

TWENTIETH REPORT OF THE
UNITED STATES ADVISORY COMMISSION
ON INFORMATION

COMMUNICATION

FROM

CHAIRMAN, UNITED STATES COMMISSION
ON INFORMATION

TRANSMITTING

THE 20TH REPORT OF THE U.S. ADVISORY COMMISSION
ON INFORMATION, DATED MARCH 1965, PURSUANT TO
SECTION 603 OF PUBLIC LAW 80-402



APRIL 12, 1965.—Referred to the Committee on Foreign Affairs
and ordered to be printed

U.S. GOVERNMENT PRINTING OFFICE

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WASHINGTON : 1965

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LETTER OF TRANSMITTAL

U.S. ADVISORY COMMISSION ON INFORMATION,
OFFICE OF THE CHAIRMAN,
Washington, D.C., April 9, 1965.

Hon. JOHN W. McCORMACK,
Speaker of the House of Representatives.

DEAR MR. SPEAKER: I transmit herewith a copy of the 20th Report of the U.S. Advisory Commission on Information, dated March 1965. This report is required by section 603 of Public Law 402, 80th Congress.

A copy of this report also is being sent to the Senate.

Sincerely yours,

FRANK STANTON, *Chairman.*

(Enclosure: 20th Report of the U.S. Advisory Commission on Information.)

THE TWENTIETH REPORT
OF THE
United States
Advisory Commission
on Information

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To The Congress of The United States

The U.S. Advisory Commission on Information submits herewith its Twentieth Report to Congress in accordance with the requirements of Public Law 402.

On March 10, 1964, President Lyndon B. Johnson nominated Mrs. Dorothy B. Chandler, Vice-President—Public Service, The Times Mirror, Los Angeles, California to replace John Siegenthaler as a member of this Commission.

On March 10, 1964, President Johnson nominated Dr. Frank Stanton, President, Columbia Broadcasting System (CBS) to succeed J. Leonard Reinsch.

The Senate confirmed both Mrs. Chandler and Dr. Stanton on July 8, 1964. On July 9, the President designated Dr. Stanton as Chairman of the Commission.

On February 25, 1964, the Senate confirmed the appointment of Ambassador Carl T. Rowan to succeed Edward R. Murrow who was compelled to resign as Director of the U.S. Information Agency (USIA) because of illness.

The Commission wishes to commend the dedication which Mr. Murrow gave to his assignment. He increased the Agency's prestige and helped to obtain its growing acceptance as a permanent and vital part of our national security.

During 1964, the Commission held six meetings; three in New York and three in Washington, D.C. In the past year Commissioner M. S. Novik visited U.S. Information Service (USIS) posts in Rome and Geneva.

In 1964, USIA in addition to its regular operations assumed the added task of informing the world about the new President, his capacity, background, experience and the depth of his commitment to peace with freedom. It utilized all of its channels of communication to demonstrate to anxious foreign audiences, the continuity of our government at a time of national tragedy and crisis.

In November 1964, President Lyndon B. Johnson was elected to serve as President for the next four years. The Commission hopes that USIA will continue to serve the President as counselor on foreign public opinion. As the Administration's policies and programs develop, USIA from its long experience can offer suggestions to the President for their effective presentation to foreign audiences. In implementing our national policies, USIA must generate imaginative and practical programs to promote the national interest.

THE TWENTIETH REPORT
OF THE

United States
Advisory Commission
on Information

This 20th Report to Congress on the United States foreign information program reflects the Commission's efforts during the past year to review the status of recommendations made by a previous Commission in its 19th Report to Congress.

The results of this inquiry point out clearly that there are certain basic, recurring problems whose solutions are seldom permanent. They recur irrespective of directors or changes in administration. However, they need to be acknowledged and recognized. They need to be examined and studied.

The purpose of the U.S. Information Agency, which is essentially to build up good will for the United States and to create a favorable climate in which U.S. foreign policy can be conducted, is too vital to the national interest to be permitted to falter or to be hampered because of inadequacies in management.

It may be useful to repeat the broad objectives of USIA. These are:

- 1) to serve as the public relations adviser to the Executive in Washington and to the Ambassador in the field on the presentation and impact of U.S. foreign policy. This includes "advising the President, his representatives abroad, and the various departments and agencies of the implication of foreign opinion for present and contemplated U.S. policies, programs and official statements";

- 2) to disseminate accurate information about the United States through personal contact and the media of communication;
- 3) to counter and correct Communist propaganda distortions and lies about U.S. policies and intentions; and
- 4) to administer overseas the cultural and educational exchange programs.

The Commission has noted much that the country can be proud of in the work of USIA's overseas officers and their complements of local nationals who advise and assist them.

Much remains to be done to improve professional skills and techniques, the quality of information programs and products and the internal overall management and direction of the program. Such improvements would facilitate the achievement of the information program's purposes.

STATUS OF RECOMMENDATIONS IN 19TH REPORT

The 19th Report to Congress of the United States Advisory Commission on Information contained fifteen recommendations for the improvement of USIA. The results of two of these recommendations warrant special commendation.

The first was a recommendation concerning career status for USIA foreign service officers. The Commission is glad to report that an administrative agreement has been entered into between the Secretary of State and the Director of USIA, and endorsed by the President, whereby the Foreign Service Act of 1946 was made applicable to USIA. Accordingly, USIA's foreign service corps will soon be integrated into the State Department's foreign service. Although this Commission would have preferred separate legislation as a first step towards eventual amalgamation, it is hoped that the implementation of this agreement will be conducted with care, fairness and patience on both sides and with due regard for the equities of the officers whose records are being reviewed prior to official acceptance into the foreign service of the United

States. The Commission also hopes that this can be done without USIA's suffering the loss of its independence, i.e., its role and voice as an independent agency of government.

The second recommendation was the creation of a committee to survey the Agency's publications. This was instituted and completed with dispatch. The USIA Committee's recommendations for merging and eliminating publications, should result in sharper targeting as well as in improved format and content. It should also lead to measurable economies. The Commission suggests that the Agency consider utilizing the services of outside specialists in magazine production, format, layout and graphics in future reviews. They could contribute fresh and creative suggestions derived from their experience in producing publications whose quality and success are nationally known.

The Commission believes that although some progress has been made by USIA in improving conditions referred to in some of the remaining thirteen recommendations, it is clear that these conditions and problems will require continuing attention.

In general, these thirteen recommendations related 1) to means of improving the management of the foreign information program and the morale of its personnel, and 2) to ways of inducing greater Agency and top management concern for the impact on foreign populations of its programs, its operations and its communications.

The following is a summary of the principal recommendations made in the Commission's last Report to Congress and a brief statement concerning the Agency's reactions to these recommendations.

1. *To Improve Internal Management, Communication and Coordination.*

The Commission renews its recommendation that USIA should have a permanent career administrator (not to be confused with the Assistant Director for Administration) who would serve as a continuing management officer. He would furnish continuity to the changing top leadership of the Agency. He

would function as a general manager. He would concentrate on the daily need to integrate and coordinate effectively the products and programs of the media with the requirements of the geographic areas. He would attempt to ensure that research and evaluation as well as policy guidance are melded into the total operation. And he would have the authority to decide, to issue directives, to act daily as a general manager translating the objectives, policies and operating philosophy of the Director into concrete and specific operations.

2. *To Reduce the Number of USIA Buildings in Washington From Eleven to One.*

The Agency has tried to obtain more adequate housing facilities in order to conduct its affairs more efficiently. The acquisition of additional space in the building that adjoins 1776 Pennsylvania Avenue may be of some immediate assistance. The elements of the Agency, however, continue to remain scattered about Washington. The Commission renews its recommendation for a single facility.

3. *To Improve and Strengthen Long Range Planning.*

The one USIA effort in this area has not been sustained. The five year budget planning imposed upon USIA by the Bureau of the Budget was useful and may in time lead to more fruitful results. However, USIA has not yet fully implemented the notion of long range planning. The Commission recommends the need to institute forward planning as a permanent tool of management and policy.

4. Four recommendations were made for improving the administration of the cultural and exchange programs. Commission suggestions were:

a) *To Review and Study the Role of the Cultural Affairs Officer.*

The Commission has been informed that the State Department has authorized the Brookings Institution to sponsor a study of the functions and role of the Cultural Affairs Officer (CAO).

b) *To Coordinate and Concentrate the Government's Programs for Orienting and Training Foreign Specialists in Mass Communications.*

There is need to focus more systematic attention on this problem. Foreign journalists who labor daily in press, radio, television, motion pictures, book publishing and magazine publications help create atmosphere and attitudes concerning the United States. The administration of their orientation and training, when they are invited to come to the United States, should be reexamined. This applies equally to executives in foreign mass communications media who visit this country under special grants.

c) *To Reconsider the USIA Decision to Reduce the Number of Libraries in Western Europe.*

Western Europe remains the most important strategic area for the United States, which must labor continuously to prevent misunderstanding and ignorance of American intentions. The Commission hopes that the Congress will reconsider its views which prompted the USIA to reduce useful and effective institutions which have created much good will for the United States.

The decision to eliminate libraries in Western Europe or any other major program should be based on research evaluation which compares the impact or effective use of the library with other media. It is possible that for greater effectiveness, USIA would have been better advised to reduce other activities.

As this report is being prepared, news of rioting and destruction of USIA libraries in Egypt and Indonesia, and of demonstrations within the USSR reached the United States. This treatment of U.S. libraries has shocked Americans as well as others around the world who recognize the importance of making available reliable information through magazines, books and other publications.

Since 1945, USIA has documented 68 separate incidents of USIS libraries around the world which sustained attacks ranging in severity from broken windows to wholesale pillage. It is clear that the presence of a United States library abroad has attracted to it students, young people, journalists, and government officials. It has served them as a window to the outside world. Those who break that window are the dissatisfied, the frustrated, the sullen or the enemies of knowledge and freedom. In the Commission's view, attacks by certain foreigners on USIS libraries attest to their effectiveness with the broad population for two reasons. First, there would be no point in attacking ineffectual operations. Second, outpourings of deep regret, and in some instances of financial contributions for building repair and book restoration, testify to the more favorable views of an appreciative and more permanent library clientele.

These mounting attacks on USIS libraries suggest that this program should not be curtailed but reexamined. These libraries fulfill a need. They are a constructive force. They are an effective symbol of the American presence.

d) *To Restore the Balance of the Agency's Cultural Programs.*

The new management of the Information Center Service, the heart of the Agency's cultural operations has made a serious effort to integrate these operations more closely with the information function. Some progress is being made. Although cultural programs are justified by USIA only insofar as they implement political objectives, there is a need for greater flexibility and a somewhat broader and longer range view of the effectiveness of the cultural arm. In this area especially, results can only be measured after continuous and repetitive effort over a long period. Cultural operations are not a tactical arm. They are educational in the broadest sense of the term and it will require patience before their fruits ripen.

The Commission recommends that USIA strengthen its cultural programs, recognizing that many of their benefits to the United States take a long time to develop.

5. To Assume Responsibility for Planning and Executing the President's Trade Fair Exhibition Program.

There is some USIA recognition of the need for central planning and execution of the international trade fair exhibition program. The Commission hopes the need will be met. The problem of delivering an effective message to foreign audiences by the device of the trade fair remains. It will continue so long as responsibility for its planning and execution remains divided between two government agencies. The Commission hopes that USIA will assess the value and impact of each fair in order to improve succeeding ones by ensuring that the proper message is conveyed.

6. To Seek Outside Evaluation of USIA Print and Radio Programs.

As previously noted, there has been some improvement in program evaluation within USIA. However, the Commission continues to believe that outside specialists can aid USIA in improving the contents and format of its print and radio operations. The Commission again makes this recommendation in the interest of increasing economy and effectiveness.

7. To Expand the Research Program and To Use Its Results More Effectively.

There is some evidence that USIA is starting to expand and utilize its research program. Some Public Affairs Officers (PAO's), area and media directors are beginning to appreciate the need to determine the impact and effectiveness of their programs and products as they relate to the psychological climate in which operations are conducted. Other media and area directors and most PAO's continue to resist efforts to study their products or to use the results of research in the

planning of their programs. The magnitude of USIA's research operation remains far below the customarily accepted minima in private communications research and in private industry.

8. *To Consider the Need To Consolidate Into One Agency of Government the Related But Widely Scattered Programs in Information, Education and Culture.*

This is a proposal which requires overall government action. There is no question but that programs in this area have proliferated all over the government. In addition to USIA, the Department of State, the Agency for International Development (AID), the Department of Defense, the Peace Corps, the Office of Education, and the Departments of Commerce, Labor and Agriculture, among the major agencies, and a number of minor ones, conduct such programs. This has been amply documented in the hearings conducted by Representative Fascell of Florida and the House Subcommittee on Foreign Affairs. It is summarized in a committee report entitled "The U.S. Ideological Effort: Government Agencies and Programs", January, 1964. There is need for tightening up, for greater government-wide coordination, and for the elimination of overlapping authorities and responsibilities in the foreign information, cultural, and educational fields presently divided among so many government agencies.

9. *To Seek the Advice and Guidance of Local Latin American Practitioners of Mass Communications in Presenting the Alliance for Progress to Latin America.*

The Commission has been unable to ascertain the extent to which USIA follows this recommendation. The Commission has not visited Latin American posts this year to conduct independent observations. Nor has it received any information from the Agency concerning this matter.

10. *To Confine USIA's Domestic Publications to a Minimum and Limit the Distribution of Its Media Products in the U.S. in Accordance With the Intentions of Congress.*

Although this has been a recurring problem, there has been some reduction and the Agency has been responsive to past complaints both public and congressional. It is important however, to watch and reduce further this activity. The Agency should make a continuous effort to keep Congress informed as to its activities and its programs. The focus of USIA's interest and the time and efforts of its officials should be devoted to its overseas organization, strategy and purposes. The targets are foreign, not domestic. Speeches in the United States by USIA and the exhibition and dissemination of its product in this country should be held to a minimum.

THE NEED FOR A STUDY OF USIA'S 1964 ELECTION COVERAGE

Prior to the election of 1964, the Commission suggested that the Agency authorize a post-election study of USIA's coverage and presentation of the election.

Such a study would provide the present administrators of the Agency with an evaluation of its objectivity and of its ability to project to overseas audiences a balanced account of the American election process.

The results of the study would also help formulate guidelines to the administrators in the presentation and coverage of future national election campaigns.

The Commission recommends that this study be conducted by outside experts in political science and journalism who also have an understanding of the problems of translating the American election experience into terms that are of interest and make sense to foreign audiences.

INTERNATIONAL COOPERATION YEAR—1965

On October 2, 1964, President Lyndon B. Johnson signed a proclamation naming 1965 as "International Cooperation Year" (ICY) in the United States. The observance of 1965 was requested by the 18th United Nations General Assembly in a resolution adopted on November 21, 1963.

The President further announced his plans to convoke a White House Conference "to search, explore, and thoroughly discuss every conceivable approach and avenue of cooperation that could lead to peace."

The Department of State will coordinate public and private proposals and programs which demonstrate the interest of the people of the United States in peace and in international cooperation.

USIA can perform two roles. It can publicize worldwide through all its media the sustained efforts of many private American organizations, universities and associations. This it plans to do.

USIA is also qualified to encourage and support the research and study of foreign attitudes towards international cooperation. This is an area in which USIA can assume leadership and help make 1965 not only a year of progress but one in which research on public attitudes towards international cooperation can be initiated in many parts of the world.

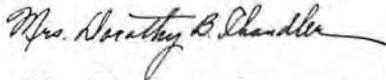
The diplomatic, political, military and economic factors that bear on peace are the essence of international cooperation. Psychological factors, however, should not be neglected. The more the world learns about the dynamics of popular opinion and the related psychological dimensions that affect international understanding, the less difficult will the peace-making task become for the principal statesmen of our times.

Thus, USIA's twin roles in the International Cooperation Year—to publicize abroad the appropriate activities undertaken by the people of the United States and to stimulate research on world opinion and attitudes towards international cooperation—can eventually lead to greater mutual understanding between the people of the United States and the people of other countries. This is the purpose of Public Law 402, which governs the activities of the U.S. Information Agency.

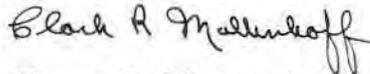
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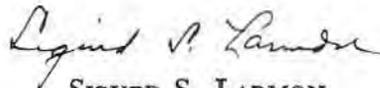
FRANK STANTON
Chairman



Mrs. DOROTHY CHANDLER



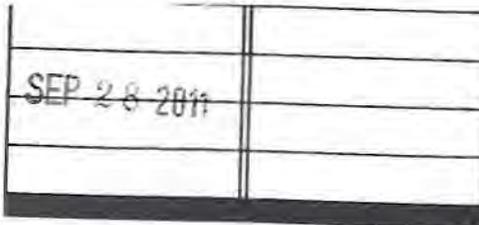
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MARCH 23, 1965