

The same principle applies to school facilities. School facilities cannot be used by any state or local government body unless the body first obtains permission from the administering agency of the school concerned. No agency, public or private, may use school facilities if that use interferes in any way with regular school education.

The Citizens' Public Hall (CPH) is one of the best institutions for government agencies to provide information to people in local communities. The Education Ministry estimates that approximately 5,000 CPH's have been established. The CPH have a legal basis provided in the Social Education Law. They have as their objective "the performance of various activities for the cause of education, science, and culture by providing the people in a city, town, or village, and other specific areas, certain types of education for daily living to improve their attainments, improve their health, ennoble their sentiment, elevate their cultural life, and, in general, increase social welfare of the community." These objectives obviously include information programs conducted by government agencies.

To achieve these objectives, a Citizens' Public Hall may develop courses of lectures, discussions, short courses, demonstrations, and exhibitions. Books, phonograph records, and motion pictures should be utilized in connection with CPH activities. A CPH may sponsor athletic meets and recreation programs. Another important function is to provide the community a place for its meetings.

Specific activities now being carried on by CPH's which are related to information programs sponsored by government agencies include study of national and local laws; farm product shows; vocational classes related to local industry; workshops for repairing agricultural equipment; English classes; publication of the "Newspaper of the Town"; domestic science study groups and exhibitions; hygiene; traffic safety; instruction on chicken and livestock raising; and recreation for young people.

Government agencies may request local boards of education, or, pending their establishment, town, and village mayors to cooperate in developing information programs. For example, if the Welfare Ministry desires active participation by a particular CPH in an information program, the Welfare Ministry can send a request to the Welfare Section of the Prefecture Government. This Section will work through the Prefectural Board of Education which would forward the request to the appropriate local board of education. Whether the CPH would participate is strictly for the local board to decide following consultation with the CPH manager.

In the event that government agencies request boards of education to act for or cooperate with them in providing information materials or in developing information programs, the government agencies must provide funds required for the activities after consulting the boards of education.

Let us consider the second type of education groups, namely private

organizations whose primary interest is education. The Parent-Teacher Associations are perhaps the most important. PTA's are concerned primarily with promoting the welfare of children through education. They are not agencies which various government offices can use for sponsoring information campaigns which have no connection with the aims of the PTA. The PTA is an autonomous organization. Information materials may be supplied to PTA's, and the PTA's will use them in their programs only upon the will of the membership of each individual PTA. If a National PTA Federation is established, government agencies may provide information materials directly to the Federation. Whether or not the Federation passes along the material is up to the Federation.

Government subsidies to the PTA's or any other private organization to carry on any type of information programs are unauthorized. Government agencies may ask for the participation of education groups, but whether a group cooperates depends entirely upon the will of its members.

The third type of "education groups" is private schools. These schools are autonomous in the same way as private organizations and may cooperate in government-sponsored information programs or refuse as their **authorities** see fit. Government subsidies to private schools for any **purpose**, including government-sponsored conferences, exhibitions, demonstrations, public forums, and other types of public meetings are considered to be legitimate functions of appropriate government agencies. Such activities must, however, be restricted to projects whose purpose it is to furnish needed information to interested organizations or institutions.

For example, it would be illegal for a government agency to furnish funds to print materials for a YMCA or a particular women's association. However, it would be legal for a government agency to expend public funds to print material offering suggestions on how an individual in an autonomous association might conduct a meeting according to parliamentary procedures, and to supply such materials available to all who want them.

It would be illegal for a government agency to furnish funds for a meeting of a residential women's organization or Boy Scouts. It would be legal, however, for funds to be expended for a government-sponsored invitational meeting with voluntary participation by representatives of various organizations and educational groups, to consider mutual problems.

May I repeat once again that it is illegal for the government to force any information program of any type on a private organization. It is legal for a government agency to ask for participation by an organization in conducting information campaigns; however, the organization may or may not agree to participate.

The relationship of government to private organizations interested in social education is clearly defined in the Social Education Law, which was promulgated 10 June 1949. The Law also defines the functions of Social Education Sections of Secretariats of Boards of Education concerning

social education activities. One of the functions of the Social Education Sections is to sponsor and encourage discussions, short courses of lectures, popular lectures, exhibitions, and other types of meetings open to the public. Information materials made available to Social Education Sections by other agencies of government often can be effectively used in these government-sponsored public meetings.

SESSION NO. 10

MAGAZINES AND LIBRARIES

CHAIRMAN

K. Kawamura, Astra Advertising Agency

THE PLACE OF MAGAZINES IN INFORMATION PROGRAMS

Elizabeth Spence, Press and Publications Branch, CIE

Information specialists cannot afford to overlook the possibilities which magazines offer for acquainting the public with information programs and enlisting popular support essential for these programs. These are some of the advantages of magazines as an information medium:

1. Although they cannot boast the large circulation of the big daily newspapers, special magazines in the technical and scientific fields reach readers who might miss the same story carried in a newspaper.

2. Publication of an article in a professional or technical journal usually gives it more significance to readers of those journals than the same story appearing in a newspaper. Generally speaking, people read newspapers hurriedly but they approach magazines in a more leisurely, thoughtful frame of mind.

3. Magazines are considered more permanent than newspapers. They are more frequently filed for reference or passed from neighbor to neighbor.

4. Magazines often carry specialized material which newspapers will not print because they do not have the space or because the material is interesting only to a limited number of readers.

5. Even in cases where newspapers and magazines carry the same story, the magazine usually will treat it more fully. It can do this because the weekly or monthly publication can allow more time for research and because magazines deal with fewer topics.

In consideration of these facts, no information specialist can afford to neglect the needs of magazine editors. But the job won't do

itself. Unless one person is charged with the responsibility of servicing magazines they are likely to be neglected. While every government information section cannot afford to employ a full-time magazine specialist, every section can and should make one member of its information staff responsible for contacting and servicing magazines. The magazine specialist can have in mind the particular needs of magazines and so do a better job. Furthermore, magazine editors would know whom to call when they need help and would be likely to pay attention to releases, suggestions for articles, or invitations to conferences coming from a magazine specialist in an information agency.

Servicing magazines involves a number of problems. One obvious problem is that magazines have to meet deadlines far in advance of publication date. The keen competition prevailing among magazines have aggravated this situation; one of the children's magazines, brings out its October issues in mid-August. This is an extreme case but all magazines, with the exception of a few news weeklies, go to press weeks or even months in advance of publications.

This seems very hard for people who have never had to meet magazine deadlines. Many information specialists often wait until August 15 before thinking of information which would be timely in September issues of magazines. Naturally it can't be done, and the officials must be briefed on the necessity for submitting magazine articles early.

A second problem in servicing magazines arises from the fact that editors, generally speaking, insist on exclusive articles in order to have their magazines different from other magazines in the field. Therefore, it would be unrealistic to expect a large number of magazines to print magazine releases offered to them on a non-exclusive basis. Service to magazines has to be on a more individualized basis than is necessary for newspaper publicity.

A third problem in servicing magazines is that there are so many of them. Unlike the newspapers, they cannot be notified quickly of a pending press conference or a news development by means of a wire service. Every individual magazine that is contacted involves a phone call or a letter.

Further complicating the job of magazine servicing is the fact that there are so many different types of magazines in many specialized subject matter fields aimed at readers of widely varying education. It therefore behooves information people not to think of a program in general terms. Think always in terms of what a program means to the businessman, the housewife, the farmer, or whichever groups are most concerned, and supply information to magazines written for those readers.

Knowing the magazines in the field with which you are concerned is essential for full utilization of this medium. This doesn't mean merely being able to name the leading magazines. It means studying them thor-

oughly, their editorial policy, the type of articles they carry, the type and number of readers, and the policies of their editors. Only by so doing will you be able to supply suitable material to those magazines and thereby reach important groups of readers with news of your programs.

Editors are interested in news and angles. They object to being served with stale, worked-over propaganda. For this reason you should be continually on the alert for new developments, for concrete cases, and for significant facts and figures or research findings from which editors can build useful and interesting articles.

Generally speaking, magazines prefer to develop their own stories in their own way but they are grateful for story tips and for background material. Special magazines may be interested in running the full text of regulations or research studies pertaining to their field, or speeches made by government officials to groups such as bar associations, teachers organizations, or labor unions. A phone call notifying the editor that the material is available will channel useful information to readers who need it.

Another way to enlist the cooperation and gain the confidence and friendship of magazine editors is to give them prompt and courteous service when they ask for help. When they want information, make every effort to get it for them speedily. Sometimes this can be done by arranging for an interview with or submitting questions to the appropriate government authorities or specialists. Often many of the answers are in the government releases and documents already published which can be brought to the attention of the editor.

Since high government officials are usually too busy to see individually all the editors who would like to ask them questions, sometimes a magazine conference is a practical solution. Or again - when not enough magazines are concerned to warrant a special magazine conference - a few individual magazine editors may profitably be invited to regular press conferences dealing with a subject in which they have expressed interest. Since magazine staffs are small and editors busy, such invitations should be issued several days in advance in order that a qualified person can be spared to attend. A magazine conference should not be set up or a special invitation to a press conference issued unless the speaker is prepared to supply information which will have interest and significance in a magazine printed weeks or months after the conference.

Pictures help sell stories to magazines. Three or four good pictures dramatizing important phases of a program - pictures with human interest and action - are more useful than a hundred dull, meaningless shots. Extra prints that won't be used are a waste too. For this reason it is usually better to have only a sample print or two of each picture on hand and make copies for releases to magazines on request. Sometimes good pictures are wasted because editors don't know they are available, so one job of a government information office is to see to it that the

agency picture files are handy and that magazines are informed of the picture service.

Even where the agency budget does not permit expenditures for pictures, information specialists will do well to keep the visual aspect of magazine stories always in mind. This will enable them to make concrete suggestions regarding charts, drawings, or photographs which a magazine can use with an article. By so doing, the government magazine specialist will often be able to interest an editor in a worthwhile story which would not seem sufficiently interesting without picture suggestions.

In America, writers and publishers of technical and scientific articles based on material supplied by federal agencies often ask the government information offices to check such articles for factual accuracy. Such checking is purely voluntary with no intent at censorship on the part of the government bureaus concerned. This type of service has proved particularly helpful to popular American magazines which rewrite in simple language technical material on health, homemaking, farming or business for the average reader. Scientists are likely to write in too difficult a style for the ordinary reader. Popular magazine writers are trained to make the material comprehensible and interesting but they often need help from the specialists to avoid errors in interpretation. The task of popularizing scientific and technical material is particularly difficult in Japan because so many terms are foreign and raise special problems of translation and definition. Any development which will encourage the writing of simple but accurate articles on scientific subjects would be a great boon in Japan.

One word of caution in regard to checking magazine articles for accuracy. A request for checking is not an invitation to rewrite the article or to change the conclusions of the author. As writers are fond of their own style, the smart information officer will confine himself to pointing out errors in fact. He also will keep in mind that he is not a censor and that the writer has a right to reach his own conclusion - even if unfavorable to the government program concerned.

This brings us to the question of ethics in dealing with magazine information. Always scrupulously avoid any appearance of using your official position to force or pressure an editor into using an article.

All magazines - regardless of size and importance - should be given a fair break on the news. This does not mean that a leading magazine cannot be permitted an exclusive interview or a by-line article by a high government official upon occasion.

Already mentioned is the obligation to provide accurate information. This applies to answers to inquiries no less than to releases issued. Sometimes there are legitimate reasons for not answering questions but in such instances the official should frankly state that the information is not available rather than give an evasive or misleading reply.

Government information officers also should be careful to keep the confidence of editors. Do not tell one editor about a story another is working on. This information might give the second editor the idea of rushing to press with a similar story that would kill the article which the first editor has spent weeks in writing.

HOW INFORMATION AGENCIES CAN USE LIBRARIES
Elliott Hardaway, Information Centers Branch, CIE

For many centuries the use of libraries throughout the world was the prerogative of only very wealthy people. But during the last seventy-five years, the libraries in the United States have come to be regarded as a free people's right and staunch bulwarks against tyranny. Now every citizen of the United States has free access to books. Every government agency has its own special library under the supervision of trained personnel.

Only recently the librarian of the U. S. Department of Agriculture was presented with a citation from the Secretary of Agriculture for his efforts in disseminating information in the field of agriculture. Industrial and commercial firms such as The Chase National Bank, General Motors, Dupont and the Metropolitan Life Insurance Company have their libraries. These libraries are well supported financially and supervised by well-paid, trained librarians.

The existence of specialized business and industrial research libraries in private concerns is proof of a need for them and their success in meeting these needs. Libraries can be as successful in meeting the needs of government as they have been in industry.

It is not necessary at first that every government agency establish its own library. Many agencies can get all the service they need from public and university libraries and it is quite probable that as time goes on they will include more and more materials of interest to information specialists.

There are three ways in which libraries can be of direct assistance to information sections. First, libraries can supply books and periodicals on the techniques and theory of information officer duties such as public relations, writing, reporting, design, lay-out, typography, exhibits, radio, and motion pictures. For the alert information officer library materials are essential to keep abreast of the latest developments in his profession. By knowing what new techniques are being tried and what new directions are being explored the information officer can conserve both effort and money.

A corollary to the study of the theory of technique is the study of

actual examples of information techniques. The library is the best source for those materials. When the Ministry of Agriculture decides to carry out a program of reforestation or organization of cooperatives it is only natural to investigate what similar agencies in other countries have done. Examples of the pamphlets, posters, etc., on reforestation and cooperatives put out by the U. S. Department of Agriculture or the British Ministry of Agriculture can be found in libraries. Ideas for subject treatment or physical make-up of the publication can be gleaned therefrom.

The second service performed by libraries for information officers is supplying background material for the various information programs being carried on. Information from a government office must be accurate. The only way to insure accuracy is by careful preliminary research and careful checking of all information materials. The facts about a subject figures, biographical data, and illustrations must be checked for accuracy and authenticity.

The third way in which libraries can be of assistance to information officers is as an additional outlet for press releases, posters, exhibits, films, and radio programs. Any printed materials should be distributed as a matter of routine to public, school, and special libraries. Government publications are frequently the first source to which librarians turn for information. Large public and university libraries often have special departments established to secure and service official publications.

Progressive public libraries are expanding their activities to include not only printed materials but visual materials. A documentary film made and distributed by the U. S. Department of Agriculture will be shown at the public library in Racine, Wisconsin, or used as a basis for a forum discussion in the Omaha public library. In the field of radio, many public libraries promote listening groups and forums at the libraries for special broadcasts. Any display, exhibit, or poster put out by government information offices is eagerly sought by public and school libraries.

All types of libraries can be of use to information officers. The CIE libraries, public and university libraries can be used for background research and for materials on information techniques. As funds are available government agencies should develop their own specialized libraries to supplement them.

DISCUSSION

Question (By Dentsu Advertising Agency): In the United States, if there were a newspaper with a circulation of 500,000 and a magazine with the same circulation, which would be more effective as an information outlet? What is the situation with regard to that in Japan?

Answer (By Miss Spence): It would depend on the particular story and the particular publication. If it were a story deserving national circulation and the magazine were of national circulation while the newspaper was of local circulation that would be a factor to consider. The reading level of the subscribers also would be another factor.

Answer (By Mr. Yoshino, Director of the Iwanami Shoten and Chief Editor of the Sekai Magazine): Japanese magazines with circulations of over 200,000 or 300,000 usually appeal primarily to women. A doctor will read a medical magazine and an official of the Finance Ministry will read an economic journal, but both medical and economic magazines have limited circulation. In Japan a first-rate magazine will have a circulation of from 50,000 to 100,000. Popular magazines such as women's magazines have great influence on their readers, but the level of these magazines is not high, since their emphasis is on entertainment and amusement. Intellectual magazines have a limited appeal and their circulations are usually small.

Question (By Dentsu): When a government information officer in the U. S. utilizes magazines and newspapers in supplying information to the public, to what extent does the information officer use magazines as compared with newspapers?

Answer (By Miss Spence): The emphasis is on newspapers because they are larger, there are more of them, and the news comes out immediately. Also press releases will be used by a number of newspapers, whereas magazines are more specialized and each magazine wants a different angle.

Question (By Construction Ministry): What is the structure and the budget of the libraries of American government agencies? In Japan many ministries have specialized libraries but have very low budgets and lack trained librarians. What is the status of librarians in the U.S.?

Answer (By Mr. Hardaway): Librarians in American government libraries are generally on the same level as bureau heads. The librarian for the Department of Agriculture, for instance, sits in on conferences with the committee that plans research programs of the Department. The same is true throughout the U. S. federal service. Budgets usually reflect the importance attached to libraries.

Question (By Construction Ministry): Are the libraries of government agencies open to the public

Answer (By Mr. Hardaway): Generally speaking, any government library is open to the public.

SESSION NO.11

SPECIAL MEDIA COST LITTLE, BRING BIG RESULTS

CHAIRMAN

H. Ishikawa, Ministry of Tele-Communications

SPECIAL MEDIA COST LITTLE, BRING BIG RESULTS
Bernard Dekle, Policy and Programs Branch, CIE

One might suppose from the subject of this discussion that it is proposed to tell in one easy lesson how an information service can get its program across to the Japanese people without spending any money, or at most just a little money. Unfortunately, there is no magic formula for getting something for nothing in information work. However, an efficient information service often can get its message to the people effectively at relatively small cost if it understands and employs not only mass media such as the press, radio, and films but also the so-called supporting and secondary media, which include organizations, public forums, house organs and others.

Most government agencies planning an information campaign must consider the amount of money available and shape their program to fit the budget. Economical and effective government information demands, therefore, a wide knowledge of both mass and secondary media and the ability to choose information outlets which will accomplish the desired result with a minimum expenditure of money.

Before selecting the media for an information program, an information service might well ask itself the question: "How can we reach quickly and effectively the people we wish to reach and accomplish our information objective with the least expenditure of money?" First, it must be determined whether the information objective is limited in scope and can be reached with a single appeal or two from the radio, newspaper, and other mass media or whether an elaborate campaign is required, employing a variety of techniques. A government information service should be careful not to waste its money on information objectives which are limited in scope and can be accomplished with little effort through free media such as press or radio or a secondary media; for example, organizations or public forums. On the other hand, if the campaign must cover a wide front and requires the so-called raindrops-into-flood buildup for emphasis and sustained effect, detailed planning is necessary, and it is especially important to employ seldom-used but often highly effective secondary media to reduce expenditures.

A sound information program is similar to the cumulative effect of hammering a nail. A single terrific blow usually will drive the nail only part of the way, but the cumulative effect of several additional, little, well-directed blows ~~may~~ often is required to drive the nail all

the way home. Success in most information campaigns of the broad type cannot be achieved with a single big costly medium such as a documentary film, an exhibit, or theatrical performance. A series of smaller but equally effective blows by less spectacular and less expensive media usually is required to accomplish the desired effect.

For example, let us take a quick look at secondary media at work in a broad campaign. The Economic Stabilization Board has organized an information program to explain to some 80,000,000 Japanese why a stabilized economy is needed in Japan. To reach effectively such diverse groups as farmers, businessmen, workers and youth groups will require not only big hammer blows from the mass media but supporting blasts from public forums, organizations, house organs, and school papers. These secondary media not only reach some groups and individuals which the mass media miss, but they also, by means of repetition, convince people who may have been unimpressed by the press, radio, and other mass media appeal. Let us now consider in more detail a few of the more common secondary or supporting media.

PUBLIC RELATIONS

While the term public relations is too broad to be considered a single medium, the great value of good public relations in accomplishing effective information work at little or no cost gives the subject an important place. In general, the ability of an information service to carry out effective information campaigns of both the broad as well as the limited one-shot type, with a minimum of expense, will depend to a considerable extent upon its public relation program. Good public relations implies the ability to interest and obtain the cooperation of others in accomplishing information objectives. It is impossible to do a good information job without at the same time doing a good public relations job. One of the most effective ways of communicating information is by friendly contact--by knowing influential people in and out of government whose names count. In public information work, the more people you know the better. If you know the influential people in other ministries, organizations, and agencies who can assist you to get your message across, you know what psychological approach is necessary to secure their cooperation. Often, with a little encouragement from you, these outside contacts will make a speech, write a press release, or perhaps even organize an information campaign of their own which fits into your program. Seeking the assistance of others in getting your work done does not imply indolence on your part. An information service can enormously increase its over-all effectiveness by utilizing the talents and the facilities of others.

ORGANIZATIONS

Next to the press and radio, organizations offer perhaps the most important "free" medium of information. Organizations such as women's

federations, business associations, labor unions, and farm groups usually operate their own information services and reach either directly or indirectly, millions of people. Organizations are deserving of far more attention from government information services than they have received in the past.

SPEAKER'S BUREAU

A Speaker's Bureau is a valuable adjunct to an information service. All that is required to form such a Bureau is the compilation of a list of capable speakers who are willing to address interested groups free of charge. An information service should help get engagements for these speakers at meetings which offer an opportunity to present useful information to the public. Frequently such meetings are covered by the press and radio, resulting in far more publicity than could have been secured from a routine press release or press conference.

HOUSE ORGANS

Virtually every ministry and many organizations publish house organs. Government information services trying to reach specialized groups will find the small publications issued by other ministries and organizations a valuable medium. For instance, if your information is directed to farmers, one of the most effective media are the regular Norinsho publications. Yet the cost to your agency would be nothing. The same principle applies to other information designed for special groups.

IDEA DEPARTMENT

Every "key" person in a government information service should consider himself a one-man "Idea Department." An idea planted with another ministry or organization frequently is all that is needed to start a train of thought which will culminate in highly desirable information. For example, the film officer in the Tax Administration Bureau might stimulate a motion picture company to produce an entertainment film on the general theme of the importance of full and prompt tax payments. A similar idea might be planted with a theatrical company to form the basis for theatrical performances or skits. A publisher might be persuaded to issue a simplified book on "How to Fill Out Your Income Tax Return." Such ideas planted at the right time in the right place can greatly increase the effectiveness of an information program.

INSTITUTIONAL ADVERTISING

In America, advertising space in newspapers and magazines frequently is donated by business and industry to government agencies to carry on information programs in the public interest, such as forest preservation, food conservation, bond selling, and other campaigns. The names of the sponsoring firms usually are printed in small type at the bottom of the

advertisement, sometimes with the explanation: "This advertisement was donated as a public service." The firms consider expenditures for these ads well justified by the added prestige and recognition they receive from association of their names with a particular public service campaign. Institutional advertising -- as this form of advertising is called -- is not very well known at present in Japan, but with the rapid development of modern advertising practices, Japanese firms will increasingly adopt this technique as a means of keeping their firm's name before the public. When this time arrives, institutional advertising should provide a valuable new medium of information to be used by government agencies. Information services would do well to encourage the growth of institutional advertising.

STICKERS AND INSERTS

Stickers carrying an important information slogan or message of a government agency can be cheaply printed in large numbers and glued to letters, envelopes, memoranda, bills, and blank spaces in various communications. Similarly, inserts can be tucked into letters, bills, and various publications.

The foregoing are only a few of the many secondary or supporting types of media available to government information services. Many others, equally effective, will suggest themselves to the alert information service. Public information is a dynamic business and the search for new and more effective media to convey an information message effectively and economically is a constant challenge. Only by constant study and efficient utilization of media, both mass and supporting, can an information service hope to keep the public adequately informed of its activities.

PUBLIC RELATIONS

J. F. Sullivan, Officer in Charge, Policy and Programs Branch, CIE

Public relations is difficult to discuss in concrete terms. Most human activities of sufficient importance to be used widely and frequently have well-defined and accepted limits. This is not true, however, of public relations. Perhaps the reason is that, as a calling, public relations is but a label for a hodgepodge of unorganized activities. Or it may be that the art or science of public relations is too intangible to be classified and molded into a single pattern understood and accepted by everyone.

Even in the United States, which takes major credit for recognizing the value and importance of public relations, considerable confusion exists as to a clear-cut definition of the term. From all directions come questions: What is public relations? How does it work? Is it a profession? Does it not mean the same thing as publicity and advertising? What kind of, and how many, institutions should use it?

Because of this apparent confusion it might be wise to give a few definitions by outstanding authorities in the field. The May 1949 issue of Fortune Magazine defines good business public relations as a "good performance publicly appreciated. It is a corporate way of life. Business must first do a job that people can think well of, and then intelligently and deftly call attention to it." There is no valid reason why the word "government" cannot be substituted for "business" and be equally applicable. But perhaps definition is an over-simplification. Let us examine a few others:

Verne Burnett, . . . , public relations counsel, says: "To know ourselves and those around us, to understand our relationships with our fellow-men, and to guide our conduct so that those relationships will be more enjoyable and beneficial to ourselves as well as to others -- those are ideals of the art and science of public relations. Those are the objectives for which a new career has risen -- the calling of public relations."

Still another idea of public relations is that its purpose is to build and hold good will. The measuring stick of good will is public opinion, and public opinion is all-powerful. The boldest and most intrepid bends the knee to public opinion. It passes final sentence on us all. If the verdict is favorable, we succeed; if it is unfavorable, we fail. General MacArthur in his September 2, 1949 statement, for example, exemplified the power of public opinion in speaking of the Communist assaults when he said: "These assaults were effectively repulsed -- not by the repressive force of police power -- but by the weight of an increasingly informed and active Japanese public opinion." The same principle holds true for any other group or organization dependent on public approval for its existence.

If it is true that government in a democratic country begins with public permission and exists by public approval it follows that government should be cheerfully willing to tell the public what its policies are, what it is doing and what it hopes to do. This seems practically a duty and this is where the people who transmit government policies come in. It is not an easy duty to perform, for people who make up the public are generally busy about their individual affairs and are not particularly prone to take time off to hear about various phases of government unless it vitally affects them. On the other hand, people in a free state would violently resent it if government were to say -- as in effect it does in some countries today -- "We'll tell you only what we think you should know. We know better than you what is good for you." The results of this policy are only too apparent in the world today.

To the layman, public relations and publicity are almost indistinguishable. And the status of advertising in public relations is a confused one. Both publicity and advertising might be considered the weapons of public relations. Publicity is "telling the story." In the

broad sense, publicity includes advertising because advertising tells the story also. But publicity in the more restricted sense is getting the story told without paying for the medium, while advertising is paying for the medium to get the story told. So much for definitions. It might be appropriate to study three fundamentals of public relations.-- words, research, and policy.

All of us struggle constantly to make ourselves understood. We have to be understood and in turn must understand others in order to live. Communication is a social process. It involves people. The tool is language -- words linked together to convey certain meanings.

Since words are so important in human affairs, it is not surprising that they loom large in the sphere of public relations. Neither is it surprising that within the past two or three decades a science and an art of the use of words has been developed. This combined science and art is called semantics, which deals with the significance of words.

To quote again an expert in public relations: "Words fire most of the bullets for the battles of public relations, propaganda, publicity, and advertising. Packaged in words are the thoughts and feelings of mankind. In public relations work, you need to learn not only the technical definitions and exact shades of the meaning of words, but also their impacts on other human beings."

The careful use of words requires placing them exactly in their proper contexts. Standing by itself, a word or phrase means different things to different people. For example the word "food." To a Japanese it may mean rice; to a Westerner bread; and in referring to food for a horse it may mean hay. The public relations worker uses words as the artist uses paints. If he doesn't know them, mixes them together incongruously, or is insensitive to their power, the effects are blurred and unsatisfactory as a poorly organized canvas. Words, like music; must be selected for the occasion and audience. We would use a different type of music for a Bon Odori than we would for a concert, a wedding, or a parade.

Someone has poetically said that words are like winged darts. Indeed, they are more like a many-edged sword, which cuts in several directions. They are wonderful tools when used accurately and with a delicate touch. But their use requires finesse.

Certain words fit; others do not. Sometimes it is appropriate to use polished elegant language. At other times the language of the street is more suitable. Each situation with which the public relations worker deals requires its own language symbols.

A public relations worker must be careful in everything he says for and about the agency he represents. Other persons have the freedom to speak loosely and easily about their employers, about the agency's policy, and about their fellow workmen. But not he. His utterances, both

oral and written, must be guarded, precise, and pat. This is not to say that he should be so careful of his speech at all times that he loses spontaneity and naturalness. But it does mean that he should be spontaneous and natural only within the framework of careful thinking guarded by careful speech.

Research constitutes the eyes and ears of public relations. It can be aptly called the nerve center of any institution.

Public relations research has two functions. One is to learn the facts about the agency preparatory to planning a program. Are government information specialists thoroughly acquainted with the various divisions of their ministries, their functions and objectives? Unless he is thoroughly aware of all of these points, the public relations or information specialist cannot successfully do his job.

In evaluating research avoid a great danger -- being too willing to prove what you would like to believe is true. Research **twisted** to prove a case is false research and is dangerous, not only to the agency involved, but to society as a whole. After all, what will it gain a man to obtain a world of facts only to misinterpret them?

And now we come to policy. We are known by our deeds, not our words. Words help in interpreting, reporting, and supplementing deeds -- but they are not substitutes for deeds.

Before the deeds of an organization comes its policy. The policy of an organization should be established and written down and understood. The strategy of the public relations operation is tailored to the pattern of policy. This brings us back to what was stated above: What is the objective or goal? After this is thoroughly understood and has been established, then every action, every release, every statement, every program, every event will be considered in the light of whether and how much it contributes to that objective.

Again the first step of policy-making is research and analysis. The preliminary fact-evaluation determines who is your public. Is it all of the public or just various segments? What does the public think of your agency's objectives now? What would you like to have them think? And what techniques and actions will lead the public to believe in them?

The next step is the outlining of preliminary plans with respect to various segments of the public. For example, the Agriculture-Forestry might decide to adopt a policy that might benefit farmers but adversely affect fishermen. Assuming that this policy is good for the people as a whole, what techniques will you use to convince the fishermen that this policy is a good one? Each of the possible techniques is weighed; pages of detail and ideas may be written down -- everything that comes to mind, everything found in your research material.

All of this is sifted, revised, and boiled down. In the analysis stage the views of every level of people in the organization are considered. Management, employees, leaders in the field, and representatives from the public are welcome to throw their ideas into the hopper. This material is then weighed against the hard facts of the information budget and a decision is made.

When the policy has been firmly established by the fact-addumulating, the fact-analysing, the detail-discussing, and the pulling and hauling, it will be reduced to writing. Until it goes on paper, it is not a defined policy.

The policy that is adopted will be a changing, growing thing. It is a public relations function to re-evaluate and revitalize the policy with the constant research and inquiry into the effectiveness of the organization's program and the varying reactions of the public.

You might well say that policy is not the function of an information section that such a section interprets or transmits policy made by others. This is partially true. It is, however, the function of an information section to assist the various divisions of its ministry by pointing out the different techniques essential in establishing sound, cohesive policy. As a matter of fact, in America today, the public relations man is a top executive and, as such, plays a major role in establishing policy.

In conclusion, let me say that public relations is not something new. The art and science of getting along well with other people has occupied the attention of human beings throughout recorded history. As civilization has grown more complex the transmission of ideas has been quickened. As competitive forces have multiplied and expanded, it has become increasingly apparent to all groups that they must win and hold public approval if they are to survive in the welter of competing forces struggling for public favor. This recognition has led to the development of a new social science -- public relations -- which seeks to bring about a harmony of understanding between any group and the public that group serves and upon whose good will it is dependent.

Public relations is a vital force, perhaps the most important in human affairs. It is the cement that binds together all the other elements in the social structure. It is the means by which an individual or an institution can convey to the public an understanding of its purposes.

DISCUSSION

Question (By the Construction Ministry): I have occasionally used institutional advertising. I have had leaflets printed and posters issued by commercial firms because we didn't have sufficient funds. I would like to know to what extent commercialism should be tied in with government information.

Answer (By Mr. Dekle): Of course, the government cannot be placed in a position of favoring any particular business firm. It must be impartial. The theory behind institutional advertising is that a firm, by assisting government agencies and other public spirited organizations with public information programs, often can build prestige for its firm. For example, a building supply dealer in a small city may insert the slogan at the bottom of a newspaper ad: "Let's support the zoning laws." In so doing, the firm is rendering a public service and under no circumstances should the Construction Ministry consider itself under obligation to this particular firm.

Question (By Attorney-General's Office): In the present stage of Japan's development, wouldn't it be dangerous to have the government contact private corporations? If corporations approach the government themselves, wouldn't that be better? If government approaches the corporation, it might be assumed the government is coercing the concern.

Answer (By Mr. Dekle) -- There should be no coercion, of course. It is assumed that the advertiser gets his money's worth from institutional advertising. Contact with the advertiser usually is made by a newspaper, magazine, or advertising agency. There need not necessarily be any direct negotiations between government and the advertiser, nor should government regard itself under any obligation whatsoever to a private industry which desires to promote a public service project. Advertising copy devoted in part or in full to a public service project need make no mention of a particular government agency.

Question (By Construction Ministry): We have more requests for special institutional advertising than we can accept because in some cases our acceptance would imply that the Construction Ministry indorses the advertising firm.

Answer (By Mr. Dekle): There is no reason why the name of the Construction Ministry should be included in institutional advertising or even implied. It is more effective for a government agency to remain anonymous.

SESSION NO. 12

THEATRICAL PRODUCTIONS AND NEWSREELS

CHAIRMAN

Y. Haraga, Information Chief
Securities Co-ordinating Liquidation Committee

THEATRICAL PRODUCTIONS AS AN INFORMATION MEDIUM
Willard Thompson, Motion Picture and Theatrical Branch, CIE

Ordinarily, when reference is made to the theater of Japan, reference is made to the large theaters in Osaka, Kyoto, and Tokyo; the well

known actors and producing companies who are responsible for performances of kabuki, or shinpa or shingeki. It is true that these names all mean the theater in some of its different manifestations, but in Japan the real theater is in the villages and smaller cities where the local people make up amateur troupes and present plays in the town halls.

There are literally hundreds of these amateur troupes formed in schools, in social clubs, in unions; the audience which they play to is almost the whole of Japan. Consider that there are more than 80 troupes in Hokkaido and that in Sapporo alone there are 17. The question is how much are theatrical productions contributing to information programs? How is the theater at present being used as an information medium? The answer is, unfortunately, to a very small degree.

In the commercial theater there have been very excellent attempts by professional playwrights to write plays of consequence with a message to the audience. There are plays like "Hakai" and "Onna No Issho," both of which were excellent and enjoyed a great popularity. But these efforts on the part of the commercial theater have been extremely ~~limited~~ limited, and the emphasis should be upon the small, amateur, and school troupes in the prefectures.

What is the nature of a play which will aid in dispensing information? First, it must be entertaining. A play written on, for example, public health or the rights of the individual would only antagonize if it merely preached a point without entertaining at the same time. In other words, the message to be delivered must be only the framework on which to build the play; the characters must be written to be interesting and amusing. Second, it must be written to be produced cheaply and simply. Few, if any, amateur troupes have sufficient funds to invest in lavish settings and costumes and they need not; a play can be staged simply and still be effective.

Where will these plays come from that could be utilized in implementing an information campaign? The writers should be chosen quite carefully because it is not an easy task and they should know their subject well before attempting it. While some three-act plays should be written, I believe 20 or 30-minute sketches would be the most useful as they could be staged to be included in a public meeting.

How can contact be made with these troupes and societies? Fortunately in Japan it is relatively easy. In each prefectural government office there is a cultural educational department. Distribution of ideas and scripts can be made through these offices. Also, suitable scripts for children can be distributed through the Education Ministry. The scripts of the plays need not be duplicated in great quantity because they could be lent and after one group had finished its production, the scripts could be returned to lend to another group.

There is a great demand for these simple plays throughout Japan.

The local groups all want good material to work with. I believe that information agencies will find it to their advantage to supply some of this material.

NEWSREELS AS A MEDIUM

Harry Slott, Motion Picture and Theatrical Branch, CIE

This statement will attempt to explain how newsreels can serve as an information medium and how information agencies can utilize this powerful instrument of mass communication for their particular needs.

Persons interested in the newsreel should have a basic knowledge of its scope. Most of us understand the functions of a daily newspaper, and know that its primary objective is to get the news as rapidly and accurately as possible. The newsreel is quite similar. Needless to say, the birth of the newsreel revolutionized pictorial reporting.

The first attempt in experimentation with newsreels in Japan was during the Russo-Japanese War. Coverage also was made on the funeral of Emperor Meiji and in 1923 on the great earthquake. However, it was not until 1927 that newsreels from organized companies made a regular appearance. These newsreels were produced by major newspaper companies such as Mainichi, Yomiuri, and Nichi Nichi. The spirit of the newspaperman prevailed. The reporter had been told to "get the facts and the news" and now the cameraman was told to "get the picture."

A marked change in newsreels came about during the rise of the ultra-nationalistic elements in Japan. Newsreels were channeled along the same propaganda lines as were other means of mass communication. The newsreels became the mouthpiece for government propaganda and they proved to be a very effective means of spreading propaganda. With the defeat of the militarists, government-controlled newsreels were abolished.

Today Japan has a free screen. There are three major newsreel companies covering the national scene. These newsreels must offer the public untainted and honest reporting. There is no room in Japan today for slanted or tainted news. The international scene is covered by United News and British World News.

A newsreel is a living newspaper; instead of the printed word you have a live picture. Most newsreels are planned on a weekly basis. In addition, special subjects of great importance are made up as special releases as the need arises.

Subjects dealing with major government problems are very important. Contact the newsreel companies and they will gladly offer their assis-

tance in important matters. Responsible officials should be available always for statements involving policy. Don't feel that if a newsreel turns you down on a particular subject that the gates are closed. Try again! Good relationships are important.

When requesting newsreel footage to be taken of Cabinet members, or other high officials, check in advance to make sure that statements are brief, as footage is limited.

Motion picture trailers are a potent means of getting over a spot announcement. They will serve effectively during special campaigns. Occasionally some public spirited organization will sponsor a one-minute trailer. Distribution companies will lend a friendly ear to the showing of trailers on topics of national importance.

SESSION NO. 13

PREFECTURE RELATIONS

CHAIRMAN
J. F. Sullivan, CIE

INFORMATION PROBLEMS IN THE PREFECTURES
Frederick T. Yates, Civil Affairs Section, SCAP

One of the best-known adages in America is the phrase, "It pays to advertise." Good advertising has made many products famous and the lack of it has often resulted in financial failure for manufacturers of good products. The laws, reforms, and other "products" of democratic government likewise stand in need of good advertising.

Effective publicity must be planned early and carefully on both the national and prefectural levels. When an information plan has been developed in a Ministry, a copy should be sent, as early as possible, to each prefecture (addressed to the head of the department concerned, with an extra copy addressed to the prefectural Information Section chief), noting what publicity materials will be sent to it. The prefecture then can develop or adopt the plan to suit its local needs, preparing supplementary materials and avoiding duplication and needless expense.

But do not expect the prefecture to follow your plan slavishly and without imagination. Very often your plans need to be modified or extended in certain local areas. Perhaps you have wondered what happens to your information plan after it is received in the prefectures. The development depends on the plan itself, the training of the department chief, and the time and money available for action. If your information plan is only half developed or arrives late, not much can be done with it. And if the prefectural official has never been encouraged to be resourceful and aggressive, he will merely follow instructions and disclaim responsibility.

However, let us presume that a department chief has been notified by you in good time about a forthcoming program and has received shortly thereafter your suggested information plan on it. He has already studied the new program and its relation to his own prefectural problems; so now he studies the information plan and calls in his section chiefs and assistants and also other department heads who also may be concerned. If the program is especially important to the prefecture, they may decide to expand the information plan; or if it is of minor importance locally or if available funds are inadequate, they may modify it.

Then the person responsible for publicity work in that department, the chief of the Prefecture Information Section is called in to discuss the program, its special problems, and the publicity points to be emphasized. At the same time he is told how much money he can spend on the campaign.

Armed with the information about the people to be reached, the amount of material to be furnished by the central government, and the funds available, the information chief maps out a prefecture information plan, using as much of the central government's plan as is suitable and adding to it as needed. The information official will clear his plan with the department head and also with other concerned departments. He may consult with civic organizations for suggestions.

After the approved publicity material has been prepared, the next step is usually a conference, to which newspaper editors, reporters, cameramen, magazine editors, radio station directors and perhaps representatives of large organizations and federations are invited. A prepared release explains the new program and the department chief or the information official then asks the co-operation of the various agencies represented.

After an information plan has been launched, a good information man will go out into the field to check up on the effectiveness of his publicity. He will secure reports from local officials and organization leaders on the progress of his campaign. If local **problems** are encountered, he will take steps to overcome them.

In publicizing programs at the local level, information committees such as have been formed recently in various prefectures have been often found very effective. Their effectiveness, however, depends on the quality of their leadership and membership and their understanding of information methods. Sometimes they are harried by political bosses in an effort to convert them into old-style neighborhood pressure groups or fund-levying and collecting agencies. A truly democratic group, however, will fight the bosses.

I have referred to prefectural information bureaus. Because it is **impractical** to put qualified information men in every department of the prefecture, it has been found more expedient to establish a prefectural

Information Office bureau staffed by a small number of qualified information specialists to guide and help all departments in their promotional activities. Here again, as in the case of local information committees, political pressure is sometimes exerted to corrupt this office into a propaganda center for the governor or a political party. The press has warned against any attempts to use official or unofficial information groups for political purposes. Many prefectural departments and information offices are still inexperienced in information techniques. They are in need of expert advice and practical suggestions rather than criticism and commands.

CO-OPERATION BETWEEN NATIONAL AND PREFECTURAL GOVERNMENTS
Mr. Ishiyama, Chief of Information Section, Ibaragi Prefecture

The Information Section of a prefecture has two objectives: To localize and distribute national information materials and to publish materials peculiar to the prefecture. Government and other information outlets operating on a national level can assist the prefectures to conduct effective local campaigns. To do this the national agencies offer proper materials and abundant data for reference.

It is desired that prefectures be informed of plans for campaigns at least one month in advance so that they may have enough time to make their own plans. What is desired also is that national agencies announce their year-round campaigns, dates, objectives and budgets. This will be a great advantage to prefectures in making their programs.

With the announcement of a program, leaflets and other printed materials should be sent to prefectures at least 20 days before the starting day of the campaign with a note explaining the contents, number of copies, and date of distribution. Wall newspapers need not be produced by national ministries as the prefectures usually print their own.

Leaflets and posters cannot bring satisfactory results unless they are distributed before the starting day of the campaign. It takes 7 to 10 days to put them into every nook and corner of villages. Too often we do not receive posters or leaflets in the prefectural office until the day a campaign starts. By the time they are distributed to towns and villages, the campaign has ended.

It is important to remember that, although prefectures welcome materials and suggestions from national agencies, they are free to accept or reject them and to develop their own programs.

THE INFORMATION PROFESSION
Don Brown, Chief, Information Division, CIE

I believe there is the beginning of a professional attitude in in-

formation work in Japan. If it has accomplished anything, the Information Training Institute has served to develop and strengthen that attitude. The Civil Information and Education Section is happy to have assisted in developing that attitude, and we are confident that what has been started in the Institute can be expanded until Japanese specialists in information work will have won admiration throughout the world for their professional standards as well as their accomplishments. The sessions of the Institute have focused attention not only on the nature and psychology of information work but also on many modern information techniques. Unfortunately many subjects have had to be rushed over without the full consideration which they **deserve**. There is much more to be learned about information work.

One conclusion to be drawn from the Institute, however, is that our profession, like other true professions, is not a haphazard, disorderly, vague business, but one built on well established principles and methods which can be learned. That learning has started. It is hoped that information people will want to continue it individually and collectively. It is hoped that they will exhaust the materials found in such places as the SCAP-CIE Information Centers and will ask for even more of it. It is hoped that they will find it possible to promote a professional bulletin or magazine, however small, which will publish the experiences and views of information specialists. It is hoped that they will persuade some universities to establish courses or seminars at hours when information workers can attend. Several government agencies are planning to hold institutes for their own people. This is very encouraging. The more people who understand the nature and methods of informational work, the more effectively a government agency will be able to work, and I would include the boys who deliver messages and the little girls who provide tea. Whatever is learned is useless unless put to work. In the Institute considerable emphasis has been placed on such matters as personnel selection, weekly staff meetings, field trips; such emphasis has not been an accident. Such matters perhaps lack the glamor of press releases, motion pictures, and posters, but they are no less essential in information work. Without organization, without advantage being taken of the practices which get the most out of an organization, information work is seriously handicapped. It is urged, therefore, that information chiefs give as much attention to those things which have to do with the organization of their office as to those things which the organization or offices do. For example, information heads must compile the budget requests. The things learned at the Institute should enable chiefs to compile budget estimates based on realistic planning and, what is equally important, to explain and defend the estimates in a manner calculated to convince those who make the final budget decisions. This example has been cited because it is obvious that without appropriations, without funds, information hands are tied.

A conclusion may be drawn from the Institute that in a period when government expenditures must be curtailed, it is possible to inform people adequately in ways which cost really little. This requires planning, of course. Through careful planning, information agencies can get

information to the people through what are known as free media, that is, newspapers, radio and organizations. In a democratic society, most of the burden for keeping the people informed is shouldered by the so-called free media. But between the government and the free media exists a degree of mutual mistrust which prevents the free media from doing as much as they might.

In some part this mistrust is a heritage from the past. With the passage of time some of it may fade, but it results also from two inadequacies found in all too many government offices. One is the inadequacy of government attitudes toward and relations with the press, radio, and private organizations. No longer can these media be ordered to do what a bureaucrat may want them to do. Their cooperation has to be won, and it cannot be won by looking down upon them as avoidable nuisances. On the other hand, of course, attempts must not be made to buy them off through gifts or special privileges. The public media, instead, must be taken into confidence and treated as honorable partners in the common work of informing the people.

The second inadequacy is the kind of materials made available to the press, radio, and organizations. To correct this government agencies should learn what the media want and then seek to provide it. In general, more imagination is needed in planning and in carrying out what has been planned.

Yet another conclusion drawn from the Institute is that informing the people means informing the fishermen in Hokkaido and the charcoal maker in Kyushu just as much as it means informing the businessman, the housewife, or the university professor in Tokyo or Osaka. We are inclined to leave to accident the seeping down of information released in Tokyo to remote parts of the country.

I do not want to imply that these are the only conclusions which might be drawn from the Institute. But I believe that the others safely can be left to the minds of the persons attending.

RESOLUTION

We, the attendants of the CIE Information Institute, hereby make the following resolution:

This Institute, organized by Civil Information and Education Section, GHQ, SCAP, for the benefit of the people working in Government and private public information services, will remain one of the most memorable events in the history of public information in Japan. We all admire the elaborate manner in which lectures were prepared and the friendly atmosphere in which they were delivered.

From these lectures, we have not only learned many technical points so far unknown in Japan, but also gained a glimpse of the recent progress made in the field of information in other countries. During those thirteen weeks, we came to know the people of CIE as teachers and friends. We had the opportunity of coming into close contact with our kind American "seniors" and of making friends with many Japanese comrades working in the same field and sharing the same worries and joys. We are sure that these happy days will remain in our memory as long as we live.

Information work, private, as well as governmental, is now beginning to take shape in Japan. We are confident that it will be further developed and, before long, will play an important part in the democratization of Japan.

We, who are responsible for this work, eagerly wish to redouble our efforts to live up to the expectation of people in Civil Information and Education Section. We should like to express hereby our heartfelt gratitude to them.

4 October 1949

終
小

Full Media

PA system in city, town and village in China

It is noteworthy that there is a growing interest in China prefecture to more utilize public address system in accord with P/O's urging. It is particularly outstanding in small local entities where dissemination of information through usual media has less effect on account of geographical conditions.

According to a survey by prefectural P/O on public address installations, it was revealed that one city (Yawatahama) and 14 villages ^{with population ranging from 2,000 to 10,000} have set up PA system and have been operating very successfully, and many other villages are going to follow suit.

It is also said that those villages with PA system installed could have not only solved problems in information activity caused by ^{a fact} that they cover an extensive area with hills and streams, but are appreciated by villagers for recreations which ~~it provides~~ ^{they provide} through PA system.