

FUNCTIONS OF A PUBLIC

RELATIONS COUNSEL

Thinking that the two most prominently mentioned public relations counsels in New York would be better fitted than anyone else to outline the purposes and functions of a public relations counsel, we obtained interviews with T. J. Ross, Jr., manager of the New York headquarters of Ivy Lee and with Edward L. Bernays. When most New York advertising or newspapermen are asked who the prominent public relations counsels are, they remember both Lee and Bernays but frequently cannot recall another name.

Neither of these men was willing to state specifically that they were solely responsible for any results that may have been obtained through their work with various clients but both indicated that they believed they were motivating factors in changing the current of public opinion.

Mr. Ross did not care to discuss actual details on any contract, but naming over the chief clients of Ivy Lee, he mentioned John D. Rockefeller, Sr., the Pennsylvania Railroad Company, the Committee on Public Relations of Eastern Railroads; the Bethlehem Steel Company, Armour & Company; Clarence D. Mackay; The Cotton Textile Institute; the Copper & Brass Research Association (which was formed by Mr. Lee;) the Interborough Rapid Transit Company; the Guggenheim Fund for the Promotion of Aeronautics and various banks and stock exchange houses.

Mr. Ross did not believe the attitude of some trade papers to be fair, because, he said, they regard a public relations counsel as chiefly a press agent when as a matter of fact Mr. Lee regards the preparation of copy for magazine and newspaper publication as a minor part of his task. Mr. Ross said,

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for instance, that in handling the Pennsylvania Railroad contract Mr. Lee recommends that an extensive advertising campaign should be handled by one of the most prominent eastern advertising agencies.

If Mr. Lee's convictions were accurately presented by Mr. Ross, then Mr. Lee believes that every big company should have its public relations counsel, who would have general supervision of advertising and who would be consulted in determining company policy as it affects the company's relations to the public. This of course means frequent conferences with the board of directors and a very real influence in guiding the company destinies.

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Mr. Edward L. Bernays, too, believes that the public relations counsel does much more than secure newspaper or magazine publicity for his clients. The functions of the public relations counsel are those of a directive influence rather than a press agent, he said. The public relations counsel in his conception does not report events to the public press, he moulds them in such form that the press will of its own accord give wide and favorable publicity to the client.

He instanced this distinction in several ways.

When Clemenceau came to this country several years ago on a good will mission, it was the public relations counsel who saw to it that the reception committee consisted of leading personalities from all sections of this country. Thus he assured the fact that Clemenceau's series of receptions would be so

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important that the local functions in each community would be played up by the press, locally, nationally and internationally.

Mr. Bernays has been retained to increase the use of velvet in feminine costumes. To do this he does not try to influence the American press directly but through Parisian couturiers he endeavors to have velvet dresses shown in the Parisian openings. American style scouts watching the openings, see these velvet dresses shown in the smart dress shops in Paris and buy them to be used as models by American houses. Because they have been shown in Paris they automatically receive mention in the American magazines and papers devoted to style trends and preferences.

Again when Dodge Brothers put up a new electric sign on Broadway, Mr. Bernays arranged for a dinner to be given by the Broadway Association at the Hotel Astor to a group of selected agencies. The dinner received a great deal of publicity, some in the daily press but more in the trade press. The chief purpose of the dinner was to arouse the interest of the trade and to publicize the fact that Dodge Brothers now have a sky sign on the Great White Way.

Although he made no claim to having originated the idea, Mr. Bernays had on his desk a copy of one of the maps of Long Island supplied on request to all motorists by Socoy. That Socoy Land bid for public favor was rightfully an adjunct to the work of the public relations counsel, he said.

We were told that the public relations counsel of today tries to use applied psychology in pre-determining the attitude of the public to company policies or changes in policy. He then recommends the adoption of such courses as may be expected to arouse a friendly feeling and discourages practices which his experience and training indicate a probability of harmful reaction.

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Thus by indicating the most beneficial courses and by so staging company and public relations that they will receive the greatest possible amount of favorable publicity, either through the medium of paid advertising or through free publicity, he directs public opinion - at least so Mr. Bernays contends.

One of the most helpful expressions of the scope, functions and methods of the public relations counsel is Mr. Bernays book "Crystallizing Public Opinion", published by Boni & Liveright. The following extracts from this book give the high spots and indicate the field covered:

"Because of the recent extraordinary growth of the profession of public relations counsel and the lack of available information concerning it, an air of mystery has surrounded its scope and functions:-----

"These examples show him in his position as one who directs and supervises the activities of his clients wherever they impinge upon the daily life of the public. He interprets the client to the public, which he is enabled to do in part because he interprets the public to the client. His advice is given on all occasions on which his client appears before the public, whether it be in concrete form or as an idea. His advice is given not only on actions which take place, but also on the use of mediums which bring these actions to the public it is desired to reach, no matter whether these mediums be the printed, the spoken or the visualized word - that is, advertising, lectures, the stage, the pulpit, the newspaper, the photograph, the wireless, the mail or any other form of thought communication.....

"The public today demands information and expects also to be accepted as judge and jury in matters that have a wide public import. The public, whether it invests its money in subway or railroad tickets, in hotel rooms or

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restaurant fare, in silk or soap, is a highly sophisticated body. It asks questions, and if the answer in word or action is not forthcoming or satisfactory it turns to other sources for information or relief.....

"On every side of American life, whether political, industrial, social, religious or scientific, the increasing pressure of public judgment has made itself felt.....

"Behind these obvious phenomena, however, lie three recent tendencies of fundamental importance; first, the tendency of small organizations to aggregate into groups of such size and importance that the public tends to regard them as semi-public services; second, the increased readiness of the public, due to the spread of literacy and democratic forms of government, to feel that it is entitled to its voice in the conduct of these large aggregations, political, capitalist or labor, or whatever they may be; third, the keen competition for public favor due to modern methods of selling.....

"Walter Lippmann of the New York World in his volume 'Public Opinion' declares that the significant revolution of modern times is not industrial or economic or political, but the revolution which is taking place in the art of creating consent among the governed'.....

"The best examples, of course, of the increasing importance of public opinion to industries which until recently scarcely concerned themselves with the existence or non-existence of a public opinion about them, are those industries which are charged with a public interest.....

"The significant thing, however, is not the accepted importance of public opinion in this or the other individual industry, but the fact that public opinion is becoming cumulatively more and more articulate and therefore more important to industrial life as a whole.....

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"The keen competition in the selling of products for public favor makes it imperative that the seller consider other things than merely his product in trying to build up a favorable public reaction. He must either himself appraise the public and his relation to it or he must engage the services of an expert who can aid him to do this.....

"In this state of affairs it is not at all surprising that industrial leaders should give the closest attention to public relations in both the broadest and the most practical concept of the term.

"Large industrial groups, in their associations, have assigned a definite place to the public relations bureaus.

"The Trade Association Executives in New York, an association of individual executives of state, territorial or national trade associations, such as the Allied Wall Paper Industry, the American Hardware Manufacturers' Association, the American Protective Tariff League, the Atlantic Coast Shipbuilders' Association, the National Association of Credit Men, the Silk Association of America and some seventy-four others, includes among its associations' functions such activities as the following: cooperative advertising; adjustments and collections; cost accounting; a credit bureau; distribution and new markets; educational, standardization and research work; exhibits; a foreign trade bureau; house organs; general publicity; an industrial bureau; legislative work; legal aid; market reports; statistics; a traffic department; Washington representation; arbitration. It is noteworthy that forty of these associations have incorporated public relations with general publicity as a definite part of their program in furthering the interests of their organizations.....

"The Fourth Estate, a newspaper for the makers of newspapers, says:

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'Council on public relations' and 'director of public relations' are two terms that are being encountered more often every day.'.....

"First of all, there are the circumstances and events he helps to create. After that there are the instruments by which he broadcasts facts and ideas to the public; advertising, motion pictures, circular letters, booklets, handbills, speeches, meetings, parades, news articles, magazine articles. and whatever other mediums there are through which public attention is reached and influenced.....

"The public relations counsel is the pleader to the public of a point of view. He acts in this capacity as a consultant both in interpreting the public to his client and in helping to interpret his client to the public. He helps to mould the action of his client as well as to mould public opinion.....

"The public and the press, or for that matter, the public and any force that modifies public opinion, interact. Action and interaction are continually going on between the forces projected out to the public and the public itself.....

"It is the office of the public relations counsel to determine the interaction between the public, and the press and the other mediums affecting public opinion.....

"The moulder of public opinion must enlist the established point of view.....

"Mr. Lippmann finds that the stereotypes at the center of the code by which various sections of the public live 'largely determine what group of facts we shall see and in what light we shall see them.' That is why, he says, 'with the best will in the world, the news policy of a journal tends to support its editorial policy, why a capitalist sees one set of facts and certain aspects of human nature - literally sees them; his socialist opponent

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another set and other aspects, and why each regards the other as unreasonable or perverse, when the real difference between them is a difference of perception...

"Because all have made certain sacrifices, reasons are developed why such sacrifices must be insisted upon at all times. The 'logic-proof' compartment is the result of this unwillingness to accept changes.....

"Even an honest, critical understanding of the demands of the opposing crowd is discouraged, possibly because it is rightly felt that the critical habit of mind is so destructive of one crowd-complex as the other, and the old crowd prefers to remain intact and die in the last ditch rather than risk dissolution, even with the promise of averting a revolution.....

"In the first place, Mr. Martin ("The Behavior of Crowds") points out with absolute justice that the crowd-mind is by no means limited to the ignorant.....Neither is the crowd mind to be found only when there is a physical agglomeration of people.....

"The crowd is a state of mind which permeates society and its individuals at almost all times. What becomes articulate in times of stress under great excitement is present in the mind of the individual at most times and explains in part why popular opinion is so positive and so intolerant of contrary points of view.....

"The workings of the gregarious instinct in man result frequently in conduct of the most remarkable complexity, but it is characterized by all of the qualities of instinctive action. Such conduct is usually rationalized, but this does not conceal its real character.....

"Mr. Lippmann remarks: 'For the most part we do not first see and then define, we define first and then see.....

"The gregarious tendency in man, according to Mr. Trotter, results in five characteristics which he displays in common with all gregarious animals.



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"He is intolerant and fearful of solitude, physical or mental."

The same urge which drives the buffalo into the herd and man into the city requires on the part of the latter a sense of spiritual identification with the herd. Man is never so much at home as when on the band wagon.....

"He is remarkably susceptible to leadership." Mr. Trotter (Instincts of the Herd in Peace and War) points out that the need for leadership is often satisfied by leadership of a quality which cannot stand analysis, and which must therefore satisfy some impulse rather than the demands of reason.....

"Man is not, therefore, suggestible by fits and starts, not merely in panics and mobs, under hypnosis and so forth, but always, everywhere, and under any circumstances'.....

"Which you prefer is a matter of taste, but not entirely a matter of the editor's taste. It is a matter of his judgment as to what will absorb the half hour's attention a certain set of readers will give to his newspaper.....

"Both Trotter, Martin and the other writers we have quoted confirm what the actual experience of the public relations counsel shows - that the cause he represents must have some group reaction and tradition in common with the public he is trying to reach.....

"The established point of view becomes established by satisfying some real or assumed human need.....

"The average citizen is the world's most efficient censor. His own mind is the greatest barrier between him and the facts. His own 'logic-proof compartments', his own absolutism are the obstacles which prevent him from seeing in terms of experience and thought rather than in terms of group reaction.

"The training of the public relations counsel permits him to step out of his own group to look at a particular problem with the eyes of an

impartial observer and to utilize his knowledge of the individual and the group mind to project his clients' point of view.....

"Populations have increased. In this country geographical areas have increased. Heterogeneity has also increased. A group living in any given area is now extremely likely to have no common ancestry, no common tradition, as such, and no cohesive intelligence. All these elements make it necessary today for the proponent of a point of view to engage an expert to represent him before society, an expert who must know how to reach groups totally dissimilar as to ideals, customs and even language. It is this necessity which has resulted in the development of the counsel on public relations.....

"They must for a great part work through the existing daily press, the existing magazine, the existing lecture circuit, existing advertising mediums, the existing motion picture channels and other means for the communication of ideas;.....

"The third method is 'government based on such a highly developed system of information, analysis and self-consciousness that the knowledge of national circumstances and reasons of state is evident to all men.'.....

"Dominant groups today are more secure in their position than was the most successful autocrat of several hundred years ago, because today the inertia which must be overcome in order to displace these groups is so much greater.....

"People accept the facts which come to them through existing channels. They like to hear new things in accustomed ways. They have neither the time nor the inclination to search for facts that are not readily available to them.....

"And the established order of things is maintained by the inertia of the group. Three factors make it possible for the public relations counsel to overcome even this inertia. These are, first, the interlapping group

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formation of society; second, the continuous shifting of groups; third, the changed physical conditions to which groups respond.....

"Society is not divided into two groups, although it seems so to many. Some see modern society divided into capital and labor. The feminist sees the world divided into men and women.....

"In some respects the capitalist is a consumer. In other respects he is a worker. Many persons are at the same time workers and capitalists.....

"That group so vaguely called 'the public' consists of all sorts and conditions of men, the particular kind or condition depending upon the point of view of the individual who is making the observation or classification.

"The public relations counsel must take into account that many groups exist, and that there is a very definite interlapping of groups.....

"Society is made up of an almost infinite number of groups, whose various interests and desires overlap and interweave inextricably.....

"It is precisely this interlapping of groups - the variety, the inconsistency of the average man's mental, social and psychological commitments which makes possible the gradual change from one state of affairs or from one state of mind to another. Few people are life members of one group and of one group only.....

"Many psychologists have attempted to define the component parts of human nature, and while their terminology is not the same, they do follow more or less the same general outlines.

"Among the universal instincts are - self-preservation, which includes the desire for shelter, sex hunger and food hunger. It is only necessary to look through the pages of any magazines to see the way in which modern business avails itself of these three fundamentals to exert a coercive force upon the public it is trying to reach.....

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"The public relations counsel extracts from his clients' causes ideas which will capitalize certain fundamental instincts in the people he is trying to reach, and then sets about to project these ideas to his public.

"William MacDougall, the psychologist, classifies seven primary instincts with their attendant emotions. They are flight-fear, repulsion-disgust, curiosity-wonder, pugnacity-anger, self-display elation, self-abasement-subjection, parental-love-tenderness. These instincts are utilized by the public relations counsel in developing ideas and emotions which will modify the opinions and actions of his public.....

"It is this element of conflict, directly or indirectly, which plays an overwhelming part in the psychology of every crowd. It is the element of contest which makes baseball so popular.'.....

" 'Nothing so easily catches general attention and creates a crowd as a contest of any kind.'.....

"We have to take sides. We have to be able to take sides. In the recesses of our being we must step out of the audience onto the stage and wrestle as the hero for the victory of good over evil.....

"Four other instincts are listed in this classification - gregariousness, individualism, acquisition and construction. We have already dealt with the first at length.....

"The innate tendencies are susceptibility to suggestion, imitation, habit and play.....

"Mental habits create stereotypes just as physical habits create certain definite reflex actions. These stereotypes or reflex images are a great aid to the public relations counsel in his work.....

"How does the public relations counsel approach any particular problem? First he must analyze his client's problem and his client's objective. Then he

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must analyze the public he is trying to reach. He must devise a plan of action for the client to follow and determine the methods and the organs of distribution available for reaching his public. Finally he must try to estimate the interaction between the public he seeks to reach and his client. How will his client's case strike the public mind? And by public mind here is meant that section or those sections of the public which must be reached.....

"He must make it easy for the public to pick his issue out of the great mass of material. He must be able to overcome what has been called 'the tendency on the part of public attention to flicker and relax'. He must do for the public mind what the newspaper, with its headlines, accomplishes for its reader.....

"The refinements of reason and the shadings of emotion cannot reach a considerable public..

"When an appeal to the instincts can be made so powerful as to secure acceptance in the medium of dissemination in spite of competitive interests, it can be aptly termed news.....

"In order to appeal to the instincts and fundamental emotions of the public, discussed in previous chapters, the public relations counsel must create news around his ideas. News will, by its superior inherent interest, receive attention in the competitive markets for news, which are themselves continually trying to claim the public attention. The public relations counsel must lift startling facts from his whole subject and present them as news. He must isolate ideas and develop them into events so that they can be more readily understood and so that they may claim attention as news.....

"So, too, the analyzer the public relations counsel makes, lift out the important, the interesting, and the easily understandable points in order to create interest.....

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"Perhaps the chief contribution of the public relations counsel to the public and to his client is his ability to understand and analyze obscure tendencies of the public mind.... It is his capacity for crystallizing the obscure tendencies of the public mind before they have reached definite expression, which makes him so valuable.

"His ability to create those symbols to which the public is ready to respond; his ability to know and to analyze those reactions which the public is ready to give; his ability to find those stereotypes, individual and community, audience and to receive from it a favorable reception are his contributions.

"The appeal to the instincts and the universal desires is the basic method through which he produces his results.....

"For the public relations counsel must not only supply news - he must create news. This function as the creator of news is even more important than his others.

"It has always been interesting to me that a concise, comprehensive definition of news has never been written. What news is, every newspaper man instinctively knows, particularly as it concerns the needs of his own paper. But it is almost as difficult to define news as it is to describe a circular staircase without making corkscrew gestures with one's hand, or as to define some of the abstruse concepts of the metaphysician, like space or time or reality..

"In Mr. Irwin's opinion, the four outstanding factors making for the creation or enhancement of news value are the following: (What is News?" by Will Irwin, Collier's, March 18, 1911.)

1. 'We prefer to read about the things we like'

The result, he says, has been the rule: 'Power for the men, affections for women'.

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2. 'Our interest in news increases in direct ratio to our familiarity with its subject, its setting, and its dramatis personae.'

3. 'Our interest in news is in direct ratio to its effect on our personal concerns.'

4. 'Our interest in news increases in direct ratio to the general importance of the persons or activities which it affects.' This is so obvious that it scarcely needs comment.....

"The only difference between 'propaganda' and 'education' really, is in the point of view. The advocacy of what we believe in is education. The advocacy of what we don't believe in is propaganda.....

" 'The relativity of truth', says Mr. Elmer Davis, 'is a commonplace to any newspaper man, even to one who has never studied epistemology; and, if the phrase is permissible, truth is rather more relative in Washington than anywhere else.....

"Political, economic and moral judgments, as we have seen, are more often expressions of crowd psychology and herd reaction than the result of the calm exercise of judgment. It is difficult to believe that this is not inevitable. Public opinion in a society consisting of millions of persons, all of whom must somehow or other reach a working basis with most of the others, is bound to find a level of uniformity founded on the intelligence of the average member of society as a whole or of the particular group to which one may belong. There is a different set of facts on every subject for each man. Society cannot wait to find absolute truth. It cannot weigh every issue carefully before making a judgment. The result is that the so called truths by which society lives are born of compromise among conflicting desires and of interpretation by many minds. They are accepted and intolerantly

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maintained once they have been determined. In the struggle among ideas, the only trust is the one which Justice Holmes of the Supreme Court pointed out - the power of thought to get itself accepted in the open competition of the market.

"The only way for new ideas to gain currency is through the acceptance of them by groups. Merely individual advocacy will leave the truth outside the general fund of knowledge and beliefs.....

"The future of public opinion', says Professor Tonnies, 'is the future of civilization. It is certain that the power of public opinion is constantly increasing and will keep on increasing. It is equally certain that it is more and more being influenced, changed, stirred by impulses from below. The danger which this development contains for a progressive ennobling of human society and a progressive heightening of human culture is apparent. The duty of the higher strata of society - the cultivated, the learned, the expert, the intellectual - is therefore clear. They must inject moral and spiritual motives into public opinion. Public opinion must become public conscience."

The following thoughts on public relations are quoted from a booklet, also by Mr. Bernays, on "Public Relations as a Career:"

"Propaganda has been back of much of the important progress of the past ten years. A special pleader has been the motivating force in the winning of political campaigns, in the changing of people's attitude toward social questions. Sometimes this special pleader has been a professional counsel on public relations and sometimes he has been the head of the movement who has unconsciously practiced the principles of public relations. Every group leader, formerly, whether his cause was religious, educational, scientific, or industrial, was the great unconscious propagandist for his cause. He understood the underlying motives which impel people and groups of people to act, and which cause them to hold their opinion. Only within the last few years



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has this function been deputed to the man who is a special pleader by profession. The technic of propaganda is based on the practice of those who carried it on for the most part unconsciously, and has been developed as a highly **technical** profession by the counsel on public relations.

"Every bank, every political party, every governmental official, every industrial organization which seeks to keep abreast of modern tendencies, has a counsel on public relations, either on its staff or as a consultant, although his title is sometimes obscure. Occasionally his department is called the public relations department. Often he is called secretary or vice-president, or director. Sometimes he is known as cabinet officer or commissioner, but his functions are well defined. His advice has great bearing on the conduct of the group or individual with whom he is working.

"It might be well to tell here some of the actual methods by which the counsel on public relations accomplishes his work.

1. He analyzes the public to determine its relationship to his client. He must survey the whole field of contact of the public and his client, and he must know within limitations what flexible forces he will work with. He realizes that the individual and the group are swayed by a small number of fundamental desires, emotions and instincts. Sex, gregariousness, the desire to lead, the maternal and paternal instincts, all are dominating motive forces of groups. Then, too he realizes that certain characteristics of his public are sound factors upon which he can base his 'selling arguments'. He considers, for instance, the group formation of society. The natural cleavage of the group occurs along religious, social, economic, sex, political, racial, geographical and other lines. He must keep this closely in mind in his analysis, because this group constitution of society is not a stationary thing, but is flexible both from the standpoint of the numbers in the given group at any specific time

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and from the standpoint of the influence of specific group leaders over individuals of overlapping or interlapping groups.

2. He analyzes the client, just as a doctor examines his patient thoroughly before he pronounces a verdict or suggests a cure, so the counsel on public relations examines every function of his client and studies every symptom of health or disease before he makes suggestions. Every spot at which the client and the public have contact is placed under his microscope. He examines every phase of the client's activity which the public can approve or disapprove, from the production to the actual point of presentation to the public.

3. He formulates policies governing the general practice, procedure and habits of the client in all those aspects in which he comes in contact with the public. These policies are based on the analyses suggested in the two preceding paragraphs, and on their acceptance by his client, he proceeds to the fourth step.

4. He interprets the client, his products, or his service to the public. The public relations counsel has found that only by a careful system of constant, thorough and frank information will the public understand and appreciate the value of what a given merchant, educator, or statesman is doing for it. The public relations counsel must maintain constant vigilance because lack of full information and the prevalence of mis-information arising from unknown sources are factors of enormous importance with which he must cope. A false rumor can cause the loss of millions of dollars to the stockholders of a corporation and lower the "good-will" of the corporation unless the public relations counsel deals with it speedily and effectively.

"Counsel under this head includes analysis of the markets already used with frequent consequent discovery of entirely new markets. It may be, as in the case of a magazine, the securing of a higher class of readers through

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the correct questionnaire and circularization methods. It may be through the utilization of group leadership, to align new groups in favor of the product or idea.....

"The ideal of the profession is a pragmatic one. It is to make the producer, whether that producer is a legislature making laws or a manufacturer making a commercial object, understand what the public wants and to make the public understand the objectives of the producer. It is to make the producer, using this word again in its broadest sense, and the consumer meet at the highest possible point between them for the greatest good. And in its logical extension it is to bring about a harmony of understanding between nation and nation, between government and people, charitable institutions and contributors, and between group or power and the public which it serves or upon whose goodwill it is dependent. The public relations counsel wants, above all, to foster important movements that are socially constructive and to secure public cooperation and approval of them. This is true, whether the movement is concerned with international politics, whether it is purely educational, abstractly spiritual or commercial, or concerned with any of the arts. The ideal is to take worthy minorities and plead their case before the public. The public relations counsel focuses the public eye upon the inherent virtue of an idea so that the greatest good may accrue from this perception. In relation to industry, the ideal of the profession is to eliminate the waste and the friction that result when industry does or makes things which its public does not want. And likewise it is to eliminate the waste that follows when the public does not understand what is being offered it. For example, the telephone companies maintain extensive public relations departments to explain what they are doing so that energy may not be burnt up in the friction of misunderstanding."

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Mr. Lee's only publication in book form dealing with the work of the public relations counsel is a little book called "Publicity", printed in 1925 by the Industries Publishing Company, being a reprint of three addresses made by Mr. Lee. The following brief quotations from this small book indicate the opinions of Mr. Lee as they add to or differ from those quoted from Mr. Bernays:

"News is that which the people are willing to pay to have brought to their attention; while advertising is that which the advertiser himself must pay to get to the people's attention:....."

"Q. I wonder if you could tell us where we could find information showing to what extent the more important business concerns have organizations for publicity, aside from organizations for paid advertising.

A. I think practically every institution in the country which ought to advertise, has an advertising department. I think a very large number, if not all, of the more important corporations have today something tantamount to a publicity department. Of course, as I said, I view publicity as embracing advertising. I am constantly advising my clients to advertise, but it is not because of any ethical preference for advertising as against so-called publicity. It is because I want to call attention to certain things, and I cannot do that except through advertising. Advertising is the effective way to project an idea in a great many instances.....

"No one must attempt to adopt publicity or make use of it for his benefit unless he is prepared to take all the consequences."

"A company cannot sing of its prosperity to security holders and at the same time cry over its poverty to tax appraisers and its workingmen.....

"But, as the President of the United States not long ago very correctly said, the people are not moved by mind, they are moved by sentiment.

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In developing a policy of publicity we cannot expect merely to reason the case out, merely to present statistical data and arithmetical equations, and have the people draw from these statements the conclusions we should like them to draw.

"People are interested in their own affairs, they are not very much interested in your affairs and they will not analyze statistics.

"The fundamental purpose, therefore, which must underlie any policy of publicity must be to induce the people to believe in the sincerity and honesty of purpose of the management of the company which is asking for their confidence...

"Publicity in its ultimate sense means the actual relationship of a company to the people, and that relationship involves far more than saying - it involves doing. An elementary requisite of any sound publicity must be, therefore, the giving of the best possible service.....

"Courtesy is not something which the manager can tell his employees to exercise toward the public and then himself be very economical in its use towards his employees. Employees of most companies take their tone from the man at the head, and if the man at the head expects his employees to be courteous to the public he must himself be most courteous to his employees. And that does not cost any money.....

"In telling things through the medium of printers' ink you must tell the things that are interesting.

"As an illustration, the general manager of the Pennsylvania Railroad some years ago on a very cold day sent out a notice to every track gang foreman - because of the fact that a great many of the track men on account of the cold would probably be wearing ear muffs - that upon the approach of a train, when the foreman blew his whistle, the foreman should see to it that every man knew he had whistled, and not take it for granted the men had heard the whistle.

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"That item was human. It was interesting. It was published all over the United States, and impressed people with the fact that the management of the Pennsylvania Railroad exercised sympathetic care for its men. A little fact of that kind has more weight in forming public opinion than a great mass of arguments.....

"I BELIEVE IN TELLING YOUR STORY TO THE PUBLIC.

"If you go direct to the people and get the people to agree with you, you can be sure that ultimately legislatures, commissions, and everybody else must give way in your favor....."

"Let the people know, and if you are right you will win....."

"Use all the advertising space that you can afford to pay for. The people are interested in so many other things that you have to make special efforts to get their attention. Many things will be published as news in the news columns of the papers, but the people do not always read the news columns.

"The great value of advertising space is not merely to get the thing into the paper - you can often get something in as news - but it is to be able to command your location in the paper, to be able to write your own headlines, and to be able to lay out your own typographical display. In this way you can command the attention of the people at least for a fleeting moment.

"And unless you can get the attention of the people away from the great mass of things which are claiming their notice nowadays, there is really not much object in having the thing printed at all.

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"To summarize, let me suggest that the being and doing are far more than the saying, that a man who goes into a policy of publicity must believe absolutely that he is right and that he can justify his policy upon the theory that 'truth loves open dealing' and that he can rely absolutely upon the refining and sterling value of the truth.

"If you devote yourself to making the public know the facts, you can have full confidence in the fact that knowledge by the public of what the truth is will make you free."

Two issues of "Printers' Ink", namely June 16 and January 7, 1927, quoted questions and answers from the testimony of Mr. Lee while called as a witness before the New York State Transit Commission during its inquiry into the affairs of the traction interests, on the basis that Mr. Lee was retained by the I. R. T. as advisor in public relations. These questions, though many are obviously of an evasive nature, indicate Mr. Lee's ideas and the duties of an "advisor in public relations" and also of the difference between an "advisor in public relations" and a "press agent."

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Possibly the publication that would prove most helpful in planning and preparing actual public relations work would be a McGraw Hill publication, called "Public Relations" by John C. Long from which the following quotations are taken:

"The two chief faults with which Publicity has been charged are:

1. Facts are twisted or misrepresented.
2. The source of information is concealed.

"The public relations department which studiously avoids these two

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shortcomings will find in the long run that it has built a reputation for honesty, accuracy, and candor which will well repay it.....

"Public relations is the process of finding out, and of making known, the factors in an enterprise which are of public interest.

"This process of fact-finding and proclaiming is, to be sure, motivated. The desire on the part of the individual or organization may be simply the wish to be known, to have identity. Or, it may be the wish to awaken public response to oneself or a cause so as to receive favorable attention or action. There are two parties which have an interest in this process, the individual or enterprise, and the public.....

"The only gain that can be counted on from the effort to secure favorable public attention is Good Will.

"It is hardly necessary to say that business recognizes good will as an intangible asset, and any cash estimate thereof is admittedly an arbitrary figure. Yet many expect that the use of Publicity will bring in dollars and cents, and are disappointed if such results are not apparent.

"Publicity will not bring sales.

"Sales, to be sure, may come as a by-product, but the more directly one tries to base the Public Relations work on a sales appeal the less likely it is to succeed in any direction.

"Publicity is not "free advertising". It isn't advertising at all, in the sense of trying to push the sales of goods. The confusion of the purposes of the sales message as contrasted with Publicity is one of the chief obstacles which confronts Public Relations work.....

"The Public Relations Department, or the Publicity Council, in so far as it has secured good will, may find that the following by-products have also been obtained in the process:



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1. Reduction of Labor Turnover - An employee takes on some of the glory, or bears some of the stigma, as the case may be, of the organization into which his energies are poured. Assuming an approximate equivalent in opportunity and income, the average man or woman would prefer to work for a Fifth Avenue shop of reputation than for some obscure concern about which the neighbors know nothing.

2. Greater Productivity - The officials and employees of an organization which enjoys public favor will tend to absorb therefrom a pride in the institution and an enthusiasm which will stimulate them to a high standard of effort in maintaining its good will and prosperity.

3. Protection from Adverse Legislation. - The institution which is being sand-bagged by legislatures, either sincerely or in the effort to secure corruption funds, can wage a counter-campaign in self-protection, going before the public with its case, and will have a much better chance of winning if its past operations have been **on a sound basis**, and have been brought to public attention. But though the good will may be desirable, and may be augmented by Public Relations, it will not be obtained merely by shouting from the housetops. . . .

"Creating the favorable impression, moreover, is not the simple and unpleasing process of self-praise. In paid advertising space, the public will stand for praise of a given product, enterprise, or whatever is being considered.

"But in Public Relations, in the news columns, in booklets, addresses, or radio, the institution or individual does not find a ready reception for self-applied compliments. It is the case of the Town Meeting again, or the Village Common. The boaster was always a pest, or a joke-sometimes both.

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anywhere and tell the things he knows in a pleasing, convincing manner."

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A booklet called "Mitten Men and Management" containing reprints from several newspapers and magazines of interviews with Mr. T. E. Mitten contains the following comments expressive of Mr. Mitten's fundamental beliefs on the subject of public relations as interlocking with industrial relations:

"The fundamental principles, according to Mr. Mitten are: First, that the primary purpose of a public service corporation is to give public service, and without such service none but thieves can benefit. Second, that the successful running of a railroad depends most upon the men who run the railroad, and these human beings are of more importance than dividends. Third, capital cannot get an adequate return for its investment, it cannot, in fact, get any return unless these principles are observed. Financiers may and sometime do get rich by other methods, just as burglars may run away with your silverware, but what they get in that case is not dividends but swag.....

"Mr. Mitten thinks of his men as capitalists. They in turn refer to him as a labor leader, and that is one bouquet which he positively likes.

"It is all ridiculous", he said, 'to make distinctions between management and men as though they were two distinct groups. Every manager must be a man and every man must be a manager - or organizer to the best of his ability of all the powers at his command. A merely obedient group is next to useless. Following orders, unthinkingly and irresponsibly, does not produce loyalty; it produces contempt. The orders that grow out of cooperation, however, will be more than obeyed - they will be respected, and each cooperator will bring to them all the resources he can muster."

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"Yet if the desire is to create a responsive impression, how is that to be accomplished if one may not indulge in praise of oneself, one's organization, or one's cause?

"The answer leads again to the definition: Public Relations is the process of finding out, and of making known, the factors in an enterprise which are of public interest.

"What is the basis of our responsive interest in persons or things?

1. Intrinsic value
2. Entertainment

"Now fashions, standards, customs, prejudices keep appearing on the horizon, and the Public Relations executive must be familiar with these. Perhaps a storm of criticism breaks out concerning the cause which he represents. His job is not necessarily to combat this and try to stamp it out. His concern is rather to examine it, weigh it, find how valid it may be, and guide his enterprise to a position which is more tenable. Specifically, the Public Relations executive needs to read addresses, pamphlets, news items, and other media of expression which concern the enterprise, as well as to get the opinion of unbiased individuals. He must, in short, listen to and know the public attitude.

"So far as he finds that public criticism is based merely on a general objection to Publicity, he can rest in the knowledge that continued good faith and competence on his part will eventually win out. He can stand on his right to speak in meeting, and on the fact that all communication is Publicity for something and for someone. He may find the situation clearly analyzed by Herbert Bayard Swope, executive manager of the New York World:

"Publicity yields to a very definite formula. Since it is true that everything we print is an advertisement, direct or indirect, of something or

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of somebody, the touchstone, the standard of measurement, is very easily approximated.

"On any story that may reach us, through channels open to scrutiny, our question is simply: What news value does it contain? If it does possess that quality our course is easily recognized.

"Not long ago I saw that the Bureau of Advertising of the American Newspaper Publishers' Association was considerably exercised over the fact that in the publication of the discovery of Magellan's helmet in the Philippines, we - many of us - had mentioned the fact that the helmet was made of brass. This, they pointed out with a logic that brought them to the reductio ad absurdum, was definitely an advertisement of the Copper and Brass Research Association. If this sort of thing were to be continued we would presently find ourselves under the necessity of printing a series of dots and dashes, since almost every noun and adjective possesses attributes that may be resolved by this new psychology into advertising; then, only the verbs would be safe words to play with.

"We find that the universal law of news has to do with its interest content. We on the World see no possible indictment to be leveled against us by printing interesting things on the first page, even if they have advertising tendencies. For example, we printed the fact that recently there was a race between two famous and beautiful actresses as to who would make the first production of "Juliet." Both were noteworthy, I might add - one for one reason and one for another.

"A story which is illustrative and which possesses real news interest but, nevertheless, would fall within the category of advertising and of publicity has to do with the play called "Rain", in New York. It was one of the most extraordinary hits that the theatrical world has known; perhaps not in the length of its run, but in the fact

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that nightly and at every matinee every seat was sold. When you went to the theatre with your tickets in your hands you were besought, not by speculators, but by would-be spectators unable to gain admission, to give up your seats to them at any price you saw fit; the suppliants being out-of-town men and women who couldn't wait the necessary four or five weeks before seats were available, but who were determined to see the play. I can see a by-product of publicity in such a thing, but can see a far greater news value, and that seems to me to override any possible complaint that might be brought by the business office.

"Nor do I think we should be particularly worried by propaganda. We, each of us, have a standard of judgment whereby we can roughly separate proper from improper-ganda.

"... We recognize that propaganda may be anything or everything; that a limitation is readily set by the assumption of a personal responsibility. Can we call by any other name but propaganda a Presidential message sent to the Congress, advocating the passage of some special legislation?

"... It seems to me that those three elements - Interest, Importance, Truth - assert themselves in all matter offered us for publication.

"A parallelism to Public Relations may be found in the law, which is one of the processes of society that may operate for justice or injustice. To protect the reputation of the profession, and to foster its constructive value to society, the American Bar Association has a code of ethics. A similar guide for Public Relations work can be set down briefly as follows:

1. Public Relations or Publicity material must be true.
2. It must be honestly presented without attempt to conceal the source.
3. It must be interesting
4. It must be intelligent.

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"Theodore Roosevelt said that every man owes a part of his time to the upbuilding of the profession to which he belongs, and the Publicity or Public Relations executive will recognize the validity of the four obligations in the Public Relation code."

This book also contains some very good material on the various kinds of public relations efforts that can be made effective and how best to plan them in order that they should be effective. Chapter 8 will be found particularly interesting as dealing with the possibilities of public relations by corporations.

The sub-joined paragraphs are quoted from an address delivered before the Indiana Engineering Society at Indianapolis, February 20, 1925 called "Public Relations and Good Will" by W. S. Vivian, Director of Public Relations for the Middle West Utilities Company.

"There are three essential steps in such a progress:

"The first is to sell the employee, his job, his company and his industry so that he may be enthusiastic and happy in his particular task and in the opportunities that are ahead so that he would rather work for his particular company and industry than anywhere or in anything else.

"Second- informing and educating the employee. If every employee is to be enthusiastic and happy in his work, it logically follows that he must become informed and educated, and, therefore, the second step in this program deals with that factor. It means that the individual employee must know the technique of his particular job so that he can perform his task in the most efficient manner. Too often industry stops at that point. That is not sufficient. Not only must he know about his particular job, but he must be fully informed about his company and his industry and the public they serve. He must know of the history and the development and the romance and the economics of the business as a whole. To accomplish this it follows that the imagination

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of the individual employee must be aroused. Executive, engineers, managers, everywhere, must needs recognize that all progress in our modern civilization has been preceded some time, some place, by somebody's imagination.

"It is your task and mine to help arouse the imagination of the men and women in our organization so that they too, may be qualified for the opportunities that are constantly open so that there may be created a dominant desire to render the larger service and incidentally to fill the bigger position and receive the larger remuneration.

"Unless our men and women are happy and can actually visualize in their minds just how their efforts are contributing to the happiness, comfort and opportunity of men and women everywhere, they cannot be the best kind of employees. Neither can they reflect through their individual actions the purposes, policies and ideals of the industry they are representing.

"How is this informative and educational part of our program carried into effect? By means of carefully planned employees' meetings, courses of study, trade publications and conventions. There are a number of companies with whom the speaker is familiar who bring their employees together at least once a month to discuss matters of mutual interest. A number of these same companies have large numbers of their employees engaged in study courses where the men and women are qualifying for the better position, where the employees are thinking about the problems of their company, where they are getting so informed that when criticisms are made or questions asked concerning their company, they can give the correct answers in such manner as to develop a friendly interest.

"The third step in this program is to develop the employee's power of expression so that he can stand before an individual or group any time

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This paragraph is from an address made by Mr. Martin J. Insull on public relations before the Indiana Electric Light Association at French Lick, September 26, 1923:

"One of the first things that you have got to do, in my opinion, is to have your own organizations completely sold on the subject of public relations. They have got to understand the importance of it in the development of your business. You executives alone cannot produce the proper atmosphere, because what you do today some fellow may undo tomorrow, if he doesn't understand what is the real policy of your organization. So that the first thing you have to do, in my opinion, is to sell the problem of public relations to your own organization, so that the whole organization is working as one unit. Bear in mind it is not you individually, but your organization as a whole which is the point of contact between your company and the public."

These sentences are quoted from a paper read by Mr. E. P. Harrison, President of the Iowa Press Association on "Public Utility Publicity" before the Convention of the Iowa Section of the National Electric Light Association and Iowa Electric Railway Association at Fort Dodge, June 26, 1924:

"The fundamental purpose, therefore, which must underlie any policy or publicity must be to induce the people to believe in the sincerity and honesty of purpose of the management of the company which is asking for their confidence.....

"Publicity in its ultimate sense means the actual relationship of a company to the people, and that relationship involves far more than ~~saying~~ it involves doing. An elementary requisite of any sound publicity must be, therefore, the giving of the best possible service.....

"Another thing to remember is that courtesy is not something which the manager can tell his employees to exercise towards the public, and then



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himself be very economical in its use toward his employees. Employees of most companies take their tone from the man at the head, and if the man at the head expects his employees to be courteous to the public he must himself be most courteous to his employees. And that does not cost money."

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It is of especial interest to note that the U. S. Department of Commerce has issued a publication which is No. 21 in its domestic commerce series called "Advertising for Community Promotion", while as is evident from the title this does not deal primarily with public relations work as carried on by corporations, it contains material which should be helpful in such public relations work.

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The Illinois Committee on Public Utility Information of Chicago, Ill., began a publication early in 1924 of a series of pamphlets called "Speakers' Bulletins" dealing with various phases of public opinion and public utilities, the series containing several related data sheets and embodying a wide variety of material intended for the use of those writing and speaking on the various phases of the subject broadly covered by the designation "Public Relations."

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