

The original documents are located in Box 1, folder “Administration-Wide Communications Review - Departmental Reports, December 1971 (1)” of the Stanley Scott Papers at the Gerald R. Ford Presidential Library.

Copyright Notice

The copyright law of the United States (Title 17, United States Code) governs the making of photocopies or other reproductions of copyrighted material. Bettye L. Scott donated to the United States of America her copyrights in all of her husband's unpublished writings in National Archives collections. Works prepared by U.S. Government employees as part of their official duties are in the public domain. The copyrights to materials written by other individuals or organizations are presumed to remain with them. If you think any of the information displayed in the PDF is subject to a valid copyright claim, please contact the Gerald R. Ford Presidential Library.

MEMORANDUM

THE WHITE HOUSE
WASHINGTON



Determined to be Administrative Marking

December 2, 1971

Date 5/25/01 By W/HM

~~CONFIDENTIAL~~

MEMORANDUM FOR:

DES BARKER
STAN SCOTT ✓
VAN SHUMWAY
AL SNYDER

FROM:

BILL HORTON

SUBJECT:

Communications Review

Now that the Departmental reports are completed (as of Thanksgiving, and now I know what it's really like to be thankful), I am working on finalizing the general reports and developing a one to two-page summary of our conclusions on the Departments for the Advisory Committee. The only piece missing now is the planning guidelines.

I am forwarding to you copies of the combined Departmental reports (without tabs). They are primarily combinations of the various reports submitted individually by you, so there may be some conclusions and recommendations not agreed to by the team as a whole. However, I don't believe that a team effort to review and polish these reports would be warranted. Nevertheless, I do think they will be helpful in your day-to-day dealings with the Departments and in working with them to upgrade their capabilities.

Attachments

Bill

AGRICULTURE

Determined to be Administrative Marking
Date 5/25/01 By WTHM
DRAFT - CONFIDENTIAL

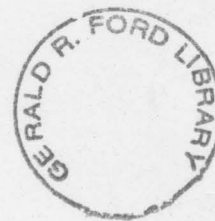
October 1, 1971

COMMUNICATIONS REVIEW

DEPARTMENT OF AGRICULTURE

GENERAL MANAGEMENT

Organization and Quality of Staff



Comment: The top personnel situation among the Agriculture public affairs staff appears healthy (with the exception of Herb Plambeck, who works directly for the Secretary as his Assistant for Public Affairs and appears competent for no more than looking after the Secretary's personal needs). Claude Gifford, formerly editorial page editor of the Farm Journal and now the Department's Director of Information, knows the Department well and understands agricultural politics. Although only recently joined (June 15, 1971) and not a Schedule C appointee, he promises strong pro-Nixon support. He endorsed Nixon in 1968 in a Farm Journal editorial, facilitated a favorable Farm Journal interview with candidate Nixon, and assisted Nixon campaigners in 1968. His recent actions on the hog price, corn blight, and crop report problems (discussed later in this review) indicate his political sensitivity and loyalty. Further, he is desirous of improving the planning and operational effectiveness of the Department's information apparatus and is doing something about it. In short, he is moving aggressively in a direction favorable to the President's interests.

Richard Ashworth, Special Assistant to the Under Secretary for Public Affairs, appears particularly savvy. He was formerly Administrative Assistant to Representative Fletcher Thompson (R-Ga.). He is full of ideas on how to improve, for example, the effectiveness of Department representatives on speaking engagements, coordination with the White House and the Congress, and

the timing of news releases. He is very sensitive to political nuances and appears loyal to the President's interest. Ashworth and Gifford get along well, and it appears their efforts will be complementary.

Gifford is enthusiastic about the Department's acquisition of Lou Wilson, formerly Vice President (Public Affairs) for the Fertilizer Institute, who as Assistant to the Secretary will keep the Department represented in front of the media and special interest groups across the country. He has wide contacts in agribusiness, the farm press, TV and radio, and Gifford expects Wilson's contacts to gain greater visibility for Department communications efforts.

Gifford also works closely with Don Brock (Administrative Assistant to the Secretary). Lyle Mariner (Legislative Officer who writes speeches and supplies information to Congressmen) and John Schrote (Legislative Officer who develops travel schedules to achieve maximum exposure for Departmental spokesmen). All of these men are politically reliable.

Department-wide the public information staff totals 215. Of that number, approximately 50 are professionals and half of them do not meet Gifford standards. Also, according to Ashworth, there is a paucity of politically reliable people below Gifford in the public information Department. Nevertheless, with Gifford's apparent management capability, he should be able to improve the productivity and upgrade the staff. Also, much of the politically sensitive work can be performed by the informal network mentioned above.

Coordination of Department-wide Public Affairs Apparatus -- Sub-Agencies and Regional Offices

Comment: Claude Gifford coordinates and releases all information provided



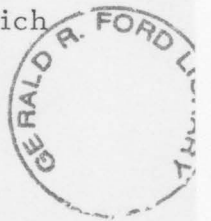
the public by the Department of Agriculture. This includes information generated by Department sub-Agency information offices and their regional extensions (the Department Office of Information has no regional offices).

The directors of information from the various sub-Agencies meet with Gifford each Monday to discuss plans for communications events occurring within the following three weeks. It is during these meetings that Gifford directs and coordinates the short-term planning and execution of Department-wide communications efforts.

The Secretary holds a "Policy Staff Meeting" three times a week at which the public relations effort, among other things, is discussed. One surmises that these meetings with the Secretary set the policy within which Gifford and his counterparts in the sub-Agencies must operate.

It appears that the control and coordination apparatus within the Department is adequate for short-term opportunities. Policy and specific directives flow from the Secretary to Gifford in the "Policy Staff Meeting" and from him to the sub-Agency directors at their weekly meetings. Matters are relayed to the regional offices by their respective sub-Agencies on a case-by-case basis. The problem with this apparatus is that its time frame of reference is only three weeks; coordination of long-term plans is nil.

Recommendation: The apparatus time frame of reference should be extended to the period covered by the long-term planning process recommended in the following recommendation of this review, i. e., through 1972. The "Policy Staff Meeting" and Gifford's meeting with the sub-Agency information directors would then include a continuing review of the status of the Department's



long-term plans as well as a discussion of more detailed plans for events in the next three weeks.

Identification and Capitalization Upon Communications Opportunities -- Planning and Execution

Comment: At the moment, the development of communications plans in the Department of Agriculture is not accomplished on a systematic basis. However, Claude Gifford, the Director of Information, is currently conducting a study which is designed to do four things:

- Improve working relationships among the information offices of the sub-Agencies and that of the Department,
- Improve the organization of all the information offices to accomplish their missions more effectively,
- Improve the overall communications support Gifford's office is providing the Department, and
- Improve the Department of Agriculture's service to the farmers and the public through the communications process.

It is possible that one result of this study will be to systematize what is now a loose and vulnerable process of identifying long-term communications opportunities (which have political impact). The present process relies on those individuals within the Department hierarchy whose experience or perception prompts them to signal issues for Gifford to anticipate and exploit. The process is not dependent on a directed, comprehensive review within the Department to identify long-range communications opportunities. And although Gifford and others have been successful in anticipating certain long-term problems thus far, e. g., the Fall 1972 hog prices, the corn blight impact, and the current



crop report, their intuitive process gives little assurance that all opportunities are being anticipated and exploited.

The execution of these ad hoc long-term plans appears to embrace Gifford's entire office on each plan, utilizing those persons whose expertise fits the requirements of the case at hand. Gifford retains responsibility for each plan, utilizing those persons whose expertise fits the requirements of the case at hand. Gifford retains responsibility for each plan being executed. No project managers are assigned. There is no written directive to establish objectives or assign responsibility for execution. All this is done verbally in conferences called by Gifford, and the process rests on an established standing operating procedure which satisfies Gifford for the moment. This process seems adequate only up to the point that the office's work load exceeds Gifford's span of control. It does not seem to be a good system for management of major initiatives, e. g., the SST, which tend to put peak loads on an office and obscure day-to-day activity.



No place in Agriculture's communications plan development and execution process does there appear to be any directed routine liaison with the White House for support or exchange of information. This liaison does occur on a random basis as problems arise which Gifford or others feel should be discussed with the White House, but a steady intercourse is not the rule. Similarly, it does not appear that conscious attention is given to identifying with the President (for publicity's sake) those communications plans which in fact are developed and executed. That is not to say that Gifford and others studiously ignore opportunities to serve the President; it is just that they do not enter each

communications opportunity with the President's interests first in mind unless it is clearly an issue which involves him. There is also the problem that seldom are Agriculture's positive programs visible on a national scale -- most are of a regional or commodity nature and somewhat limited in the opportunity they present.



To conclude, it appears that Claude Gifford is very conscious of the need for a long-range planning capability and is anxious to improve his operations in that area. He would probably be amenable to suggestions from us, tactfully presented, which helped him achieve that goal.

Recommendation: The Secretary of Agriculture and Claude Gifford, his Director of Information, should be directed/encouraged to accomplish the following objectives:

-- Identify the major farm and agricultural events which will occur through 1972. Major events are those which farmers and the public know about, such as the effect of farmers' hog breeding plans today on hog prices in the Fall of 1972. These events should be identified chronologically and regionally -- the dates which define the life of each event from nascence to crisis, and the States where the events will impact.

-- Draft a written communications plan which utilizes all available media resources and techniques to inform the public and the farmers about the events identified in the process described above. The plan should account for the efficacy of the various media and techniques in different regions of the country, as well as the time phasing of the included agricultural events -- this so that plans are tailored to regional peculiarities and so that there are no scheduling conflicts.

The plan should assign responsibility for planning and execution for each event so that a careful analysis is made of the anticipated work load versus the capabilities of Gifford's staff. Task organization of persons selected from throughout Agriculture's public information system under a single project manager responsible to Gifford should be used for handling the more significant events so that Gifford is not inundated by any one of them and can keep in touch with the breadth of his office's activity. When possible, responsibility for handling events should be delegated to sub-Agencies and their regional offices subject to Gifford's continuing supervision.

-- Coordinate, as they are being formulated, the list of major agricultural events and the resulting overall communications plan with the White House staff. (The lead time provided the latter in this coordination process should allow them to identify those events which because of their substance, timing, and location are particularly significant to the 1972 campaign.) It should further allow feedback from the White House staff to Agriculture on the priority to be assigned among the various events and the techniques with which to exploit them, as well as encouragement to identify the positive events with the President.

The purpose of the Department of Agriculture in the long-term planning process described above should be strictly limited to the goal of keeping the public informed to the maximum extent possible about what the Department is doing for the nation's agricultural situation. There should be no starkly political goals in mind, and especially on paper. The political goals of the Administration can be met by the White House staff's impact on the treatment given the various agricultural events during its review of the communications plan.





OPERATIONS

Mailing Capability

Comment: Richard Ashworth opines that Claude Gifford's office has exceptionally good facilities for reaching the public. His mailing lists are extensive. The key to the mailing lists is at Tab A. In addition, Gifford sends out a weekly "Agritape" to 400 different radio stations which emphasizes both regional and national events. Similar distribution efforts are made with TV tapes, the Spotmaster, and a TV program "Across the Fence." More about these specific radio and TV programs is covered in later comments about media liaison. The Congressional Relations Office of the Department assists in coordinating with the Congress on personal appearances, releases, and mailings to respective districts.

Recommendation: Continue the present effort but tailor it to the regional emphasis required and relative media usefulness which become apparent as the long-term communications planning goes forward. Also, it may be that Agriculture has a mailing list system which possesses features, including specific mailing lists, useful to other Departments. A communications conference or seminar should be held under White House auspices to enable the swapping of such ideas and techniques among the Departments.

Scheduling and Achieving Maximum Time Utilization for Departmental Spokesmen

Comment: John Schrote has been on board about two months and has begun scheduling for various officers below the Under Secretary. This is an ambitious program that appears well-structured and John has the overall sensitivity to recognize how important it is that we get full radiation from scheduled visits.

It is too early to evaluate the effectiveness, but it is one of the better scheduling activities among the Departments. Scheduling for the Secretary and Under Secretary is done in their offices. There is generally good radiation when they visit a city or an area because most of their information is regional, and when they go into a specific farm region, there is wide opportunity for their views to be disseminated.

Recommendation: Monitor Schrote's performance and encourage him at every step to get full radiation from all the scheduled appearances of Department spokesmen.

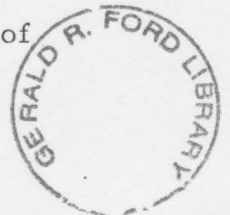
Research and Speech Writing

Comment: Martin Powers has been on board in Plambeck's office since May of 1970 and has a major responsibility in speech writing and preparing guest editorials. While this is effectively done, there is certainly opportunity to expand the exposure that the prepared material receives. This activity is coordinated by Herb Plambeck.

Recommendation: Gifford's and Plambeck's offices are separated and neither has a line responsibility to the other, which may cause some difficulty in getting Powers' speeches and editorials to Gifford quickly enough for exposure beyond the Secretary's person. Therefore, Gifford should be brought in on the planning and development of these pieces early in the game so that he can develop a communications plan to exploit them when they appear, rather than after the fact.

Monitoring of Wires and Other Media

Comment: No one in Gifford's office has responsibility for monitoring



the wires, papers, TV and radio scenes for political red flags regarding the agricultural situation and the opposition's stance on that situation. The lack of enough politically reliable people in the Department hierarchy proscribes such a function resting there, if Ashworth's opinion on that subject is valid.

Recommendation: The Republican National Committee should augment its staff with some agricultural expertise which could accomplish this monitoring. Information gathered there and the necessary counter-action could then be transmitted to the White House staff for insinuation into the Department's communications plans for appropriate agricultural news events.

SUPPORT FOR THE WHITE HOUSE

Comment: USDA's public affairs department demonstrates the opportunity for much improved productivity and political sensitivity in the months ahead. The handful of people oriented to the White House are fighting a sizeable tide of entrenched specialists who recall the charter given them by the first Director of Information for USDA, Dr. Milton Eisenhower. He urged them to be above politics, and the career members of the Department feel that they are above today.

The current team there accepts this in a healthy light and are pressing to see that there is no holding back that which shows positive action and results by the Administration.

A good attitude exists to support the President and to highlight him wherever possible. However, this team, headed by Gifford, has not yet developed a sensitivity for opportunities to demonstrate tangibly this support.

They have demonstrated a strong willingness to coordinate newsmaking



events and are keeping the White House apprised of developments in their Department.

They have supported the White House with materials and information promptly as requested, and their material arrives in usable form.

Recommendation: Support the Gifford team and reinforce their bias towards the President and the Administration. Exert strong but tactful White House influence over their planning for news events to ensure maximum beneficial exposure for the President and Administration initiatives and successes.

MEDIA LIAISON

Writing Press and Special Interest Media

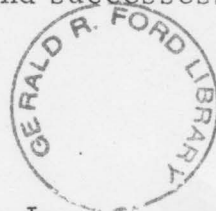
Comment: Both wire services cover Agriculture extensively. In addition, the Department puts out a number of publications. General examples follow.

Agriculture Briefs (Tab B) would be of great value to broadcast outlets around the nation, but mailing is too slow. Some speedier distribution system is required.

The USDA Farm Paper Letter is at Tab C. The one dated August 30 proclaims the President's economic package as a boon to farmers -- excellent -- the only Department to do this.

The Food and Home Notes are widely used by newspapers (Tab D) and a good idea uniquely fitted to Agriculture and its role in guiding both the farmer and the housewife.

The Agency does try to put out feature stories as indicated in Tab E. But they are not well written and it is doubtful that they are widely used. They are missing an excellent opportunity, too, by not exploiting in these features.



agricultural research, which makes a good story -- one that can be told over and over.

Note that none of the examples (except Tab C) mention President Nixon, the White House, or the Administration. At Tab F are all the press releases issued by the Department in the past month. _____ of these mention the President. It is obvious from this that the news activity of the Department is oriented towards itself and its programs.

The Department of Agriculture has an excellent facility for producing press releases and a good system for distributing them, which uses the sophisticated mailing list system to target specific, pertinent audiences for receipt of the releases.

Secretary Hardin rarely holds a Press Conference. He should hold more and associate the farm community with the President more often.

The Agency keeps current contact with reporters and maintains a press room for them.

There apparently is no real house organ among the Department's sub-Agencies; there should be in a Department of this size, even if it's simply a mimeographed sheet, to provide an opportunity for Gifford to publicize in the Department that the Secretary is on the President's team and to associate Presidential initiatives and interest with the Department.

Recommendation: The Department should set up a teletype and photocopier system linking Washington and the regional offices of its sub-Agency which has the greatest number of offices. (USDA has no regional offices of its own.) Gifford could then use this system to transmit quickly to the regional



broadcast outlets those releases, such as Agriculture Briefs, which suffer from slow distribution.

Pressure from the White House should be exerted on the Agriculture bureaucracy to associate the President more frequently with news releases on Agriculture's positive news events. This can be done through the White House staff influencing the Department's communications planning process, as discussed earlier.

Secretary Hardin should be encouraged by the President to hold more news conferences, in conjunction with publicity for Agriculture's news events, and to associate the President with the farm community as much as possible in those conferences.

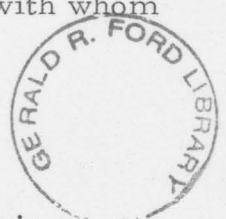
Gifford should be encouraged to start an Agriculture Newsletter for distribution within the Department. He should also be encouraged to give visibility to the President in it and associate Presidential initiatives and interest with the Department. The result would be to sell the President to the Department's employees and encourage them to do the same in turn to the public with whom they deal. Presidential attention also would boost their morale.

Electronic Media

The Department of Agriculture places probably more emphasis on TV and radio than any other Department in government. It is staffed in this area by competent career professionals, and is efficiently organized.

Layne Beaty is the Chief of the Radio and Television Service in the Office of Information. Reporting to him are the heads of the TV and Radio Divisions, and through them, their respective staffs.

On the TV side there are five major types of program services which



are provided on a regular basis to a sizeable number of stations. Beaty reviews all programs before they are released.

It is important to briefly mention these programs, as an example of what one enterprising Department is capable of doing:

Across the Fence is a half hour program produced each week at WRC-TV in Washington and syndicated by USDA to 113 TV stations primarily in farm areas. The normal format is magazine type featuring three or four subjects with film clips and interviews. The program is hosted by Beaty.

Down to Earth is an umbrella title for five 3 1/2 minute color video-taped features a week which are farm and consumer oriented and circulated to subscribing TV stations.

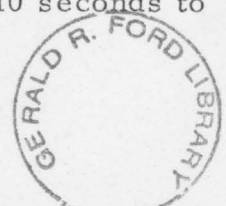
Color Slide Features are issued periodically ranging from one to four minutes in length which are run voice over slide by stations. Some have primarily consumer appeal, some are intended for farm interest.

TV Slide Home Features are mailed monthly to TV stations and feature subjects of general consumer interest for use on live farm programs. Mailings consist normally of a feature on plentiful foods, plus a second timely feature on subjects such as gardening, food preparation and pest control.

TV Public Service Announcements produced in the form of film and slides each year on general subjects. They run anywhere from 10 seconds to 60 seconds in length.

On the Radio side, USDA does the following:

Agri-Tape - a weekly reel, providing a USDA farm news summary, plus three to five statements, interviews, etc., for use within farm shows. Mailed Thursday.



Agriculture USA - A complete 13 1/2 minute weekly farm show. Content varies, and may include more than one agricultural subject. Show is aimed at a wider audience than Agri-Tape and covers broader topics in nutrition, research, farm economics, markets, etc. Mailed Tuesdays.

Farm Program Report - A 5-minute weekly tape service with five editions -- Northeast, Southeast, Midwest, Southwest, and Northwest -- providing instructive and explanatory discussions of the Federal farm programs. A package show, informal interview-type using various officials of the Agricultural Stabilization and Conservation Service as guests.

Consumer Time - A series of 3 1/2 minute programs, featuring food, marketing, clothing, pest control, gardening and many other topics of interest to consumers. This weekly reel carries six features, each usually on a different subject.

Radio Spot News Service - The Spotmaster telephone feed, where one or more short, current news stories and actualities are placed on the tape device at 4:30 p.m. each weekday. About 40 stations regularly call in each day.

In addition, USDA publishes a weekly Farm Broadcasters Letter, a summary of significant developments in the field, plus news of farm broadcasters and their activities.

Also, radio scripts are sent out each month featuring a variety of short items on consumer subjects.

Samples of these programs are quite good. They are written by staffers in the Radio and TV Divisions, and thus are tailored to each medium.



The Spotmaster summaries are rewritten from press releases in radio form, which makes them more acceptable to stations.

The heads of the TV and Radio divisions are in daily contact with information offices throughout USDA, most of which have TV and radio people of their own, and there is a rewarding relationship here. Top officials in these Agencies appear on tape and film regularly to discuss major initiatives such as school lunch programs, rural development projects, etc. Secretary Hardin also is somewhat active in this.

The single and perhaps most important element missing in this is emphasis on Presidential leadership in areas relating to Agriculture. Beaty is a career man, as are his top people, and therefore they do not have this aspect uppermost in mind. Claude Gifford does not yet appear to have much sensitivity for this either.



A full-time man (John Schrote) has been hired to handle the scheduling of Department speakers. However, not much progress has been made to date in placing USDA spokesmen on the top regional TV talk shows outside farm areas, where people are interested in farm-related subjects such as nutrition, consumer research, clothing and the like. We should be hitting these regions regularly, in addition to the farm areas. (Gifford and Beaty both admit to this inadequacy and the need to do something about it.)

The daily service provided by Spotmaster is well received by stations. However, if anything is lacking here it is regional emphasis, where news of interest to particular segments of the country is emphasized.

In summary, the organizational structure of the TV-radio area itself is well conceived, and operationally sound.

The TV-radio staff is highly professional, which is reflected in the final product. However, these are career people, and need tight supervision from our appointees.

The relationship between USDA and local TV and radio stations in farm areas is good. However, talk shows in major metropolitan regions should be an integral part of their effort in the speakers area, and this effort needs to be improved.

Whereast the TV-radio product is good, more emphasis must be placed on the President's leadership in areas relating to agriculture.

Assuming that a review of the Radio and TV series' current production would indicate a paucity of Presidential references, the thrust of the Radio/TV series' production efforts should be oriented towards the President by White House staff influence on the Departments' communications planning process, as discussed earlier.

Contact should be made with such top regional TV programs as Lou Gordon in Detroit, Phil Donahue in Dayton, Dinah Shore in Los Angeles, etc., and regular spots should be arranged on these programs for Agriculture spokesmen. The White House staff should be able to provide information on this and generally assist in placement.

An experimental regional Spotmaster program should be tested, where, in addition to the Spotmaster proving general news information, additional Spotmasters would be set up to feed to specific regions spots of primary interest to those areas of the country. If reaction by the consuming media is positive, then the regional Spotmaster should be made a regular feature of the Radio and TV series.

Finally, Agriculture has a TV-Radio setup which should be brought



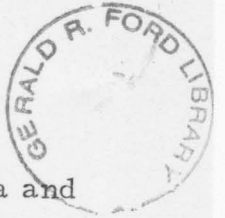
to the attention of other Departments as an example of what might be done in this area. This could be a feature of the communications conference under White House auspices recommended earlier.

Minority Group Liaison

Rufus Wells, a man formerly affiliated with the minority media and the U. S. Information Agency and who happens to be Black, has been with USDA since last November in minority media liaison and has a clear understanding of what his responsibilities should be all about. His office is presently releasing 15 to 20 news items and feature stories to the minority media (Black, Indian, Mexican, Spanish) once each month. Mailing lists to the minority are comprehensive what with the recent addition of the White House minority mailing lists to Agriculture's files.

A recent lost initiative at USDA involved the hiring of a Black to a \$36,000 job which was given very little coverage in the media. The potential for mileage involving a story such as this in the minority press is unlimited. When the story broke, Wells was on vacation, indicating two possible things: either there is a lack of flexibility when personnel are absent, or a lack of sensitivity in projecting the Administration's goal of equal employment opportunity to representatives of all racial groups. While Wells knows his job, there appears to be a lack of concerted effort to pursue a plan of giving visibility to top-grade minorities, their contribution to the Department, and Departmental initiatives affecting the minority community.

A major area in which USDA could gain maximum positive results in the minority communities is in the Food Assistance Program. For example, under President Nixon the Food Stamp Program has assisted over ten million



individuals -- nearly triple the number aided just 18 months ago. Monthly Federal expenditures for food stamps have increased five-fold in just one year to a current level of more than 135 million per month. All but a dozen or so counties or cities have family-food programs as compared to the beginning of 1969 when 400 counties had no such program. Nearly 7 million needy children are receiving free or reduced priced lunches -- twice as many as a year ago.

These facts would represent tremendous selling points for the President in minority and disadvantaged White communities if an effort was made -- through news releases -- to tell the story.

Recommendation: Influence should be exerted by the White House on Gifford, and the Secretary, if necessary, to insure that Rufus Wells' position and function is clearly understood by all and that minority audiences are to be constantly addressed by the Department public affairs effort.

A weekly, as opposed to the current monthly, schedule of news releases and photographs of events involving ethnic middle-grade and top-level Agriculture personalities should be disseminated to minority media -- print and electronic.

Utilize, where possible, top-level minority USDA personnel in meeting with and addressing minority group conventions and conferences around the country -- promoting Department programs and related Presidential initiatives.

Use appropriate photos of minority group personnel on Agriculture projects to identify the Department with the minority community.

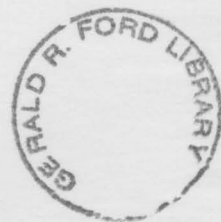
Coordinate major Agriculture minority communications efforts with the White House for assistance in getting maximum coverage and mileage.

Pursue the Food Stamp Program as a major communications opportunity with the minority media.

Utilize some of the top-grade minorities at USDA in photograph situations with Secretary Hardin and other officials to convey the theme of all racial groups working together in this Administration. Example: Secretary Hardin shaking hands with a minority representative in his office prior to that individual's departure to check on the Food Stamp Program in some part of the country.

Any major initiatives emanating from USDA -- affecting or involving the minority community -- should be disseminated in a two-page release to the minority media, print and electronic. Minority media usually don't have the editing capability to handle reams of material.





COMMERCE

DRAFT - CONFIDENTIAL

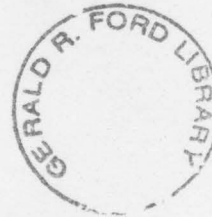
As revised November 26, 1971

Determined to be Administrative Marking

Date 5/28/01 By WHTM

COMMUNICATIONS REVIEW

DEPARTMENT OF COMMERCE



OPERATION AND MANAGEMENT OPERATIONS

I. General Organization

Comment: Nine of the twenty professionals located in the Department of Commerce Office of Public Affairs devote their efforts exclusively to the production of Commerce Today. CT is a magazine which contains information about export opportunities for United States businesses. It has a circulation of about 15,000, 3,000 of which are gift subscriptions. The annual cost of the CT production is \$350,000 not counting personnel costs. The magazine is well put together, and it is well received by its subscribers.

Basil Littin, the Director of Public Affairs, indicates that he wants to widen the scope of the CT staff's duties to include a continuing review of all the publications produced by Commerce. This review is needed, he thinks, because there is not now any control over most of the publications, particularly of scientific and technical publications which are numerous, and complex in content. Not having this control is occasionally embarrassing, e.g., a Commerce technical advisory board published a report on noise pollution on the same day the SST meeting began in Congress (this unbeknownst to Littin until too late).

Even with this added review function, however, it does not appear that the CT staff will provide enough increased effectiveness to justify tying up almost half of the PA office professionals with usually innocuous and low impact publications.

The electronic media liaison function is shared by several people -- Littin, Harlan Wood (Littin's deputy), Donald Bishop (Littin's assistant), and another man responsible for running the Spotmaster. Littin, Wood, and Bishop all appear to be competent and effective, but it seems awkward and potentially dangerous in terms of missed opportunities to divide the responsibility for the liaison among so many people.

The Office of Minority Business Enterprise has a Director of Public Information, but his function is strictly one of providing programmatic information needed by the public. Littin has recommended that an Assistant for Public Affairs be put in over the Director to stimulate some good publicity for OMBE, the Department and the Administration. Littin is having some trouble getting his recommendation approved within the Department and would be pleased if the White House were to step in and nominate this PA assistant. (Littin and Wood are very sympathetic to the Administration and are eager to support it.)

The Bureau of the Census, according to Littin, is an enclave of active partisan Democrats (at the working levels) who present problems similar to those of the Bureau of Labor Statistics. Littin and others at Commerce have foisted a special assistant on the Census Director's office who is essentially a Department spy, and an assistant on the Director of Information who helps to coordinate Census activities with the Department. Also, a monthly report from Census is required by Wood, which gives the past month's PA activity and forecasts that of the next month. But the political problems inherent



in the Census' handling of touchy information are still formidable. An example of this is a series of reports on barriers to employment in 54 cities, which is being prepared by the Census and BLS and which will begin announcing results in November. These reports were commissioned by the Johnson Administration to justify the war on poverty. The results will be announced via seminars in the 54 cities concerned. (Tight management of this project will be needed to keep the opposition in Census and BLS from manipulating the results the wrong way.)

There is no Department-wide capability for film production -- except for the Bureau of Standards which produces technical films. Further, there is no photo-journalism capability except in NOAA. This results from lack of funds and manpower. Wood is of the opinion, however, that films are generally too expensive (\$60,000 - \$100,000 per film) for the PA value they provide and that they are uneconomic for Commerce PA purposes.

Littin foresees that the requirement for Department speakers to support the Administration will increase over the next year. He also thinks that there will be an increasing coordination problem in scheduling those speakers, if Pat O'Donnell doesn't get some support in handling the liaison among himself and the Departments. Littin also foresees problems on his own part if he doesn't establish a full-time speakers bureau function of some sort.

The regional offices of Commerce report to the Bureau of Domestic Commerce, not to the Office of the Secretary. Only one of these offices has a PIO (New York), and his support of Littin has been unsatisfactory. Littin



does get varying degrees of support from the other offices in localizing communications efforts and doing advance work, but the incidence is very low. Consequently, he wants to survey the capabilities of each regional office to determine which ones can support him at best, and take steps to get a PIO into each of the ten offices plus three or four other cities (e. g., New Orleans) where Commerce issues often impact.

Recommendation: The Secretary of Commerce and his Director of Public Affairs should be encouraged to accomplish the following:

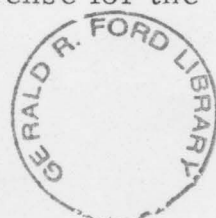
-- Direct manpower and funds from Commerce Today to the following: (1) an electronic media liaison section with a film/photo capability, (2) an Assistant for Public Affairs in OMBE, (3) a speakers bureau function in the Office of PA, and (4) increased communications planning (discussed below).

-- Develop specific plans for (1) gaining control of the Census' public affairs operation and (2) ensuring the "barriers to employment" reports are handled in a manner consistent with Administration policies.

II. Management Procedures

A. Reinforcement of Presidential initiatives.

Comment: Support for Presidential initiatives has been set by the pace of the Secretary with good follow-through from Public Affairs. Prior to the PA reorganization about eight months ago, there was some problem with follow-through, but not intent. There is a strong, intuitive sense for the political, for the possible, and for the practical.



Recommendation: None.

- B. Monitoring developments and ability to react promptly and effectively.

Comment: Activities on a Department-wide basis and through the office of the Secretary are handled effectively. Some of the separate administrations are more difficult to monitor because of the modus operandi of Assistant Secretaries in charge, and their involvement with their own PIO's.

Recommendation: The Director, Bud Littin, should develop a closer monitoring relationship with such agencies as the Maritime Commission, calling on the Secretary for his assistance with Assistant Secretaries as necessary. See the recommendation on this point in the organization section of this review.

- C. Identification of and capitalization upon specific long-term and short-term communications opportunities.

Comment: Harlan Wood maintains a master planning calendar, which forecasts all communications opportunities for the coming three months. The opportunities are gleaned from all available sources, e. g., the sub-Agency PA and program people, the Department PA staff, the Secretary's office, the Congressional liaison office, etc. Based on the events shown on this calendar, Littin works up pertinent communications plans on an event-by-event basis. Some of these are sophisticated; others are not. The OMBE communications plan and the White House Conference Industrial World Ahead planning checklist are both examples of the former. How formal the plan is determined



by the complexity and importance of the event. Littin and Wood do a thorough job of planning for each opportunity. Some examples of techniques they have used to plan for and amplify events follow:

-- On November 16th, the Secretary receives an award from the West Side Business Association of New York City. He also holds a press conference, has lunch with the New York Times editors, and gives a speech at the Association dinner.

-- The Hill and Knowlton PR firm has been retained on a volunteer basis to support the Department's preparation for the White House Conference Industrial World Ahead -- this includes counseling and news placement.

-- On long-term projects like the Industrial Conference, project managers (PA staffers) are assigned to monitor the preparation until it peaks, and then the whole staff concentrates.

-- Littin compiled a list of national organization meetings occurring in 1972 at which he wanted to place Department speakers -- decision and action on his recommendations to the Secretary are pending.

-- The PA office is sponsoring Secretary luncheons for top journalists three times monthly. In addition to the Secretary continually selling the Administration viewpoint, the meals are usually fish -- to promote our fishing industries.

-- Littin is developing recommendations for Administration support of the 1974 Spokane International Exposition (theme - environment), maritime industry improvement, and women's participation in business throughout the



country -- all of these present opportunities for highlighting the President favorably.

-- The PA office pushes White House background material for use by Department spokesmen in speeches, and even sends out congratulatory messages when one does a good job of supporting Presidential initiatives.

Two problems exist in Littin's communications planning and execution process. The first is a lack of adequate professional talent to concentrate on more than a relatively few selected opportunities which his staff identifies on the planning calendar. The second problem is that there are occasional lapses in coordination with the White House on these events -- none for example, on the October 13th OMBE announcement by the President which occurred on Wednesday, the day after the weekly minority papers went to bed, and which consequently ruled out any extensive coverage in the media most interested in the program.

Recommendation: The re-allocation of the Commerce Today staff recommended earlier should include assignments designed to increase Littin's capability to cover more adequately the events his planning process forecasts.

Further, while the planning and execution process used by Littin appears satisfactory, it should be coordinated more closely with the White House staff -- to ensure maximum amplification of those events favorable to the President and to allow the exchange of critical information, e.g., minority press deadlines are Tuesday. Littin and Wood should solicit a



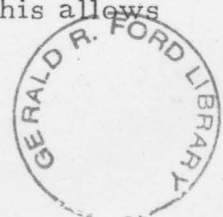
periodic review by the White House staff of Harlan Wood's master planning calendar, and a timely review of the communications plans Littin composes for the events which he (and the White House) earmark for amplification.

D. Coordination of Department-wide public affairs apparatus -- sub-Agencies and regional offices.

Comment: The Commerce PA office has varying degrees of difficulty in coordinating the PA efforts of its sub-Agencies and regional offices. As has been noted, Littin and the Department do not have direct control of the regional offices nor are there any PIO's in the offices who can respond even indirectly to Littin's requests or suggestions. Littin states that there have been no Department releases issued by any regional offices since he arrived at Commerce in February, 1971.

On the other hand, considerable control is exerted over the production of the sub-Agencies (with the exception of the bulk of the publications). Virtually everything -- speeches, press conference briefings, articles, releases, films, Hill testimony, etc., are either reviewed for comment or are authorized for release by Littin's office. His coordination of the sub-Agency communications efforts is accomplished on an event-by-event basis. Littin's action in this regard is keyed by the master planning calendar, and a one-week forecast of upcoming events which the sub-Agencies submit to him weekly. The coordination is actually accomplished person to person by Littin and his staff.

Littin also coordinates the impact of sub-Agency releases by holding them (when legal and possible) up to a maximum of 48 hours. This allows



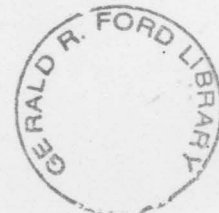
him to avoid neutralization of two hot releases which hit the street at the same time; to delay unfavorable stuff until the weekend; and to hold favorable releases for an active weekday.

Littin is not unmindful of his problem of reviewing publications. He has caused each sub-Agency to form a publications review board to ensure their publications are not redundant or contrary to policy. His next step is to form a Department review board (probably with Commerce Today staffers) which will flag problems it finds to Littin before they are unsalvageable. Other current tactics which help Littin control the publication output are (1) controlling the publications's distribution -- if a publication is bad news it's throttled; (2) clearing the news releases which might accompany a publication's announcement; and (3) requiring a weekly report from the sub-Agencies on what is about to be published -- scanning this voluminous report sometimes catches items which have news value, good and hard. Littin also signs off on hiring, firing, and promotion in the sub-Agencies.

Recommendation: Re-allocation of Commerce Today staff members to the task of reviewing the content of the various sub-Agencies publications. Also, a one-time review of the publications with the objective of eliminating those not absolutely necessary would reduce the workload and save resources.

E. Planning of news events.

Comment: Planning around the specifics of the Secretary and of major events is fairly well developed, however, there is great opportunity here for more imaginative involvement with Presidential initiatives.



Recommendation: Specific short-term plans for each major activity would greatly increase productivity.

F. Overall quality of the public affairs staff.

Comment: The Director has been on board about eight months.

He is soft spoken, has a very keen sense of news and public need, but is not a highly demonstrative operator. His deputy, Harlan Wood, was at Interior in a functioning post for many years. He knows the bureaucratic process very well, and while Littin has unquestioned confidence in him, he does not necessarily have outstanding credentials from a party standpoint from his old post. "The things he knows how to do, he does very well" is the evaluation placed on him by Interior, his former boss.

In most Departments, the ratio of professionals to all others in the PIO operation has been about one professional in four, with about half of the professionals considered highly effective. In Commerce, out of a total of thirty professionals, they only consider five to seven to have a high productivity, and a sensitivity for the demands of 1972.

There is a contact in the Census Bureau that is considered strong and effective. He is Lance Tarrance. His specific training is both in statistics and economics. He is an outspoken Republican, and has done research for RNC on specific assignments.

The scheduling activity is weak, and the speechwriting is done by Bob Smalley who formerly headed up the Department, and now handles all writing assignments for the Secretary, including by-lined articles.



The greatest concentration of professionals in the Department is the staff of eight or nine people involved in putting out the twice monthly magazine called Commerce Today. There is a great deal of manpower being deployed in this effort. The group putting out the magazine is following the criteria as established specifically by the Secretary.

Recommendation: A review of professional personnel should be made to see whether the evaluation of about seven capable pros out of the group is realistic, and if not, what can be done to upgrade and improve the overall performance. The concentration of professionals on the magazine effort should be reviewed along with a review of the publication itself, compared with the criteria as established by the Secretary. See the recommendation in the organization section of this review.

G. Confidence of Department head and top line officials.

Comment: Bud Littin has the confidence of the Secretary and other top line officials. There are some Assistant Secretaries who operate very closely and do not inform their own PIO's or Littin. However, this is an exception, and not the overall pattern. Certainly the Director has sufficient confidence with the Secretary that he can overcome any obvious problem in this area.



The Director does not demonstrate a forceful command, but has a good overall working knowledge of public affairs, which generates considerable respect from the senior officers of the Department. His deputy is a long-mileage public information officer who knows the bureaucratic system, and handles this side of the daily activities for Littin.

Recommendation: None.

J. Routine and special reports sent to the White House on communications activity.

Comment: Response has been prompt for all requests. Quality has been slightly above average for all requests, including Presidential speech information, and prepared speeches for use on the Hill. Response to requests from Chuck Colson's office is as good as from any domestic Department.

Recommendation: None.

OPERATION AND SUPPORT

A. Mailing Capability

Comment: Census Bureau has one of the best mailing list capabilities in the government. Littin's office utilizes the Census Bureau's computerized mailing lists which cover 243 metropolitan areas, and can be run off by counties and/or by special audiences such as Spanish minority press, Black disc jockeys, Black minority press, etc. It would be possible for the Bureau to provide mailing lists to the other Departments, as well as to the sub-Agencies of Commerce.

Recommendation: The Commerce staff should study the possibility of tasking the Bureau of the Census to provide mailing lists, tailored press releases and automated mailing services Administration-wide on an as-required basis.

B. Scheduling and achieving maximum time utilization for Departmental spokesmen.



Comment: This appears to be one of the weakest functions at Commerce. While there is good scheduling for the Secretary which is handled by a member of the staff in his own office, there is not a coordinated overall speakers bureau functioning and there is not a specific scheduling activity such as in several other Departments, including Agriculture. The simple system requiring the use approximately one hour a day of a girl in Transportation would appear to be adaptable to the needs of Commerce.

There is no specific program for getting maximum exposure through the media for others than the Secretary.

Recommendation: Investigate the other systems, perhaps comparing the one at Agriculture with the one at Transportation, and then develop a specific system using only a small part of one person's time.

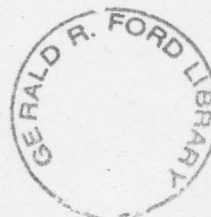
C. Monitoring of wires and other media.

Comment: Littin contracts out his clipping service requirements to three different Agencies. The service can be programmed nationally or focused locally for certain issues. His field offices and sub-Agencies also send him clips. AP and UPI wires are monitored, and radio/TV reports are ordered on a spot basis. Littin and Wood also find that most communications problems in the sub-Agencies come to their attention before it is too late.

Recommendation: Continue present practice.

II. Support for the White House

A. Design positive activities to highlight the President.



Comment: The strong support from the Secretary carries through to the Public Affairs Office. Litten and Wood demonstrate good capacity to understand, plan and execute to meet White House requirements.

Recommendation: None.

B. Coordinate news-making events.

Comment: There is no better effort made by any domestic Department to effectively coordinate news-making events. They are sensitive to the items of White House concern, and report and coordinate in a prompt, effective manner.

Recommendation: None.

C. Generate support materials.

Comment: The cooperation is good. The quality is average, somewhat because the time frame of the request is very short, and the ability of their staff limited. Requests for such things as Hill speeches are passed on to Assistant Secretaries. While the material comes back accurate, it is usually uninspired politically.

Recommendation: None.

D. Conduct Mailings

Comment: There has been good support on mailings, most recently in conjunction with Phase I of the President's economic program. There is a mailing that Passer's office puts out monthly, and other requests have been met promptly.

Recommendation: None



PRESS AND SPECIAL INTEREST MEDIA

Comment: Some interesting facts here. Harlan Wood says that for the first time in any Administration he has never seen an instruction from the White House on how to do press releases and how to get the President involved. Other Administration have done this.

The Department generally does not highlight the Administration. There is little but increasing mention of the President in news releases. Only 5% of the September, 1971, news releases mentioned the President or the Administration. Some initiative here, but not as much as one would like.

Access to the Secretary is surprisingly good here and Secretary Stans is willing, almost eager, to hold press conferences. He is improving, apparently, under directions from Bud Litton.

The main dispute with Commerce goes to their magazine. Commerce Today goes to a circulation list of about 17,000 -- persons who have requested it. It takes a staff of seven, plus the costs. It competes with private enterprise in some cases; in others, it makes fancy something that could be handled with a simple black and white press release. Commerce should seriously consider eliminating it and using the talent elsewhere.

Recommendation: Littin should be encouraged to weave publicity for Presidential initiatives into the fabric of his overall effort, and perhaps use Secretary Stans' eagerness for press conferences as in initial vehicle for this. See the recommendation on Commerce Today action in the organization section of this review.



ELECTRONIC MEDIA

I. Organization

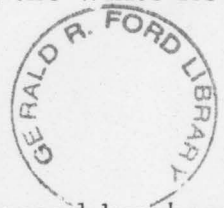
Comment: There is no full time professional at the Commerce Department who handles the electronic media. Dick Hert, who was in charge of this area, is moving over to ACTION to join Paul Costello, and Bud Littin is looking for someone to take Hert's place.

In addition, Littin is planning to set up what he calls a "specialized merchandising media operation" to screen invitations and initiate out-of-town appearances. Presently, Littin said he has practically nothing to do with the scheduling of the Secretary, Under Secretary and Assistant Secretaries. The Secretary's scheduling is handled by Stans' immediate office, including assistant Bob Smalley. The Under Secretary and Assistant Secretaries also have their own people lining up appearances for them, which Littin will learn of "after the fact." He wants to change all that, and bring the scheduling operation into his own area. He plans a two or three man operation to handle this and feels he can accomplish it by shuffling existing personnel around.

Recommendation: Because Littin now has little control over scheduling, with everyone going on his own with little coordination in the overall effort, this idea of centralization would seem to have merit. Anything the White House can do to help Littin accomplish this would be advantageous.

II. Radio and TV Feeds

Comment: The Secretary has held a series of off-the-record-luncheons with newsmen who cover Commerce, and this practice should be continued and

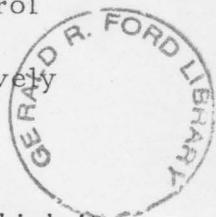


perhaps expanded. Sessions have been held on subjects such as trade and the economy which were attended by Dan Schorr and Eric Sevareid of CBS, Irving Levine of NBC and others. Littin admits Commerce has not done as much as they ought to on an individual basis with these correspondents -- in giving them background briefings with Department spokesmen. Littin said he will attempt to do this regularly if he gets the cooperation of Assistant Secretaries, but he has not been able to get their cooperation in the past. Bud claims many of them "sit on stories" without telling him, and it would seem that word should come from the Secretary to bring about a better spirit of cooperation here. Littin feels he is not being adequately informed by the Assistant Secretaries or their people, and this should be made to change quickly.

The Commerce Department does little in the way of effectively utilizing its Spotmaster. The Department has an active program in the area of the environment -- with its Bureau of Standards, National Industrial Control Administration, and other agencies involved in this field. Yet, relatively few Spotmaster pieces are made available on the subject, although Bud Littin said this is one of Commerce's most important areas, in which it is more active than perhaps any other Department or Agency.

The Department apparently has just begun to issue press releases along with texts of speeches by the Secretary and others. Up till now, says Littin, only the full texts of speeches have been issued to the press to wade through.

It would seem that with the Secretary playing a leading role for the



Administration in the field of trade -- especially with Moscow -- that Spotmaster pieces featuring the Secretary, as well as film clips, should be much in demand. Special radio features which could be mailed to stations on a weekly basis ought to be developed as well.

Recommendation: There does not seem to be anything in the way of an organized play to promote the Department, as well as Presidential initiatives, via the electronic media. I think the White House must ride herd on Littin's plan to set up his "specialized merchandising media operation" to make certain the right people are slotted here. It would seem that someone with a strong electronic media background ought to be hired by the Department if no such individual is available within the Department at present. A plan should be developed that would include the daily use of Spotmaster, weekly radio features for syndication to subscribing stations, TV film clips for subscribing stations and feature films that would highlight the Department's activities. Regular features on the environment should be quite "saleable" at this time -- and quite important to us as we go into election time. Some effort by the White House to get the Secretary to jar his Assistant Secretaries for more contribution to the PA program would help.

MINORITY MEDIA

Comment: The OMBE communications plan is a good example of how to approach the minority media on a communications opportunity. It is comprehensive and projects over the long term. However, it overlooks two problems.

One is that Commerce has no one assigned full time to minority media



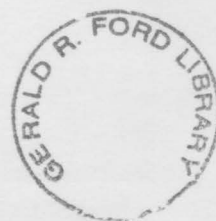
Consequently, that subject gets desultory attention, and initiatives like highlighting Commerce minority employees never get started. The same lack of attention could hinder the OMBE plan.

The other problem is that OMBE is using 3 - 4 people to produce a publication called "Outlook" which reaches at most 18,000 people. This appears to be a mis-allocation of resources, particularly when one compares "Outlook's" impact to what 3 - 4 people could do in getting OMBE initiatives and successes publicized through the press and electronic media.

Recommendation: Get a full time minority media liaison person at Commerce to push Commerce's several initiatives in that area. Also, provide OMBE with a consultant on minority media to work with John Jenkins in publicizing his organization. Do away with "Outlook" and replace it with a concerted effort (utilizing the same manpower) to utilize all general and minority press and electronic media in getting the OMBE message across.



HEW



DRAFT - CONFIDENTIAL

Determined to be Administrative Marking
Date 5/25/01 By WTHM

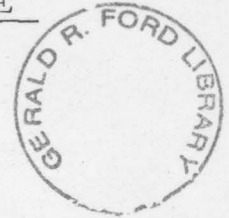
September 21, 1971

COMMUNICATIONS REVIEW:

DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

GENERAL MANAGEMENT

Organization and Quality of Staff



The office is headed by the Assistant Secretary for Public Affairs, Bob Beatty. The proposed organization is divided into two principal functions: communications and operations (see attachment A). Although Beatty originally contemplated 60 in his organization, his staff has been cut to 40. He currently has about a dozen professionals, half of them good. Beatty is relatively new, (?) having been appointed in April. He has good management skills and appears to have the capacity to manage HEW's public affairs complexities. However, he has a limited political sensitivity. Yet, he has the capacity to develop this if he will recognize the need adequately.

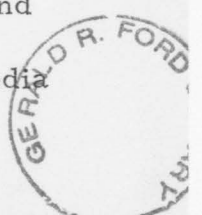
Brian Duff, on board about three months, is the Deputy Assistant Secretary (Communications). Having worked previously for NASA, he is and accustomed to handling a voluminous regular flow of breaking news, /has the ability to anticipate and initiate news today while programming long range events.

The HEW candidate for Deputy Assistant Secretary (Operations), Bill Pace, has not been cleared.

The staffing of News Services is solely print oriented, although it is supposed to cover the broadcast media as well. The News Services Chief (Winston) is good on regular stuff and knows the Department. For example, he moved quickly to clarify confusion regarding the Administration's commitment to

prompt passage of welfare reform legislation. A press release was promptly written and distributed to the press. The News Services group seems to work remarkably well as a team. Nevertheless, Beatty considers Winston limited in ability to build, develop, anticipate. Consequently, Beatty might move Winston into another slot and bring in his own man.

Currently, electronic media liaison is conducted by the audio visual and photo services director. (This situation will be discussed further in the media liaison section.) Also, the Speakers Bureau position is vacant.



Coordination of Department-wide Public Affairs Apparatus--Sub-Agencies and Regional Offices

A Communications Council has been established, chaired by Beatty, and including his deputies and the PIO of each Agency. This is just getting underway; the initial meetings appear to have been fruitful. The progress being made will have to be evaluated in three to six months. (If successful, this technique could be adapted for use by other Departments with several major sub-Agencies.)

At Beatty's direction, Pace is establishing a communications planning system throughout DHEW. It is designed to mesh closely with the DHEW Operational Planning System, which is an important management tool between the Secretary and his line Agency heads. Communications objectives and plans are to be tied directly to "Programmatic Priorities" of the Secretary and/or "Operational Objectives" of the Agencies. (Attachment B is a description of what a communications operating plan should include.)

While this planning system is clearly a step in the right direction, it does have some weaknesses. First, its stated goals are oriented solely to advance the Department rather than the President or the Administration as

a whole. Secondly, from the samples the plans appear to be exclusively programmatic (i. e., informing potential constituent groups about the program) rather than reporting on the Administration's stewardship (i. e., informing the public about Administration achievements and the reasons for Presidential initiatives). Finally, it lacks a follow-up mechanism to ensure that plans are actually carried out and that desired results are achieved.

Each regional office has a public information officer; of the ten, Beatty considered two or three of them have growth potential. Although the regional PIO's report to the HEW Regional Directors, their activities are coordinated by Herb Fowler--Field Services and Agency Liaison. Hired under a Democratic Administration, he once worked for the Department of Social Welfare in California, and he is a dedicated public servant type.



Identification of and Capitalization Upon Communications Opportunities

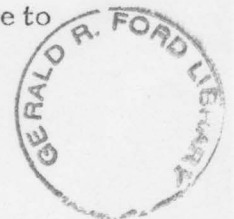
The material Brian Duff submitted to us demonstrates the Department's ability to identify goals both short and long / range (see attachment C). It is unclear, however, exactly how most of these are to be fulfilled.

At the request of the Secretary, a communications plan has been developed on the health initiative. It attempts to harness all of the communications resources to put across the President's point of view. Also, there is some effort, possibly superficial, to identify target audiences and tailor the medium and the message to these audiences. However, the plan does not show how the various segments combine to put across effectively the overall themes in the health initiatives and sell the President's package as a whole. Secondly,

except for the media and speakers' schedules, there are not time estimates of when the various steps will be executed, nor assignments of responsibility. Finally, there is no estimate of the results to provide a basis for evaluating the effectiveness of the plan and its execution. Admittedly, this last point is very tough to achieve in practice.

The relationship between this type of plan and the communications planning is a little vague. Duff and Pace explain that the health plan is a "tactical" plan focused on a particular issue, and that the plans developed through the communications planning system are less detailed, "strategic" plans. In addition, this particular health plan was put together before the development of the communications planning system. Presumably, if such "tactical" plans are developed in the future, they will be simply more detailed versions of selected "strategic" plans.

Beatty has initiated regular but not necessarily regularly-scheduled press conferences with the Secretary. The concept will be expanded from time to time to allow for press conferences of a formal nature for the Under Secretary and others in the top leadership of HEW. While Beatty has not yet adjusted from the format for a company's business news conference, definitely the conferences hold promise.



On the negative side, until the White House requested an op ed piece be written on bussing, the Department's position on the key issue had never been expressed in writing. Although drafts were written by several senior people, including Beatty, none was agreed upon by the Secretary's news conference. Consequently, the Secretary had to wing answers to questions

rather than being able simply to refer the press to a recently published op ed piece. To date, there is still no authorized guideline statement to refer to except the transcript of the Secretary's news conference. Although the transcript was not edited and circulated, some copies were made available.

Also, it appears that no one in the public affairs staff of HEW actually initiates ideas for stories -- despite the fact that there must be literally hundreds available in the educational and scientific divisions, as well as in others. There should be some sort of think-tank operation with top staff focusing on how to get particular stories out -- what method to use.

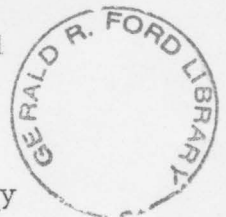
Reinforcement of Presidential Initiatives

Secretary Richardson is excellent on this score in his interviews and appearances. However, probably due to Beatty's political insensitivity, there appears to be little follow-through by the public affairs organization.

As noted earlier, the public affairs goals are solely Department oriented. A sampling of press releases indicated that references to Presidential leadership and action are rare.

Monitoring Developments and Ability to React Promptly and Effectively

There is no formal mechanism for monitoring events external to HEW and developing timely and appropriate responses. In fact, Duff sees this as a major problem because he feels that there is too much immediate "fire fighting" rather than anticipating problems beforehand. According to Pace, Winston is responsible for the only real monitoring effort of the office, although it is very short-term. Each morning Sandy scans the green sheet (reprint of HEW-related clippings from major eastern newspapers) and



determines, based on his 'considerable news sense,' what looks hot.

He then attempts to develop a response to those hot items to have ready if needed.

As mentioned earlier, Beatty has registered some concern about Winston's ability to anticipate events and is seeking to improve his performance or make a shift. There is a tendency to react negatively first, then find a way to neutralize and seldom an effort to meet the issue head on and develop the answer to sensitive questions in anticipation of what could happen. The prompt reaction is often one of resentment and resistance rather than opportunity and performance. Furthermore, anticipation of a communications problem does not guarantee appropriate action will be taken, as evidenced by the failure to develop an op ed article on bussing previously discussed.

Coordination of News Releases

All press releases are supposed to be cleared through Winston. According to Pace, each press release is examined to determine (a) whether the item warrants a press release, (b) whether it is something the Secretary himself might want to announce, and (c) the appropriate timing of the release. However, it seems that only a small portion of all public announcements go out as press releases. For announcements other than press releases, the coordination mechanism is entirely informal. Duff hopes that the frequent and regular press conferences will alleviate this problem by forcing the Agencies to release at least some of their most significant announcements through the conference mechanism.

Mailings

Mailings are evidently conducted by the Agencies, since the Office

of the Secretary itself has no capability to conduct large scale mailings. Very little information is sent out on a Department-wide basis other than to the press. Neither Duff nor Pace was aware of a central mailing list which included such general interest groups as labor unions, consumer groups, etc. Pace did mention that the Secretary has just recently hired a new Special Assistant, named Julie Valada, to handle relations with such general interest groups. One of her first tasks no doubt will be to develop such a mailing capability.

MEDIA LIAISON

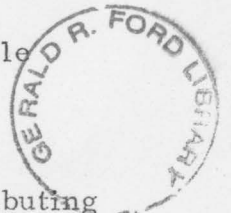
Writing and Special Interest Press

HEW has an open door policy to the news media with both merits and dangers. Wire services use the HEW Press Room as a central spot for covering both HEW and other nearby Departments, and the newsmen pretty much have the run of the place. That seems excellent because it gives public affairs officials quick access to reporters, particularly those from the wires. There could be circumstances, however, under which newsmen may run into dissidence with the Department with this free access. Therefore, while the practice should be continued, it must be carefully observed.

The Department has adequate resources for producing and distributing press releases. They are released through the Press Room and are distributed twice daily in a run that goes to the National Press Building. They then are mailed out around the nation to a list of 2,200 writers, including the specialized press. Each Agency does some of its own mailing, but under an HEW masterhead with the sub-Agency identified.

, the "HEW Newsletter,"

A house organ/is produced by the publications and graphics services

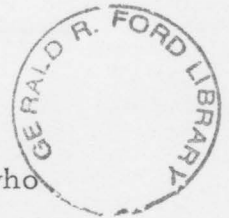


division and distributed within the Department and to the regions. It serves the commendable purpose of letting the people within the regions -- some of them far removed from Washington -- get a good view of HEW headquarters' thinking.

Electronic Media

There are several weaknesses in HEW's servicing of the electronic media, as discussed below.

Scheduling of Department Spokesmen on TV. Recently when we were carrying out a carefully orchestrated plan to place specific individuals on TV talk shows to discuss the President's economic initiatives, HEW spokesmen were "locked in" to major interview programs without consultation with our office. Elliot Richardson was placed on "Meet the Press" and Sydney Marland on "Face the Nation."



One of these spots would have gone to a prominent labor leader who supports us on the economic issues. Moreover, Richardson will be on "Meet the Press" the same day Connally is on "Issues and "Answers," thus watering down both appearances.

Winston claims the Office of Education arranged the Marland interview, and that he and Beatty knew nothing of it. In the case of Richardson, Winston was to have coordinated the date of the interview with Snyder, according to instructions from Duff. Winston did not do this.

Spotmaster Tape Feeds. Just as news releases are generated for the print media each day, Spotmaster tapes -- which are press releases in a form most attractive to radio -- should be made available to stations on a daily basis. Yet at present, Spotmaster feeds are being released on an irregular basis, and there

appears to be little advance planning with respect to the use of this device.

For example, Secretary Richardson held two press conferences this week, excerpts of which should have been placed on Spotmaster. No advance plans were made for this, and no tapes were fed, thus denying hundreds of non-network stations access to this material.

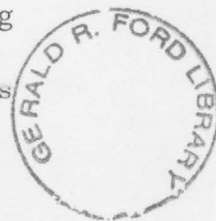
The Audio-Visual Division, headed by Harry Bell with assistant York Onun, is responsible for placing material on Spotmaster. However, Bell and Onun also advance trips for the Secretary and others, and are not available on a full-time basis. In addition, the News Services Division has not concerned itself with the daily use of Spotmaster.

Films. The Bell-Onun Audio-Visual setup also is responsible for riding herd on all films produced throughout HEW. The number of films makes this system unworkable, since neither man can possibly devote the time required to do this job. In addition, someone with a strong film production background and creative flair should be an overall Executive Producer of this effort on behalf of this Administration. Presently, no single individual looking out specifically for our interests has an overview of this area.

Syndicated Videotapes. At present, HEW is not availing itself of a service which is available throughout government, which provides syndicated videotape clips to selected TV stations throughout the country on a weekly basis.

Activities of Regional Offices.

Each Regional Office ought to be exploring the placement of Department documentary films, public service announcements and spokesmen on local TV and radio programs, in addition to suggesting special programs on topics relating to HEW initiatives, and assisting local stations in the production of



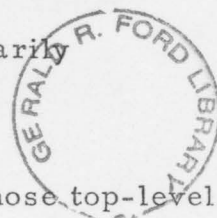
same. At present little seems to be done along these lines.

Minority Media

There is much to be done in the area of minority group communications if this Administration is to receive its due credit for its initiatives.

HEW communications appears to be continually on the defensive in such controversial and emotional issues as school busing and housing, whereas many of the positive aspects of Health, Education and Welfare are too often left unnoticed. The numerous programs initiated (Work Incentive, Drug Abuse, Education Opportunity Grants, National Right to Read, Funding of Predominately Black Colleges, Career Opportunity Program, Health Maintenance, Child Care, Sickle Cell Anemia) under HEW's giant umbrella -- supplying 60 percent of the Federal Funds allocated to urban areas -- should constantly be communicated to those communities in which the programs are primarily geared.

Presently, there is no ongoing program to give visibility to those top-level blacks on board at HEW. There is an absence of regularly scheduled news releases to the minority media on activities of the top-grade ethnics at HEW. Even with only one black deputy, ^{this} individual could be much more prominent. For example, he could accompany Secretary Richardson on trips, especially those involving minority communities. Photos ^{could be taken} of the of the deputy boarding a plane with Richardson and at news conferences. This deputy could hold his own news conferences in Watts. He lives in California and knows the area and identifies with the people in the area. Minority oriented photos and releases could



be distributed to the minority media on a periodic basis. Despite the fact that some of these same publications oppose the Administration editorially, this action would gain visibility and establish a record of progress.

Generally, there is little sensitivity to recognize ways for promoting HEW's achievements of particular concern to minorities. In addition, there is a poor understanding of how information should be packaged to be most useful, and hence utilized, by the minority media.

OPERATIONS

Scheduling and Generating Maximum Planning Checklist

Since the Speakers Bureau seat is vacant, there is no coordination of schedules below the Secretary. The public affairs office will set up news backgrounders, news conferences and TV appearances when requested, but each sub-Cabinet officer handles his own schedule. Efficiency is low on time invested.

Research and Speech Writing

These functions are supposed to be handled by the Speakers Bureau, which currently has no staff. The Secretary has his own speech writers. With the lack of political sensitivity of the remainder of the public affairs staff, it is unlikely that politically effective material will be forthcoming.

Monitoring Wires and Other Media

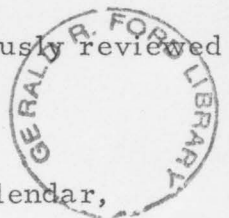
Collection of information is adequate; however, evaluation is spotty.



RECOMMENDATIONS

General Management

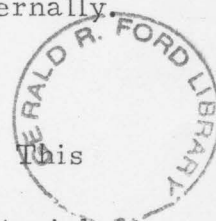
- Require submittal to the White House of communications plans for fulfilling the priority communications goals. These plans should conform to guidelines to be developed subsequently. Implementation should be monitored.
- Have Duff and Beatty prepare and submit a plan for handling a crisis on each of their sensitive issues. This will establish a consideration of what could happen in each area, get a focus by the Secretary and other senior officers of what options exist and a schedule of how public affairs will proceed in each eventuality. The bureaucratic staff would not be privy to this plan, but the Secretary and his key people would not knee jerk too readily if they had previously reviewed alternatives.
- Set up a system with the Department for a four-week calendar, updated weekly, on public engagements and appearances of all sub-Cabinet officers, as well as the Secretary, and specific plans for radiation utilizing various media. It should also include projected news events and information on possible damaging stories.
- A seminar held in the White House for a morning or afternoon with the top public affairs people from the Domestic Departments should be set up by Des Barker. This will be primarily aimed at developing political sensitivity and the 1972 Facts of Life and



Survival. Such basics as the need for making news, scheduling news, responding to the overall picture of today's news coming out of the Administration and all of Washington should be covered. Participants should include Ron Ziegler, Herb Klein, Lyn Nofziger (as old newsman), John Scali and others as the program develops.

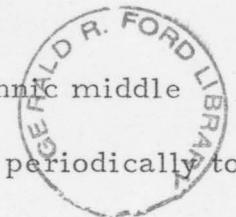
Media Liaison

- It is essential that Departments not go off in separate directions to promote themselves on national TV. There are a limited number of available spots on network TV, especially with regard to the major interview shows, and we have ample competition from those outside government who are opposed to the President's policies without competing with each other. Each network talk show appearance must be cleared in advance with Al Snyder to avoid costly conflicts. Also, it is evident HEW must exercise similar controls internally.
- A full-time body should be placed in charge of Spotmaster. This person must coordinate each day with Beatty or Duff the material placed on the machine. Tapes should include excerpts of Department-wide press conferences, comments taped expressly for Spotmaster by appropriate HEW officials, and major press releases written briefly and in radio style and thus tailored to the medium. Also "Spotmaster" feeds to minority group-oriented radio stations should be developed where HEW programs involve or



relate to the minority community. Obviously, the news flow would determine the extent and type of Spotmaster material made available each day.

- One person in the HEW Office of Information in Washington ought to be assigned responsibility for orchestrating the support given local electronic media by the regional offices. This would require regular visits to Regional Offices to assess and to give direction to their work.
- A full-time Executive Producer should be hired not only to get into film projects at the initial story treatment stage, but to create and develop films which will get across more effectively our major Administration initiatives in each vital HEW area.
- Minority group representation should be used on the communications staff to assist in communicating HEW's initiatives to the minority media.
- News releases and photographs of events involving ethnic middle grade and top level personnel should be disseminated periodically to minority media -- print and electronic.
- Top level minority HEW personnel should be utilized where possible to meet with and address minority group conventions and conferences around the country in order to promote HEW programs.
- Two-page release should be used in disseminating HEW news to minority media (pamphlets and thick brochures which usually end up in wastebaskets because of lack of personnel to edit material for publication).



- Photos of minority group personnel at HEW should be used to identify with HEW projects relating to minority community.
- Participation in major minority group-related events should be coordinated with Stan Scott for possible assistance in gaining White House visibility for maximum coverage and mileage.
- At his periodic news conference, the Secretary should identify with top level minority personnel in promoting projects related to the ethnic community by inviting the individual to be prominent in the conference.
- All available ethnic media mailing lists (Spanish, Mexican, Black, Indian) should be utilized fully to disseminate news events of interest to the minority community.



HUD



Determined to be Administrative Marking
Date 5/25/01 By W HM

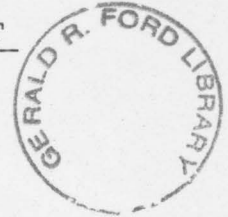
DRAFT - ~~CONFIDENTIAL~~

As revised November 5, 1971

COMMUNICATIONS REVIEW

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

ORGANIZATION AND MANAGEMENT OPERATIONS



I. General Organization

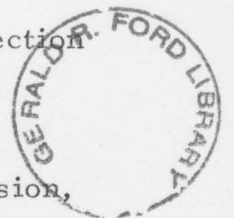
Comment: The organization of the HUD Office of Public Affairs is tightly centralized (see Tab A). No sub-Agencies have public information offices although the Assistant Secretaries may have special assistants who help with speechwriting and public appearances. This tight organization appears to offer a good opportunity for James Judge, the HUD Director of Public Affairs, to quickly master and control the communications planning efforts of his staff, which appears to have a good intelligence capability in Richard La Falce's national organizations liaison division and an apparently effective media relations capability in Ernest Gross' news service division. The office does not have appointed to it, however, a Deputy Director who can act in Judge's absence and direct the planning and execution of an all-inclusive HUD communications plan. Judge is at the moment preoccupied with the immediate problems of the Secretary and has left the operation of his office largely to his assistant directors.

James Judge has been in his position for only about two months, and it is probably too early to evaluate his effectiveness. The other principals in his office range in effectiveness from what appear to be fair to good. None of the principals appears devoted to the Administration or the President --

the Department programs command their attention. The Deputy Director post needs filling and appears to be a very crucial appointment, since it will probably fall to him to get the job done for the Director on a day-to-day basis and act as his principal advisor.

There are no information officers on the staffs of the Assistant Secretaries, although program information officers from Gross' news service division wed themselves closely to pertinent Assistant Secretaries, to the extent that they handle press inquiries about the Assistant Secretaries' programs, arrange and monitor interviews, arrange personal appearances out of town, and sometimes do advance work for the Assistant Secretaries. This assignment of a PIO to each Assistant Secretary appears wasteful of manpower; one PIO might be overburdened by a crisis involving his Assistant Secretary, while another PIO is idling along with an Assistant Secretary whose division is not making news. A pool of PIO's would be preferable, where PIO's are assigned on the basis of need in connection with each news event.

The electronic media liaison is handled by the audio-visual division, which, of course, handles the production of information materials, films, etc. It appears that the electronic media do not get the attention their import deserves, because of the division's conflicting requirement to produce these comparatively routine and unimportant materials. (This problem is discussed more in the electronic media liaison section of this review.)



Recommendation: The White House should take steps to accomplish the following:

-- Appoint a very strong and capable Nixon loyalist to the Deputy Director post in order: (1) to help insure that suggestions from the White House staff affecting HUD communications planning are favorably received and acted upon; and (2) to improve the direction and control of the HUD Office of Public Affairs.

-- Encourage Judge to reorganize his news service division so that Gross has a pool of PIO's available to cover events as required, rather than a PIO with each Assistant Secretary.

-- Encourage Judge to reorganize his audio-visual division so that the electronic media liaison people are autonomous and able to pursue that coverage full speed. They should, however, be tightly linked to developments within the news service division.

II. Management Procedures

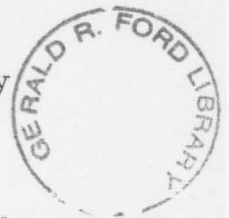
A. Identification and Capitalization Upon Communications Opportunities -- Planning and Execution

Comment: The Department of Housing and Urban Development does not have a formal planning system for long-term communications opportunities. There is no periodic, comprehensive estimate made by the Public Affairs staff of the problems and opportunities facing HUD over the long term, which a directed communications plan could either mollify or exploit. The system, as a whole, relies on the antennae of the Director, his deputy (if one were assigned), and his assistants to divine the wind. It does not appear that



any consideration is given to regional idiosyncracies in exploiting items of regional interest -- virtually the same media program is used in all regional approaches. The interests of the President are not consciously related to Department communications initiatives; most releases and information programs stress the Department activity or specific program purpose and leave it at that. Only 10% of HUD news releases in September, 1971, mentioned the President or the Administration.

There is an attempt to inform the public about all the programs HUD is administering or developing, and Judge works closely with the Assistant Secretaries to provide adequate publicity for their respective programs. Some planning goes into this support; for example, Public Affairs developed a phased communications plan to support the phased progress of Operation Breakthrough, HUD's demonstration program for modular home and building construction. The communications plan (Tab B) was not elaborate but it did attempt to gear the communications effort with the program. However, most HUD communications plans are not written and are not representative of a detailed staff planning process which attempts to extract maximum value from each news event considered.

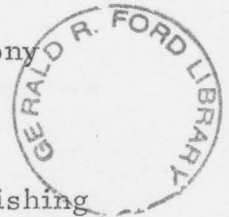


This lack of an overall, systematic communications planning process in HUD which reviews the full spectrum of Department programs, by content and through time, discourages hope that the Public Affairs Office resources are being utilized among the various Department programs in the most effective way possible to support the Secretary and the President.

Some aspects of the Public Affairs operations pertinent to communications plans are, however, impressive. Richard La Falce, Director of the national organizations liaison division, does a capable job of surveying the national organizations with special interest in HUD programs regarding those organizations' positions on issues and proposed legislation which involve HUD. A weekly report of this survey goes to the Secretary level for information. Often the intelligence in this report evokes a directed public relations effort toward the organizations concerned to better establish the Department's position. On a less frequent basis, this survey report is issued in a form which elaborates the positions taken by the various organizations on a specific issue and includes any testimony they may have provided at Congressional hearings.

La Falce also controls all mailings. His approach to establishing a mailing list is one of the best seen thus far by this study team. It is keyed by audiences -- non-government organizations, media, publications, and government offices and publications -- and these audiences are further broken down into special categories. La Falce can direct mailings to concerned audiences much faster than can offices whose lists are keyed, for example, by the type of mailing they are distributing, e.g., newsletter, news release, etc.

La Falce also publishes a yearly forecast of the meetings of national organizations which have special interest in HUD programs. No attempt is generally made by the Public Affairs Office, however, to solicit



attendance of Department speakers at these meetings. Sometimes the meeting organizers will invite the Secretary or Assistant Secretaries to address the group, or the Assistant Secretaries will solicit an engagement personally with organizations they feel are important to their programs. Consequently, exploitation of La Falce's efforts to compile this forecast proceeds in haphazard fashion. Another shortcoming is that there is no follow-up analysis of the Department speaking engagements to determine which organizations are being overlooked or, conversely, overplayed.

La Falce's research efforts on national organizations have produced some other good ideas. For example, when the new issue of revenue sharing arose, his office compiled a list of organizations with special interest in the issue. This spurred a series of meetings between Department officials and leaders of the organizations. These meetings were used to explain the Administration's and Department's positions and gain in return some insight of the organizations' position on the issue. Follow-up support was given to those organizations who wanted to support the Administration, e.g., HUD provided information to the Chamber of Commerce on special revenue sharing which in turn went out to 3,300 Chambers around the country. Subsequent meetings were held with some organizations which were neutral in an attempt to win them over. And those organizations who opposed the proposal were at least identified and their positions analyzed.

Recommendation: The Secretary of HUD and his Director of Public Affairs should be encouraged/directed to:



-- Identify the significant news events which will occur through 1972. This could be accomplished by directing a review of all current and anticipated programs which the Department has conceived, and sighting milestones at significant points in each program's progress which are worthy of publicity. The impact of these milestones in the various States should be identified. Problem areas as well as achievements should be anticipated, identifying the audiences who might be affected by the problems and achievements, and what their likely reaction will be.

-- Draft a written communications plan which mobilizes all of the resources available to Judge's office to take advantage of the opportunities documented in the program review. The overall plan could possibly contain a series of subordinate plans addressing each of the programs, problems, issues, etc. Each subordinate plan should identify pertinent audiences, their requirements for information about the substance of programs, their probable reactions to anticipated developments, their regional idiosyncrasies regarding the substance of the events, and their susceptibility to various media. Each plan should catalog background facts about each audience which are pertinent to the event being addressed by the plan. Finally, each plan should outline in as much detail as possible the execution of action to be taken -- objectives sought, task organization of responsible persons, media to be used, themes to stress with various audiences, material to be mailed, speakers to be scheduled, and a work schedule.

The overall plan should tie together all the subordinate plans and ensure consistency of objectives with Administration and Department policy,



and coordination of effort among the responsible persons in implementing the subordinate plans, efficient utilization of all resources, and a reporting schedule that would allow Judge or his project manager to supervise the progress of the overall effort.

-- Coordinate with the White House staff the work done in identifying newsworthy events and drafting a responsive communications plan. In this coordination process the White House staff can sight the politically important events and plans, and exert some influence as to what tack should be taken as to content and media technique in reaching the audiences concerned. This would also allow the White House to make suggestions about how to link Presidential initiatives to HUD's communications efforts while the latter are still in the planning stage.

B. Monitoring Developments and Ability to React Promptly and Efficiently

There is a wider gap between reacting promptly and doing it effectively at HUD than in some other Departments. The Public Affairs office still clearly shows the effects of the previous Director. Judge's time is heavily taken by the Secretary, so that he has not been able to effectively close the gap as yet.

There appears no difficulty in monitoring developments within the Department, but there appears no sense of urgency nor creativity in dealing promptly and effectively. The Director is overly involved in the day-to-day affairs of the Secretary and in clearing out the problems left over from the prior directorship.



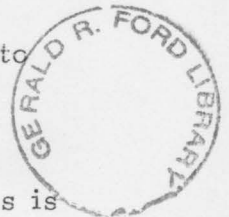
Recommendations: The Director should free himself from so much continual involvement with the Secretary and his travel plans; he should avoid traveling and remain in Washington where he has a better opportunity for evaluating developments and making judgments on action to be taken.

C. Coordination of Department-wide Public Affairs Apparatus -- Sub-Agencies and Regional Offices

Comment: As noted above the HUD Office of Public Affairs is a tightly centralized organization.

HUD regional offices are also important to the Director of Public Affairs in that they are able to provide advance warning of problems arising on the regional and local scene, and can in turn act as the coordinator of preemptive or remedial action in response to those problems. Further, they can act as project managers for communications initiatives oriented to regional and local audiences.

It appears that coordination of HUD's public affairs apparatus is intensive, in the sense that all offices and divisions are fully informed of ongoing projects. However, it appears that the coordination of all the principal players rests in James Judge's office and person rather than in any standing operating procedure. Consequently, it appears that the Office of Public Affairs, including the regional offices' participation, is operating significantly below capacity while it awaits new direction and initiatives from Judge, whose span of central involvement and knowledge is limited by his lack of a principal assistant, his preoccupation with the Secretary, and most importantly, a comprehensive plan and executive order to energize and direct his staff.



Recommendation: The planning process described in the foregoing recommendations should help to solve the problem of maintaining Department-wide coordination as the scale of communications activity increases. The planning process would provide a framework around which the Department can expand its communications efforts, yet still keep the various parts linked together in purpose and action. It does appear, however, that specific attention should be given by the Secretary and his Director of Public Affairs to utilizing more the capability of the regional offices to further the communications goals of the Department and Administration.

D. Overall Quality of the Public Affairs Staff

James Judge, the new Director, has a wide-ranging background in public affairs and the management of a staff the size available to him at HUD. He has recognized some of the problems existing with various elements of the press during the time he was a consultant at HUD, and has greatly improved the Department's relations with several individual newsmen.

Ernie Gross, Director of the News Services Division, appears to have a good news sense, but requires more direction in achieving effectiveness with Presidential initiatives.

Robert Kinkor, Assistant Director of Public Affairs, is a retired Army Colonel who is described as being good on nuts and bolts.

Lawrence Casson, the other Assistant Director of Public Affairs, while he has had employment with Selvage and Lee, a pioneer PR firm; other PR assignments, and as an assistant to Senator Staltonstall, is attributed to being an abrasive element with newsmen that Judge has had to



correct. He was hired by the former director and highly recommended by Secretary Richardson. He had also been a campaign coordinator for Richardson's Lieutenant Governor race in Massachusetts.

At this point, Gross appears to have a better command of his job than anyone in the Department. Judge has been there but a short time, has been putting out fires, has been aiding the Secretary to a great extent, and the confidence he perhaps can develop in his Department has not been clearly demonstrated.

Recommendations: Judge needs a specific plan or reorganization and reassignment as necessary to build a more effective team. Judge is not lacking totally in political sensitivity but he does need a greater developed sense of political balance and urgency for the months ahead.

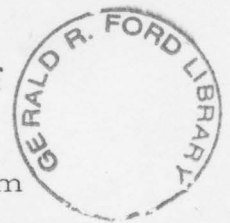
OPERATIONS AND SUPPORT

A. Scheduling and Achieving Maximum Time Utilization for Departmental Spokesmen

Comment: There is much to be desired in getting maximum effectiveness from the scheduling of the Secretary and other officers of the Department. There is marked improvement in supplying advance texts, but oftentimes material supplied by the White House is ad-libbed and does not get the advance exposure -- therefore, limited use by the wire services and others out of Washington.

Scheduling for the Under Secretary and Assistant Secretaries is very spotty and all too many speeches are made with no accompanying radiation in the media.

Recommendation: A complete review should be made and a plan



developed and adhered to for maximizing the appearances of all officers of the Department, this to include at least one major media appearance in conjunction with each speech. Advance texts must be made available for all officers and, when speaking schedules are sent to the White House, they should include the radiation that has been planned. A speakers bureau function should be established within the Office.

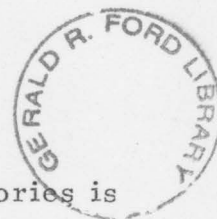
B. Research and Speech Writing

Comment: At the present time, a great majority of this is not done in the public affairs department. Research for the Secretary's speeches is drawn from various offices and the writing done by a member of the Secretary's staff. Speech writing for other officers is done in their operations with their own people.

Recommendation: Certainly the coordination of research material could be improved by public affairs, but there are many items that have a higher priority than their involvement in this area.

C. Monitoring of Wires and Other Media

Comment: The monitoring of wires and fast-breaking stories is spotty, according to Ernest Gross, the Director of the News Services Division. His office has no way of predicting or anticipating the unexpected (e. g., the 7th District Court of Appeals division on HUD racial discrimination) and that he must react rather than act in such cases. The regional offices sometimes are able to advise him as a crisis is building, but he conveys the impression that this is only occasionally. Further, there appears to be no



present activity, capability or inclination within the Public Affairs Office to monitor the media for politically significant news.

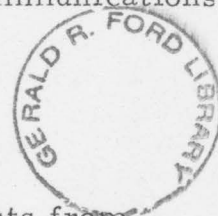
Recommendation: The Secretary and Director of Public Affairs should be encouraged to include as part of the communications planning process a review and analysis function which monitors the media for feedback on current HUD programs and supporting communications activity, then analyzes the feedback to determine whether the impact of the communications activity is favorable, harmful, or neutral, and finally recommends any necessary changes to the communications activity. This function should help to keep communication plans on track and provide the Director (and the White House staff) with /a continuing evaluation of the overall HUD communications effort.

The White House should ensure that a housing and urban development specialist at the Republican National Committee monitors the media for politically significant news pertinent to HUD. This information could then be passed to the White House/^{staff} for insertion into HUD's communications program in a ^{staff's} sanitized version, in the White House / influence on the HUD communications planning process.

II. Support for the White House

Comment: The Secretary is always responsive to requests from the White House for highlighting the President, his initiatives and the Administration as a whole.

Judge has improved the relationship with the wire services in this regard. But he has not captured the spirit of some requests from the White House. For example, a request for a news conference is still pending because



they just haven't been able to come up with a news pack. Certainly with the news spread of Presidential initiatives and the existing dynamics within that Department, there is no reason why a news conference with substance cannot be developed within a two-week period. Despite this rather poor example, the coordination of newsmaking events is not the lowest among all Departments.

There is an effort at improving the relations with the White House and on keeping it informed on important political and substantive developments, but so far this has been effort and not progress. Requests for talking papers, research material and speech information come both through the public affairs office and the Secretary's office. Material requested directly through the Secretary's office has been prompt and highly usable. The material through the public affairs office has been of a lesser quality but a cut above the norm. Few requests have been generated in this area since Judge came on board.

Recommendation: Further White House support is necessary in guiding Judge toward more effective techniques to highlight the President and the Administration. The political sensitivity of the Presidential initiatives should be reviewed as necessary with Judge. A sense of urgency should be developed in responding to various requests for planning newsmaking events, supplying talking papers and various other research material.



PRESS AND SPECIAL INTEREST MEDIA

I. Output

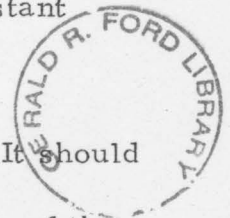
Comment: There is no apparent logical reason for the HUD magazine "Challenge." It would be less expensive and more useful to the press to send this material (it is printed for distribution to a list of 12,000) out as separate articles that might be planted for Sunday features or daily features.

One good publication, "Huddle," that HUD distributes is a house organ designed to keep the Department employees informed of Department policy. Lots of short items would be better than fewer long ones. The format should allow the employees of the Department to contribute. A Secretary's Column could be a great instrument for morale. The publication doesn't bring in the President, however; it dwells on the Secretary.

Note, too, that only 10% of the September press releases mentioned the President or the Administration. A recent issue of HUD, "Challenge," titled "The First Two Years," is a beautiful piece of work, but it features Secretary Romney with a great spread on page 5. The President doesn't even get his picture in the publication, and there are constant references to "our Department," not the Administration.

The HUD newsletter is designed as a sort of clippingsheet. It should be eliminated and the matter handled with news releases or in one of the other publications.

The HUD Clippingsheet is designed to show what HUD material is being printed. It's for Department distribution. It should be for distribution only



to top staff with a copy sent to regional offices and one posted on a bulletin board for the press room staff. Or it should be eliminated entirely. Another publication, articles in periodicals, is distributed to Department staff. This is follow-up material, but it seems that it could be eliminated or simplified.

HUD has plenty of facility for producing and distributing press releases.

Press conferences are held on a somewhat irregular basis. The Secretary is available to the press when asked. There is no press facility to speak of because no one from the press makes his headquarters at HUD. A press room and regular press conferences should be set up to increase Departmental-press contact.

HUD does no extensive release mailout; it's limited to those publications which have been requested. There is a call list for reporters, but apparently they don't bother to cover HUD, except on very special occasions. The press room, increased mailout, and press conferences should improve this.

Recommendation: The Secretary and Director of Public Affairs should be encouraged and directed to implement the recommendations implicit in the above comment, and above all, increase the pace of HUD's communications effort and its association with the President's interests.

ELECTRONIC MEDIA

I. Organization

Comment: Note the opening section of this review for pertinent



organization recommendations. Further, HUD's audio-visual section has no ongoing plan that services the modern requirements of TV and radio stations. Several films have been and are being produced, which are distributed through the Modern Talking Picture Service, but these are mainly for use at civic meetings for discussion purposes. In addition, none of the films seen thus far stresses the President's active involvement in this area. In addition, HUD's efforts ought to be directed to reaching the maximum number of persons via TV and radio.

The planning and execution of a balanced TV and radio program at HUD is badly needed. No evidence of organized thought in this has been seen yet.

Each of the areas outlined below -- Spotmaster, TV scheduling, TV and Radio public service programming, TV and Radio news clip service -- should have separate plans of operation and must fit into an overall plan at HUD to get the maximum usage from the electronic media.

Overall, there appears to be a severe lack of initiative and imagination in the electronic media area. There is little direction and inspiration coming from the top echelon of the public affairs setup.

Recommendation: Implement improvements implicit in the above comment.

A. Spotmaster

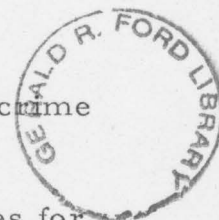
Comment: Very few radio spots are being offered to stations. In the period August 2 through September 16 only four separate spots were fed by HUD, and pickup on them was poor:

August 2 Federal Insurance Administrator Bernstein on first crime insurance policy - 12 calls received.

August 4 Assistant Secretary Jackson on widening opportunities for Black lawyers - 5 calls received.

August 27 Secretary Romney's news conference on the economy - 7 calls received.

September 16 FIA Bernstein on flood insurance - 68 calls received.



It is interesting that no spots were offered on Operation Breakthrough, a major HUD project, aspects of which could provide material for Spotmaster several times a week. In addition, with the Secretary's position on the Cost of Living Council, material relating to the economy and the price-wage freeze could be developed and fed on a regular basis.

Recommendation: More active liaison must be established between the audio-visual section and the news services division of HUD. Stories which merit release to newspapers should be rewritten for radio, and appropriate HUD officials should record comments on tape when possible. This could be achieved with the existing number of persons in the audio-visual section. Stations should be encouraged to call daily for these feeds, as they do with USDA. Regional offices should be enlisted to generate interest among local stations.

B. TV Public Service Program

Comment: There is no overall initiative in providing regular public service TV and radio programming to local stations. Yet, local stations, in an effort to meet FCC public service programming requirements, are eager to accept shows of this type (USDA produces a half-hour weekly TV program that is carried by 113 TV stations, and HEW has mounted a similar effort). HUD would be able to feature its major programs in this format, including Model Cities, Operation Breakthrough, Park Development, and related subjects.

Recommendation: Judge should explore with WRC-TV or another local station, the production of a weekly series of HUD TV programs. As



with UDSA and HEW, HUD would be responsible for syndication of this product.

C. General Radio Services

Comment: There is presently no effort to provide radio stations with weekly tape reels of special programs and features of a less timely nature than the pieces fed on Spotmaster. These features could be both in the form of public service programs which would be broadcast on a regular basis, and news spots which could be excerpted for news broadcasts.

A regular series of weekly programs, perhaps up to 15 minutes in length, could feature such topics as home ownership assistance, equal employment opportunity, FHA home improvement loans and home purchase, etc.

A separate reel might include brief feature interviews, which could be played into regular programming and newscasts. Regional emphasis should be stressed in both services, and separate regional editions might be worked up to appear to specific areas of the country.

Recommendation: Implement the services described above.

D. General TV Services

Comment: Since August, 1969, only seven HUD TV news clips have been sent to TV stations. As with the radio service previously outlined, TV news clips should be mailed on a weekly basis to subscribing TV stations. There are a myriad of subjects to cover here, and pickup should be good, as USDA has found.

In addition, color slide features ought to be mailed to these same stations periodically, that would also highlight Presidential initiatives.



Recommendation: Implement the services described above.

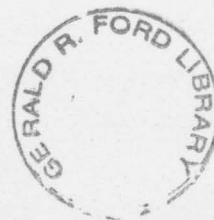
E. Scheduling Department Spokesmen on TV

Comment: This is generally left to regional offices, with no direction being provided by the audio-visual section. Nor does there seem to be much coordination between the various PIO's at HUD and Jim Judge with respect to properly filling an out-of-town schedule once a speech invitation has been accepted. Local TV in particular is getting short shrift.

Recommendation: The audio-visual section should be involved in scheduling TV appearances perhaps in cooperation with regional offices, as the latter cannot be left to their own devices on this. HUD must not schedule network TV appearances without checking with the White House in advance.

MINORITY MEDIA

Comment: While HUD has done a fairly good job in giving minority media visibility to its two top Blacks -- Assistant Secretaries Samuel S. Jackson and Samuel J. Simmons, there is an absence of any coordinated programming to maintain minority media visibility for those other Blacks in the Department. Because of a personnel shortage, there is no one individual responsible for maintaining communications visibility for numerous other middle grade minorities at HUD. Jackson and Simmons, however, are assured of gaining a certain amount of news media coverage as they travel across country because each Assistant Secretary at HUD is assigned a public information officer to plan and arrange media communications.



"Spotmaster" radio tape feeds audio networks in various regions of the country. Robert Amdur, who heads up the electronic operation, says that periodic excerpts from speeches and news conferences are fed to minority oriented radio stations around the country. However, even though his communications director was supplied with all of the updated minority media lists some two weeks earlier, the lists had not yet filtered down from his Department head.

An example of the lack of coordination and overall supervision in the minority media communications effort at HUD can be cited in the news release done on Theodore R. Britton, a Black who is Deputy Assistant Secretary for Research and Technology. A conversation with Mr. Britton and a monitoring of minority newspapers disclosed that there was no mention in the news release that a meeting had been convened in Paris on September 21, 1971, where Britton was named to his post. The release from HUD was dated October 7. And most important, the papers receiving this release, which had no accompanying photo of Britton, would have no idea that the man happens to be Black, thus discarding the news item to the closest wastebasket.

HUD, like most of the Departments visited by the study team, is frequently caught in the position of defending itself against allegations of employment and housing bias. There regrettably is no overall, long-range communications programming being maintained to counter, in most instances, what are false accusations.

On a positive note, HUD did take the initiative to publicize its

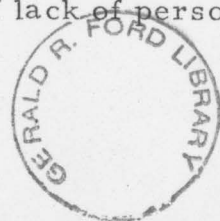


"Fair Housing Public Service Advertising Campaign." This effort could be expanded to numerous other areas at HUD.

Recommendation: HUD's interest could be best served by utilizing the talents of one individual to coordinate its overall communications effort with the minority media. Even if this would mean a reorganization of the communications staff, HUD would be the winner in the long run. In many parts of the country HUD's image is less than positive because HUD is not effectively projecting its initiatives towards minority groups to a large segment of the national community.

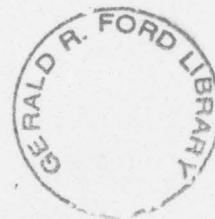
Specific recommendations would include the following:

- That minority group representation be used in an overall effort to assist in communicating HUD's initiatives to the minority media.
- Periodic dissemination of news releases and photographs of events involving ethnic middle grade and top level personnel to minority media -- print and electronic.
- Utilization, where possible, of top level minority HUD personnel in meeting with and addressing minority group conventions and conferences around the country...promoting HUD programs.
- Use of two-page release in disseminating HUD news to minority media rather than dissemination of pamphlets and thick brochures which usually end up in wastebaskets because of lack of personnel to edit material for publication.



- Use of photos of minority group personnel at HUD to identify with HUD projects relating to minority community.
- Coordination of major minority group-related events with the White House staff for possible assistance in gaining White House visibility for maximum coverage and mileage.
- Use of regularly scheduled news conference by Secretary of HUD to identify with top level minority personnel in promoting projects related to the ethnic community (inviting the individual to attend the conference).
- Greater utilization of all available ethnic media mailing lists (Spanish, Mexican, Black, Indian) to disseminate news events of interest to the minority community.
- Check into the feasibility of inviting minority group newsmen to HUD to interview top minority group personnel and Secretary Romney.

Example: Stan Scott's office in the White House is presently involved in a plan to invite a news task force from the New York Amsterdam News, the nation's largest Black weekly newspaper, to come to Washington and interview several Department heads and top-level Black appointees from the various Departments and Agencies.



INTERIOR



DRAFT - ~~CONFIDENTIAL~~

As revised November 26, 1971

Determined to be Administrative Marking

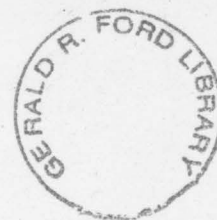
Date 5/25/01

By WHM

COMMUNICATIONS REVIEW

DEPARTMENT OF THE INTERIOR

ORGANIZATION AND MANAGEMENT OPERATIONS



I. General Organization

A. Organization structure of OS public affairs operation.

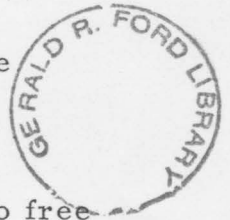
Comment: Tab A depicts a current reorganization of the Interior Office of Communications. Note the two main divisions. The Special Assistant's group is composed of all Schedule C appointees. They are loyal to the Secretary and support the Administration. This group acts as the policy and planning committee for the Director of Communications, Robert Kelly. The Executive Assistant's Division has sections with career civil servants guiding them. These sections usually handle the routine production of the office.

Note that there is no speech writer in the Special Assistant's group -- Sansom fills this requirement on an interim basis.

One feature of the reorganization that does not show is a standing Review Board which consists of the principals from the Office of Communications, the sub-Agencies and certain outside people. They periodically review and evaluate various projects, films, publications and communications approaches. The presence of outsiders on the board, who presumably have fresh ideas, seems a potentially productive arrangement.

The public queries section handles daily about 100 written requests for information. Most are easily answered by available materials or by referring

the letter to the proper bureau. All phone queries to the Department for information will soon be this section's responsibility. All materials sent out in reply to these queries are supplemented by things such as printed speeches of Secretary Morton, committee hearings testimony, and the President's messages.



Recommendation: The Director should recruit a speech writer to free more of his Special Assistant's time to administer and coordinate his group.

The Review Board's mission is a good one, assuming it indeed has a direct contributory role in the operations of the office. This technique should be included on the agenda of a White House conference for public affairs officials, which goal would be to highlight good ideas for improving communications.

The manner in which the public queries section supplements their answers to citizen queries with literature on the Administration's stewardship of their interest is a good idea and one not apparently used in other Departments reviewed thus far. This technique should be included on the agenda of the White House conference for public affairs officers recommended earlier.

B. Number of professionals in sub-Agencies and regional PAS's.

Comment: The Department of the Interior has four sub-Agencies which have regional offices with public affairs sections in them. These sub-Agencies have between 5 and 11 regional offices, depending on the Agency.

The Office of Communications at Interior, however, has no regional public affairs sections of its own. Consequently, Kelly must rely in part on the disparate regional PAO's of the sub-Agencies to support his regional

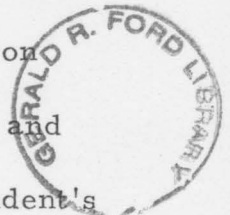
needs. In this arrangement Kelly must depend on people over whom he has no direct control, and whose interests and expertise are generally limited to that of their parent sub-Agency.

On the other hand, Kelly has two field PIO's, who operate in the eastern and western States respectively and do advance work for Department spokesmen as well as set-ups for regional releases. When these men are tied up, Kelly will get one of Interior's eight regional coordinators (not PIO's) or a sub-Agency regional PIO to do the job, or send someone from his office, including sometimes himself. Who actually does the work depends on what needs to be done, where the job is, and who is available (and how dependable they are, assuming it is a regional office).

Kelly thinks that a field PIO in the Midwest, in addition to the PIO in the West and the one in Kelly's office for the East would meet total requirements. But at the moment, Kelly does not have this arrangement set up, and his field operations go on on an ad hoc basis.

Kelly indicates that the National Park Service is hiding a public information materials production plant in the form of the Environmental Interpretation Office at Harper's Ferry, Maryland. He and others at Interior are on to this and will be working to surface the true identity, organization and activity of the office. This is an important task in view of the President's stricture against self-serving and wasteful public relations activity, and subsequent OMB actions.

Recommendation: The Secretary and his Director of Communications should be encouraged/directed to:



-- Establish another field PIO to cover the Midwest. The manpower to accomplish this could come from a reallocation of manpower from the regional public affairs sections of the sub-Agencies. In this relationship Kelly would have three points (East, Midwest, West) from which to coordinate projects among the eight regions, and presumably allow him more time to supervise the spectrum of his office's activity.

-- Follow up on the investigation of the National Park Service's currently clandestine public affairs activities to ensure that it is properly illuminated and presents no political risk to the President in the coming year.

II. Management Procedures

A. Reinforcement of Presidential initiatives.

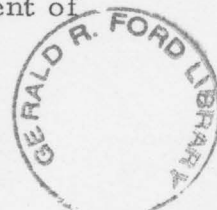
Comment: With the history of this Department, the only positive things that can be said at this point are that the Public Affairs Office has been reorganized under Robert Kelly, and that his goals and plans reflect both an interest and a capacity to fulfill this management goal.

He has identified the initiatives and the issues within the Department, and should easily be able to develop a plan for specific reinforcement of Presidential initiatives.

Recommendation: Build the plan noted above.

B. Identification of and capitalization upon specific long term and short term communications opportunities.

Comment: The new Director demonstrates a good grasp of identification and plans for capitalization in his 60-90 day planning and annual outline of work. While much of his planning at this point is aimed at amplifying



Departmental activities, he shows a great sensitivity to clearly identifying with overall Presidential initiatives.

He has the foundation for good specific plans, and demonstrates a keen ability to carry them out.

Recommendation: Build his sensitivity to identifying with Presidential initiatives.

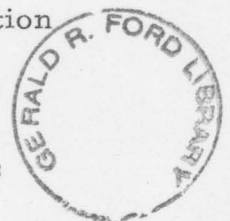
C. Development and execution of plans for long-term opportunities -- project management capability.

Comment: As noted above, the principal planners for Interior's communications opportunities are Kelly and the group under his Special Assistant.

The planning process which guides this team is essentially as follows:

(1) Key issues are identified -- at the moment these are legislative proposals and those issues about which Interior is receiving much criticism, (2) the pertinent Agency(s) for the issues are identified, (3) the team works out with the Agency what programmatic action and complementary public relations action would best serve the Department and the Administration interests on that issue, (4) the optimum media mix is determined for the public relations objectives determined in step 3, (5) Kelly and his planning group follow through with execution of the communications plan.

Secretary Morton's communications tactic, once the key issues have been identified, has been to place himself on forums from which to defend the Administration's position on controversial issues and counterattack with explanations about how the Administration is serving the public's interest on issues where that is manifestly clear. Consequently, the Secretary's



concept of how he should enter into the communications effort of the Department is a strong determinant of how steps (3), (4), and (5) go. (This is not to say that Secretary Morton rules out other approaches to the media and the public.)

Beyond this, Kelly states that his current communications planning is oriented to the November, 1972, general election and what the Department can do to support the President and the Administration towards that end. On this point it is interesting that none of Interior's September, 1971, news releases made mention of the President or the Administration.

Kelly's action to implement the long-term planning goals outlined above is less well organized than the foregoing would imply. There is no formal inventory or statement of the key issues. No communications plans are drafted.

Planning sessions are ad hoc and done on an event-by-event basis. Planning responsibility is retained by Kelly -- he does not use project managers to maintain the communications efforts on the various issues, except for the Department PIO's beat coverage of their respective sub-Agencies and the extent to which that interplays with the issues.

The four Assistant Secretaries who husband the Department's programs put out a confidential, weekly "Information Alert System" which lists issues in their respective programs which will probably be hot the next week, as well as the current status of their program efforts. One suspects that these reports provide most of Kelly's intelligence about what to point his communications effort at. The reports, plus some peripheral input, probably



provide what continuity that exists in Kelly's overall communications program. It is not clear at all that his office is using procedures which assure planning for long-term opportunities; in fact, his planning is consistent only on a week-to-week basis.

Recommendation: Kelly should be encouraged to accomplish the following:

-- Identify the issues facing the Department through 1972. This would take a surge effort by his staff in conjunction with the Assistant Secretary's staffs and the sub-Agencies, but would provide a more precise picture of the opportunities facing Kelly's office.

-- Prepare contingency communications plans for these issues, again in conjunction with pertinent outside staffs, which would identify communications objectives, set general media mixes, and assign responsibility to project managers for monitoring the progress of the issues and corresponding plans. As events pertinent to the issues draw near, Kelly can then concentrate his staff's efforts in accordance with already set objectives and plans and around someone who is completely familiar with the issue.

-- Coordinate the inventory of issues and the contingency plans with the White House staff to ensure that both are informed of each other's intentions, and to help identify those issues and specific opportunities which can be played to support the President as well as the Department.

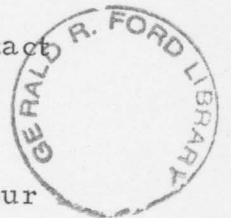
D. Coordination of Department-wide public affairs apparatus --
sub-Agencies and regional offices.



Comment: The coordination of the regional public affairs sections and pertinent recommendations have been covered in the organization section of this paper.

Kelly finds that coordination of the sub-Agency public affairs sections is difficult for two reasons. One is that there is no precedent in the Department for this type of coordination. The sub-Agencies have heretofore had little if any supervision placed over them and don't respond enthusiastically to his guidance. The other reason is that the sub-Agencies are sometimes opposed to each other on certain issues, e. g., the Bureau of Land Reclamation, which supports the Lower Teton Dam project, is opposed by the Bureau of Sport Fisheries and Wildlife because the project will destroy some superb trout fishing. Consequently, Kelly becomes in these cases an arbitrator rather than a coordinator, trying to settle differences rather than moving towards goals best for the Department as a whole. Kelly has coordination meetings with the sub-Agency PIO's periodically, but it appears most of his contact with them is on a person-to-person, issue-by-issue basis.

Most of the coordination of the sub-Agencies is accomplished by four program information officers on Kelly's staff who cover the sub-Agencies on a beat basis. These PIO's help to develop stories and news releases. Since they coordinate several sub-Agencies they are in a position to compare news releases to insure there are no internecine conflicts about to surface in them. If so, these conflicts are flagged to Kelly who then works with the sub-Agencies to resolve the problems. These PIO's are extremely important in the day-to-day coordination of the Department-wide communications effort.



Kelly retains control of all production in the Department. No releases, films, publications, or speeches go out unless Kelly has cleared them. He does not review Hill testimony because the testimony is not prepared soon enough before presentation to allow him time to make inserts.

A Speakers Bureau coordinates the appearance of Department spokesmen in coordination with Kelly's planning for various communications opportunities. Kelly has in progress an audit of Department films and publications which is designed to ensure that at least the big items identify clearly the Department and Secretary, are well-conceived, are directed to a realistic audience for a specific reason, and contain a clear-cut message.

Recommendation: The Secretary and Bob Kelly should be encouraged to:

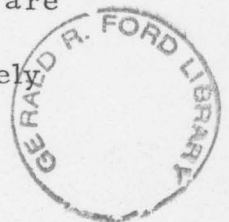
-- Develop a series of policy meetings between the Secretary and the sub-Agency heads to make it clear that Administration and Department interests come first in their communications efforts, and that full cooperation is expected from them in communications as well as program matters.

-- Schedule an Office of Public Affairs' review of all Hill testimony so that Kelly (1) can make recommendations on inserts which will communicate information on key issues and (2) plan special coverage for the testimony.

-- Ensure that all opportunities to highlight the Administration are identified in the film and publications review process and appropriately amplified.

E. Overall quality of the public affairs staff.

Comment: Kelly has a good command of his job, and is building an alert, capable staff. His special assistant, Andy Sansom, is alert and



responsive. The specialists he has brought in, Coe in broadcast, Isenberg in magazines, and his development of the speakers bureau under Bundy, are indications of his management capability. While the staff is somewhat untested, they certainly feel challenged.

He has just brought on board an executive assistant, Lou Helm, who has been with Interior since January of 1969. He is converting from a Schedule C to a Career, and handles all of the mechanical operations.

Overall there is a better quality, a better attitude, and a sense of urgency in the people Kelly has brought on board. The speechwriting function is held within this office, but at the present time is unfilled.

Recommendation: Get a speechwriter.

F. Confidence of Department head and top line officials.

Comment: Kelly has an adequate communication with the Secretary, meeting with him an average of three times a week, with other opportunity for input and receiving directly his reactions, wishes and complaints. If his performance in the next few months approximates his ability to plan, this relationship can only strengthen and be highly beneficial.

The Secretary is taking good direction from Pamela Coe on broadcast matters, particularly television appearances.

The Undersecretary avoids public exposure, and has a very low profile in relationship to the PIO operation.

Recommendation: None.

G. Routine and special reports sent to the White House on communications activity.



Comment: Under Kelly, response has been prompt and adequate.

Recommendation: None.

OPERATION AND SUPPORT

I. Operations

A. Mailing Capability.

Comment: The mailing lists for Interior are held by the sub-Agencies, and they are oriented to audiences peculiar to those sub-Agencies. When a news release comes to Kelly for approval it has attached to it a proposed mailing list, which has been provided by the sub-Agency which is involved with the issue.

Kelly had a test mailing run in which his staffers had certain releases mailed to their Washington home addresses as well as to the mailing lists approved for the releases. The releases took 2-3 weeks to arrive which was, of course, unsatisfactory. An investigation revealed that the duplication and mail room staffs had been taking the brunt of Department personnel reductions and were too weak to handle the work. Kelly's efforts redressed this situation and releases are going out now on a timely basis.

Kelly feels that the mailing lists should be updated more often than is now possible with the current budget. He implies that an outside firm like PR Aids in New York (who helped him do this at Pepsi Cola) should be contracted for the task.

The Interior public affairs office makes a daily distribution of releases and other materials to about 60 stops in Washington, which includes the media.



His impression is that this ensures receipt of the material by those who can do the most with it immediately.

Recommendation: The agenda of the White House public affairs conference recommended earlier should include Interior's techniques for testing mailings and making daily deliveries of materials around town.

The Secretary should be encouraged to investigate the feasibility of re-ordering budget priorities to accomplish a more comprehensive mailing list update.

B. Scheduling and achieving maximum time utilization for Departmental spokesmen.

Comment: Kelly demonstrates that he has greatly improved the scheduling of the Secretary. Activities of the heads of various bureaus are not effectively handled at this time. Some do not give the support to the Secretary's office that would provoke strong support on the part of the Public Information Office.

Recommendations: The Director should adapt the plan that he has already developed to a specific maximum time utilization plan for all scheduled activities.

C. Monitoring of wires and other media.

Comment: Kelly's efforts in this regard are good. His staff monitors AP and UPI wires continually as well as the major papers. However, he has little luck in making any comprehensive monitoring of radio/TV broadcasts.

By 7:30 a.m. daily a summary of the day's news is delivered to Secretary Morton by his driver. By 9:00 a.m. daily a more comprehensive clip sheet is delivered to the top 30 desks in the Department. By Thursday an anticipated



news release list for the next week is also provided the top 30 desks -- this information also goes into the weekly White House report on anticipated activity. By 3:00 p.m. on Friday a report is sent to the Secretary and Assistant Secretary levels of TV shows and magazines which will feature Department-related people or issues in the coming week. Another report goes to them at the same time indicating what media coverage was given the Department during the previous week.

The eight Interior regional coordinators send clips from selected newspapers in their regions, and on hot items will transmit the articles immediately by telecopies.

All input to the Department goes to a news analysis group which: (1) digests the material and then alerts Kelly's entire office and the sub-Agencies to coverages of their bailiwicks, and media and public reaction to Interior announcements and policies; (2) develops specific responses to queries; (3) maintains a clip morgue, and (4) does basic research on identifying publications which are likely to use Interior material.

Recommendation: The monitoring and alert system this Office of Public Affairs uses should be included on the agenda of the White House public affairs conference mentioned earlier.

II. Support for the White House

A. Design positive activities to highlight the President.

Comment: The plans thus far developed by Kelly are compatible to this goal; however, there has been limited demonstrated effort.



Recommendation: Adapt present 60-90 day plans and his annual outline to the initiatives of the President.

B. Coordinate news-making events.

Comment: The performance of Kelly during the past two or three months indicates that he has an excellent grasp of what is needed here, not only for his coordination with the White House, but also for his interest in coordinating with other Departments as well. With the past performance of this Department, there certainly is a sensitized atmosphere for good coordination.

Recommendation: None.

C. Keep White House well informed.

Comment: Kelly is highly responsive. They understand easily our requests, and have been performing at least as well as any other Department.

Recommendation: None.

D. Generate support materials.

Comment: Cooperation in this area is good, but somewhat untested, since Kelly has been on board. There is no reason that we should not expect a high level of performance, and get it.

Recommendation: None.

E. Conduct mailings.

Comment: Their performance in sending out mailings and in coordinating with the White House mailing operation has been one of the best among the domestic Departments.

Recommendation: Review specifically how White House mailings can be coordinated with the established priority issues under the 60-90 day planning



section of Kelly's communications plan.

Kelly is currently reviewing all the mailing lists to improve their efficiency. When this has been completed, a composition of White House mailing lists should be made to update them and to wire in the improved capacity from Interior.

PRESS AND SPECIAL INTEREST MEDIA

Comment: Everything is being re-done at Interior so it is difficult to assess the current effectiveness of their press effort. The September press releases, however, made no mention of the President or the Administration.

Kelly is trying to schedule one press conference a month for the Secretary in their new press room.

Kelly and his press people are trying hard, with all the fervor of a political campaign. The potential here looks good.

Recommendation: Support and encourage their efforts.

ELECTRONIC MEDIA

I. Organization

Comment: Pamela Coe is the only full-time professional in the electronic media area. She worked for the J. Walter Thompson Advertising Agency before coming to the Interior Department.

She seems to be relying on the regional coordinators to set up TV interviews for Department spokesmen (except the Secretary). This has proved in other Departments not be the most effective route, although it is certainly the easiest.



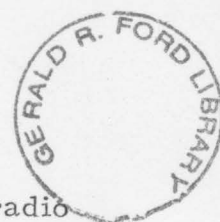
She is involved in the technical arrangement of Secretary Morton's TV appearances, and travels a good bit around the country in setting those up, which distracts her attention from the overall Department effort.

Recommendation: The solution here might be to use the services of an advance man to do this work, leaving Pam in Washington where she could devote more time to long range planning which needs to be done with some urgency.

II. Radio and TV Feeds

Comment: The Department has no effective effort going in the radio area. It has no Spotmaster, and no plans to acquire one. Bob Kelly feels much of what comes out of Interior is "bland from a news standpoint" and would be of little interest to stations, but this point is arguable. It would seem that Spotmaster could be used effectively with respect to efforts in the environmental and minority areas, as Interior has several bureaus involved in this, including the Federal Water Quality Control Administration, the Bureau of Outdoor Recreation, Office of Water Quality Research, Bureau of Land Management, Bureau of Indian Affairs, and so on. With the level of interest in these matters, it is astounding that there are no plans to utilize radio in this.

Recommendation: In addition to Spotmaster reports, on environment and minority news, special radio features should be sent to stations via regular mail on subjects where "outdating" of material is not a factor. For example, during the summer season when tourist travel to the parks is at a peak, the National Park Service should be providing tips and general information



to tourists via Spotmaster and special taped features. Regular spots and mailings ought to be made available to stations which have sizable audiences of American Indians. Regular features should be sent to these stations to highlight Presidential initiatives in this area.

There also should be better liaison in Washington with network news reporters who cover the Interior Department. Bob Kelly agrees that more background briefings ought to be held for electronic media, which, Bob admits, is "not being adequately informed" by the Department.



III. Scheduling

Comment: One problem area is keeping the White House abreast of what the Department of Interior information office is doing with the media. On Bob Kelly's okay, Pam Coe called the Executive Producer of 60 Minutes and correspondent Mike Wallace in an attempt to sell them on an interview with Mr. Morton. The White House found out about this meeting quite by accident. Obviously, it doesn't reflect well on the Administration's communications process when a TV network has to tell the White House what the Executive Branch is initiating in the TV area. Neither Kelly nor Pam Coe advised the White House of this. Neither did they advise it in advance of the Ford Theatre TV program which involved Mr. Morton, or the Secretary's taping of a TV spot for the American Petroleum Company special. Again, it is fine to promote the Secretary, but the White House should be advised for informational purposes.

Pam Coe handles the Secretary's TV bookings in the field, but based on a sample of these, the Department is not making the best possible use

of the medium. Instead of doing brief interviews on existing programs, such as local versions of the "Today Show" in the morning when viewing is at a minimum, it would seem that special half-hour prime time programs could be arranged with this important Cabinet Secretary, to reach a maximum audience. This has been done effectively with the Vice President, Herb Klein, Don Rumsfeld and several others in the Administration.

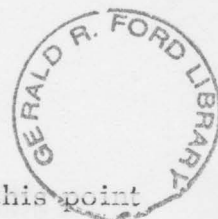
Recommendation: Implement the recommendations implicit in the above comment: Keep the White House informed of major TV scheduling plans, and attempt to get more regional special TV shows in prime time to illuminate Department spokesmen.

MINORITY MEDIA

Comment: Unlike most Federal Departments, Interior, at this point in time, has as its major minority constituents Indians and the Spanish speaking.

Robert Kelly, Public Affairs chief at Interior, agrees that while much of his Department's present activity centers on the controversial Alaskan pipeline, a big job remains to be done in relating to the Spanish speaking and Indians in the Southwest. According to Kelly, news releases and photographs are being disseminated to the approximately 100 Indian publications every three weeks, while news items are sent to Spanish speaking and black publications on an infrequent schedule.

As is the case in most of the Federal Departments and Agencies, the Secretary manages to gain good play in the writing press and through the electronic media, but credit to the President is secondary. One example is the recent cover story of Morton in Business Week.



And while it's vital to communicate the Department's initiatives to the minority media, it's doubtful that the Public Affairs office is receiving all of the mileage available through the general media to project what is being done in the minority area. Example: why not an in-depth story on the fact that this Administration has appropriated more than \$800 million in the current fiscal year for Federal aid to Indians. Example: How many Americans know that black Brigadier Gen. Benjamin J. Hunton, one of four Generals appointed by this Administration, is presently in a top job in the Bureau of Mines? (This would be an excellent feature with the writer pointing out the fact that President Nixon appointed Hunton. There were only two black Generals when this President assumed office.)



There has been no effort at Interior to break away from its staid image in the minority community. In the absence of hard news items of relevance to the minority community, Interior could very well do feature stories spotlighting its minority supergrades to relate to the minority community... showing Interior is not a closed-door operation.

Recommendation: Interior should start a PA program to inform the minorities precisely what it is doing for them as groups and as individuals. Use of the ideas expressed above would serve as a start.