



Superior in Women's Debate: from left, seated, Linda Hair and Judy Rogers, Hardin-Simmons; Anne Hodges and Nancy Norris, North Texas State College. Standing, Dana Ralston and Remy Barnes, Linfield; Mardell Schaumberg and Mary Jo Krueger, Wisconsin State, Oshkosh.

Women's Debate

SUPERIOR RATINGS

Hardin-Simmons University
 Linfield College
 North Texas State College
 Wisconsin State, Oshkosh

EXCELLENT RATINGS

Augustana College, South Dakota
 Central State, Oklahoma
 Georgetown College
 Harding College
 Illinois State Normal University
 Kansas State College, Pittsburg
 Los Angeles State College
 Macalester College
 Mississippi Southern
 Mississippi State College for Women
 Pacific Lutheran College
 University of the Pacific
 St. Olaf College
 Seattle Pacific College
 Southeast Missouri State
 Southern Illinois University

Southwestern, Kansas

University of Southwestern Louisiana

GOOD RATINGS

University of Akron
 Arizona State
 Bradley University
 Central Missouri State
 Culver-Stockton
 Wisconsin State, Eau Claire
 Heidelberg
 Hope
 Kent State
 Midland
 Morningside
 Pasadena
 University of Puget Sound
 San Diego State
 Sioux Falls College
 South Dakota State
 Wisconsin State, Whitewater
 Whitworth

Men's Debate

SUPERIOR RATINGS

Augustana College, Illinois
Baylor University
Gustavus Adolphus
University of Kansas City
Linfield
Mississippi Southern
North Texas State
University of Pacific
St. Thomas
San Diego State
San Fernando
Tennessee Polytechnic
Wheaton
William Jewell

EXCELLENT RATINGS

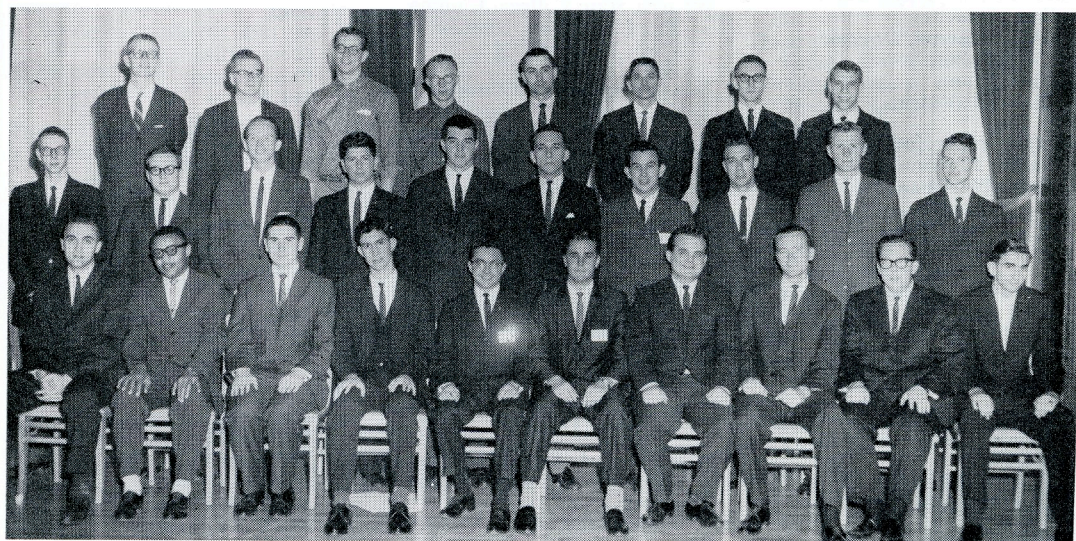
Arizona University
Bowling Green
Bradley University
Central State, Oklahoma
University of Dayton
Georgetown
Hamline
Harding
University of Illinois at Chicago
Illinois State Normal University
Kansas State, Pittsburg
Lamar Tech.

Los Angeles State
Luther
Macalester
Middle Tennessee State
Morningside
Northern Illinois University
Oklahoma City University
Otterbein College
Redlands
Ripon
St. Olaf
South Dakota School of Mines
Southern Illinois University
Southwestern Kansas
Southwestern Louisiana
Texas Christian
Western Washington
Whitewater
Whitman
Wisconsin State, Oshkosh

GOOD RATINGS

Abilene Christian
Adams State College
Arizona State College
Bethany Nazarene
Black Hills Teachers
Buena Vista
Carroll College, Wisconsin

Central College, Iowa
Central Missouri State
University of Detroit
Eastern Illinois
Eastern Montana
Hardin-Simmons
Heidelberg
Hope
Illinois College
Kearney State
Marietta
Maryville
Midland
Midwestern University
Mississippi State
Nebraska Wesleyan
North Central, Illinois
Northern State Teachers
Omaha University
Pacific Lutheran
Puget Sound
Rockhurst
Sioux Falls
South Dakota State
Southwestern State, Oklahoma
Western State, Colorado
Westminster
Wisconsin State, River Falls



Superior in Men's Debate: from left, first row, John Beyer and Horace Wheatley, University of the Pacific; Gary Collier and Steve Mann, San Fernando Valley; Paul Melhuish and John Adkins, Linfield; George Schell and Sheldon Mixon, Baylor University; John Swaney and Bob Chambers, North Texas State. Second Row, Tom Mennenga and Bill Wagner, College of St. Thomas; Terry Van Oss and John Coker, San Diego State; Dave King and Bill Carrington, Tennessee Tech; Stan Gwin and Ralph Pinckley, Mississippi Southern; Gary Griffin and Harry Cawood, Wheaton. Third row, Tom Benson and Richard Smith, Augustana College, Illinois; Hap LeVander and Gary Anderson, Gustavus Adolphus; Gene Voigts and Ron Walstrom, William Jewell; William Crawford and Roy Leeper, University of Kansas City.

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Rusch Dees
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FCC Practices and Problems In Regulating Radio and Television Programs

WALTER B. EMERY*

QUANTITATIVE DIMENSIONS OF BROADCASTING

As of July 1, 1959, there were 3,366 standard broadcast stations (AM) on the air and an additional 123 under construction. At the same time, there were 622 FM stations in operation and another 147 being built. The box score for TV was 566 stations on the air and 101 more soon to be on the air.

Educational broadcasting has now reached large dimensions. More than 160 noncommercial AM and FM stations are being operated by educational institutions. About 50 educational TV stations are on the air, distributed among more than 25 states and serving areas with a total population of more than 45 million people. Last year, almost 1,000 school districts or school systems in 32 states were making regular use of television instruction. Last year more than 240 colleges and universities were offering credit for Continental Classroom.

As important and alluring as public broadcasting has come to be, quantitatively it is only a small part of the total picture. It is not generally realized, that for every station which transmits programs to the general public there are about eighty-five more stations providing other useful services. For example, there were, in 1959, more than 200,000 licensed stations contributing to the efficiency and safety of travel on land, water and in the air.

Added to these are about 30,000 that serve public functions such as police and fire protection. About 50,000 more are used by a wide variety of business and industrial enterprises. There are numerous other services such as the Disaster Communications

Service, Citizens Radio, Amateur Broadcasting with thousands of transmitters authorized by the FCC. In fact, at the close of the fiscal year 1958, the FCC had nearly 2.5 million broadcast authorizations on its books.

THEORIES OF REGULATION

These vast communication services are so vital to the security and well-being of our people, it is unthinkable that they could be carried on effectively without some governmental regulation. Some have advocated in the past that management should be free to operate these facilities without public regulation. Few persons today, however, seriously entertain such a notion. If for no other reason, in the field of broadcasting the problem of technical interference accentuated by a crowded radio spectrum would be so great that such a system of unrestrained operation would not be feasible.

In 1959, Whitney North Seymour was engaged by the National Association of Broadcasters as Special Counsel to do a legal study as to the authority of the FCC to regulate broadcast programming. As a result of his study, he expressed the view that licensees of stations have the responsibility to meet the statutory standards of "public convenience, interest or necessity."

Mr. Seymour, however, does not think that the Commission has any power to impose its program notions upon licensees. "Those with special views about what the public ought to see, hear or enjoy," he has said, "should first persuade the public to want them rather than to ask the Commission to impose their private notions on the public, which it cannot do. Whatever may be said in the abstract about the superiority of symphonies or panel discussion

* Professor, Television and Radio Department, Communication Arts College, Michigan State University, East Lansing.

over westerns or who-dun-its, the Commission is not entitled to say to tired farmers, businessmen or even lawyers that they must watch or listen to such cultural programs instead of enjoying the kind of entertainment they may prefer, even if their preference saddens some. The way to persuade them to raise their sights is not official fiat or prohibition."

CONFLICTING PHILOSOPHIES CREATE PROBLEMS FOR THE FCC

Conflicting philosophies as to the role of government in the field of broadcasting have made it difficult for the Federal Communications Commission. There have been incessant pressures from important segments of the broadcast industry and the general public to avoid any form of program control by the government. On the other hand, large numbers of citizens and groups in our democratic society have been highly critical of the FCC for not regulating broadcast programs more strictly.

The FCC's problem has been further complicated by a statutory mandate that stations must operate in the "public interest." The Communications Act imposes on the Commission the responsibility of requiring that stations comply with this standard but is vague as to what the standard means and how it should be applied.

The Commission increasingly received complaints from the public regarding radio programs in general. Many people were unhappy with the large number of broadcasts involving fortune telling, false and misleading advertising, over-commercialization, suggestive programs bordering on obscenity and indecency. The FCC received a large volume of mail complaining that too little broadcast time was provided for local live talent and community organizations; that discussion of local issues was neglected and, in some cases, stations were unfair and biased in the presentation of news; and that there were too few programs of an educational, cultural and religious nature.

THE BLUE BOOK IS ADOPTED

At long last, the FCC decided to do something positive about the situation. Accordingly, it conducted a comprehensive study, and in March, 1946, issued a report, *Public Service Responsibility of Broadcast Licensees*, popularly or unpopularly known as the Blue Book.

Essentially, what this report said was that the licensee of a broadcasting station has a responsibility to provide a service designed to meet local needs; and that in meeting these needs four important factors should be taken into account: (1) some free broadcasting time should be made available for non-commercial network programs of a religious, educational and cultural nature; (2) some programs should be carried which give opportunities for the development of live talent and the expression of opinion at the local level; (3) opportunities for the discussion of important public issues should be provided; (4) advertising excesses should be avoided. The Commission prescribed no particular percentages of time for these different program categories, but did stress that the licensee had the responsibility of attempting to achieve a "balanced program schedule" in terms of the particular needs of the community served by the station.

While the principles set forth in the Blue Book have not been officially repudiated, a former Chairman, almost a year ago, indicated that, although many of its policies probably still apply, "it no longer is considered a statement of Commission policy and is now out of print."

FCC CONCERN WITH OVER-ALL PROGRAMMING

Section 326 of the Communications Act prohibits the FCC from exercising any powers of censorship over the programs of radio and television stations. As pointed out, however, other provisions of the Act require the Commission to see that stations operate in the public interest. To avoid censorship on the one hand and to carry out its statutory responsibilities for program surveillance on the other has been no easy task. What the Commission has done is make it clear that its chief concern is with the over-all operation of stations measured in terms of the local needs, and not individual programs or particular formats or ways in which they are presented.

DISCUSSION OF PUBLIC ISSUES

In determining material to be broadcast, the Commission has said that the choice must be made "in a manner consistent with the basic policy of the Congress that radio be maintained as a medium for free speech for the general public as a whole rather than as an outlet for the purely personal or

private interests of the licensee. This requires that licensees devote a reasonable percentage of their broadcasting time to the discussion of public issues of interest in the community served by their stations and that such programs be designed so that the public has a reasonable opportunity to hear different opposing positions on the public issues of interest and importance in the community."

FCC PROGRAM POLICIES AND PRACTICES SUMMARIZED

In summary, it may be said that programs specifically prohibited by statute such as lotteries or broadcasts of an indecent character are contrary to the public interest and the FCC is empowered to revoke licenses of stations carrying such programs. But more than this, the Commission may refuse to renew licenses where, after public hearing, the evidence shows that stations have failed to provide a "balanced" program service designed to meet the varied needs of the particular communities in which the stations are located.

The Commission has not established any hard and fast formula applicable to every station and community. It has stressed the importance of providing a balanced program service—balanced in the sense that a reasonable effort is made to serve the religious, educational, cultural and economic needs of the community and to afford reasonable access to the microphone or camera for the expression of different points of view on important public issues.

A LOOK TO THE FUTURE

As an outgrowth of the quiz scandals and payola practices of some broadcast stations, the Commission recently established a new division—the Complaints and Compliance Division of the Broadcast Bureau. As explained by Frederick W. Ford, former FCC Chairman, the unit was established "because of our conviction that vigorous, timely and systematic action in this area is essential to ensure that broadcasters fully discharge their obligation to operate in the public interest."

The main aspects of the new surveillance program, as envisioned by former Chairman Ford, are:

(1) Immediate, thorough and effective on-the-spot investigations of complaints received by the FCC.

(2) Spot checks, through monitoring, of

selected stations to make sure their programming conforms to promises made to the Commission.

(3) Immediate remedial action where flagrant violations are uncovered.

The outcome and success of this new program will depend to a great extent upon the attitude of Congress and the broadcast industry. If they give it reasonable support, it has a chance to succeed. If they oppose it, as has been their disposition in the past, it will fail. That is, unless their opposition is outweighed by a strong and articulate public opinion demanding that the FCC play a more vigorous role in the establishment and enforcement of program standards.

In the past, Congress, supported by powerful segments of the broadcast industry, has often opposed and defeated efforts of the FCC to establish and enforce standards of broadcast performance. On the other hand, no Congress has been willing to provide as much money as the 86th one to help the FCC undertake a surveillance program. It will be a year or so, however, before there can be any assurance that the objectives and the hopes of the FCC will be realized.



DISTINGUISHED ALUMNUS AWARD

A major feature of the first business meeting was the presentation of a Pi Kappa Delta Distinguished Alumnus Award to Dr. Walter B. Emery, Michigan State University. Printed on page 39 is the citation read by President Harvey Cromwell prior to the award, and printed herewith are significant excerpts from the address which Dr. Emery delivered to the Convention.

Chapter Notes

ILLINOIS COLLEGE

The Illinois Phi Chapter at Illinois College, Jacksonville, Illinois, has completed the 1960-61 season with an impressive record for a group of thirteen active members participating in eight tournaments.

The team was strongest in individual events, particularly oratory. For instance, they received two of the four superiors given in this field at Bradley University, had the top orator at the Illinois Normal Tournament, placed second in the Men's Illinois Intercollegiate Oratorical Assn. Tournament, won first place in men's oratory and second place in women's oratory at Northern Illinois University. Then they rounded off the season with a third and seventh place at Stillwater.

In discussion I.C. received the only superior rating given at the Northern Illinois University Tournament.

The debate squad batted .500 for the entire season. The most outstanding accomplishment was winning second place at Illinois Normal. A sophomore brought home a third place medal for individual speaking in debate from Northern Illinois University.

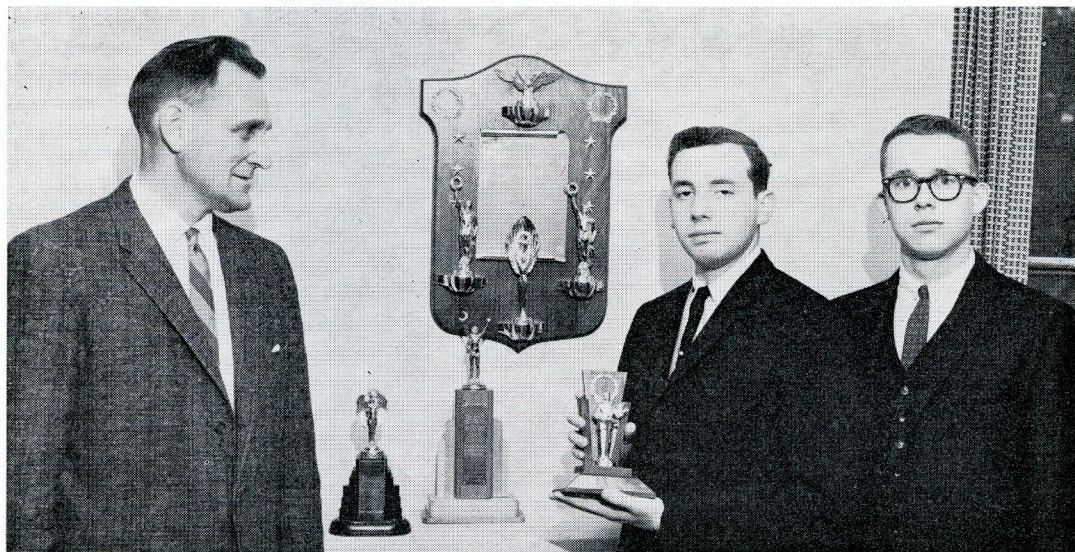
Since the majority of the group will return next fall, the chapter is looking forward to another year of successful forensic competition.

DELTA STATE COLLEGE

Mississippi Zeta's first activity following the National Pi Kap Convention was the sponsorship of a debate with a touring group from Harvard. The debate received a good attendance, and the decision was determined through a shift-of-opinion ballot. Harvard had the negative and won on the basis of audience shifts.



Pictured above are the officers of the newly organized and chartered Mississippi Zeta Chapter of Pi Kappa Delta. Standing, left to right, are Betty Lane Andrews, president, and Mary Lee Goode, vice-president; seated, are Margie Smith, secretary-treasurer; Dr. Thomas L. Tedford, faculty sponsor, and Gloria Poag, corresponding secretary. Not shown are Frank Crawford, Jimmy Thompson, Carol Manning, and Dr. Ralph Hitt.



WISCONSIN ALPHA CHAPTER, RIPON COLLEGE—Pictured with chapter sponsor, Professor Howard C. Hansen, Chairman of the Speech Department, are awards-winning Verne Cronen, sophomore, and Thomas Farrand, junior. Catching their stride in their new-found partnership these two speakers are pictured holding the second-place trophy won at Oshkosh State College tournament in November, where they lost a championship split-decision to Northwestern affirmative. In the background are the Eau Claire tournament discussion trophy, won by Farrand, the class "A" debate trophy won by them both, and the sweepstakes trophy won by Ripon on the combined efforts of these two in debating, discussion and extemp speaking. Other active members of this year's squad are Sally Buhrman, John Hibbard, Karen Kocur and Bill Haljun.

THE CITATION

Dr. Walter B. Emery, you have been chosen by the National Council of Pi Kappa Delta as one who exemplifies to a high degree the purposes and ideals of Pi Kappa Delta.

You developed a high regard for forensics as a student and member of Pi Kappa Delta at Oklahoma Baptist University. Your continued interest in the art of the spoken word was further shown by your receiving the LL.B. degree from the University of Oklahoma and the Doctorate of Philosophy in Speech from the University of Wisconsin. As director of forensics and professor of speech at the University of Oklahoma and at Ohio State University, you demonstrated your continued interest in debate and forensic speaking.

Not only have you emphasized the value of effective oral communication, you have also demonstrated its importance as a vocational aid. From 1943-1958, you served with the Federal Communications Commission in Washington, D.C., as attorney, examiner, Chief of the Renewals and Revocations Division, Legal Assistant to the Chairman of the Federal Communications

Commission, and General Consultant to the Joint Council on Educational Television.

In 1958, you returned to the field of education as professor of Television and Radio, and as Consultant of Broadcasting Operations at Michigan State University.

You are recognized as an outstanding authority and lecturer on the relation of the federal government and mass media of communication. You have written widely in the fields of persuasion, argumentation, law, and educational broadcasting. You are now law editor of the *Journal of Broadcasting*, the new editor of *NAEB*, the *National Association of Educational Broadcasting*, and have served as contributing editor to *Telefilm Magazine*. Your book, *Government and Broadcasting*, is scheduled to be published this month. You are a member of the Oklahoma Bar, the FCC Bar, and licensed to practice law in the U.S. District Court, the U.S. Court of Appeals, and U.S. Supreme Court.

Therefore in recognition of your outstanding achievements the members of Pi Kappa Delta consider it an honor to extend to you the 1961 Pi Kappa Delta Distinguished Alumnus Award.

THE ART OF PERSUASION
—BEAUTIFUL AND JUST