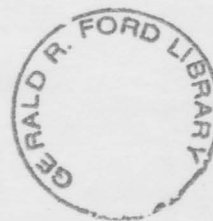


The original documents are located in Box 1, folder “Administration-Wide Communications Review - Departmental Reports, December 1971 (2)” of the Stanley Scott Papers at the Gerald R. Ford Presidential Library.

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LABOR



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As revised
October 25, 1971

COMMUNICATIONS REVIEW

DEPARTMENT OF LABOR

ORGANIZATION AND MANAGEMENT OPERATIONS



I. General Organization

Comment: Joseph Loftus, the Special Assistant to the Secretary for Communications, is almost exclusively devoted to the personal public relations of the Secretary. He handles speeches, appearances, and relations with the media. He does participate in the formulation of communications policy within the Department (as a senior advisor) but does nothing to implement it except where the Secretary's personal public relations are concerned.

John Leslie, as Director of the Office of Information, Publications and Reports is the primary information executive within the Department. He heads an organization shown at Tab A, and it relates to other information offices within the Department as shown at Tab B. Note that there is no office to handle radio/TV media liaison. This is a serious discrepancy. Leslie controls all the regional office PIO's and also has releasing authority for all publishable material coming out of the various sub-Agencies.

The objectives of the Office of Information should be twofold: to educate the public and selected audiences about how to participate in the programs the Department sponsors, and to report on the Department's stewardship of the programs by informing the public about its results and achievements. There appears to be no conscious attempt, however, to continually link the White House

and the President to the stewardship function of the information programs unless it is in response to a White House request. For example, only _____% of the Department's September press releases mentioned the President. This tendency reflects Leslie's preoccupation as a career servant with the Department programs rather than any antipathy to the White House. It also reflects Loftus' remoteness from the direction of Department public affairs. When it is clear that the President is concerned about certain programs, Leslie's efforts to promote that concern are willing and aggressive, as he has demonstrated (e. g. , serving the President's interests at the National Manpower Information Meeting in Denver on August 17-19, 1971). Consequently, it appears that the White House can expect few communications initiatives from Labor's Office of Information which automatically draw in the President's interests unless suggestions are made first.

Recommendation: It appears that Leslie is the man who gets things done in Labor's information programs. He is apparently a good administrator, is dutiful to the President's interests when directed, and as will be shown, is already moving his organization's efforts in a direction compatible with this study's goals. Loftus, on the other hand, clings close to the Secretary and is not inclined to provide Leslie's requirement for direction that keeps the latter's efforts in tune with Presidential interests.

Therefore, the Secretary of Labor should be provided a Presidential appointee in his office to be Director of Communications, who will provide the control and direction over Leslie and Labor's public affairs which will best serve the President.

The Office of Information should be reorganized to the extent that resources



and authority for electronic media liaison are assigned to a discrete office with that sole responsibility.

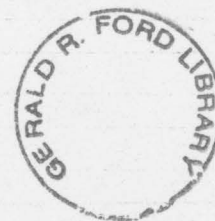
II. Management Procedures

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

Comment: There is no existing formal planning process in the Department of Labor although the requirement for one has been around since at least 1965, in the form of various Secretary of Labor directives. The reasons for this, according to John Leslie, are time shortage, budget problems, and shifting policies.

Recently, however, the Under Secretary of Labor directed Leslie to initiate a planning process to respond to the President's directive of November 7, 1970, "to curtail sharply self-serving and wasteful public relations activities." In response, Leslie, in coordination with Joseph Loftus, is now preparing a planning directive which will be addressed to the information offices of the sub-Agencies of the Department and will require them to:

-- Make an analysis of the information requirements, for the next year, of the various programs included in their sub-Agency, carry the responsibility for driving their own communications plans.



-- Formulate an information plan to meet those requirements in sufficient detail so that it is clear what audiences, messages, and media will be involved, as well as their scheduling,

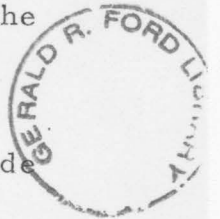
-- Submit the analysis and plan for review by Leslie and approval, finally, by the Secretary.

During Leslie's review stage, the different sub-Agency plans will be coordinated to eliminate schedule conflicts and insure that application of resources to programs and information objectives are consistent with the Secretary's priorities.

This planning process is needed, and if implemented, should provide systematic direction and coordination of the Office of Information's efforts. It will not, however, guarantee that those efforts will support the President, unless (1) the plans are subject to White House review and (2) there is a Nixon appointee in the Secretary's office directing the show.

The action dates for this new communications planning process are not yet decided, and it is possible that the project could drag on.

There is no office such as a speakers bureau within the Office of Information which actively seeks to place Departmental spokesmen before interested organizations. The process awaits the invitation of these organizations to the specific persons or sub-Agencies they want to appear before them. Once an invitation is received and accepted, that fact is reported to Leslie, who compares the substance and context of the engagement with that of others already scheduled and current policy of the Department to insure there are no conflicts. Leslie publishes a current speaking engagement schedule for the



overall Department based on the reports sent to him. There is apparently no systematic follow-up analysis of this schedule to determine if Department spokesmen are overlooking audiences which should be reached or concentrating too heavily on others.

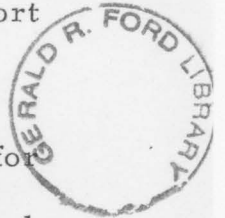
Recommendation: The Secretary of Labor and his Director of Information should be directed/encouraged to:

-- Proceed as quickly as possible with implementation of their new communications planning process. The planning period should, however, be extended from a "year" to include through 1972. The instigation of this new communications planning process should foster more precise forecasting of future events and problems, a more responsive communications effort from the Department, and more efficient use of resources.

-- Coordinate the planning process with the White House staff for the purpose of getting White House support on Department initiatives and, concurrently, allowing the White House staff to affect, by making suggestions to Leslie, the bias among priorities given to the Departments' programs before they are firmed up, as well as prompting publicity specifically for the President.

-- Establish a speakers bureau function within the Office of Information to ensure that Department speakers are being used to best advantage in support of the Department and the Administration. This function should include aggressive placement of speakers and follow-up analysis to evaluate the program versus the overall communications plan's objectives.

B. Coordination of Department-Wide Public Affairs Apparatus --
Sub-Agencies and Regional Offices

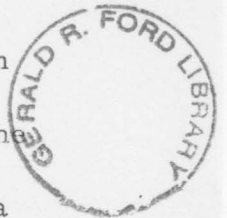


Comment: Leslie suggests initiatives to the sub-Agencies, keeps them all informed of each other's activities, and prompts them to provide each other mutual support. His regional office PIO's act as a service agency for the various sub-Agency information offices in handling regional and local events, including speaking engagements by Department spokesmen. Leslie sets the priority for the effort expended by these regional PIO's in behalf of the various sub-Agency information programs in their region. In the same way he sets the priority for the support provided the sub-Agencies by his own office (e. g., the Division of Graphic Services). However, Leslie promotes a decentralization of effort to the sub-Agencies so that they are the "project managers" for their respective programs and carry the responsibility for driving their own communications plans. Progress and activity reports come in from the sub-Agencies weekly to Leslie so he can monitor their programs. If a communications event cuts across sub-Agency lines, then Leslie, or in some cases Loftus, will become the project manager for the event.

Meetings are held among Leslie and his counterparts throughout the Department on an "as required" basis. Leslie found that regular meetings tended to reiterate information already promulgated during the work process.

In summary, there appears to be a good interchange of information Department-wide and correspondingly good coordination of Department-wide efforts.

Recommendation: The Secretary and Director of Information should be encouraged to continue the present pattern of Department-wide coordination and incorporate it into the new communications process now being conceived.



OPERATIONS AND SUPPORT

I. Operations

A. Mailing Capability

Comment: The mailing lists for Labor are comprehensive, and are keyed to audiences (many categories) and to the types of materials being mailed. Leslie's office controls all mailings. He coordinates with other Departments to use their mailing lists for distributing Labor material pertinent to their audiences (e. g. , occupational safety program information to farmers via Agriculture's lists). The mailing list is reviewed annually to insure currency and hold down unnecessary proliferation. A current copy of the mailing list key is at Tab C.

Recommendation: The Director of Information should continue his mailing operation as now organized.



B. Scheduling and Achieving Maximum Time Utilization for Departmental Spokesmen

Comment: There is sizeable room for improvement but the willingness of the Secretary and other officers to participate is good. They are better than several Departments in supplying advance texts and getting advance exposure. They do not have anyone beyond the Secretary and under Secretary's level to do advance, and they are weak in achieving maximum use of time out-of-town.

Assistant Secretaries get very little radiation and oftentimes make speeches from notes rather than prepared texts.

Recommendation: In the reorganization procedure, a speakers bureau should assume responsibility directly for scheduling speakers and for gaining radiation from this schedule.

C. Research and Speech Writing

Comment: The Secretary's speech writer, Pat Gannon, works primarily for the Secretary and Under Secretary. This is not a direct activity of public affairs. Gannon is knowledgeable and capable, and has prepared several articles for publication in various consumer and special interest magazines. The other officers of the Department are left to their own devices.

Recommendations: There should be at least coordination and assistance provided in preparing materials for other officers at the direction of the Secretary's speech writer.



D. Monitoring of Wires and Other Media

Comment: Leslie's office maintains a clipping and monitoring service that covers the national media.

Leslie also has a good relationship with the regional offices. Daily mail flights, teletype, photocopiers, and continuous telephone contact with the regional PIO's keep media reaction rolling in. Local problems with Department programs are flagged immediately, and Leslie passes these to the White House if important enough (e. g., the recent strike developments and the wage-price freeze reactions). The regional officers monitor the media in their locale and submit a monthly report on coverage given to Labor and related programs in the press, radio and TV. These and all other such reports are forwarded to the Department's policy and program evaluation office. However, all this effort is related solely to Departmental programs and their visibility in the media. No distribution is made for politically significant

news, nor does it appear that there is any inclination in Leslie's office to pursue such a goal.

Recommendation: The White House should solicit support from the Republican National Committee in providing labor news significant to the campaign to Colson's staff who can then invoke an appropriate response from Labor through their coordination of Leslie's communications planning and operations.

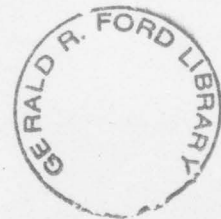
II. Support for the White House

Comment: The lack of an overall Director of Public Affairs and the organization of this Department limits the responsiveness to requests. There is not an initiating, dynamic attitude that must meet the challenge of the demands on Labor. Loftus operates at the direction of the Secretary, and Leslie directs himself primarily to the demands of the bureaucracy's daily work load. Without a focus on short-range opportunities and specific long-range planning, we do not expect an improvement in the Department's overall functioning, and this certainly extends to support for the White House.

Recommendation: Reorganization.

PRESS AND SPECIAL INTEREST MEDIA

Comment: There is adequate provision for producing and distributing press releases, although it would be preferable to distribute them singly to selected audiences rather than lumped together in the "Labor Press Service" and mailed to a larger, more general audience. Also, only ____% of September's press releases mentioned the President or Administration -- too little attention.

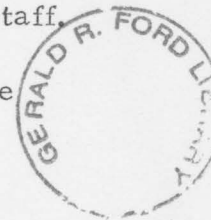


The Secretary does not hold regular press conferences, but there are a number held in the Department. The employment figures, etc., come from there -- and certainly could stand some judicious handling. The Secretary should announce the figures from the Department, and not be coming over to the White House for this purpose.

There is an out-of-town mailing list to the general and labor press, and there is good usage. Minority mailing lists are also good.

There is a call list on a printed card for reporters covering the Agency, and they are kept informed. The newsmen get home numbers of key staff.

There is no house organ as such, and that is unfortunate because the Agency could use it for a morale building vehicle.



Leslie signs letters to editors from around the nation in most cases, although there is provision for the mail to go up topside.

Recommendation: The news service should distribute more single press releases to selected audiences and de-emphasize the "Labor Press Service." The Secretary should be encouraged to hold more press conferences for the release of newsworthy statistics, etc. Labor should consider the institution of a Department newsletter, Finally, the White House should press for more association of the President with the Department's achievements -- perhaps through review of the new communications planning process.

MONORITY MEDIA

Comment: The Labor Department comes closer to realizing its communications responsibilities to the minority media than most of the Departments and Agencies.

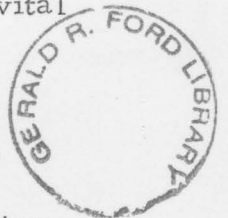
Don Smyth, who happens to be Black and is in charge of writing minority news releases, issues weekly separate packets of news releases to the Black and Spanish media. The one- and two-page releases of concern to the minority press involve Labor Department initiatives not only in Washington but things of interest out in the regions.

The Labor Department is one of the few Departments which has most of the minority mailing lists (Puerto Rican, Black, Mexican), and will soon have the Indian and Japanese lists.

In addition, the Labor Department's minority communications effort includes the mailing of releases and pamphlets of interest to minority civic, social and political organizations... maintaining a visibility in these vital areas of concern.

The one major weakness is that there is no ongoing program to take advantage of the use of in-depth feature materials and photos of top and middle grade minority personnel. This appears to be a common problem in all of the Departments and Agencies. And while this form of journalism requires extra effort and imagination, the long-range payoff in the coming months would far outweigh the additional effort.

While much effort is put into giving visibility to such top minority spokesmen as Arthur Fletcher, the former Assistant Secretary of Labor, very little attention is given to the middle grade minority in the media. Here again, the additional press coverage of the middle grader is essential to round out the overall effort simply because the total number of minorities is relatively few, and we must use all of minority personnel potential to project

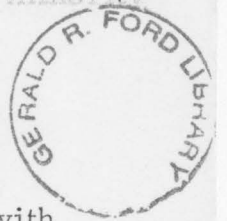


our desired picture of total minority involvement. So, the more the better.

One recent example of an important initiative being almost lost involved a multi-million dollar grant from the Labor Department to the Rev. Leon Sullivan, a Black man who heads the nation's largest job training program. The Rev. Sullivan, who has received more than \$25 million from the Nixon Administration, took it upon himself to blast this Administration at the NAACP's recent national convention. Stan Scott later huddled with Sullivan's people and frankly told them that the attack did not set well and that additional funding might become a problem. They agreed, in turn, to have Sullivan announce due praise of the Administration's efforts, prior to receiving more funds. Sullivan's later remarks of praise for the President were mailed to the minority media from Scott's office and received front page play in the minority press throughout the nation. But, prior to Scott's intervention, the additional multi-million dollar grant was going to be ushered out in a business-as-usual manner. This situation might have been different with a little sensitivity at Labor regarding the politics of life. The point is, Scott can't stay on top of all situations, and someone over at Labor should have shown an awareness.

Recommendations: A qualified minority member should be placed in each and every Information Office to give support in assuring that this Administration's minority initiatives are given the necessary visibility in the minority media.

Further specific recommendations would include all of the steps previously recommended in the HEW report, excluding the communications efforts already underway and mentioned on the first page.



Greater advantage should be taken to utilize the in-depth feature story to publicize minority initiatives and personnel.

Utilize photo situations to give visibility to middle grade minorities. This effort would only require that a photographer take photos of these individuals on the job (seated behind typewriters, working at machines, etc.), and release one photo and caption with picture each week or so...much, much mileage in minority press, seeing these minority faces in action on the job.

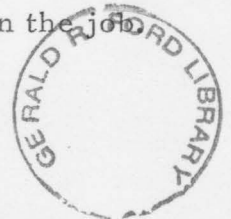
ELECTRONIC MEDIA

I. Organization

Comment: David Moore is the only full-time professional with responsibility for the electronic media. He is not organizationally located with the news service unit, but reports to John Leslie.

Moore is a capable professional with large market TV experience. His strength appears to be in his relationship with TV stations around the country with whom he works on special projects. In addition to supplying these stations with slides and promotional public service films highlighting Department initiatives, he works with stations in developing special programs. For example, he assisted a Cleveland TV station in producing a series of shows on Labor Department job training programs, and has worked with other stations on similar projects. Sometimes he visits these stations to work with them and regional offices in developing TV programs.

Aside from this, Moore has not done an adequate job on a day-to-day basis with the electronic media, although this is not his fault. There seems



to be a lack of organization with respect to electronic media initiative, and no direct line of communication with the Secretary's office and Joe Loftus, in particular, in determining the daily course of action.

Moore appears to be getting little or no direction from John Leslie and seems to be operating pretty much in the dark. He has no planning meetings with Agency PIO's and is not included in meetings Joe Loftus holds with Department Assistant Secretaries where courses of action are plotted.

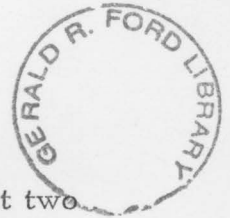
Recommendation: Moore and Leslie should meet at least once a week with Agency PIO's. Moore also should be invited from time-to-time to sessions with Loftus and Assistant Secretaries to give him more visibility within the Department. (Note the recommendation for an electronic media liaison section included in the organization section of this paper.)

B. Films.

Comment: The Department has produced nine films in the past two years, none of which adequately highlights Presidential leadership in the Labor field.

Each Agency is responsible for "farming out" contracts to film producers, and the effort is not coordinated by the Office of Information. Dave Moore is not involved in Department film production in any way, and there is no direct supervision of content by the Secretary's office. A list of films is attached (Tab E).

Recommendation: Maximum supervision of film subjects and content is required. Joe Loftus or another appropriate Schedule C must undertake a review of films which are being planned or in the process of being shot to see



that this effort is being properly directed.

A film highlighting overwhelming union workers' support of the President's new economic program should be considered.

II. Radio and TV Feeds

A. Spotmaster

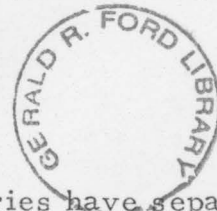
Comment: During the month of September, 19 pieces were fed to Spotmaster. All but three of them were straight voice reports by Moore. Understandably, station pickup on these was poor. Only 277 calls were received.

Stations are looking for actuality tapes and not press releases voiced by a PIO spokesman. It is no wonder that station acceptance is poor. This is inexcusable at a time when Labor was in the forefront of the news.

Recommendation: Tapes of Hodgson, Silberman and Assistant Secretaries should be fed regularly. Loftus and Hodgson should make it clear in writing that Labor Department officials must cooperate. Excerpts of speeches should be taped in advance, and press conferences should be taped and fed to stations. A glance at the attached Spotmaster report (Tab D) illustrates that nothing was done during the Phase I freeze period to highlight the President's and Labor's activities in this effort; this is inexcusable. Obviously no one is paying attention to this.

III. Scheduling

Comment: The Under Secretary and Assistant Secretaries have separate staffs which schedule out-of-town agendas. There is no overall coordination with the Public Information Office or Joe Loftus. A survey of out-of-town



speaking engagements shows that Labor Department officials are not making maximum use of their time while traveling to explain Administration policies. TV scheduling in the field is especially weak.

Recommendation: A speaker's bureau coordinator is required, preferably within the Secretary's office, to be sure that each Labor official is doing his job on the road in spreading the word. (Note the recommendation for a speaker's bureau included in the management portion of this paper.)





TRANSPORTATION

COMMUNICATIONS REVIEW

DEPARTMENT OF TRANSPORTATION

ORGANIZATION AND MANAGEMENT OPERATIONS



I. General Organization

A. Organization structure of OS public affairs operation.

Comment: There is no DOT Director of Public Affairs on board at the moment. The past incumbent has been transferred to the Atlanta Region, and his replacement is not yet named. Responsibility for running the Office of Public Affairs now rests equally (according to them) on the two Assistant Directors. There is no Deputy Director billet for the office, a function which at this point appears necessary. Tab A indicates the organization of the office, and from it one can see that both the Assistant Directors have formidable coordination responsibilities in their own bailiwicks (one for production, the other for coordination) without the distraction of having to coordinate the affairs of the entire office as well. It is particularly awkward at the moment because there is no final authority in the office. Problems which cannot be resolved between the two assistants must go to the Under Secretary, the Secretary, or the latter's Executive Assistant for resolution.

The two assistants, Fred Morrison (Program Coordination) and Oscar Griffin (Information), appear reliable politically and devoted to the President's interests. But they do not convey the impression of being very well organized or capable of systematic management -- their professional

PA expertise is not in question here. A new Director should be identified and placed as soon as possible. In addition to being politically reliable and astute, he should have PR creativity and a strong management background to keep Morrison's and Griffin's professional skills most productively employed.

Recommendation: The Secretary of Transportation should be encouraged to place a new Director with a strong management background, PR creativity, and political reliability. A review of the office organization should be done to determine if a Deputy Director with similar qualifications should be included.



B. Number of professionals in sub-Agencies and regional PA sections.

Comment: Tab A depicts the number of PA professionals in the DOT sub-Agencies, and that balance appears satisfactory. There are no regional PA sections, however, which report directly to DOT. The FAA has nine regional offices and the Coast Guard has thirteen districts, all of which have PIO's. These PIO's can provide some support to DOT, although the FAA regions and Coast Guard districts are not aligned with the ten DOT (and Federal) regions. There is also the problem that the FAA and Coast Guard PIO's are preoccupied with, and knowledgeable about, only their sub-Agency affairs; it is hard, therefore, to get representation from them for the other sub-Agencies. Further, Fred Morrison indicates that the Coast Guard PA organization is slow on everything and uncooperative on matters that don't meet their interests.

Secretary Volpe is currently appointing Secretary Representatives to

the ten Federal regions, who will represent his interests across the board. Five of these representatives have been appointed thus far. Their administrative assistants have been helpful to the Department PA office on certain matters and should continue to be so until their line duties crowd out the time they can devote to PA. At that point the Secretary Representatives will probably need some PA staff support.

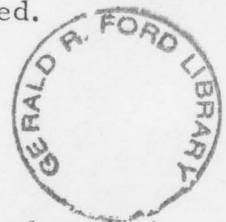
Recommendation: The Secretary of Transportation should be encouraged to establish his own PA representation in the regions, either on the staffs of his regional representatives or, if manpower funding is not available, by selecting a reliable FAA or Coast Guard PIO in each region to represent all the sub-Agencies present there. The latter would require strong indoctrination and orientation of the Department head and selected PIO's, respectively, to insure that all concerned know what performance was expected.

II. Management Procedures

A. Reinforcement of Presidential initiatives.

Comment: Since the Public Affairs Office was reorganized early in 1970, procedures have been sound in reinforcing initiatives. A reorganization is now underway, with the present Public Affairs Director becoming a regional director for DOT. This change should not affect support for initiatives. Support from the Secretary's office and reinforcement from staff should minimize any problems with a new Director coming on board.

Recommendation: Monitor this situation. Encourage a good Nixon to
loyalist be selected for the Director billet.



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

Comment: Techniques are good. They have a sound relationship with each of the sub-Agencies, and have drawn many of the people of their present staff from the formerly somewhat autonomous sub-Agencies.

The very thing we would like to see occur in several other Departments has already happened here, and with considerable effectiveness.

Recommendation: None.



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

Comment: Over the past two years this Department has shown marked improvement; however, it is at a crossroads at the present time, with a new Director coming on board. There is a need for specific short-term and long-term planning by major issue and initiative, with specific steps in the planning for ways in which the President's programs can be amplified.

Recommendation: There should be a specific written plan for each of the major Department initiatives that has been accomplished during the first four years of the Nixon Administration. Specific plans would include tying the President to airway and airport development, training thousands of additional air traffic controllers, progress of public mass transit, positive developments in railroad passenger service, expansion of highway safety, etc.

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

Comment: The basic means the Office of PA normally uses to identify communications opportunities is a yearly forecast of major program events



which the sub-Agencies submit and update quarterly. This forecast was accomplished last year, but not this year; for some reason the sub-Agencies demurred, and consequently, the PA office has no planning key. Griffin noted that this forecast was very useful last year and is sorely missed this year. In addition to the above, a short-range forecast is also required (and is being received at the moment). It is due weekly and forecasts events ten days ahead. This is the sole, formal forecasting system in effect right now. Informal input to the office efforts to identify future events comes from the Secretary in the form of guidance and from the staff and sub-Agencies when new events appear unpredictably. Weekly meetings are also held with the PIO's of the sub-Agencies where they bring attention to upcoming events.

Once the events are identified the planning for them goes forward on an event-by-event basis. Few of the plans are formalized in a draft outline or checklist. Attached at Tab B is an example of one of these plans, pertinent to the creation of the Urban Mass Transit Authority.

For the most part there is no recognizable communications planning process. An "understood" SOP seems to guide Morrision and Griffin in their buildup of media coverage for an event, but in two meetings with this study team they weren't able to articulate it, other than to say that they "always go for the electronic media." One senses that they are doing basically the right things but there is no visible guarantee that they are systematically consistent or comprehensive in their efforts.

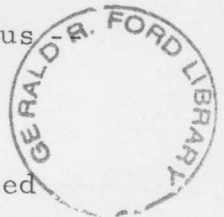
None of DOT's September news releases mentioned the President or the Administration. Their good sympathy with the President notwithstanding

the principals in the office of PA need direction and guidance to help improve that figure.

Recommendation: The Secretary of Transportation and his new Director of Public Affairs should be encouraged to reinstitute the yearly forecast of major program events (including problems) supplemented with a quarterly update. In addition, the Office of Public Affairs should devise a planning check list to use in preparing for each communications event, which when accomplished will ensure comprehensive consideration of all the means to capitalize upon the event, assign objectives, optimize the media mix, and assign responsibility for execution. The forecast and plans should be coordinated with the White House staff to ensure coordination of efforts and that Presidential interests are served.

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

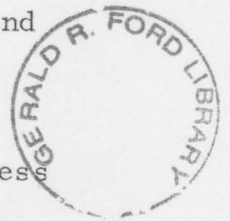
Comment: Coordination of the sub-Agencies is accomplished primarily through person to person contact and at weekly meetings of the Department and sub-Agency PA officials. As noted earlier, there is no formal planning process which coordinates them automatically through a plan or checklist. The weekly meeting usually prepares for the next week's activities, e. g., speech inserts are arranged, press conferences are planned, and programs involving two or more sub-Agencies are coordinated. Beyond that, preparations for events are handled by the PA staff, in person or over the telephone.



Coordination of the regional PA people (i. e., the administrative assistants to the Secretary's Representatives, and the FAA and Coast Guard PIO's) is accomplished by Joe MacConkey who has this job as a sole responsibility. He visits the regions monthly and has a 3-minute Spotmaster feed to them daily of major DOT events around the country, releases for the next day and the status of pertinent legislation. However, this is primarily an organizational building job at the moment because of the patchwork status of the regional PA setup. It is interesting to note that no news releases have been issued by the regional PIO's in recent memory.

Control of the regions' and sub-Agencies' production is tight. The Office of Public Affairs reviews and clears for issue all news releases, films, publications, speeches of political appointees, and grants and contracts. Hill testimony is reviewed for comment.

Recommendation: A formal communications planning process utilizing outlines or checklists will help to tighten the coordination of sub-Agency activities. However, the Office of Public Affairs should continue the weekly meetings to allow an update of all concerned on how the Department overall is progressing. Further, the Director or Deputy Director of Public Affairs should keep a progress chart on objectives accomplished on each separate event plan -- which implies reports from the responsible "event" managers as they progress.



The coordination apparatus for the regions is in place (MacConkey and his liaison techniques) and appears satisfactory. What is needed now is completion of the organization and staffing of the regional PA representation.

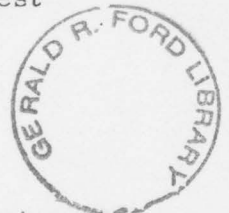
F. Planning of news events.

Comment: Good techniques exist for planning on all levels; however, there is little imaginative or creative planning undertaken. Most of the activity centers around the Secretary's office, rather than around initiatives.

Recommendation: Specific planning of short-term events, thirty day, ninety day and annual plans should be established at the earliest possible date.

G. Overall quality of the public affairs staff.

Comment: This is undergoing change because of the appointment of Ted McDowell as a regional director, with headquarters in Atlanta. His replacement has not yet been named, but it is anticipated that there will be a new man on board before the end of the year. We have good support from Fred Morrison and from Oscar Griffin. Morrison, under a new Director, could be expected to continue as a sound deputy. Oscar Griffin is a good newsman who has no particular chemistry with the Secretary, but does a good job with overall Department activity. Under McDowell, the Department has been restructured, and people have been drawn into a stronger Public Affairs office from the various administrations. Considering the condition of Public Affairs at DOT two years ago, the performance of the staff has greatly improved. This must reflect favorably on the quality.



Outgoing McDowell gave better marks to his staff than has any other director in the study.

Griffin, their print man, is a Pulitzer prize winner (Billy Sol Estes case). Their broadcast man, Paul Young, was formerly with WMAL. Their weakest area is at UMTA, and part of the difficulty centers around the administrator.

Of the approximately one hundred people on the Public Affairs staff, about seventy are pros, and about two-thirds are considered effective. This is a noticeably higher level of effectiveness than encountered at other Departments.

Some functions of the Department that were under the Secretary's office such as scheduling and speechwriting are now included as a part of Public Affairs.

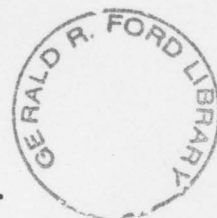
Recommendation: Build on the present team.

H. Confidence of Department head and top line officials.

Comment: McDowell has enjoyed a good and close relationship with the Secretary. He has participated in the decision process, and it can be expected that his successor will do so as well. Morrison will always be a deputy, but an above-average one.

Griffin has good rapport with the Under Secretary, and a good understanding of the entire Department; however, he and the Secretary have never developed a strong tie.

With a new director we can expect that the Secretary will want someone who can continue participating in the decision-making aspects



of the Department. McDowell has established himself and his people as performing well for the administrations. The challenge for a new director will be to maintain the progress made under McDowell, and to implement specific public affairs programs, accenting the initiatives now underway.

Recommendation: Encourage selection of an effective, reliable Director.

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

Comment: Response has been prompt, and adequate.

Recommendation: None.

OPERATION AND BUDGET

- I. Operations

- A. Mailing capability.

Comment: Mailing lists are categorized by audiences. These lists are updated annually by sending out a card which solicits a reply if the addressee wants to remain on the list and continue to receive materials. If the card is not returned the address is dropped from the list. The machinery to make this check is useful, but it may be done too infrequently to keep the list up to date and also reduce mailing costs.

Recommendation: The Office of PA should make more frequent checks -- perhaps every 10 mailings as in the case of the Justice Department update procedures.



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

Comment: The Secretary has good scheduling and good time utilization. To a slightly lesser degree, this holds for the Under Secretary.

Assistant Secretaries and administrators of such things as FAA, FHWA, and UMTA could be significantly improved.

One girl is spending about an hour a day specifically on the scheduling. This appears to be working very well. She reviews all requests coming to the Department for appearances. Those to be considered by the Secretary are reviewed by a special committee (the Public Affairs Director is a member of this committee). Other scheduling requests are processed by this girl, and forwarded to the appropriate office. She does not do anything on time utilization.

There is no specific program for getting maximum exposure for other than the Secretary and Under Secretary.

Recommendation: The new Director should set up guidelines for maximum time utilization on all scheduling activities, and review material to be presented to assure that it reflects the goals of the various initiatives.

C. Monitoring of wires and other media.

Comment: AP and UPI wires are monitored daily. Radio and TV spot reports are contracted out on a selected basis to cover Washington and New York stations when critical releases go out. Costs for this are



too high to permit it very often. Press clipping service is contracted out to a New Jersey firm which covers all the national press plus regional press when it is requested. For example, the clipping service tracked the progress of the DOT/US Steel "Turbo Train" as it travelled around the country, to register the reception the train received.

No clips or reports on media coverage are requested from the regional PIO's, however.

Recommendation: The Office of PA should expand the clipping activity to include the regional PIO's. They should be tasked to send in significant clips pertinent to DOT, and call in reports on emergency items which should get a response, even if only locally.

II. Support for the White House

A. Design positive activities to highlight the President.

Comment: The Secretary continually gives excellent support to the President; however, overall the Department needs a plan for specifically highlighting (a) the President's initiatives, and (b) the landmark initiatives of the new Department that have been achieved in this Administration. This would include airport airways, urban mass transit, and changes in railroads.

Recommendation: Develop a plan to implement the above.

B. Coordinate news-making events.

Comment: There has been good support here in the past on such things as SST, and there will be involvement with the International



Transportation Exposition in 1972. There is no reason to question the interest or ability to coordinate; however, this item should be carefully watched with the new Director coming on board.

Recommendation: None.

C. Keep White House well informed.

Comment: Their performance here has only been average, but part of the problem has been a lack of understanding on their part of what our areas of interest actually are.

Recommendation: None.

D. Generate support materials.

Comment: Cooperation is good. There is reasonable sensitivity to politics, even though the output is usually somewhat uninspired.

Recommendation: None.

E. Conduct mailings.

Comment: While they send out mailings to various publications and groups, there has been no involvement with White House mailings through October of 1971.

Recommendation: Review specifically how UMTA, airport airways, Federal Highway Administration, and AMTRAK can be positively focused through both White House and Department mailings.

PRESS AND SPECIAL INTEREST MEDIA

Comment: Things are in a state of flux here. The White House is missing some domestic opportunities for Presidential involvement here on major announcements but partly it's the White House's fault because it



hasn't been directing the PIO's to show the type of initiative one hopes will result from this study. There are no regular press conferences in DOT, but the Secretary is most available to the newsmen. Once more, no Agency house organ. (There is a good opportunity here for telling the Administration story to millions and millions of Federal employees.)

Transportation does have a telecopier link among its various divisions to get press releases out regionally. That is something other Agencies might adapt to their use.

Recommendation: Establish a regular schedule of press conferences for the Secretary. Start a DOT newsletter. Add the idea of a regional telecopier link to the agenda of the White House public affairs conference discussed in other reviews.

ELECTRONIC MEDIA

I. Organization

Comment: Paul Young, who runs the DOT electronic media liaison effort, has difficulty getting Secretary Volpe to produce radio/TV feeds and do more regional TV appearances. This is because Barry Locke, the Secretary's executive assistant, really controls the Secretary's public affairs commitments and apparently hasn't seen the potential value of radio/TV feeds or the regional appearances.

Recommendation: The White House should encourage Secretary Volpe to do as much radio/TV production as possible, and ensure he in turn gets that priority understood by his staff.



II. Radio and TV Feeds

Comment: DOT is in a position to address a number of high interest subjects in its radio/TV feeds: mass transit, airports, railroads, shipping, etc. They do very little on this, however. Occasionally the Spotmaster is used but on subjects which evoke relatively little interest because the programming doesn't match subject matter with audience, e. g., mass transit initiatives and developments with the big cities.

Recommendation: DOT should expand the production of Spotmaster and weekly radio/TV feeds, and the feeds should be programmed to provide information of special interest to the intended audiences. Secretary Volpe's effectiveness in public affairs should be exploited in this expanded production, as recommended above.

MINORITY MEDIA

Comment: Under Secretary John Volpe, the Department of Transportation has initiated several innovative programs to relate initiatives to the minority community.

ITEM: The Department conducts a semi-annual Civil Rights Seminar bringing into Washington its top regional administrators for discussion and reports on accomplishments in Civil Rights. These seminars provide media coverage.

ITEM: The Department has a "Travelling Minority Exhibit" which tours the country showing the role of the Department in providing transportation and the role of minorities in the Department. This exhibit, which includes literature, audio visual and



lecturers, is prominently displayed at top minority group national conventions. The presentation includes Spanish language translation.

Transportation's role is enhanced in some degree in the minority community as a result of Secretary Volpe's identification with supergrade minorities in his Department. This is accomplished through joint travel on speaking engagements and photo situations. Al Sweeney, an experienced black newsman who serves as chief of the news division, has played a key role in giving visibility to Volpe and the supergrade minorities by arranging feature stories. However, as is the case in other Departments, credit to President Nixon for the various initiatives receives secondary play to the Secretary.

While Sweeney's overall responsibilities include dissemination of news releases to the minority media, there is no filing of releases to this section of the media on a regular basis. As is the case in other Departments, Spanish speaking personnel remain the invisible people with a complete absence of visibility through the media.

Recommendation: Continue the present emphasis but do several additional things: bring in the President on appropriate initiatives, make routine contact (using press releases, etc.) with the minority media, and look for opportunities to relate to Spanish and other minorities.



TREASURY



DRAFT - CONFIDENTIAL

As revised November 26, 1971

COMMUNICATIONS REVIEW

DEPARTMENT OF THE TREASURY



I. General Organization

A. Organization structure of OS public affairs operation.

Comment: The staffing of the OS public affairs office is sparse.

It is headed by Calvin Brumley, Assistant to the Secretary for Public Affairs, and consists of seven professionals, including Brumley. The Deputy is Alan Wade. Three other professionals are assigned to cover tax, law enforcement, and international/monetary affairs, respectively. Two more professionals cover media liaison/desk responsibilities which average about 500 transactions per day. There is no speechwriter to support the Secretary or Departments. No one of the professionals has responsibility for electronic media liaison; a very modest Spotmaster service is the best Brumley's office has at the moment. The office does not handle liaison with national organizations or special interest groups; this is done by the line divisions.

Brumley's opinion is that he is understaffed, particularly since he is providing support to the COLC. Given extra staff, his goals would be to use them to improve (1) speechwriting, (2) electronic media liaison, (3) writing of feature articles, and (4) scheduling of speakers and providing them expanded coverage (not necessarily in that order).

It appears that Secretary Connally, the Treasury Department and the Administration will stay very much in the limelight on economic issues, at least

through 1972. With a newsworthy figure like Connally and hard news items from the economy continuing apace, it seems that Brumley should be better manned to exploit the potential this combination represents.

Recommendation: The Secretary and Brumley should be encouraged to increase the public affairs staff to allow for (1) a section to handle electronic media liaison, (2) a speaker's bureau which would coordinate the appearance of Department spokesmen and ensure them expanded coverage, (3) a person(s) to write speeches and feature articles, and (4) liaison with the line divisions about their relationships with national organizations and special interest groups. Item (1) should be first priority. The funds and persons to support this reorganization should come from a re-allocation of Department resources.

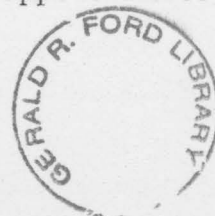
II. Management Procedures

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

Comment: While the Department gets high marks for performance in this area, they do not have specific short-term or long-term plans; however, at the same time they have not been derelict in meeting the criteria that have been set before them. One exception to their limited planning was the overall plan prepared by the Cost of Living Council for the announcement of Phase II.

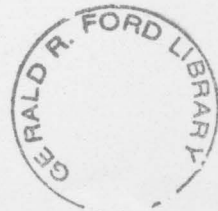
Recommendation: Specific planning such as the COLC scenario should be developed wherever practicable. .

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



Comment: Brumley's project management capability is poor. He is closely tied to the day-to-day requirements of Secretary Connally and must leave the bulk of the planning and operations of his staff to Alan Wade. Consequently, the management of a long-term communications effort is difficult for Brumley, unless it is centered on the Secretary, and it is difficult for Wade who must always maintain a broad view of the office activity. The other professionals in the office who cover the Department divisions on professionals are too caught up in the day-to-day maelstrom to manage effectively a continuing project.

Planning for communications opportunities are by Brumley's own admission "murky." Policy on communications matters is given to him by the Secretary directly or through the Under Secretary. Beyond this there appears to be no formal system for identifying in advance the long-term issues which will demand communications support. Rather, they are dealt with as they appear. Brumley has commented that planning is difficult because he needs direction from the White House on what event is next in the economic policy arena to do his planning; an early warning system on changes in the NEP would be useful to him. Once he does receive direction, however, Brumley's planning efforts are good, e. g., his communications plans for the revenue sharing initiative and the Phase II - Wage and Price Controls. But it remains clear, however, that Brumley's present organization and operating procedures will not in most cases anticipate such opportunities -- direction must come from outside, i. e., the White House.



The only planning Brumley is doing on a truly long-range basis is to hold open Department speakers' schedules in 1972 to the maximum extent possible, to provide flexibility in meeting political requirements at that time. Further, there seems to be little concern for the communications opportunities which exist in the Department beyond the economic issues surrounding the Secretary. This is probably the result of the heavy demands placed on Brumley's limited staff by those issues. But it consequently neglects the opportunities to communicate, for example, the presence of minorities in the Department (the black General Counsel, and others) or the good performance of the sub-Agencies (the Bureau of Customs vs. smuggling of drugs).

Recommendation: Brumley should be encouraged to institute a more formal planning and operations system which would require:

-- Identification of long-term communications opportunities by the line divisions and the sub-Agencies. This could take the form of a review of present and anticipated program activity by the divisions and sub-Agencies with help from Brumley's staff in identifying corresponding communications opportunities. Close coordination with the White House would be required to get early warning on upcoming economic issues.

-- Formulation of communications plans like the Phase II plan to serve the communications opportunities identified above. The complexity of the plans would be appropriate to the importance of the opportunities. Whoever identified the opportunity (i. e., division or sub-Agency) would prepare the plan with basic guidance and coordination from Brumley's office, and that same division or





sub-Agency would be assigned the responsibility for maintaining the plan and eventually managing the communications effort during the plan's implementation. This decentralization of planning and operations responsibility to the divisions and sub-Agencies appears necessary because of Brumley's limited staff, whose role in this regard would be one of instigating action, coordinating plans, and supervising efforts among the divisions and sub-Agencies.

-- Coordination of all significant long-term communications opportunities and attendant communications plans with the White House staff. This would ensure that both houses know what the other is doing and that White House advice about how to support the President's interests is always available.

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

Comment: Virtually all of the Treasury Department's sub-Agencies have public affairs sections who report to Brumley for coordination. The Bureau of Customs and the IRS have regional and district offices in great number -- 71 for the latter. These are able to support Brumley in coordinating regional communications efforts, e. g., the San Francisco Customs PIO did the advance work for Secretary Connally's speech to the American Bankers Association at their San Francisco conference in mid-October. Brumley likes to use these regional offices because they supplement his limited staff, provide a good source of local contacts, and appear to get a morale boost from participating in Department-level affairs.

It appears that Brumley's and Wade's coordination of the sub-Agency and regional PIO's is strictly laissez-faire. Unless the OS public affairs

staff needs something from the subordinate PIO's they are left to act on their own initiatives and with their own devices. There are no formal meetings or reports required other than weekly forecasts which Brumley uses to compile the weekly report to Herb Klein on news events for the following week.

Brumley and Wade do exert some control over the sub-Agencies' production, however. All press releases, speeches, and Hill testimony must be cleared by them. (Publications and films are not cleared; this should be done to some extent if Treasury is to comply with the President's stricture against self-serving and wasteful public relations activities.) Wade coordinates the speaker's schedule for the Department, among his other duties as Brumley's deputy.

Most of the Brumley-Wade coordination of the sub-Agencies and regional offices is on a person-to-person, event-by-event basis. There is no formal planning or operating process which sets a standing operating procedure around which to organize the efforts of the sub-Agencies and regional offices. Each communications opportunity is simply dealt with in turn in the manner which appears most apt at the time.

Recommendation: Implementation of the planning system recommended in the preceding section should help to formalize Brumley's coordination of the sub-Agencies and regional offices. It is clear that he will not be able to supervise their activities in detail, but by setting objectives and requiring reports on work accomplished he can energize the heretofore dormant PIO staffs and direct the others along more fruitful paths. Therefore, he should be encouraged to set up a directives and reporting system which sets out



explicitly the objectives, persons responsible, and reports required for each of the communications opportunities undertaken by his office or the sub-Agencies; and then through the reports and scheduled briefings/meetings follow-up on accomplishment of the objectives.

Brumley should also include the publications and films produced by the Department in his clearance for release process.

D. Overall quality of the public affairs staff.

Comment: Cal Brumley has a good command of his job, and has an able deputy in Alan Wade. The volume of activity and the diversity of it since the first of July demonstrates some of the capacity that he has been drawing upon. He has an independent nature that does not always make it the easiest to deal with the Department, and certainly a portion of this reflects an attitude on the part of the Secretary as well.

Staff throughout the bureaus and other activities is about on a par with other Departments, with about one in three of the professional staff considered highly capable.

Bill Greener is on loan from the Internal Revenue Service for the Cost of Living Council, and has done an outstanding job in meeting the demands since August 15.

The most faultful problem has been their accepting some direction from the White House and without taking exception to it or getting back to the White House have failed to act. This has improved since the first of October.

No personnel changes are anticipated or required through '72.



E. Confidence of Department head and top line officials.

Comment: Public Affairs personnel have good rapport, starting with Brumley and Secretary Connally, and running through Alan Wade as deputy, and notably Bill Greener from among other offices.

Recommendation: None.

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

Comment: Response has been prompt. Quality varies, but is better than average.

Recommendation: None.

OPERATION AND SUPPORT

I. Operations

A. Mailing capability.

Comment: The mailing activity of Brumley's office is handled by the Department print shop. The mailing list key is divided into three categories: general, tax, and monetary audiences. No indication exists that there is a minority mailing list. Fact sheets and other Department materials are sent out when requested. Occasionally, materials are mailed out by Herb Klein's office or the RNC when certain audiences are involved. Overall, the mailing activity here seems weak and gets little more than desultory attention from Brumley and Wade.

Recommendation: Brumley should be encouraged to review his entire mailing setup, with the purpose of improving his mailing lists' comprehensiveness



and currency, of identifying more opportunities for utilizing mailings to support the Department communications efforts, and of assigning responsibility for the operation of mailing activity to some person or section within his office.

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

Comment: Excellent on the Secretarial level; good with Charlie Walker; moderate on the international scene with Volcker; virtually non-existent with any others.

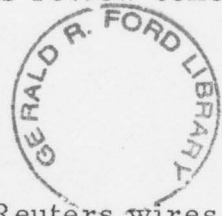
Recommendation: Fortify the scheduling and maximum time utilization for all officers other than the Secretary, and concentrating on Assistant Secretaries. See recommendation in organization section of this review concerning speakers bureau.

C. Monitoring of wires and other media.

Comment: Brumley's office monitors the AP, UPI, and Reuters wires.

A research unit in the OS prepares a daily clip sheet from the major papers and the wires which amounts to one of the best economic news summaries in Washington; it is distributed throughout the Department and to the White House. Regional offices are often asked to follow up the appearance of a Department spokesman in their area with clippings and radio/TV coverage reports of his appearance. There is no radio/TV coverage reporting done at the national level.

The monitoring capability of Brumley's office seems adequate, but lacking direction. It is not geared to the present communications planning



process, such as that is, and the intelligence gained from the monitoring effort affects the planning process only in the impression it makes on those who read the clip sheet and who also play a part in the planning process.

Recommendation: Brumley should be encouraged to tie his monitoring capability to the requirements of the Department public affairs apparatus for reports on news coverage. Planning for communications opportunities should include what kind of monitoring will be necessary and the research unit so advised. An internal alert system for hot issues similar to that used by Interior might also be set up, assuming the research unit has the manpower to do the work.

II. Support for the White House

A. Keep White House well informed.

Comment: The performance has been somewhat erratic here in part, due to the pace of activities in recent months. They do, however, have a tendency to go their own way.

Recommendation: Tighter coordination with the White House.

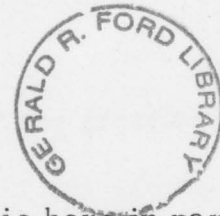
B. Generate support materials.

Comment: Cooperation is good, but performance is only average. There is good sensitivity to politics.

Recommendation: None.

C. Conduct mailings.

Comment: Their support for White House mailings is good. Initiation on their own could show improvement. There does not appear to be a specific



plan for gaining radiation of important statements of the Secretary, Under Secretary, and various Assistant Secretaries. While they have, on occasion, sent out entire texts of speeches, they have no system for screening out excerpts or brief summaries or expanded letters to their various specialized constituencies.

Recommendation: Review and expand the use of mailings, coordinating lists with those of Kathleen Balsdon.

PRESS AND SPECIAL INTEREST MEDIA

Comment: Treasury does a relatively good job of mentioning the President in its news releases. Thirty-six percent of September's releases did so, but this was primarily because of the President's involvement with the new economic policy.

This is pretty much a two-man show with Brumley and his chief assistant, Alan Wade. There is a reluctance for op-ed pieces, although the White House has gotten some from others within Treasury from time to time.

The physical printing facilities appear to be adequate. Brumley's complaint on this was simply that when he has a big speech, it does give him problems.

Treasury maintains a regular mailing and call list that discriminates between those reporters who regularly cover Treasury and those who are just interested in news from the Department.

They do not maintain a house organ as such, but most of the bureaus have some type of mechanism of this type. This is an excellent chance to get the Administration story told to the Federal employees and should be used.



Brumley considers himself understaffed, to quote, "We desperately need more people."

Recommendation: See the recommendations on staffing in the organization section of this review. Addition of a speech writer for the Secretary should also provide the capability to produce op-ed articles. Finally, consider producing a Treasury newsletter; if staffing problems prevent it, consider having one of the bureaus change its newsletter's format and content to include all of the Treasury sub-Agencies and in effect publish the Department's newsletter.

ELECTRONIC MEDIA

I. Organization

Comment: Brumley is understaffed. No one is doing solely electronic media liaison. There should be, because Brumley and Wade both have press backgrounds and don't know enough about radio/TV to innovate in that media. Further, Brumley is so tied up with the Secretary's personal appearances he doesn't have time to look after the broader requirements of the Department. And Wade is immersed in the general detail of the office so he can't devote special time to the electronic media.

In addition, there is a lack of coordination among the efforts of the Department, COLC, the pay and price units, and IRS/OEP to reach the electronic media about developments in their deliberations.

Recommendation: Secretary Connally and Brumley should be encouraged to take on a full-time electronic media liaison person, who is competent and experienced in this field -- and then put him to work coordinating the radio/TV



coverage of the economic scene and making full use of the opportunities throughout the Department for radio/TV radiation.

II. Radio/TV Feeds

Comment: Secretary Connally is a gold mine so far as radio/TV is concerned. Brumley has done a superb job of scheduling principal radio/TV coverage for his appealing boss, with White House help. However, there is practically no low key radio/TV feed production of the Secretary's staff: the Spotmaster effort is modest and doesn't utilize the Secretary, and no TV film clips are made.

Further, there is very little regular feeding of COLC and pay/price units' activity to the media. This would be a subject for daily and weekly wrap-ups by the Secretary, Rumsfeld or other principals, which should get good consumption (up to 1,000 independent stations).

Recommendation: Get the Secretary's voice and image out on a regular basis in Spotmaster and short TV actualities. Do the same thing with the principals in the COLC-pay/price unit complex.

MINORITY MEDIA

Comment: Here again, there is no ongoing program to communicate with the minority media or to give press visibility to the minority group personnel scattered in the bureaus of Customs, Mint, Engraving and Printing, Internal Revenue Service, etc.

Amazingly, Samuel R. Pierce, one of the highest ranking blacks in this Administration and General Counsel at Treasury, remains an invisible man in



that Department. It's even more amazing when we consider that it was Pierce who put the Lockheed Aircraft loan package together. Pierce is presently playing a key role with Secretary Connally in Phase II. Look at all of the lost mileage in the minority community as a result of the lack of visibility. At a time when most minorities are skeptical of Administration economic initiatives, a photo of Pierce with Connally or Pierce at a drawing board checking economic indicators would mean more than a thousand speeches on the economy in the minority community. Pierce, in other words, would give the President's program believability. But, to my knowledge, absolutely nothing has been done in this area. A picture situation and a release involving Connally and Pierce would also do something else -- give Secretary Connally's support of the President credibility in the minority community.

Another Presidential initiative lost in the maze of inaction at Treasury involved the Administration's priority commitment of \$100 million to minority banks. The black bankers held their convention here in Washington last month with militants like the Rev. Jesse Jackson accusing the Administration of falling down on its commitment to black bankers. The Jackson statement grabbed the headlines. Fact is, however, the Administration had met its commitment and Treasury bungled by not giving proper media coverage of the program's success.

Treasury is also under attack from the minority community because of alleged bias in hiring minorities in Customs. This will continue until Treasury starts projecting its positive hiring initiatives in that bureau. Maybe we don't



have all of the minorities we should have in Customs, but why sit around -- give some visibility to those minorities who are already on board.

In a related area, Stan Scott was informed by Samuel Pierce that he would be willing to brief minority business leaders at the White House (Robert J. Brown and I do this on occasion in the Indian Treaty Room or in some other vacant office), giving extra importance to the event and maximum media mileage. Ebony magazine, the largest black publication, would be glad to do a feature story on Pierce if approached by Treasury. What is Treasury waiting for?

Recommendation: Act on the example opportunities cited above.



JUSTICE



COMMUNICATIONS REVIEW

DEPARTMENT OF JUSTICE

ORGANIZATION AND MANAGEMENT OPERATIONS



I. General Organization

A. Number of professionals in each OS PAO unit.

Comment: John Hushen, the Director of Information for the Justice Department, believes that his staff is undermanned, and that he is missing communications opportunities because of it. For example, 30% of the releases handled by Hushen are from the Civil Rights Division, but these get relatively poor coverage because no one is available to push them except on a selective basis. Also, the drug abuse programs and fight against organized crime gets relatively little play for the same reason. Adding to the problem is the fact that Hushen's staff must field 100 - 250 press queries daily. There are five professionals in Hushen's immediate office, and their efforts are divided among the Attorney General's requirements and the divisions of the Department. At the moment, two of the professionals divide the divisions between them and attempt to cover their respective half as thoroughly as possible.

There is no one primarily concerned with electronic media liaison, including radio-TV feeds like the Spotmaster; and the speakers bureau function is performed by one person on a part-time basis.

Recommendation: The Attorney General should be encouraged to provide Hushen the few extra professionals required to provide full-time electronic media liaison and speaker scheduling, as well as a program information officer to cover each of the divisions.



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

Comment: Tab A indicates the number of professionals in Hushen's office and the sub-Agencies. Considering recent FBI incidence in the news, there is probably need for three people there. One BNDD person, however, is not enough to support what will probably be an increasing load of communications opportunities as the Administration's drug programs go forward. Much the same could be said for the Bureau of Prisons as public interest builds up about Attica and prison reform (aided no doubt by Democratic contenders looking for issues).

Recommendation: The desirability of providing the sub-Agencies, especially BNDD and the Bureau of Prisons, with extra PAO professionals should be reviewed.

II. Management Procedures

A. Reinforcement of Presidential initiatives.

Comment: Reinforcement has been strong, taking into account the limitations imposed on public affairs activities inherent with the Department. Beyond encouragement for more tangible planning, there is no area of concern.

Recommendation: Support can be improved with the implementation



of specific written goals and plans, both short and long range.

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

Comment: Beyond the normal reading of news summaries, etc., under Hushen's direction they have adapted their wire service machines to produce six copies which are circulated to anyone involved, with a covering memorandum with recommendations from public affairs. These come back with an appropriate Approve, Disapprove, or alternate plan.

Being the Government's "law firm" places some unique restrictions on reacting promptly, as the legal counsel's position may be to move with greater deliberance before making a public announcement on what the reaction might be. Despite this necessary additional discipline, the Department has workable satisfactory procedures.

Recommendation: None.

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

Comment: Capitalization upon opportunities has a strict limitation at Justice as compared with other Departments. Their orchestration is keenly tuned to the legal positions and to what can prudently be said with the pending announcement of suits.

There is little opportunity to amplify major news releases because of the strict context in which they must be released and the limitations on extending the statement of the legal document.

Recommendation: None.

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

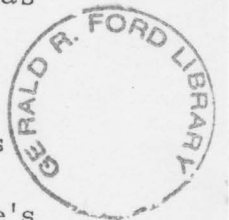
Comment: Several factors affect how Hushen does his communications planning.

The communications activity of the Justice Department is restricted by its inability to include any specific topics which are in litigation or under investigation. Reflecting his limited staffing and high sensitivity to this restriction, Hushen defines his job as one of public information as opposed to public affairs.

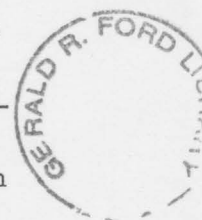
In addition, the Attorney General's communications strategy is that he should act as the principal spokesman to the public on Justice's stewardship of their interests. Consequently, all planning for events must account for his desire to play a part in those which are significant and appropriate. However, opportunities for PA activity not including the AG do occur (e. g., in civil rights, drug control, and organized crime) and Hushen attempts to plan for them.

As mentioned earlier, he is undermanned, and this reduces the time available for planning. Consequently, his communications planning process is informal, done on an event by event basis, reactive rather than active, and coordinated directly by Hushen rather than delegated to responsible "event" managers.

This informal process consists of identifying key upcoming issues and then orchestrating the right communications actions and media mix to



handle the event properly. Key issues are identified in certain reports the sub-Agencies submit to Hushen: a 10-day forecast of communications events submitted weekly, a 3-month forecast submitted quarterly, and reports submitted by political Department spokesmen on trips they intend to make which might allow speeches and amplification of them. In addition, Hushen gets direction from the Attorney General and his Deputy daily on issues he should be preparing for. All of these signals are compiled in a "Future Book," which amounts to a planning schedule and tickler file for impending events. Preparation for each event is directed and coordinated by Hushen, within the legal limitations surrounding each event. The priority and resources assigned to each event are determined by the news value of each event. Coordination of the timing of news releases is done by Hushen to increase or lessen the impact of the release. Finally, over all this day-to-day public information effort, Hushen must devote continuing attention to the Attorney General's role as chief PA spokesman for the Department.



Liaison with the White House on this communications planning is done on an ad hoc basis and only when an issue directly concerns the White House.

Recommendation: The Attorney General and his Director of Information should be encouraged to accomplish the following:

-- Spread the PA spokesman responsibility among other senior Department officials and activities -- to broaden the Departmental impact on the media and the public.

-- Provide Hushen the manpower recommended earlier to give him more capability for planning and executing communications events in support of

the decentralization of PA affairs responsibility.

-- Formalize the planning process into systematic identification of upcoming opportunities, drafting of communications plans for those opportunities which cite obligations, audience, and media mix, and assignment of event managers to execute each event under Hushen's overall control.

-- Coordinate this systematic planning process with the White House staff so that each is mutually aware of upcoming opportunities and how Presidential interests can be served.

E. Coordination of Department-wide public affairs apparatus -- sub-agencies and regional offices.

Comment: There are so few PIO's in the Justice Department that Hushen handles the liaison and coordination among them on a personal contact basis, or through his Deputy. He does not use a formal conference and reporting system to complement this; under current conditions activity tends to be so short-fuzed that a formal system would be awkward, slow, and ineffective.

Coordination of workaday news coverage within the Department sub-Agencies rests primarily with the two Assistant Directors of Information who share responsibility for covering the various divisions and bureaus. Their activity follows whatever goals and guidelines Hushen sets up on policy and major events planning. No formal SOP guides their efforts.

There are no Justice public affairs officials in the regions. The 93 U.S. Attorneys around the country, however, can act in this capacity. Relatively little communications activity is asked of them by the Department -- only events which involve the District. The upcoming election year may,



however, provide opportunities where it would be particularly desirable for U. S. Attorneys to localize announcements of Department stewardship.

Hushen maintains strict control over the production of the Department's PA apparatus. All sub-Agencies and U. S. Attorneys must clear press releases, publications, speeches, press conference contents, etc., with Hushen's office. Hill testimony is reviewed, and often modified by Hushen with inserts or amplification of certain points. Few films or radio/TV feeds are produced, although what is produced must be cleared by Hushen. The Attorney General's speeches and public appearance schedule are prepared under Hushen's supervision. This tight control is necessary to prevent any slips which would jeopardize ongoing investigations or litigations.

Recommendation: More thorough coordination of communications should be established in the Department once Hushen has the extra people to allow separate media and sub-Agency liaison staffers, who can also act as "events" managers. The object of this coordination would be to increase the Department's ability to get across its accomplishments rather than just report events. Examples of this would be to achieve greater amplification of releases and coverage of achievements in the areas of civil rights and organized crime. The means to achieve this coordination would be through detailed planning of resources to certain communications goals, assignment of responsibility to project managers for attaining those goals, and accounting for progress through reports, briefings, and demonstrated results.



Most of the Justice Department stories are of primary interest locally rather than nationally. Consequently, there is a need to show what the Administration is doing at the local level to combat crime and promote justice. Therefore, the U. S. Attorneys should be brought into the PA activity of the Department by (1) distributing to them the information which is being distributed to the media, and (2) sensitizing them to look for and report on opportunities where local releases on Department programs and stewardship would be particularly dramatic and effective. A method to implement the latter would be to run a pilot project between Hushen and a selected U. S. Attorney to publicize locally some Administration/Department achievement. Then publicize that particular U. S. Attorney and his participation in the event throughout to encourage other Attorneys to set up similar events.

F. Planning of news events.

Comment: Scheduling and coordinating news events, again, are subject to the structures of the legal process. There could be improvement in forecasting on a short term basis.

Recommendation: Develop specific short term plans for each major activity.

G. Overall quality of the public affairs staff.

Comment: This is one of the smaller staffs and appears to be functioning well. Hushen has a deputy and three assistants. His deputy is highly capable, and Hushen ranks one of his three assistants as outstanding. Of the other two, one is a Schedule C converted to Career who isn't as good as he was, and an old-timer who is weak.

With the development of activities in the Bureau of Narcotics and Dangerous Drugs, the load on this one-man office is very heavy.

LEAA has three professionals and appears to be well staffed. Other



Agencies have one professional covering their needs adequately, if not outstanding.

The FBI has four or five professionals in its office; they take a disproportionate amount of the available PIO budget in relationship to the contribution they make to the overall workload.

Recommendation: BNDD should be reviewed with the intent of finding the type of additional assistance required to meet the expanding demands of this Bureau.

I. Confidence of Department head and top line officials.

Comment: Hushen appears on top of the public affairs Department-wide; has a good command of the range of activities engaged in and has developed respect among various Department officers. His Deputy is well regarded and demonstrates command also.

Recommendation: None.

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

Comment: The prompt response to requests is one of the best among domestic Departments.

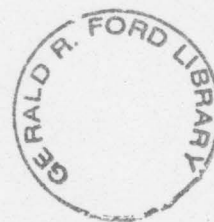
Recommendation: None.

OPERATION AND SUPPORT

I. Operations

A. Mailing capability.

Comment: Justice has several means of distributing releases. One is a Weekly Activity Sheet which forecasts the following week's events; this sheet is provided the media once a week. In addition, the three Assistant



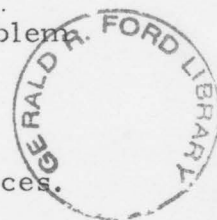
Directors of Information back this up with daily briefings to the media which confirm the events for that day. There is also a daily hand delivery of releases around Washington to 60 different stops. Beyond that, the mailings of releases are off key mailing lists which are extensive. They include about 50,000 addresses categorized and sub-categorized into specific audiences. The general lists are kept current by including with every fifth to eighth mailing a query of the addressee as to whether the person wishes to continue receiving materials. This query is included on every third mailing of the Attorney General's special mailing list.

Only recently did Justice get a Black minority mailing list, and it is not clear how actively it is being used. This may be part of the problem in marketing releases from the Civil Rights Division.

Recommendation: Justice should continue current mailing practices. The evaluation system used by Justice to update mailing lists should be included on the agenda of a communications seminar or conference of Administration PAO's as a means for others to update their lists. Finally, Justice should coordinate closely with Stan Scott on improving the adequacy and use of their minority mailing lists. Support might be obtained from the Bureau of the Census in compiling lists of special minority audiences.

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

Comment: There is no speaker's bureau functioning as we have in some other Departments. There is a special assistant to the deputy, Elaine Crane, who arranges fairly low level speaker's bureau activity and acts as campus



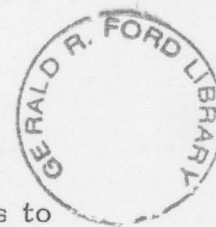
liaison. Should a law school request a speaker, she would check to see if any of the sub-Cabinet officers are in the vicinity on the given date and, if not, would most likely arrange for a nearby U. S. Attorney to cover the assignment.

There is no overall coordination of the Attorney General and various deputies and assistants.

Recommendation: A scheduling assignment should be made to one person to better coordinate this overall activity; to notify the public affairs office as to the schedule so that they may arrange appropriate radiation. Many of the Department's speakers do not lend themselves to the overall Administration speaker's bureau concept because they repeat the same speech several times. Even though this does diminish many broad-based communications activities, their present method of supplying advance texts in the communities where they speak is following a portion of the criteria. See the recommendation on the speaker's bureau capability in the organization section of this review.

C. Monitoring of wires and other media.

Comment: UPI and AP wires are monitored for breaking news. Set up to reproduce an original and six copies, the wires are clipped periodically by a messenger and given to an information specialist, who selects the items related to the Justice Department and distributes them to the Attorney General, the Deputy, and the five-man professional staff in the Public Information Office. If an item is of special importance, such as a criticism of the Attorney General or the Department, it is marked with a red tab and brought



immediately to the attention of the Attorney General with a recommendation on how to respond to it, if at all.

No radio or TV spot reports are solicited, nor are clips or media reports solicited from the District Attorney offices. Only the major 6 - 8 national newspapers are monitored.

Recommendation: The alert system for hot items in the wire series is satisfactory, but a more extensive monitoring of special interest press and regional press would seem useful for analyzing the coverage given the Department's communications efforts. The clipping service should be contracted out to cover the press (including minority press) on a basis complementary of the issues facing the Department. Radio and TV spot reports should be contracted on a similar basis. Finally, the District Attorneys should be requested to send or call in noteworthy clips about Justice programs that appear in local and regional media.

II. Support for the White House

A. Design positive activities to highlight the President.

Comment: The support from Justice has been very good.

Recommendation: None.

B. Coordinate news-making events.

Comment: The major improvement here would come through the development on the part of the Department of specific short range and long range plans.

Recommendation: Implement a 30-day planning calendar for the short term basis; 90-day for an interim and a 12-month general outline.

C. Keep White House well informed.



Comment: With the additional availability of Dick Moore to assist with this Department, there is good communication on all levels.

Recommendation: None.

D. Generate support materials.

Comment: The cooperation and the quality of the material submitted has been good. Material arrives in form as requested, and promptly.

Recommendation: None.

E. Conduct mailings.

Comment: The various Department mailing lists are divided into categories such as Civil Rights, Criminal Internal Security, and FBI; Anti-Trust and Civil Land and Natural Resources (includes pollution). They appear to have a good system for evaluating and updating their lists. Every fifth to eighth mailing (it varies from list to list), a response is requested, indicating whether the person wishes to continue receiving materials. This review is on every third mailing of the AG's mailing list. This list of approximately 1,200 goes primarily to law firms, and the releases usually report the substance of the AG's public statements.

The breakdown of other lists would include law enforcement officers on an LEAA list, with others being law schools, bar journals and daily papers. With all categories, there are approximately 50,000 names on computer. Note there appears not be a minority mailing list.

Recommendation: Continue as before. Coordinate with Stan Scott for a good minority mailing list.



PRESS AND SPECIAL INTEREST MEDIA

Comment: The problems here are somewhat unique although the result is the same. They have serious legal reasons for not letting out information about pending cases. The Attorney General is reticent about press conferences on either a regular or irregular basis. But he does go for an occasional backgrounder with the regulars.

Justice does its own mailers by sending out major speeches of the Attorney General and other top officials to editorial writers. Hushen should not do so without checking with the White House. It isn't good to deluge editorial writers with material just to send it out and look good internally.

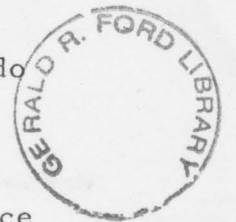
Justice, as such, has no house organ although individual units do (FBI, LEAA) on a weekly, monthly or bi-monthly basis.

The substance of the Justice Department is an excellent resource which the Administration is not using. Law and order, that generic term which means different things to different people, can be effective.

Justice should step up its production of op-ed pieces on various issues; for example, do some bragging about the crime statistics and the reasons behind them. More visibility of Justice officials is desirable -- even though the Attorney General doesn't feel it necessary for him to become more visible.

In a check of September press releases, the President is mentioned in only 2% of the releases. There will be cases in future releases where the President can legitimately be mentioned or even utilized as a resource, and Justice should be looking for them.

Recommendation: Hushen should be encouraged to execute the recommendations implicit in the above comment.



ELECTRONIC MEDIA

I. Organization

Comment: The Department of Justice initiates little in the TV-radio area. There is no full time professional handling the electronic media.

Jack Hushen is Chief PIO and has four assistants. His Deputy Director, Powell Moore, fills in when Jack is out of town or otherwise occupied. There are three assistant directors: one for special projects, another for the Criminal Division and the third for the Civil Rights Division.

Their newsroom set up consists of the AP and UPI city wires. There is no TV or radio equipment and no Spotmaster.

Jack Hushen reacted favorably to the suggestions that Spotmasters be employed by BNDD and LEAA, and that a broadcast professional be added in each area. Spotmaster material would also be available in the Civil Rights Division, which could make use of this.

Recommendation: Hushen should be encouraged to adopt the recommendations implicit in the above comment. See also the recommendations in the organization section of this review.

II. Radio and TV Feeds

Comment: There are several positive stories coming out of Justice which are not being told via the electronic media. The Bureau of Narcotics and Dangerous Drugs has only one PIO to publicize our drug initiatives. A Spotmaster here would be used to good advantage, to get the word out on our many drug raids, activities with other countries with respect to agreements to limit drug traffic, efforts to rehabilitate Vietnam veterans, and the like.



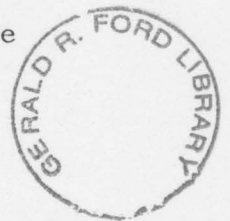
The Law Enforcement Assistance Administration is another area of the Justice Department which has positive material to report. LEAA provides money to local police departments on a continuing basis. These funds are provided for research on criminology, the hiring of policemen, equipment, etc. Each time a grant is made, stations in a specific region should be fed Spotmaster material. Black stations, in particular, ought to be included in this as most crime is perpetrated upon those in the ghetto areas, and our positive efforts in the law and order field ought to be brought out into the open to improve our image here.

Recommendation: Hushen should be encouraged to implement the recommendations implicit in the above comment.

III. Scheduling

Comment: The Attorney General should also be made more available for TV interviews. He handled the David Frost interview exceptionally well; such things improve his "image" considerably. Another David Frost appearance might be considered in the near future, as well as appearances on the Tonight Show and the Mike Douglas program.

Another area which should be improved on is the Justice Department's liaison with the electronic media. Carl Stern, who covers Justice for NBC News, calls Al Snyder regularly to complain about the inaccessibility of Justice Department officials. He claims it is more of a problem with this Administration than any other he has covered. Briefings, even on a background basis, are extremely rare, and this just helps to build suspicions on the part of the media.



Mr. Stern said there is a scoreboard in the Press Room of Justice which marks off the number of days since the last news briefing. The subject is treated almost as a joke, and Carl said this has resulted in a lot of bad press.

Recommendation: Some effort ought to be made in this area. Carl said previous Administrations have made an effort to at least keep the press reasonably informed by news briefings, and he says such has not been the case here. Hushen should be encouraged to review the situation and see how he can improve his relationship with the press.

MINORITY MEDIA

Comment: An in-depth follow-up meeting with John W. Hushen, Director of Public Affairs, and Powell Moore, Deputy Director of Public Affairs, disclosed a virtual black-out by the Justice Department in disseminating its initiatives into the nation's minority community. The Department has no one individual responsible for an organized effort to schedule regular news releases to minority publications. There has been no effort made to highlight, through feature stories, those supergrade or middle level blacks working in the Department, and photo coverage (photo with caption lines) of minorities serving in the Department is practically non-existent.

The Justice Department's action to assure that voting rights are not denied minorities as a result of redistricting or through re-registration of voters in the South has never been given the play it deserves. The fact that Justice has filed more civil rights actions than the prior Administration was



never packaged to the minority community on a positive note. There have been only seven black U. S. Marshals in the last 100 years. How many blacks know that three of the seven have been appointed by the Administration? Only a few minorities know this because of the lack of media visibility out of Justice.

It is somewhat amazing that the Public Affairs department at Justice has made no special effort to harness the controversial "Law and Order" issue into a positive concern in the minority community. The fact is more blacks suffer from crime committed against them than any other racial group. There's little wonder that recent polls show minorities expressing minimum confidence in the Justice Department.

Recommendation: Justice should ensure that a person in the PA office is made responsible for getting the good news out to the minority media. This person should coordinate with Stan Scott at the White House for advice on contacts and techniques which would facilitate this. Hushen should also review his efforts to see if he is getting maximum mileage out of his Department's civil rights and law and order successes.

