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**Formal And Informal Public Relations Structures For
Governmental Agencies.**

Berylene Blakeley Rogers

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This thesis, directed and approved by the candidate's committee, has been accepted by the Graduate Committee of The University of New Mexico in partial fulfillment of the requirements for the degree of

MASTER OF ARTS IN PUBLIC ADMINISTRATION
FORMAL AND INFORMAL PUBLIC RELATIONS STRUCTURES
FOR GOVERNMENTAL AGENCIES

Title

BERYLENE BLAKELEY ROGERS

Candidate

PUBLIC ADMINISTRATION

Department

David T. Benedict

Dean

May 5, 1972

Date

Committee

Chairman

W. J. R. G.

John M. Thurgan

Frank X. Sargent

FORMAL AND INFORMAL PUBLIC RELATIONS STRUCTURES
FOR GOVERNMENTAL AGENCIES

By

BERYLENE BLAKELEY ROGERS
B. A., Eastern New Mexico University, 1970

THESIS

Submitted in Partial Fulfillment of the
Requirements for the Degree of
Master of Arts in Public Administration
in the Graduate School of
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ABSTRACT OF THESIS

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ABSTRACT

This study contains a detailed study of the formal and informal structures for public relations of five agencies of the City of Albuquerque: the Fire Department, the Environmental Health Department, the Refuse Removal Division of the Services Department, the Model Cities agency, and the Police Department. Data for the study were obtained by the author from each of the agencies by personal correspondence and personal interview.

Four stages of the public relations process are identified and described in this study: research, planning, communicating, and evaluation. The hypothesis of this study is that if any of the four stages identified in the public relations process is missing, the public relations program will lack a reasonable chance for success.

This study contains a brief historical review of the concept of public opinion in political theory.

The results of a survey made by the Albuquerque Urban Observatory which indicated statistically where the citizens of Albuquerque get most of their information about the city government are examined in this study. A comparison of the methods of communication on which the five agencies spend most of their public relations energies with

the results of that survey indicate a disproportionate amount of energies is spent on personal presentations and speeches. The survey indicated that citizens get most of their information about the city from television and newspapers.

The data obtained from the five agencies revealed that those agencies employ a variety of combinations of formal and informal structures in their public relations programs. The more structured the public relations program was, the more able a department was to identify its public relations needs. Identification of specific public relations needs is necessary for an agency to direct the public relations program in a meaningful way. By discovering those specific needs, planning how best to meet those needs, communicating with the public, and evaluating the results of the public relations efforts, an agency can foster the good will of the public for the agency.

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Chapter 1

INTRODUCTION

A tradition of laissez faire where government is concerned has contributed to a general distrust of government and a specific fear of "big government"--bureaucratic government. The colonial experience made the Americans believe the maxim, "That government is best which governs least." To prevent a government from governing too much, an elaborate system of division of powers between state and federal governments and of separation of powers between the executive, legislative, and judicial branches of the federal government was written into the national Constitution. To prevent hasty and thoughtless change, the founding fathers made revision of the Constitution a slow process requiring assent of three fourths of the states.

THE SOCIOLOGICAL PROBLEM

Although government has been growing from the time the Constitution was first ratified, mushrooming of the bureaucracy is a post 1929 development. The change in the size of the bureaucracy has not changed the tradition of distrust of government. Government is now a vast impersonal bureaucracy to the citizen.

For the public administrator the result has been a generally suspicious attitude from the public toward government agencies and programs. The task of the administrator has now come to include winning approval from the public for agency programs, as well as the actual administration of those programs. If an agency genuinely has a benefit to offer, it can do so only if the program is able to survive the tremendous competition among agencies for resources. As Pfiffner and Presthus write, the bureaucrat must devote some portion of his time to solidifying his agency's base of support:

It must be remembered also that the federal bureaucracy exists in a highly competitive milieu. There is a constant struggle for power, prestige, and survival. More action programs mean a large share of public funds and the means of solidifying an agency's position with groups that benefit from such programs. Under our political system, with its lack of party cohesion, the bureaucracy not only has a large share in policy formation, but it must also organize the political strength necessary to implement policy. Agencies such as the Agency for International Development or the United States Information Service, which lack disciplined support in important interest groups, have little chance of satisfactory operation. Administrators must either have a firm base of public support or they must go out and develop such support.¹

Given the level of suspicion of government, why do some agencies appear to have the confidence of the public to a greater extent than other agencies? The answer is

¹John M. Pfiffner and Robert Presthus, Public Administration (New York: Ronald Press Co., 1967), p. 53.

multidimensional. As Pfiffner and Presthus note, some agencies have built-in interest groups while others do not. Some agency heads recognize the need for seeking public support while others do not. Some agencies devote more resources to the task than others.

The problem to be discussed in this paper, stated in question form, is: How does an agency organize to get its message to the public? For purposes of this discussion an agency may be any unit of government identifiably separate from other units by function. The term "organize" shall mean both formal and informal structures. "To get its message" shall mean to arrange the timing and method of release of general information while presenting the agency and its programs in a manner designed to convince the public of its worthiness of support. The public shall include both those persons directly affected by the programs and activities of the agency as well as the non-participant.

The significance of the problem lies in its relation to a practical problem. If an agency offers some benefit to the public, it can do so only if it is able to survive the competition for resources. If the body which approves its funding and/or policies feels that the public is unhappy with the agency, it will tend to withhold resources. But if, as in the "Reorganizing the Massachusetts Department of Conservation" case, the public has been deliberately misled by groups outside the agency, a worthwhile and needed

program may be discontinued for the wrong reasons.² In the competition for resources an administrator recognizes he must present his case favorably to the members of the appropriate legislative body. If he recognizes the role public opinion plays upon legislation, he will also seek public support before going to the legislature. In a study of Franklin D. Roosevelt's proposal to reorganize the Supreme Court in the 1930's, Frank V. Cantwell concludes that legislators display an inclination to "wait on" public opinion to shape itself before dealing formally with questions. He also says that "public opinion in a democracy responds to leadership in order to crystallize one way or the other on specific proposals."³

This problem affects agencies on all levels of government. Whether the agency is a product of the federal, state, or local government, or of any special district government, it is affected by public support or lack of it.

THE HYPOTHESIS

The theoretical framework, to be discussed fully in Chapter 2, identifies four stages in the public relations

²Thomas H. Eliot, Reorganizing the Massachusetts Department of Conservation (Indianapolis: Bobbs-Merrill Co., Inc., 1952), pp. 19-46.

³Frank V. Cantwell, "Public Opinion and the Legislative Process," Public Opinion and Communication, eds. Bernard Berelson and Morris Janowitz (Glencoe, Illinois: The Free Press, 1950), pp. 129-131.

process: research, planning, production, and evaluation.

The hypothesis selected for testing is as follows:

If any of the four stages of the public relations process identified in the theoretical framework is missing, the agency's program for taking its case to the people will lack a reasonable chance for success.

Before proceeding further, some definitions must be made. The term "reasonable" means rational and programmable and excludes the possibility of accidentally achieving the desired end? The term "success" means achieving the desired end in a measureable way. Implicit in this definition is that an unrecognized success is no success at all.

The significance of this hypothesis lies in its potential contribution in providing a practical, however simplified, framework for the public administrator to use in developing a continuing program for building public support for his agency.

DESIGN OF THE INQUIRY

Treatment of the problem involved a survey of five agencies of the City of Albuquerque. Those agencies were the Fire Department, the Refuse Removal Division of the Services Department, the Environmental Health Department, the Model Cities agency, and the Police Department. A preliminary questionnaire was sent to each agency. Except in the case of the Environmental Health Department, this questionnaire was used by the agency to collect information

and materials for a personal interview to follow. The Environmental Health Department formally answered the questionnaire in such depth that a personal interview was deemed unnecessary.

The survey looked for formal and informal structures created for the public information and public relations functions, as well as the procedures used in planning, research, communication, and evaluation of public relations programs. In order to discover the extent of satisfaction or dissatisfaction of an agency with its own public relations efforts, the person in each agency who directs the public information/public relations function was asked to critically appraise his agency's program.

When the survey was completed, the data were examined for patterns in structure and methodology. The methods used by the agencies were compared with the results of a survey made by the Albuquerque Urban Observatory in the summer of 1970 which indicated where the residents of Albuquerque get most of their information about city government.

Chapter 2

A THEORETICAL FRAMEWORK FOR THE PUBLIC RELATIONS PROGRAM

Public relations is the management function which evaluates public attitudes, identifies the policies and procedures of an organization with the public interest, and executes a program of action to earn public understanding and acceptance. While public relations activities are considered appropriate activities for businesses in the private sector, such activities in the public sector are generally referred to in terms such as community relations. Since the objectives are the same whether the organization be located in the public or private sector, the distinction will be dropped throughout this chapter and hereafter.

By examining the writings of professionals in the public relations field, one can identify a theoretical framework for the content of a public relations program. This framework can then be used to compare and examine the public relations efforts of the agencies chosen for this study.

This theoretical framework is a composite view based upon the works of three authors in the field of public relations. Bertrand R. Canfield, director of the distribution

division of the Public Relations Department of Babson Institute of Business Administration at Babson Park, Massachusetts, has written Public Relations: Principles, Cases and Problems¹ based upon case studies and problems in the public relations industry. Scott M. Cutlip and Allen H. Center have co-authored Effective Public Relations² which focuses on the role of the practitioner as a specialist in communications. It is also based upon case studies. Cutlip is associated with the School of Journalism at the University of Wisconsin. Center is director of public relations for Motorola, Inc., and a lecturer in public relations at Northwestern University.

Four stages in the public relations process have been identified in these works. These stages are research, planning, communication, and evaluation.

RESEARCH

The foundation of effective public relations is two-way communication from an agency to its public and from the public to the agency. Outward communication has been highly developed, but the inbound flow of public opinion to management has been far too frequently left to chance.

¹Bertrand R. Canfield, Public Relations: Principles, Cases and Problems (Homewood, Illinois: Richard D. Irwin, Inc., 1960), pp. 47-86, 315-445.

²Scott M. Cutlip and Allen H. Center, Effective Public Relations (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), pp. 91-188.

Seldom does the executive have a reliable source of information concerning the attitudes of the public toward his own agency. Only some form of research can correct this deficiency.

Research provides much-needed emphasis on the listening phase of public relations. One of the weaknesses in most public relations programs has been too much emphasis on publicity. Communication begins with listening, and listening requires systematic effort. Research gives the public an opportunity to state its sources of satisfaction and dissatisfaction. It helps satisfy the desire of people to express their own views. The willingness to listen to a conflicting view stimulates cooperation by the public.

Research gives the public relations practitioner the opportunity to look at his agency objectively. To accurately interpret public opinion to the agency director, he must look at the problem from the public viewpoint. It provides the opportunity for self-correction.

Trouble spots can be revealed by research before they influence large bodies of public opinion. Too often problems escalate into crises before the agency becomes aware they exist. Energy is spent on contending with crises rather than on preventing crises. The earlier a trouble spot is caught, the easier it is to handle. Continuous research will uncover many problems while they are still small enough to permit quiet handling without a

critical public looking on. Rumors can be dispelled before they become widespread.

Effectiveness of outbound communication can be increased by research. By pinpointing the various publics, discovering their leaders, learning their values, viewpoints, and language, the public relations practitioner can direct his efforts at a particular group. By determining what the public knows about an agency, he can see how well he has been getting the ideas of the agency across to the public. Opinion research is a guide for determining the objectives, strategy, and effectiveness of a public relations program. It defines and makes management aware of its public relations problems. It reduces the intangibles and nebulous impressions of public opinion to specific "likes" and dislikes." It reveals reasons for public indifference and how to overcome it. It replaces guesswork with facts in dealing with the public.

Research reflects public opinion to management for its consideration in formulating basic policies. It provides useful intelligence for the executive who has no other reliable source for evaluating public opinion. It produces suggestions which can lead to greater efficiency and increased output within the agency. It reveals ways to improve the character and quality of an organization's services to the public. The research effort of the public relations division within an agency can collect and collate

facts which are used in planning a course of action. Long-range planning by an agency can be based upon research into the basic attitudes and opinions of an agency's public.

A common starting point in the research process is the building of a fact-file of reference materials. This file should systematically arrange information which has been printed in newspapers, government publications, trade publications, industry reports, and multitudes of other sources in such a way that it can be located within moments. Daily requests for information will indicate what information should be included in the file. From this file comes ideas and information for speeches, pamphlets, reports, institutional advertising, exhibits, and special events.

The various publics of an agency must be defined. This is a constant process because the composition of the publics is constantly changing. New services will create new publics while changing programs will increase or decrease the size of current publics. The agency should recognize the interrelatedness of these groups through research. Defining the publics should provide information on how best to communicate with them.

Setting up an organization to listen to the public will have both formal and informal aspects. Informal methods will include personal contacts with ordinary people by mail or phone, intermediary contacts through advisory committees or panels, and analysis of an organization's

incoming mail. Reports from field offices, press clippings, and monitoring of radio and television are also methods of listening to the public. Conferences of those involved in a particular field, study of national opinion polls, study of election results and legislative voting, and speeches and writings of recognized opinion leaders provide more methods of listening to the public. Formal methods of listening will involve sample surveys representative of the group whose opinion the agency is seeking. Variations of the sample survey are the cross-section survey, the survey panel, the depth interview, content analysis of the mass media, and mail questionnaires.

PLANNING

Planning begins by studying the aims and objectives of the total organization and determining the attitude of the organization toward the public. The result is a public relations policy which will guide the activities of those persons performing public relations functions.

It is essential to bring together at periodic intervals the executive heads of various departments who deal with specific publics to discuss public relations policy, the attitude of the public toward the organization, and the effect of contemplated changes in organization policies or actions which may have an impact on the public relationships of the organization. In large organizations

this group might be called the public relations policy committee. Projects of the public relations staff are usually presented to this committee for its approval. Programs involving several departments of an organization may be coordinated more effectively at this level.

To secure more effective coordination between members of the organization responsible for various aspects of the public relations function, it is essential that those persons act as a planning committee for determining objectives, techniques, research, and personnel assignment in specific public relations programs. The time schedule is set by this group, a budget is determined, and specific assignments are made to produce the necessary materials involved in the program.

Once long-range policies and short-term activities have been determined, the public relations function should be decentralized to the extent possible. For the federal agency with regional and local offices this decentralization results in local offices performing the public relations activities. For agencies of local governments decentralization may not be possible.

COMMUNICATION

The most visible step in the public relations process is that called production or communication--taking the agency's message to the people. Before the message can be

taken to the public, those responsible for getting it there must have some understanding of the communications process.

There are three basic elements in communication: the source or sender, the message or symbols, and the destination or receiver. Effective communication requires efficiency on the part of all three. The communicator must have adequate information. He must be able to present it in symbols the receiver will understand. He must use a channel that will carry the message to the receiver. The message must be within the receiver's capacity to comprehend. And the message must motivate the receiver's self-interest.

There are a number of variables in this process. Exposure of the message, access to the message, and attention given the message will affect reception of the message. The character of the media of communication will have varying degrees of effectiveness. The content of the message, including its form, presentation, and appeal, may vary from one intended receiver to another. The receiver's predispositions may cause acceptance, modification, or rejection of the message.

Communication is both vertical and horizontal in character. Once new ideas and messages are handed down to the people, individuals relay them on to other individuals along with their analysis of the message. This analysis by members of the community becomes a signal for other members of the community on how they should look at these new ideas

and messages. The local analysis puts those persons performing the analysis service in the position of a "thought leader." Thus thought leaders have had great effect upon the acceptance of messages. Special attention needs to be given these individuals who serve as thought leaders.

Barriers to understanding exist both in the sender and receiver. Each person has his own symbols and stereotypes. Access to the real facts is limited in any situation. Prejudices and superstitions also are barriers to understanding. The constant competition for people's attention may prevent the intended receiver from getting the message.

Communication starts with a climate of belief. This is built by performance on the part of the source. The performance reflects an earnest desire to serve the receiver. The receiver must have confidence in the sender. He must have a high regard for the source's competence on the subject.

A communications program must square with the realities of its environment. Mechanical media are only supplementary to the word and deed that take place in daily living. The context must provide for participation and playback.

The message must have meaning for the receiver. It must have relevance to him. In general, people select those items of information which promise them greatest rewards. The content determines the audience.

The message must be put in simple terms. Words must mean the same thing to the receiver as they do to the sender. Complex issues must be compressed into themes, slogans, and stereotypes which have simplicity and clarity. The farther a message has to travel, the simpler it must be. An institution must speak with one voice, not many.

Communication is an unending process. It requires repetition to achieve penetration. Repetition, with variation, contributes to both factual and attitude learning. The story must be consistent.

Established channels of communication should be used--channels which the receiver uses and respects. Creating new ones is difficult. Different channels have different effects and serve in different stages of the diffusion process.

Communication must take into account the capability of the audience. Communications are most effective when they require the least effort on the part of the recipient. This includes factors of availability, habit, reading ability, and receiver's knowledge.

The tools of communication are the printed word, the spoken word, and the image. The public relations expert must know how to use each of them.

Publicity for organizational programs and projects is a major function of public relations. This includes the planning, creating, and placing of publicity materials,

holding press functions, maintaining contact for press inquiries and distribution of press releases. It also includes contact with the people of the media.

There are many other activities in the communication process. Production and distribution of public relations films for employees, public "consumers," and taxpayers are part of this process. Agency publications including handbooks, pamphlets, posters, speech reprints, annual and interim reports, policy manuals, guidebooks, and internal publications are the responsibility of the public relations staff. Planning and providing information for institutional advertisements utilizing radio, television, newspapers, magazines, and special events advertising are integral parts of the public relations function. Planning and conducting special events such as open houses, tours, exhibits, dedications, and meetings are the responsibility of the public relations staff. Research for speech material for executives, preparation of speech manuscripts, clearance of manuscripts, publication of speeches, writing special articles and service reports, and providing speakers through a speakers bureau for consumer, civic, fraternal, and social organizations and schools are public relations functions. Carrying on correspondence which is informational in nature is often left to the public relations staff. Planning and taking part in community service projects for charity, health, cultural affairs, youth groups, and schools are

part of the public relations process. Advising agency executives on public relations problems arising in their departments, assisting in emergencies, and serving rational organizations in which the agency participates are necessary activities of the public relations staff.

EVALUATION

One of the weaknesses of the practice of public relations has been the lack of yardsticks to measure results. Too many practitioners have been satisfied to forego evaluation of their programs because the obstacles are too great. Results are too fuzzy to be computed on a statistical basis. The competition for resources within an agency has required executives to take a long look at the results of public relations programs.

Periodically the public relations manager should answer four questions. (1) How much does this activity contribute specifically to the attainment of goals? What specific goals? (2) Are we getting our full money's worth for each expenditure? (3) Is the over-all cost offset by its accomplishments? Specifically, what accomplishments? (4) All of our public relations expenditures--how much do we really need them and why?

Although still in the experimental stages, there are devices which can be used for evaluation by pre-testing and by post-testing.

A careful pre-check of materials to be used in a project will pay off in detecting, beforehand, possible backlash echoes. Using a sample audience to observe immediate reaction to specific communication content allows opportunity for sharpening the understandability of the information for its intended audience. It also allows observation of unintended undesirable results.

Post-testing can measure after-effects of a specific program. Evaluation of a specific program's effectiveness can be measured in terms of four dimensions--audience coverage, audience response, communications impact, and process of influence.

To produce results the audience must first be reached. How large an audience is actually reached? What is it like? What proportion of the desired audience does it represent?

The audience must respond. How does it respond? Does the content of the message strike the audience favorably or unfavorably? Does it arouse the audience's interest? Does it bore them? Do they understand it?

After an appraisal of these immediate reactions, the impact which the message has on its audience must be considered. What are the lasting, discernible effects upon people exposed to the message?

The process by which a communication operates to influence its target audience may vary. Through what channels of influence and mechanisms of persuasion does the

message finally affect the individual? How effective is the program in setting into motion the social processes necessary to influence the opinions and behavior of its target audience?

There are several evaluation tools based on the principle of the representative sample survey. Reader-impact studies can determine exactly what portions of publications were actually read by the intended audience. Radio and television audiences may be measured in several ways. Program analyzer tests can determine an audience's reaction to a program which is underway.

The real test of a communications program is its results. Did it result in desired modification of a group's attitudes? Did the program bring about the desired reaction and action? Besides observing results apparently obtained, there are other ways of getting at the impact. The focused interview involves interviewing recipients of communication and getting them to relate their experience to various parts of a program. Impact analysis can determine short-term and long-term effects of a given program in terms of time span and individual and group reactions.

The research tools described above can measure only specific public relations programs. The total effort must also be evaluated by measuring results against the assigned objectives.

Chapter 3

THE CONCEPT OF PUBLIC OPINION IN POLITICAL THEORY

The role which public opinion plays in the operation of our governmental system is neither new nor unique to the United States. As early as the Greek civilization there have been governmental activities which rested upon the expression of opinion. A thorough discussion of the concept of public opinion in political theory can and has filled volumes. It is appropriate, however, to take a brief look at the role of opinion as expressed by some of the great political philosophers.

At the same time some of the institutions of public opinion should be reviewed. An examination of those institutions will allow some consideration of the extent to which public opinion is regarded as a proper basis for the actions and activities of government. If the public administrator recognizes the source of authority for governmental activities is the people, he should be interested in winning the approval of the people for his agency and its programs.

Any historical review of the concept of public opinion cannot fail to note Plato's contempt for the masses in his Republic. He described a government headed by wise

philosopher-king benefactors who would make the decisions for the thoughtless workers--for, after all, the workers were not trained in thought and therefore could not do it well.¹

Aristotle had another view of the public's opinions, asking who could be a better judge of the quality of the government than those who were governed by it. In one excerpt from The Politics of Aristotle he compares the governed to the user of other services:

Hence the many are better judges than a single man of music and poetry; for some understand one part and some another; and among them they understand the whole. . . . The knowledge of a house is not limited to the builder only; the user, or, in other words, the master, of the house will even be a better judge than the builder, just as the pilot will judge better of a rudder than a carpenter, and the guest will judge better of a feast than the cook.²

Machiavelli considered his writings to be merely a handbook for the daily administration of government. His writings were aimed at getting and maintaining the power of government. Thus when he wrote in his Discorsi, "Not without reason is the voice of the people compared to the voice of God,"³ he meant that a practical ruler would not only

¹Francis MacDonald Cornford (trans.), The Republic of Plato (New York: Oxford University Press, 1965), pp. 62, 181.

²Paul A. Palmer, "The Concept of Public Opinion in Political Theory," Public Opinion and Communication, eds. Bernard Berelson and Morris Janowitz (Glencoe, Illinois: The Free Press, 1950), p. 3.

³Ibid., p. 4.

listen to the opinions of the public but would in turn respond to it.

In the seventeenth century the English philosopher Thomas Hobbes acknowledged, albeit begrudgingly, the role of public opinion: "They say truly and properly that say the world is governed by opinion."⁴ And later in the same century another English philosopher, John Locke, wrote in his Essay Concerning Human Understanding that there are three classes of laws--the divine, the civil, and what he called "the law of opinion or reputation."⁵

In the next century another English philosopher, David Hume, argued brilliantly that all governments, however despotic, are based upon opinion. He wrote that the masses must agree with the opinion of the rulers that they are incapable of ruling themselves. The governed so outnumber the governing, he argued, that if they did not agree, they could at any time overthrow the rulers.⁶

Hume's argument is followed in an essay by A. V. Dicey, "The Relation Between Law and Public Opinion," in which Dicey writes that the existence and alteration of human institutions depend upon the opinions of the society in which they flourish. The authority of a Southern planter over his slaves rested upon the opinion of the black men

⁴Ibid.

⁵Ibid.

⁶Ibid.

(whom he flogged or killed at will) that in the long run they would have the worst of a struggle between the two, even though the black men far outnumbered the white men who would stand up for the planter. The whites ruled in virtue of the opinion, entertained by their slaves no less than themselves, that the slave-owner possessed qualities which gave them the might, and even the right, to be masters.⁷

The American experience in government is based upon a demand that the public opinion be heard and heeded. The Declaration of Independence was merely the culmination of a long series of activities aimed at institutionalizing the role of public opinion in the governance of the colonies. As early as 1619 the House of Burgesses met in Virginia as the elected representatives of the colonists to present their views on the governmental issues of the day. While not entirely democratic (only the upper class was represented), the Burgesses were the accepted voice of the colonists in issues over which the colonists and colonial governor disagreed.

In 1765 the Stamp Act Congress petitioned the King of England and both houses of Parliament to hear their case against the revenue-raising stamp tax. After 1770 the slogan "no taxation without representation" spearheaded the effort to make the colonial opinion heard. In 1774 the

⁷A. V. Dicey, "The Relation Between Law and Public Opinion," *Ibid.*, pp. 117-118.

First Continental Congress drew up a list of grievances to be submitted to Parliament and petitioned the King.

When the final break with England came, it was in the name of the people.

We hold these truths to be self-evident, that all men are created equal; that they are endowed by their Creator with certain unalienable rights; that among these, are life, liberty, and the pursuit of happiness. That, to secure these rights, governments are instituted among men, deriving their just powers from the consent of the governed; that, whenever any form of government becomes destructive of these ends, it is the right of the people to alter or to abolish it. . . .⁸

This passage was a revolutionary philosophy, its ramifications not to be understood for years. The latter part was, in part, a justification for the Revolutionary War. Declaring that governments derive their powers from the consent of the governed, the document succeeded in institutionalizing the role of public opinion in the new nation called the United States.

The period from the end of the eighteenth century until well into the twentieth century was a time of invention which increased participation by ordinary citizens in their government and the power of public opinion. Suffrage was extended to include non-property owners, former slaves, women, and lately even eighteen-year-olds. The organization of political propaganda groups became effective early in the

⁸Richard N. Current, T. Harry Williams, and Frank Freidel, American History: A Survey (New York: Alfred A. Knopf, 1966), p. 943.

nineteenth century, and the pressure group and the political party eventually became standard devices of democratic politics. The argument that almost all public officials should be elected has led even to the election of technical state officials and of judges.⁹

Some of the institutions of public opinion are the direct election of officials, the primary system for selecting candidates, and citizen boards. Two institutions of public opinion which involve the citizen directly in the legislative process are the initiative, for proposing legislation, and the referendum, for recording the voice of the people on an issue already before the legislative body. The recall of elected officials allows for the public to express its opinion on the performance of an official before his term has expired.

These devices allow for the expression of public opinion through organized channels. Governmental activities may gain the approval needed to be continued or the disapproval needed to be discontinued. Elected and appointed officials may gain the public's approval to continue their programs and policies or the disapproval needed to remove them from office. Legislators may get direct expression of the public's opinion concerning legislation being considered.

⁹Francis Graham Wilson, A Theory of Public Opinion (Chicago: Henry Regnery Co., 1962), p. 66.

Quite obviously public opinion is a recognized basis for the operation of government. When so many institutions have been founded for the direct expression of public opinion, one can only conclude that the public administrator must be aware of that opinion. Awareness, however, is not enough. The public administrator must be involved in the opinion forming process to insure that the expression of public opinion is based upon the facts of the case and not upon misunderstanding of an agency and its programs.

Chapter 4

SQUEAKING WHEEL GETS THE GREASE

The Albuquerque Fire Department has not often been in the public's eye during the past decade. Neither sharp criticism nor lavish praise have caused the citizenry to take a long look at the department during the 13 years the author has lived in the Albuquerque metropolitan region. It has been during those years a rather quiet, non-controversial, taken-for-granted department. As such the Fire Department typifies any number of governmental agencies with which the average citizen may never have any personal contact.

Public relations activities of the Albuquerque Fire Department are directed by the Fire Chief. In a personal interview, Fire Chief Ray Kuhn described the public relations efforts of his agency.

Chief Kuhn directs a semi-structured public relations program. The Fire Department has no public relations staff as such, but there are 26 positions responsible for some phase of the department's public relations.¹ The

¹Statement by Ray Kuhn, personal interview, April 6, 1972.

organization chart of the department (see Figure 1) indicates two types of public relations activity according to the division by line-staff functions.

The city of Albuquerque has been divided into three districts for fire fighting purposes. Administering the fire stations and firemen in each district is a District Fire Chief. Either the District Fire Chief or one of two Assistant District Chiefs are on duty at any time. These nine persons may release general information related to specific fire-fighting incidents.

Two rescue groups are maintained by the department, each with three shifts. The man in charge on each of the six shifts may release information related to specific rescue incidents.

More general public relations activities, activities which are much less structured, are handled by those positions in staff functions. The Assistant Chief in charge of training and a captain under him participate in public relations activities at the request of the Fire Chief, as do the Assistant Chief in charge of the fire prevention bureau and five inspectors below him. These persons have other duties but may be asked to make presentations to various organizations and groups which request them.

The Fire Chief, his Administrative Aide, and the Deputy Chief are responsible for the department's public relations, with the Fire Chief assuming most of the responsibility.

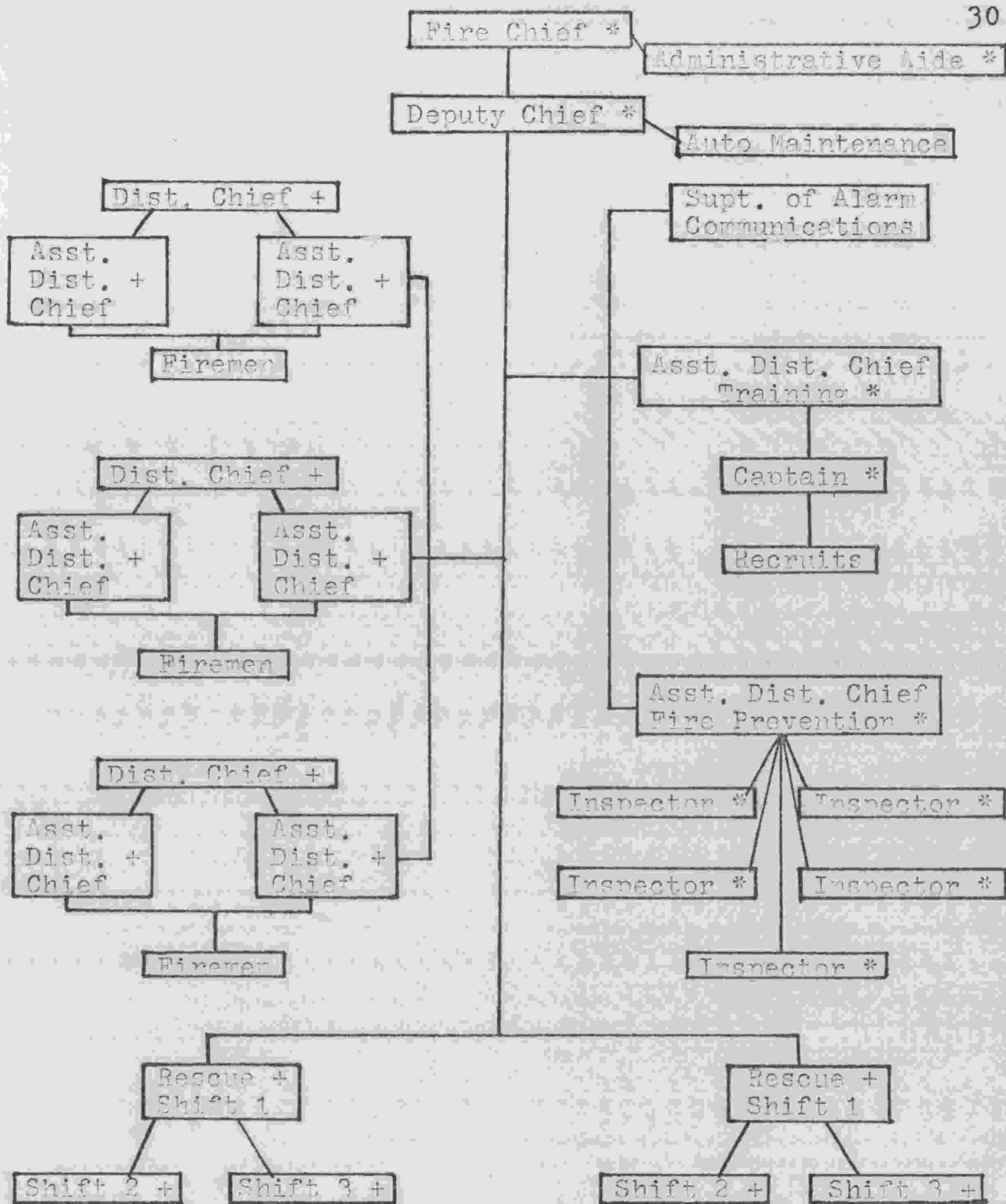


Figure 1

ALBUQUERQUE FIRE DEPARTMENT ORGANIZATION CHART[†]

*Positions with general public relations duties.

†Positions with public information duties only.

‡Adapted from "Albuquerque Fire Department Organization Chart," 1972. (Mimeographed.)

Public relations needs of the department are determined by the Fire Chief in several informal ways. A public misunderstanding of an action of the Fire Department may be reflected in the news media. Any person in a staff position may call it to the attention of the Fire Chief, or the Fire Chief may notice it himself. The Fire Chief's office takes telephone inquiries. An unusual number of inquiries are brought to the attention of the Fire Chief. These informal means are the Fire Chief's methods for listening to the public.

To demonstrate his methods, Chief Kuhn cited the "Letters to the Editor" section of the local newspapers during the June, 1971, riots. Several letters appeared which indicated the citizens thought the Fire Department had refused to answer fire calls during that period. His staff called the letters to his attention although he had previously read the letters.

Although some informal consultation may be held between the Fire Chief and the Deputy Chief or Administrative Aide, no formal planning is involved between the determination of the need for public relations activity and carrying out the activity itself. In the case of the June riots situation, the Fire Chief decided he should answer the letters in the media which carried them, namely, the "Letters to the Editor" section of the local newspapers. He has no standardized procedures for handling such situations

but decides how each situation should be handled as it arises. His public relations policy is that except for routine release of information to the news media concerning specific fire fighting and rescue incidents, public relations activities by the department are on a request basis.

The Fire Chief may at times find he has additional information which he wants the public to know, as during the first week of April, 1972. Numerous small brush fires broke out in the dry Rio Grande river bed. Although several agencies, including the Bureau of Reclamation and the Corps of Engineers, could claim jurisdiction, the Fire Department was the only agency to respond. Because the area is inside the physical city limits, the Fire Department had some responsibility. Responding to the calls caused damage to fire trucks because access was difficult. Firemen were away from their fire stations, a development which could cause delay in the event fire broke out in other parts of the city. Chief Kuhn decided, without consultation with his staff, that the public should be informed of the situation. He chose to discuss the problem on his weekly radio program, a five minute spot carried by the local radio stations.

Production of public relations materials and communicating with the public fall into three main categories: routine information, requested speakers, and special emphasis activities.

Routine information is released by the men in the fire fighting and rescue districts. Another routine activity performed by the men at the stations is showing how the fire station operates to school children, scout organizations, and other groups of children. Approximately 250 hours each year are spent in this way.

Most of the public relations energies of the Fire Department are spent providing speakers to groups which request them. Approximately two hours each week are spent making these presentations, with perhaps half that amount of time used in preparation. When the Fire Chief assigns someone in the training or fire prevention divisions to make the presentations, the person making the presentation may receive general helps from the Fire Chief's office but no clearance is required of the presentation prior to its being delivered. The Fire Chief's radio program requires an average of half an hour each week in preparation and recording.

Twice each year special emphasis activities are planned. The annual report to the City Council is issued about the time the budget proposal for the following year is submitted. At this time the department releases information related to the two documents to the news media. Special efforts are undertaken to make the media aware of the Fire Department's performance and needs. Each year during October is National Fire Prevention Week. The

department makes special efforts to have their activities and needs discussed by the news media. Leaflets prepared on a national level are distributed by the Albuquerque department. Press releases for these two special emphasis periods are prepared and released by the Fire Chief. Several slide shows have been developed to accompany personal presentations during these periods.

Evaluation of the Fire Department's public relations efforts is limited to monitoring the number of phone calls and "Letters to the Editor" columns in the newspapers. Chief Kuhn described this process:

Monday morning after the first riot last June the phone calls were coming in one after another. This continued Monday afternoon to some extent. The Monday afternoon Tribune carried my reply in the "Letters to the Editor" section, as did Tuesday morning's Journal. By Tuesday morning the phone calls had dwindled to nothing.²

The Fire Chief readily admitted his public relations program needed to be improved. He indicated he would like to make fuller utilization of the public relations materials he already has. He did not want a full-time public relations man but more people doing staff functions. These persons could then be released from their regularly assigned duties to make presentations to schools and civic groups. His slide shows could be used more if he had the personnel to

²Statement by Ray Kuhn, personal interview, April 6, 1972.

take them to schools and groups requesting them. He said the budget proposal being prepared reflected his desire to increase the training and fire prevention staffs from which he could draw more persons for public relations assignments.

He cited the lack of public complaints relative to other agencies as an indication that the public attitude toward the Fire Department is very good. He feels the average citizen thinks the department is functioning efficiently and well. "The public is not critical enough of us," Kuhn said. His explanation for this phenomenon was: "The squeaking wheel gets the grease. This department's wheel is not squeaking and it is not getting greased."³

³Ibid.

Chapter 5

TOTAL DEPARTMENTAL EFFORT

The Environmental Health Department is often a misunderstood agency of the City of Albuquerque. The name of the department might easily lead the average citizen to expect an agency which deals exclusively with ecological problems. It is much broader in scope than that. Among the numerous responsibilities of the department are health inspection of restaurants, markets, hospitals, and food processors; insect and rodent control; water quality control; liquid waste; milk sanitation; animal control; safety inspection; and air management.

The department is divided into six divisions, each headed by a specialist in that field. Each specialist is responsible for the public relations aspects of his division.¹ The organization chart of the department (see Figure 2) indicates the relative positions of these specialists with a complete listing of the areas of responsibility for each division.

¹Based on personal correspondence between Simon O. Santillanes, Environmental Health Coordinator for the Environmental Health Department of the City of Albuquerque, and the author.

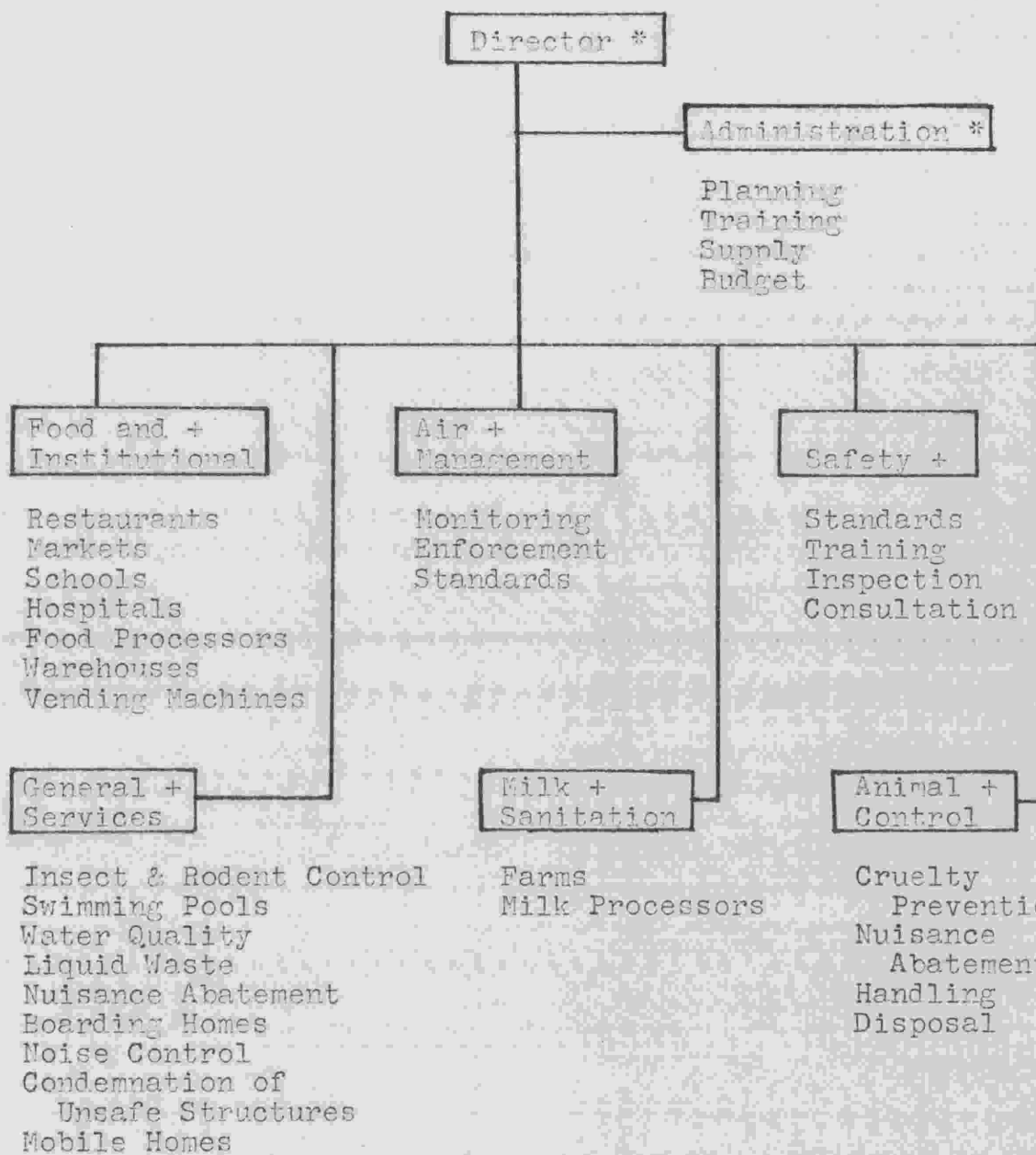


Figure 2

ENVIRONMENTAL HEALTH DEPARTMENT ORGANIZATION CHART[‡]

*Positions giving aid in difficult cases upon request.

+Positions with primary public relations responsibility.

‡Adapted from "Environmental Health Department Organization Chart," 1972. (Mimeographed.)

Public relations is only a small part of the duties of each division specialist. Each is free to use the subordinate he feels will best handle the public relations problem or activity, or the specialist may choose to handle it himself. If he has needs greater than his division can handle, the specialist may seek aid from the Director and his staff. The department has provided a case study which demonstrates the various phases of its public relations efforts.

Public relations needs for the department are determined by the division specialist. Methods used for determining those needs are inquiries received in the office from the public, from governmental agencies including other city departments, and from civic groups; professional surveys in the environmental health field; reports of new or different approaches in solving problems; and special public relations problems that arise.

The case under study involved the Air Management Division of the department. After studying in depth the air pollution problems of metropolitan Albuquerque, the division discovered the air pollution problem is growing as the population base increases. The largest contributors to the problem (72 per cent of all pollutants) are the automobile and small truck. The average age of all automobiles in Albuquerque is two years older than for the rest of the nation. Improper vehicle maintenance results in excessive pollutants

being emitted into the air. The amount of pollution created by each individual gasoline powered vehicle is difficult to control even with proper maintenance because the altitude of the city varies from 4,000 to 7,000 feet above sea level. Few metropolitan regions have this problem. Meteorological conditions provide inversions for a portion of 75 per cent of the days of each year. The entrapment of pollutants due to the inversion enables the intensive ultra-violet rays of the sun to generate photochemical smog at threshold levels below that necessary to initiate this reaction at sea level.²

Until the 1970's, air pollution had not been a significant problem; and the public was unaware of the potential problem. Individual motorists and the mechanics who maintain their vehicles were both unaware and unconcerned with the potential dangers that their vehicles were creating.

The Air Management Specialist and his division learned from their research that a public education program was necessary to create an awareness in the citizens of the damage caused by the automobile.

The planning phase of the project allowed goals and objectives to be clearly stated. Because the Air Management Division was able to handle the project, the Director and his staff did not become involved.

²Harry M. Davidson, "Case Study in Citizen Awareness and Air Pollution" (Albuquerque: Environmental Health Department, 1971), p. 1. (Mimeographed.)

The problem came more clearly into focus as the planning stage proceeded. Finally the problem was written down: The individual motorist must be informed that he is a polluter. Explaining the reasons for excessive emissions and the means of correcting them was thought to be a logical step toward informing the motorist of the pollution situation.

The purpose of the public relations program was to create an active response to the situation on the part of motorists, mechanics, and the public in general. The goal of the program was to create an awareness in the motoring public and the auto mechanics of the fact that improper vehicle maintenance is the cause of excessive air pollution. The objective was to involve the largest number of citizens possible.

The tools of public relations used by the Environmental Health Department reflect the written public relations policy of the department:

The flexibility and comprehensiveness of our approach to the determination of needs and actual communication with the public allows us to plan and tailor a specific response to a specific need.³

Simon O. Santillanes, Environmental Health Coordinator for the department, described the over-all public relations program from the view of the Director's staff:

Our methods for communicating with the public include and attempt to project nothing less than

³Santillanes, op. cit.

the sum total of all conditions, attitudes, impressions, and opinions that constitute the relationship between the public and its government. In a very real, concrete sense our public relations program is the manner in which a visitor is greeted, the way the telephone is answered, the appearance of the office, behavior within the office, the cleanliness and maintenance of vehicles, the manner of employee dress, the knowledge and competence of the staff, the efficiency and effectiveness of personnel, the type and quality of news releases, the content and appearance of educational material, the quality of correspondence in the line of duty, the ability to talk clearly and interestingly about work and agency, skill in answering criticism, facility for spotting news in the daily activities of the agency and passing it along to the people responsible for doing something with it, and the general attitude about building a partnership with the public. This type of approach requires a maximum effort of 100%, 100% of the time, . . . we have a continuous in-service training program for all staff, the City Manager's office has a speakers list which we have submitted, the news media is continuously appraised of our activity.⁴

With the planning phase completed, the Air Management Division began the actual public relations program. The New Mexico Cleaner Air Week Committee was asked to sponsor a week-long vehicle emission test. This committee was composed of representatives of industry, transportation, environmental groups, and citizen organizations concerned with the environment. State and city agencies also participated in the committee's activities and provided a significant proportion of the support and impetus.

Ecology groups and women's groups that had ecology committees were asked to provide assistance. Information

⁴Ibid.

regarding the project was distributed to the various civic and ecology groups, and workers were recruited from those organizations. Prior to Cleaner Air Week, demonstrations and educational sessions were held with the volunteer workers. Each worker was questioned to insure the ability to convey the message to the public.

Five testing sites were arranged over the city, with professional emission testing teams at each. Two female volunteers at each inspection station welcomed the motorist and explained in layman's terms the purpose of the test and how it was being conducted. They also distributed leaflets on the project.

The news media were utilized in all forms and their support attracted the public attention. An essay contest in the school system was conducted and educational materials were distributed through the schools. The Antique Ford Car Club brought their old cars to be tested, attracting television coverage of the event. The Air Force Base Automotive Hobby Shop provided mechanics and equipment at one site, bringing military personnel and the military news media into the program.

Evaluation of the department's public relations program hinges largely on the amount of feedback from specific public relations activities. One speaking engagement may spark several additional invitations. News reports may activate requests for additional information or volunteers for specific projects.

In the case of the Air Management Division's project, other yardsticks for measuring effectiveness were found. Sufficient vehicles were tested to provide statistically significant data on the levels of emissions being generated in the area. Prior to this project, statistics on the actual emissions were not available. The most significant feature of the project was the direct personal involvement of 1,528 vehicle operators and the people who assisted in the accomplishment of the program, as well as the organizations from which they were recruited. The division estimated that 4,000 people were directly involved. This number does not include the school children and others informed by the news media.

Such formal and informal yardsticks for evaluating specific public relations programs enable the department to judge the effectiveness of those programs.

Santillanes described the basic weakness of the public relations program of the Environmental Health Department as the inability of the department to anticipate public relations needs.⁵ Public relations activities are scheduled by the department as a project needs publicity or as some specific need to communicate with the public arises.

The Environmental Health Department has found that although the public relations program has some weaknesses,

⁵Ibid.

it does satisfy the needs of the department. Each employee of the department is considered a public relations person and is given some in-service training in that respect. By approaching the public relations problem as an integral part of every division, the department has emphasized the importance of public relations to each activity of the department. Santillanes cited public cooperation as an indication that the public is not unhappy with his agency.

Chapter 6

THE IMAGE PROBLEM

Refuse removal in the city of Albuquerque has recently been in the news. The city garbage workers went on strike during the summer of 1970. The resulting interest of the public in the refuse removal situation and problems of the agency responsible for garbage collection has not yet died.

Public relations problems of the Refuse Removal agency has caused the City Manager to move the agency from the Public Works Department to a newly created department known as the Services Department.¹ Refuse Removal is one of three divisions of the new department. The other two are Vehicle Maintenance and Building Maintenance.

The move was specifically to make a special effort to improve the public image of the Refuse Removal Division and its support group, Vehicle Maintenance. The Director of the Services Department was appointed with the stipulation that he would work closely with the City Manager to correct the problems of the garbage collection function.

¹Statement by J. E. Montano, personal interview, April 6, 1972.

Public statements were to be coordinated through the City Manager's public relations director. (See Figure 3.)

As the Services Department is now organized (the department is still in a period of transition), it is headed by a Director over three divisions. (See Figure 4.) Each division is administered by a Superintendent, with operating personnel under his supervision. The Superintendent of the Refuse Removal Division has one staff function position under him: an Administrative Coordinator. The Administrative Coordinator, Division Superintendent, and Department Director are involved in the public relations process.

General information requests may be answered by the Superintendent or Administrative Coordinator. Ticklish or critical information is released by the City Manager's public relations director.

Because of earlier public relations problems and the resultant reorganization of the garbage function, the Refuse Removal Division is extremely conscious of public relations as an integral part of administering the agency. A near complete shutdown of agency operations due to poor public relations has caused the Refuse Removal Division to recognize a need for corrective action. The Services Department Director has instructions to clean up the department's operations and image. Public relations is a recognized imperative for the Services Department.

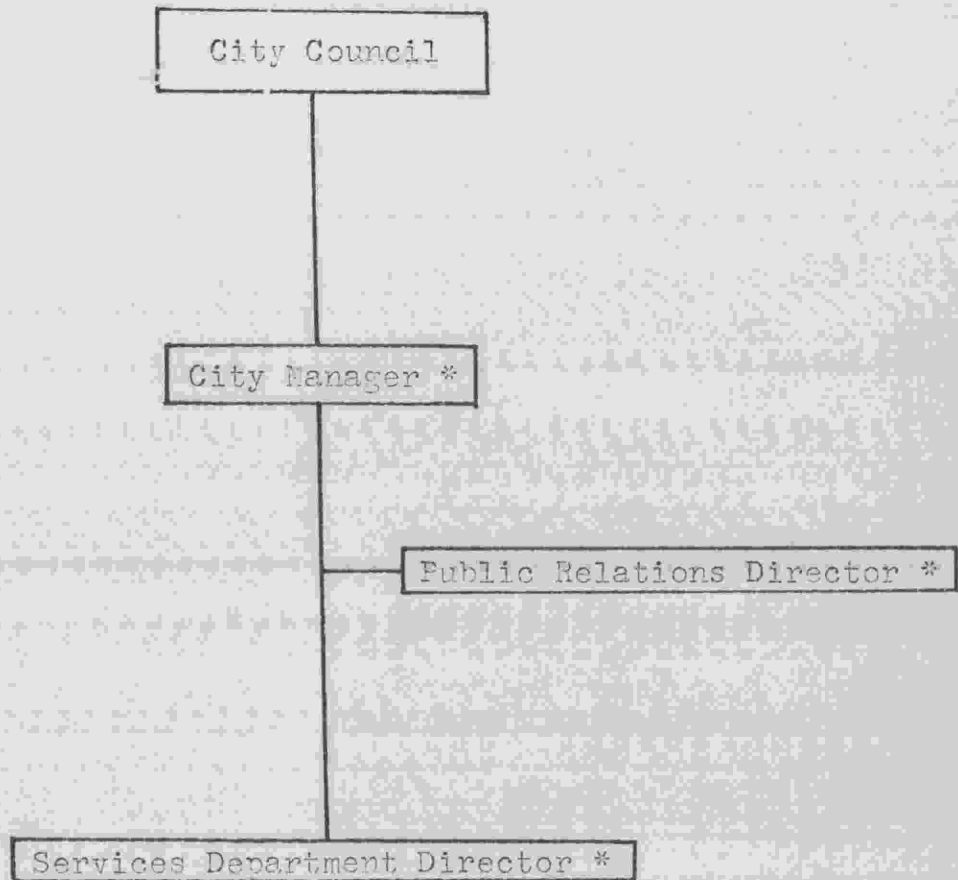


Figure 3

SERVICES DEPARTMENT AND

THE CITY MANAGER⁺

*Positions with public relations duties.

⁺Based upon information from J. E. Montano, personal interview, April 6, 1972.

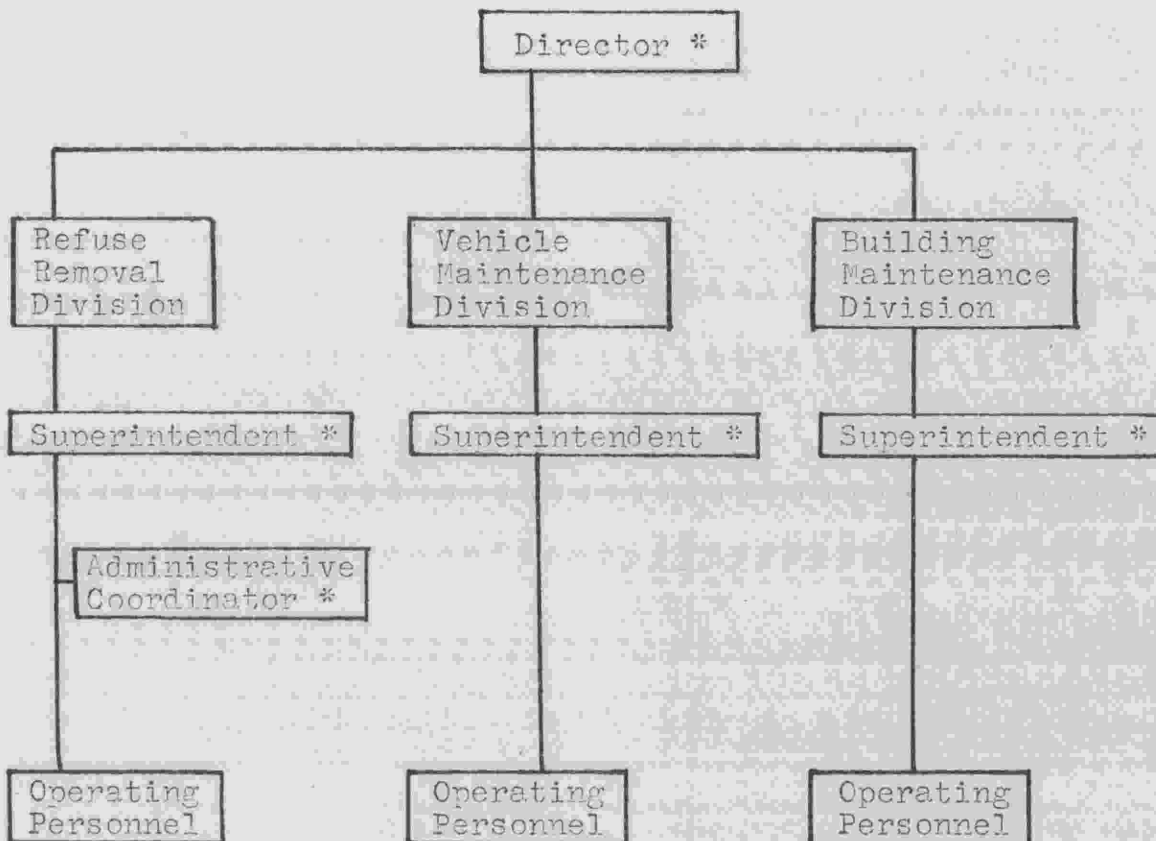


Figure 4

SERVICES DEPARTMENT ORGANIZATION CHART⁺

*Positions with public relations duties.

⁺Based upon information from J. E. Montano, personal interview, April 6, 1972.

The Refuse Removal Division has no formal methods for listening to the public in their public relations program. They are alert for dissatisfaction with the division as expressed through the news media or by telephone complaint. They are especially conscious of criticism expressed by the City Council or City Manager. Being aware of their past problems has given them an awareness of public relations needs without a formal listening function.

Planning has an important role in the public relations process. The Director is ultimately responsible to the City Manager and has initiated planning for a public relations program. He, in turn, has called upon the Superintendents to contribute to solving their image problem. J. E. Montano, Administrative Coordinator, explained that due to the current transition period, the department has not yet begun its active public relations program. The department's public relations policy reflects the thought that in order to correct the image of the department, service to the city resident must be improved. As service is improved, efforts will be made to bring this improvement to the attention of the public.²

The public relations program planned for the immediate future includes some activities planned for immediate implementation. Cleaner garbage trucks are considered an

²Ibid.

important part of the total public relations program. Improved residential service and faster response to complaints are part of the public relations program. The contribution of employee attitudes and appearances to the total public relations picture is recognized. More direct public relations activities are planned for the future.

No formal evaluation structure has been developed for checking results of a public relations program. The informal means include auditing telephone and news media complaints. With the current attention being given to the image of the agency, the evaluation process blends into the research and planning processes as if they were only one process.

The public relations program of the Refuse Removal Division appears very sketchy and perhaps even non-existent at times. It should be noted that the current public relations program is a vast improvement over that of the division while it was under the Public Works Department. At that time the entire public relations program consisted of halfheartedly answering telephone and news media complaints with no research, planning, or evaluation whatsoever.³

In critically appraising the public relations efforts of the Refuse Removal Division and the Services Department, Montano expressed the desire to get actively into public

³Ibid. The public relations efforts of the division have a history of less than five months.

relations activities while waiting upon the division to improve residential services. He said he would like for the division to have greater public contact so that the division might present their case directly to the people. He admitted this was next to impossible considering the numbers of persons to be reached. He cited public acceptance of the plastic bag, a sore point with the public following the 1970 strike, as an indication that the public attitude toward the agency is improving.

Montano implied that the division is to some extent unable to go ahead with a public relations program without explicit approval of the City Manager. He said the current requirement to work with the City Manager's public relations director had made the division coordinate statements released to the news media with those released by the City Manager. A more unified picture of the activities of City Hall and Refuse Removal is projected, but communications are slowed. He admitted the requirement had benefitted the Refuse Removal Division, but he said he felt the division and the Services Department would soon be ready to direct its own public relations program.

Chapter 7

UNFAIR USE OF RESOURCES

Activities of the Model Cities agency are under continual examination by the local news media. Even the most casual observer cannot fail to note the frequency of criticism in the local media of that agency. The average citizen tends to link Model Cities with urban renewal efforts, generally failing to note the breadth of activities for which Model Cities is responsible.

The Model Cities agency does have its physical improvements aspects, but that is not the only purpose for Model Cities. A demonstration neighborhood was designated as a pilot project. Federal funding and local leadership were combined to demonstrate just what could be done in a total effort to improve living conditions in an exhausted neighborhood. In addition to physical improvements, the agency directs its efforts toward crime and juvenile delinquency, health, employment and economic development, social services, and housing. Some specific programs of Albuquerque's Model Cities agency include an Alcoholism Treatment Center, Quebrar (drug addition program), renovation of private homes, repaving streets, putting utilities underground, and a neighborhood library. A contract between the

federal government and the City of Albuquerque provides federal funding for five years. At the end of this time, the City of Albuquerque will evaluate the program. It may agree either to fund the program, to find funds elsewhere for it, or to discontinue it.

Public relations responsibilities in the Model Cities agency are rather ill defined. Herman Ortiz, Assistant Director of the agency, stated that all public relations activities are the responsibility of the Community Relations Chief.¹ He indicated several positions in the administrative office have incidental responsibilities but that those were limited to release of general information regarding the agency. The organization chart on the next page (see Figure 5) indicates the two types of public relations responsibilities within the Model Cities agency.

Activities of the Community Relations Chief and those positions under him on the organization chart are performed within the Model Cities neighborhood in field office extensions of the agency. The Community Relations Chief is almost exclusively concerned with activities within that neighborhood. Citizen boards drawn from the residents of the neighborhood advise and help him administer the various projects. His job is to get the residents and the projects together so that they may help each other. His

¹Statement by Herman Ortiz, personal interview, April 7, 1972.

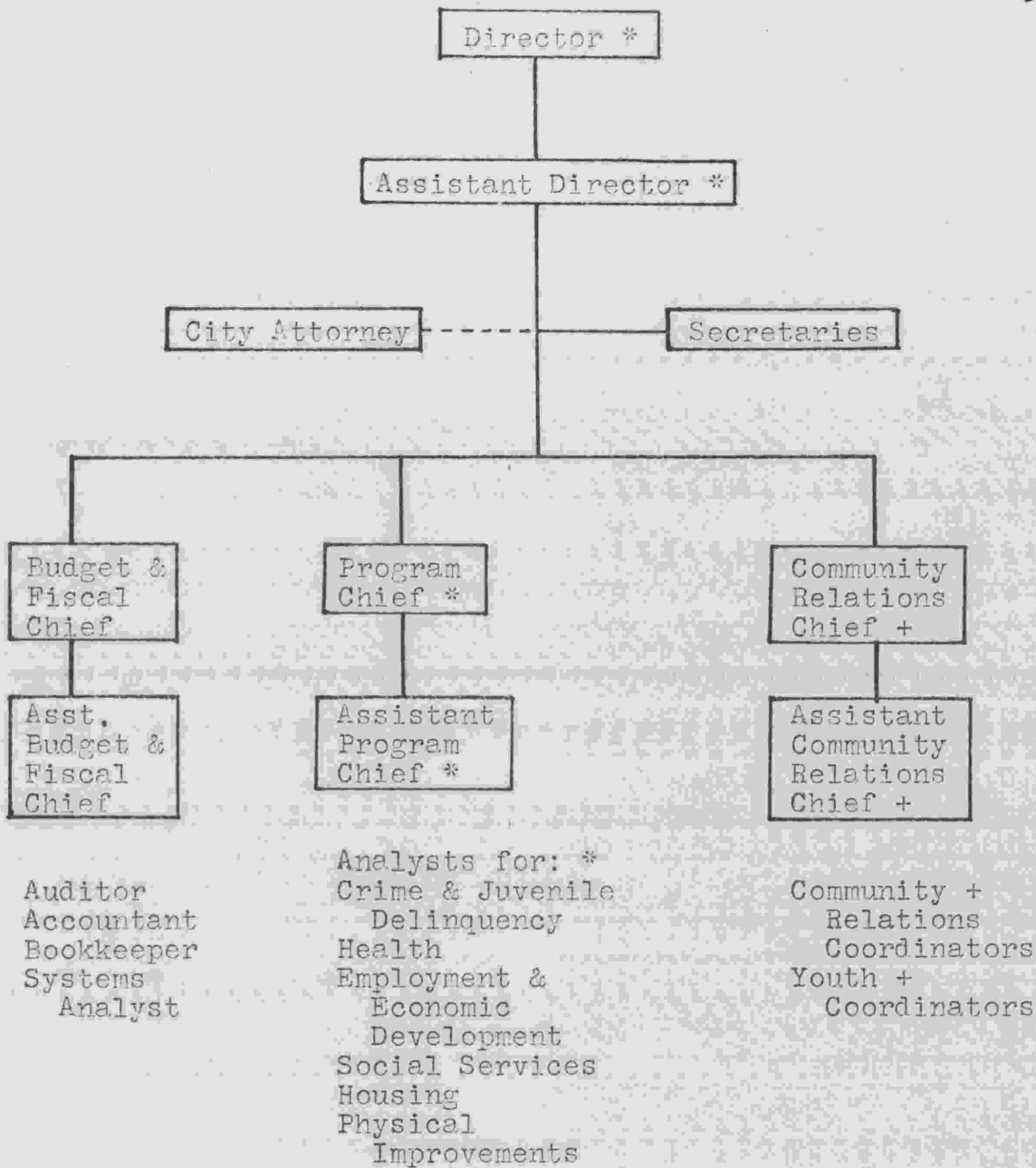


Figure 5

MODEL CITIES AGENCY ORGANIZATION CHART[‡]

*Positions with incidental information duties.

+Positions with public relations duties (to citizens in Model Cities neighborhood.)

‡Adapted from "City Demonstration Agency Organizational Chart," March 31, 1972. (Mimeographed.)

duties do not include any contact with the larger taxpaying community.

Research for the public relations program is primarily the responsibility of the various citizen boards. The citizen boards are supposed to watch for problems with public misunderstanding. More often they are watching to make certain the residents of the Model Cities neighborhood are aware of the programs available to them. All public relations activities are intended to be reactions to problem areas that arise.²

Ortiz stated that planning is a continuous activity between the Assistant Director and the Community Relations Chief. This planning is for projects within the Model Cities neighborhood and allows the Community Relations Chief to recognize his public relations needs.

Activities of the public relations efforts of the Community Relations Chief includes several methods of communication with the Model Cities residents. The Community Relations Coordinators and the Youth Coordinators handle most of the communication efforts. Among the methods employed are posters, handbills, and a neighborhood newsletter. The method of communication chosen is based upon the coordinator's opinion of how best to reach the desired group.

Evaluation of the agency's public relations program appears to be tied to the success of the various Model Cities

²Ibid.

projects. Ortiz could not separate the evaluation of the public relations program from the evaluation of the projects. He said a project was successful if the Model Cities residents went to City Council, with no prompting from the Model Cities agency, to tell them how successful the project was.³

In order to get a clearer view of the total public relations picture, the author asked Ortiz if the Director or Assistant Director ever found it necessary to explain the agency to the public. Ortiz stated that that was not part of the responsibilities of these positions. He said a government agency could not become involved in trying to influence the public, because the public resent such efforts.

During the first 30 months of the agency's existence, the agency had four directors.⁴ Ortiz explained that the agency's policy during that time was not to try to explain the situation: "The solution was to get a more stable director--not to deal with the public."⁵

During the second year of operation, the initial federal audit indicated some funds had been misspent. The local media published the information. Ortiz indicated that the agency successfully defended its actions to the federal auditors but tried to limit discussion in the local press by

³Ibid.

⁴And additional interim directors.

⁵Ortiz, op. cit.

giving only the briefest of facts. He felt this was an internal problem which the press used unfairly.

The author asked Ortiz what efforts were being made to insure continuation of the Model Cities programs at the end of the five year period. "That is not the purpose of this agency. It would be unfair of us to use our resources to insure that our program will be continued. That is the responsibility of the City Council,"⁶ Ortiz stated. He said the successful projects would not need public relations aid to be continued.

The author asked Ortiz if the frequent criticism of the agency in the local news media might tend to limit the financial and moral support of the City Council. His reply was:

We have a five year contract with the City. We aren't concerned with the attitudes of the residents of other parts of the city. If the people in the Model Cities neighborhood are satisfied with our program, they will tell the City Council. I cannot see any relationship between the attitude of the residents outside the Model Cities area and the funding of our program. We are not trying to reach those people because they do not affect our program and are not affected by it. Anyway, you just can't discontinue programs for the poor.⁷

Ortiz indicated he is satisfied with the way in which his agency handles public inquiry. He said the public

⁶Ibid.

⁷Ibid. The author must state here that this obviously is the policy of the Assistant Director, not necessarily of Model Cities. He is in the position to make much of Model Cities policy conform to his own.

relations of the agency are being handled in the field where it should be. So long as the residents of the Model Cities neighborhood are satisfied, he felt the agency should continue its present policy.

Chapter 8

EVERY OFFICER IN THE DEPARTMENT

Crime in America is one of the most discussed topics in our society today. Federal, regional, state, and local law enforcement agencies are the concern of most Americans. Law enforcement agencies are praised, vilified, studied, and investigated. Some children are told the policeman is a friend. Others are told he is an enemy. With such conflicting attitudes in society, it is difficult, or rather impossible, for the law enforcement agency to satisfy everyone.

The Albuquerque Police Department is no exception. It has been praised and vilified. It has been studied and investigated. The desire to foster a dialogue between the department and the community and to promote broader understanding of police problems has found expression in a public relations unit, the Community Services Section.

The Police Department has three divisions: Administration, Services, and Operations. (See Figure 6.) The Community Services Section is a part of the Administration Division. (See Figure 7.) The section is directed by a police sergeant. In an attempt to reflect the three primary cultures of the city, the section is staffed by a white

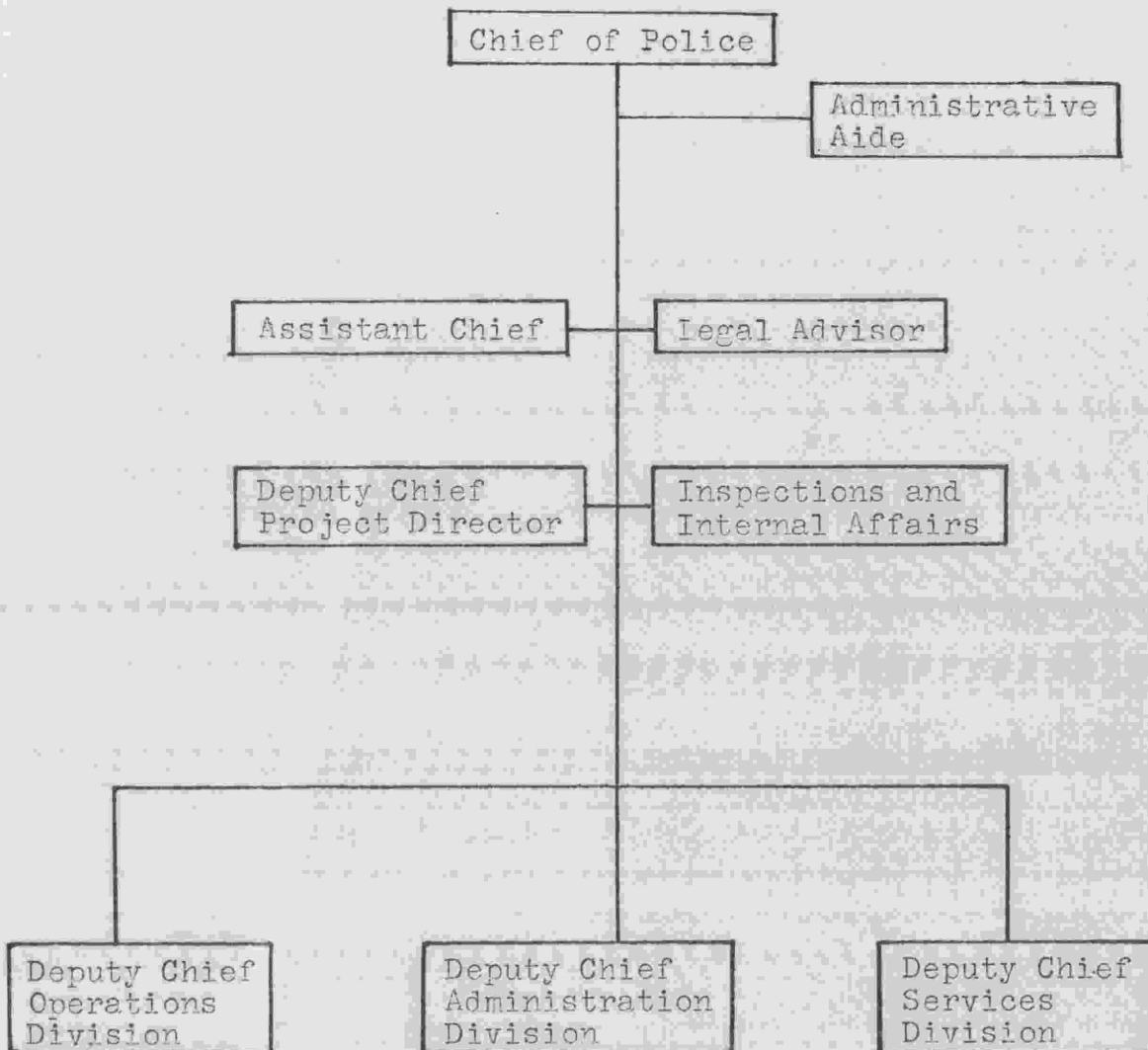


Figure 6

ALBUQUERQUE POLICE DEPARTMENT ORGANIZATION CHART*

*Adapted from Albuquerque Police Department, "Organization Plan," June 17, 1971. (Mimeographed.)

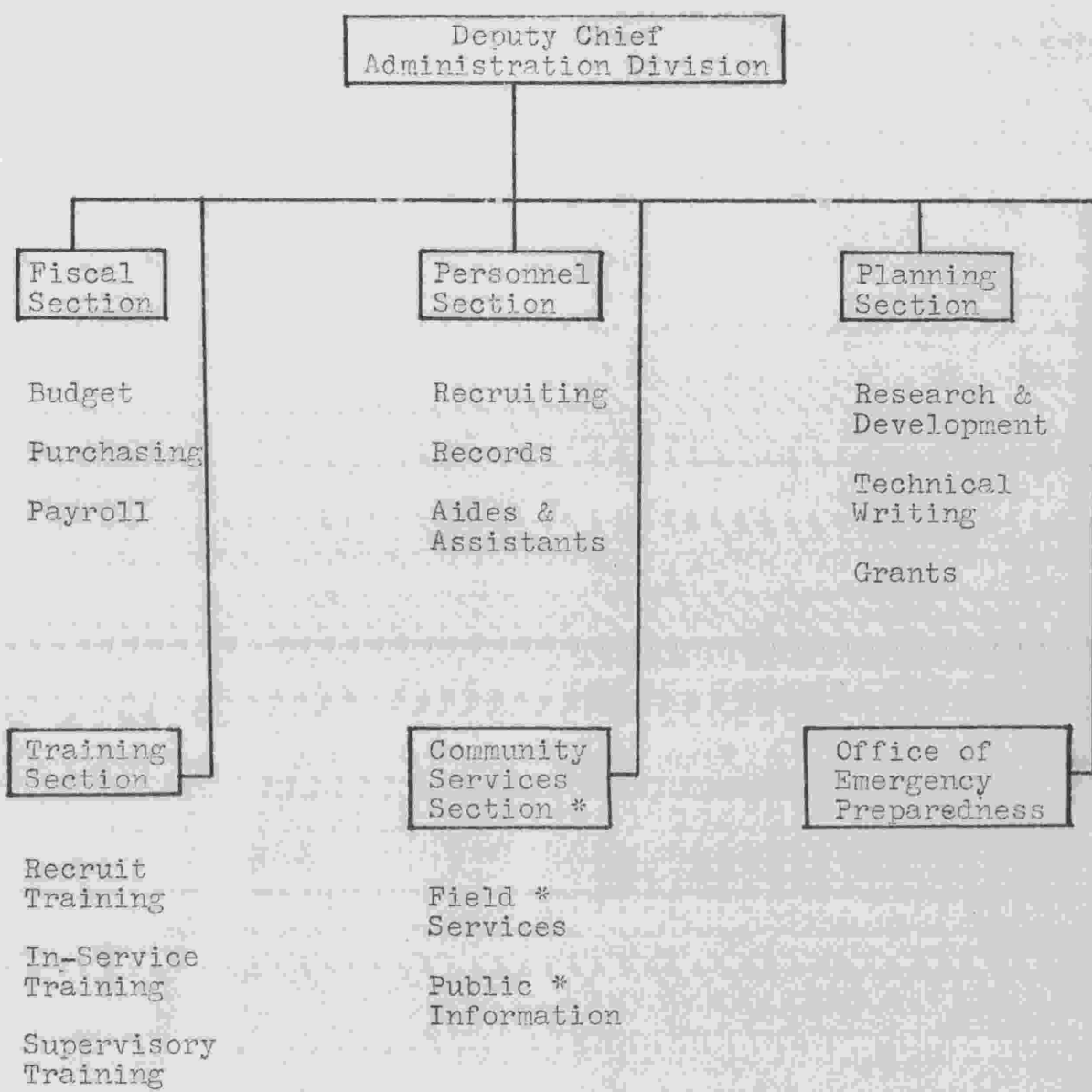


Figure 7

ADMINISTRATION DIVISION ORGANIZATION CHART⁺

*Public relations staff.

⁺Adapted from Albuquerque Police Department, "Organization Plan," June 17, 1971. (Mimeographed.)

patrolman, a black patrolman, and a Chicano patrolman. The section also has a secretary. The section is divided into two types of public relations activities: field services and public information.

The Community Services Section was formed in October, 1968, and was called the Police-Community Relations Section. This arrangement caused internal problems as the section handled complaints against police officers. Patrolmen and officers considered the section a sanctioned witch-hunting group.¹ Their cooperation dwindled and the section could not process the complaints. When the processing of complaints against individual policemen was returned to the Operations Division, internal disfavor with the Community Services Section vanished.

Field services of the section constitute a formalization of the listening process of public relations. A great deal of the department's research is done here. Men in the field are able to hear complaints about the Police Department and suggestions from the people on changes they would like to see. Information centers in the residential areas bring as much information to the Community Services Section as they distribute to the people from the section. Seminars sponsored by the section to educate businessmen and homeowners on crime prevention also offer formal listening

¹Statement by R. D. Iverson, personal interview, April 7, 1972.

methods to the section. By creating situations in which the Police Department and the citizen may interact, the Community Services Section gives itself the tools it needs to learn what the people think about the department and how they would like to see it. The section can then pass information on to the department to correct or change some aspects while using much of the same information to structure its public relations program to correct mistaken concepts about the department or to project a different image.

A survey of citizen attitudes and law enforcement needs made by the Institute of Social Research and Development (ISRAD) at the University of New Mexico is typical of some of the research structures of the public relations unit. Other formal listening devices have been arranged. A complaint office has a high yield of problems which the public relations unit can study. Inquiries made to the Community Services office and to other offices of the Police Department are a source of information to the public relations unit. Recurring questions during personal presentations are noted and referred to the Community Services Section. The research function of the public relations process has been formally structured to give the Community Services Section the information it needs to meet the public relations needs of the department.

The planning phase of public relations has also been highly structured. A written set of goals and objectives

has made the section aware of the total public relations problem. Specific goals enable the section to focus its activities more clearly.

Sergeant R. D. Iverson, director of the Community Services Section, contends that the public relations staff includes every officer in the department. One specific goal of the Community Services Section is to improve the skills of officers in meeting the public. Specific activities aimed at reaching that goal include cultural awareness seminars for all officers, rotating service within the Community Services Section, and involving police personnel in community action projects such as sports, civic groups, police beat committees, and Explorer scouts.

Other specific goals include improving the skills of the Community Services officers for more effective handling of programs, improving internal communications of the department, organizing police beat committees within residential areas to allow greater citizen-police contact, developing a youth program of jobs, education, and recreation, and developing a community services model to assist in the prevention and control of property crimes.²

Conferences between the officers of the Community Services Section are continual in an effort to stay with the public relations problems. Planning is a constant

²Based on personal correspondence between Sgt. R. D. Iverson, and the author.

part of the public relations program of the Police Department.

Among the methods used in the communicating phase of the public relations program is the news media. The media provides a fast way to reach a wide audience. News releases and news conferences are two ways of releasing information to the public. Special column features in the newspapers can carry general information which the Police Department would like to have repeated occasionally. Traffic safety messages and short crime prevention messages are often carried by local radio stations on two and three minute spots. Television discussion programs have been used to reach the public with specific information projects.

A speaker program directed by the Community Services Section will provide speakers for any group on request. This program has had tremendous success. With it is a similar project--the "Officer Bill" program. Under this program, uniformed officers are made available to elementary schools to talk to the children on safety and crime prevention. A short movie is shown and a coloring book about police work is distributed. The two speaker programs provided speakers for 796 groups and made contact with 68,033 persons during 1971.³

³Ibid.

Seminars on property crimes and prevention for businessmen and homeowners are methods of communicating with the public. The child molester program reaches parents, teachers, and youths with information about sex offenders. Seminars take specific information to the public while providing an opportunity for the citizen to meet the police outside of law enforcement situations.

An Explorer scout post has been organized by the Police Department. Teenagers interested in the law enforcement field find special attention from police officers who advise the group. The scout group is only part of the department's youth program.

The activities of the communication phase of the public relations process are varied. They may be adapted to fit the situation at hand. These activities are aimed at making the image of the policeman a human being interested in the welfare of his fellow citizens.

Evaluation of the public relations program is not left to chance. The Community Services Section has several methods of measuring success.

One method of evaluating effectiveness is in terms of audience coverage. The section knows how many personal appearances were made by officers in the two speaker programs and approximately how many persons were reached. The 1971 statistics have been cited. More than one out of every five persons in Albuquerque were contacted by this program

in 1971. In March, 1972, presentations were made to 47 groups reaching 2,000 persons.⁴ Press clippings from local news media determine the newspaper coverage of specific projects of the Community Services Section. By applying figures supplied by the local newspapers on subscriptions and readership levels, approximate numbers can be obtained for the number of persons who had the information available. Audit of the electronic media in special cases provides information on the frequency of repetition.

Another method of evaluating effectiveness is in terms of process of influence. Surveys such as that made by ISRAD can provide specific information. More general information can be obtained by observation and comparison. The city high schools have asked for more speakers during the current school year than in past years. Officers are more able to walk on school campuses without fear of provoking the students than in the past.

Informal methods of evaluation are also used by the Community Services Section. Public reaction in the newspapers is carefully examined. The rise and decline of specific complaints to the department are watched. Inquiries to the section are monitored for frequency. Such methods tell the Community Services Section roughly how well a specific public relations project is doing.

⁴Statement by Sgt. R. D. Iverson, personal interview, April 7, 1972.

Sergeant Iverson stated that he believes the strength of the program lies in the efforts to make every police officer aware that he is the Police Department in the eyes of the people. He would like more cultural awareness programs for all officers. The weakest point of the program is not always knowing if the public relations program has reached the audience it was aimed at. Evaluation techniques are very difficult without annual attitude surveys, and those surveys are very expensive. Over all, Iverson indicated he is satisfied that the public relations program has contributed to the generally acceptable level of public satisfaction with the department.⁵

⁵Ibid.

Chapter 9

SUMMARY OF SURVEY DATA

Examination of the data obtained by surveying the five agencies of the City of Albuquerque allows the many similarities to be noted. Some notable dissimilarities can also be found. The four stages in the public relations process, as identified in the theoretical framework, are the basis for examination of patterns in structure and methodology.

This chapter shall examine the patterns or lack of patterns in the public relations programs as cited by each of the five agencies surveyed. Following the logical sequence of the four-stage public relations process, examination will be made of research structures, planning structures, communication structures, and evaluation structures.

Data from the survey also provides for a comparison of the basic attitudes of the agencies toward public relations activities. The public relations director¹ has the greatest influence upon the public relations program of an agency. The manner in which the public relations director

¹This term shall be used hereafter to indicate the person in the position responsible for public relations activities of a particular agency.

looks at public relations cannot fail to affect the public relations of the agency.

Finally this chapter shall look at the results of a survey made by the Albuquerque Urban Observatory which revealed statistically where the people of Albuquerque get most of their information about their city government. This information shall be contrasted with the methods of communication on which the five agencies spend most of their energies.

STRUCTURES FOR RESEARCH

The theoretical framework (Chapter 2) discussed the role of research in the public relations process in terms of the organization listening to the public. This listening phase was presented as preparatory to any public relations activity. Both formal and informal aspects of research were noted.

In examining the five agencies of the City of Albuquerque, the only agency found to have formal methods of research was the Albuquerque Police Department. The ISRAD study of police needs and citizen attitudes toward the Police Department was an example of formal research methods employed by the Police Department. The department did not have such surveys made on any regular schedule as they are very expensive.

Informal methods of research were much more frequently employed. Personal contacts with citizens by mail

or phone were cited as research methods by the Fire Department, the Environmental Health Department, the Refuse Removal Division of the Services Department, and the Police Department. The way in which this contact was used as a basis for public relations activities varied widely. The Refuse Removal Division used such contacts to signal the need to improve the quality of service. The Fire Department used such contacts as a basis for making public statements about department activities. The Police Department used the contacts in a quantitative way to determine future activities of the public relations unit.

Intermediary contacts through advisory committees or panels were cited as research methods by the Environmental Health Department, the Model Cities agency, and the Police Department. Notably, this was the only method of research cited by the Model Cities agency. The Environmental Health Department cited contact with ecology and civic groups as a source of research. The Police Department cited seminars, field service information centers, and discussion periods of personal presentations.

Press clippings were cited by the Fire Department, the Environmental Health Department, the Refuse Removal Division, and the Police Department as research methods. Analysis of incoming mail was cited by the Fire Department, the Environmental Health Department, and the Police Department. Monitoring of radio and television was cited only by

the Police Department. Conference of those involved in a particular field was cited only by the Environmental Health Department.

Of particular importance is the formal way in which the Police Department used these informal methods of research. While the other agencies used some of the same methods, the other agencies had not organized to allow for quantitative or systematic analysis. The other agencies used these methods of research if they were called to the attention of the public relations director. They were not in any way formalized into standard operating procedures. The Police Department, however, had arranged for systematic reporting of telephone inquiries and complaints, seminar and intermediary contacts, press and electronic media coverage, and mail content.

STRUCTURES FOR PLANNING

As discussed in Chapter 2, planning begins by studying the aims and objectives of the total organization and determining the attitude of the organization toward the public. The result should be a public relations policy which will guide the activities of those persons performing public relations functions.

The variety of planning structures described by the five public relations directors indicated that informal planning structures are difficult to maintain. The Fire

Department described an informal planning structure in which the Fire Chief, the Deputy Chief, and the Administrative Aide would confer over specific problems. The result was the Fire Chief ordinarily made the decision without consulting either the Deputy Chief or the Administrative Aide.

Planning in the Environmental Health Department is an integral part of every project. The specialist is also the public relations director. Specific public relations programs are tailored for each project as it is planned. A written public relations policy guides the activities of the specialists in each field. Public relations is not an after-thought, but part of each project.

Planning structures of the Refuse Removal Division are quite formal, with the Services Department Director taking the initiative within the department to get corrective public relations activities on the drawing board. The agency has a moratorium on public relations activities until the garbage service is improved.

A curious planning structure is that of the Model Cities agency. While planning for specific projects within the Model Cities neighborhood, the Community Relations Chief may mention some public relations need to the Assistant Director if he wishes.

Planning structures of the Police Department are highly formal. A written public relations policy and

written goals and objectives guide the activities of the Community Services Section. The public relations director coordinates activities with the Chief of Police and his administrative staff. Within the section, the public relations staff consult regularly concerning field services and public information programs.

The theoretical framework indicates that decentralization of the public relations function should be planned to the extent possible. This is one area where the strongest similarities among the five agencies exist. The Fire Department has decentralized release of fire fighting and rescue information to the men in the field. Presentations on training and prevention of fires are made by staff people in those divisions. The Environmental Health Department has delegated public relations activities to the specialists directing the various projects. The Model Cities agency has given the Community Relations Chief in the field responsibility for all public relations activities of the agency. The Police Department trains the policeman to represent the department in the field and takes field services to the people. Planning is done at the administrative level, but activities are decentralized wherever possible. Only the Refuse Removal Division cannot decentralize public relations activities. Because of the peculiar situation of that department in relation to the City Manager, public relations are highly centralized. Activities to support the efforts to

change the image of the department are performed at the lowest level, but public relations activities are at the highest level.

STRUCTURES FOR COMMUNICATION

Communication is the phase of a public relations program in which the agency takes its message to the public. It may employ any method which can convey that message. This phase is the most creative for the public relations specialist in that the variety of communications media is almost limitless.

Structures for communication is the one phase of public relations common to all five agencies. These structures take on a wide variety of forms from agency to agency.

The Model Cities agency public relations program, as described by the Assistant Director, is aimed exclusively at the citizens participating in the agency's programs. Forms of communication are aimed at the specific public which is expected to participate or whose participation is desired. If the news media or other non-participating citizens want information, they may get it upon request.

Conventional methods of communication are used by the Fire Department and the Refuse Removal Division. These are limited to the press and electronic media for news coverage. These are, of course, also used by the other agencies.

The Fire Department, the Police Department, and the Environmental Health Department make extensive use of personal presentations and speakers. Some use of slide shows and films have been incorporated into these presentations. Distribution of locally and nationally produced leaflets may accompany these presentations.

Seminars, citizen meetings, and variations on these formats are employed by the Police Department and the Environmental Health Department. The Police Department makes extensive use of these methods while the Environmental Health Department uses them on a more limited scale.

STRUCTURES FOR EVALUATION

Evaluation of public relations programs is difficult because of the lack of yardsticks to measure results. The theoretical framework described two types of evaluation devices: pre-check of materials and post-testing of after-effects of a specific program. Both are difficult and require special competence in sample survey techniques.

None of the agencies surveyed employed the formal evaluation techniques described in the theoretical framework. Four of the agencies did employ more informal evaluation methods.

All four of these agencies, Fire Department, Environmental Health Department, Refuse Removal Division, and Police Department, used telephone and media complaints (or diminishing complaints) to evaluate the results of specific

public relations activities. The Fire Department, Environmental Health Department, and Refuse Removal Division used these indicators in a very informal way. The Police Department quantified the decline in complaints and inquiries to make evaluation more objective.

Evaluation of speaker programs is often made in terms of audience coverage. The Fire Department measures personal presentations by the number of hours spent delivering the presentations. The Police Department measures personal presentations by the number of presentations made and the number of people present at the presentations.

The Environmental Health Department and the Police Department measure speaker programs by audience response. Speaker requests which stem from previous speaking engagements are considered methods of evaluating the program. Volunteers recruited by these presentations are another method of evaluating the success of a speaker program.

The Environmental Health Department and the Police Department have measured action programs by the number of persons participating.

Among these less formal methods of evaluation there is a definite distinction between the agencies who use them almost casually and those who have organized evaluation methods to appraise their programs seriously.

ATTITUDES TOWARD PUBLIC RELATIONS ACTIVITIES

The titles of Chapters 4 through 8 indicate the basic

attitude of the respective public relations directors toward public relations. This attitude is reflected in the public relations programs of the various agencies.

The Fire Chief indicated public relations are necessary to his agency so that he may know what the public thinks of his agency and he may take corrective action if necessary. He said bad publicity was better than no publicity because it brought attention to areas which needed to be corrected.² While no executive enjoys bad publicity, it can benefit the agency. The Fire Chief strongly approved of public relations for governmental agencies, as reflected by his own activities and implementation of a small informal public relations program.

The Environmental Health Department public relations policy reflects the thought that public relations is an integral part of every activity of the department and requires 100 per cent effort, 100 per cent of the time. The chapter title reflects this thought: Total Departmental Effort.

Image is uppermost on the minds of the administrators of the Refuse Removal Division and the Services Department. "Image is only in its infancy as far as government agencies are concerned, but we've learned it is very important,"³ was

²Statement by Ray Kuhn, personal interview, April 6, 1972.

³Statement by J. E. Montano, personal interview, April 6, 1972.

the message conveyed by the Administrative Coordinator.

Model Cities limits its public relations program to participating citizens. As stated by the Assistant Director, the policy is to stay away from public relations activities: "It would be unfair of us to use our resources to insure that our program will be continued."⁴

Public relations are important to every Police Department activity. The Community Services Section director said every police officer is the Police Department in the eyes of the public. Therefore every officer in the department is part of the public relations staff.

WHERE CITIZENS GET INFORMATION

A citizen attitude survey was conducted by the Albuquerque Urban Observatory in the summer of 1970. The purpose of the survey was to determine the views of the citizens of Albuquerque toward local government services. The survey included questions on education, transportation, housing, code enforcement, and law enforcement. One question was included in the survey which sought to determine where citizens get information about city government. Results of the survey were released early in 1971.

The question asked was: Where do you get most of

⁴Statement by Herman Ortiz, personal interview, April 7, 1972.

your news about the city? The response was as follows:⁵

Radio	4.0%
Television	17.6
Newspapers	17.1
Direct Contact with City Govt.	1.2
Radio and Television	4.6
Radio and Newspapers	4.0
Television and Newspapers	20.5
Newspapers and Direct Contact	.6
Radio, Television and Newspapers	24.2
TV, Newspapers and Direct Contact	.6
Papers, Radio, TV and Direct Contact	2.1
Other combination	1.0
Not Ascertained	1.2

The results of this survey show that those categories which include television as a source for information about the city were chosen by 69.6 per cent of those answering the survey. Those categories which include newspapers as a source of information about the city were chosen by 69.1 per cent of the persons answering the survey. Those categories which include radio as a source of information about the city were chosen by 38.9 per cent of the people answering the survey. Those categories which include direct contact with city government as a source of information about the city were chosen by 4.5 per cent of the persons answering the survey.

During the survey of the five agencies of the City of Albuquerque, the author determined that the majority of public relations energies of the Fire Department and the

⁵Albuquerque Urban Observatory, "Citizen Attitude Survey" (Albuquerque: Urban Observatory, 1971.) (Mimeographed.)

Police Department were directed toward personal presentations and speeches. Most of the public relations efforts of the Environmental Health Department and the Refuse Removal Division were directed toward meeting the public or quality of service. Model Cities efforts were entirely directed toward citizens of the Model Cities neighborhood.

Contrasting the results of the survey with the information concerning the expenditure of energies on specific public relations areas would at first glance give the reader the impression that the public relations energies of these five agencies are largely wasted. There are some reasons why the public relations energies are so disproportionately distributed.

The small amount of energies spent on giving information to the press is added to by the energies spent by the press in seeking out the news and arranging it for publication or broadcast. The news media actually does much of this work for the public relations director. The energies spent on news media are multiplied many times by the wide audience coverage which the news media can provide.

Many of the personal contact programs of the Fire Department and the Police Department are aimed at children. Attitudes toward these agencies are formed very early. These efforts will yield attitude results for years to come. Youth education and recreation programs may have some effect on changing or reinforcing attitudes of teenagers toward the police. Such programs are also invaluable.

Many additional speaker programs are aimed at civic and action groups whose membership include many leaders of the community. The support of these leaders is needed if the agency is to retain the confidence of the community as a whole.

The statistics provided by the Community Services Section of the Police Department indicate that one out of every five persons in Albuquerque were contacted by the speaker programs. Such information cannot be reflected in a survey question which asks: Where do you get most of your news about the city? The respondent may indicate direct contact if he has just come from a personal presentation. However, the majority of news about the entire city cannot come from a speech by the Police Department.

The results of this survey might provide a basis for some adjustment of the distribution of energies on the various communications methods. It should not be interpreted to mean all public relations efforts should be directed at the news media. Results of the survey should indicate to all agencies that the media must be recognized. The public relations director of any agency should recognize from this survey that he should attempt to maintain a good relationship with the local news media.

Chapter 10

ANALYSIS AND CONCLUSIONS

The problem which initiated this research project was how an agency should organize to get its message to the public. The theoretical framework described a four stage process of public relations which included research, planning, communicating, and evaluation. The hypothesis was:

If any of the four stages of the public relations process identified in the theoretical framework is missing, the agency's program for taking its case to the people will lack a reasonable chance for success.

All five agencies surveyed claimed to have each of the stages of a public relations program named in the theoretical framework. The question which presents itself is: Did each of the agencies have all four stages of a public relations program?

DISCOVERING PUBLIC RELATIONS NEEDS

The research phase of the public relations program may use either formal or informal research techniques or a combination of both. Research must provide a way for the public to communicate with the agency. It must enable the public relations director to identify his agency's public relations needs.

The Fire Department public relations program included an informal research phase. It might more truthfully be called a rudimentary research phase. It was limited to examining the newspapers, telephone calls, and mail for complaints. However rudimentary it may be, this phase does enable the public relations director to identify specific areas of public relations needs. While it definitely needs expansion, it does qualify as a research process.

The Environmental Health Department employed a research system similar to that of the Fire Department. In addition to those research methods used by the Fire Department, the Environmental Health Department also used intermediary contacts through advisory committees and panels, professional surveys in environmental fields, reports of new or different approaches in solving problems, and studies of problem areas for which the department was responsible. The research phase of the department's public relations program is informal in nature. It enables the public relations director to identify specific public relations needs. It, too, needs expansion, and perhaps a degree of formalization. It does qualify, however, as a research phase for a public relations program.

The Model Cities agency indicated research for public relations was performed by citizen boards in the Model Cities neighborhood. The agency has confused public relations with publicity. The citizen boards look for

publicity needs. The structures which the Model Cities agency indicated were research structures for a public relations program do not enable the public relations director to identify specific public relations needs for the agency. No other structures for research can be found. The research phase is absent in the Model Cities public relations program. No structures exist which allow the public to communicate with the agency. The agency has not identified public relations needs and does not have any structures which will allow identification of public relations needs in the future. The agency has not identified the relationship of the greater taxpaying community to its own existence. It has limited its activities to publicizing activities within the Model Cities neighborhood and given no attention to the need to explain to the greater taxpaying public the benefits which society as a whole will gain from the Model Cities program. The public relations efforts of the agency are ineffective because those efforts are not directed at specific problems or specific needs. The absence of a research function has caused the public relations efforts to be misguided.

The Refuse Removal Division described a research process similar to that of the Fire Department. The reasons for looking to telephone and newspaper complaints are not the same for the Fire Department and the Refuse Removal Division. The Refuse Removal Division uses the information

obtained this way for correcting operations. These structures have given the public a way to communicate with the agency. It has not enabled the public relations director to identify specific problems. This research phase is incomplete because structures within the organization fail to relay telephone complaints to the public relations director. These complaints are funneled to operations for correction. The structures cited by the Refuse Removal Division as research methods have the ability to offer aid in the formulation of a public relations program, but not as it is being employed by that agency. Vital information is being routed to operations before the public relations director can analyze it. The research phase of the division's public relations program is performed by the City Council and the City Manager. As the image is improved or as other matters take priority, the City Council and the City Manager will fail to perform the research for the division's public relations program.

Research in the Police Department is highly structured. It has both formal and informal aspects. Many of the informal aspects have been structured in such a way that they are highly dependable. The research phase of the public relations program in the Police Department indicates specific and general areas which need public relations aid. This phase also allows the public to communicate with the department. The research phase of the Police Department's public

relations program provides the information needed to direct public relations activities at specific needs.

Comparison of the benefits to the agencies from their varying research structures indicates that the more structured the research process, the more clearly the public relations needs appear. Model Cities could not identify its public relations needs. Refuse Removal left identification of public relations needs to the City Council and City Manager. The Fire Department had a general concept of his need for a public relations program and a method to determine specific public relations needs in times of public misunderstanding. The Environmental Health Department was able to focus on their public relations needs in many more ways than the Fire Department. The Police Department was continually aware of their public relations needs and able to define those needs in order to do something about them.

The absence of a research function in the Refuse Removal and Model Cities agencies has affected the public relations programs. These agencies cannot define their public relations needs. The public has no way to get the attention of these agencies without resorting to extraordinary means. Without the research phase, the public relations program is aimless and ineffective.

DRAWING A BLUEPRINT FOR PUBLIC RELATIONS

A planning phase requires the public relations

director to study the aims and objectives of the total organization and to determine the attitude of the organization toward the public. The result is a public relations policy, which may or may not be written, to guide the activities of the public relations process. Some point in the planning phase should provide approval for public relations activities prior to implementation.

At first glance the public relations program of the Fire Department does not appear to have a planning phase. The Fire Chief may confer with others, but the possibility for conferring with others does not constitute a planning phase. Although the planning phase appears to be absent, the results of a planning phase are evident. Standardized procedures for release of fire fighting and rescue information do not evolve without some planning. A research function, however rudimentary, requires planning. A public relations calendar is evidence that planning is present. Finally, a public relations policy is found which guides the activities of the department: Other than release of routine information, public relations activities are based upon request or the need to communicate specific information to the public. This evidence of a planning phase leads one to conclude that the planning phase is present within the duties of the Fire Chief. The absence of a consultation process does not prove the absence of a planning phase.

The Environmental Health Department has cited

planning structures within the duties of each environmental specialist. These planning structures provide well coordinated publicity and education programs. The evidence suggests planning for the total public relations program is at a higher level. A written public relations policy (cited in Chapter 5) guides the activities of the specialists and of every employee of the department. The research phase is the result of a planning process, as is in-service training for public relations. Standardized procedures for publicity and education programs within the projects of the various environmental fields are also evidence of a planning phase on a higher level. The evidence for a planning phase is overwhelming. This planning phase is at the level of the Director and his staff. Only at that level could effective planning for the entire agency be conducted.

Planning within the Model Cities agency was described at the Assistant Director-Community Relations Chief level. While planning obviously is conducted at that level, it does not appear to be planning for public relations. No planning occurs below the Community Relations Chief level. The Assistant Director does not reflect any planning made at a higher level, and no planning structures or results of planning can be found. One must conclude that public relations planning does not exist in the Model Cities agency.

A highly developed planning phase was described by the Refuse Removal Division. The Services Department

Director, the division Superintendents, and the Administrative Coordinator engage in formal planning activities. No public relations policy has yet been developed, but the basis for a public relations program has been identified: improved residential garbage collection. The attitude of the agency toward the public has been defined: "We are here to serve and we want the people to know that." One can only conclude that while the Services Department has not yet refined its planning structures, those planning structures are there in a very formal way.

Planning in the Police Department is at two levels. At the administrative level the Chief of Police, the division Directors, and the public relations director have agreed upon a written public relations policy to guide the activities of the Community Services Section and every officer in the department. At the Community Services Section level, written goals and objectives have been submitted to the Director of the Administration Division by the public relations director. Within the Community Services Section constant planning is part of the administration of each public relations program and each field service program. The status of the public relations efforts is available to the public relations director for his analysis.

The planning phase enables the agency to arrange a research phase and to make goals and objectives for the public relations program. These goals and objectives can

guide the activities of the communication phase so that a consistent picture is projected to the public. The planning phase allows an agency to consider the relative benefits of each activity of the communication phase. Without the planning phase an agency cannot have a unified blueprint for its public relations activities. Public relations activities without such a blueprint cannot create a consistent picture of an agency to the public and would be at cross purposes.

TAKING THE MESSAGE TO THE PUBLIC

The communicating phase of a public relations program allows the agency to take its message to the public. It may employ any method which can convey the message. Communication structures may allow the agency to take a direct message to the public, or indirect messages may be communicated.

The Fire Department utilized structures for direct messages to the public. Public statements released to the news media, personal presentations, and general information releases are direct messages.

The Environmental Health Department also made use of structures for direct messages to the public. The news media and personal presentations were widely used. Indirect messages to the public included the appearance and behavior of employees and quality of correspondence from the agency.

The Model Cities agency relied upon direct means of

communication. Among the structures of communication cited were posters and a Model Cities neighborhood newsletter.

The Refuse Removal Division cited both direct and indirect communication methods. The news media was the primary structure for communicating directly with the public. Indirect means included cleaner garbage trucks and improved service.

Both formal and informal structures for communicating with the public were cited by the Police Department. Among the formal structures were the news media, personal presentations, field service information centers, and seminars. Among the informal structures were the youth programs and crime prevention and traffic safety programs.

Taking the message to the public is the heart of a public relations program. No program can exist without the communication phase.

EVALUATING THE IMPACT

The evaluation phase allows an agency to look at the effectiveness of a public relations program. The effectiveness of a specific public relations program may be measured in terms of audience coverage, audience response, communications impact, and process of influence. An agency should also evaluate the effectiveness of the total public relations program.

The Fire Department cited structures for evaluation which included monitoring the decline of complaints by

telephone or in the newspapers following specific public relations activities. As an informal structure for evaluation, monitoring decline of complaints or inquiries can give clues to the effectiveness of specific public relations activities concerned with topics of general interest. Such monitoring of expressions of opinion from the public cannot measure effectiveness of a total public relations program. The Fire Department determines the total number of hours spent delivering personal presentations. This yardstick will indicate the amount of activity of the public relations program, but it will not determine the audience coverage. Other structures need to be included in this evaluation framework to make it deliver information to the Fire Chief which he can use in evaluating his program. For the other activities of the Fire Department's public relations efforts, no evaluation structures have been developed. Thus the Fire Chief may get a general idea of the effectiveness of replying to public criticism. He does not have any reliable concept of the effectiveness of the majority of his department's public relations activities. Without knowing the effectiveness of his public relations efforts, he cannot know whether his public relations program is successful or not. Ignorance of a success is no success at all.

The Environmental Health Department cited structures for evaluating specific public relations efforts. Monitoring the decline in inquiries and complaints made by phone or in

the news media was also listed by the Environmental Health Department. Audience response to personal presentations as a means of evaluation was cited. Speaker requests which stemmed from previous speaking engagements and volunteers recruited by personal presentations were two means of measuring audience response cited by the Environmental Health Department. Participation in action programs has offered the department another means of evaluating public relations programs. These methods of evaluation can indicate to the department the effectiveness of specific public relations programs. These methods cannot provide data for complete evaluation, but they can provide information which will indicate general effectiveness or general ineffectiveness. No structures exist for evaluation of the total public relations program. As in the case of the Fire Department, without reliable evaluation of the total public relations effort, the public relations director cannot know whether his public relations program is successful or not.

The Model Cities agency had no structures for evaluating the effectiveness either of their public relations efforts or of their publicity efforts. Without any evaluation being made, the agency cannot know whether the programs are successful or not.

The Refuse Removal Division cited monitoring the decline in telephone and news media complaints as a structure for evaluating the public relations program. As in the case

of the research techniques cited by the Refuse Removal Division, internal structures have not been developed which would relay the information to the public relations director. Thus, no evaluation structures can be found in the Refuse Removal Division. Without an evaluation the Refuse Removal Division cannot know whether its public relations program is successful or not.

The Police Department cited formal structures of evaluation which enable it to make a serious evaluation of the impact of the total public relations program. Studies such as that made by ISRAD indicate the attitude of the public toward the department. Although such studies are made on an irregular schedule, they can indicate changes in public attitude toward the department. These studies provide data which allows objective analysis of the effectiveness of the Community Services Section. The department also employs more informal structures which allow evaluation of specific public relations projects. Quantifying the telephone complaints and inquiries to the complaint office and the Community Services Section allows the department to evaluate specific public information programs. Audience coverage of personal presentations is used to evaluate effectiveness of the speaker programs. Audience coverage of newspaper reports is used to determine the availability of information to the public. Monitoring the electronic media is used to evaluate coverage and media use of information. Audience

response and the process of influence are also used to determine effectiveness of specific and general public relations programs. The Police Department is able to evaluate the effectiveness of the public relations program in several general and specific ways. Such evaluation techniques enable the department to recognize successes and to feed back into the research and planning phases the areas which lack effectiveness.

CONCLUSION

The data obtained in the survey of the five agencies of the City of Albuquerque has allowed examination of the structures created for public relations programs. By examining the structures for research, planning, communication, and evaluation, one can see the effect on the agencies' public relations programs where one of the four structures are missing. Absence of the research phase leaves the agency unable to direct its public relations program at specific needs and publics. Absence of the planning phase leaves the agency with no unified blueprint for consistent public relations activities. Absence of the communication phase leaves the agency without a public relations program. Absence of the evaluation phase leaves the agency unable to determine the effectiveness of the public relations program.

The hypothesis of this research project was:

If any of the four stages of the public relations process identified in the theoretical framework is

missing, the agency's program for taking its case to the public will lack a reasonable chance for success.

If an agency is unable to direct its public relations efforts at a specific need or problem, the chances for creating a successful public relations program are minute. Without a unified blueprint of public relations activities, an agency will be unable to project a consistent picture of the agency. Without a communicating phase, no public relations program can exist. Without an evaluation phase, an agency cannot know whether it is successful or not, and by definition has no success. Therefore, the hypothesis is proven.

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