unsupported by facts, will be discouraged.”

The above policy is the result of a few attempts of individuals who have been granted time on the air to make statements which obviously are wrong or very much exaggerated. The expression “will be discouraged” is used because we do not actually censor talks except to prevent defamatory statements. However, when exaggerated or apparently false statements are submitted to us we talk to the writer and attempt to convince him that they are wrong.

- “(b) Defamatory statements will not be permitted.”

- “(c) Dramatization of controversial subjects of social or economic importance will not be permitted. The emotional power of dramatizations may easily create false values in the public mind. For fair presentation, both sides should be limited to logical exposition and whatever persuasive ability the speakers possess.”

To illustrate the application of the above policy, the following quotations are taken from a letter to the American Federation of Labor. In this letter the station manager set forth his reasons for refusing to broadcast a transcribed program entitled “The Labor Parade,” as follows: “Our point is not that we want to avoid allowing facilities for these conflicting views to be presented, but that we believe that the drama form is not a fair one. Dramatization throws the issues over largely to the emotional side. It tends to overemphasize incidents of minor importance and significance, simply because of the dramatic value. Radio listeners are

trained to discriminate among the assertions of orators, between debaters and commentators, but we do not believe that they are able to discriminate fairly among dramatizations. Public interest, we feel, is served in all controversial issues on the radio by naming the speaker and the organization which he represents and allowing him time for the ordinary exposition of facts and arguments.

“We would be glad to give time to the A. F. of L. for interpretations of labor news by speakers, provided that such talks conformed to the regulations which we believe to be in the public interest. Our suggestion is that local speakers make these talks, because of greater local interest, but we would gladly consider transcribed talks of national leaders. Of course we would welcome the personal appearance of such national leaders in our studios.”

#### Reasons Given For Refusal

“The station management, in refusing time to any person or organization, will give reasons for the refusal and will attempt to show why the action conforms to the public service program of the station.”

- “(a) Accurate records will be kept and will be available to the Federal Communications Commission, showing each request for time, or offer of program, and the disposal of that request or offer.”

#### Treatment of Political Programs

“Political programs are not included in this group. By ‘political’ we mean programs broadcast by or for legally qualified candidates for public office.”

The above policy is explained by Mr. Bath as follows: “Political programs are not included among those which are regulated by our program poli-

cies. However, our policy on broadcasting programs, is to accept any talk by a person who is a legally qualified candidate for public office, or by a person authorized to represent such a candidate, provided that his talk does not contain any defamatory statements. In the recent campaign we refused two programs on the grounds that they did not meet our requirements for political programs. First, the Townsend group of Peoria asked to buy a half-hour to broadcast a mass meeting on the Sunday before election day. The principal speaker in the program was to endorse for the Townsend Club certain candidates of the Democratic and Republican parties. We could not permit this. However, we gave the principal speaker 15 minutes of time that evening at no cost with the provision that he should not speak for or against any particular candidate. Second,

the Young Communist League, in the name of an alleged representative, bought 15 minutes of time for a talk during the campaign by Morris Childs of Chicago, represented as a legally qualified candidate for the office of United States Senator. When we discovered that he was not a legally qualified candidate, that his name did not appear on the ballot, we decided that the contract was not valid. He was not permitted to speak on the station.

The policies quoted and the illustrations cited do not quite complete the story. The station management reports that propaganda groups have offered more material for broadcasting in the last 2 years than ever before. Some programs are offered free as public service programs, while some groups seek to buy time for the purpose of influencing public opinion. The station has declined to accept many programs.

## B.—SELECTION OF RELIGIOUS PROGRAMS

### Time Not Sold

"We do not sell time for religious programs. Selling time for such a purpose tends to deprive us of the privilege of selecting and rejecting according to our knowledge of program balance and public interest. Our experience has shown that churches representing the greater part of the community do not buy radio time, while evangelists who represent but a small group want to buy more than a proper program balance would permit. The result is that the station acquires a religious tone not at all representative of the community."

### Station Sustaining Religious Programs

"We broadcast our own daily WAYSIDE CHAPEL and weekly SUNDAY AFTERNOON VESPERs which are inspirational, devotional programs suitable for listeners of any faith."

### Discussions by Religious Leaders

"We invite religious leaders of the community to participate in a series of discussions appropriate to various times. For example, a Protestant minister, a Catholic priest and a Jewish rabbi would present a series early in January under the title, WHAT WOULD RELIGION OFFER IN THE COMING YEAR? or a series during a European war entitled CAN THE CHURCH HELP PREVENT WAR?"

"We attempt to broadcast all special religious events. Sometimes it is necessary to cancel a number of commercial programs in order to carry out this policy. Examples of broadcasts of this nature:

Ordination of Bishop Schlarament (Catholic),

Ordination of Bishop Essex (Episcopalian),

Various services and meetings of the National Conference of Catholic Charities,

Catholic Eucharistic Congress,

Pre-Easter Services sponsored by Protestant churches of the city,

Union Protestant Thanksgiving services,

Rimmer - Rodeheaver evangelistic meetings.

#### Religious Advisory Committees

"Our policy of selecting religious programs is still in its formative stage. We have called an advisory committee consisting of representatives of Protestant, Catholic, and Jewish faiths to give us suggestions. Further suggestions will be requested from religious leaders and programs which seem to merit a trial will be given sympathetic hearings."

### C.—SELECTION AND EDITING OF ADVERTISING MATERIAL

#### Limit of Length of Commercial Continuity

<i>Daytime</i>	<i>No. of Words</i>
15 minutes	450
30 minutes	600
60 minutes	1,200
<i>Night</i>	<i>No. of Words</i>
15 minutes	350
30 minutes	425
60 minutes	800

Spot announcements at all times except between 6:29 p.m. and 10 p.m. (except 1-minute transcribed announcements) are limited to 100 words.

#### Restrictions on Kinds of Products Accepted for Advertising

"(a) No alcoholic beverage of any kind, except beer after 9 p.m."

"(b) No place of business devoted principally to the sale of alcoholic beverages."

"(c) No product, the advertising of which would violate our standard of good taste. This standard is as follows:

We include in our advertising nothing which would not be considered acceptable as a subject for conversation in an ordinary mixed social group. For example, reference to such subjects as halitosis, body odor, and constipation are not in good taste."

"(d) No broadcast of endurance contests, such as dance marathons, or walkathons."

"(e) Nothing relating to numerology, character reading by handwriting, and similar schemes."

"(f) No product, the sale of which constitutes a violation of law. Regarding fair trade practice laws involving price standards, it is impossible for the station to keep informed of the many prices and price changes. Any advertising violating such laws will not be permitted when we learn of the violation."

"(g) Medical products are subjected to thorough, special investigation. Advice of the Food and Drug Administration of the Department of Agriculture and the Bureau of Investigation of the American Medical Association are given careful consideration. The Post Office Department is queried for information about possible fraud orders. Cease and desist orders and stipulations of the Federal Trade Commission are secured in connection with each product and are strictly observed. As a further protection to our listeners, we do not advertise medical prod-



ucts the use of which would encourage listeners to postpone a physician's attention for physical conditions of a serious nature."

#### Restrictions of Types of Advertising Copy

"(a) No deceptive, misleading or false advertising. We discourage the use of unsupported superlatives and overstatements."

"(b) No disparagement of competitors or their products."

"(c) No statements which are not in good taste. (See p. 14, col. 1, for standard of good taste.)"

"(d) No copy which is so written that the announcer appears to give his personal sanction or endorsement to the product."

"(e) In editing advertising copy, we cooperate with self-regulatory groups, such as the Furniture Dealers, the Used Car Dealers, and the Better Business Bureau."

### D.—GENERAL POLICY ON ADVISORY COMMITTEES

Station policy on advisory committees is expressed in a letter from Mr. Bill, as follows:

"Rather than having one group to assist us in solving all problems, we ask leaders of specific groups to help us on problems. In case of determining a policy on religion, we had

several meetings of leaders of all religious groups.

"In case of educational or school broadcasts, we asked the help of the leaders in that field. In the case of free speech, we not only asked the opinion of leaders of all groups, but had discussions on our public forum hour on the subject."

### E.—STATION ORGANIZATION

On the opposite page is a charted plan of organization of station WMBD. By failing to show the fact that the station actually seeks advice from individuals and groups, the chart indicates a self-sufficiency which is not consistent with the station's philosophy. In order to present a true and complete picture another box should be added to the chart. The new box should be coordinate with the station's "Policy Board," and might be called "Advisory Committees."

For all practical purposes, the chart is complete and ready to reveal how station policies are made and administered.

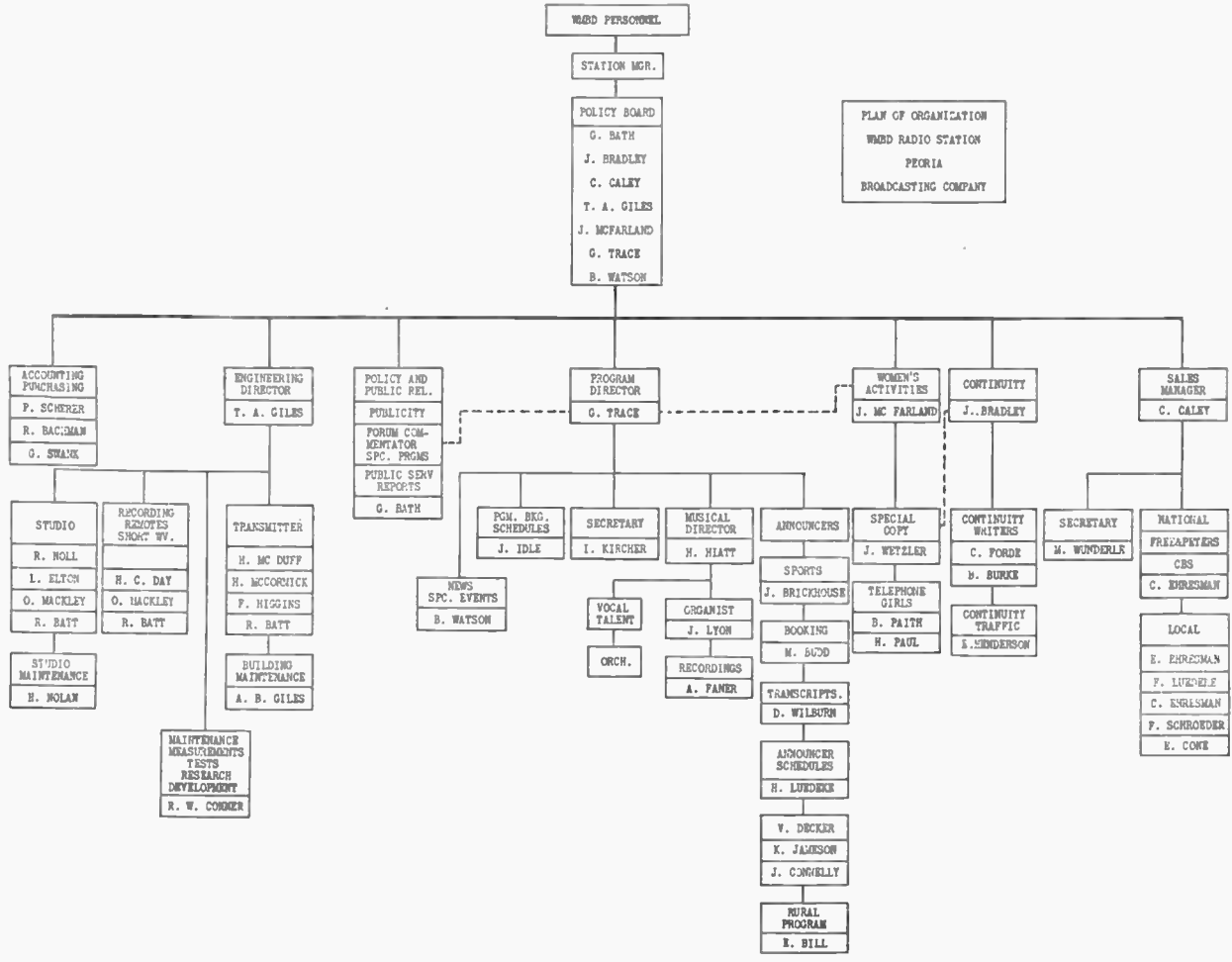
#### 1. Policy is made by a "Policy Board"

The chart shows that policy making at station WMBD is not left to chance. The "Policy Board,"

at the head of the chart, shows its relative importance. Policy making is shown to be a joint responsibility of the Assistant Manager, the Head of the Continuity Department, the Sales Manager, the Engineering Director, the Director of Women's Activities, the Program Director, and the Chief Announcer.

#### 2. Policy is administered by a Department of Policy and Public Relations

The chart also indicates that policies made by the "Policy Board" are administered in a "Department of Policy and Public Relations." The activities of this department are administered by the Assistant Manager of the station. They include (1) publicity (2) forum and discussion type programs (3) public service reports.



PLAN OF ORGANIZATION  
WJBD RADIO STATION  
PEORIA  
BROADCASTING COMPANY

## CHAPTER II

# Public Service

IN which we pass from precepts to examples  
"The Voice of Democracy" speaks on

Religion

Education

Public Affairs

TO raise the level of mass understanding  
of our common problems

and

TO increase mass appreciation of our  
common heritage

---

HAVING quoted the policies or precepts of the station, examples are now cited of how they are put into practice. WMBD has learned that a radio station cannot give the best service to the community simply by turning its facilities over to various worth-while organizations, although this phase of public service is in itself necessary. For the radio to be a vital part of any community, it must take active part in the life of the community. It must assume leadership in activities where such leadership is really needed.

Along with entertainment and education, another element has forged to the front to claim attention—an element that removes the last vestige of doubt regarding the indispensable value of the radio as a means of communication. That factor is public service, meaning, just as its name implies, the part that radio can and does play in contributing to the general welfare of the community. It runs a gamut of possibilities from such a simple but important service as supplying the correct time and temperature to such major contributions as were given by WMBD during the disastrous tornado at S. Pekin in 1938.

To list all of the public services

that have been borne out of WMBD's policy would require more space than is available in this report. The annual report of the station lists the names of 374 organizations that were served, 22 of which were given regular weekly time for series of broadcasts.

By reporting a few of the public service programs of the station the fact should be emphasized that some radio services are now taken for granted which actually are the results of well-planned endeavors to give the listeners not a few but all of the possibilities for making their lives broader, fuller, and more decisive.

Thousands of listeners determine their daily routines from WMBD's two early morning weather forecasts; the schedule of seven regular daily news casts, weekly chats by the City Health Commissioner, daily livestock market reports, weekly talks by the superintendent of police, weekly summaries of forthcoming religious activities, all of which comprise the regular routine of public services.

But the station goes far beyond that. It gives listeners an opportunity through its forum entitled "Seriously Speaking," to hear or to take

part in a weekly discussion of a topic of general importance to the community; it gives unemployed men a chance to make the widest possible appeal for a job; it sets up an emergency communication system in time of flood or tornado; it sends an announcer from coast to coast to keep listeners informed of the progress of a championship basketball team; it opens its facilities freely to both proponents and opponents when a question of general community interest is involved. It encourages also, without charge, representation of all denominations in Sunday religious services.

The station also serves the public

interest by zealously guarding its facilities from the enthusiasm of propagandists. It stalks insincerity and untruth in any material, and in general maintains a strict adherence to a simple rule that the listener's rights are supreme.

The following selected examples of the public service broadcasts of station WMBD have been drawn freely from notes taken during personal interviews with members of the station staff and local civic leaders, as well as from correspondence, mimeographed materials, and a 46-page printed publication of the station entitled "The Community Radio Station."

### A.—WMBD ENCOURAGES EXPRESSIONS OF PUBLIC OPINION ON CIVIC PROBLEMS

The exercise of free discussion is a precious American heritage and an absolute essential of the democratic form of government. The following examples of programs are selected to show how station WMBD has helped to crystallize public opinion. Social action actually followed the discussion of several of the topics mentioned.

#### 1. The People's Forum

The assistant manager of the station leads weekly half-hour discussions of civic problems by three participants from among his personal acquaintances, who are also community leaders.

The members of the round-table group meet about 15 minutes before going on the air. Discussion is well under way when, without the knowledge of the speakers, the program is aired. Discussion also continues after broadcast—often far into the night.

One of the topics discussed was, "Should Peoria regulate downtown parking with parking meters?" Although this topic is controversial and somewhat offensive to those who cher-

ish the tradition of free parking in a small community, the discussion was not as heated as it sometimes has been when the following topics were discussed:

Should married women be wage earners?

Can the United States stay out of a general European war?

Is economic security possible for the individual?

Should divorce by mutual consent be made legal?

Prior to the establishment of the forum, WMBD arranged a series of debates on local issues. This series was entitled "The Peoria Town Hall Meeting." The debates were followed by open discussion. Members of the audience submitted questions which both speakers were permitted to answer before the microphone. As evidence of social action in a field of local government, in which the station had shown considerable initiative, a new school board of 7 members is cited. The new members were elected at large to replace an old board of 21 members elected by wards. One of

the hottest radio debate subjects had been "Resolved: The Peoria School Board should be reduced from 21 members to 5 members, to be elected at large instead of by wards."

Other questions of vital importance to the local government were the following:

Should Civil Service, as it affects the Peoria police and fire departments, be strictly enforced?

Should Peoria adopt the city manager form of government?

**2. News Commentator Participates in City Affairs**

WMBD's news commentator selects one subject, such as "traffic safety" or "public health" and sometimes spends several weeks developing its full possibilities. He talked 3 times a week for 13 consecutive meetings in an attempt to make Peoria conscious of its traffic dangers. He talked 21 times on the subject of public health. His talks on controversial subjects often meet with vigorous objections and sometimes are followed by anonymous threats of violence. In his discussion of traffic accidents, for example, he found it necessary to express disapproval of "ticket fixing" by the police department. The public health talks were developed largely in an effort to remove political influence from the health department. In both cases resentment was aroused among those upon whom the criticism fell. But the radio audience has given its hearty approval to WMBD's participation in city affairs and the radio station has set up a sound reputation for vigorous expression by championship of local civic reforms. An analysis of 91 fifteen-minute talks given by the news commentator included discussion of the following subjects:

	No. of Talks
Public Health .....	21
Enforcing Civil Service.....	14

Proposed Change of Structure of School Board.....	7
Traffic Safety and Law Enforcement .....	6
Community Fund Drive.....	5
Proposed City Purchase of Water Plant .....	4
Newspapers vs. Radio as Agents of Propaganda .....	3
Advancing Cost of Living in Peoria .....	2
Peoria's Housing Shortage .....	2
Fraudulent Sales Practices .....	2
Instructions to Voters .....	1
Smuggling and Local Use of Marijuana .....	1

**3. Symposium on Racial and Religious Persecution**

Sunday night, November 20, 1938, during the world-wide excitement because of German persecution of the Jews, WMBD arranged a 40-minute period during which prominent Peorians spoke their opinion on racial and religious persecution. Much favorable comment was received from listeners. The speakers included the Mayor, a prominent Catholic legionnaire, a native of Czecho-slovakia, a retired Universalist minister, the chief editorial writer of the *Peoria Journal Transcript* and a member of the staff of WMBD.

**4. The Problem of Traffic Safety**

When the city of Peoria was completing a year of many automobile accidents and deaths, there was practically no organized effort to create public opinion in favor of stricter enforcement of traffic laws. WMBD made a detailed analysis of automobile accidents and published its recommendations based on that analysis. The news commentator studied, for a period of 3 months, the disposal of every case of traffic law violation in police court. The name of each person charged with such a violation was broadcast. The nature of the charge, and the dismissal, postponement, or

the punishment were published over the air.

The Safety Council of the Association of Commerce recommended an educational campaign. WMBD invited prominent citizens to speak on the subject. These speakers included the Mayor, the Chief of Police, the Traffic Lieutenant, the Police Magistrate, the State's Attorney, and the County Judge. In conjunction with this series of talks there was a radio contest in which prizes were awarded for the best safety slogans submitted by listeners.

The news commentator, in order to show that there were many traffic violations for which offenders were not arrested, secured a traffic officer and a police car for an afternoon and cruised about the city noting license numbers on cars which were observed in violations. Owners of these license numbers were checked by the traffic department and the story of the violations was broadcast.

Another feature of WMBD's safety program was a series of weekly broadcasts of traffic violation cases direct from the court of the police magistrate who cooperated by setting as many such cases as possible for a special court session for broadcasting.

Twice daily there are police bulletins broadcasting reports of automobile accidents and educational safety material. The police department also issues warnings when driving conditions are dangerous, as in case of fog and ice-covered streets.

As a result of these activities, radio station WMBD has become closely identified with the traffic safety movement of Peoria and central Illinois.

##### 5. WMBD Promotes Interest in Good Government

In addition to the Town Hall meetings and the various discussions of issues of local interest by the news commentator, WMBD seeks always to participate in activities which will promote interest in good city govern-

ment. Activities of the city council are reported. Proposed bond issues have been analyzed for the radio audience. WMBD gives instructions to voters before election days.

An example of service of this kind is the program devoted to the platforms of candidates for the office of mayor. Before the city primary elections, it is the custom for WMBD to invite all candidates for mayor to submit in 500 words or less, statements of the platforms on which they ask for votes. These platforms are delivered sealed to the radio station and are opened an hour before broadcasting time. They are then read to the radio audience, one after another, without comment.

Public officials are always welcomed to the WMBD studios and are given the facilities of the station for the purpose of delivering to the people of Peoria any message in the public interest. The following are cited as examples of "Good Government" programs:

- (a) The Citizenship Committee: A group of Peorians organized a mass meeting at the Majestic Theatre to which were invited all young men and women who had reached the voting age since the last election. It was the purpose of the meeting to impress upon these young people the obligations of citizenship and the duties of voters. WMBD cooperated with this movement by means of publicity announcements and by arranging time for speakers from the Citizenship Committee. The Citizenship Ceremony itself was broadcast from the Majestic Theatre for an hour on the afternoon of Sunday, October 16, 1938.
- (b) The Constitutional Amendment Committee: On November 8, 1938, there was submitted to the voters of Illinois an amend-

ment to the State constitution which was to provide a reform in State banking laws. Although the voters did not approve of the amendment on election day, there was no apparent organized objection to it. The Constitutional Amendment Committee was an organization which was working for the approval of the amendment. This committee was given several periods of free time in which speakers talked for the amendment. Free announce-

ments were also given to the committee.

- (c) Announcements for the Board of Election Commissioners: A number of announcements were made for the Board of Election Commissioners advising voters to be sure to register before a certain date in order to be able to vote in the November Election. County Judge Francis Vonachen and other speakers broadcast certain educational facts about the proper ways of marking a ballot.

## B.—WMBD PROMOTES FREEDOM OF WORSHIP

In harmony with the policy of not selling time for religious broadcasts, and in order to serve the local churches, Rev. Walter L. Wilson plans regular and special services and announces meetings of all religious groups. Reverend Wilson also is chairman of the Committee on Christian Education in Peoria.

When interviewed, Reverend Wilson told how the policy of not selling time for religious broadcasts was developed. It grew out of a feeling that the sale of time to preachers not affiliated with denominational organizations was losing the station much good will, because of an overemphasis on the air of the particular religious views of those who bought time. The problem was brought before a committee composed of Reverend Wilson, representing the Protestant groups, a Catholic priest, and a rabbi. These men were called together by the station manager for three luncheon conferences. There were no written reports. All of the religious groups represented approved of the present policy of the station as a sound policy for a particular community and the preachers who were barred from buying time on the air were permitted to continue to make brief announcements without charge.

The following programs are illustrative of the type of service station WMBD is rendering the religious community:

### 1. "Peoria's Church World"

This 15-minute program serves each Saturday afternoon as a bulletin board of the air for all churches. The station sends a post card to each church requesting announcements. ALL announcements sent to the station are edited and then put on the air by Reverend Wilson. These announcements include special weekday services, honors to pastors, reports on pastors who may be ill, honors to churches, churches having special anniversaries, etc.

### 2. "Radio Cathedral"

The station also sustains a religious program called the Radio Cathedral, which is aired on Sunday afternoons for 45 minutes. Reverend Wilson has charge of this program. Each broadcast of the Radio Cathedral is a duplication of the morning service of a church. The Jews participate in the Sunday afternoon program and Reverend Wilson reports that the music by the cantors has been especially well received by the community.

### 3. Broadcasts from Local Churches

In October 1938, WMBD put into practice its new policy of moving from church to church each month and giving free time for the broadcasting of religious services at 11 o'clock each Sunday morning. The first church to participate in the new series was the First Presbyterian Church where services were conducted by the Rev. William Atkinson Young. After concluding the first successful month of religious broadcasts under the new policy at the First Presbyterian Church, remote control equipment was moved to the First Baptist Church for the month of November. Services were broadcast each Sunday and the radio audience heard sermons by the Rev. George W. Chessman, pastor of the church. For the third month of broadcasting from churches under its new policy, WMBD's facilities moved to St. Paul Episcopal Church, where services were conducted by the Rev. William Essex, Bishop of the Quincy Diocese.

The expense of wire charges for

these Sunday morning services is borne by the churches, the station giving the time.

### 4. Occasional Religious Programs

It is customary for WMBD to broadcast every year the Lenten Services held in Peoria. These programs are broadcast every day about noon for the duration of the week. In order that these services be available to listeners, commercial programs are changed and, if need be, cancelled. Lenten services are conducted by the protestant churches of the city.

Every year the Easter Sunrise Services in Peoria are broadcast. In order to do this, remote lines are installed and the station comes on the air earlier than usual to bring the services to the listeners. Later in the day on Easter Sunday, a broadcast of the Easter parade direct from the street near one of Peoria's larger churches is brought to the listeners by short wave. Two announcers, a man and a woman, describe the Easter parade and interview the people on the streets.

## C.—WMBD EDUCATIONAL AND INFORMATIONAL FEATURES

The following educational and informational features do not include programs specifically intended for reception in schools. Neither do they include programs that originate in schools and colleges. Although the programs do not bear an educational label, they serve an educational function.

### 1. WMBD Fights Fraud

George McDonald, manager of the Better Business Bureau, has been broadcasting over station WMBD for 3 years. Mr. McDonald writes all of his own scripts which are intended to warn the public against fraudulent schemes of all kinds. Mr. McDonald reports that the time for his broad-

casts has been changed frequently, but he does not blame the station for the changes. Most of them have been occasioned by the fact that station WMBD is an outlet for the Columbia Broadcasting System and that it must take certain network programs which change their time with New York City.

Mr. McDonald, when interviewed, stated that radio stations should be more careful than newspapers in the selection of commercial accounts, particularly in communities having only one station. He does not believe that there should be any mention of prices in broadcasts of professional services. He stated that he thinks advertising is "educational." He



feels that radio ads are more educational than newspaper copy, because voice inflection permits a more intimate relationship. He quoted one company that advertises as follows: "You can't afford a diamond." By putting the proper voice inflection on the word "can't" and by making the sentence into a question, the listener can be led to believe that he not only can afford a diamond, but that he should get one.

In evaluating radio programs, Mr. McDonald says that we should consider the entire schedule of the station, to get the effect on an individual who listens through two or three of the evening hours. We need to know whether or not the community is being misdirected, misinformed, or educated.

He states that Mr. Bill is on the Executive Committee of the Better Business Bureau and that the policies of the station, with reference to commercials, have been modified from time to time more nearly to represent those practices approved by the Better Business Bureau, and correspondingly to bar those accounts that are not approved by the Bureau.

## 2. WMBD Publicizes National Defense

During National Defense Week, WMBD cooperated with Peoria Post No. 2 of the American Legion in presenting a National Defense Week program direct from the American Legion Hall in Peoria. The program included a discussion of the 1938 legislative program of the American Legion Auxiliary and music by the American Legion Band.

When interviewed, Maj. F. Avery Bush, director of the Legion programs, said the station "leaned over backward" to cooperate with him. Sometimes he reads his own scripts, using local names and referring to national conditions. Sometimes 15-minute playlets and scripts from the National Headquarters of the Reserve

Officers Association are used. Talent for all plays came from the station staff. The station was most helpful, according to Major Bush, during the local campaign to put the R. O. T. C. in the public high schools. When the proposal was first made the high-school boys gave it their enthusiastic support, but it was opposed by some of the peace and labor organizations. The open discussion over station WMBD was "a distinct aid in forming public opinion."

## 3. WMBD Disseminates Health Information

The station took an active part in the promotion of the infantile paralysis campaign. The project included speakers and programs from the studio. Direct appeals for funds were made and contributions acknowledged on the air. In these programs, live studio entertainers gave of their talent for entertainment. Spot announcements and frequent brief reports spotted the daily schedule during the drive.

WMBD has participated actively in work to improve health conditions by presenting series of talks by doctors and dentists, by making its facilities available to the Health Commissioner and the Public Health Committee of the Association of Commerce, and by broadcasting discussions of the situation by the news commentator.

In 1935 Peoria had the second highest diphtheria mortality rate of all United States cities of its population class. Dr. Sumner Miller, Health Commissioner, organized a movement to immunize Peoria children against the disease. Radio was used to overcome the resistance of parents who did not understand or did not believe in immunization. The success of the immunization drive was credited largely by the Health Commissioner for the record of the following year

when not a single life was lost in the city on account of diphtheria.

WMBD assisted the Health Commissioner again in securing volunteers who had suffered from infantile paralysis and who were asked to give blood for the preparation of serum used to treat the disease. More volunteers were secured than the Health Commissioner needed.

WMBD spoke editorially on the evil of political influence in appointment to the Health Department, adopting the slogan, "No politics in public health." This was in support of the Health Commissioner who had stated that his department was functioning inadequately or failing to function in all phases of health administration. A representative of the American Public Health Association began a survey of health conditions in Peoria, but discontinued, branding the Peoria situation as a "disgraceful political public health situation." It was on account of this situation that the news commentator talked 21 times on the subject.

WMBD cooperated with the Health Commissioner and the Public Health Committee of the Association of Commerce in their successful effort to increase the annual appropriation for public health administration.

In an interview with Dr. S. N. Miller, Commissioner of Health, it was learned that Dr. Miller has been broadcasting on health topics for 10 minutes each week for 2 years. In addition to the regular broadcasts, he has participated in special broadcasts on health, disaster-relief, hospital drives, community fund drives, and Christmas seal drives.

When asked about listener response, Dr. Miller said that it was difficult to appraise. He receives occasional requests for copies of talks from persons living within a radius of 75 miles. Reference is frequently made to his broadcasts when he makes home visits.

A list of the titles of Dr. Miller's talks, over the past 6-month period, includes eight talks on specific diseases, six on child health, two talks on maternal welfare, four on foods and several talks on miscellaneous subjects.

Dr. Miller writes his own scripts but he reported that he receives scripts from other sources, including the State Department of Public Health, where one person is giving full time to radio talks that are supplied to public health directors. Dr. Miller also reports recent books on public health education containing chapters on how public health directors may use radio.

When asked how he publicizes his programs, Dr. Miller said that he meets the newspaper reporters daily and that they are generous in reporting his broadcasts. One newspaper employs a full-time radio reporter, and another employs a half-time reporter for radio.

Dr. Miller also issues a monthly bulletin in which his programs are announced.

When asked how he happened to begin broadcasting, Dr. Miller said that the matter was first called to his attention by a member of the station staff. He responded to the invitation to use the station facilities and feels that the station has been very cooperative. There have been only two changes in the time of his broadcasts during the entire period of his broadcasting.

#### 4. WMBD Broadcasts the Activities of Bradley Polytechnic Institute

In a conference, the President of the Institute stated that the use which was made of the facilities of WMBD could best be illustrated by quoting from the annual report of the college director of publicity:

*"College of the Air" series on WMBD. A schedule of broadcasts representing the many different*

phases of Bradley life and work has been maintained throughout the year, with at least one regular broadcast in this series each week and occasionally two. Every member of the Bradley Institute faculty was given a definite invitation to participate and all who have accepted were given an opportunity to do so. Classroom sessions, faculty interviews, book reviews, talks, and all-student programs have been included in the broadcasts; and they have been conducted according to a regular schedule announced in the fall and adhered to almost without exception. This arrangement of the year's schedule in advance, with the subsequent preparation and general distribution of the brochures, is considered a definite step forward.

"A series of Bradley broadcasts this year, known as the 'Bradley Concert Hall' series was inaugurated and arranged through the services of this office. These programs are heard late Sunday afternoons with a half hour available each Sunday. The arrangement of the music for these programs is in the hands of William E. Donovan, director of the College of Music. In spite of the fact that WMBD is becoming an increasingly powerful and well-known station, we have had this year much more time on WMBD than ever before, with the two regular weekly series in addition to frequent special broadcasts.

"*Special broadcasts over WMBD.* Numerous special Bradley broadcasts of many kinds have been carried over WMBD throughout the year. These have included recitals, anniversary events, homecoming activities, athletic events and commencements, horology 'Round the World' broadcasts, open night, high-school (vocational) conference, dances, 'good neighbor' visits for interviews and prearranged programs at dormitories, fraternity houses, and

college buildings; and interviews with well-known visitors here.

"*CBS coast-to-coast broadcast.* Bradley became one of the first colleges in this area to have a bona fide coast-to-coast broadcast over a major network when the *a capella* choir was presented as a sustaining program over the entire network, and, as such, was sent to 107 stations from coast to coast. Working in close cooperation with WMBD and College of Music officials, the public relations office worked for several months on the task of securing permission for the broadcast, arranging a suitable time, securing necessary information concerning and permission to broadcast all of the choir numbers, and preparation of the continuity. These efforts included personal visits to the CBS office in New York and numerous letters, telegrams, and telephone calls. Notices of the broadcast were sent in ample time to all Bradley alumni and former students on the mailing list. A complete recording of the entire broadcast was made over station WABC, Columbia key station in New York, and these records are now available at the Public Relations Office and at the College of Music for alumni meetings, prospective students, and others. Reports of splendid reception of the broadcast have come in from coast to coast, and from North to South."

##### 5. WMBD Cooperates With the Public Schools

"The Illinois State basketball tournament for high schools is an annual broadcasting event for WMBD. During the tournament important commercial programs scheduled are changed in order that we may bring to our listeners a play by play description of games of most interest to listeners of central Illinois. The final games are always broadcast in their entirety and interviews are made with members of

the winning team, officials, and spectators. This is an important event to our listeners because several towns in our broadcast area usually have high-school teams taking part in the tournament.

"The annual Big Twelve Music Festival was held in Peoria in May, 1938. The Big Twelve is a conference of high schools in central Illinois. The combined chorus of the conference, numbering 800, was broadcast through WMBD to the Columbia network from coast to coast. The entire program, including the orchestras, was broadcast by WMBD. This is one of the largest educational conferences of the State.

"The Peoria School of the Air' is a weekly 30-minute feature in which students from the various schools are brought to the studio to broadcast programs prepared by them under the direction of the supervisor of music of the public schools."

The above program serves to illustrate how the station raises the air-worthiness of certain programs. In the beginning, the person in charge of the public-school programs followed a policy of using the programs to put as many children as possible on the air, on the assumption that the experience was valuable to each child. The program director of WMBD convinced the directors of the school programs that such a policy was unwise, because none of the children had an opportunity to do creditable broadcasting and the listeners were not given a fair representation of the best work that is being done in the Peoria public schools. At the present time the broadcasts are produced after thorough rehearsal and the participants are selected because they excel.

#### 6. WMBD Finds Jobs for the Unemployed and Gives Information on Unemployment Compensation

In July 1938, WMBD began a weekly series of half-hour broad-

casts during which unemployed men and women were interviewed. Each told his qualifications and the story of his unemployment. Applicants were referred to the station by the local office of the Illinois State Employment Service. Listeners were asked to help find work for the applicants. A great many jobs were found, and in the first 4 months about 20 percent of the applicants found steady employment through the radio interviews. Because of improvement in employment and decrease in listener response, the broadcast was discontinued in January 1939.

When Agnes A. Kennedy, manager of the Illinois State Employment Service, was interviewed, she said that she and members of her staff have been broadcasting on station WMBD for 4½ years. Miss Kennedy directed the program described above and called it "Men for Work."

Miss Kennedy reports that the State organization is sending her informational materials prepared especially for use on the radio. Three writers—former newspaper men—are giving full time to writing radio scripts and newspaper releases in the Chicago office of the Illinois State Employment Service.

Miss Kennedy has written an article entitled PUBLIC RELATIONS, which included special treatment of "radio contacts," from which the following is quoted:

"Information from offices supported by the taxpayers is more readily acceptable for projection over the air waves because there is rarely any commercial motive for those who are the source of the information.

"There is a great deal of room for 'ingenuity' and innovation on our part, when it comes to radio broadcasts. The radio fare has to be interesting enough so that it will be acceptable for more than a few fleeting moments. It is easy to turn another station on when the subject is only

mildly interesting. Program directors are not eager to schedule cut-and-dried talks.

"How to utilize time on the air properly and wisely after it is obtained is a problem with which we are directly concerned. The hitch is not, as I pointed out, in getting the message broadcast, but in devising a message worth being delivered, one that is successful in 'ringing the bell.' A series of talks or broadcasts which leave the listeners cold, unimpressed, and perhaps bored, because the story has been poorly told, is a disservice to the employment service. So the rub is not the length and loudness of the message, but the quality and direction. We should try to engage and hold radio interest through making the subject as graphic and lucid as possible.

"The broadcasts, once they are secured and prepared, should be well publicized in advance in order to secure a better audience.

"And don't forget the little fill-ins to take up the free moments between broadcasts. A great many of these short advertising squibs should be written and submitted to your station to be used in those extra moments which all stations frequently have. If they are concise and bright and to the point, I'm sure none of us will encounter any difficulty in getting them broadcast."

Miss Kennedy reported that the station initiated the idea of preparing special programs on the work of the Illinois State Employment Ser-

vice, and that the broadcasts have helped materially.

#### 7. WMBD Assists Charity Enterprises in the Community

The station took an active part in the annual community fund drive to raise \$220,000. Edgar Bill was Chairman of the "Special Gifts Committee," responsible for raising practically half the funds. Gomer Bath was Vice-chairman of the Commercial Division, responsible for one-third of the work of that division. Charles Caley led a section of the Commercial Division and Frank Schroeder had a group in Mr. Caley's section. The station gave time freely for publicity. In addition, many free announcements were made during the campaign. In connection with the community fund drive, WMBD visited several of the institutions served by the fund and broadcast from them. The Peoria Children's Home was the first in this series. In a half-hour program, done by short wave, interviews were conducted with the officials of the Home concerning the way it is operated, its history and how the children live. The children themselves brought the real life of the home to listeners.

For the seventh consecutive year, the American Legion Peoria Post No. 2 used the facilities of WMBD exclusively to raise funds and groceries to fill Christmas baskets. Beginning December 14 and continuing for one week, daily periods of time were given to the American Legion and the campaign was successful.

### D.—HOW WMBD PUBLICIZES ITS PUBLIC SERVICE PROGRAMS

The public service programs of station WMBD are publicized by the civic organizations which sponsor the programs, and by the local press. The station also aids in publicizing these programs by devoting a 15-min-

ute daily broadcast to a talk about radio programs, radio personalities, and station policies. While discussing the station policies, there also is frequent discussion of general problems of broadcasting, including such ques-

tions as possible radio censorship by the Government. General policies are discussed because of the belief of the station that the public is interested and should be made conscious of what constitutes the American system of broadcasting. The program mentioned above is entitled "Program Résumé," and serves the following purposes:

- (a) To promote interest in the programs of the station—both commercial and sustaining.
- (b) To give staff members an op-

portunity to be known to the listeners through informal, chatty interviews. These interviews also give the listener a behind-the-scenes picture of WMBD.

- (c) To discuss policies and thus afford the community an understanding of the problems of radio as these are related to (1) freedom of speech, (2) discussion of controversial issues, (3) the use of radio in the service of religion, (4) educational broadcasting, etc.

### E.—WMBD SPECIAL EQUIPMENT AIDS TO PUBLIC SERVICE BROADCASTS

#### A. Remote Lines Maintained by Station.

The station defrays the cost of maintaining lines to several points in the city from which station sustaining programs are broadcast. Some of these lines, and a brief description of the type of programs which are picked up, follow:

1. The annual Republican State Convention as well as frequent local indoor sports events are broadcast from the Armory, the largest auditorium in Peoria.
2. Outdoor athletic events are reported over the line from the Woodruff Athletic Field.
3. Local news is given by the radio editor of the *Journal Transcript*, a local newspaper, from the newspaper office.
4. Regular bulletins are broadcast over the line from the Police Department.
5. Weather reports are broadcast over the line from the Weather Bureau Station at the Bradley Polytechnic Institute. Over the same line, the many events of the college are also sent.
6. Wrestling and boxing events

are reported over the line from the Majestic Theatre.

7. One line is maintained to a church for a month at a time—the churches alternating and bearing the cost of the wire charges.
8. A Saturday night barn dance and the Junior Theater productions are sent over the line from the American Legion Hall.
9. Market reports come over the line from the Union Stock Yards.
10. Interviews with travellers are reported from the Rock Island Station.
11. A quiz broadcast called "Ask Me Another" comes over the line from the Madison Theatre. This is a sustaining program.
12. From the Palace Theatre noon-day religious services are broadcast.

#### B. The Station Mobile Unit.

The station maintains a mobile unit for short-wave broadcasting. The truck is sent to various places to check up programs of interest to the

community. It is used very much at the time of the Community Fund Campaign, when short-wave broadcasts are picked up at the various institutions that are served by the Community Chest. The station announcer, with the aid of the mobile

unit, goes into the hospitals and gives the listeners bedside stories by juvenile convalescents. These stories have been effective, in the opinion of the station management, in promoting adequate hospitalization for indigent children.

### CONCLUSION

The major contribution of a case study lies in its many detailed items of information. Since each item has a different value for every reader; since what is most significant to one may be absolutely valueless to another, there is no common denominator that may be used to sum them all up. Nevertheless, a secondary outcome of an intensive study of successful cooperation is the light it throws on the general problem of cooperation.

In retrospect, but not necessarily by way of summary, the evidence at Peoria seems to support the following statements:

1. Cooperation implies joint efforts and mutual benefits to the parties concerned, and, in the case of radio, the benefit should be extended to the general public.

While expressing hearty appreciation for the manner in which WMBD policies are made and administered, it should be pointed out that there is room for broadening the participating base to include more "parties concerned."

2. Cooperation should be based upon a careful joint survey of needs.

In Peoria, the radio station management assumed the major responsibility for diagnosing needs and prescribing the radio diet of the community. Most of the groups that can make effective use of radio have been included. The evidence obtained in the interviews, under this criterion, credits the station for taking the initiative in soliciting programs. Here, if anywhere, WMBD public service broadcasting falls short of its full potentialities to the extent that civic groups are failing to make the most effective "consumer" use of radio.

3. Codes are safeguards of confidence required when human relationships are no longer circumscribed by kinship or friendship. Cooperation that operates within the limitations of a fair code is free from coercion.

Judged by this criterion, WMBD ranks high. There is no evidence of the use by the station of its position of power, as a monopoly station, to use force either to secure or to prevent the use of station facilities. Neither is there any evidence of the misuse of that milder form of coercion called persuasion.

Refusal to grant the use of station facilities has been based on the application of rules of fair play. In such cases, it cannot be said that the coercion is in any way related to cooperation. On the contrary, to press or urge the use of radio facilities for a single improper broadcast is to admit the absence of cooperation.

*In conclusion*, both the principles, expressed as station rules and regulations, and the practices, expressed as public service programs of WMBD, contain evidence of successful cooperation. The management of the station, by applying a semi-contractual device has sought to preserve and safeguard those values and ideals that won social approval under simpler conditions. An examination of station standards and practices shows that the dominant consideration has been to harmonize radio in Peoria, Ill., with democratic ideals and methods.





## APPENDIX A

### POLICIES OF COOPERATION

In answer to a questionnaire concerning the development of certain rules and regulations for a code to express station policies of cooperation, only 4 out of every 100 stations (23 out of 531) indicated that a statement of such policies was in written form. Only 4 commercial stations attached printed or mimeographed statements of policy. The other 19 stations described their policies in personal letters.

The mimeographed statement of Station KFRO, Long View, Tex., is quoted in full. Excerpts from several letters are also quoted in this appendix. The most complete statement of policy was received from Station WMBD, at Peoria, Ill., and forms the body of this report.

#### 1. Program and Station Policies of Station KFRO, Long View, Tex.

- (a)—The use of the Deity's name is acceptable only when used reverently.
- (b)—Ministers, Priests, or Rabbis shall not use this station for controversial religious discussion.
- (c)—Political talks shall conform to Station's Standards. No libelous, slanderous, obscene, or profane language will be permitted, and KFRO reserves the right to cut speakers off the air and refund monies paid, in event this rule is violated.
- (d)—Hard liquor, whiskey, brandy, and gin shall NOT be advertised over this station.
- (e)—No lottery, gift enterprise, or gamble shall be advertised. All contests must conform to rules of the Federal Communications Commission.
- (f)—KFRO reserves the right to move ANY program at any time, if in its opinion that time is needed for a more meritorious public service, and give the program a different time on the air. Public interest must be served. KFRO wishes to please the majority at all times and above all, serve the best interests of the majority. They refuse to allow any minority group—political, religious, or civic—to dominate its policies or dictate its proceedings. It reserves the right to appropriate the time of any user at any time, if that time be needed for a more meritorious public service, and in cases of emergency, or public necessity. Its only liability shall be to repay the pro-rata reduction in charges for the time used, and it reserves the option rights to give another time period for the one appropriated in lieu of the pro-rata refund.
- (g)—Obscene and off-color songs, jokes, oaths, sacrilegious expressions and all other language of doubtful propriety must be eliminated.
- (h)—As a safeguard against misuse of broadcast facilities for unfair competition, commercial programs shall not refer to any competitor directly or indirectly by company name, individual name or brand name, regardless of whether such references be laudatory or derogatory.
- (i)—KFRO reserves the right to refuse, discontinue, or cut off any program that in the opinion of the management fails to conform to these rules or the rules of the Federal Radio and Federal Trade Commissions or any program that is considered slanderous, libelous, unpopular, obscene, disinteresting, of poor merit, in poor taste, or generally obnoxious. It reserves the right to change time around and allot other time in the judgment of the management if time is needed for something else of greater value or service.
- (j)—False and questionable statements of any form of misrepresentation

shall be eliminated. Testimonials must reflect the genuine experience of a competent witness.

KFRO shall continue to serve the public interest, convenience and/or necessity, without favor, bias, partiality, or partisan influence.

## 2. Policies of Station WBIG, Greensboro, N. C.

Attention is again invited to the POLICIES of WBIG. All continuity is to be double-checked, and the following are strictly forbidden:

- (a)—Fortune-telling and lotteries in any form.
- (b)—Astrology and other questionable sciences.
- (c)—Solicitation of funds.
- (d)—False, fraudulent, or misleading advertising.
- (e)—Defamatory statements of any kind.
- (f)—Programs bordering on the obscene, or programs offensive to any religious or racial groups.
- (g)—Taking sides on any political, racial, or religious controversy.
- (h)—Advertising of any alcoholic beverages or habit-forming drugs.
- (i)—Advertising announcements interrupting concerts or musical numbers.
- (j)—The use of the word "flash" except for important news broadcasts—never in advertising.
- (k)—Too much advertising copy—never over three prices in an announcement.
- (l)—No phonograph records.

## 3. Policies of WDAN, Danville, Ill.

"Announcements are given, gratis, to charitable and non-profit organizations. Church, community, and school functions are publicized, free of charge, if the proceeds are not shared with profit-seeking organizations or individuals."

## 4. Policies of KSAM, Huntsville, Tex.

Free publicity will be furnished civic organizations such as the Chamber of Commerce, Junior Chamber of Commerce, Kiwanis Club, the Rotary Club, and the College and all public schools, for the purpose of promoting charity campaigns and programs of public interest or of an educational nature shall be decided by Harold C. Scott, Station Manager or H. G. Webster, President of the Sam Houston Broadcasting Association or C. N. Shaver, Vice-President.

Programs or announcements, pertaining to a public entertainment, proceeds going to any civic club, for other purposes than a benefit or charity, will be charged regular commercial rate.

All other types of programs will be charged for at regular station rates except church and religious programs which will be charged half rates.

## 5. Policies of KWOS, Jefferson City, Mo.

Recently we have inaugurated a policy with regard to educational programs that seems to be working out very nicely. There was a time when we were called upon to give time to rural, city, and even university student bodies. Since these requests came in at such unusual and irregular times, we decided to set aside a half-hour weekly period for the use of each institution or group of institutions. In other words, the city schools, which includes the junior college, the high school, and the elementary grades make use of a half-hour set aside for their purposes each Sunday. Lincoln University also has a half-hour set aside for its purposes each Sunday.

To care for the needs of the rural high schools and elementary grades who have made requests for time, we have turned a half-hour each week over to the State Board of Education, who supervises the program in that they select the school to appear each Sunday. They also see that the program is properly prepared for broadcast purposes. They then turn the program over to the program director, who passes on it for policy and procedure.

**6. Policies of KDKA, Pittsburgh, Pa.**

Policy governing the general broadcasting on KDKA is that of the National Broadcasting Company.

**7. Policies of WWSW, Pittsburgh, Pa.**

We have found, even within religious groups where tolerance should prevail, certain individuals have emphatically stated that their denomination would prefer *not* to cooperate collectively with all groups that may have some other idea of worship than their own. Recently, our stations and two other Pittsburgh stations called a meeting of local religious authorities to discuss the matter of allocating radio time to religious programs, under the direction and guidance of a local committee. Friction developed because one denomination announced they could not participate in any cooperative plan which would include Jews, Christian Scientists, or Catholics.

**8. Policies of KDON, Monterey, Calif.**

Rules and regulations governing cooperations with local groups.

- (a)—KDON will regularly provide time for educational groups, civic organizations and governmental authorities.
- (b)—KDON will assist in preparing programs of a proper type in cooperation with any of the above-mentioned groups.
- (c)—KDON will carry spot announcements without charge for all non-profit activities of a civic, lodge or club or school nature.
- (d)—KDON will not provide free time for any one religious group, but its facilities are available on an interdenominational basis.
- (e)—KDON's policy is to carry as much educational material as possible from network sources.

**9. Policies of KVOE, Santa Ana, Calif.**

While we have no printed material setting forth our policies of cooperation, they are as follows:

KVOE is pleased to give the use of its facilities to any organization of the Federal Government, or to the State, county, or city governments for purposes of public interest or emergency, within all practical means. KVOE is pleased to cooperate with any civic organization operating on a non-profit basis either part or all of the time, such as service clubs, schools—both public and parochial, fraternal organizations, etc. It is stipulated that all details of production must conform to the standards of the station; that no productions shall be attempted beyond the means of the organization requesting time; that all material shall be submitted well in advance of broadcasting time and that all necessary rehearsals shall be made in advance of broadcasts. Time is available to all organizations of the types included above, regardless of race, color, or creed, excepting those organizations or any organization which, by common knowledge, are subversive toward the Government of the United States, on a free basis.

It is stipulated further that programs produced by these organizations, with or without the cooperation of the staff of KVOE, shall constitute "good broadcast" and shall have a definite purpose in the interests of an appreciable number of listeners, if not the entire public.

**10. Policies of KGFF, Shawnee, Okla.**

In answer to No. 7, I wish to state our policy of cooperation with non-profit groups as follows: "Radio station KGFF does, without charge, extend time on the air, and the services of its personnel, to all bona fide, legitimate, non-profit organizations, whose work is motivated by the desire to improve general public welfare. No restrictions of radio regulations. Organizations with political motives are not included in the above category. If the motives are political, the regulations of the F.C.C., with regard to political time, are imposed."

### 11. Policies of WHA, Madison, Wis.

The Dominant Consideration in the Development of Radio Policies.

The State Radio Council undertakes the formulation of a statement of policy during a period of world-wide distress and discord. It has before it not only the inspiring record of the constructive and beneficent possibilities of this new agency of mass communication, but also the disturbing examples, at home and abroad, of its destructive and malign use; the use made by uninformed, or unscrupulous or fanatical factions to misinform, mislead, and rouse the passions of their fellows.

It is clear that the radio is not simply an instrument of peace and persuasion, it may be an instrument of coercion, a weapon of war. In times of national distress when passions are running high, any *faction* which secures control of the broadcasting facilities acquires a powerful means of enforcing its views and its purposes upon the whole people.

It was the fear of domination by a factional central government through the control of the instruments of coercion, and the determination to safeguard local freedom of expression and a degree of local autonomy, which led to the adoption of the second article in the Constitution Bill of Rights. It reads:

"A self-regulated militia being necessary to the security of a free state, the right of the people to keep and to bear arms shall not be infringed by law."

In the changed situation resulting from the invention of the radio, the same concern and determination to safeguard democratic processes might well suggest an additional article to the following effect

"A well-informed and responsible citizenry being necessary to the security of a free state, the right of the people to have and to use the means of radio communication shall not be infringed by law or by administrative regulation."

In the existing reintensified struggle for the preservation of liberty and of democratic processes, we recall the words in which this spiritual aspiration of the American people was embodied in the first constitutional amendment.

"Congress shall make no law respecting an establishment of religion, of prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press, or the right of the people peaceably to assemble and to petition the government for a redress of grievances."

This new instrument of mass communication now makes it possible for one voice to be heard throughout the land. Gone, then, or at least impaired, is the constitutionally guaranteed freedom of communication in the public and cultural affairs of the Nation unless the use of the radio is so safeguarded that all voices have reasonable assurances of access to it.

In the light of these cherished aspirations for *individual security and freedom*, the Council believes that *the dominant consideration in the formulation and repeated review of the broad policies governing the use of the State's radio facilities is the dedication of the new agency of communication to democratic ideals and methods.*

That such dedication of the radio is to be controlling is implied in the vesting of the responsibility for the management, control, and operation of the State's radio facilities in a University Board of Regents whose traditions spring from the declaration of belief of an earlier Board:

"Whatever may be the limitations which trammel inquiry elsewhere, we believe that the great State University of Wisconsin should ever encourage that continual and fearless sifting and winnowing by which alone the truth can be found."

The same dominant idea appears in the action of the Regents which lodges the responsibility for the formulation of a radio policy in a council of *ex-officio*

members who are well versed in the spirit of the educational and service policies, problems, and objectives of the commonwealth.

Implied in these actions of the Committee on Reorganization and of the Regents appears the recognition that perplexing questions of policy which will arise in the use of the radio facilities are essentially the same as those that have always confronted the educator. He is the public servant entrusted with the operation of educational agencies set up by society for a twofold purpose: First, for perpetuating the attained stage of *social security* by handing on the best in the established patterns of thought, and, second, for preparing the way for the orderly correction of the recognized shortcomings of the present order.

The ever-present dilemma in the administration of the State's educational agencies and the dilemma in the administration of the new State agency of radio broadcasting are one and the same. The problem is that of holding fast to that which is true and of good report, while "ever encouraging that continual and fearless sifting and winnowing by which alone the truth can be found."

#### The Function of the State Radio Council.

In conformity with the Federal radio law, the Council interprets its primary function to be the development of policies for the administration of the radio facilities of the State in the "public interest, convenience and necessity."

In the preceding section, the Council has formulated a general statement of the dominant consideration which should govern the administration of the radio facilities of the State, and the formulation of more specific statements of policy. These specific statements will, in general, grow out of questions or situations which arise in the administration of the facilities.

The duty of formulating policy carries with it the responsibility for a continual review of the results achieved, and for any necessary modification of policy in the light of experience.

## APPENDIX B

### THE CODE OF THE NATIONAL ASSOCIATION OF BROADCASTERS

#### Children's Programs

Programs designed specifically for children reach impressionable minds and influence social attitudes, aptitudes and approaches and, therefore, they require the closest supervision of broadcasters in the selection and control of material, characterization and plot.

This does not mean that the vigor and vitality common to a child's imagination and love of adventure should be removed. It does mean that programs should be based upon sound social concepts and presented with a superior degree of craftsmanship; that these programs should reflect respect for parents, adult authority, law and order, clean living, high morals, fair play and honorable behavior. Such programs must not contain sequences involving horror or torture or use of the supernatural or superstitious or any other material which might reasonably be regarded as likely to over-stimulate the child listener, or be prejudicial to sound character development. No advertising appeal which would encourage activities of a dangerous social nature will be permitted.

To establish acceptable and improving standards for children's programs, the National Association of Broadcasters will continuously engage in studies and consultations with parent and child study groups. The results of these studies will be made available for application to all children's programs.

#### Controversial Public Issues

As part of their public service, networks and stations shall provide time for the presentation of public questions including those of controversial nature. Such time shall be allotted with due regard to all the other elements of balanced program schedules and to the degree of public interest in the questions to be presented. Broadcasters shall use their best efforts to allot such time with fairness to all elements in a given controversy.

Time for the presentation of controversial issues shall not be sold, except for political broadcasts. There are three fundamental reasons for this refusal to sell time for public discussion and, in its stead, providing time for it without charge. First, it is a public duty of broadcasters to bring such discussion to the radio audience regardless of the willingness of others to pay for it. Second, should time be sold for the discussion of controversial issues, it would have to be sold, in fairness, to all with the ability and desire to buy at any given time. Consequently, all possibility of regulating the amount of discussion on the air in proportion to other elements of properly balanced programming or of allotting the available periods with due regard to listener interest in the topics to be discussed would be surrendered. Third, and by far the most important, should time be sold for the discussion of controversial public issues and for the propagation of the views of individuals or groups, a powerful public forum would inevitably gravitate almost wholly into the hands of those with the greater means to buy it.

The political broadcasts excepted above are any broadcasts in connection with a political campaign in behalf of or against the candidacy of a legally qualified candidate for nomination or election to public office, or in behalf of or against a public proposal which is subject to ballot. This exception is made because at certain times the contending parties want to use and are entitled to use more time than broadcasters could possibly afford to give away.

Nothing in the prohibition against selling time for the presentation of controversial public issues shall be interpreted as barring sponsorship of the public forum type of program when such a program is regularly presented as a series of fair-sided discussions of public issues and when control of the fairness of the program rests wholly with the broadcasting station or network.

### Educational Broadcasting

While all radio programs possess some educative values, broadcasters nevertheless desire to be of assistance in helping toward more specific educational efforts, and will continue to use their time and facilities to that end and, in cooperation with appropriate groups, will continue their search for improving applications of radio as an educational adjunct.

### News

News shall be presented with fairness and accuracy and the broadcasting station or network shall satisfy itself that the arrangements made for obtaining news insure this result. Since the number of broadcasting channels is limited, news broadcasts shall not be editorial. This means that news shall not be selected for the purpose of furthering or hindering either side of any controversial public issue nor shall it be colored by the opinions or desires of the station or network management, the editor or others engaged in its preparation or the person actually delivering it over the air, or, in the case of sponsored news broadcasts, the advertiser.

The fundamental purpose of news dissemination in a democracy is to enable people to know what is happening and to understand the meaning of events so that they may form their own conclusions and, therefore, nothing in the foregoing shall be understood as preventing news broadcasters from analyzing and elucidating news so long as such analysis and elucidation are free of bias.

News commentators as well as all other newscasters shall be governed by these provisions.

### Religious Broadcasts

Radio, which reaches men of all creeds and races simultaneously, may not be used to convey attacks upon another's race or religion. Rather it should be the purpose of the religious broadcast to promote the spiritual harmony and understanding of mankind and to administer broadly to the varied religious needs of the community.

### Commercial Programs and Length of Commercial Copy

Acceptance of programs and announcements shall be limited to products and services offered by individuals and firms engaged in legitimate commerce; whose products, services, radio advertising, testimonials and other statements comply with pertinent legal requirements, fair trade practices and accepted standards of good taste.

Brief handling of commercial copy is recommended procedure at all times.

Member stations shall hold the length of commercial copy, including that devoted to contests and offers, to the following number of minutes and seconds:

<i>Daytime</i>		
Fifteen-minute programs .....		3:15
Thirty-minute programs .....		4:30
Sixty-minute programs .....		9:00
<i>Nighttime</i>		
Fifteen-minute programs .....		2:30
Thirty-minute programs .....		3:00
Sixty-minute programs .....		6:00

### Exceptions:

The above limitations do not apply to participation programs, announcement programs, "musical clocks," shopper's guides and local programs falling within these general classifications.

Because of the varying economic and social conditions throughout the United States, members of the NAB shall have the right to present to the NAB for special ruling local situations which in the opinion of the member may justify exceptions to the above prescribed limitations.

## RESOLUTION

### ADOPTED BY THE 17TH ANNUAL CONVENTION NATIONAL ASSOCIATION OF BROADCASTERS

To clarify the phrase "Accepted Standards of Good Taste" and the canons of good practice set forth in the NAB Code, therefore be it RESOLVED:

That member stations shall not accept for advertising:

1. Any spirituous or "hard" liquor.
2. Any remedy or other product the sale of which or the method of sale of which constitutes a violation of law.
3. Any fortune-telling, mind-reading, or character-reading, by handwriting, numerology, palm-reading, or astrology, or advertising related thereto.
4. Schools that offer questionable or untrue promises of employment as inducements for enrollment.
5. Matrimonial agencies.
6. Offers of "homework" except by firms of unquestioned responsibility.
7. Any "dopester," tip-sheet or race track publications.
8. All forms of speculative finance. Before member stations may accept any financial advertising, it shall be fully ascertained that such advertising and such advertised services comply with all pertinent federal state and local laws.
9. Cures and products claiming to cure.
10. Advertising statements or claims member stations know to be false, deceptive or grossly exaggerated.
11. Continuity which describes, repellently, any functions or symptomatic results of disturbances, or relief granted such disturbances through use of any product.
12. Unfair attacks upon competitors, competing products, or upon other industries, professions or institutions.
13. Misleading statements of price or value, or misleading comparisons of price or value.









