Review of external-communications factors pertinent to the public administrator

J. Russell. Dahl

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A REVIEW OF
EXTERNAL-COMMUNICATIONS FACTORS
PERTINENT TO THE PUBLIC ADMINISTRATOR

by

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B.S. University of Montana, 1955

Presented in partial fulfillment of the requirements
for the degree of

Master of Resource Administration

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1966

Approved by:

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Chairman, Board of Examiners

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Dean, Graduate School

5/20/66

Date
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CHAPTER I

THE PROBLEM AND DEFINITIONS OF TERMS USED

THE PROBLEM

How effective can a public administrator be if no one knows that he is doing a good job? What would happen to a university, a city government, or a state or federal agency that told only itself about its successful programs, future plans and financial needs? Obviously, a story untold is a story unknown.

This paper will (1) investigate the Information and Education program practiced by various units at different levels of government; (2) relate these findings to current thinking in the public-relations and communications fields.

The author's purpose is to gain a more comprehensive appreciation of the role, problems and techniques of public relations in administration, by investigating current Information and Education programs first-hand and by reviewing current writings in the public-relations and communications fields.

A numbered bibliography is included at the end of this paper. References made in the text are being numbered by reference (and page number, if applicable); i.e., (3:9) denotes reference number 3 in the bibliography and, more specifically, page number 9 of that reference.
DEFINITION OF TERMS USED

Four key terms appear throughout this paper. A mutual understanding of their meanings is needed:

**Public administration.** "... is the art and science of management as applied to affairs of state." Dwight Waldo, The Study of Public Administration.

**Public relations, Information and Education and external communications.** These three terms, for the purpose of this paper, are used interchangeably.

"Public relations is the continuing process by which management endeavors to obtain the good will and understanding of its customers, its employees and the public at large; inwardly through self-analysis and correction, outwardly through all means of expression." J. C. Seidel (3:9)

**Communications and effective communication.** These terms are also used synonymously throughout this paper. They are defined as: the process of sending messages which elicit the desired response from the recipient.

**Governments.** "Levels of government" refers to national, state or local, whereas "units of government" may refer to bureaus, agencies, state departments, school districts, etc.
CHAPTER II
INTERVIEW PARTICIPANTS AND QUESTIONS USED

INTERVIEW PARTICIPANTS

Five interviews were conducted during this study. Respondents in these interviews were, alphabetically:

1. Vernon Craig. Assistant Chief of Information and Education, Montana State Fish and Game Department; Helena, Montana.
4. Raymond Stewart. Press Relations, University of Montana; Missoula, Montana.*

Each interview was conducted by the author in the office of the respondent**, and each interview lasted approximately one hour. A question-and-answer procedure was used except with Mr. Fjare. In his case a complete program analysis was presented by Mr. Fjare and the interviewer was able only to guide the discussion by questions, rather than to direct it.

---

*This interview was subsequently discarded for its inapplicability.
**Mr. Strong was interviewed in his motel room while on a business trip to Missoula, Montana.
QUESTIONS USED

Eight main questions concerning five general subject areas provided the framework for the interviews:

A. Planning

1. Do you have an Information and Education plan which provides a continuing over-all policy regarding public relations?

2. Do you also (or instead) have a terminal "working plan" concerning current goals?

B. Communications

Do you employ varying communications media under different circumstances; such as

a) in the dissemination of day-to-day information?

b) in the dissemination of information having special importance?

c) when dealing with anticipated problems?

d) when dealing with unanticipated problems?

C. Pressures

1) To what extent is your Information and Education program directed toward interest groups?

2) Are there any particular areas in which you anticipate public-relations problems?

D. Training

Do you or any of your staff have formal training in the field of public relations?

E. Accomplishments

1) How effective do you believe your present program is?

2) Do you have any specific suggestions as to how your present program might be improved?
CHAPTER III

RESULTS OF THE INTERVIEWS

Respondents in the interviews were very cooperative. The interviewer thought that answers to his questions were frankly given and generally very complete.

No attempt will be made, here, to discuss the individual responses to the various questions. Rather, each main question as listed in Chapter II will be considered in light of total response to the question.

Planning

General Information and Education plans were not used by all of the governmental units interviewed. The general type of plan was used in two main ways: (1) as a source of policies, regulations, over-all goals, guidelines and techniques; and (2) as a guide to job qualifications for various positions.

A current, or working, plan was more common with the governmental units. These plans usually provided a list of general and specific public-relations problems as areas for which accomplishment-goals were indicated. Most plans were revised annually. Although not all of those interviewed indicated the use of a work plan, none were just drifting with the tide.
Another type of plan, in addition to the annual plan, considered a specific public-relations problem. This plan is a problem analysis of a particular job and is concerned not only with means-ends, but with timing, responsibility and consequences as well. The problem-analysis approach is particularly useful where administrators are subject to transfer. This plan will then not only inform a new administrator of what the problem is, but will also indicate action planned, by whom, and when.

Communications

While talking with the various agency representatives, it became obvious that heavy reliance is being placed upon the use of newspapers for the dissemination of day-to-day information. Furthermore, newspapers serve the Information and Education specialists more extensively and intensively than does any other form of communication with the public. Of particular administrative concern, then, are four "goods": (1) good press relations, (2) good writing ability, (3) good use of pictures, and (4) good news coverage.

It was interesting to note that as of January 1, 1965, there were 1763 daily, 561 Sunday-only, and 8989 weekly newspapers in the United States.

Almost all communications media were employed by the public-relations specialists. There are, however, two extremely important points in public relations which a good
administrator will never overlook. First, regardless of the media employed, a message to be effective must not only be sent and received, but also must be interpreted by the receiver as it was intended by the sender. (9:126-139) Second, good public relations demands high morals, good manners and a friendly attitude toward the public on the part of every individual connected with a business or bureau. (3:3-14) A further aspect of this "every individual" principle is the necessity of keeping all employees informed about current public-relations problems. An employee can be of little benefit to an Information and Education program if he is not told what is going on.

Table 1 shows the relative importance, to external communications, of various types of communications media under varying conditions.
TABLE 1

RELATIVE IMPORTANCE OF DIFFERENT COMMUNICATIONS MEDIA IN DISSEMINATING INFORMATION UNDER VARIOUS CONDITIONS; ANALYSIS OF READINGS AND INTERVIEWS

<table>
<thead>
<tr>
<th>Medium</th>
<th>Normal Information</th>
<th>Special Information</th>
<th>Anticipated Problems</th>
<th>Unanticipated Problems</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Newspapers</td>
<td>6*</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>6.00</td>
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<tr>
<td>Radio and Television</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>2.25</td>
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<tr>
<td>Special Publications</td>
<td>-</td>
<td>1</td>
<td>3</td>
<td>-</td>
<td>1.00</td>
</tr>
<tr>
<td>Group Contacts</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td>4</td>
<td>3.00</td>
</tr>
<tr>
<td>Individual Contacts</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>5</td>
<td>2.75</td>
</tr>
</tbody>
</table>

*Newspapers were used as the basic communication medium. Other media were compared with newspapers and weighted in importance to the press. Relative importance is based upon author's interpretation of information obtained during the interviews.
Pressures

If governmental units did not expect and receive adverse reactions to some programs, there would be little need for public-relations expenditures. Usually, interest or pressure groups receive special attention only when specific problems or subjects are involved; e.g., changes in timber policy, grazing regulation changes, hunting or fishing fee increases, or property-valuation increases.

There was some anticipation of problem areas on the part of the respondents—in the recreation field, for example.

It can be expected that public-relations problems will increase proportionally, or even geometrically, to the use or demand pressures. These pressures are continuously mounting. The estimated United States population, as of August 1, 1964, was 191,334,000.

Training

The interviews revealed that many persons working in Information and Education positions have not had formal public-relations training. (Formal training refers to college or university study.) Most of the people directly in charge of Information and Education, and their staffs, seem to have been selected because of their interest or ability in the field or because of their practical experience. Each of the persons questioned indicated a growing need for
formally trained public-relations specialists, such as writers, display specialists and conservation-education specialists.

Accomplishments

Each respondent thought that his unit's efforts in the public-relations field have been successful. Only one of the units indicated the use of follow-up action (survey) to check the results of any particular program, however.

All were in agreement upon two points: (1) that their present Information and Education program would not be adequate in the future as use pressures increased, and (2) that their programs could best be improved by the addition of specially trained public-relations personnel.

Table 2 shows an attempt by the author to rate the governmental units on the various main questions. The results represent the writer's opinion, based upon the interviews and his own personal experience and observations. The ratings are termed the governmental unit's Relative Effectiveness; that is, relative to the other governmental units' effectiveness in taking advantage of known "good" methods, procedures, ideas or programs.
TABLE 2

RELATIVE EFFECTIVENESS OF THE
INTERVIEWED GOVERNMENTAL UNITS,
BY MAJOR QUESTION CLASSIFICATION

<table>
<thead>
<tr>
<th>Question Classification</th>
<th>Regional Office</th>
<th>Ranger District</th>
<th>Advertising Director</th>
<th>Fish &amp; Game</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Over-all</td>
<td>5*</td>
<td>5</td>
<td>1</td>
<td>3</td>
<td>14</td>
</tr>
<tr>
<td>2. Working</td>
<td>9</td>
<td>9</td>
<td>4</td>
<td>9</td>
<td>31</td>
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<td>Communications</td>
<td>7</td>
<td>5</td>
<td>5</td>
<td>7</td>
<td>24</td>
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<tr>
<td>3a. Normal</td>
<td>8</td>
<td>5</td>
<td>6</td>
<td>8</td>
<td>27</td>
</tr>
<tr>
<td>3b. Special</td>
<td>8</td>
<td>6</td>
<td>6</td>
<td>8</td>
<td>26</td>
</tr>
<tr>
<td>3c. Anticipated</td>
<td>6</td>
<td>5</td>
<td>5</td>
<td>6</td>
<td>22</td>
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<tr>
<td>3d. Unanticipated</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pressures</td>
<td>7</td>
<td>6</td>
<td>8</td>
<td>7</td>
<td>28</td>
</tr>
<tr>
<td>4. Outside</td>
<td>7</td>
<td>6</td>
<td>7</td>
<td>6</td>
<td>26</td>
</tr>
<tr>
<td>5. Problems</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training</td>
<td>8</td>
<td>6</td>
<td>7</td>
<td>8</td>
<td>29</td>
</tr>
<tr>
<td>6. Formal</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Accomplishments</td>
<td>7</td>
<td>6</td>
<td>8</td>
<td>7</td>
<td>28</td>
</tr>
<tr>
<td>8. Needs</td>
<td>6</td>
<td>6</td>
<td>7</td>
<td>6</td>
<td>25</td>
</tr>
<tr>
<td>Totals:</td>
<td>78</td>
<td>65</td>
<td>64</td>
<td>75</td>
<td>282</td>
</tr>
</tbody>
</table>

*Maximum of 10 for each question.
CHAPTER IV

FACTORS RELEVANT TO EFFECTIVE EXTERNAL COMMUNICATIONS

This chapter is devoted to a survey of some particularly salient factors relevant to a good Information and Education program. The points will be presented in semi-list form. Except for point number one, no order of importance is attempted.

Implicit Points in External Communications

Good public-relations practices are the responsibility of each employee of an organization.

Communications can be improved without improving public relations, but public relations cannot be improved without improving communications. (9:161)

It is important, in public relations, to remember that we are dealing with people—not ranchers, alumni, etc. (9:160)

Silence is the Achilles heel of public relations. For "by our silence we too often stand convicted as charged." Further, "From the moment an untruth is aimed at an institution, it must be attacked vigorously and revealed for what it is, for if it is allowed to go unchallenged, in a short time it is likely to be accepted as the truth." And, "It is stupid and shortsighted to shut our eyes and pretend we have no audience." (Dover quoted in 9:228-238)
"Too often, writers think that their job is to write technical reports rather than to affect the behavior of their readers." (1:13) "Purpose and audience are not separable. All communication behavior has as its purpose the eliciting of a specific response from a specific person (or group of persons)." (1:16)

Communication and public relations can be thought of as "processes." They are dynamic, ever-changing and continuous. (1:23-24)

To send a message is not enough; someone must receive and decode the message. (1:31) For "effective communication, the receiver is the most important link in the communication process." (1:52)

Gobbledygook* is an anathema to good public relations. Most agencies and industries have greatly reduced the gobbledygook in their written material. (4:249-259)

In public relations, one must learn both about the masses and about the individual. (2:7)

It is the job of public relations to mold public opinion: to initiate it, to conserve it, to crystallize it, to change it, or to neutralize it. (7:14)

*"Gobbledygook" was coined by Congressman Maury Maverick of Texas, and it means using two or more words in the place of one, or five-syllable words where a single-syllable word would do.
"Smart publicity will never replace sound management policies and commendable performance in building a solid foundation of good will." (6:23)

Don't confuse what you see or hear with what you assume or feel (opinion).

Public relations not only deals with people, but it deals with people belonging to groups who have differing and overlapping opinions. In other words, know your audience.

The foregoing points serve only as reminders when dealing with external communications. These items are not how-to-do-its, but what-to-think-abouts.

**Trends and a Study in Opinion Change**

It seems of particular significance to external communication that the students and researchers are moving away from assigning "traits" which administrators should possess. They are now attempting to provide the administrator with "characteristics" and "facts" concerning individual and group behavior. If administrators are made cognizant of these "characteristics" and "facts," they will be in a much better position to know how opinions may best be changed, or what reaction to expect from a proposed change.

When working with external communications, the administrator is often concerned with the process of change;
change in programs, change in policies; change in opinions. An unpublished study by H. C. Kelman, "Process of Opinion Change," seems to have particular relevance to external communications. Kelman's study indicates how opinion was affected, immediately and over a period of time, by the same stimulus—a speech—but with different influencing agents:

**Compliance Agent:** The first speaker had some degree of means-ends control (punishment-reward) over the audience. This resulted in acceptance of the proposed change, but surveillance was necessary to maintain acceptance. This is called "public compliance without private acceptance."

**Identification Agent:** A second person held "attractiveness" for the audience but not subject-matter competence. The audience identified emotionally with the speaker; they wished to "be" or "be like" him. The same change was proposed by this second individual and was accepted by the audience. No surveillance was needed to elicit acceptance by the audience, but when the audience no longer felt a need to identify with the speaker, their opinions reverted to the original. This reflects public and private acceptance of the change but without the audiences' personal value systems including it.

**Internalization Agent:** The third speaker was a well-known authority on the subject matter of his speech—the same speech given by the two previous Agents. The
audience considered this speaker as credible, and their opinion again was positively affected toward change. The beliefs as expressed by this speaker were accepted by the audience and were made a part of the individuals' value systems.

**Control Agent:** This speaker had none of the controls or attributes of the previous speakers, and the audience's reaction to change was negative.

See page 20 for a tabulated summary of the foregoing information.

The Kelman study can give administrators a clue in predicting change and how permanent they can expect the change to be. If an administrator can determine the antecedents of an opinion, then he will have a better idea of the methods for effecting a change in opinion.
<table>
<thead>
<tr>
<th>Speaker</th>
<th>Existence of Surveillance and Saliency</th>
<th>Existence of Saliency without Surveillance</th>
<th>Month Later; No Saliency, No Surveillance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Compliance Agent</td>
<td>+</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Identification</td>
<td>+</td>
<td>+</td>
<td>0</td>
</tr>
<tr>
<td>Control Agent</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

+ Positive Reaction to Change  
- Negative Reaction to Change  
0 No Change from Original Opinion
Summary

Many volumes have been written about public relations, and most of them only tell the administrator what he should do. There are a few new works which indicate that a new era is approaching in the field of external communications. This coming era promises to provide the administrator with some insights into how the earlier-provided "do's" can effectively be realized.

The references used for this paper have provided the author with a good background in public relations knowledge and techniques. They have also pointed out some of the problems confronting administrators; problems of attitude, opinion, change and conformity, to name but a few. The interviews conducted at the various governmental units have provided a limited insight into what some public administrators are doing in the public-relations area. These interviews are of limited value in permitting any quantitative or qualitative judgments about the various programs, however. This is because such limiting factors as available finances, imposed policies and/or regulations, were not considered. Nor was there any evaluation of the governmental units' present potentials under existing conditions.
It is apparent that an administrator not only needs to be familiar with the various types of public-relations techniques (movies, speeches, publications, show-me trips, et cetera) and problems, but to be effective he must also be able to find and analyze attitudes, causes of resistance to change, and individual and group interrelationships. These represent no small job, but they are vital to an effective external-communications program.

Conclusion

The study of external communications has provided a big boost to the effectiveness of public relations. It appears, however, that future progress in the external-communications field will be provided by the cause-and-effect studies of individuals and groups—studies that help to determine why certain reactions are obtained, how these reactions can be predetermined, and what may be done to alter the anticipated reaction are important to improving our present level of effectiveness in external communications. The previously mentioned Kelman study is typical of the work needed.


APPENDICES
APPENDIX A

Contained in this section are notes taken from the books used as references in the preparation of this paper. The notes do not represent complete subject outlines of the books, but are facts and ideas the author found most interesting and relevant to his subject.

At the conclusion of each set of notes there is a statement of the author's general opinion of the book.

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BERLO: The Process of Communication

"... we communicate to influence—to affect with intent."

"Too often, writers think that their job is to write technical reports rather than to affect the behavior of their readers."

Habit behavior in communication often results in inefficiency.

"Purpose and audience are not separable. All communication behavior has as its purpose the eliciting of a specific response from a specific person (or group of persons)."

"Communication theory reflects a process point of view."

Communication model:
1. Communication source
2. Encoder
3. Message (signs; visual, audible)
4. Channel (how it is transmitted)
5. Decoder
6. Communication receiver

ENCODING SKILLS: WRITING AND SPEAKING
DECODING SKILLS: READING AND LISTENING
ENCODING AND DECODING: THOUGHT OR REASONING

Communication will be affected by attitudes:
1. Attitude toward self—self-confidence
2. Attitude toward subject matter
3. Attitude toward receiver

For "effective communication, the receiver is the most important link in the communication process."
Five principles of effective communication need to be taken into account when constructing a message, receiving messages, or analyzing other people's communications:

1. The frequency of presentation—with reward and without reward
2. Competition with other stimuli and responses
3. Amount of reward perceived as consequence of the response
4. Time lag between making response and receiving reward
5. Amount of effort required to make a response.

"Learning requires the production of tension, the reduction of certainty within the (receiver) but the tension must be creative if it is to be productive."

"Feedback provides the source with information concerning his success in accomplishing his objective. In doing this, it exerts control over future messages which the source encodes."

"One consequence of a communication response is that it serves as feedback—to both the source and the receiver."

"...the concept of self does not precede communication. It is developed through communication."

"Knowledge of a social system can help us make accurate predictions about people, without the necessity of interaction, without knowing anything about the people other than the roles that they have in the system."
Role behavior:
1. Role prescription: formal idea of what behavior should be performed by a person in a given role
2. Role description: behavior actually performed by a person in a given role
3. Role expectations: images people have about what behaviors are performed by persons in a given role.

Basic in administrative communication is the role-behavior patterns. "People should (a) be told what they are to do, (b) be given an accurate prescription, and (c) be led to expect what will happen—before it happens." People want to reduce uncertainty.

"Ambiguity of authority interferes with communication fidelity."

People give meaning to words; words do not have meaning.

When looking at the world, we can see it only in relation to our own experiences.

Implications of meaning:
1. Meanings are in people.
2. Meanings result from (a) factors in the individual, as related to (b) the world around him.
3. People have similar meanings only to the extent that their experiences are similar.
4. Meanings are never fixed. Experiences change meanings.
5. No two people have exactly the same meaning for anything.
6. A person's response is dictated by his experiences.
7. To impart a new meaning to people, the stimulus must be compared with existing meanings.
8. In learning meanings, people follow the principles of (a) least effort, (b) noninterference, and (c) discriminative capacity.
Denotative meanings are relationships between wordsigns and objects that exist in the physical world. Trying to name something in the physical world is an example of assigning denotative meaning.

Structural meaning is the relationship between signs and other signs; e.g., "John saw Jim."

Connotative meaning is the relationship between a sign, an object, and a person; e.g., "tall," "short," "good."

Observation is a statement of fact; a report about the physical world. These are limited by our own ability to perceive, remember and report accurately.

Judgments emphasize connotative meaning. They can be believed or not believed.

Inferences are predictions made about the unknown, based upon a sample of what is known.

Deductive conclusions are completely certain if the premises can be said to be true or false.

Inductive generalizations can never be said to be necessarily true; the generalizations rest upon probabilities.

**OPINION**

This is a book well presented to enable a reader to grasp its pertinent points. It covers most of the present-day thinking and theories about human communication, and presents them in an easy and logical manner.
BURNETT: Solving Public Relations Problems

Acquire a broad understanding of public relations before attempting to analyze and solve a problem. The keystone of public relations is the character and conduct of a person or organization.

In public relations one must learn both about the masses and about the individual. In order to know others, we must know ourselves.

Drive for attention - importance;
Urge for security - job, home, future
Social trends - rural to urban
Economic and social classes
Important changes - ages, marriage, women workers, mass communication, automation

What, Who, When, Where, Why (How?)

Parts of Life:
1. Mind—understand others' thinking
2. Spirit—need for something besides physical "cause"
3. Body—(physical; material) age, physical condition, sex
4. Society—man is a social animal; pride in community

Exploring public relations in an organization:
1. Basic idea, product, service
2. Facts on management
3. Principal financial factors
4. Selling, advertising and publicity
5. Production
6. Purchasing
7. Research—scientific, opinion, market
8. Human relations—employees, communities, "key" people and groups
9. Governmental relations
Learning what people really think—survey of:
1. Employees (all levels)
2. Community
3. Dealers
4. Customers

An eye to the future: changes in time, location, job may result in needed changes in management and work methods.

"Nine Rules for Solving Problems"
Find a theme. Dramatize the theme.
Repeat the message—over and over.

OPINION

This book, while providing a few good points, was not as well done nor as complete as the Kobre and Canfield books on public relations.
Public relations means satisfying all public interests—employees, customers, stockholders, suppliers and the community.

Effective communications is essential in establishing and maintaining good public relations.

Good public relations demands high morals, good manners and a friendly attitude toward the public on the part of every individual connected with a business or bureau.

"Public relations is the continuing process by which management endeavors to obtain the good will and understanding of its customers, its employees and the public at large; inwardly through self-analysis and correction, outwardly through all means of expression." (quote from J.C. Seidel)

### Consumer (Customer) Relations

1. Consumer groups
   a. Woman public
   b. Youth public
   c. Industrial public
   d. Government public

2. Company information for consumers (customers)
   a. History of company and industry
   b. Executive personnel
   c. Personnel and labor relations
   d. Plants and branches
   e. Financial status and operations
   f. Management policies
   g. Organization
   h. Research and inventions
   i. Competitive position
   j. Social responsibility
3. Product information (for customers)
   a. Distinctive product characteristics
   b. Raw materials
   c. Process of manufacture
   d. Development of product (origin, improvements)
   e. Competitive position
   f. Supply of product
   g. Product performance
   h. Variety available
   i. Price
4. Consumer information services
5. Learning what consumers think
6. Planning the program of communications
7. Media of communications
   a. Oral
   b. Printed
   c. Audio-Visual

Community Relations
1. Benefits of good community relations
   a. Assures labor supply
   b. Better community life and improved morale of workers
   c. Better consumer opportunities
   d. Defense against discriminatory local legislation
   e. Favorable local identity
   f. Prevention of misconceptions about business
2. What a community should be told
   a. Average number of men and women employed
   b. Average hourly earnings
   c. Average total payroll in community
   d. Total investment in local property (plant)
   e. Total production
   f. Expenditures locally for fuel, rent, supplies, maintenance
3. Business should know about community
   a. Local opinion poll
   b. Analysis of all community factors
4. Communications
   a. Oral
   b. Visual
   c. Audio-Visual

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3. **Product information** (for customers)
   a. Distinctive product characteristics
   b. Raw materials
   c. Process of manufacture
   d. Development of product (origin, improvements)
   e. Competitive position
   f. Supply of product
   g. Product performance
   h. Variety available
   i. Price

4. **Consumer information services**

5. **Learning what consumers think**

6. **Planning the program of communications**

7. **Media of communications**
   a. Oral
   b. Printed
   c. Audio-Visual

**Community Relations**

1. **Benefits of good community relations**
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3. **Business should know about community**
   a. Local opinion poll
   b. Analysis of all community factors

4. **Communications**
   a. Oral
   b. Visual
   c. Audio-Visual
Press Relations

1. Daily newspapers
2. Weekly newspapers
3. Magazines
4. Radio
5. Television

For Good Press Relations:
   a. Give reporters your confidence.
   b. Be truthful.
   c. Be available.
   d. Impartial treatment
   e. Accurate information
   f. Make clear and complete explanations.
   g. Don't threaten, scold or exert pressure.
   h. Compliments help.

It is estimated that 95 per cent of all press releases are never used. To get published, your release must satisfy standards of newsworthiness, timeliness, interest and brevity.

Public Relations Research

Objectives

1. Employees
   a. Opinion of company
   b. Management
   c. Policies
   d. Working conditions
   e. Labor relations
   f. Supervision
   g. Readership of publications
   h. Attitudes of families toward employer

2. Customers
   a. Attitudes toward company
   b. Products or services
   c. Policies
   d. Practices
   e. Usefulness

3. Characteristics of customers
   a. Age
   b. Sex
   c. Standard of living
   d. Customs
   e. Habits
   f. Attitude of special groups
   g. Loyalty
Techniques of Public-Relations Surveys

A. Types of Questions
1. "Yes or no" questions
2. Multiple-choice questions
3. Ranking questions
4. Essay-type questions

B. How to Ask Questions
1. Mail
2. Personal interview
3. Telephone
4. Group
5. Combination

C. Who Should Be Questioned
1. Random sampling
2. Quota or stratified sampling
3. Area sampling

Obtaining Employee-Relations Information
1. Listening-in or informal-impression method
2. Personal interviews
3. Mail questionnaires
4. Group opinion survey
5. Essay contest

Oral Communications in Public Relations

Advantages
1. Strong personal appeal
2. Most direct—clear, quick, understandable
3. More forceful
4. Most people will listen before they will read.
5. More likely to arouse to action
6. Secure greater attention

Disadvantages
1. Appeals only to ear
2. No permanent record
3. Size of audience is limited

Types of Oral Communication
1. Lectures
2. Persuasive speeches
3. Round-table discussions
4. Panel discussions
5. Question-and-answer discussions
6. Oral testimony
7. Informal conversation

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OPINION

This book was written especially for use as a college textbook in courses in public relations. It does a good job of covering the subject, but it is not as easy to read nor as interestingly written as the book by Kobre.
CHASE: Power of Words

Communications—subject to "noise"
1. Semantic
2. Mechanical

Learning to listen:
A test upon girls in Stephens College:
   Listening (lectures, etc.) 42%
   Talking 25%
   Reading 15%
   Writing 18%

Every listener has deaf spots where messages are blocked or distorted. Some are emotional blocks; others are physical.

"Good listening aids us in sizing up a person, a meeting, a line of argument."

Feedback
Perception—we never see "all" of any event.

Gobbledygook—"using two, or three, or ten words in the place of one, or . . . using a five-syllable word where a single syllable would suffice."

". . . we must not forget that the technical langue of the natural sciences and some of the social sciences, forbidding as they may sound to the layman, are quite necessary."

A survey showed that volume could be cut 20 to 50 percent in government documents, and improve clarity.

OPINION

This book, by a well-known author, was interesting and fairly easy to read but was found to be a little too general for my needs and was not intensively studied for that reason.
"The development of language reflects back upon thought; for with language, thoughts may become organized, new thoughts evolved."

"Communication renders true social life practicable, for communication means organization."

Charles Morris' theory of signs has three rules working upon signs:

1. Syntactic: relations between signs
2. Semantic: relations between signs and the things, actions, relationships, qualities they stand for
3. Pragmatic: relations between signs and their users

"Words are signs which have significance by convention, and those people who do not adopt the conventions simply fail to communicate."

"... we may unconsciously regard the word as being part and parcel of the thing it represents--the referent."

G. K. Zipf: Principle of Least Effort--Man tends to move along paths providing the least total effort to achieve a goal.

When we communicate, we do not transmit our thoughts; only physical signs or signals, visible or audible. The other senses also play their parts in communication.

Redundancy, syntactic or semantic, in communication is necessary because of various "noises" from the external environment. Noise can be audible or psychological.

Recognition--knowing again of something, real or abstract, which has already fallen within our experience.
Perception—some radically new concept.

OPINION

This is more of a scholarly work and was a little too technical for someone not working in communications.
GILBERT: Public Relations in Natural Resources Management

History of Natural Resource Management:
1. Era of abundance, until 1850
2. Era of exploitation, 1850-1900
3. Era of preservation and production, 1900-1935
4. Era of harvest and habitat, 1935-1965
5. Era of human management, 1965--

Periods of Public Relations:
1. Public-be-damned, until about 1915
2. Public-be-informed, to about 1930

To err is human, and all agencies now try for a human image in the minds of their publics.

In business 25 per cent of the employees work in public relations. In natural resource management, it is less than one per cent.

Stages in acquiring public acceptance to new programs or to changes in programs:
1. Awareness - inform public of proposal
2. Interest - develop public's interest in proposal
3. Attitude - how and what are other people thinking
4. Opinions - formed from attitude survey
5. Belief - adoption or rejection of idea

Persuasion and Propaganda:
1. Band wagon
2. Card stacking - both sides not told
3. Name calling - use of "emotion" words; i.e., "predator," "killer," "erosion"
4. Red herring - side-track
5. Testimonial - follow-the-leader
6. Plain folks
7. Emotional appeal
8. Money
9. Repetition

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Process of communication should follow definite sequence:
1. Planning - goals; get facts
2. Preparation - coordination and timing
3. Transmission
4. Evaluation (one process many agencies overlook)

There is no place in public relations for a "closed door" policy. Secrecy leads to fear, antagonism and suspicion.

The process of learning, as determined by psychologists, is generally about 83 per cent dependent upon sight, 11 per cent upon sound, 3½ per cent upon smell, 1½ per cent upon touch, and 1 per cent upon taste. (Author's note: Other studies have shown that appeal to any one sense is 50 to 70 per cent less effective, for retention purposes, than an appeal which employs two or more senses.)

Newspapers lead other mass media for numbers of people contacted. In 1960, $3,517,000,000 was spent upon newspaper advertising. Also, in 1960 over 100 million Americans over twelve years of age read newspapers every day. In 1958 there were 1,755 dailies; 8,500 weeklies and 544 Sunday-only newspapers.

Public-relations men in natural resources should first be natural-resource men and second public-relations men. An error in writing or speaking is less dangerous than an error in basic information or principles.
OPINION

While this book is very recent and cites many references (over 100), it does not seem to cover the public-relations field as well as other books, particularly the ones by Canfield and Kobre.

It may be a little more interesting to someone in state fish-and-game management, from whose viewpoint the book was written.

This book was obtained from the United States Forest Service.
EVERYONE NEEDS PUBLIC RELATIONS: business, schools, government (city, state, county, federal), regions.

Population pressures; estimated 1965: 191,000,000.

Communications is the key word in public relations. PR means significant performance; PR program tailored to fit needs; PR is function of entire organization.

Communication is a two-way channel.

Public-relations man can mold public opinion:
1. Initiate public opinion
2. Conserve it
3. Crystallize it
4. Change it
5. Neutralize it

There are various and overlapping publics:
age groups (e.g., teen-age)
community
consumer
employee
general
special (e.g., baseball, hunting)
stockholder

Factors shaping public opinion:
Background
Hereditary
Cultural
Economic—social class
Group (religious; organizational; etc.)

Shaping public opinion:
1. Mold group through leaders
2. Studies behavior of individuals in groups
   a. Bandwagon
   b. Pride in group
   c. Sympathetic (welfare of fellow man)
   d. More idealistic
3. Factual information
4. Honest persuasion
5. Use most effective principles of persuasion
   a. Concrete events rather than abstractions and words
   b. Respond to suggestion if consulted ahead.
   c. If making a change, suggestion must be specifically given and understood (not implied).
   d. Identify themselves with suggestion; more apt to accept
   e. Sometimes can use logical reasoning; other times, feelings and emotions needed to trigger action.
   f. To get suggestion carried out, give specific directions and steps.

Basic steps in effective programming for public relations:
1. Penetrating research—fact-finding
2. Systematic planning—intelligent decision-making ahead
3. Meaningful communication—doing the important job
4. Searching evaluation—checking the results

(SENDER—Sends—MESSAGE—OVer—CHANNEL—To RECEIVER—WHO—
DECODES—MESSAGE)

Principles of successful communication:
1. Words or symbols must mean same to receiver as to sender.
2. Sender must use proper channel to carry message.
3. Receiver must comprehend message.
4. Sender must seek to motivate receiver to get some action.

Variable factors influencing message reception:
1. Exposure
2. Attention
3. Channels
4. Content of message
5. Receiver
6. Group influence (receiver is member of some group)

Supply "public" with news—timely, accurate, clear, and complete.
Employee goodwill: employees are key to success

Employees' basic psychological needs analyzed:
1. Safety; security
2. Love; social activity
3. Esteem; self-respect
4. Self-realization

Let the consumer know what is going on.

Special events in public-relations work:
- Anniversaries
- Banquets
- Ceremonies
- Conferences
- Contests
- Exhibits
- Fairs
- Open House
- publicity
- proper timing
- photo cover
- follow-up
- Outings
- Tours
- Trade Shows

Publicity photos
Motion pictures
House publications
Brochures
Exhibits ) what message?
Location ) best method?
Time of year) attracting attention?
Audience ) materials?

OPINION
This is a recent book and does an adequate job of covering the subject, as well as being interestingly written.
REDDING and SANBORN: Business and Industrial Communication: A Source Book

This book consists of two introductory chapters by the editors of the book and 44 readings by various authors.

While not all of the readings provide great insight into the communications field, many do contain very pertinent and profound observations and research results. This is a very valuable book to anyone in any field, particularly for providing an over-all view of current thinking, techniques, problems, studies and research results.

No attempt is made to summarize this book or the individual readings. The text does deal exclusively with communications within organizations. Most of the issues are basic to all communication.
APPENDIX B

This section contains the write-ups from the individual interviews. The write-ups are in the author's own words and do not represent quotes per se.

Interviews are arranged alphabetically by surname of respondent.

CRAIG, VERNON ....................................... 47
PJARE, ORVIN B ..........................................50
KEENEY, KENNETH A................... 52
STEWART, RAYMOND .......................................57
STRONG, RICHARD A.......................................58
Vernon Craig, Assistant Chief of Information and Education, Montana State Fish and Game Department; Helena, Montana; January 26, 1966.

The Fish and Game Department has an over-all plan giving the general goals of the Information and Education Division. Each of the seven districts has a local current Information and Education plan. Six of the seven districts have Information and Education supervisors; the seventh district will have an Information and Education supervisor beginning July 1, 1966. District headquarters are located in Kalispell, Missoula, Bozeman, Great Falls, Billings, Glasgow and Miles City. Each of the district Information and Education supervisors must have a bachelor's degree in some biological field, and each must also have training and experience in public-relations work.

The Helena office of the State Fish and Game Department has a weekly news story in several Montana papers. The weekly story may be supplemented by special news stories. Each of the districts has a column in area papers to keep the local populace up-to-date on the Department's activities. For special current news coverage, the radio and television stations are used. The Helena office is able to supply same-day motion picture coverage to the local television station.

The Helena office concerns itself more with problems, news and information having State-wide interest, while the
district offices work upon local programs, problems, news, etc. In addition to its newspaper, radio and television coverage, the Helena office produces various publications for special groups and for the general public. Some examples include: "Montana Hunting and Fishing," a 48-page publication for out-of-state sportsmen; "Notes on Montana," a 24-page collection for distribution at schools which lists all fish, birds and mammals found in Montana; "Landowner-Recreationist Relationship," a 24-page cartoon-type pamphlet intended to improve landowner-recreationist relationships; "Little Belt Mountains," an area recreation map published by the Montana Fish and Game Department and the United States Forest Service; "Montana Wildlife," a 30+ page publication put out about three times a year containing articles of general interest; "Biennial Report," containing about 45 pages. The Fish and Game Department also buys a one-page spread in the monthly newspaper Wildlife Federation News.

District offices concern themselves more with the local issues, and rely mainly upon their weekly newspaper column and personal contacts for "spreading the word." Personal contacts are a very important part of the life of a district Information and Education supervisor.

A small movie-film library is maintained at the Helena office, and the films are available for loan. The Department has also produced some movies of its own. An
extensive photographic file is headquartered in Helena and the photos are available for use by magazines, newspapers, etc. free of charge.

Mr. Craig thought that the present Information and Education program was pretty effective. He made no comments about ways in which the Department's Information and Education program could be improved.

The State Advertising Department has two main tasks: (1) to entice people in other states to Montana, and (2) to persuade the enticed visitor to stay in Montana longer. About one third of the Department's $150,000 budget is spent on telling potential visitors about Montana. This advertising is accomplished through out-of-state newspapers, national magazines, travel shows, membership in the Pacific Northwest Travel Association (including Montana, Wyoming, Colorado and Utah), and by answering mail inquiries. Approximately 104,000 pieces of mail are sent out each year. One of the newer mailing items is a colorful 36-page booklet depicting Montana in its four seasons (the central theme of the Department's advertising campaign).

Once the potential visitor's interest and curiosity have been aroused enough to bring him to the state, the task of inducing him to stay begins. One method used is the distribution of state maps through all the local Chambers of Commerce, pointing out locations of many points of interest; i.e., National Parks, State Parks, battlegrounds, recreation areas, etc. Another device is to train the local Chambers of Commerce in ways of encouraging visitors to stay longer; e.g., schooling local businessmen, service station attendants and waitresses in the locations of nearby attractions. During the summer season, news stories depicting
various events throughout the State are run five days a week in many of the State's newspapers.

The services of professional advertising companies are used in the out-of-state advertising campaigns and in the designing of propaganda material.

Much time is spent in personal appearances by both the Director and his assistant. No special formal training is required for these positions, but incumbents must have experience in the public-relations field and must be capable writers and public speakers.

Mr. Fjare thought that the present program was progressing quite well and that the "5/65 Program" (to increase visitor stay from 3.5 days in 1961 to 5 days in 1965) had been successful. He would like to add a full-time news writer-photographer to the staff. This position would accomplish two goals: (1) relieve him and his assistant from most news writing, and (2) eliminate contracting for, or purchasing of, all the Department's photographs from individuals.

The Department has no formal Information and Education plan, but they are stressing a main theme in their advertising and they work out a plan and schedule with the advertising company each year.

The Advertising Department makes use of the Highway Department's Planning and Survey Division. It is through this Division that the Advertising Department obtains its figures on visitor length of stay, interests, travel plans, etc.
Kenneth A. Keeney, Assistant Regional Forester in Information and Education, Regional Office, United States Forest Service; Missoula, Montana; January 14, 1966.

The Regional Office does have a general public-relations plan or goal with which to work. More or less continuing goals, means, legal and other restrictions are provided in the 1600 Section of the Forest Service Manual. These are broad guidelines covering not only the whole Service, but also many are applicable to the Department of Agriculture and the Federal government in general.

The Washington Office of the Forest Service has just published (January 1966) a five-year Service-wide Information and Education program, "Forest Service in a Changing Conservation Climate."

In addition to the broad guides provided by the Forest Service Manual and the Washington Office Public Relations Plan, the Regional Office has a more specific public-relations plan. This plan is revised annually. Classified into five or six "problem areas," this plan outlines the more specific current goals for the Region. An example is: Timber Management; start on a comprehensive program to educate the public about the silvicultural logging method of clear-cutting. First, work with Forests in locating explanatory signs along main highways at sites of clear cuttings. Second, initiate a mass-media educational
program. Third, contact particularly active local-interest groups and give talks and conduct show-me trips.

Some of the foregoing steps will be conducted by the Regional Office, while others will be outlined and then turned over to Forests and Ranger Districts to complete.

Normal dissemination of information—There are two main types of information provided by the Forest Service: popular, and scientific. Most scientific information is provided in the typical government publications—bulletins, Research Station Notes, and United States Department of Agriculture pamphlets. Much scientific information is being made available in training and educational movie films.

All communications media available are used in transmitting the "popular" type of information. Subject matter included here ranges from personnel changes, timber sales, new recreation sites and on through research projects, publication of new visitor-information maps, wildlife projects, multiple-use and on and on. The media employed depend somewhat upon the nature of the information. Newspapers and the radio may announce a third medium of communication—the publication of a new Forest map. All types of communications media are utilized in telling the Forest Service story. Visitor-information centers, slide lectures, movies, show-me trips, displays, nature trails and publications are all employed.
Special information—Some information is geared for more or less specific groups; e.g., items of particular interest to the timber industry, or to wildlife organizations, or to miners, or to recreationalists, etc. A shift occurs from the more "mass" types of communication to a more personal type. Speeches at the various group meetings, contacting of key people in the organizations, and working through advisory councils are typical methods of advancing specific information.

Anticipated problems—Preparation of a project I & E (Information and Education) plan; an analysis of the problem including recognition of opposition and support, how to allay any fears, and checking on results is the first step.

When working in a potential problem area, it is of particular importance that nothing but the facts are released to the public.

Most of the usual communications media are useful when there is time to plan a program. The important job is the dissemination of accurate information to special groups and to the public in general.

Unanticipated problems—In this case, time is usually a prime factor. Besides the use of mass media, a very important method is to quickly contact key people (organization presidents, legislators and others who are generally listened to) and explain the situation to them. Here, again,
accuracy of facts is vital to the success of the program. A "brain picking" session with persons knowledgeable of the problem is a quick way to obtain "attack ideas."

Some persons and groups are more interested in National Forest programs and policies than others are. When planning public-relations programs, these active interests are naturally taken into consideration. This is true more for problem situations than for normal information dissemination.

At times there may be a difference in the basic philosophy of some interest group and a particular Forest Service program. In cases such as this, if the opinion of the group cannot be changed, a program designed to better tell the Forest Service story to the rest of the public is initiated. With the added public pressure it may then be possible either to change the group's opinion or to change the Forest Service policy or program.

Almost all public-relations positions in the Regional Office are held by professionally trained foresters. Only one person, the press and publications man, has a formal public-relations background.

Some areas, such as fire prevention, have programs which seem to be making good progress. Up to now, many resources have not had competing users. As the population increases and the conflict between competing use of the resources increases, the public-relations program will be put to the test.
By adding full-time Conservation Education and Visitor-Information Service media specialists, the effectiveness of the Forest Service program could be greatly improved. The Conservation Education specialist would work with educators at all levels. He or she would not only help to establish special conservation courses or programs, but would also look for ways in which to incorporate conservation messages into the regular school curricula. The Visitor-Information Service Media specialists would work with museums, displays, exhibits, etc.
Raymond Stewart, Press Relations, University of Montana; Missoula, Montana; January 24, 1966.

After this interview, the author concluded that the results did not reflect the over-all public-relations program of the University.

This interview was excluded from this report.
Richard A. Strong, District Ranger, United States Forest Service; Superior, Montana; January 18, 1966.

The Ranger District personnel have the same over-all public-relations guidelines as does the Regional Office—the 1600 Section of the Forest Service Manual.

The District also has its own public-relations plan, which is revised annually. The main points of the plan are shown below:

For the everyday type of information dissemination, the local paper, The Mineral Independent, and, to some extent The Missoulian, provided about the only means of mass communication. Radio reception in the area is very poor. Television was not used.

The Missoulian, published at Missoula about 60 miles east of Superior, was used to supplement the local paper. The Ranger felt that this was necessary at times because the editor of the local paper would usually re-write articles submitted to him. At times this resulted in changes in meaning of the messages. Rather than risk a false impression about some of the more critical articles, the information would be published in The Missoulian, which would make only minor changes, if any at all.

For the dissemination of information of a more specialized nature, use of the newspaper is fortified with talks, movies and show-me trips.
Each spring, a fire-prevention campaign is conducted at the area schools. This campaign includes the use of color slides, movies, talks, displays and hand-out material. Also, each year the District takes the local eighth-grade class on a trip around the District and explains the idea of multiple-use to them. Show-me trips are also used to explain various programs to the adult portion of the community. Usually most local interests (business, ranches, government and organizations) are represented on these trips.

Anticipated problems on the District are dealt with in much the same way as at the Regional Office level. An analysis of the problem and a plan to approach the public are worked out.

Besides using the newspaper, the District derives particular benefit from personal contacts through show-me trips, key-people contacts and local-organization contacts.

It was found very important that all District personnel be informed concerning local problems in order to answer correctly the queries put to them.

Unanticipated problems are worked at in similar fashion, except usually over a much shorter time span. More and quicker use is made of contacting key people. If new problems can be explained and their solutions "sold" to the local leaders, the job of the District personnel is usually much easier.
Release of information by higher authorities concerning a proposed local Job Corps camp at Tarkio was one of the District's unanticipated public-relations problems. An aggravation of this situation was the lack of accurate information available at the local level.

At the present time there are no groups, organizations or special interests which must be mollified for various projects. As more of the back country of the District is opened up, the voices of the wilderness advocates may be heard.

As mentioned in the preceding paragraph, the future may bring a resistance, by wilderness lovers, to roads pushing into new territory. (This would be in the nature of an anticipated problem and should provide the District time to "gear up" to it.)

Another anticipated problem is concerning local ranchers. It appears that the number of animals in various grazing allotments will have to be reduced in order to protect the quality of the range. This is likely to involve local people only, whereas the wilderness problem may invite outside interests as well.

Neither the Ranger nor any of his staff are trained in public relations. During the summer months the District employs a local school teacher who has had some public-relations training. His main duties include the contacting
of National Forest users regarding fire prevention, the providing of information to the recreation-area visitor, and the telling of "the Forest Service story."

Under present conditions, the Ranger felt that the current public-relations program is adequately effective. A change in use pressures or a change in user outlook may prove the present program inadequate.

By delegating more of the resource-management responsibilities to his staff, the Ranger would be freer for administrative duties, including public relations.