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Influence Of Public Affairs
Organizations On Information
And Advertising Programs B-161939

Department of Defense

BY THE COMPTROLLER GENERAL
OF THE UNITED STATES

AUG. 10, 1971

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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B- 161939

Dear Mr. Bingham:

This is our report on the influence of public affairs organizations on information and advertising programs in the Department of Defense. Our review was made pursuant to your requests of June 4 and June 19, 1970.

We **have not** followed our usual practice of obtaining agency comments on this report. No further distribution of **this** report will be made unless copies are specifically requested and then only after your agreement has been obtained or public announcement has been made by **you** concerning the contents of the report.

We trust that this information meets your needs. If we can be of further help, we will be glad to comply with your requests.

Sincerely yours,

A handwritten signature in cursive script, reading "Thomas A. Ruck".

Comptroller General
of the United States

The Honorable Jonathan B. Bingham
House of Representatives

D I G E S T

WHY THE REVIEW WAS MADE

Congressman Jonathan B. Bingham requested the General Accounting Office (GAO) to investigate certain public relations activities and recruiting services of the Department of Defense (DOD).

This request was based upon data furnished to Congressman Bingham, which stated that DOD had revised its estimates for public relations and information activities in 1970 from \$29 million to \$40 million. Congressman Bingham was concerned because several organizations, including the Armed Forces Radio and Television Service (which is part of the Office of Information for the Armed Forces under the Assistant Secretary of Defense, Manpower and Reserve Affairs) and the Aerospace Audio-visual Service (part of the Department of the Air Force), had budgeted \$48 million in fiscal year 1970 and had responsibilities in this area but were not among the organizations accounting for the \$40 million.

Specifically GAO was asked to determine (1) the extent to which the material and services produced by the information and advertising programs were used for public consumption and (2) the extent to which the formal public information and public affairs organizations of DOD were consulted when the above organizations decided what kind of materials and services they would provide.

FINDINGS AND CONCLUSIONS

The Office of Information for the Armed Forces, the Aerospace Audio-Visual Service, and the military recruiting services produce a large volume of films, broadcast material for radio and television, and printed material.

Materials produced by the Office of Information for the Armed Forces are used primarily for internal information and entertainment of military personnel. Some of the material is available to the public by purchase from the Government Printing Office or by loan from military base film libraries after approval for public release by the Assistant Secretary of Defense (Public Affairs). (See p. 4.)

The Assistant Secretary of Defense (Public Affairs) has no role in the production of materials or services by the Office of Information for the Armed Forces. For security purposes, the Assistant Secretary does review all publications, motion pictures, and television and radio shows disseminated by the Office of Information for the Armed Forces. (See p. 4.)

The Aerospace Audio-visual Service provides photographic and video services and products to meet the requirements of the Air force. Aerospace Audio-Visual Service expenditures for fiscal year 1970 totaled \$12.4 million, of which \$407,000 was for materials produced specifically for public showing. (See p. 8.)

GAO analyzed a sample of films produced specifically for internal Air Force use, to determine the extent to which such films were viewed by the general public. The films are available to civilian organizations such as schools, colleges, universities, churches, and civic groups. GAO estimates that, from March through June 1970, 596 films, costing about \$13,300,000, were shown 26,300 times to civilian organizations and 49,000 times to Air Force personnel and/or Government employees. In 1969, 427 films, costing about \$9,000,000, were shown 8,360 times to civilian organizations and 172,540 times to Air Force personnel and/or Government employees. It should be noted that most of these films were produced prior to the year of showing and will be utilized also in future years. (See pp. 9 and 10.)

The Director of Information, Department of the Air Force, and the Assistant Secretary of Defense (Public Affairs) review and approve all Air Force films shown to the public. (See p. 11.)

Each of the military services has an organization responsible for planning and directing its recruiting program. The material created for and by the military recruiting services is directed to the general public. DOD requires audio-visual projects--television, radio, still photographs, etc.--of national interest, such as recruiting projects, to be submitted to the Assistant Secretary of Defense (Public Affairs) for approval before release to the general public. (See p. 12.)

With respect to public affairs organizations in the individual services, GAO was informed that the production of Navy and Marine Corps recruiting materials was not coordinated with the public affairs and information organizations in their services. The Army and Air Force public affairs and information organizations, however, do participate in the development of recruiting materials in their respective services. (See p. 16.)

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AAVS Aerospace Audio-visual Service

DOD Department of Defense

GAO General Accounting Office

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CHAPTER 1

OFFICE OF INFORMATION FOR THE ARMED FORCES

The Office of Information for the Armed Forces--under the Assistant Secretary of Defense (Manpower and Reserve Affairs)--is responsible for developing and conducting the Armed Forces Information and Education Program. This responsibility includes the production of materials concerning national policies and commitments on such topics as

- Democracy and Communism,
- World Affairs,
- Forces for Freedom (U.S. and friendly forces),
- Citizenship (including voting),
- Orientation for Overseas Duty, and
- Code of Conduct.

We were informed by officials of the Department of Defense that the program currently included information on such subjects as equal opportunities, drug abuse, an all-volunteer force, human goals, police recruiting, domestic action, and open housing.

The main operating divisions of the Office of Information are the (1) Armed Forces Radio and Television Service and (2) Media Operations Division. Total expenditures for these divisions during fiscal year 1970 amounted to **\$6,389,000**, as follows:

Armed Forces Radio and Television Service		\$2,315,000
Media Operations Division:		
Motion Picture Service	\$400,000	
Publication Service	397,000	
Press Service	217,000	
Production Service	44,000	
Visual Communication Service	<u>36,000</u>	1,094,000
Other costs (including payroll, administrative support, transportation, and equipment and supplies applicable to all the above)		<u>2,980.000</u>
Total		<u>\$6,389,000</u>

The Assistant Secretary of Defense (Public Affairs) has no role in the production of materials or services by the Office of Information. For security purposes, the Assistant Secretary, however, does review all Office of Information publications, motion pictures, and television and radio shows,

Materials produced by the Office of Information are used primarily for internal information and entertainment of military personnel. Some of the material is available to the public by purchase from the Government Printing Office or by loan from military base film libraries after approval for public release by the Assistant Secretary of Defense (Public Affairs).

ARMED FORCES RADIO AND TELEVISION SERVICE

The Armed Forces Radio and Television Service produces and distributes programs and materials to 328 military radio outlets and 90 military television outlets. Programs are selected from a cross section of news, current events, documentary, general information, and entertainment programs obtained from commercial radio and television stations at nominal cost; from the Directorate of Armed Forces Information and Education; and from other Government departments and agencies. The Armed Forces Radio and Television Service edits all programs selected for use by affiliated military radio and television networks. The networks are responsible for developing their own programming schedules.

DOD directives do not require the Armed Forces Radio and Television Service to consult with public affairs and public information organizations of DOD on material used in the Service's affiliated radio and television outlets.

MEDIA OPERATIONS DIVISION

The Media Operations Division consists of five activities which support the military internal information programs through the production of motion pictures, publications, press releases, still photographs, and other items. All the materials and services provided by these activities are intended for the entertainment and information of military personnel, but some are made available to the general public.

Motion Picture Service

The Motion Picture Service produces or purchases and distributes about 30 films annually for military information programs. During fiscal year 1970, 26 motion pictures were either produced or purchased at a cost of about \$400,000. The films, which vary in length from 10 to 35 minutes each, are distributed in quantities up to 1,000 prints to the military departments as needed. Examples of the films purchased in fiscal year 1970 are: "Changing Face of Communism-Eastern Europe," "Your Tour in Vietnam," and "People Versus Pot." Some of these films are available to the public by loan from military film libraries after the films have been cleared for public showing by the Assistant Secretary of Defense (Public Affairs).

We attempted to determine the extent to which motion pictures produced by the Office of Information were being used by the military services and by civilian organizations. In this regard, we noted that nearly 200 films had been produced or purchased during the period 1950 through 1970 and that approximately 170 of these films had been cleared for public showing to schools, churches, civic groups and other civilian organizations. Both the Army and the Air Force maintain machine listings which indicate the number of times a film has been shown in a given period and the total number of people who have attended. These listings do not show, however, how many of the people attending were military personnel, Government employees, or civilian organization members.

Of the 170 films cleared for public showing, the Army used 99 during a 12-month period ending March 1970. These films were shown a total of 165,431 times--129,512 showings to military personnel and Government employees and 35,919 showings to civilian organizations.

Identical information on Air Force showings of the films to civilian organizations was not available. The Air Force categorizes loans of films as either short-term--less than 2 weeks--or long-term--over 2 weeks. We found that 101 films had been used on a short-term basis. These films were shown a total of 29,936 times during the period March through June 1970--17,177 showings to Air Force personnel and Government employees and 12,759 showings to civilian

organizations. We found that 100 films had been used on a long-term basis. These films were shown a total of 37,395 times during calendar year 1969--35,261 showings to Air Force personnel and Government employees and 2,134 showings to civilian organizations.

We were unable to obtain similar information from the Department of the Navy because its records were incomplete. We were informed that only about 15 percent of actual film-use information was being reported to the office responsible for accumulating such information.

Publication Service

The Publication Service prepares and edits information publications, which are printed by the Government Printing Office, for use by the military services. Approximately 100 publications, such as pamphlets, fact sheets, pocket guides, brochures, and similar items, were produced in fiscal year 1970 at a cost of about \$397,000. Examples of such publications are pamphlets entitled "Federal Source Book--Answers to Most Frequently Asked Questions About Drugs," "Pocket Guide to Korea," and "Voting Information." Many of these publications are available to the public through the Government Printing Office book store.

Press Service

The Press Service produces three publications. The "Armed Forces Press File" is distributed weekly to assist military editors in the field in publishing their periodicals. Currently there are over 1,700 such periodicals. The "Galley Guide" is a monthly four-page publication of instruction and professional comments advising editors how to write, edit, print, and publish their newspapers. The "Commanders Digest" is distributed weekly to military units, embassies, and missions and provides military staffs with authoritative information on national and DOD policies.

Visual Communication Service

The Visual Communication Service produces illustrations, charts, photographs, and sketches for all Office of Information publications. In fiscal year 1970, 17 art work and poster projects were listed as completed.

Production Service

The Production Service produces and distributes about 100 video-taped programs a year for dissemination to military television stations and interested Government agencies. At present these programs include a series on activities in Vietnam and other areas around the world, which are believed to be of general interest to military audiences, and a panel discussion series covering topics of general military and command interest, such as drug use, cost reduction, military compensation, and medical care programs.

CHAPTER 2

AEROSPACE AUDIO-VISUAL SERVICE

The Aerospace Audio-Visual Service (AAVS) is an organizational unit of the Department of the Air Force Military Airlift Command, AAVS provides photographic and video services and products to meet the requirements of the Air Force, its major commands, and separate operating agencies., All films produced by AAVS for public showing are reviewed and approved by the Director, Office of Information, and the Assistant Secretary of Defense (Public Affairs),

During fiscal year 1970 AAVS expenditures totaled \$12.4 million, of which \$407,000 was spent on material intended specifically for public showing.

Motion picture films	\$ 47,600
Film clips	197,700
Still photography	<u>161,700</u>
Total	\$407 000

MOTION PICTURE FILMS

Two films were produced during fiscal year 1970. One film, entitled "Friends, Neighbors and People We Know," was produced at a cost of \$44,755. The film portrays how members of the Air National Guard contribute to national defense, The National Guard Bureau, Washington, D.C., requested production of this film, to emphasize the theme that the Air National Guard is not a haven for draft dodgers. The other film, a short one entitled "NORAD Tracks Santa," was produced for \$2,879. The film portrays Santa Claus' trip from the North Pole to homes of children in the United States and Canada as tracked by the men and equipment of the North American Air Defense Command. The Director of Public Affairs in the Command's radio and television branch requested production of **the** film to publicize the Command.

AAVS was not reimbursed for the cost of producing these films. AAVS files did not disclose any other films produced during fiscal year 1970 specifically for public exhibition.

AAVS prepares a consolidated inventory and use report which identifies films in the inventory and the number of showings of the films to authorized civilian organizations, Air Force personnel, and Government employees. One part of the report lists the inventory of films at the Audio-visual Center and the monthly distribution of films loaned directly to users on a short-term basis, i.e., for 2 weeks or less. The other part of the report shows the inventory of films released to Air Force film libraries on a long-term basis--for a period over 2 weeks--and the use of those films during a 6-month period as reported by the libraries to the Audio-Visual Center.

As of **June 26, 1970, 6,312 films were in the MVS inventory.** Because of the large number of films in the Air Force inventory and the number of times the films had been shown, we selected a statistical sample of the film inventory (a sample of films produced specifically for internal Air Force use), to arrive at the cost of the films and the extent to which they had been shown to authorized civilian organizations.

Air Force films cleared for public showing may be used by such civilian organizations as schools, colleges, universities, civic groups, and churches. Films are made available free of charge to civilian organizations with the stipulation that no admission or other fees may be charged.

Our samples were selected from the consolidated report prepared by Audio-visual Center employees. They told us, however, that, except for the report covering the period March through June 1970, the short-term report was not reliable because of automatic data processing problems. Also the latest long-term report, which was processed in July 1970, included all of 1969 rather than 6-month periods. Because these were the best source documents available at the time of our review, we used the March through June 1970 report for our short-term sample selection and the report processed in July 1970 for our long-term sample selection and based our cost and public-showing projections on these two reports.

On the short-term report we identified 596 films produced at a cost of about \$13.3 million. About 26,300, or

35 percent of the 75,300 showings of these films, were made to the public. On the long-term report we identified 427 films produced at a cost of \$9 million. These films were shown about 180,900 times, of which 8,360 showings, or about 5 percent, were made to the public.

It should be noted that most of these films were produced prior to the year of showing and will also be utilized in future years.

FILM CLIPS

AAVS initiated a film-clip program at the request of the Director, Office of Information, in 1968. Film clips are produced in color and are distributed to local television stations weekly. They are intended to show activities of **Air** Force personnel throughout the world.

During fiscal year 1970, 52 film clips were completed for the Office of Information, On the basis of an average cost of \$3,803 a film clip, the 52 film clips cost about \$197,700. These costs were expended from AAVS funds without reimbursement from the Office of Information.

STILL PHOTOGRAPHY

AAVS supports public information programs through its Central Still Photo Depository, Arlington, Virginia; the Audio-visual Center, Norton Air Force Base; and various field units.

The Central Still Photo Depository maintains an inventory of photographs of subjects of Air Force interest and supplies copies to all Air Force activities within the Metropolitan Washington, D.C., area including the Air Force Office of Information. The Audio-visual Center provides regional photographic support to Air Force activities.

Costs of photographic services supporting public information programs cannot readily be identified from AAVS records. With the assistance of AAVS officials, we estimate that, during fiscal year 1970, AAVS spent about \$161,700 to provide still photographic support for public viewing to the Air Force Office of Information.

COORDINATION WITH PUBLIC AFFAIRS
ORGANIZATIONS ON PRODUCTION OF FILMS

As stated previously **AAVS** is a service organization directed by the Military Airlift Command as to the kinds of products and services it will produce. Consequently AAVS officials stated there was no need for them to consult DOD public information and public affairs organizations about these matters.

In the production of motion-picture films, the Air Force Office of Information reviews **the** original film proposal, the completed script, and the completed film produced for public showing. The approval of the Assistant Secretary of Defense (Public Affairs) is required before funds are committed for the production of any film intended for public showing.

The Air Force Office of Information reviews also, for compliance with policy, scripts and films for internal use. Air Force films produced for internal use but later released for public showing must have the approval of the Air Force Office of Information and the Assistant Secretary of Defense (Public Affairs).

CHAPTER 3

MILITARY RECRUITING SERVICES

The mission of the military recruiting services is to recruit qualified persons, to meet military needs for enlisted personnel, officer candidate training schools, and specialists required by the services. Each of the military services has an organization responsible for planning and directing its recruiting programs.

The material created for and by the military recruiting services is directed to the general public. DOD requires that audio-visual projects--television, radio, still photographs, etc.--of national interest, such as recruiting projects, be submitted to the Assistant Secretary of Defense (Public Affairs) for approval before release to the general public.

With respect to public affairs activities in the individual services, we were informed that the production of Navy and Marine Corps recruiting materials was **not** coordinated with the public affairs and information activities in their services. The Army and Air Force public affairs and information organizations, however, do participate in developing recruiting materials in their respective services.

MATERIALS USED BY THE MILITARY RECRUITING SERVICES

In **fiscal** year 1970 operations and maintenance funds were spent for advertising and publicity programs for the recruiting services, as follows:

Army	\$3,079,000
Navy	2,460,381
Air Force	<u>1,618,599</u>
Total	<u>\$7,157,980</u>

These amounts are not included in the \$48 million mentioned on page 1 of this report. Of the above total amount, \$2.5 million was budgeted for services of commercial

advertising agencies in preparing various portions of the military services recruiting programs.

The U.S. Army Recruiting Command budgeted \$1,737,525 for the services of N. W. Ayer and Sons, Inc., of Philadelphia, Pennsylvania; the Air Force budgeted \$231,000 for the services of MacManus, John and Adams Inc.; the Navy budgeted \$336,000 for the services of Young and Rubicam of New York; and the Marine Corps budgeted \$226,000 for the services of the J. Walter Thompson Co.

All available media--television, radio, film, magazines, newspapers, etc.--are used by the recruiting services to recruit qualified persons.

Radio and television

Radio programs are of two types--spot announcements and variety shows. Spot announcements, which are usually 10, 20, 30, or 60 seconds long, contain a brief message about the opportunities of military life. Variety shows, which are usually 15 to 25 minutes long, combine the recruiting message with a musical program. Examples of variety shows are the Army's three 15-minute weekly programs entitled "It's Music," "Country Express," and "America's Best." The Army Recruiting Command supplies programs to Army recruiters who distribute them to local radio stations.

Television programs are usually 20-, 30-, and 60-second spot announcements depicting educational, career, training, and travel opportunities in the military services. For example, the Navy supplies about 600 television stations with a set of current Navy television spot announcements which are replaced regularly. The Navy also makes films available to all television stations through an annual summer series entitled "Navy Film of the Week." The series is revised yearly, and recruiters receive promotional packages to aid them in distributing the series and obtaining broadcast time on local television stations.

The radio and television industry schedules a certain amount of time each week for public service. Much of the above material is used to take advantage of this public-service requirement. For example, we were provided with

information from two reports purchased by the Air Force from a commercial organization which monitors television announcements. The reports showed the number and length of Armed Forces public-service spot announcements televised in 1 week, broken down into figures for each of the 75 United States television markets. The first study, made in November 1967, showed that 399 Air Force television spot announcements had been made at an estimated cost of \$23,733. The second study made in August 1969 showed that there had been 665 spot announcements telecast and that the value of free television time had been \$65,892.

Rather than depend upon public-service scheduling by local stations, which is rarely prime time, the Army Recruiting Command purchased major television network time, from March to May 1971 for a recruiting campaign aimed at spring graduates. The Command estimated that it would spend about \$3 million for advertising during prime time, when a heavy concentration of prospective recruits would be in the television viewing audience. The Army introduced a similar project for radio broadcasting in prime time,

The Army Recruiting Command plans to evaluate this pilot project to determine whether the additional expenditure for advertising on network prime time attracts a large number of recruits,

Magazines and newspapers

In fiscal year 1970 magazines were the principal advertising medium used in the Army recruiting program. Army recruiting programs were advertised 272 times in various types of magazines, such as "Life," "Look," "Ebony," "Popular Mechanics," "Popular Electronics," "American Bar Association Journal," "Outdoor Life," "Field & Stream," "Student Weekly," "Newsweek (College Edition)," "Time (College Edition)," and "Playboy."

The Army's advertising agency produces a weekly newspaper column entitled "The Army Green." The column has been distributed weekly since September 1968 to Army recruiters for distribution to local newspapers and is carried regularly in about 600 newspapers across the United States,

It contains interesting facts about the Army, is tailored for local readers, and contains references to the area's recent enlistees.

Motion picture films

The Army Recruiting Command now uses seven movie films in its recruiting programs. During fiscal year 1970 the Command produced two of these films--one entitled "Four Faces High" at a cost of \$71,426 and the other entitled "Medicine Plus" at a cost of \$51,269.

The Marine Corps uses four films in its recruiting program. The titles are "Engineer Up," "Something in Reserve," "Straight Up and Away," and "Dewey Canyon." The four films cost about \$90,000.

Recruiting publicity items

A variety of recruiting publicity material is prepared and distributed by each of the recruiting services. These items are posters, brochures, stickers, displays, fact folders, bookmarkers, handbooks, and book covers. Posters and displays are aimed at group audiences and are not given directly to individuals; while bookmarkers, book covers, stickers, etc., are designed for individual presentation. The Army Recruiting Command has about 150 different publicity items. During fiscal year 1970, about 23.8 million prints were made of 83 recruiting publicity items at a cost of about \$646,000 and about 20.5 million prints of various recruiting publicity items were distributed.

COORDINATION WITH PUBLIC AFFAIRS ORGANIZATIONS

DOD requires that audio-visual projects of broad national interest, such as recruiting programs, be submitted through appropriate channels to the Assistant Secretary of Defense (Public Affairs) for approval before release to the public. Audio-visual materials include still photography, motion pictures, television films, live television productions, video tapes, radio tapes, kinescope recordings, motion-picture-stock footage, and associated materials.

With respect to public affairs organizations in the individual services, we were informed that production of Navy and Marine Corps recruiting materials was not coordinated with the public affairs organizations in those services but that, in the production of Army and Air Force recruiting materials, public affairs and information organizations did participate in developing some of the materials.

The Army Recruiting Command is required to have the plot and script of motion pictures reviewed and approved by the Chief of Information, Department of the *Army*, before the shooting begins. The stated purpose of this review is to prevent duplication of content.

In regard to Air Force recruiting, the Office of Information participates in the development of recruiting material. This Office furnishes information objectives, materials, and briefings and also participates in the creative and review stages of the recruiting program from the initial proposal to the finished product. This is intended to ensure that the materials produced are consistent with Air Force information objectives.

CHAPTER 4

SCOPE OF REVIEW

We examined into the production of information material and services by the Armed Forces Radio and Television Service, Los Angeles, California; the Media Operations Division, Office of Information for the Armed Forces, at the Pentagon and at their offices located in Arlington, Virginia; the Department of the Army Film Distribution and Utilization Center, Tobyhanna, Pennsylvania; and the Department of the Air Force Aerospace Audio-visual Service, Norton Air Force Base, California.

Our review of the development and use of public information materials by the recruiting services was conducted at the U.S. **Army** Recruiting Command, Hampton, Virginia; the **U.S.** Navy Recruiting Service and Recruiting Aids Division, Washington, D.C. ; the **U.S.** Air Force Recruiting Service and Military Personnel Center, Randolph Air Force Base, Texas; and the **U.S.** Marine Corps Military Personnel Procurement Branch, Arlington, Virginia.

APPENDIX

JONATHAN B. BINGHAM
23RD DISTRICT, NEW YORK

WASHINGTON OFFICE:
133 CANNON HOUSE OFFICE BUILDING
TELEPHONE: (202) 225-4411

R. ROGER MAJAK
ADMINISTRATIVE ASSISTANT

Congress of the United States
House of Representatives
Washington, D.C. 20515

COMMITTEES:
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HOUSE ADMINISTRATION

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BRONX, NEW YORK 10468
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June 4, 1970

B-161939

Mr. Elmer B. Staats
Comptroller General of the United States
General Accounting Office Building
441 G Street, N.W.
Washington, D.C. 20548

Dear *Mr.* Staats:

In the enclosed House speech, I noted that the Department of Defense has revised its earlier estimates for spending in public relations and information in 1970 from **\$29-million** to **\$40-million**. This represents a 38% increase beyond original figures. Moreover, several agencies which spent **\$48-million** in Fiscal 1970 had responsibilities in this area, but were not included in the **\$40-million** figure. These agencies include the Armed Services Radio and Television Services and the Aerospace Audio Visual Services.

A significant portion of the funds these agencies expend are used for public information and relations. I therefore wish to request a formal investigation by the General Accounting Office to determine the full and precise extent of expenditures of public funds by the Defense Department for the purpose of public affairs during the Fiscal Year 1970. Such an investigation would provide an invaluable public service and encourage more accurate accounting in the future.

Cordially,


Jonathan B. Bingham

cited in both cities. Some good examples are provided by the linking of Japanese ports with coastal cities in California and the State of Washington, San Diego (Calif.) and Yokohama (Japan), pioneer cities of the affiliation movement are terminal points of ocean traffic between the two countries as are Stockton and Sakai, another effective affiliation. The port director of Stockton notes that all of the from ore and most of the bulk grain shipped from Stockton is destined for Japan. Public relations and commercial interest combine to make port authorities bring about the active participation of port authorities in sister city activities. Material assistance and valuable shipping services ranging in order of magnitude from packages of greeting cards to twenty ton statues have been the result. The Japanese Trade Center in San Francisco is partly the result of that city's affiliation with Osaka, site of the 1970 World's Fair, and it holds the branch offices of numerous Osaka firms together with an Osaka information center.

To date foreign relations have been almost the exclusive preserve of national governments, but recent history bears witness to the fact that traditional diplomacy has not always excelled at the task of winning and keeping friends abroad.

It may be time for cities to get into the act. As they set about to solve their problems, other cities, especially their affiliates abroad, may engage a helpful and mutually-stimulating dialogue.

With more people traveling more widely, more often, more quickly than ever before in human history, the world is gradually turning into a city. The sister movement might help turn it into a better city.

THE MIDDLE EAST ARMS IMBALANCE

(Mr. BINGHAM asked and was given permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. BINGHAM. Mr. Speaker, I am today joining 81 of my colleagues in the House in making yet another appeal to the President to honor America's long-standing policy of support for Israel and peace in the Middle East. The resolution we are introducing urges the President to call upon the Soviet Union to withdraw all Russian personnel from the Middle East as a major step toward peace in the area.

Mr. Speaker, such action by the President has been needed for a long time. On August 3, 1967, I initiated a bipartisan effort urging the President to seek United Nations agreements to restrict the sales of armaments to developing nations and to establish a procedure for full public registration of all transactions of this character. This action is still needed.

However, faced with the reality of expanding Soviet involvement in support of the announced Arab goal of wiping Israel off the map, the President must reconsider his decision not to send jet planes to Israel. I called upon the President to reverse his decision in a statement issued immediately after he made his decision known. Again, on April 30, after it became known that Soviet pilots were flying Russian Mig's in the service of the Egyptian air force, I sent a telegram to the Secretary of State urging that the United States see to it that Israel has the means for her own defense.

Mr. Speaker, it is in the vital interest of the United States to do all in its power to maintain peace in the Middle East. We will greatly endanger that peace if we allow the military balance to swing in favor of the Arab nations who openly seek a military victory over their neighbor.

FEEDING THE MILITARY PROPAGANDA MACHINE: HOW MUCH IS ENOUGH?

(Mr. BINGHAM asked and was given permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. BINGHAM. Mr. Speaker, I have been concerned for some time about spending by the military for "public relations" and "public information." The military's own figures indicate that expenditures to "inform" the public of military actions and activities have recently increased out of all proportion to increases in the total military budget, and I have obtained new information which suggests that total public relations and public information spending by the military may be much higher than the Pentagon has ever admitted.

According to DOD figures, which I placed in the Record during debate last December on the fiscal year 1970 defense appropriation bill, the amount of military spending on public information and relations over the last decade increased by about 1,000 percent—from \$2,755,000 to \$29 million—as compared with a 65-percent increase over the same time span in the Defense Department's total budget—from \$43 billion to \$76 billion.

Just recently the Department of Defense revised its procedures for computing expenditures in this area. As a result of this revision, the Department now admits it spent \$40.447 million on public affairs in fiscal year 1970 and is proposing to spend \$37.675 million during fiscal year 1971. These amounts are reported on page 65 of volume III—Operation and maintenance—of the hearings before the Defense Subcommittee, House Committee on Appropriations, on the fiscal year 1971 defense appropriation bill.

These figures alone indicate that this situation is out of hand. I recognize that the military must maintain a sufficient public relations and information pro-

gram, but when the amount for that purpose has increased at almost 20 times the rate of the total military budget, it is clear that something must be done.

Last December, I proposed an amendment to the Defense Department appropriation bill which would have limited spending for public affairs to \$10 million. Although that amendment was defeated, it attracted substantial support. Concern was expressed by a number of Members over the DOD's burgeoning public relation activities. I hope that the Appropriations Committee will insist on extensive reductions in the \$37.675 million the Defense Department proposes to spend on public affairs in fiscal year 1971. If the committee does not do so, I shall at the appropriate time offer an amendment to set a limit on expenditures for this purpose comparable to the amendment I offered last year.

Even in light of the revised DOD figures, the magnitude of the total problem is not clear from the amounts the DOD admits are being spent for public information purposes. In the course of my continuing investigation of this matter, I requested budget figures of certain Defense agencies which were not included by DOD as public relations and information agencies, but which appear to have responsibilities in this area. I submit herewith for the Record a fact sheet supplied by Assistant Secretary Moot in response to a letter from me. This fact sheet shows a breakdown of the expenditures of those agencies which I inquired, together with the official responsibilities of each:

Fact Sheet

In response to your request for information concerning DOD Public Information functions, the following data is submitted: Public information, estimated fiscal year 1970 level of funding:

Army	64,581
Navy and Marine Corps	12,666
Air Force	9,600
Defense agencies	8,443
Total	95,290

It should be pointed out that none of the Departments accounting systems record costs in these categories; the above figures represent a headquarters' estimate of the amounts.

Data on the following items are provided in response to your specific mention of them. The Department of Defense does not consider them to be public information activities.

	Army	Navy and Marine Corps	Air Force	Defense agencies	Total
Legislative liaison	244	522	876	218	1,860
Legislative affairs	1,065	884	1,442	288	4,679
Office of Information: director's office, information program and media operations		1,458	5,533	12, 44	2,144
Assesses forces radio and TV services	7,555				19,878
NSA: assesses radio-visual services			24,504		4,524
					24,504
Total	9,294	2,410	31,346	19,690	

* The term Armed Forces information and education includes the U.S. Armed Forces Institute (\$5,522,000) and the Office of Information for the Armed Forces (\$5,642,000) of which the American Forces Radio and Television Service (\$4,500) is a part.

FUNCTIONS OF THE AEROSPACE AUDIO VISUAL SERVICE—AAVS

The AAVS is a motion picture still photograph production agency. If the Air Force requires a film, it is the responsibility of this organization to produce it. For example, if the Strategic Air Command needs a film to

explain its mission, AAVS will be contacted. These are used by the Air Force only; however, should a Congressman or a qualified civic organization (such as the Elmhurst Club) desire to show a particular film which has been cleared for public exhibition, a request may be made through Air Force Head-

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quarters to the Office, Secretary of Defense for Public Affairs Security Review. The AAVE has no authority to release materials to the national press or public media.

OFFICE OF INFORMATION FOR THE ARMED FORCES

MISSION AND RESPONSIBILITIES

The basic mission of the Office of Information for the Armed Forces (IAF) is to provide:

1. An Armed Forces Information Program (AFIP) in support of the Military Services and their internal information functions. This program provides information products of common usage by the Services so that U.S. military personnel:

Comprehend the values of our Government and our National Heritage;

Understand both the freedoms they are called upon to defend, and other ideologies inimical to the free institutions upon which the U.S. is founded;

Are fully aware of the threat of Communism;

Realize the responsibilities and objectives of the individual military citizen through the use of all communications media, including the production and distribution of motion pictures, publications, posters and support materials for Armed Forces newspapers for use by the Military Departments in their respective internal information programs. This program is developed in conjunction with the Military Departments and includes such areas as Democracy/Communism, World Affairs, U.S. and Friendly Military Forces, Citizenship (including voting), Code of Conduct, Orientation for Overseas Duty, and Personal Affairs.

2. Continuous coverage of international, national and local U.S. news, seat of government, military and sports news and special events to U.S. military personnel overseas.

3. General radio and television program materials for use by American Forces Radio and Television stations representing the best from American networks and industry.

4. Policy and technical guidance governing Armed Forces newspapers, Civilian Enterprise publications and American Forces Radio and Television outlets and networks.

5. For the evaluation of information materials for use in, and support of, the Military Departments' internal information programs.

6. Policy and operational guidance to all components of the Department of Defense to assure a free flow of information to military personnel.

7. For the development of long-range plans supporting the objectives of the Armed Forces Information Program.

OPERATIONAL ELEMENTS AND SCOPE OF ACTIVITIES

A. American forces radio and television service

1. AFRTS—Los Angeles—Provides the basic program materials which are used by the AFRT outlets overseas. The weekly AM program packages provide 80 hours of music, drama, fine arts, and information material, and a five-hour library of latest hits and specials. A 12-hour package is produced for FM stereo automated outlets. The weekly 55-hour television package contains programming received from the major commercial broadcast networks, feature films, film syndicators, and filler materials. The activity annually produces 1,000 radio and 300 television spot announcements supporting military information themes. Over 50,000 slides and 50 filler programs are produced annually for television outlets. The worldwide AFRT system includes approximately 350 radio and 90 television overseas stations.

2. AFRTS—Washington—Provides continuous transmittal of international, national, seat of government, military and sports news and special events. This news, gathered from the major U.S. commercial

networks, wire services and military correspondents, is transmitted 24 hours a day, seven days a week, by shortwave, direct voice cable and teletype to all American Forces Radio and Television networks and outlets worldwide. Provides facsimile photo service to American Forces Television stations worldwide.

B. Armed forces information programs and media operations

1. American Forces Press Service produces the following publications for the Armed Forces newspapers:

(a) *Commanders Digest* distributed weekly to military commanders of all the Services, the Reserves, and ROTC components. It is designed to provide commanders and their staffs with authoritative information of National and Department of Defense policies and goals and other events of significance.

(b) *American Forces Press File* distributed weekly to military editors in the field to assist in publishing their newspapers. Copy and photographs are sent to all Armed Forces newspapers throughout the world. Currently these number more than 1,800.

(c) *Galley Guide* A monthly four-page publication of instruction and professional comments advising newspaper editors and military journalists on how to write, edit, print and publish their newspapers.

2. *Armed Forces Motion Pictures Service* includes the annual production and distribution of films for Service information programs, distributed in quantities of up to 1,000 prints, depending on Service requirements. In the production of films, this office works with commercial film companies and service production agencies.

3. *Armed Forces Publications Service* provides for the editing and preparation of information publications printed by the Government Printing Office and used by all Military Departments. Approximately 100 publications a year are produced; half of these are contracted and half produced in-house. These materials take the form of pamphlets, fact sheets, pocket guides, brochures and similar printed materials.

4. *Visual Communications Service* produces 12 or more original posters annually; produces 4 or more Art Files annually for use by Service newspaper editors; provides art support—including design, layout and original art for all IAF publications printed by GPO—and monitors GPO for printing phase; supports Production Service's twice-weekly programing; provides support for briefings, and handles the reprint program of the Military Services.

5. *Armed Forces Production Service* produces and distributes approximately 100 video taped programs for dissemination to American Forces Television stations and other Military Services for direct viewing. These include *Television Journal*, a half-hour news program produced weekly on activities in Vietnam and other areas around the world of general interest to military audiences; *Pentagon Forum*, a discussion series covering topics of general military and command interest such as drugs, Coat Reduction, Military Compensation, and Medical Programs, also produced weekly in a half-hour format; and selected variable length *Television Journal "Special Reports"* produced as sound-on-film interviews.

ASSISTANT TO THE SECRETARY OF DEFENSE—LEGISLATIVE AFFAIRS

The Assistant to the Secretary of Defense (Legislative Affairs) is the principal staff assistant to the Secretary of Defense for Department of Defense relations with the Congress. He performs functions in his assigned fields of responsibility such as (1) advising and assisting the Secretary of Defense and other officials of the Department on congressional aspects of Department of Defense policies, plans, and programs. (2)

coordinating Department of Defense actions relating to congressional consideration of the legislative program of the Department; (3) coordinating the development, clearance, and furnishing of information in response to requests received in the Defense Staff Offices from members of Congress and the committees of Congress and their staffs; (4) arranging for the designation and appearance of witnesses from the Department of Defense at congressional hearings on Defense matters; and (6) maintaining direct liaison with the Congress, the Executive Office of the President, and other Government agencies with regard to legislative investigations and other pertinent matters affecting relations of the Department of Defense with the Congress.

These agencies account for \$58,728 million in expenditures. Of that amount \$48,062 million—the fiscal year 1970 expenditures for legislative liaison, legislative affairs, the Armed Forces radio and TV services, and the aerospace audio visual services—is not reflected in the 437.675 million the Pentagon is now requesting for spending in this a.m. While it is clear that not all the expenditures of these agencies are devoted to public information and relations, an examination of the official descriptions of their responsibilities, and the types of materials they produce, make it clear that a significant portion of the funds they expend are, in fact, used for public information and public relations.

From this information, it appears that the figure of \$37 million stated by the Defense Department as the level of its public information and public relations expenditure is far too low. The true figure could run as high as twice that amount.

Accordingly, I am asking the General Accounting Office to investigate the expenditures of these agencies in question and determine exactly how much is being used for public information. I hope to have this material available when the defense appropriation bill comes before the House.

Last year the Congress expressly prohibited DOD propaganda unless specifically authorized by Congress. However, it appears that more stringent restrictions will have to be placed on the Pentagon's tendency to advertise its own actions and to promote its own causes.

WILMINGTON, N.C.

(Mr. LENNON asked and was given permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. LENNON. Mr. Speaker, the All-American and port city of Wilmington, N.C., was recently featured in an article appearing in *Generator*, an employee publication of the Babcock & Wilcox Co.

I am proud of the history, progressive development, and attractions offered by my hometown, and I wish to share the article with our colleagues and other readers of the Record:

WILMINGTON, N.C.: ALL-AMERICAN CITY

Midway between New York and Florida on a peninsula bounded by the Atlantic Ocean and the Cape Fear River sits Wilmington, N.C. Population: 75,000. Climate: mild. Industry: diversified. Seaport: fastest growing in the East. Historical sites: respectfully maintained. Parks and gardens: literally

APPENDIX II

JONATHAN B. BINGHAM
230 DISTRICT, NEW YORK

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HOUSE ADMINISTRATION

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ONE EAST FORDHAM ROAD
BRONX, NEW YORK 10468
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R. ROGER MAJAK
ADMINISTRATIVE ASSISTANT

B-161939

June 19, 1970

Mr. Elmer B. Staats
Comptroller General of the United States
General Accounting Office Building
441 G Street, N.W.
Washington, D.C. 20548

Recorded

Dear Mr. Staats:

The purpose of this letter is to reaffirm several agreements reached today in my conversations with Mr. Rothwell and others of your staff.

In my letter of June 4, I requested "the full and precise extent of expenditures of public funds by the Defense Department for the purpose of public affairs during the Fiscal Year 1970." It is now my understanding that the GAO will limit its investigation to the Armed Services Radio and Television Service, the Aerospace Audio-visual Services, and military recruitment activities of all agencies involved therein. In specific, your investigation will seek to determine in as much detail as practicable (1) the extent to which the materials and services produced by these agencies are utilized for public consumption, and (2) the extent to which the formal public information and public affairs agencies of the Department of Defense are consulted by these agencies in the process of deciding what kinds of materials and services they will produce. This information will allow me to make more accurate judgments about the proportion of the budgets of these agencies that might reasonably be regarded as "public affairs" and "public information" expenditures.

As I indicated to Mr. Rothwell, I would hope to request and receive a brief status report from the GAO on its progress in this investigation at the time the Defense Appropriations Bill for FY 1971 comes before the House, probably some time in mid-July. Thereafter I will expect to receive additional information obtained in the investigation as it becomes available.

Cordially,



Jonathan B. Bingham

JBB:RKD