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ABSTRACT

This paper presents an examination of the status, aspirations and some of the myths surrounding the college and university campus student press. Chapters one and two concern the mythmakers and the myth of independence. Chapter three covers assorted myths concerning saving money, selling subscriptions, incorporation, publishers, libel, censorship, journalism education, and antagonistic administrations. Chapter four reviews the approach to student publications by Tufts College, a set of guidelines for college student publications, and generalizations that give advice for any university in its student publications program. The fifth chapter lists 100 court cases concerning the student press. (MJM)

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An Examination of it and Aspirations and Some of the Myths Surrounding It

By Dr. Louis E. Ingelhart

Chairman of the Department
of Ball State University

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A Report Prepared for the National Council of College
Advisers and its Committee on the Legal Status of the

Foreword

This is a progress report.
It is still in process.

The author is research chairman and also chairman of an on the legal status of the campus press for the National Council on the Legal Status of the Campus Press. The report brings together much of the work that has been done by the committee since its formation in 1970. It was prepared primarily for the national convention in Chicago on November 1 to 3.

However, an additional matter of urgency was created by a dozen colleges where student publications and their administrators found themselves to be potential victims of fund cut-offs and other actions being considered for imposition by administrators because of the publication being issued under the auspices of the American Association of Colleges and Universities.

The AASCU booklet is based on bad research and superficiality in the student publication world. But it has been widely circulated by administrators who are endangered by the prestige of the booklet. It is essentially invalid.

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In response to the calls for help and in an effort to offset the damage of the AASCU study, NCCPA decided to rush copies of its report to as many people as quickly as possible. This means using quick, cheap printing.

Even so, this NCCPA study is a valid, comprehensive, careful, and reliable document that has great substance and timeliness. It has been used for many years by persons concerned with the maintenance and improvement of the campus press and its improvement.

NCCPA will spend well over \$2,000 on the study and its report. The money came from dues paid the organization by faculty advisers of student newspapers, yearbooks, and magazines. If more money could have been available the report could be printed in more permanent, attractive form. It is a pity since its data can be found nowhere else and since it will continue to have great value.

Many persons have contributed input to the study and report. Much has been done. For example, the specific laws cited by colleges that support the legal basis for their campus publication arrangements are yet to be completed. More examples should be detailed.

The ad hoc committee has held six meetings to evaluate data and to take the following steps. Because committee members are busy people, attendance has been incomplete. Lack of travel funds have kept some persons from attending meetings. Work has proceeded between meetings in correspondence and phone calls.

This report was prepared by the committee chairman. It is to be read by members who are evaluating it for appropriate revision. If readers could also evaluate it critically and forward comments to the committee, perhaps a final and perfected report could be greatly useful for us all.

The report covers all types of institutions of higher education through graduate levels.

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Myth-making and myth-makers have surrounded the campus student press throughout the past decade. The myth-makers are mostly educators or professional journalists who happen by the campus press world, take a quick and superficial look, and then write a sonorous tome, tuned somewhat to Jeffersonian accompaniments. Occasionally, they are joined by student journalists or even a few advisers who love to parade something they call "independence" before the world. The myths they spin have a sophomoric overcast.

The initial reports were largely small items tucked into such publications as *Editor and Publisher* reporting that some campus newspapers had become "independent" of their host universities.

Publications advisers with considerable knowledge of these campuses, chuckled at the misinformation briefly and ignored the little reports. But a plethora of myths and myth-makers changed all of that.

In 1971, the National Council of College Publications Advisers appointed a special ad hoc research committee to evaluate the legal status of the campus press. Much of the data this committee has collected refutes the myths that have been recently stirred around. A look at some of the myths and their perpetrators can outline the dimensions of a possible dilemma university administrators can be waltzed into.

In 1966, the National Council of College Publications Advisers authorized Dr. Dario Politella, its president, to conduct a two-year study of the state of college student publications in America. Politella assembled a commission on the Freedoms and Responsibilities of the College Student Press in America to approach this study. The study used the 15-member commission, a survey of 72 colleges, and correspondence, conversations, and visits to campuses by Politella.

He produced a set of guidelines which became the basis of a fullsome report published by *Seminar* quarterly as a full-length supplement in December 1969. His guidelines were:

1. A student press that is relevant to its campus makes service its ideal purpose.
2. A self-regulated student press is a free student press.
3. A responsible student press should reasonably be expected to maintain a level of professional performance and ethics pertinent to its purpose and restricted by its resources.
4. Financial independence is a cornerstone of true freedom and responsibility of the student press.
5. The role of the student press adviser is to help students to transfer their theories to practice.
6. The free student press is free to all who have something worth saying.

In these guidelines, Politella did not recommend that activity money be cut off from student publications, but that such allocations be considered legitimate circulations income. Although Politella writes with charm and verve, his guidelines have never been adopted by NCCPA or any other agency. Unfortunately, some of the myth-makers use distortions of Politella's report as a basis for their attacks on the campus press.

Typical of the tuck-in myth-makers is the tail-end of an *Editor and Publisher* article published March 3, 1973. The article reports that the *Stanford Daily* has gone independent almost and that its editor was no longer afraid of censorship or fee cut-offs by the student government. Then *Editor and Publisher* enlarges the myth with:

Student newspapers which have reorganized on an independent basis in recent years include the *Daily Californian* at Berkeley, the University of Kentucky Kernel, the University of Oregon Daily Emerald, and the Florida State Flambeau.

Campuses where independence is under study include the University of Florida and the University of Arkansas.

College newspapers with a long history of editorial and financial independence include the *Cornell Daily Sun*, the *Daily Dartmouth*, the *Harvard Crimson*, the *University of Michigan Daily*, and the *Yale Daily News*. (1)

Actually only two of the 12 college newspapers mentioned in the article can really claim independence. Chapter two of this report will detail the spuriousness of the claims of the other 10.

Six months earlier Fred M. Hechinger was myth-making in the *New York Times*. He reports that the *Stanford Daily* "was becoming independent rather than, as in the past, a part of the university structure. It thus joined independently operated student papers such as *The Harvard Crimson*, the *Cornell Daily Sun*, *The Yale Daily News*, *The Daily Californian* at Berkeley and several others that are immune from administrative or faculty supervision." (2)

The trend toward independence—included here recently at the annual meeting of Universities and Land Grant Colleges. In more subdued publications. The stor administrators so many headaches used

"It doesn't take long for the students to know," says Glenwood L. Creech, vice president of the University of Kentucky. "You can't kick the owner out of the pants every week and expect him to advise you."

Creech directed the one-year transition of the *Kernel* from a paper partly supported by the university to financial independence. Two years ago the *Kernel* was eliminated. The plan was to be a part of the arrangement.

"When they were getting the student press, they just enough ads to get through the year. They damn well pleased the rest of the student body the bygone days that the 'juicy-little-piece' was a lot of apologizing on that one," says Creech.

"There are some who think the paper was independent," says Creech, "but my life has been a hell of a change. I knew it was a thorn, but it was until they pulled it out." (4)

Student staff members believed the move to independence was done for positive reasons—not as an administrative maneuver.

Creech apparently is maintaining an interest in the student press. *Editor and Publisher* reported in its October issue that Atlantic University at Boca Raton had a tussle between the press and the administration. Here's what happened:

In their first issue this semester the *Atlantic Daily* president, Dr. Glenwood Creech, who came from Kentucky, was stopping dissemination of sex education materials. It was illustrated with a rear view picture of a nude woman on the cover of an abortion brochure.

Dr. Creech denied the accuracy of the *Atlantic Daily's* judgment in printing the picture of nudes, and the *Miami Herald* as examples of behavior that students might emulate them.

In their next issue the students retorted with a photograph of naked youths at the Woodstock festival.

"President Creech is wrong," said the *Atlantic Daily*. "It carries a photograph which certainly shows a nude picture. So you do find nude pictures in the *Atlantic Daily*."

Sorenson listed other "independent" papers as the *Alligator* of the University of Florida, the *Daily Oregonian*, the *Daily at Stanford*, the *Traveler* of the University of Oregon, the *Spectator* of Columbia University, the *Crimson* of the University of Michigan, the *Daily of Michigan University*. Sorenson almost certainly was raising several questions and cautions about the independence of these papers. Actually only one of his nine papers has a strong claim to independence.

The *Kentucky Kernel* issue of December 13, 1973, was an advertisement to recruit staff members which proclaimed independence. The ad boasts: "A year ago today, the *Kernel* rolled off the presses of the University of Kentucky."

"And a year after that, we remain the only totally independent newspaper at a state university in the country."

This boast may make the student staff swell with pride. The *Kentucky Kernel* is not really independent.

The *Florida Alligator* was declared peculiarly independent in circumstances that caused a march on the home of the state senator which opposed the peculiar arrangement.

The *Chronicle of Higher Education* managed to turn an article written by Teresa L. Ebert into a myth by listing ties with colleges—but with some misgivings. She listed eight college newspapers; clearly, she indicates that only four might be. None really are. An editor of the *Chronicle* turned Ebert's article into a myth by listing ties with colleges—but with some misgivings. She listed eight college newspapers; clearly, she indicates that only four might be. None really are. An editor of the *Chronicle* turned Ebert's article into a myth by listing ties with colleges—but with some misgivings.

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The trend toward independence—including the best ways to go about it—was one of the main discussion topics for officials of large state schools here recently at the annual meeting of the National Association of State Universities and Land Grant Colleges. Independence, most agreed, results in more subdued publications. The stories, pictures, and ads that cause administrators so many headaches usually disappear.

"It doesn't take long for the students to learn what every country editor knows," says Glenwood L. Creech, vice president of the University of Kentucky. "You can't kick the owner of the five-and-dime store in the pants every week and expect him to advertise in your paper."

Creech directed the one-year transition of the University of Kentucky Kernel from a paper partly supported by student funds to one with financial independence. Two years ago the subsidy was reduced to \$20,000, and last year it was eliminated. The paper has prospered under the new arrangement.

"When they were getting the student money, the Kernel staff would sell just enough ads to get through the year," says Creech. "Then they'd do as they damn well pleased the rest of the time." It was in the Kernel of bygone days that the "juicy-little-piece" description appeared. "We did a lot of apologizing on that one," says Creech.

"There are some who think the paper was more exciting in those days," says Creech, "but my life has been a hell of a lot more pleasant since we made the change. I knew it was a thorn, but I didn't know how big a thorn it was until they pulled it out." (4)

Student staff members believed the move to what they called independence was done for positive reasons—not as an administrative cop out.

Creech apparently is maintaining an interesting track record with the campus press. *Editor and Publisher* reported in its October 13, 1973, issue that Florida Atlantic University at Boca Raton had a tussle between Creech and the *Atlantic Sun*. Here's what happened:

In their first issue this semester the editors charged that the new president, Dr. Glenwood Creech, who came from the University of Kentucky, was stopping dissemination of sex education materials. The article was illustrated with a rear view picture of two nudes which appeared on the cover of an abortion brochure.

Dr. Creech denied the accuracy of the story and criticized the editors' judgment in printing the picture of nudes. He offered the *New York Times* and the *Miami Herald* as examples of better journalism, suggesting the students might emulate them.

In their next issue the students retorted by printing a *New York Times* photograph of naked youths at the Woodstock Rock Festival in 1971.

"President Creech is wrong," said the *Sun* editorial. "Today's *Times* carries a photograph which certainly showed more flesh than the *Sun* picture. So you do find nude pictures in 'more responsible' publications."

Sorenson listed other "independent" papers as the *Flambeau* of Florida State, the *Alligator* of the University of Florida, the *Daily Emerald* of the University of Oregon, the *Daily at Stanford*, the *Traveler* of the University of Arkansas, the *Spectator* of Columbia University, the *Crimson* of Harvard University, and the *Daily of Michigan University*. Sorenson almost escapes the myth-maker label by raising several questions and cautions about the advantages of "independence." Actually only one of his nine papers has a strong claim to real independence.

The Kentucky Kernel issue of December 13, 1972, carried a full-page "house ad" to recruit staff members which proclaimed, "We are proud of our independence." The ad boasts: "A year ago today, the last University-subsidized issue of *The Kentucky Kernel* rolled off the presses of the UK Division of Printing.

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The *Chronicle of Higher Education* managed to turn a relatively well-conceived article written by Teresa L. Ebert into a myth by headlining it "More Papers Cutting Ties with Colleges—but with Some Misgivings." (7) Ms. Ebert mentions eight college newspapers; clearly, she indicates that four are not independent and only four might be. None really are. An editor placed a side bar story with th

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Although Hechinger's myth cautions with the hazard of bankruptcy, it is replete with these speculative advantages for supposed independency:

1. The independent paper must earn the confidence and support of its readers and is therefore under constraint to be more professional in its approach.
2. Independence makes efficient operations essential to survival, and also makes student journalism a better training ground for news media careers.
3. Without the university as a protecting shield, student editors are more aware of the danger of libel.
4. The independent student paper tends to enjoy greater credibility among students who do not suspect it of being a public relations tool of the administration. (3)

Mr. Hechinger cites no evidence or examples to verify these statements so they must stand only as his opinions.

At a point further back in time Noel Greenwood, a *Los Angeles Times* reporter, and the headline writer for *Quill* magazine, built a sweet myth when reporting the independency of the *Daily Californian* at Berkeley. (3) Greenwood played the illusion of independence, while the headline writer suggested others would follow the lead of that perennial trend-setter, California. Apparently California has not been much of a trend setter according to data in chapter two. The myth flew on the wings of the LA Times-Washington Post News Service to its newspaper subscribers.

Perry Sorenson reported to the *National Observer* that a roomful of myth-makers met in Washington to talk independence for the campus press. He suggests that college presidents can escape embarrassment by merely kicking student papers into an "independence" limbo. Considerable glee is reflected in these

was until they pulled it out." (4)

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Sorenson listed other "independent" papers as the *Alligator* of the University of Florida, the *Daily Oregon*, the *Daily at Stanford*, the *Traveler* of the *Spectator* of Columbia University, the *Crimson* of *Daily* of Michigan University. Sorenson almost escalating several questions and cautions about the actuality only one of his nine papers has a strong claim

The Kentucky Kernel issue of December 13, 1973, ad" to recruit staff members which proclaimed, "Independence." The ad boasts: "A year ago today, the last The Kentucky Kernel rolled off the presses of the U.

"And a year after that, we remain the only totally independent newspaper at a state university in the country.

This boast may make the student staff swell with The Kentucky Kernel is not really independent.

The Florida Alligator was declared peculiarly "in circumstances that caused a march on the home of Senate which opposed the peculiar arrangement.

The *Chronicle of Higher Education* managed to turn an article written by Teresa L. Elart into a myth by heading *Ties with Colleges—but with Some Misgivings* eight college newspapers; clearly, she indicates that only four might be. None really are. An editor played Ebert article. It is based on a survey of the content by Hermin Estrin, an adviser to the *New Jersey College*. Estrin survey clearly established that college newspapers covered almost every subject; no restraints could these 200 papers. But Mr. Editor decided that Estrin with this headline, "Study Finds Many Officials Graduate Newspapers Generate."

These examples of myth-making constitute an inventory that have been, are, and probably will be published about

Perhaps the most curious analysis of the campus by Julius Duscha, director of the Washington Journal, Thomas C. Fischer, former assistant dean of the Center.

The report seemingly is one of great prestige since grant provided by the John and Mary R. Markle Foundation, Association of State Colleges and Universities.

The AASCU is an organization of 300 regional state colleges in 47 states, the District of Columbia, Guam, and a organization has distributed the report to its members locally.

A national advisory committee on the student press was formed with Nathaniel Grath, president of California State College at Sonoma, Fischer in the project. Other members of the committee include the Bowling Green (Ohio) University BG News; H. Emeritus of journalism at New York University and the Association for Education in Journalism (a national organization that do with the campus press in its deliberations); Richard Northern Illinois University; Guy Ryan, assistant managing editor of the *Chicago Evening Tribune* and a past president of Sigma Xi; and the editor of California State University at Sacramento;

...used the 15-member commission, a survey of 72 colleges, interviews, conversations, and visits to campuses by Polltella. A set of guidelines which became the basis of a full-length report published quarterly as a full-length supplement in December 1969. The report is relevant to its campus makes service its ideal purpose. The student press is a free student press. The student press should reasonably be expected to maintain a level of performance and ethics pertinent to its purpose and restrictions. Independence is a cornerstone of true freedom and responsibility of the student press. The student press adviser is to help students to transfer their theoretical ideas to the student press. The student press is free to all who have something worth saying. In 1973, Polltella did not recommend that activity money be cut off from the campus press, but that such allocations be considered legitimate circulation. Although Polltella writes with charm and verve, his guidelines adopted by NCCPA or any other agency. Unfortunately, some of the campus press use distortions of Polltella's report as a basis for their attacks on the student press.

In my myth-makers is the tail-end of an Editor and Publisher article, March 3, 1973. The article reports that the Stanford Daily has gone bankrupt and that its editor was no longer afraid of censorship or fear of the government. Then Editor and Publisher enlarges the myth.

Papers which have reorganized on an independent basis include the Daily Californian at Berkeley, the University of California Daily at Berkeley, the University of Oregon Daily Emerald, and the Flambeau.

Papers where independence is under study include the University of Oregon Daily Emerald, the University of Arkansas.

Papers with a long history of editorial and financial independence include the Cornell Daily Sun, the Daily Dartmouth, the University of Michigan Daily, and the Yale Daily.

Of the 12 college newspapers mentioned in the article can realize independence. Chapter two of this report will detail the spuriousness of the myth.

For Fred M. Hechinger was myth-making in the New York Times that the Stanford Daily "was becoming independent rather than a part of the university structure. It thus joined independently published papers such as The Harvard Crimson, the Cornell Daily Sun, the Daily Californian at Berkeley and several others that are under administrative or faculty supervision." (2)

Hechinger's myth cautions with the hazard of bankruptcy, it is replete with the five advantages for supposed independence:

1. An independent paper must earn the confidence and support of its readers; therefore under constraint to be more professional in its reporting.

2. The campus press makes efficient operations essential to survival, and the student press is a better training ground for news media.

3. The campus press is a protecting shield, student editors are more confident and more liberal.

4. An independent student paper tends to enjoy greater credibility with the public who do not suspect it of being a public relations tool of the university. (3)

5. There is no evidence or examples to verify these statements so they are mere opinions.

Back in time Noel Greenwood, a Los Angeles Times reporter, editor for Quill magazine, built a sweet myth when reporting the Daily Californian at Berkeley. (3) Greenwood played the illusionist, while the headline writer suggested others would follow. The trend-setter, California. Apparently California has not set a better example according to data in chapter two. The myth flew on the Times-Washington Post News Service to its newspaper subscribers.

Reported to the National Observer that a roomful of myth-makers were talking independence for the campus press. He suggests that students can escape embarrassment by merely kicking student independence. Considerable glee is reflected in these

...until they pulled it out." (4)

Student staff members believed the move to what they called Independence was done for positive reasons—not as an administrative cop out.

Creech apparently is maintaining an interesting track record with the campus press. Editor and Publisher reported in its October 13, 1973, issue that Florida Atlantic University at Boca Raton had a tussle between Creech and the Atlantic Sun. Here's what happened:

In their first issue this semester the editors charged that the new president, Dr. Glenwood Creech, who came from the University of Kentucky, was stopping dissemination of sex education materials. The article was illustrated with a rear view picture of two nudes which appeared on the cover of an abortion brochure.

Dr. Creech denied the accuracy of the story and criticized the editors' judgment in printing the picture of nudes. He offered the New York Times and the Miami Herald as examples of better journalism, suggesting the students might emulate them.

In their next issue the students retorted by printing a New York Times photograph of naked youths at the Woodstock Rock Festival in 1971.

"President Creech is wrong," said the Sun editorial. "Today's Times carries a photograph which certainly showed more flesh than the Sun picture. So you do find nude pictures in 'more responsible' publications."

Sorenson listed other "independent" papers as the Flambeau of Florida State, the Alligator of the University of Florida, the Daily Emerald of the University of Oregon, the Daily at Stanford, the Traveler of the University of Arkansas, the Spectator of Columbia University, the Crimson of Harvard University, and the Daily of Michigan University. Sorenson almost escapes the myth-maker label by raising several questions and cautions about the advantages of "independence." Actually only one of his nine papers has a strong claim to real independence.

The Kentucky Kernel issue of December 13, 1972, carried a full-page "house ad" to recruit staff members which proclaimed, "We are proud of our independence." The ad boasts: "A year ago today, the last University-subsidized issue of The Kentucky Kernel rolled off the presses of the UK Division of Printing.

"And a year after that, we remain the only totally independent university-sanctioned newspaper at a state university in the country." (5)

This boast may make the student staff swell with pride; but it is a myth since The Kentucky Kernel is not really independent.

The Florida Alligator was declared peculiarly "independent" under "peculiar" circumstances that caused a march on the home of the president by the Student Senate which opposed the peculiar arrangement. (6)

The Chronicle of Higher Education managed to turn a relatively well-conceived article written by Teresa L. Ebert into a myth by headlining it "More Papers Cutting Ties with Colleges—but with Some Misgivings." (7) Ms. Ebert mentions eight college newspapers; clearly, she indicates that four are not independent and only four might be. None really are. An editor placed a side bar story with the Ebert article. It is based on a survey of the contents of 200 newspapers conducted by Hermin Estrin, an adviser to the New Jersey Collegiate Press Association. The Estrin survey clearly established that college newspapers published articles that covered almost every subject; no restraints could have been in operation for these 200 papers. But Mr. Editor decided that Estrin's data should be interpreted with this headline, "Study Finds Many Officials Growing Weary of Problems Student Newspapers Generate."

These examples of myth-making constitute an indicative sample of articles that have been, are, and probably will be published about the campus press.

Perhaps the most curious analysis of the campus press is a report (8) prepared by Julius Duscha, director of the Washington Journalism Center (9), and by Thomas C. Fischer, former assistant dean of the Georgetown University Law Center.

The report seemingly is one of great prestige since it was produced through a grant provided by the John and Mary R. Markle Foundation to The American Association of State Colleges and Universities.

The AASCU is an organization of 300 regional state colleges and universities located in 47 states, the District of Columbia, Guam, and the Virgin Islands. The organization has distributed the report to its membership and elsewhere quite widely.

A national advisory committee on the student press, chaired by Thomas McGrath, president of California State College at Sonoma, worked with Duscha and Fischer in the project. Other members of the committee were Kathy Frazee, editor of the Bowling Green (Ohio) University BG News; Hillier Kriehbaum, professor emeritus of journalism at New York University and a past president of the Association for Education in Journalism (a national organization having very little to do with the campus press in its deliberations); Richard J. Nelson, president of Northern Illinois University; Guy Ryan, assistant managing editor of the San Diego Evening Tribune and a past president of Sigma Delta Chi; James Bond, president of California State University at Sacramento; and Owen R. Houghton, con-

sultant for special projects for AASCU.

A booklet presenting the report was produced in the spring of 1973. The booklet gets off to a bad start since it simply does not identify the two authors other than giving their names.

Truly the title of the booklet should have been **Some Campus Newspapers and Some Unrelated Notions** instead of **The Campus Press: Freedom and Responsibility**.

Confidence in Duscha's research material is somewhat shaken by a page 6 statement reporting that the men who drafted the First Amendment to the Constitution of the United States were not thinking about campus newspapers, "for so far as is known only one student newspaper existed at the time in Philadelphia." So it is startling to read on page 9 that "the first campus newspaper was established at Dartmouth College in 1839," about 50 years later.

Duscha's principal conclusion is that "an independent student newspaper is obviously the best answer to the problems of the student press." This also was Duscha's principal thesis since he doggedly sang it unencumbered by cases or data.

At no place in the entire report did Duscha present one particle or shred of evidence or example to support or substantiate such a thesis or conclusion.

Fischer attempted to be a courteous co-author with Duscha but he had great difficulty in supporting The Duscha Thesis. Indeed, the legal review and cases he presents in the second half of the booklet contradict Duscha in every way.

In discussions about the total booklet, Fischer took a retrospective look at its contents and prepared the following statement for the 1973 national convention of the National Council of College Publications Advisers in Chicago on November 1 to 3. Fischer said:

With regard to the legal status of the campus press as presented in my half of the recent AASCU publication, **The Campus Press: Freedom and Responsibility**, I want to make a few points absolutely clear. First, I do not advocate any particular form of student press, "independent" or otherwise. Realistically, not every college would want, or could afford, to separate its student press from institutional support and functions. I have attempted to indicate the form and legal status of several types of student publications without "advocating" any of them.

I do advocate, however, that institutions do, and continue to, support and sponsor student publications. This is due to my feeling that these forms of activity—curricularly and extra-curricularly—constitute a valuable experience for the student and provide a generally useful forum for the college. Secondly, I strongly advocate that whatever publication structure is decided upon by an institution and its students—that decision being strictly local option—that the decision be clearly spelled out and not later ignored, twisted or arrogated by either party. Thirdly, I believe that legally the restraint of student publications on the alleged grounds of libel, slander or obscenity are chiefly illusory, since the legal grounds for these accusations are so difficult to meet. The easiest to meet, of course, is obscenity. But the recent University of Missouri case indicates that even these standards are nearly impossible to meet under normal publishing conditions. Lastly, I would like to suggest that the most successful approach to campus press problems—one at least as viable as "independence"—is fair and mature dealing. Because college journals and journalists have been treated as miniatures of the real thing, they have behaved that way. If the matter was approached in a more mature and professional manner by the institution, I believe college journalists would respond in kind.

It thus appears that Fischer has disassociated himself from the conclusions of Duscha's part of the book. Duscha is responsible for the myths created under the auspices of the American Association of State Colleges and Universities.

A reading of the two parts of the booklet clearly depicts total negation of the Duscha Thesis by Fischer's review. And the newspaper examples Duscha calls forth contradict him. And even he contradicts himself.

Contradictions, mis-statements of fact, lack of evidence, and a series of monumental deductive approaches make the book both comical and dangerous. The danger is that college administrators and others might seriously consider following Duscha's advice.

Disaster upon disaster would soon descend on such trusting persons who might be motivated to do something right for their campus press. Be cautious!

Duscha's report disturbs for these reasons:

Duscha states that daily and weekly newspapers should serve a diverse readership, a mass audience rather than an "elite" one (page 7)—whatever that may be. Actually there are fine newspapers serving special audiences; they include religious press, the labor press, the black press, etc. The **Christian Science Monitor**, the **New York Times**, and the **Wall Street Journal** all appear frequently

Czar by establishing printing shops and newspapers in many places. The latest trend is advocacy reporting. (page 9) Actually, some have posed such an approach, but newspapers have generally rejected it. Even Duscha's report that background news became important two centuries late. The **Federalist Papers** and **The Crisis Paper** they attempted to explain complex problems.

In attempt to give an overview of the status of the college press, Duscha tells the AASCU colleges that there is a U.S. Student Press Association used to be, but it has been defunct for several years now. He mentions the Collegiate Press Association which is a small service agency selling advertising instead of being an organization. (page 10)

It is astonishing that anyone discussing the college press would mention these very active agencies:

1. The National Council of College Publications Advisers, a national organization serving the field of student publication.
2. The National Educational Advertising Service, national advertising representative, contracted by a thousand college newspapers.
- There are additional agencies serving college publication advertising field.
3. The Associated Collegiate Press, a service agency, contract provide rating services, a magazine, a national convention, college newspapers, yearbooks, and magazines.
4. The Columbia Scholastic Press Association, another service agency, been contracted by NCCPA to maintain a College Division advertising services and a national convention.
5. The National School Yearbook Association, a third service agency, provided rating services and a magazine.

It may be true that the earliest campus publications depended on advertising and subscriptions. Some were produced outside the purview of the university. Others were not.

Colleges and universities found that economical and stable student activities could be accomplished with a low, universal student fee. If a fee were established, students could have reasonably good publications. If such a fee were not used, many colleges simply could not publish. About 75 per cent of the nation's colleges, big or small, publish. This system of financing student publications most practical way of maintaining publications. (page 10) Many students have failed to establish and maintain this plan just as others have opposed. Never established as a method of controlling the student press, considered as a sensible, practical, and economical way to promote student activities.

Duscha believes colleges set up publication boards primarily to control student press. (page 10) Actually the purpose of a publication board is to help students produce reasonably good publications. If "control" Duscha is correct; if "oversee" means "control," Duscha has a distorted picture of university motivations.

When Duscha attempts an explanation of what is expected of student press he permeates his analysis with repressive viewpoints. He believes that student publications reflect the board members' and administrators' and morality. He thinks presidents expect the campus press to be a crusade. He thinks student journalists are crusade. He reports, have ambivalent attitudes toward the editor's purpose. (pages 11-12) (This probably means student readers read and damn about the paper.) He believes faculty members expect their jobs. He believes the paper is a bulletin board. He believes they want the paper to be a controlled laboratory tool. He thinks they systematically read the paper to evaluate the university. He thinks critics use the paper as raw material for attacks on the university.

It may be true that some people might believe these things, but they can stand merely as rhetoric since he nowhere presents any data to corroborate these rather sarcastic comments. Indeed, it could be written reversing their thrust to propose a much more reasonable attitude wherein each of the groups mentioned actually support a free and uninhibited campus press. This is some such information later on.

Duscha attempts an analogy in which he proposes that the commercial press be much more like the commercial press. He believes that newspapers rely for almost all of their funds on student activity fees or college or university funds. (page 13) No data is cited anywhere to substantiate this. Studies conducted by NCCPA and ACP over the years indicate that most college publications rely on several sources of income and produce considerable revenue for most college newspapers (more than \$100,000 annually.) Actually allocations from student

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Colleges and universities found that economical and stable financing of a host of activities could be accomplished with a low, universal student activity fee. If such a fee were established, students could have reasonably good student publications; if such a fee were not used, many colleges simply could not have publications. About 75 per cent of the nation's colleges, big or small, public or private, found this system of financing student publications most practical, so it is the standard way of maintaining publications. (page 10) Many students have fought as valiantly to establish and maintain this plan just as others have opposed it. The plan was never established as a method of controlling the student press; it is generally considered as a sensible, practical, and economical way to provide student publications.

Duscha believes colleges set up publication boards primarily to oversee the student press. (page 10) Actually the purpose of a publications board should be to help students produce reasonably good publications. If "oversee" means this, Duscha is correct; if "oversee" means "control," Duscha has painted a distorted picture of university motivations.

When Duscha attempts an explanation of what is expected of the campus press, he permeates his analysis with repressive viewpoints. He believes boards of trustees require that student publications reflect the board members' views of society and morality. He thinks presidents expect the campus press to speak well of administrators. He thinks student journalists are crusade oriented. Student readers, he reports, have ambivalent attitudes toward the editor's concept of the paper's purpose. (pages 11-12) (This probably means student readers really don't give a damn about the paper.) He believes faculty members expect the paper to protect their jobs. He believes the paper is a bulletin board. He believes journalism faculty want the paper to be a controlled laboratory tool. He thinks off-campus persons systematically read the paper to evaluate the university. He believes university critics use the paper as raw material for attacks on the university.

It may be true that some people might believe these things. But Duscha's report can stand merely as rhetoric since he nowhere presents any substantiating data to corroborate these rather sarcastic comments. Indeed, a longer discussion could be written reversing their thrust to propose a much more positive, understanding attitude wherein each of the groups mentioned above would enthusiastically support a free and uninhibited campus press. This report will deal with some such information later on.

Duscha attempts an analogy in which he proposes that the campus press should be much more like the commercial press. He believes that campus newspapers rely for almost all of their funds on student activity fees or direct grants from college or university funds. (page 13) No data is cited anywhere in the report to substantiate this. Studies conducted by NCCPA and ACP over many years indicate that most college publications rely on several sources of income. Advertising produces considerable revenue for most college newspapers. (Several gross more

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I do advocate, however, that institutions do, and continue to, support and sponsor student publications. This is due to my feeling that these forms of activity—curricularly and extra-curricularly—constitute a valuable experience for the student and provide a generally useful forum for the college. Secondly, I strongly advocate that whatever publication structure is decided upon by an institution and its students—that decision being strictly local option—that the decision be clearly spelled out and not later ignored, twisted or arrogated by either party. Thirdly, I believe that legally the restraint of student publications on the alleged grounds of libel, slander or obscenity are chiefly illusory, since the legal grounds for these accusations are so difficult to meet. The easiest to meet, of course, is obscenity. But the recent University of Missouri case indicates that even these standards are nearly impossible to meet under normal publishing conditions. Lastly, I would like to suggest that the most successful approach to campus press problems—one at least as viable as "independence"—is fair and mature dealing. Because college journals and journalists have been treated as miniatures of the real thing, they have behaved that way. If the matter was approached in a more mature and professional manner by the institution, I believe college journalists would respond in kind.

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Duscha states that daily and weekly newspapers should serve a diverse readership, a mass audience rather than an "elite" one (page 7)—whatever that may be. Actually there are fine newspapers serving special audiences; they include the religious press, the labor press, the black press, etc. The *Christian Science Monitor*, the *New York Times*, and the *Wall Street Journal* all appear frequently on "best newspaper" lists. Each is deliberately edited to appeal to a special audience—and each does so very well. The *Chronicle of Higher Education* serves an "elite audience."

Only two traditions of the American press seem dominant to Duscha: serving a diverse audience and crusading. (page 7) Really there are others: promoting or destroying political causes, publishing the news, entertaining readers, commenting on the news, and even making money.

He believes newspapers having partisan views are generally restricted to small circulations, as many newspapers in the 19th century were. (page 7) Actually large newspaper circulations depend upon urban concentrations of population more characteristic of the 20th Century.

The impetus for the objective news report came toward the end of the 19th Century as the result of a maturing sense of professional commitment on the part of American journalists. Duscha contends, however, that newspapers watered down their partisanship to gain large audience appeal by publishing nothing that would disturb anyone. (page 7)

The Associated Press will be somewhat dismayed to learn from Duscha that it originally was a politically-motivated news service agency. (page 7) United Press was established to make money—not political heroes. Indeed, one of the heroic stories of American journalism is the rise of cooperative news gathering based on the idealism of the Coopers, the Gallaghers, and the Howards.

The trend toward objective news reporting did not start early in the 20th Century. (page 7) It began with Daniel DeFoe, the father of journalism. But perhaps Duscha has not read "The Journal of the Plague Years." And Lincoln Steffens did not begin crusading in the press. He did not say, "Go West, Young Man" or even "Carthage Must Be Destroyed."

Duscha is worried to discover that newspapers simply reported what was being said on both sides of an issue or controversy, leaving the bewildered reader to make up his own mind. (page 8) Is this bad? Duscha apparently believes so.

Duscha finds trends everywhere. The trend toward a monopoly press began by 930s. (It really began when Benjamin Franklin became a colonial publishing

provided training services and a magazine. It may be true that the earliest campus publications depended on advertising and subscriptions. Some were produced outside the purview of the university. Others were not.

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One of the report's big problems comes from saying such things as "the publisher of a newspaper will influence the publication, whether he be an institution, a college or university official, a student-faculty member, a board or a private individual" on page 13, but on page 64 the report states clearly, however, that the university administration is not legally responsible for the campus newspaper."

Duscha proposes that three basic ways to operate a campus press are: (1) a student activity fee, (2) a student activity fee, and (3) a student activity fee. (pages 13-14) There are many, many ways to operate commercial newspapers and colleges. He reports that the trend in recent years has been to cut back on campus newspapers. He offers no data to substantiate this claim. A careful study conducted during the last two years by NCCPA indicates that such a trend exists. Data will be presented subsequently. Duscha, as a typical adviser simply does not fit the actual situation throughout the nation. He presents no data to validate his report. The NCCPA report will submit data that will present a quite different picture to college publications advisers.

When Duscha attempts to describe his category two of campus press, it lapses into unsubstantiated deduction. His description of the student activity fee is not universally or generally followed. He believes that university financing, and contends it is a vague system causing the decline of campus press. The least vague operation of colleges and universities is the handling of money. Budgeting, expending funds, allocating funds

...tion, The Campus Press: Freedom and
to make a few points absolutely clear. First, I do not
ular form of student press, "independent" or
ly, not every college would want, or could afford, to
ress from institutional support and functions. I have
the form and legal status of several types of student
'advocating' any of them.

ver, that institutions do, and continue to, support and
cations. This is due to my feeling that these forms of
and extra-curricularly—constitute a valuable
udent and provide a generally useful forum for the
rongly advocate that whatever publication structure
an institution and its students—that decision being
that the decision be clearly spelled out and not later
arrogated by either party. Thirdly, I believe that
student publications on the alleged grounds of libel,
are chiefly illusory, since the legal grounds for these
fficult to meet. The easiest to meet, of course, is
ent University of Missouri case indicates that even
early impossible to meet under normal publishing
would like to suggest that the most successful
press problems—one at least as viable as "in-
and mature dealing. Because college journals and
treated as miniatures of the real thing, they have
the matter was approached in a more mature and
y the institution, I believe college journalists would

r has disassociated himself from the conclusions of
Duscha is responsible for the myths created under the
ociation of State Colleges and Universities.

of the booklet clearly depicts total negation of the
review. And the newspaper examples Duscha calls
ven he contradicts himself.

ents of fact, lack of evidence, and a series of monu-
s make the book both comical and dangerous. The
strators and others might seriously consider follow-

ould soon descend on such trusting persons who might
right for their campus press. Be cautious!
for these reasons:

and weekly newspapers should serve a diverse reader-
than an "elite" one (page 7)—whatever that may
newspapers serving special audiences; they include
press, the black press, etc. The Christian Science
s, and the Wall Street Journal all appear frequently
ach is deliberately edited to appeal to a special audi-
well. The Chronicle of Higher Education serves an

American press seem dominant to Duscha: serving a
ding. (page 7) Really there are others: promoting or
publishing the news, entertaining readers, comment-
making money.

aving partisan views are generally restricted to small
papers in the 19th century were. (page 7) Actually
ns depend upon urban concentrations of population
20th Century.

ive news report came toward the end of the 19th Cen-
ring sense of professional commitment on the part of
na contends, however, that newspapers watered down
rge audience appeal by publishing nothing that would

be somewhat dismayed to learn from Duscha that it
motivated news service agency. (page 7) United Press
ney—not political heroes. Indeed, one of the heroic sto-
n is the rise of cooperative news gathering based on
the Gallaghers, and the Howards.

news reporting did not start early in the 20th Centu-
aniel DeFoe, the father of journalism. But perhaps
ournal of the Plague Years." And Lincoln Steffens did
ress. He did not say, "Go West, Young Man" or even
ed."

ver that newspapers simply reported what was being
e or controversy, leaving the bewildered reader to
e 8) Is this bad? Duscha apparently believes so.

he trend toward a monopoly press began by
amin Franklin became a colonial publishing

provided rating services and a magazine.

It may be true that the earliest campus publications depended upon advertising and subscriptions. Some were produced outside the purview of the university; others were not.

Colleges and universities found that economical and stable financing of a host of activities could be accomplished with a low, universal student activity fee. If such a fee were established, students could have reasonably good student publications; if such a fee were not used, many colleges simply could not have publications. About 75 per cent of the nation's colleges, big or small, public or private, found this system of financing student publications most practical, so it is the standard way of maintaining publications. (page 10) Many students have fought as valiantly to establish and maintain this plan just as others have opposed it. The plan was never established as a method of controlling the student press; it is generally considered as a sensible, practical, and economical way to provide student publications.

Duscha believes colleges set up publication boards primarily to oversee the student press. (page 10) Actually the purpose of a publications board should be to help students produce reasonably good publications. If "oversee" means this, Duscha is correct; if "oversee" means "control," Duscha has painted a distorted picture of university motivations.

When Duscha attempts an explanation of what is expected of the campus press, he permeates his analysis with repressive viewpoints. He believes boards of trustees require that student publications reflect the board members' views of society and morality. He thinks presidents expect the campus press to speak well of administrators. He thinks student journalists are crusade oriented. Student readers, he reports, have ambivalent attitudes toward the editor's concept of the paper's purpose. (pages 11-12) (This probably means student readers really don't give a damn about the paper.) He believes faculty members expect the paper to protect their jobs. He believes the paper is a bulletin board. He believes journalism faculty want the paper to be a controlled laboratory tool. He thinks off-campus persons systematically read the paper to evaluate the university. He believes university critics use the paper as raw material for attacks on the university.

It may be true that some people might believe these things. But Duscha's report can stand merely as rhetoric since he nowhere presents any substantiating data to corroborate these rather sarcastic comments. Indeed, a longer discussion could be written reversing their thrust to propose a much more positive, understanding attitude wherein each of the groups mentioned above would enthusiastically support a free and uninhibited campus press. This report will deal with some such information later on.

Duscha attempts an analogy in which he proposes that the campus press should be much more like the commercial press. He believes that campus newspapers rely for almost all of their funds on student activity fees or direct grants from college or university funds. (page 13) No data is cited anywhere in the report to substantiate this. Studies conducted by NCCPA and ACP over many years indicate that most college publications rely on several sources of income. Advertising produces considerable revenue for most college newspapers. (Several gross more than \$100,000 annually.) Actually allocations from student activity fees, which are the equivalent of the commercial newspaper's subscriptions, constitute only a part of most campus newspaper income. Several campus newspapers have considerable income from job printing as do commercial newspapers. Duscha believes campus newspapers do not compete in the market place. He acts as if commercial newspapers do, but fails to point out that the number of cities in the United States with competing commercial newspapers has dwindled to only a small number.

One of the report's big problems comes from saying such things as "Whoever is the publisher of a newspaper will influence the publication, whether the publisher be an institution, a college or university official, a student-faculty publications board or a private individual" on page 13, but on page 64 the report says, "It is clear, however, that the university administration is not legally the publisher of the campus newspaper."

Duscha proposes that three basic ways to operate a campus newspaper exist, and almost immediately lists three additional ways. (pages 13-14) Actually there are many, many ways to operate commercial newspapers and campus newspapers. He reports that the trend in recent years has been to cut close ties between colleges and newspapers. He offers no data to substantiate this. A thorough and careful study conducted during the last two years by NCCPA indicates that no such trend exists. Data will be presented subsequently. Duscha's description of the typical adviser simply does not fit the actual situation found in colleges throughout the nation. He presents no data to validate his description. This NCCPA report will submit data that will present a quite different picture of college publications advisers.

When Duscha attempts to describe his category two of the campus press, he lapses into unsubstantiated deduction. His description of the work of the publication board is not universally or generally followed. He believes boards follow university financing, and contends it is a vague system causing most problems of the campus press. The least vague operation of colleges and universities pertains to handling money. Budgeting, expending funds, allocating funds is done carefully

and in a business-like fashion. No vagueness is involved. Colleges and universities have not been able for some time to assure publications enough money to make up the difference between publishing costs and advertising revenue. (page 15) There is nothing easy about financing student publications. Duscha conveniently advances his thesis by calling student activity fee allocations as lump sum grants instead of as subscriptions. He even manages to designate "bulk subscriptions" as being different and better than student fee allocations. At no point does he present any data substantiating his views nor indicating that student editors live in an atmosphere of control, domination, intimidation, or tyranny when his paper receives an allocation from student fees. He has no data to support his view that the combination of a student publications board-student fee allocation is a hypocritical claim of a free press when really that press is controlled.

He glibly reports on page 16 that "as long as the newspaper is financed in part by university funds or student activity fees which must be paid by all the students, and are collected by the college or university, the institution is responsible for what is in the newspaper, regardless of disclaimers to the contrary. But his colleague Fischer presents clear and complete data indicating that there is no legal basis for such a contention. (pages 60-109)

Duscha becomes eloquent in saying "a newspaper can be truly free only when it is supported voluntarily by readers and advertisers. It cannot have genuine freedom if it is subsidized either directly from university funds or indirectly through student activity funds, he says. A subsidized student press is by no means the same as a truly free, unsubsidized press; with subsidies, come strings and controls, he warns. (page 16) But his eloquence is only warning. None of these dire problems come automatically and few exist in most colleges. Duscha has no data to validate his eloquence; data to be presented by the NCCPA study is sufficient to form an informed judgment.

If Duscha's category of indirect subsidy is followed logically, very few commercial papers could claim independence since they do enjoy low, second-class matter mail rates and forced legal advertising income.

Duscha asks that the campus press immediately becomes totally and genuinely independent. He apparently believes that if no university money is involved that the paper becomes independent; considerable evidence exists that this is not automatically true. He believes that incorporation in some way indicates independence; this is untrue. He believes selling subscriptions generates valuable income, but fails to point out that 90 per cent or more of subscription income may be needed to sell, fulfill, service, account for, and maintain the subscriptions. And he finally believes and seriously proposes that the campus press be licensed by the university, a system in vogue in England and the colonies prior to the American revolution.

Public Occurrences, the first newspaper attempted in the colonies, did not have a license and was throttled when its first issue appeared. The Boston Newsletter, the second attempt, was licensed and published by authority. It was a dull and flabby offering. (page 18) The Stamp Act was a licensing plan that led rather directly to the American Revolution, which in turn led to the freedom of the press guarantee which in turn means no licensing of newspapers. More will be said about this licensing proposal later.

In outlining an ideal campus newspaper Duscha does not explain any reasons for his suggestions. After reading pages 18 and 19, the reader could well ask:

Why should the student newspaper reflect the diverse views of students, faculty members, and administrators? Why should the points of view of administrators and students alike be reported? Why should the paper be expected to reflect in depth what is happening on and off campus when it concerns students? How do editors really know when they are fair and honest? How can reporting be responsible? How can professional guidelines make reporters responsible? Why should the paper take editorial stands on campus, community, national, and world issues? Why shouldn't the news columns reflect opinions of the newspaper? What happens if the newspaper refuses to follow any of these ideas? What if the student staff thinks they are foolish pap? Why should student newspapers be asked to do such things when no such pressure or requirement is expected of the commercial press? Obviously, if the campus press is genuinely and totally independent the university has absolutely no business of mentioning any of these matters to the staff. Duscha is out-of-order even bringing up such subjects if he really believes the campus press should be independent. If on the other hand, the university is willing to help students learn about journalism, perhaps some discussion would be appropriate. But any system allowing for such discussion would clearly destroy anything called total independence. It is interesting to note that any college newspaper currently being published in the United States could do everything Duscha suggests a good community paper should do with little difficulty or restraint. And almost all of them can also serve as a journal of wild, undisciplined, unpopular,

anti-establishment opinions with little fear of censure by students, administrators, boards, or patrons if they know how to do it! For a brief period an unlicensed and so-called underground press (which didn't know how to do it) was wor-

house organ not involving students.

A serious doubt about the genuineness of the independent campus press must arise. Not censoring the campus press, but it urges the college to threaten a recalcitrant staff with ad cancellation or discontinuance of student fee allocations. An independent press council, a highly controversial agency, is established "to help make certain that the student press meets the highest possible journalistic standards and is doing its job in interpreting campus news." (page 38) Even if the council is established it intends to be a friendly, low-key, non-threatening agency. It cannot, nor does it intend to, do anything.

Thomas Fischer utilized the second half of his book to discuss various aspects of the campus press. His work could have been a handy listing of some of the legal cases. His task was somewhat confusing to him since the book covers virtually every contention that Duscha has against his "independent" campus press. By law even if Duscha has a "independent" press now before the courts, a publication currently being published in the United States doesn't make this clear the fourteenth one.

Here are a series of statements made by Fischer which followed by Duscha is invalid:

No substantial legal distinction between the press-at-large has been discovered in recent years. (Cases cited bear this out.)

A public institution will not be protected in the courts, although it insists that they are house organs. Evidence reveals that these publications have not been operated or managed according to the models discussed.

At this writing it is fairly well established that the "publisher" of the student publication is not free to censor or unduly influence the contents of those publications. (page 63)

It does mean, however, that a university can license a campus newspaper or other publication which is a student expression. (page 63)

It is clear, however, that the university administration is not the "publisher" of the campus newspaper. (page 64)

"...The Internal Revenue Service stated its opinion on political and legislative matters... The feature of legitimate student newspapers... The fact that they jeopardize their tax exempt status by endorsing political issues is not a justification for censorship. (page 68)

It might be noted here that censorship in any form is unconstitutional. (page 68)

It should be perfectly clear from the foregoing that any institution which sponsors student publications (not "house organs" and not unsponsored student publications which are not "house organs") must be "even-handed" in their treatment of all student publications, and keep "hands off" with respect to censorship (rare almost to the point of non-existence) and supervision of the institution. (page 70)

The type of support and supervision supplied to a student publication so long as it is not applied in a discriminatory way is constitutional. (pages 70-71)

As to the case law concerning a university's right to censor a student publication—as distinguished from the right to censor a newspaper—indeed. No cases have been found. (page 70)

But, Fischer still urges that the paper contain no obscenity. (page 80)

He has not found a single instance in which a university has been held liable or criminally in the highest state or federal courts.

This evaluation of the Duscha-AASCU book is based on such studies as these:

John Behrens of Utica College of Syracuse has done a study of the student press for the National Commission on the Status of the Student. "Duscha's publication, 'The Campus Press' is a lightweight report hurried into print to provide a false picture. He says. "The NCCPA has the only known student press court briefs on virtually every court case in the country. Three studies have been done with ample fund-

ke fashion. No vagueness is involved. Colleges and universities for some time to assure publications enough money to make up between publishing costs and advertising revenue. (page 15) There is no out financing student publications. Duscha conveniently avoids calling student activity fee allocations as lump sum grants in part. He even manages to designate "bulk subscriptions" as "better than student fee allocations. At no point does he present anything his views nor indicating that student editors live in an atmosphere of domination, intimidation, or tyranny when his paper receives money from student fees. He has no data to support his view that the student publications board-student fee allocation is a hypocritical arrangement for the press when really that press is controlled.

On page 16 that "as long as the newspaper is financed in part by student activity fees which must be paid by all the students, by the college or university, the institution is responsible for the newspaper, regardless of disclaimers to the contrary. But his conclusions are clear and complete data indicating that there is no legal contention. (pages 60-109)

Duscha is eloquent in saying "a newspaper can be truly free only when it is not controlled by readers and advertisers. It cannot have genuine freedom of expression either directly from university funds or indirectly through university funds, he says. A subsidized student press is by no means the free, unsubsidized press; with subsidies, come strings and conditions. (page 16) But his eloquence is only warning. None of these direct subsidies automatically and few exist in most colleges. Duscha has no data to support his contention; data to be presented by the NCCPA study is sufficient to support his judgment.

The category of indirect subsidy is followed logically, very few commercial publications claim independence since they do enjoy low, second-class market rates and forced legal advertising income.

At the campus press immediately becomes totally and genuinely independent apparently believes that if no university money is involved that the press is independent; considerable evidence exists that this is not true. He believes that incorporation in some way indicates independence. He believes selling subscriptions generates valuable income. He points out that 90 per cent or more of subscription income may be used to fill, service, account for, and maintain the subscriptions. And he seriously proposes that the campus press be licensed by the government in vogue in England and the colonies prior to the American

independence, the first newspaper attempted in the colonies, did not have to be censored or throttled when its first issue appeared. The Boston Newsletter, the first newspaper, was licensed and published by authority. It was a dull and boring paper. (page 18) The Stamp Act was a licensing plan that led rather directly to the American Revolution, which in turn led to the freedom of the press. The freedom of the press in turn means no licensing of newspapers. More will be said about this proposal later.

The ideal campus newspaper Duscha does not explain any reasons for. After reading pages 18 and 19, the reader could well ask:

Why should student newspapers reflect the diverse views of students, faculty and administrators? Why should the points of view of administrators be reported? Why should the paper be expected to reflect in its reporting on and off campus when it concerns students? How do editors know when they are fair and honest? How can reporting be responsible? How can professional guidelines make reporters responsible? Why should editorial stands on campus, community, national, and world issues be reported? Why shouldn't the news columns reflect opinions of the newspaper? What if the newspaper refuses to follow any of these ideas? What if the student newspaper is a foolish paper? Why should student newspapers be asked to do anything if no such pressure or requirement is expected of the commercial press? If the campus press is genuinely and totally independent the press should be absolutely no business of mentioning any of these matters to the press, let alone out-of-order even bringing up such subjects if he really believes that the press should be independent. If on the other hand, the university is not independent, students learn about journalism, perhaps some discussion would be necessary in any system allowing for such discussion would clearly destroy the concept of total independence. It is interesting to note that any college newspaper being published in the United States could do everything Duscha says a community paper should do with little difficulty or restraint. And a newspaper can also serve as a journal of wild, undisciplined, unpopular, and irresponsible opinions with little fear of censure by students, administrators, or faculty if they know how to do it! For a brief period an un-

house organ not involving students.

A serious doubt about the genuineness of the report's commitment to a free and independent campus press must arise. Not only does the report recommend licensing the campus press, but it urges the college to become a major advertiser to threaten a recalcitrant staff with ad cancellations. The report urges immediate discontinuance of student fee allocations. And it is willing to create a campus press council, a highly controversial agency in professional journalism, as an agency "to help make certain that the student newspaper is adhering to the highest possible journalistic standards and is doing a responsible job of reporting and interpreting campus news." (page 38) Even the national press council recently established intends to be a friendly, low-key, advisory body to some elements of the commercial press. It cannot, nor does it intend to try, to make certain that the press does anything.

Thomas Fischer utilized the second half of the booklet to review laws touching on aspects of the campus press. His work could be helpful since he has accumulated a handy listing of some of the legal cases involving student publications. His task was somewhat confusing to him since the weight of his part of the booklet negates virtually every contention that Duscha presents to extol the desirability of his "independent" campus press. By law every advantage and right proposed by Duscha for an "independent" press now belong to each and every campus student publication currently being published in the United States. If the first amendment doesn't make this clear the fourteenth one does.

Here are a series of statements made by Fischer that indicate the thesis followed by Duscha is invalid:

No substantial legal distinction between the status of the campus press and that of the press-at-large has been discovered in researching this issue. (pages 55-56) (Cases cited bear this out.)

A public institution will not be protected in the censorship of its student publications, although it insists that they are house organs or teaching vehicles, if the evidence reveals that these publications have not been restricted to these functions or managed according to the models discussed... (pages 61-62)

At this writing it is fairly well established that a college or university is not legally the "publisher" of the student publications which it sponsors, and may not censor or unduly influence the contents of those publications, directly or indirectly. (page 63)

It does mean, however, that a university cannot assume censorship power over a campus newspaper or other publication which is ostensibly a free medium of student expression. (page 63)

It is clear, however, that the university administration is not legally the "publisher" of the campus newspaper. (page 64)

"...The Internal Revenue Service stated that "(the) expression of editorial opinion on political and legislative matters...would...appear to be an accepted feature of legitimate student newspapers." Thus student newspapers would not jeopardize their tax exempt status by endorsing political candidates. (page 65)

It might be noted here that censorship in any form is equally reprehensible to the courts. (page 68)

It should be perfectly clear from the foregoing that educational institutions which sponsor student publications (not "house organs" or "laboratory models," and not unsponsored student publications which are independent of the institutions), must be "even-handed" in their treatment of these publications and their personnel, and keep "hands off" with respect to censorship, direct or indirect, at least insofar as that censorship is not necessary to avoid legal libel and obscenity (rare almost to the point of non-existence) and (or) material....substantial description of the institution. (page 70)

The type of support and supervision supplied by the university is unimportant, so long as it is not applied in a discriminatory fashion or used as a censorship device. (pages 70-71)

As to the case law concerning a university's liability for defamation contained in a student article—as distinguished from the student's liability therefor—it is sparse indeed. No cases have been found. (page 79)

But, Fischer still urges that the paper contain a disclaimer of the university's liability. (page 80)

He has not found a single instance in which a campus newspaper was sued civilly or criminally in the highest state or federal courts. (page 109)

This evaluation of the Duscha-AASCU booklet can be amplified by statements such as these:

John Behrens of Utica College of Sycamore University maintains extensive archives of the student press for the National Council of College Publication Advisers. "Duscha's publication, 'The Campus Press,' is one of a growing number of lightweight reports hurried into print to provide so-called significant findings," he says. "The NCCPA has the only known student press archives with complete court briefs on virtually every court case involving the student press and yet

Duscha's category of indirect subsidy is toward regulation, but...
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Duscha asks that the campus press immediately becomes totally and genuinely independent. He apparently believes that if no university money is involved that the paper becomes independent; considerable evidence exists that this is not automatically true. He believes that incorporation in some way indicates independence; this is untrue. He believes selling subscriptions generates valuable income, but fails to point out that 90 per cent or more of subscription income may be needed to sell, fulfill, service, account for, and maintain the subscriptions. And he finally believes and seriously proposes that the campus press be licensed by the university, a system in vogue in England and the colonies prior to the American revolution.

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Duscha is convinced that a strong trend toward campus independence is occurring and abounding to a flood for the 1970s. (page 21) He presents no evidence of this but only bases his view on hopes and contentions. He does attempt some case studies. These include the University of California at Berkeley, the **Stanford Daily**, the **Daily Emerald** of the University of Oregon, the University of Florida **Alligator**, the **Columbia Daily Spectator**, and the University of Maryland's **Diamondback**. He drops the names of Purdue University, Illinois University, Kentucky University, Florida State University, Arkansas University, Michigan University, Harvard University, and Yale University as places where additional case studies could be made. Duscha's findings and philosophies are based on information from six universities, none of which are typical of colleges and universities generally. Perhaps his thesis would have been strengthened if his report could carry data from the other eight universities he mentions. This is only a perhaps. The report promulgated by Duscha and the AASCU actually has little merit. It does not report or interpret accurately the situations in its six cases. It does not reflect even remotely the actual status of the campus press in the United States. Chapter two of this report goes into great detail to examine the myths of independence to which Duscha has hitched the AASCU.

Duscha is willing to skip over the severe need to have widely distributed communications media on campuses, he is willing to forget that advertising sales and rates are both based on stable circulation and readership. (page 37) He is willing to speculate that totally independent college papers make for more responsible journalism than do papers related to the university. He even wants advertisers to pressure financially-weak independent papers to impose inhibitions on their content to agree with the advertiser. He calls this maturity; others have called it extortion. (page 38) He is willing to use student activity money to produce a

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At this writing it is fairly well established that a faculty the "publisher" of the student publications will censor or unduly influence the contents of those publications. (page 63)

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It is clear, however, that the university administration is the "publisher" of the campus newspaper. (page 64)

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It should be perfectly clear from the foregoing that any institution which sponsors student publications (not "house organs" and not unsponsored student publications which are "house organs") must be "even-handed" in their treatment of all personnel, and keep "hands off" with respect to censorship, at least insofar as that censorship is not necessary to protect the institution (rare almost to the point of non-existence) and the description of the institution. (page 70)

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He has not found a single instance in which a campus newspaper was libelous or criminally liable in the highest state or federal courts.

This evaluation of the Duscha-AASCU booklet could be summarized as such as these:

John Behrens of Utica College of Sycamore University is the student press for the National Council of Independent Colleges. "Duscha's publication, 'The Campus Press,' is a lightweight report hurried into print to provide a false picture," he says. "The NCCF has the only known student court briefs on virtually every court case involving student publications. Three studies have been done with ample funding available and worse yet, none of the three have touched on findings sufficiently valid in my opinion," Behrens says.

Melvin Mencher, a Columbia University journalist, says the Duscha-AASCU report in these excerpts from a recent issue of the **College Press Review**. (10)

The courts over the past half-dozen years have favored student freedom. Today, it is clear that the university is legally the publisher of the campus newspaper. If censored, student editors cannot be sued for libel. If libelous writings and the courts' rulings of libel on the commercial press apply to the college press, the courts' rulings of libel on the commercial press apply to the college press.

In short, a college president or regent who sponsors a college newspaper published on a state-subsidized campus has over the **Washington Post**.

This could have been seen as an opportunity for the university. Since the university, seemingly must be in control, the reasonable expectation would be a mutually enriching relationship that would be mutually enriching and an essential adversary relationship between the university and the student press.

Instead, some universities are reacting to the situation by divorce. They want to divest themselves of the student press.

The device they have discovered is financial independence. In this arrangement, the newspaper is no longer a student activity fee. Newspaper offices are on campus, the newspaper pays for everything.

A handful of newspapers have operated this way. Most of them in the Ivy League and on large campuses. They are financially independent for many years, and within the past few years, usually after several administrations.

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forced legal advertising income.
the campus press immediately becomes totally and genuinely
parently believes that if no university money is involved that
independent; considerable evidence exists that this is not au-
le believes that incorporation in some way indicates indepen-
ue. He believes selling subscriptions generates valuable in-
point out that 90 per cent or more of subscription income may be
ll, service, account for, and maintain the subscriptions. And he
d seriously proposes that the campus press be licensed by the
m in vogue in England and the colonies prior to the American

ces, the first newspaper attempted in the colonies, did not have
brotted when its first issue appeared. The Boston Newsletter,
was licensed and published by authority. It was a dull and
age 18) The Stamp Act was a licensing plan that led rather di-
ican Revolution, which in turn led to the freedom of the press
n turn means no licensing of newspapers. More will be said
g proposal later.

deal campus newspaper Duscha does not explain any reasons
After reading pages 18 and 19, the reader could well ask:
student newspaper reflect the diverse views of students, faculty
ministrators? Why should the points of view of administrators
be reported? Why should the paper be expected to reflect in-
pening on and off campus when it concerns students? How do ed-
when they are fair and honest? How can reporting be responsi-
fessional guidelines make reporters responsible? Why should
itorial stands on campus, community, national, and world is-
n't the news columns reflect opinions of the newspaper? What
spaper refuses to follow any of these ideas? What if the student
re foolish pap? Why should student newspapers be asked to do
no such pressure or requirement is expected of the commercial
If the campus press is genuinely and totally independent the
olutely no business of mentioning any of these matters to the
st-of-order even bringing up such subjects if he really believes
should be independent. If on the other hand, the university is
vents learn about journalism, perhaps some discussion would be
any system allowing for such discussion would clearly destroy
al independence. It is interesting to note that any college news-
ing published in the United States could do everything Duscha
community paper should do with little difficulty or restraint. And
can also serve as a journal of wild, undisciplined, unpopular,
ment opinions with little fear of censure by students, adminis-
patrons if they know how to do it! For a brief period an un-
ed underground press (which didn't know how to do it) was wor-
d seemingly has passed and is now filed beside other dead pub-
uch as the humor magazine. Deaths of such fads occur because
, not because of administrative action which probably builds
nyhow.

ced that a strong trend toward campus independence is occur-
to a flood for the 1970s. (page 21) He presents no evidence of
his view on hopes and contentions. He does attempt some case
ude the University of California at Berkeley, the Stanford Dai-
ald of the University of Oregon, the University of Florida Alli-
a Daily Spectator, and the University of Maryland's Diamond-
e names of Purdue University, Illinois University, Kentucky
a State University, Arkansas University, Michigan University,
y, and Yale University as places where additional case studies
scha's findings and philosophies are based on information from
one of which are typical of colleges and universities generally.
would have been strengthened if his report could carry data
nt universities he mentions. This is only a perhaps. The report
uscha and the AASCU actually has little merit. It does not re-
ccurately the situations in its six cases. It does not reflect even
al status of the campus press in the United States. Chapter two
s into great detail to examine the myths of independence to
atched the AASCU.

g to skip over the severe need to have widely distributed com-
a on campuses, he is willing to forget that advertising sales and
ed on stable circulation and readership. (page 37) He is willing
totally independent college papers make for more responsible
papers related to the university. He even wants advertisers to
y-weak independent papers to impose inhibitions on their con-
t-rtiser. He calls this maturity; others have called it
-3 ERIC willing to use student activity money to produce a

A public institution will not be protected in the censorship of its student publica-
tions, although it insists that they are house organs or teaching vehicles. If the evi-
dence reveals that these publications have not been restricted to these functions
or managed according to the models discussed... (pages 61-62)

At this writing it is fairly well established that a college or university is not le-
gally the "publisher" of the student publications which it sponsors, and may not
censor or unduly influence the contents of those publications, directly or indirect-
ly. (page 63)

It does mean, however, that a university cannot assume censorship power over
a campus newspaper or other publication which is ostensibly a free medium of
student expression. (page 63)

It is clear, however, that the university administration is not legally the "pub-
lisher" of the campus newspaper. (page 64)

"...The Internal Revenue Service stated that "(the) expression of editorial
opinion on political and legislative matters...would...appear to be an accepted
feature of legitimate student newspapers." Thus student newspapers would not
jeopardize their tax exempt status by endorsing political candidates. (page 65)

It might be noted here that censorship in any form is equally reprehensible to
the courts. (page 68)

It should be perfectly clear from the foregoing that educational institutions
which sponsor student publications (not "house organs" or "laboratory models,"
and not unsponsored student publications which are independent of the institu-
tions), must be "even-handed" in their treatment of these publications and their
personnel, and keep "hands off" with respect to censorship, direct or indirect, at
least insofar as that censorship is not necessary to avoid legal libel and obscenity
(rare almost to the point of non-existence) and (or) material....substantial de-
scription of the institution. (page 70)

The type of support and supervision supplied by the university is unimportant,
so long as it is not applied in a discriminatory fashion or used as a censorship de-
vice. (pages 70-71)

As to the case law concerning a university's liability for defamation contained
in a student article—as distinguished from the student's liability therefor—it is
sparse indeed. No cases have been found. (page 79)

But, Fischer still urges that the paper contain a disclaimer of the university's li-
ability. (page 80)

He has not found a single instance in which a campus newspaper was sued civil-
ly or criminally in the highest state or federal courts. (page 109)

This evaluation of the Duscha-AASCU booklet can be amplified by statements
such as these:

John Behrens of Utica College of Sycamore University maintains extensive ar-
chives of the student press for the National Council of College Publication Advis-
ers. "Duscha's publication, 'The Campus Press,' is one of a growing number of
lightweight reports hurried into print to provide so-called significant findings,"
he says. "The NCCPA has the only known student press archives with complete
court briefs on virtually every court case involving the student press and yet
three studies have been done with ample funding and not one has used our materi-
al and worse yet, none of the three have touched enough material to make the
findings sufficiently valid in my opinion," Behrens says.

Melvin Mencher, a Columbia University journalism professor, evaluated the
Duscha-AASCU report in these excerpts from a review published in the autumn
issue of the College Press Review. (10)

The courts over the past half-dozen years have consistently ruled in
favor of student freedom. Today, it is clear that: The university is not
legally the publisher of the campus newspaper, the newspaper cannot be
censored, student editors cannot be summarily dismissed for their
writings and the courts' rulings of libel and obscenity for the general,
commercial press apply to the college press also.

In short, a college president or regent has no more power over the
college newspaper published on a state-supported campus than President
Nixon has over the Washington Post.

This could have been seen as an opportunity to strike a new beginning.
Since the university seemingly must be host to an organism it cannot
control, the reasonable expectation would be for a search to seek a new
relationship that would be mutually enriching while still recognizing the
essential adversary relationship between press and power.

Instead, some universities are reacting to the new freedom by seeking a
divorce. They want to divest themselves of their campus newspapers.

The device they have discovered is financial independence. Under this
arrangement, the newspaper is no longer financed through subsidy or
student activity fee. Newspaper offices are off-campus. When they are on-
campus, the newspaper pays for everything: rent, utilities, maintenance.

A handful of newspapers have operated under financial independence,
most of them in the Ivy League and on large campuses. Several have been
financially independent for many years, and a few have taken this step
within the past few years, usually after friction with campus ad-
ministrations.

Although the recent move toward this type of "independence" has been the consequence of conflict, the language of those advocating "independence" has been couched in Jeffersonian terms intended to obfuscate what is essentially a pragmatic step for the college.

Actually, "independence" is an impossibility for the great bulk of campus newspapers. There is simply not enough local advertising to sustain a quality publication in 90 per cent of the college communities.

The sale of subscriptions would add little to income, if not cut advertising revenue since the newspaper could deliver only half to a third the readers it did with free circulation, or circulation paid for by the student activity fee.

Even in large communities, newspapers will find it tough going, as the *Daily Californian* at the University of California at Berkeley learned after it became independent under pressure from the regents.

The *Californian* discovered it had to run great gobs of advertising to stay in business. "Independence" may give some newspapers the privilege of becoming advertising throwaways.

Against this background, a study of the campus press sponsored by the American Association of State Colleges and Universities might have been expected to strike new ground, to take that step that could lead to an exciting new relationship between university and newspaper.

Here were a prestigious national educational organization, generous financing from the John and Mary R. Markle Foundation, and talented investigators. Unfortunately, the result of this—*The Campus Press*—sets off on no new voyages of discovery.

Instead, it restates much of what has been said about the campus press. And its proposal for the basic journalist-institution relationship is the "independent" newspaper, a suggestion made in more guarded form some years ago in a study sponsored by the American Council on Education.

This new study consists of two sections, "The Campus Press" by Julius Duscha, and "The Law and the Campus Press" by Thomas C. Fischer.

Yet Duscha would throw the campus press to the whims and pressures of the marketplace. His prescription for "independence" means reliance on the advertiser, that fellow who wants to appeal to the mass market.

Few student editors conceive of their newspapers as being designed for the "mass audience." They do distinguish between the commercial press and the college press, a distinction *The Campus Press* fails to make, in part because of scant research, in part because to do so would invalidate the thesis of the study.

Student journalists consistently describe their kind of journalism as the "journalism of conscience." This is closer to the journalism Duscha obviously admires than the journalism he advocates for the campus press.

Duscha gives us no information about the influence of advertisers on the campus press, information available through interviewing, polling, or simply reading the literature on the campus press.

Few respectable critics of the press—collegiate or commercial—would use "dollars and cents" as a criterion for assessing a newspaper's quality.

Duscha certainly would not. Sober men, good and true, often lose their perspective when the campus press is discussed.

This dollars and cents approach leads Duscha to suggest that the campus newspaper be sold rather than distributed freely, because although paid circulation will mean "a considerably smaller circulation, ... facing the test of the marketplace every day the student editors will usually be forced to turn out a far better paper than their product relies solely on advertising and is given away daily."

There is no proof that paid-circulation campus newspapers are any "better" than those distributed free to all on the campus. Circulation usually falls off when a newspaper goes from free to paid, as Duscha says.

But interviews with editors would have shown that many oppose reaching only the third to half the students on the campus that the paid-circulation newspaper goes to. This newspaper is hardly an effective force on the campus, they claim.

The Campus Press uses the word "independent" in a dollars and cents meaning. The independent newspaper is the one that is on its own financially. The most commonly accepted definition of independence in describing newspapers refers to its news and editorial policy.

There are many subsidized campus newspapers that are truly independent in their news and commentary, and there are many "in-

dependent" commercial newspapers whose heart, circumscribed by partisan and (or) financial interests, obviously knows.

Since the evidence shows that few campus newspapers have a free play of the marketplace—which Duscha recognizes as a half-way state between financial independence and the purpose of this drive to "independence"?

The ostensible reason, the one given in the study, is that it removes the institution from responsibility for the student newspaper. The college can always point out that the publication is on its own.

But it can do that already by pointing to various precedents. It can state that the university is not legally the publisher, but the sponsor, of campus newspapers. Moreover, Duscha recognizes that the "license" these "independent" newspapers, a technique designed to quiet rancorous legislators and regents.

The actual reason for the movement toward independence is the examination of the case studies Duscha presents, in which "independence" merely is a device to rid the campus press of its dependent, critical voice.

The second section of *The Campus Press* is the result of an extensive examination of court cases that demonstrate conclusively, again, that the campus press is not free of the restraints that too many advisers, administrators, members of governing bodies, and others would impose through ignorance or design.

The *Campus Press* serves no useful purpose because it has not been said, frequently. Worse, it misses an opportunity to go beyond the present.

Perhaps it is time to recognize that the campus press is part of the commercial press, that it is part of an educational institution that its very differences should be cherished and cultivated. The commercial press profits from the explorations and experiments of the campus press.

There are many questions that must be explored. If the campus press is tossed into the marketplace, to drift aimlessly and reduce its readers to the same malaise that afflicts the commercial press.

Some of these questions that *The Campus Press* asks are:

What is the nature of subsidy in the educational institution? If sociology instructors, if students and the educational institution are subsidized, why not the campus newspaper?

Does subsidy compromise freedom?

Is advertising pressure less pernicious than university activity fee funding?

Should the student press be encouraged to remain independent? Thus, Mencher has declaimed *The Campus Press*.

It is disconcerting to read an endorsement of the Duscha executive director of AASCU, Dr. Allan W. Ostar. He proclaims in a letter that "the publication presents a balanced perspective on the development of operational guidelines and facilitates the role of the student press in America." (11) Educational institutions Ostar commands can be misled by superficial studies and the promise of surcease from small or large problems.

Most appalling of all is that the report unhesitatingly urges colleges and universities together in one simplistic description to set up independent, non-funded student publications everywhere.

Such advice would destroy campus student publications in their thousands. If there is any doubt about this, a study of what has happened to student yearbooks in the last five years would be most convincing.

The impact of the myth-makers, of course, is not clear at present. The approach has been simplistic, didactic, and based upon superficial investigation covering only a limited number of examples.

In other words, the myth-makers really do not know what they are talking about.

How wide of reality they are to advance a theory of an independent press, is discussed in detail in chapter two.

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Options would add little to income, if not cut advertising. The newspaper could deliver only half to a third the circulation, or circulation paid for by the student

communities, newspapers will find it tough going, as the University of California at Berkeley learned after it was forced under pressure from the regents.

Moreover, it had to run great gobs of advertising to stay afloat. "Independence" may give some newspapers the privilege of being throwaways.

And, a study of the campus press sponsored by the National Association of State Colleges and Universities might have been a good ground, to take that step that could lead to an explicit agreement between university and newspaper.

A generous national educational organization, generous to the John and Mary R. Markle Foundation, and talented editors. The result of this—*The Campus Press*—sets a new standard of discovery.

Much of what has been said about the campus press. The basic journalist-institution relationship is the newspaper, a suggestion made in more guarded form some years ago by the American Council on Education.

It consists of two sections, "The Campus Press" by Julius W. and the "Campus Press" by Thomas C. Fischer.

It throws the campus press to the whims and pressures of the market. A prescription for "independence" means reliance on the market who wants to appeal to the mass market.

They conceive of their newspapers as being designed for the market. They do distinguish between the commercial press and the campus press, a distinction *The Campus Press* fails to make, in its research, in part because to do so would invalidate its own

They consistently describe their kind of journalism as the "campus press." This is closer to the journalism Duscha observes than the journalism he advocates for the campus press. Information about the influence of advertisers on the campus press is available through interviewing, polling, or other methods of literature on the campus press.

They criticize the press—collegiate or commercial—would use "independence" as a criterion for assessing a newspaper's quality. They would not. Sober men, good and true, often lose their heads when the campus press is discussed.

As the campus press approach leads Duscha to suggest that the newspaper be sold rather than distributed freely, because free distribution will mean "a considerably smaller circulation in the marketplace every day the student editors would be able to turn out a far better paper than if their product were sold and is given away daily."

That paid-circulation campus newspapers are any different from distributed free to all on the campus. Circulation of a newspaper goes from free to paid, as Duscha says. The student editors would have shown that many oppose the idea of half the students on the campus that the paid-circulation goes to. This newspaper is hardly an effective force in the campus.

Duscha uses the word "independent" in a dollars and cents sense. An independent newspaper is the one that is on its own financial footing. The commonly accepted definition of independence in journalism refers to its news and editorial policy.

Subsidized campus newspapers that are truly independent news and commentary, and there are many "in-

dependent" commercial newspapers whose heart, soul, and mind are circumscribed by partisan and (or) financial interests, which Duscha obviously knows.

Since the evidence shows that few campus newspapers can survive the free play of the marketplace—which Duscha recognizes by suggesting a half-way state between financial independence and dependence—what is the purpose of this drive to "independence"?

The ostensible reason, the one given in the study, is that "independence" removes the institution from responsibility for the student newspaper. The college can always point out that the publication is on its own.

But it can do that already by pointing to various federal decisions that state that the university is not legally the publisher, that it has no control over campus newspapers. Moreover, Duscha recommends that universities "license" these "independent" newspapers, which seems hardly a technique designed to quiet rancorous legislators or short-tempered regents.

The actual reason for the movement toward independence, as a full examination of the case studies Duscha presents, is that in many cases "independence" merely is a device to rid the campus of a truly independent, critical voice.

The second section of *The Campus Press* is the more useful one of the two. It is an extensive examination of court cases involving the student press that demonstrates conclusively, again, that the student press is free of the restraints that too many advisers, administrators, presidents, members of governing bodies, and others would place on it, through ignorance or design.

The Campus Press serves no useful purpose because it says nothing that has not been said, frequently. Worse, it misses an opportunity to move beyond the present.

Perhaps it is time to recognize that the campus press is different from the commercial press, that it is part of an educational scheme of things, that its very differences should be cherished and cultivated, and that even the commercial press profits from the explorations and experimentations of the campus press.

There are many questions that must be explored before the campus press is tossed into the marketplace, to drift aimlessly and eventually to reduce its readers to the same malaise that afflicts readers of the commercial press.

Some of these questions that *The Campus Press* might have explored are:

What is the nature of subsidy in the educational institution? If physics and sociology instructors, if students and the educational institution itself are subsidized, why not the campus newspaper?

Does subsidy compromise freedom?

Is advertising pressure less pernicious than university or student activity fee funding?

Should the student press be encouraged to remain an alternative press?

Thus, Mencher has declaimed *The Campus Press*.

It is disconcerting to read an endorsement of the Duscha-AASCU report by the executive director of AASCU, Dr. Allan W. Ostar. He proclaims in a promotional letter that "the publication presents a balanced perspective which will assist in the development of operational guidelines and facilitate better understanding of the role of the student press in America." (11) Educational leaders with the stature Ostar commands can be misled by superficial studies containing fine phrases and the promise of surcease from small or large problems.

Most appalling of all is that the report unhesitatingly lumps all the 2,800 colleges and universities together in one simplistic description and tells administrators everywhere to set up independent, non-funded student publications.

Such advice would destroy campus student publications in all but a few institutions. If there is any doubt about this, a study of what has been happening to student yearbooks in the last five years would be most convincing.

Impact of the myth-makers, of course, is not clear at present. Essentially, their approach has been simplistic, didactic, and based upon superficial and trivial investigation covering only a limited number of examples.

In other words, the myth-makers really do not know what they are talking about.

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Most appalling of all is that the report unhesitatingly lumps colleges and universities together in one simplistic description and tells every where to set up independent, non-funded student publications.

Such advice would destroy campus student publications in a matter of months. If there is any doubt about this, a study of what has been done with student yearbooks in the last five years would be most convincing.

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Independence, like pregnancy, is one of the single-value terms in the language. Logically and actually, a person cannot be almost or even a little bit "independent" or "pregnant." Not many college students consider pregnancy as a desired state of affairs. But "independence" seems an intriguing and delightful prospect to students as well as to all others. Perhaps independence can be discussed in varying terms in different fields. As for the campus press, independence to be real would have to insist:

1. The publication must be incorporated, but not as a non-profit, educational corporation.
2. The publication cannot receive student fee funds.
3. The publication cannot receive college or university subsidy, directly or indirectly.
4. The publication cannot use campus facilities or space.
5. The publication cannot enter into any publishing agreements with the university.
6. The publication cannot have a university adviser.
7. The university cannot pay debts or delay bankruptcy of the publication.
8. The university cannot supply technical assistance or advice.
9. The university cannot participate in the selection or dismissal of staff members—nor can it take disciplinary action against staff members.
10. The publication cannot have any relationship to any instructional program.
11. No university or college staff person can be on the board of directors of the publication.
12. There can be no stipulations of any kind in the incorporation charter which in any way relates the publication to the university or college.
13. Membership on the staff of the publication cannot be limited to or specify student status.
14. Readership cannot be confined primarily to students.
15. The name of the publication cannot contain the name of the college or university.
16. The publication cannot be accorded preferential distribution or sales arrangements by the university.
17. There must be no relationship between the publication and the student government.
18. Content of the publication cannot be confined to or dominated by university-related material.
19. No effort, overt or covert, can ever be made by any university person or agency to affect the content of the publication.
20. The university can in no way participate in any legal proceedings involving the publication.
21. The newspaper cannot qualify for a second-class educational mailing permit.

If a student newspaper, yearbook, magazine, or other publication can accurately report that it meets all of these stipulations, it probably can claim to be independent. Could a campus publication meet them? It is possible, but hardly any publication even tries. Perhaps the list seems far, too demanding, but if "independence" means "independence" it is inescapable. If "independence" does not mean what the list specifies, then "independence" becomes a myth.

And such an "independence" myth is the stuff of the myth-makers and the uninformed.

In the NCCPA study of the legal status of the student press, a careful evaluation of the reported-repeated-suggested-thinking about-incorporated and so-called "Independent" press is made. Each campus newspaper and yearbook that had any claim of any kind of independence was checked to determine if that independence was real or only figurative.

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An important hedge the commission suggested presses produce a newsletter or use other means. Thus the cost of the total plan could conceivably had been the case earlier.

At Berkeley, one of the members of the board publishing the newspaper was a professor of journalism.

The license granted to the **Daily Californian** (16) These include:

1. The University will not grant a similar license to papers or students.
2. The daily publication is to be directed primarily by students and employees of the Berkeley campus.
3. The **Daily Californian** will publish advertisements and will charge the University rates not to exceed those of other advertisers.
4. The **Daily Californian** can never own its name or proprietary rights of that name.
5. The **Daily Californian** releases the University of California from all liability incurred by the paper.
6. The **Daily Californian** must purchase adequate liability insurance which must cover not only the student members of its staff but also the University of California.
7. The **Daily Californian** must publish as part of its regular publication—

"This publication is not an official publication of the University of California, but is published by an independent organization of the publication as **The Daily Californian** by the Regents of the University of California."

8. The University will pay the paper \$20,000 a year for 2,500 subscriptions.

9. The **Daily Californian** will publish at least one issue each quarter of 1971-72).

10. Changes of these provisions must be approved by the University of California.

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For example, the license for use of the name of the newspaper on the campus. A question arises: what happens if the paper were to infirmate the University of California's contract and re-contract with an alternate publisher? It is possible and could have a severe inhibiting influence upon a favorable distribution system.

When the Articles of Incorporation (17) specify that the board of directors must be registered students of the University of California campus, the paper does become a student newspaper. If 100% of the staff members also must be University of California students.

The **Daily Californian** managed fairly well during its first year. Indeed, its circulation in 1973 of 31,000 is higher than any other campus newspaper. Comments by Christine E. Weich, a student editor, in an article appearing in the March 1973 issue of **Quality** discuss the success of the venture. She says, "The only merit of the venture is that it is not on our editorial page. Those who have actually been on the staff are the Regents of the University of California. They are not safe from possible libel suits and embezzlement, the paper has become "nothing more than a weekly," she indicates.

Here are reactions to the Berkeley situation at the University of California as reported by Menche. "Independence was suggested to the staff of

Chapter Two

The Myth Of Independence

ke pregnancy, is one of the single-value terms in the language. ally, a person cannot be almost or even a little bit "independent." Not many college students consider pregnancy as a desired "independence" seems an intriguing and delightful prospect as to all others. Perhaps independence can be discussed in different fields. As for the campus press, independence to be insisted:

on must be incorporated, but not as a non-profit, educational

on cannot receive student fee funds.

on cannot receive college or university subsidy, directly or indi-

on cannot use campus facilities or space.

on cannot enter into any publishing agreements with the univer-

on cannot have a university adviser.

on cannot pay debts or delay bankruptcy of the publication.

on cannot supply technical assistance or advice.

on cannot participate in the selection or dismissal of staff members; it cannot take disciplinary action against staff members.

on cannot have any relationship to any instructional program.

on or college staff person can be on the board of directors of the

no stipulations of any kind in the incorporation charter which relates the publication to the university or college.

on the staff of the publication cannot be limited to or specify

cannot be confined primarily to students.

the publication cannot contain the name of the college or uni-

on cannot be accorded preferential distribution or sales anywhere by the university.

there be no relationship between the publication and the student gov-

the publication cannot be confined to or dominated by university officials.

overt or covert, can ever be made by any university person or agent to affect the content of the publication.

anybody can in no way participate in any legal proceedings involving the publication.

the publication cannot qualify for a second-class educational mailing per-

newspaper, yearbook, magazine, or other publication can accurately meet all of these stipulations, it probably can claim to be independent. Do campus publications meet them? It is possible, but hardly any. Perhaps the list seems far, too demanding; but if "independence" is inescapable, if "independence" does not specify, then "independence" becomes a myth.

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study of the legal status of the student press, a careful evaluation is repeated-suggested-thinking about incorporated and so-called independent press is made. Each campus newspaper and yearbook that had some kind of independence was checked to determine if that independence was only figurative.

on 61 colleges wherein there seemed to be possibilities of "independence" the list includes all publications for which data was available. In addition, all publications mentioned as being or considering independence by the myth-makers or others, and all publications claiming "independence" included.

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suggested that an experienced professional journalist serve as an adviser. It further urged that journalism departments should be ready to provide practical advice to student papers, whenever the papers want it.

The commission pointed out that an Autumn professional journalists seminar be held for student editors and that skilled newspaper experts be brought in to discuss reportorial, editing and other journalistic techniques.

An important hedge the commission suggested was that each of the nine campuses produce a newsletter or use other means to circulate official statements. Thus the cost of the total plan could conceivably be greater to each campus than had been the case earlier.

At Berkeley, one of the members of the board of directors of the corporation publishing the newspaper was a professor of journalism at the University.

The license granted to the **Daily Californian** has several specific provisions. (16) These include:

1. The University will not grant a similar license or its privileges to other newspapers or students.

2. The daily publication is to be directed primarily but not exclusively to the students and employees of the Berkeley campus.

3. The **Daily Californian** will publish advertisements submitted to it by the University and will charge the University rates no higher than those charged other advertisers.

4. The **Daily Californian** can never own its name; the University retains all proprietary rights of that name.

5. The **Daily Californian** releases the University for all damages of any kind incurred by the paper.

6. The **Daily Californian** must purchase adequate libel liability insurance which must cover not only the student members of its staff but also the Regents of the University of California.

7. The **Daily Californian** must publish as part of its masthead the following information—

"This publication is not an official publication of the University of California, but is published by an independent corporation using the name of the publication as **The Daily Californian** pursuant to a license granted by the Regents of the University of California."

8. The University will pay the paper \$20,000 during each academic nine-month year for 2,500 subscriptions.

9. The **Daily Californian** will publish at least 120 issues each academic year (43 each quarter of 1971-72).

10. Changes of these provisions must be approved by the University of California.

These ten provisions indicate that the contract weakens considerably the strength of the supposed independence of the **Daily Californian**. The Articles of Incorporation further weaken that independence.

For example, the license for use of the name enhances the distribution possibilities of the newspaper on the campus. A question must arise then as to what would happen if the paper were to infuriate the University. The University could cancel its contract and re-contract with an alternate newspaper. This threat is clearly possible and could have a severe inhibiting influence on student editors dependent upon a favorable distribution system.

When the Articles of Incorporation (17) specify that three of the five members of the board of directors must be registered students at the University of California Berkeley campus, the paper does become tied to the University. Further, 75 per cent of the staff members also must be University of California registered students.

The **Daily Californian** managed fairly well during its first year of incorporation. Indeed, its circulation in 1973 of 31,000 is higher than the enrollment of the Berkeley campus. Comments by Christine E. Weicher, reported by Mel Mencher in an article appearing in the March 1973 issue of *Quill* raises questions about the success of the venture. She says, "The only merit I see is the freedom we have over our editorial page. Those who have actually benefited from our move off campus are the Regents of the University of California. Independence was never designed to help the newspaper, but rather the Berkeley administrations and the Regents are now safe from possible libel suits and embarrassment." To keep the paper solvent, the paper has become "nothing more than a shopper two of the five days of the week," she indicates.

Here are reactions to the Berkeley situation from another campus of the University of California as reported by Mencher:

publication.

12. There can be no stipulations of any kind in the incorporation charter which in any way relates the publication to the university or college.
13. Membership on the staff of the publication cannot be limited to or specify student status.
14. Readership cannot be confined primarily to students.
15. The name of the publication cannot contain the name of the college or university.
16. The publication cannot be accorded preferential distribution or sales arrangements by the university.
17. There must be no relationship between the publication and the student government.
18. Content of the publication cannot be confined to or dominated by university-related material.
19. No effort, overt or covert, can ever be made by any university person or agency to affect the content of the publication.
20. The university can in no way participate in any legal proceedings involving the publication.
21. The newspaper cannot qualify for a second-class educational mailing permit.

If a student newspaper, yearbook, magazine, or other publication can accurately report that it meets all of these stipulations, it probably can claim to be independent. Could a campus publication meet them? It is possible, but hardly any publication even tries. Perhaps the list seems far, too demanding, but if "Independence" means "Independence" it is inescapable. If "Independence" does not mean what the list specifies, then "Independence" becomes a myth.

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University of Arkansas—reportedly has set up a plan similar to the University of Maryland system. (12) The paper receives a \$20,000 allocation plus free housing and is under supervision of a board of publications made up of students and faculty members. (13)

Boston College—Although incorporated and proud of its independence, the student newspaper at Boston College is clearly not independent of student government or of the University generally. A member of the journalism faculty serves as an adviser. A re-structuring of the corporate structure recently was undertaken to make the newspaper more "responsive" to students and was "approved" by members of the board of directors of the existing corporation, (14) the president and vice president and members of the congress of the undergraduate government of Boston College, the director of public relations, and the director of student activities. Opinions were to be sought from the president of the college and the student body generally. The yearbook is not incorporated and a faculty member serves as adviser.

Boston University—There are two incorporated, independent newspapers in operation at Boston University. The yearbook is not incorporated. Advisers are members of the staff of the Office of Student Activities. They were formerly with the School of Public Communications.

University of California—Student newspapers published on each of the nine campuses of the University are the responsibility of the chancellor on each of the campuses according to Leo Geler, assistant vice president. The newspaper of the Berkeley campus is published by an independent, incorporated student cooperative which is licensed to use the name **Daily Californian** by the Board of Regents of the University. The student yearbook, however, is not incorporated and is published by the Associated Students and is not considered to be independent of the University. The **Daily Californian** has a ten-year contract with the University which allows for the use of the name and also pays a yearly sum of \$20,000 (\$200,000 for the ten years) for 2,500 staff subscriptions for University staff members. The plan evolved after a special four-member commission made up of distinguished American journalists studied the newspaper's situation on the University's nine campuses. This commission reported that no ideal "solution" for the needs of the campus press could be proposed. (15) The commission believed newspapers should have available adequate advising from non-students. It

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These ten provisions indicate that the contract strength of the supposed independence of the **Daily Californian** corporation further weaken that independence.

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Here are reactions to the Berkeley situation from the University of California as reported by Mencher:

"Independence was suggested to the staff of the Berkeley campus of the University of California after a student who had commandeered the newspaper to publish was unnecessary. Having watched the sad decline of the paper it was shoved off the campus by the University of University motivations," editor Mike Gortner is actively considering "Independence" for the future inspired by the Duscha-AASCU report.

The **Daily Bruin** of the Los Angeles campus (UCLA) is not incorporated and does receive student money in content, it is frequently condemned and demoralized officials have spent the last several years in a ment and instructional program which had at one time a considerable strength and potential.

The paper circulates 22,000 (19) copies for UCLA.

Carroll College, Waukesha, Wisc.—Students of the student newspaper which has no faculty adviser and no college. However, this evaluation was submitted to the chairman of the communications committee.

Colorado College, Colorado Springs, Colo.—Administers the student newspaper and the student yearbook publications have had complete freedom through the board of directors includes two faculty members and fee funds.

Colorado University, Boulder, Colo.—The **Colorado** newspaper with a daily circulation of 13,000 copies and of 21,171. The student yearbook, however, is published and is not considered to be independent. The Articles of Incorporation six members of the board of directors must be students must be a faculty member of Colorado University receiving student fees. It does have rent-free space

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warry of University motivations," editor Mike Gordan said. (18) In 1973 a commit-

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spired by the Duscha-AASCU report.

The **Daily Bruin** of the Los Angeles campus of the University of California

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ment and instructional program which had at one time demonstrated consider-

able strength and potential.

The paper circulates 22,000 (19) copies for UCLA's 28,000 students. (20)

Carroll College, Waukesha, Wisc.—Students of Carroll College publish a stu-

dent newspaper which has no faculty adviser and is considered independent of the

college. However, this evaluation was submitted by a college official serving as

chairman of the communications committee.

Colorado College, Colorado Springs, Colo.—An independent corporation pub-

lishes the student newspaper and the student yearbook at Colorado College. These

publications have had complete freedom throughout the history of the college. Its

board of directors includes two faculty members and the paper receives student

fee funds.

Colorado University, Boulder, Colo.—The **Colorado Daily** is an incorporated

newspaper with a daily circulation of 13,000 copies for the University's enrollment

of 21,171. The student yearbook, however, is published by the Associated Students

and is not considered to be independent. The Articles of Incorporation specify that

six members of the board of directors must be students and the seventh member

must be a faculty member of Colorado University. (21) In 1968, the **Daily** ceased

receiving student fees. It does have rent-free space provided because the paper is

an official student organization. One member of the Board of Regents has labeled the Daily system as a "hoax." When the Daily ceased receiving student fee money it had to rely on advertising income. Merchants disliked the paper's radical policies and obscene language. To get more advertising, the paper became far more cautious in language and political positions. (22) The journalism faculty of the University has no relationship to the paper and has not had any relationship for many years.

University of Colorado Denver Center, Denver, Colo.—An incorporated body which includes the dean of students, a business representative, media representatives, and three students has been established by the Board of Regents to serve as publisher for the student newspaper which is supported by student fees.

Columbia University, New York City, N.Y.—The *Spectator* is an incorporated daily with a reported circulation of 27,000 in a university with 15,315 students. It has been incorporated since 1961. It has no relationship to the University's graduate school of journalism. The *National Observer* characterized on Jan. 13, 1973, the *Spectator* as "newly independent." (23) Perhaps the *Observer* was referring to the fact that the University had decided not to allocate student fee money to the paper. The *Spectator* has managed to find financial disasters everywhere. The staff borrowed \$25,000 from the University to buy typesetting equipment (a more realistic expenditure would have been about half that amount). The *Spectator* could not pay its debt on time; neither could it pay a \$16,000 telephone bill to the University. Loans and gifts from alumni kept it alive for another year. Its borrowing and financial dealing with the University cast doubts on its real independence.

It would be a mistake to believe that the *Spectator* is the newspaper at Columbia University. For example, the Student Senate of Teachers College produces a newspaper which is financed by University funds. It is ideologically independent of the University, but it is not incorporated.

Cornell University, Ithaca, N.Y.—The *Cornell Daily Sun* is incorporated and considers itself independent of the University. The University printer, auditor, and counsel serve as advisers to the staff.

Dartmouth University, New Haven, Conn.—Students publish a daily newspaper with a circulation of 3,500 for 3,792 students. It is incorporated and its board of directors includes faculty members, students, and alumni.

Denver University, Denver, Colo.—The *Denver Clarion* is a daily with a circulation of 9,000 for 9,119 students. The paper has rent-free housing and an \$18,000-a-year allocation from the University which exercises no controls on its content. The *Clarion* has enjoyed this status and system for many years. A visitor to the campus in 1962 found that the student editor didn't even know the name of the single journalism professor on the faculty. Chris Wood, a more recent and perceptive editor, dismissed a suggestion of financial independence as providing no benefits that the paper does not now have. (24)

Fortbonne College, St. Louis, Mo., reports that it has an independent newspaper which is not incorporated. Sometimes faculty members serve as advisers to the staff.

Florida State University, Tallahassee, Fla.—The University president decided he could no longer serve as "Publisher" of the *Flambeau*. He celebrated his escape by taking away a \$92,000 annual student activity fee allocation. But the *Flambeau* is having great difficulty raising enough funds to sustain its \$200,000 annual operations. It started 1972-73 with a \$4,000 deficit. The University decided to help out with free space and facilities and a \$22,000 annual purchase of advertising. This buys a full page four days a week for an official University bulletin page. The copy is furnished by administrative officials. (25)

University of Florida, Gainesville, Fla.—A worried University president recently was instrumental in setting up the *Florida Alligator* as an "independent" newspaper. (26) The paper had been bothersome to the University from a content standpoint for some time. The state attorney general has ruled that university presidents could neither censor newspapers nor be held liable for damaging statements in them. The *Alligator* has a circulation of 15,000 for 18,317 students. The presidents had had continuous confrontations with faculty, students, and student journalists. One fired an editor in 1966. In 1969 the American Association of University Professors described the University as repressive. The new President sought to control the paper's content. When he discovered he could not do so legally he solved his problem by imposing something called independence. (27)

Students at the University voted 8 to 1 to keep allocating funds to the paper. The imposed independence involves rental of \$217,000 worth of printing equipment used by the paper and the use of University space and facilities.

Under the Florida plan, the assistant manager of the Campus Shop and Bookstore serves as general manager and on the Board of Directors. The advertising manager is on the Board as is a professional journalist. The other four board members of the President's commission to design his plan became board of directors members for the new corporation. The President did not submit the plan to the University Senate. Members of the Student Senate condemned the President's

The corporation has eight members who constitute a board of these are faculty members appointed by the Chancellor who of them to be chairman of the board and President of the College. The other four are to be students selected in a manner to be presented to the Board. The board has general supervision of the newspaper, yearbook, station and establishes rules and regulations for their control. The company makes financial reports that are required by the State.

Ithaca College, Ithaca, N.Y.—The Ithacan Publishing Corporation is a rate corporation independent of the College and is the publisher of the newspaper, whose publisher is on the editorial board. The Student Affairs Activity is an official Student Affairs Activity and is not incorporated nor independent of the College.

Iowa State University, Ames, Iowa—The Iowa State Board is incorporated and publishes 15,000 copies of the daily newspaper for the University's 19,790 students. The yearbook is published by the Student Government which is also incorporated.

Members of the journalism faculty serve as advisers for the yearbook which is supported in part by student government fees. Two faculty members serve as advisers to the yearbook.

University of Iowa, Iowa City, Iowa—Student Publications publish the newspaper and yearbook at the University. A University of Iowa (F. Hash) serves as publisher. These publications have operated from an editorial standpoint but are financially dependent on the University. The 1972 yearbook ended the life of that publication; a part-time faculty member serves as its adviser. Graduate students are assigned supervisory duties which is housed in University space. The School of Journalism has experienced recent years of turmoil because of a reorganization which eventually lost Journalism accreditation for Iowa. The relationship between the paper and the journalism program wavered between the two. A strong association, the latter of which seems to have prevailed, has launched a re-structuring of its total operation for accreditation.

University of Kansas, Lawrence, Kan.—The University of Kansas is incorporated and publishes the daily newspaper circulated to 21,232 students. The *Jayhawker* yearbook board is also incorporated. The newspaper nor the yearbook is considered independent. Members of the journalism faculty serve as advisers for the yearbook.

University of Kentucky, Lexington, Ky.—The *Kernel* Corporation incorporated a year ago to publish the daily newspaper with a circulation of 20,455 students. The yearbook is published by a board of students and is not considered to be independent of the University. Both the newspaper and the yearbook were troubled. A disillusioned administration was on the verge of dropping them since the half million dollars contributed to the University by its profits established at least a sentimental tie. The University publisher for these publications. This energetic official and the man who served as editor managed to incorporate the new yearbook away from an annual \$40,000 student fee allocation to complete advertising income. A full-time professional advertising director assures adequate advertising income.

A series of articles have proclaimed and boasted about the independence of the *Kernel* during the last two years. That independence is neither complete nor pure by any stretch of imagination.

First, the publisher who is general manager and editorial director is a University official whose salary is paid for from University funds. His duties other than those associated with the newspaper; long, hard hours. Seven of the 13 members of the initial board of college officials. (32) The articles of incorporation required to be transferred to the University to provide journalism scholars. If the corporation is ever dissolved. The newspaper is located in the journalism building where journalism students can earn limited academic credit by working for the newspaper. Journalism faculty members are available to that staff for plea. The paper had improved markedly during the last year or so. The skill of Mike Wines, its editor, and the publisher, Mrs. Nance, exposed an athletic tutoring scandal which had been festering for some time.

The success of the *Kernel Press, Inc.*, is still not assured. It cannot be cited finally yet. So far it has become incorporated editorially, purchased typesetting equipment, and stabilized financially to compensate for the withdrawal of student fees. Although praised for each of these achievements none of them or the corporation constitutes an independent newspaper.

LaGrange College, LaGrange, Ga.—The students at LaGrange College publish a yearbook, each of whose editors is

one member of the Board of Regents has labeled
the Daily ceased receiving student fee mon-
income. Merchants disliked the paper's radical
to get more advertising, the paper became far
political positions. (22) The journalism faculty of
to the paper and has not had any relationship

er Center, Denver, Colo.—An incorporated body
s, a business representative, media representa-
established by the Board of Regents to serve as
er which is supported by student fees.

York City, N.Y.—The **Spectator** is an incorpo-
lation of 27,000 in a university with 15,315 stu-
nce 1961. It has no relationship to the Universi-
n. The **National Observer** characterized on Jan.
-independent." (23) Perhaps the **Observer** was
iversity had decided not to allocate student fee
r has managed to find financial disasters every-
from the University to buy typesetting equip-
e would have been about half that amount). The
on time; neither could it pay a \$16,000 telephone
gifts from alumni kept it alive for another year.
ng with the University cast doubts on its real in-

that the **Spectator** is the newspaper at Colum-
Student Senate of Teachers College produces a
University funds. It is ideologically independent
incorporated.

N.Y.—The **Cornell Daily Sun** is incorporated and
the University. The University printer, auditor,
to the staff.

ay Haven, Conn.—Students publish a daily news-
or 3,792 students. It is incorporated and its board
embers, students, and alumni.

, Colo.—The **Denver Clarion** is a daily with a cir-
s. The paper has rent-free housing and an \$18,000-
ersity which exercises no controls on its content.
atus and system for many years. A visitor to the
dent editor didn't even know the name of the sin-
faculty. Chris Wood, a more recent and percep-
on of financial independence as providing no ben-
have. (24)

is, Mo., reports that it has an Independent news-
Sometimes faculty members serve as advisers

Tallahassee, Fla.—The University president de-
s "Publisher" of the **Flambeau**. He celebrated his
0 annual student activity fee allocation. But the
ulty raising enough funds to sustain its \$200,000
72-73 with a \$4,000 deficit. The University decided
facilities and a \$22,000 annual purchase of adver-
r days a week for an official University bulletin
administrative officials. (25)

nsville, Fla.—A worried University president re-
ing up the **Florida Alligator** as an "independent"
been bothersome to the University from a content
state attorney general has ruled that university
newspapers nor be held liable for damaging state-
as a circulation of 15,000 for 18,317 students. The
confrontations with faculty, students, and student
in 1966. In 1969 the American Association of Uni-
the University as repressive. The new President
otent. When he discovered he could not do so legal-
osing something called independence. (27)

ted 8 to 1 to keep allocating funds to the paper. The
s rental of \$217,000 worth of printing equipment
University space and facilities.

assistant manager of the Campus Shop and Book-
er and on the Board of Directors. The advertising
s professional journalist. The other four board
to design his plan became board of direc-
President did not submit the plan to

The corporation has eight members who constitute a board of directors. Four of these are faculty members appointed by the Chancellor who also designates one of them to be chairman of the board and President of the Company. The remain- ing four are to be students selected in a manner to be presented by the Chancellor. The board has general supervision of the newspaper, yearbook, and student radio station and establishes rules and regulations for their control. The President of the company makes financial reports that are required by the University.

Ithaca College, Ithaca, N.Y.—The Ithacan Publishing Company is a sepa- rate corporation independent of the College and is the publisher of the student newspaper, whose publisher is on the editorial board. The student yearbook is an official Student Affairs Activity and is not incorporated nor is it considered to be independent of the College.

Iowa State University, Ames, Iowa—The Iowa State Daily Publication Board is incorporated and publishes 15,000 copies of the daily newspaper for the University's 19,790 students. The yearbook is published by its publication board which is also incorporated.

Members of the journalism faculty serve as advisers for the newspaper which is supported in part by student government fees. Two faculty members serve as advisers to the yearbook.

University of Iowa, Iowa City, Iowa—Student Publications, Inc., publishes the newspaper and yearbook at the University. A University official (Mr. Frank F. Hash) serves as publisher. These publications have operated independently from an editorial standpoint but are financially dependent on the University. The 1972 yearbook ended the life of that publication; a part-time instructor had served as its adviser. Graduate students are assigned supervising jobs at the paper which is housed in University space. The School of Journalism at the University has experienced recent years of turmoil because of a reorganized curriculum which eventually lost Journalism accreditation for Iowa. The relationship be- tween the paper and the journalism program wavered between no association to strong association, the latter of which seems to have prevailed as the journalism program has launched a re-structuring of its total operation to become eligible for accreditation.

University of Kansas, Lawrence, Kan.—The University Daily Kansas Board is incorporated and publishes the daily newspaper circulating 19,000 copies for 21,232 students. The **Jayhawker** yearbook board is also incorporated. Neither the newspaper nor the yearbook is considered independent of the University. Members of the journalism faculty serve as advisers for the newspaper staff.

University of Kentucky, Lexington, Ky.—The **Kernel** Corporation was incor- porated a year ago to publish the daily newspaper with a circulation of 31,000 for the 20,455 students. The yearbook is published by a board of student publications and is not considered to be independent of the University. For a period of time both the newspaper and the yearbook were troublesome performers; a disillusioned administration was on the verge of dropping them both. It hesitated since the half million dollars contributed to the University by the newspaper from its profits established at least a sentimental tie. The University hired a new pub- lisher for these publications. This energetic official and the remarkable young man who served as editor managed to incorporate the newspaper, which eased away from an annual \$40,000 student fee allocation to complete dependence on ad- vertising income. A full-time professional advertising director was employed to assure adequate advertising income.

A series of articles have proclaimed and boasted about the independent status of the **Kentucky Kernel** during the last two years. That independence is not com- plete nor pure by any stretch of imagination.

First, the publisher who is general manager and editorial staff adviser is a uni- versity official whose salary is paid for from University funds. She has university duties other than those associated with the newspaper; consequently, she works long, hard hours. Seven of the 13 members of the initial board of directors were college officials. (32) The articles of incorporation require that assets shall be transferred to the University to provide journalism scholarships if the newspaper is ever dissolved. The newspaper is located in the journalism building; jour- nalism students can earn limited academic credit by working on its staff, and jour- nalism faculty members are available to that staff for pleasant, informal advice. The paper had improved markedly during the last year or so due largely to the skill of Mike Wines, its editor, and the publisher, Mrs. Nancy Green. It recently exposed an athletic tutoring scandal which had been festering at the University for some time.

The success of the **Kernel Press, Inc.**, is still not assured financially so its case cannot be cited finally yet. So far it has become incorporated, cleaned itself up ed- itorially, purchased typesetting equipment, and stabilized its advertising income to compensate for the withdrawal of student fees. Although the paper could be praised for each of these achievements none of them or no combination of them constitutes an independent newspaper.

of the University, but it is not incorporated.
Cornell University, Ithaca, N.Y.—The **Cornell Daily Sun** is incorporated and considers itself independent of the University. The University printer, auditor, and counsel serve as advisers to the staff.

Dartmouth University, New Haven, Conn.—Students publish a daily newspaper with a circulation of 3,500 for 3,792 students. It is incorporated and its board of directors includes faculty members, students, and alumni.

Denver University, Denver, Colo.—The **Denver Clarion** is a daily with a circulation of 9,000 for 9,119 students. The paper has rent-free housing and an \$18,000-a-year allocation from the University which exercises no controls on its content. The **Clarion** has enjoyed this status and system for many years. A visitor to the campus in 1962 found that the student editor didn't even know the name of the single journalism professor on the faculty. Chris Wood, a more recent and perceptive editor, dismissed a suggestion of financial independence as providing no benefits that the paper does not now have. (24)

Fortbonne College, St. Louis, Mo., reports that it has an independent newspaper which is not incorporated. Sometimes faculty members serve as advisers to the staff.

Florida State University, Tallahassee, Fla.—The University president decided he could no longer serve as "Publisher" of the **Flambeau**. He celebrated his escape by taking away a \$92,000 annual student activity fee allocation. But the **Flambeau** is having great difficulty raising enough funds to sustain its \$200,000 annual operations. It started 1972-73 with a \$4,000 deficit. The University decided to help out with free space and facilities and a \$22,000 annual purchase of advertising. This buys a full page four days a week for an official University bulletin page. The copy is furnished by administrative officials. (25)

University of Florida, Gainesville, Fla.—A worried University president recently was instrumental in setting up the **Florida Alligator** as an "independent" newspaper. (26) The paper had been bothersome to the University from a content standpoint for some time. The state attorney general has ruled that university presidents could neither censor newspapers nor be held liable for damaging statements in them. The **Alligator** has a circulation of 15,000 for 18,317 students. The presidents had had continuous confrontations with faculty, students, and student journalists. One fired an editor in 1966. In 1969 the American Association of University Professors described the University as repressive. The new President sought to control the paper's content. When he discovered he could not do so legally he solved his problem by imposing something called independence. (27)

Students at the University voted 8 to 1 to keep allocating funds to the paper. The imposed independence involves rental of \$217,000 worth of printing equipment used by the paper and the use of University space and facilities.

Under the Florida plan, the assistant manager of the Campus Shop and Bookstore serves as general manager and on the Board of Directors. The advertising manager is on the Board as is a professional journalist. The other four board members of the President's commission to design his plan became board of directors members for the new corporation. The President did not submit the plan to the University Senate. Members of the Student Senate condemned the President's move, marched on his home the night he announced the plan, to deliver a resolution of condemnation since his action "completely ignored the wishes of the student body." (28)

The **Florida Alligator** case is far from settled. Its financial future is indeed precarious. The president who was the nemesis of the paper is now departed from the campus; perhaps pleasanter and more intelligent plans and relationships can be developed.

Golden Gate College, San Francisco, Calif.—The student newspaper at Golden Gate College is considered independent of the College. It is not incorporated nor does it have a faculty adviser. However, it is funded through student fees and an editorial board serves as its publishers.

Harvard University, Cambridge, Mass.—The **Harvard Crimson** always appears in articles as the best example of an independent college newspaper. It is a daily with a circulation of 4,000 for a University enrollment of 8,462. The **Crimson** and the yearbook are both incorporated as is a second newspaper published weekly (the **Harvard Independent**). These publications also serve Radcliffe College. The **Crimson** has been completely independent of the University since its beginnings. It has been financially strong enough to pay its editor handsomely and to maintain its own building and printing plant off campus. (29) Its board of directors consists of three alumni who were associated with the paper while students. (30)

University of Illinois, Urbana, Ill.—The **Daily Illini** is an incorporated daily with a circulation of 12,500 for the University's 19,370 students. Both it and the yearbook are considered independent editorially from the University. Mr. Richard H. Sublette serves as publisher for the two publications. The Charter provisions of the **Illini Publishing Company** indicates these publications are not independent. In the provisions stating purpose of the company, these words clearly place that company as part of the University operation:
"The purpose of this company shall be to publish and distribute student publications...." (31)

which eventually lost Journalism accreditation for Iowa. The
between the paper and the Journalism program wavered between
strong association, the latter of which seems to have prevailed a
program has launched a re-structuring of its total operation to be
accreditation.

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University of Kentucky, Lexington, Ky.—The **Kernel** Corporation
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LaGrange College, LaGrange, Ga.—The students at LaGr
publish a newspaper and a yearbook, each of whose editors is consi
publishers. The publications are considered to be independent
faculty advisers are provided. Neither publication is incorpor

Los Angeles College of Optometry, Los Angeles, Calif.—A
dent editors of the newspaper and the yearbook are publishers of
which are considered independent of the college which provides
ers. The publications are not incorporated.

University of Maine at Portland-Gorham, Portland, Maine
of the newspaper and yearbook at this branch campus serve
publications considered independent of the University which pr
advisers. The publications are not incorporated.

University of Maryland, College Park, Md.—Maryland Me
es the student daily newspaper, a black bi-weekly newspaper,
yearbook. This corporation was created by the University after
commission recommended incorporation.

Maryland Media is granted funds from student fees by the Stu
Association. Two University faculty members are on its board
charter provisions. It uses rent-free University space. The publ
edited independently and published by a responsible independe
and must remain a part of the University community according
gents. (33)

Marymount Manhattan College, New York, N.Y.—Altho
person serves as publisher of the student publications, Mary
College considers them to be independent of the College. (34) Th
not incorporated.

Michigan State University, East Lansing, Mich.—The Mi
is an incorporated daily newspaper with a circulation of 36,67
ty's 43,888 students. A University official serves as publish
yearbook is a University publication whose publisher, a fac
proves its content prior to publication. Content of the newspaper

prior approval since it is independent of the University as far as content is concerned.

Article six of the Academic Freedom Report for Students at Michigan State University defines student publications as publications in which students have been involved in writing, publishing, and distributing and includes publications of student living units, governing groups, student organizations, and other student groups. Students are assured maximum freedom of expression and ideas in such publications. Administrative units also may authorize funds for and assume sponsorship of publications germane to the administrative unit. The Wolverine yearbook and other such publications are designated as University Publications. Full freedom of content and editorial policy is guaranteed to all such publications subject only to the advice and counsel of the administrator or administrative unit. Circulation and subscription sales are rigidly regulated. (35)

33. Michigan University, Ann Arbor, Mich.—The Michigan Daily produces 10,000 copies for the University's 36,507 students. It and the yearbook are published by a Board for Student Publications which includes faculty members in its membership.

In the Code of Ethics (36) statement of the Daily, which every staff member is admonished to read and understand, the "independence" of the paper becomes quite unclear. The preamble indicates "As a newspaper published by the university of Michigan it is incumbent upon the Daily always to have at heart the interests of the University, and to refrain from any such action as may compromise the University in the eyes of the Legislature. The code for the Michigan Daily prescribes:

1. The editorial page shall not reflect one point of view to the exclusion of all others.
2. Editorials badly written, in poor taste, or based on faulty thinking will be denied publication.
3. Racial or religious bias cannot be in editorials.
4. Political discussion shall be confined specifically to issues and shall never embrace personal attacks on political figures.
5. The Daily will not take sides in elections to the Board of Regents.
6. There shall be no discussion of state appropriations to the University without previous editorial consultation with members of the Board in Control of Student Publications.
7. Members of the staff are to seek advice and assistance from faculty members throughout the campus.
8. All interviews with faculty members shall be checked with the interviewee either personally or by phone before they are published.
9. Reports of University lectures shall whenever possible, be checked with the head of the department sponsoring the particular lecture.
10. Sex crimes shall not be discussed in news or editorial columns.
11. Violent crimes, except of immediate local interest, shall not be discussed.
12. Suicides of alumni shall not be reported, except if they occur in the immediate vicinity, in which case they shall be dealt with with extreme care.
13. Crimes involving students or faculty shall not be reported without first notifying the proper University authorities.
14. News items of a pornographic nature shall have no place in the Daily.

In a practical sense, student staff members generally ignore these prohibitions written in 1940 because they are journalistically ludicrous; consequently, the Board is frequently in session to look into matters.

Michael Raddock, vice-president for university relations, reports that the public doesn't really consider the Daily as being independent of the University. "I've got plenty of letters to prove it," he says. (37)

Despite the above data, the Michigan Daily is frequently pointed to as an example of an "independent" newspaper.

The newspaper has been strong financially. Its building was paid for from yearbook and newspaper profits and it pays for utilities. Even so it frequently has a sizable profit each year.

New York University, New York City, N.Y.—New York University is a private university of 42,000 students in 16 schools and colleges. The Washington Square Center has three publications which fall in the newspaper category: Washington Square Journal, which is the sports, news, and features paper with a circulation of 20,000. Cold Duck is a weekly "new journalism" paper which deals with the arts, long political columns, humor and which also uses New York Magazine syndicate service features (circulation 10,000). Commentator is the School of Law weekly, which deals with intraschool matters and the social action programs of the law school.

The administration of the University considers the editorial boards of the newspapers to be the agency publishing them. The papers use phrases like "published by the students of N.Y.U.;" for would be a more accurate word than "by."

North Carolina Central College—The Campus Echo had its university funds cut off. It became defunct, but a recent court decision restored its funds. (38)

Northland College, Ashland, Wis.—All campus communications media are under the total control of the Northland College Council.

pointed by the University president and three students. The president-treasurer of the board must identify the University and other reports requirements. The Board selects editors and business managers and may dismiss them for cause. The Board determines members. (40)

The Constitution and bylaws of the Students' Press are approved by the Student Senate.

Oklahoma State University, Stillwater, Okla.—The Board of Directors of Student Publications publishes a daily newspaper with the yearbook or the newspaper is considered independent journalism. Faculty members serve as advisers and journalism is publisher. Five university officials are the six members of the board of directors of the company. (41)

University of Oregon, Eugene, Ore.—The University of Oregon, Inc., publishes 10,000 copies of a daily newspaper. The board of directors includes three faculty members appointed by the student body president and a business manager of the paper. (42) Each year the student government for bulk subscriptions of bulk subscriptions have to be contracted with the newspaper, but it obviously is very dependent on an annual board dominated by representatives of student administration.

The Daily Emerald is frequently cited as an example of a newspaper, but it obviously is very dependent on an annual board dominated by representatives of student administration.

Pennsylvania State University, University Park, Pa.—The University publishes 15,500 copies of a daily newspaper for 20,000 students. The yearbook is a chartered student organization. As a matter of fact, an administrative office is required prior to publication. The newspaper has no office space and the UNIVERSITY BUYS SUBSCRIPTION. It does not have to obtain a student organization charter and faculty are members of the corporation. The constitution is currently under revision.

Princeton University, Princeton, N.J.—The Princeton University Press, Inc., publishes 2,900 copies of a daily newspaper for 5,241 students. The yearbook is sponsored by the Princeton tradition of a free press for students and a faculty member is on the board of directors.

Purdue University, West Lafayette, Ind.—The University has an independent newspaper. This view grew out of a situation which was badly handled by those officials. The Board of Directors has deteriorated badly during the last several years and an offset press from the University Foundation building. Its fortunes are at low ebb now. The University Press is trying to find a buyer for the press who can run it. Press runs have diminished to about 2,500 copies per year.

Queens College of the City University of New York, New York City, N.Y.—The Queens College is published by Student Press, Inc. A second newspaper is published as a club chartered by the college. Both are considered independent; however, faculty members and administrative directors.

Saint Leo College, Saint Leo, Fla.—The student newspaper is independent of the college "to a great extent as far as content is concerned."

Saint Mary's College, Notre Dame, Ind.—The student newspaper is independent of the college but the yearbook has a content prior to publication.

Salisbury State College, Salisbury, Md.—The student newspaper is independent of the college during the process of incorporation.

University of South Dakota, Vermillion, S.D.—The student newspaper and yearbook are published by an incorporated Student Publications, Inc. The laws of this board indicate that the principal office is the University. The board members include two student representatives, a student association president and approved by the student body, a student appointed by the head of the institution and appointed by the public relations office. The latter is a journalism faculty member is an ex-officio member and serves as adviser for the newspaper and yearbook.

Student publications can be assigned to the board of directors, the student association president and by university officials. The board appoints and dismisses members.

It is independent of the University as far as content is concerned. Academic Freedom Report for Students at Michigan State University. Student publications as publications in which students have writing, publishing, and distributing and includes publications of governing groups, student organizations, and other student. The assured maximum freedom of expression and ideas in such administrative units also may authorize funds for and assume sponsorships germane to the administrative unit. The Wolverine yearbook publications are designated as University Publications. Full and editorial policy is guaranteed to all such publications subject to the advice and counsel of the administrator or administrative unit. Subscription sales are rigidly regulated. (35)

University, Ann Arbor, Mich.—The Michigan Daily produces for the University's 36,507 students. It and the yearbook are published by Student Publications which includes faculty members in its

Michigan's (36) statement of the Daily, which every staff member is required to read and understand, the "Independence" of the paper becomes a preamble indicates "As a newspaper published by the university it is incumbent upon the Daily always to have at heart the integrity, and to refrain from any such action as may compromise the eyes of the Legislature. The code for the Michigan Daily preface shall not reflect one point of view to the exclusion of all others. Only material written, in poor taste, or based on faulty thinking will be deemed objectionable. Obvious bias cannot be in editorials. Discussion shall be confined specifically to issues and shall never include personal attacks on political figures. The Daily shall not take sides in elections to the Board of Regents. There shall be no discussion of state appropriations to the University without the prior consultation with members of the Board in Control of Student Publications. The staff are to seek advice and assistance from faculty members on campus. Interviews with faculty members shall be checked with the interviewee in person before they are published. University lectures shall whenever possible, be checked with the student sponsoring the particular lecture. Controversial issues shall not be discussed in news or editorial columns. Issues, except of immediate local interest, shall not be discussed. Unpleasant incidents shall not be reported, except if they occur in the immediate vicinity in which case they shall be dealt with with extreme care. Accusations involving students or faculty shall not be reported without first notifying the appropriate University authorities. Material of a pornographic nature shall have no place in the Daily. The Daily staff, in response, student staff members generally ignore these prohibitions because they are journalistically ludicrous; consequently, they are often in session to look into matters. The Daily's vice-president for university relations, reports that the public generally consider the Daily as being independent of the University. "I've tried to prove it," he says. (37)

For example, the Michigan Daily is frequently pointed to as an example of an "independent" newspaper. It has been strong financially. Its building was paid for from yearbook profits and it pays for utilities. Even so it frequently has a surplus each year.

University, New York City, N.Y.—New York University is a private university with 42,000 students in 16 schools and colleges. The Washington Post has three publications which fall in the newspaper category: The Journal, which is the sports, news, and features paper with a circulation of 100,000. Cold Duck is a weekly "new journalism" paper which deals with political columns, humor and which also uses New York Magazine style features (circulation 10,000). Commentator is the School of Journalism which deals with intraschool matters and the social action programs.

The University considers the editorial boards of the newspaper and agency publishing them. The papers use phrases like "published by" rather than "for" would be a more accurate word than "by."

University, College—The Campus Echo had its university funds frozen by a court decision restored its funds. (38)

pointed by the University president and three students elected by the Student Senate. The president-treasurer of the board must make an annual report to the president of the University and other reports required by university rules and regulations. The Board selects editors and business managers for the publications and may dismiss them for cause. The Board determines salaries paid student staff members. (40)

The Constitution and bylaws of the Students Publishing Company, Inc., had to be approved by the Student Senate.

Oklahoma State University, Stillwater, Okla.—The O'Collegian Publishing Company, Inc., publishes a daily newspaper with 15,000 copies for 19,935 students. The Board of Directors of Student Publications publishes the yearbook. Neither the yearbook or the newspaper is considered independent of the University. Journalism faculty members serve as advisers and the director of the school of journalism is publisher. Five university officials and the student newspaper editor are the six members of the board of directors of the O'Collegian Publishing Company. (41)

University of Oregon, Eugene, Ore.—The Emerald Publishing Company, Inc., publishes 10,000 copies of a daily newspaper for 15,249 students. The board of directors includes three faculty members appointed by the president and three students appointed by the student body president as well as the editor and business manager of the paper. (42) Each year the corporation must negotiate with the student government for bulk subscriptions of about \$26,400 and \$7,500 worth of bulk subscriptions have to be contracted with the University administration.

The Daily Emerald is frequently cited as an example of an independent newspaper, but it obviously is very dependent on annual subscription negotiations and a board dominated by representatives of student government and University administration.

Pennsylvania State University, University Park, Pa.—The Collegian, Inc., publishes 15,500 copies of a daily newspaper for the University's 38,448 students. The yearbook is a chartered student organization and is not considered independent. As a matter of fact, an administrative official approved yearbook content prior to publication. The newspaper has no official tie, yet it is provided office space and the UNIVERSITY BUYS SUBSCRIPTIONS FOR FREE DISTRIBUTION. It does not have to obtain a student organization charter to function. Students and faculty are members of the corporation's board. The corporation structure is currently under revision.

Princeton University, Princeton, N.J.—The Daily Princetonian Publishing Company, Inc., publishes 2,900 copies of a daily newspaper for the University's 5,241 students. The yearbook is sponsored by the junior and senior classes. The Princeton tradition of a free press for students dates back to the 18th Century. A faculty member is on the board of directors.

Purdue University, West Lafayette, Ind.—The Exponent publishes 6,000 copies in a University with 26,199 students. Occasionally, it is cited as an example of an independent newspaper. This view grew out of a clash with the administration which was badly handled by those officials. The Exponent which has a strong tradition has deteriorated badly during the last several years. It borrowed money to buy an offset press from the University Foundation. It is located in the Student Union building. Its fortunes are at low ebb now. Unable to make payments on the press it is trying to find a buyer for the press who would be willing to print the paper. Press runs have diminished to about 2,500 copies.

Queens College of the City University of New York—The Phoenix newspaper is published by Student Press, Inc. A second newspaper, Newsbeat, is published as a club chartered by the college. Both are considered independent of the University; however, faculty members and administrators are members of the board of directors.

Saint Leo College, Saint Leo, Fla.—The student newspaper is considered to be independent of the college "to a great extent as is the yearbook."

Saint Mary's College, Notre Dame, Ind.—The student newspaper operates independently of the college but the yearbook has advisers, one of whom approves content prior to publication.

Salisbury State College, Salisbury, Md.—The student newspaper is in the process of incorporation.

University of South Dakota, Vermillion, S.D.—The campus newspaper and yearbook are published by an incorporated Student Publications Board. The bylaws of this board indicate that the principal office of the publications shall be the University. The board members include two students appointed by the student association president and approved by the student senate, two students elected by all students, a student appointed by the head of the journalism division, and one appointed by the public relations office. The latter two are non-voting members. A journalism faculty member is an ex-officio member of the board. He also serves as adviser for the newspaper and yearbook.

Student publications can be assigned to the board's jurisdiction by the student body president and by university officials who are sponsors of such

4. Political discussion shall be confined specifically to issues and shall never embrace personal attacks on political figures.

5. The Daily will not take sides in elections to the Board of Regents.

6. There shall be no discussion of state appropriations to the University without previous editorial consultation with members of the Board in Control of Student Publications.

7. Members of the staff are to seek advice and assistance from faculty members throughout the campus.

8. All interviews with faculty members shall be checked with the interviewee either personally or by phone before they are published.

9. Reports of University lectures shall whenever possible, be checked with the head of the department sponsoring the particular lecture.

10. Sex crimes shall not be discussed in news or editorial columns.

11. Violent crimes, except of immediate local interest, shall not be discussed.

12. Suicides of alumni shall not be reported, except if they occur in the immediate vicinity, in which case they shall be dealt with with extreme care.

13. Crimes involving students or faculty shall not be reported without first notifying the proper University authorities.

14. News items of a pornographic nature shall have no place in the Daily.

In a practical sense, student staff members generally ignore these prohibitions written in 1940 because they are journalistically ludicrous; consequently, the Board is frequently in session to look into matters.

Michael Raddock, vice-president for university relations, reports that the public doesn't really consider the Daily as being independent of the University. "I've got plenty of letters to prove it," he says. (37)

Despite the above data, the Michigan Daily is frequently pointed to as an example of an "independent" newspaper.

The newspaper has been strong financially. Its building was paid for from yearbook and newspaper profits and it pays for utilities. Even so it frequently has a sizable profit each year.

New York University, New York City, N.Y.—New York University is a private university of 42,000 students in 16 schools and colleges. The Washington Square Center has three publications which fall in the newspaper category: Washington Square Journal, which is the sports, news, and features paper with a circulation of 20,000. Cold Duck is a weekly "new journalism" paper which deals with the arts, long political columns, humor and which also uses New York Magazine syndicate service features (circulation 10,000). Commentator is the School of Law weekly, which deals with intraschool matters and the social action programs of the law school.

The administration of the University considers the editorial boards of the newspapers to be the agency publishing them. The papers use phrases like "published by the students of N.Y.U."; for would be a more accurate word than "by."

North Carolina Central College—The Campus Echo had its university funds cut off. It became defunct, but a recent court decision restored its funds. (38)

Northland College, Ashland, Wis.—All campus communications media are under the total control of the Northland College Communications Commission, Inc. These include the student newspapers, the yearbook, a literary magazine, and a radio station. This incorporation is considered strong enough to make the publications "absolutely, legally, and actually 'independent' of the College." But members of the faculty serve as advisers on an informal basis. A description of the Commission raises questions about "independence."

The Communications Commission (39) is composed of nine members. Three are students selected by the Student Association. Four student editors belong. One faculty member and one administrator serve. If there is a dispute on the Commission, a student Supreme Court settles it. The Communications Commission has an independent budget and the College serves as collection agency. There is no way the College or the Student Association can censor any campus media, and the Communications Commission is prohibited from doing so by its by-laws.

The Commission appoints the four editors. Each editor appoints a staff which must be made up of students and the Commission must confirm these appointments.

Among the reasons the Commission can use to dismiss an editor are these:

1. publication of slanderous, libelous, or defamatory statements, or the broadcast thereof, as defined by the Northland College Criminal Code, though no prosecution under the criminal code need occur.

2. the publication or broadcasting of demonstrably false or misleading statements designed to cause panic or damage to persons or property.

The by-laws of the Commission clearly indicate that Northland College really does not comprehend the nature of libel.

Northwestern University, Evanston, Ill.—The Students Publishing Company, Inc., publishes the yearbook and the daily newspaper which circulates 11,000 copies for 15,000 students. A chemistry department faculty member serves as an officer of the Board of Student Publications which is also the board of directors of the corporation and includes three faculty members and one alumnus all ap-

publishes 15,500 copies of a daily newspaper. The yearbook is a chartered student organization. As a matter of fact, an administrative office prior to publication. The newspaper has no office space and the UNIVERSITY BUYS SUBSCRIPTION. It does not have to obtain a student organization and faculty are members of the corporation. The structure is currently under revision.

Princeton University, Princeton, N.J.—The Princeton University Press, Inc., publishes 2,900 copies of a daily newspaper for 5,241 students. The yearbook is sponsored by the Princeton tradition of a free press for students of Princeton. A faculty member is on the board of directors.

Purdue University, West Lafayette, Ind.—Purdue University has 26,199 students. Occasionally an independent newspaper. This view grew out of a situation which was badly handled by those officials. The situation has deteriorated badly during the last several years. Purdue has bought an offset press from the University Foundation building. Its fortunes are at low ebb now. The press it is trying to find a buyer for the press who will buy it. Press runs have diminished to about 2,500 copies per year.

Queens College of the City University of New York, New York, N.Y.—The Queens College Press is published by Student Press, Inc. A second newspaper is published as a club chartered by the college. Both are consistently; however, faculty members and administrative directors.

Saint Leo College, Saint Leo, Fla.—The student newspaper is independent of the college "to a great extent."

Saint Mary's College, Notre Dame, Ind.—The student newspaper is independent of the college but the yearbook has content prior to publication.

Salisbury State College, Salisbury, Md.—The student newspaper is in process of incorporation.

University of South Dakota, Vermillion, S.D.—The student yearbook are published by an incorporated Student Publications Company. The laws of this board indicate that the principal officer is the University. The board members include two student members, an association president and approved by the student body. A student appointed by the head of the university is appointed by the public relations office. The latter is a journalism faculty member is an ex-officio member who serves as adviser for the newspaper and yearbook.

Student publications can be assigned to the board of directors by the association president and by university officials. The board appoints and dismisses members and is financially and legally responsible for editorial decisions. (43)

San Francisco State College, San Francisco, Calif.—The student newspaper is incorporated it is not considered independent. Associated Students publish the paper. The college publishes a newspaper as part of their laboratory program.

Stanford University, Palo Alto, Calif.—The student newspaper has given considerable notice recently as the new independent newspaper is operated by a nine-member board, five of whom are students and University bulk subscriptions are being sought. The paper is searching for alternate income. The plan cannot be evaluated until 1976. The University is considering a nominal rent charge since it has a building contract provided for such a building.

State University of New York at Stony Brook, Stony Brook, N.Y.—The student yearbook are considered independent. The newspaper is published by the Statesman Association which is not incorporated and operates in an unofficial capacity and as a favor to the college.

Southern Methodist University, Dallas, Tex.—The student publications is currently publishing the student newspaper. The student publishing company is seeking incorporation. A faculty member works with each staff. He is an associate editor.

University of Tennessee—The Daily Beacon is considered "independent" for a while but went so badly in debt that it had to be installed as a university activity and pay off its debt. The Chattanooga campus are not considered independent. Faculty members are not considered members as advisers.

Vanderbilt University, Nashville, Tenn.—All student publications are part of Vanderbilt Student Communications. They are considered independent of the University in a legal sense.

shall be confined specifically to issues and shall never
onal attacks on political figures.

will not take sides in elections to the Board of Regents.

There will be no discussion of state appropriations to the University without
prior consultation with members of the Board in Control of Student

If the staff are to seek advice and assistance from faculty members
on campus.

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ther in person or by phone before they are published.

University lectures shall whenever possible, be checked with the
department sponsoring the particular lecture.

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Local news, except of immediate local interest, shall not be discussed.
News of alumni shall not be reported, except if they occur in the immedi-
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News involving students or faculty shall not be reported without first noti-
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The paper has been strong financially. Its building was paid for from year-
book profits and it pays for utilities. Even so it frequently has a
surplus each year.

New York University, New York City, N.Y.—New York University is a pri-
vate school with 42,000 students in 16 schools and colleges. The Washington
Post has three publications which fall in the newspaper category:
The Washington Journal, which is the sports, news, and features paper with a
circulation of 100,000. Cold Duck is a weekly "new journalism" paper which deals
with political columns, humor and which also uses New York Maga-
zine service features (circulation 10,000). Commentator is the School of
Public Affairs which deals with intraschool matters and the social action programs
of the school.

The University considers the editorial boards of the news-
agency publishing them. The papers use phrases like "published
for N.Y.U."; for would be a more accurate word than "by."

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declared defunct, but a recent court decision restored its funds. (38)

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under the control of the Northland College Communications Commission,
which includes the student newspapers, the yearbook, a literary magazine,
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sion has an independent budget and the College serves as collection agency.
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ments. The Commission can use to dismiss an editor are these:

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casting of such statements by the Northland College Criminal Code, though no prose-
cution or criminal code need occur.

2. The commissioning or broadcasting of demonstrably false or misleading state-
ments which cause panic or damage to persons or property.

3. The Commission clearly indicate that Northland College really
cannot defend the nature of libel.

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and includes three faculty members and one alumnus all an-

published 12,500 copies of a daily newspaper for the University's 38,448 studen-
ts. The yearbook is a chartered student organization and is not considered indepen-
dent. As a matter of fact, an administrative official approved yearbook content
prior to publication. The newspaper has no official tie, yet it is provided office
space and the UNIVERSITY BUYS SUBSCRIPTIONS FOR FREE DISTRIBUTION. It does not have to obtain a student organization charter to function. Stu-
dents and faculty are members of the corporation's board. The corporation struc-
ture is currently under revision.

Princeton University, Princeton, N.J.—The Daily Princetonian Publishing
Company, Inc., publishes 2,900 copies of a daily newspaper for the University's
5,241 students. The yearbook is sponsored by the junior and senior classes. The
Princeton tradition of a free press for students dates back to the 18th Century. A
faculty member is on the board of directors.

Purdue University, West Lafayette, Ind.—The Exponent publishes 6,000 cop-
ies in a University with 26,199 students. Occasionally, it is cited as an example of
an independent newspaper. This view grew out of a clash with the administration
which was badly handled by those officials. The Exponent which has a strong tra-
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University of South Dakota, Vermillion, S.D.—The campus newspaper and
yearbook are published by an incorporated Student Publications Board. The by-
laws of this board indicate that the principal office of the publications shall be the
University. The board members include two students appointed by the student
association president and approved by the student senate, two students elected by
all students, a student appointed by the head of the journalism division, and one
appointed by the public relations office. The latter two are non-voting members.
A journalism faculty member is an ex-officio member of the board. He also
serves as adviser for the newspaper and yearbook.

Student publications can be assigned to the board's jurisdiction by the student
association president and by university officials who are sponsors of such
publications. The board appoints and dismisses and establishes salaries. It is
financially and legally responsible for editorial content and financial trans-
actions. (43)

San Francisco State College, San Francisco, Calif.—Although the
newspaper is incorporated it is not considered independent of the College. The
Associated Students publish the paper. The Journalism Department also
publishes a newspaper as part of their laboratory classes.

Stanford University, Palo Alto, Calif.—The Stanford Daily has received
considerable notice recently as the new independent newspaper. Its corporation
is operated by a nine-member board, five of whom are students. Student fee funds
and University bulk subscriptions are being discontinued over a three-year
period. The paper is searching for alternate income possibilities. Success of the
plan cannot be evaluated until 1976. The University will have to provide housing at
a nominal rent charge since it has a building constructed from funds specifically
provided for such a building.

State University of New York at Stony Brook, N.Y.—The newspaper and
yearbook are considered independent. The newspaper is published by the
Statesman Association which is not incorporated. A visiting lecturer provides
advice in an unofficial capacity and as a favor to the staff.

Southern Methodist University, Dallas, Tex.—The Board of Student
Publications is currently publishing the student newspaper. A Student's
Publishing Company is seeking incorporation. At present the director of student
publications works with each staff. He is an associate professor of journalism.

University of Tennessee—The Daily Beacon of the Knoxville campus tried
"independence" for a while but went so badly in debt that the University had to re-
install it as a university activity and pay off its debts. The student publications at
the Chattanooga campus are not considered independent and have faculty
members as advisers.

Vanderbilt University, Nashville, Tenn.—All student publications at Vande-
bilt University are part of Vanderbilt Student Communications, Inc., and are con-
sidered independent of the University in a legal sense.

Vassar College, Poughkeepsie, N.Y.—The newspaper and yearbook at Vassar College are both considered to be independent of the College. This plan is not a new one at Vassar since the publications have always been independent. They are published by the staff and are not incorporated.

University of Virginia, Charlottesville, Va.—The Board of Visitors of the University of Virginia is considered the publisher of the newspaper—an incorporated daily with 10,000 circulation for 15,000 students. The yearbook is also incorporated and appears to be more independent of the University than the newspaper is.

Washington University, St. Louis, Mo.—Campus Publications, Inc., publishes the newspaper and is being petitioned to re-establish a yearbook. Both are considered independent of the University which nonetheless provides for a publications adviser from the student affairs area. An associate professor of accounting is president of the corporation whose board includes four faculty members appointed by the Faculty Senate Council, two administrators appointed by the chancellor from student affairs and from the University Publications Office, two students appointed by the Student Union, and two students from publications staffs. (44)

Western Illinois University, Macomb, Ill.—The Student Government Association contracts with a private, incorporated publisher to produce a newspaper whose staff is hired by that publisher who uses students and non-students as paid employees. The Student Government Association publishes a yearbook whose staff is advised about content prior to publication by a director of publications. The newspaper system is an attempt to sidestep an Illinois legal provision which declares each Illinois state college or university is publisher of student publications which are organized with institutional sponsorship, supported in whole or part, with state funds originating from student activity fees. Each institution is directed to promulgate policies aimed at sustaining publications of high quality.

Institutional leadership is responsible for student publications in accord with the objectives of the institutions. The Board of Governors of State Colleges and Universities endorses the principle of freedom of expression and recognizes the obligations, legal and ethical, common to all publications of high quality. The truth and judgment implicit in responsible communications are expected to be observed in assessing whether material for students publications satisfies such obligations. (45)

The Western Illinois system appears to be in violation of the rules established by the Board of Governors.

William Patterson College, Wayne, N.J.—The student newspaper and yearbook of William Patterson are both considered independent of the college. The newspaper is incorporated. Both publications are funded by the student government association.

Roger Williams College, Bristol, R.I.—The newspaper is published by Student Publications, Inc., and the yearbook is published by student government. A faculty adviser approves yearbook content prior to publication and it is not considered independent of the college as the newspaper is. The board of directors is made up of students and the paper receives student fee money.

University of Wisconsin at Green Bay—The newspaper is considered independent of the University. It is published by students and is not incorporated. It is supported by student fee funds. The newspaper is covered by the 1965 statement of the Board of Regents of the University of Wisconsin which encourages and supports freedom of expression in student publications.

University of Wisconsin at Madison, Wisc.—The Daily Cardinal publishes 8,500 copies for the University's 34,000 students. There is also a semi-weekly paper. Both the newspapers and yearbook are incorporated. Although considered independent of the University, both must be controlled by students. The Board of Regents encourages and supports freedom of expression in student publications. The Board believes that no Regent, legislator, or other person should be able to prescribe what shall be orthodox and therefore acceptable for publication and what shall be unorthodox and therefore interdicted. (46)

Sophomores elect two and juniors elect one member of the board of the Wisconsin Badger yearbook corporation. Each board member stays in office until the end of his senior year. Three faculty members appointed by the President serve as advisory members of the Board. (47)

Five members of the board of the Cardinal daily newspaper must be students, elected by students in campus-wide voting. Three faculty members are appointed by the President of the University. (48)

The Student Life and Interests Committee of the University of Wisconsin has the same jurisdiction over the Daily Cardinal Corporation which it has over other student organizations except that it has no voice in matters of editorial or business policy or in the selection or retention of the personnel (except as to ability) of the Daily Cardinal. (49)

Yale University, New Haven, Conn.—The Yale Daily News circulates 4,000 copies among 8,900 students. It is cited often as an independent newspaper. Its staff includes student staff members and alumni who served as staff

9
have student publications that could measure up to the 21 criteria of an "Independent" publication. The two are the Harvard and Yale Daily News. Each of these newspapers have an all-alumni ownership in their corporations, but they do qualify under the 21 criteria if they use the names of their universities. Perhaps others might also qualify but does not support such claims at present.

This datum is overwhelming since the NCCPA study of student publications in 899 colleges and universities.

In fact and preference, America's institutions of higher education have rushed, trended, or limped to anything which could be called a "dependent" college press.

At this point it well may be appropriate to ask if being a "dependent" publication at a University and its students is a desirable state. An answer is that a campus press should emulate the commercial press and be a "dependent" publication.

Such a view would suggest again that an analysis would need to be made of the publications should be independent from.

Daily newspapers are organized as commercial enterprises in the United States. It's better business to own more than one newspaper. A chain of newspapers could be the best business of all. In 1973, most are published in the United States in 1973, most are published in chains or groups. (50) One hundred sixty-six newspaper chains own 506 dailies, while 24 large chains own 562 dailies. Only 693 dailies are "independently" owned and are also frequently owned by chains. Perhaps some would call this "dependence" is not too important.

The Booth Newspaper Group, for example, is a small company. But its annual report for 1972 indicates a total revenue of more than \$73,000,000 for its eight dailies.

Booth's commitment to its shareholders is to increase investment in the company over the long term. Achievement requires an equal commitment to building a professional staff, rooted in the pursuit of excellence, in which people at all levels are given the fullest potential, according to the 1972 annual report.

This is grand language. John S. Knight wrote a strong statement of ownership for his group. He indicated that the Knight group provide sensible business practices for newspapers whose ownership is freely within the chain. (51)

But W. J. Valentine, publisher of the Antelope Valley California, took the group idea to task by telling Editor that "you can't be a free enterpriser, and be a group operated group." (52) It's a contradiction in terms, he said.

If group ownership can arouse a debate on the "independence" of commercial press, perhaps an additional discussion would be needed on the political affiliations of several newspapers. The N. W. Ayer & Sons records these official allegiances.

In the United States at least 251 daily newspapers have declared themselves to be independently Republican or actually part of the Republican Party. Democrat commitments are higher at 281 designated newspapers are automatically aligned politically. The Republican weekly papers signed up, while the Democrats can list 1,211 newspapers. These figures which reveal a third of America's commercial newspapers are political could trigger questioning of the strength of some commercial newspapers.

Newspapers would, of course, point out this classification was designed to obtain approval to publish legal advertisements and be tagged as a thinly disguised plan to provide indirect support through state regulations.

On the federal level, newspapers enjoy a form of indirect support through very low second class mailing rates. Almost all commercial newspapers have a second class mailing permit. To get one, they must provide the U.S. Post Office with a publisher-owner's statement of circulation figures. The paper must publish specified data in each issue. These requirements are not really content-control provisions, mechanical and fiscal provisions. (53)

Many colleges and universities do not impose provisions as demanding on their student publications.

If the commercial press can be considered free despite government corporate reality or small government regulations for campus press could be also considered free even though arrangements with its university. But the college press is not free of its college.

Certainly, incorporation does not mean "independence." It really doesn't provide the environment of freedom which

psie, N.Y.—The newspaper and yearbook are considered to be independent of the College. This plan is the same as the other publications have always been independent. The yearbook is not incorporated.

Charlottesville, Va.—The Board of Visitors of the University of Virginia considered the publisher of the newspaper—an individual—in violation for 15,000 students. The yearbook is also considered more independent of the University than the newspaper.

St. Louis, Mo.—Campus Publications, Inc., is being petitioned to re-establish a yearbook. Both the newspaper and the yearbook are published by the University which nonetheless provides for a separate student affairs area. An associate professor of journalism is the publisher of the newspaper, a corporation whose board includes four faculty members, the University Senate Council, two administrators appointed by the Board of Trustees, and two from the University Publications by the Student Union, and two students from the Student Union.

Macomb, Ill.—The Student Government Association incorporated publisher to produce a newspaper. The publisher who uses students and non-students as paid employees. The Student Government Association publishes a yearbook whose publisher is a director of publications. The publisher attempts to sidestep an Illinois legal provision which states that no college or university is publisher of student publications. Institutional sponsorship, supported in whole or in part from student activity fees. Each institution is deemed responsible for sustaining publications of high quality.

The Board of Governors of State Colleges and Universities is responsible for student publications in accord with the principles of freedom of expression and recognizes the common to all publications of high quality. The responsible communications are expected to be of high quality. The material for students publications satisfies such requirements. It appears to be in violation of the rules established by the Board.

Wayne, N.J.—The student newspaper and yearbook are both considered independent of the college. Both publications are funded by the student body.

Bristol, R.I.—The newspaper is published by the student government. The yearbook content prior to publication and it is not considered the newspaper is. The board of directors of the newspaper receives student fee money.

Green Bay—The newspaper is considered independent and is published by students and is not incorporated. It is covered by the 1965 statement of the University of Wisconsin which encourages and supports student publications.

Madison, Wisc.—The Daily Cardinal publishes for the University's 34,000 students. There is also a semi-weekly yearbook. Both are incorporated. Although considered independent, both must be controlled by students. The Board of Trustees provides freedom of expression in student publications. No legislator, or other person should be able to interfere and therefore acceptable for publication and therefore interdicted. (46)

Madison, Wisc.—The juniors elect one member of the board of the newspaper. Each board member stays in office until replaced by three faculty members appointed by the President of the Board. (47)

Madison, Wisc.—The Daily Cardinal daily newspaper must be students. The yearbook is published by a wide voting. Three faculty members are appointed by the Board. (48)

Madison, Wisc.—The University of Wisconsin has a Daily Cardinal Corporation which it has over other publications. It has no voice in matters of editorial or financial or retention of the personnel, except as to the yearbook. (49)

The Yale Daily News circulates 4,000

have student publications that could measure up to the 21 criteria of what constitutes an "independent" publication. The two are the Harvard Crimson and the Yale Daily News. Each of these newspapers have an all-alumni board of directors in their corporations, but they do qualify under the 21 criteria except that they do not use the names of their universities. Perhaps others might in the future, but data does not support such claims at present.

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Such a view would suggest again that an analysis would need some idea of what the publications should be independent from.

Daily newspapers are organized as commercial enterprises in the United States. It's better business to own more than one newspaper; indeed, an entire chain of newspapers could be the best business of all. Of the 1,761 daily newspapers published in the United States in 1973, most are part of a newspaper chain or group. (50) One hundred sixty-six newspaper chains own 1,068 daily newspapers. Twenty-four large chains own 506 dailies, while 142 smaller chains own 562 dailies. Only 693 dailies are "independently" owned. Weekly newspapers are also frequently owned by chains. Perhaps some would say this form of "independence" is not too important.

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If group ownership can arouse a debate on the "independence" of the commercial press, perhaps an additional discussion would come by the stated political affiliations of several newspapers. The N. W. Ayer Directory of Periodicals records these official allegiances.

In the United States at least 251 daily newspapers have declared themselves to be independently Republican or actually part of the Republican structure. Democrat commitments are higher at 281 designations. Thus, 532 daily newspapers are automatically aligned politically. The Republicans have 1,170 weekly papers signed up, while the Democrats can list 1,275 weeklies. Certainly these figures which reveal a third of America's commercial press is committed to a political view could trigger questioning of the strength of the independence of some commercial newspapers.

Newspapers would, of course, point out this classification is a mechanical one designed to obtain approval to publish legal advertisements. Such approval could be tagged as a thinly disguised plan to provide indirect subsidy to newspapers through state regulations.

On the federal level, newspapers enjoy a form of indirect subsidy in the form of very low second class mailing rates. Almost all commercial daily and weekly papers have a second class mailing permit. To get one, they must apply and agree to provide the U.S. Post Office with a publisher-owner's statement and circulation figures. The paper must publish specified data in each issue. Newspapers would indicate these requirements are not really content-control devices, but merely mechanical and fiscal provisions. (53)

Many colleges and universities do not impose provisions as specific or demanding on their student publications.

If the commercial press can be considered free despite entanglements with corporate reality or small government regulations for fiscal purposes, the campus press could be also considered free even though it too has fiscal arrangements with its university. But the college press is not "independent" from its college.

Certainly, incorporation does not mean "independence." And "independence" does not mean "independent" student publications.

Institutional leadership is responsible for student publications in accord with the objectives of the institutions. The Board of Governors of State Colleges and Universities endorses the principle of freedom of expression and recognizes the obligations, legal and ethical, common to all publications of high quality. The truth and judgment implicit in responsible communications are expected to be observed in assessing whether material for students publications satisfies such obligations. (45)

The Western Illinois system appears to be in violation of the rules established by the Board of Governors.

William Patterson College, Wayne, N.J.—The student newspaper and yearbook of William Patterson are both considered independent of the college. The newspaper is incorporated. Both publications are funded by the student government association.

Roger Williams College, Bristol, R.I.—The newspaper is published by Student Publications, Inc., and the yearbook is published by student government. A faculty adviser approves yearbook content prior to publication and it is not considered independent of the college as the newspaper is. The board of directors is made up of students and the paper receives student fee money.

University of Wisconsin at Green Bay—The newspaper is considered independent of the University. It is published by students and is not incorporated. It is supported by student fee funds. The newspaper is covered by the 1965 statement of the Board of Regents of the University of Wisconsin which encourages and supports freedom of expression in student publications.

University of Wisconsin at Madison, Wisc.—The Daily Cardinal publishes 8,500 copies for the University's 34,000 students. There is also a semi-weekly paper. Both the newspapers and yearbook are incorporated. Although considered independent of the University, both must be controlled by students. The Board of Regents encourages and supports freedom of expression in student publications. The Board believes that no Regent, legislator, or other person should be able to prescribe what shall be orthodox and therefore acceptable for publication and what shall be unorthodox and therefore interdicted. (46)

Sophomores elect two and juniors elect one member of the board of the Wisconsin Badger yearbook corporation. Each board member stays in office until the end of his senior year. Three faculty members appointed by the President serve as advisory members of the Board. (47)

Five members of the board of the Cardinal daily newspaper must be students, elected by students in campus-wide voting. Three faculty members are appointed by the President of the University. (48)

The Student Life and Interests Committee of the University of Wisconsin has the same jurisdiction over the Daily Cardinal Corporation which it has over other student organizations except that it has no voice in matters of editorial or business policy or in the selection or retention of the personnel (except as to eligibility) of the Daily Cardinal. (49)

Yale University, New Haven, Conn.—The Yale Daily News circulates 4,000 copies among 8,900 students. It is cited often as an independent newspaper. Its board of directors includes student staff members and alumni who served as staff members while students.

A careful reading of the data from each of the colleges, indicates that only two

more than \$75,000,000 for its equity games.

Booth's commitment to its shareholders is to increase the investment in the company over the long term. Achievement requires an equal commitment to building a professional work force rooted in the pursuit of excellence, in which people at all levels are given the fullest potential, according to the 1972 annual report.

This is grand language. John S. Knight wrote a strong statement of ownership for his group. He indicated that the Knight group provide sensible business practices for newspapers whose editors are freely within the chain. (51)

But W. J. Valentine, publisher of the Antelope Valley News in California, took the group idea to task by telling Editor and Publisher that "you can't be a free enterpriser, and be a group operator, and be a group." (52) It's a contradiction in terms, he said.

If group ownership can arouse a debate on the "independence" of commercial press, perhaps an additional discussion would cover the political affiliations of several newspapers. The N. W. Ayer & Sons records these official allegiances.

In the United States at least 251 daily newspapers have declared themselves to be independently Republican or actually part of the Republican Party. Democrat commitments are higher at 281 designations. The weekly papers are automatically aligned politically. The Republican weekly papers signed up, while the Democrats can list 1,275. These figures which reveal a third of America's commercial press is a political view could trigger questioning of the strength of the press as some commercial newspapers.

Newspapers would, of course, point out this classification is designed to obtain approval to publish legal advertisements. Such a classification should be tagged as a thinly disguised plan to provide indirect subsidies through state regulations.

On the federal level, newspapers enjoy a form of indirect subsidy through very low second class mailing rates. Almost all commercial newspapers have a second class mailing permit. To get one, they must provide the U.S. Post Office with a publisher-owner's statement of financial figures. The paper must publish specified data in each issue. These requirements are not really content-control devices but mechanical and fiscal provisions. (53)

Many colleges and universities do not impose provisions so demanding on their student publications.

If the commercial press can be considered free despite the government regulations for financial reality or small government regulations for financial reality campus press could be also considered free even though arrangements with its university. But the college press is not free of its college.

Certainly, incorporation does not mean "independence." It really doesn't provide the environment of freedom which student publications actually seek and should have. This report will discuss in detail the environment really should be in a later chapter.

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In the United States at least 251 daily newspapers have declared themselves to be independently Republican or actually part of the Republican structure. Democrat commitments are higher at 281 designations. Thus, 532 daily newspapers are automatically aligned politically. The Republicans have 1,170 weekly papers signed up, while the Democrats can list 1,275 weeklies. Certainly these figures which reveal a third of America's commercial press is committed to a political view could trigger questioning of the strength of the independence of some commercial newspapers.

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Chapter Three

Several Assorted Myths

Myth Of Saving Money

Money is tight on the campus. Budgets are being squeezed. Appropriations are down. Donors are fleeing. Enrollments are dwindling. Inflation is cruel. An anti-intellectualism is selling the belief that one or two years of technical or vocational post-high school study is the ultimate for most young people in contemporary society. Bruises are healing well from the days of violent campus demonstrations but the memory still is a frightening specter. And the underground press, with its romantically incorrect name, simply has run out of steam for the time being.

College administrators and board members look at shrinking funds, piled in smaller budget piles. They take a bit from here and there to bolster the crises and urgencies every month brings.

They remember the attacks made on the campus standard press and begin to attach credulity to that attack. Some believe students really don't want a campus newspaper, or yearbook, or magazine. This is an astonishing conclusion, especially to be made by a college president who makes speeches about the need for communications on the campus, in the nation, and around the world.

But greedy eyes say—take some or all of the money away from the student publications which aren't very important, or very popular, or always carried an implied threat anyhow. That money can be used better elsewhere.

When a Julius Duscha comes along with a thesis that says a student newspaper that receives student fee money can never be as independent as one cut off from the university without a dime, the fee raiders hurrah and produce rationale with grand phrases to excuse their depletion.

Perhaps this section of this report should weep for the student publication thus impoverished but it really is concerned about the college which believes it is going to save or make money by dumping the student publications.

Things just don't work out that way!

Here is what is more apt to happen.

Thomas Fischer caught the point. He tells us, "In these days of increasing student press independence it may prove advisable or necessary for an institution to establish its own house organ to communicate accurately and punctually information concerning its news, schedules, policies, etc." (54) Such a house organ costs money to produce. Printing it wouldn't be cheaper than printing the student newspaper unless fewer issues with fewer pages and less communications functions were produced. And the professional staff members doing the work would command higher salaries than the student staff could receive. Fischer solves the money problem neatly by saying, "Student fees monies can be provided." (55)

There have been such publications as the Columbia University Newsletter, the Harvard University Gazette, the Stanford Observer, and others. Students in many cases simply ignore these promotional house organs. Communication only happens when a reader reads, not because an administrator likes.

Another problem arises when the student newspaper has its funds taken away and is pushed from the university. In some 300 institutions, there exists a journalism instructional program. Journalism students report, write, edit, publish, and catch hell for whatever they did wrong from a vocal and perceptive audience of peers called students and faculty. The campus press provides a lively laboratory for these students. Some colleges organize this experience very formally; some are quite loosely arranged. In some colleges, pressure from student factions have forced a splitting away from the journalism faculty by the student newspapers. In others, the journalism faculty has fled the campus press either from fear of involvement or to find pleasanter avenues of academe to travel. But something happens. The journalism faculty discovers they need a new laboratory newspaper or publication so in come the requests for funds to sustain such a learning laboratory. This costs money!

An additional problem can arise. The supposed independent student newspaper simply cannot manage financially. For example, take the case of the Spectator of Columbia University. Student fee allocations ended. But the University loaned the paper \$25,000 for cold type equipment. When the paper couldn't repay the loan the University authorized an additional \$20,000 grant but found the paper owed \$16,470 for telephone bills. So the phone bill, the grant, the debt makes a blockbuster headache for everyone. An independent paper does not necessarily relieve the University of money problems.

North Carolina presents an interesting case. Four students sued the University at Chapel Hill challenging the use of mandatory student fees to support the student newspaper, the Daily Tarheel. This suit followed an episode at North Carolina Central College. The university was mandated to withhold funds from the paper by a state court because some students had objected to its contents. The

the staffing of the newspaper and in a protection clause forbids racial discriminatory activities of a state-supported institution, the press furnishes no shield for discriminating.

The case was remanded to the district court. The case could amend his pleadings to apply for practices in staffing and advertising nevertheless, that the permanent with appropriate remedy. (56)

This finding of the appellate court contradicts the factually there is no legal, philosophical, or practical fee monies to the campus press. Failure to do so both the university and the publication. Use of written, well-edited, reasonable and intelligent way to provide for freedom of expression and efficient going and stable manner. This is educational.

The Myth Of Selling

Frequent theme of advocates of no student fees pictures an analogy wherein the student newspaper (or yearbook) should earn its circulation by selling subscriptions.

Of course, there are no commercial yearbooks. No analogy can be drawn for that type publication.

A yearbook staff must contract for a variety of services to be produced. The amount of money involved can be many thousands of dollars. If the funds do not come from yearbook sales primarily, the staff is not likely to establish a budget. One lazy student, a printer's error, or other catastrophes can ruin the yearbook then? Individually sold yearbooks should sell for a high price forced by the small number printed. If more copies, it can pro-rate charges across this high quality and process-color is not great. Its cost per book at \$12 each in any college. The cost of production follows this table.

Examples Of Yearbook Costs

Number of copies	Number of pages	Total of all costs	Cost per book
1,000	352	\$ 21,000	\$21.00
2,000	368	\$ 39,000	\$19.50
3,000	384	\$ 52,000	\$17.33
4,000	400	\$ 65,000	\$16.25
5,000	416	\$ 76,000	\$15.20
6,000	432	\$ 85,000	\$14.18
7,000	448	\$ 92,000	\$13.14
8,000	464	\$ 97,000	\$12.13
9,000	492	\$102,000	\$11.33
10,000	508	\$107,000	\$10.70
11,000	524	\$112,000	\$10.17
12,000	540	\$117,000	\$ 9.75

A college or university with 5,000 students could produce a 352-page yearbook if \$6 were allocated from each student per semester, or \$2 per quarter. Smaller colleges

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the staffing of the newspaper and in accepting advertising. The equal protection clause forbids racial discrimination in extracurricular activities of a state-supported institution, the court said, and freedom of the press furnishes no shield for discrimination in advertising.

The case was remanded to the district court so the university president could amend his pleadings to apply for relief against discriminatory practices in staffing and advertising. The appeals court indicated, nevertheless, that the permanent withdrawal of funds was not an appropriate remedy. (56)

This finding of the appellate court contradicts totally the Duscha thesis. Actually there is no legal, philosophical, or practical reason not to allocate student fee monies to the campus press. Failure to do so leads to financial problems for both the university and the publication. Use of student fee money for a well-written, well-edited, reasonable and intelligent campus newspaper is a positive way to provide for freedom of expression and effective communications in an on-going and stable manner. This is educational achievement.

The Myth Of Selling Subscriptions

Frequent theme of advocates of no student fee money for the student publica- tions pictures an analogy wherein the student newspaper (or yearbook or maga- zine) should earn its circulation by selling subscriptions like the commercial press does.

Of course, there are no commercial yearbooks published for a community to buy so no analogy can be drawn for that type publication.

A yearbook staff must contract for a variety of services about one year before the book is to be produced. The amount of money involved in these contracts can be many thousands of dollars. If the funds needed to meet these commitments come from yearbook sales primarily, the staff is gambling on a sales level high enough to establish a budget. One lazy student, a decline in enrollment, a late delivery from the printer and other catastrophes can ruin that budget. Who pays then? Individually sold yearbooks should sell for from \$10 to \$15 each. This is a high price forced by the small number printed. If the yearbook prints 5,000 or more copies, it can pro-rate charges across this number so the cost per book with high quality and process-color is not great. It's very difficult to sell 5,000 yearbooks at \$12 each in any college. The cost of producing yearbooks of quality would follow this table.

Examples Of Yearbook Budgets

Number of copies	Number of pages	Total of all costs	Cost per book	Selling price per book	Other income per book
1,000	352	\$ 21,000	\$21.00	\$14	\$7.00
2,000	368	\$ 39,000	\$19.50	\$13	\$6.50
3,000	384	\$ 52,000	\$17.33	\$11	\$6.33
4,000	400	\$ 65,000	\$16.25	\$10	\$6.25
5,000	416	\$ 76,000	\$15.20	\$ 9	\$6.20
6,000	432	\$ 85,000	\$14.18	\$ 8	\$6.18
7,000	448	\$ 92,000	\$13.14	\$ 7	\$6.14
8,000	464	\$ 97,000	\$12.13	\$ 6	\$6.13
9,000	492	\$102,000	\$11.33	\$ 6	\$5.33
10,000	508	\$107,000	\$10.70	\$ 6	\$4.70
11,000	524	\$112,000	\$10.17	\$ 6	\$4.17
12,000	540	\$117,000	\$ 9.75	\$ 6	\$3.75

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An additional problem can arise. The supposed independent student newspaper simply cannot manage financially. For example, take the case of the *Spectator* of Columbia University. Student fee allocations ended. But the University loaned the paper \$25,000 for cold type equipment. When the paper couldn't repay the loan the University authorized an additional \$20,000 grant but found the paper owed \$16,470 for telephone bills. So the phone bill, the grant, the debt makes a blockbuster headache for everyone. An independent paper does not necessarily relieve the University of money problems.

North Carolina presents an interesting case. Four students sued the University at Chapel Hill challenging the use of mandatory student fees to support the student newspaper, the *Daily Tarheel*. This suit followed an episode at North Carolina Central College. The university was mandated to withhold funds from the paper by a state court because some students had objected to its contents. The *Campus Echo*, cut off from student fee funds simply could not operate. So the students of the College had no paper.

When the case of the *Campus Echo* came to the U.S. Court of Appeals, here is what happened.

The president of a state university, who withdrew financial support to the campus newspaper because of its editorial policy, abridged the freedom of the press in violation of the First and Fourteenth Amendments, the federal appellate court in Richmond ruled.

Student body fees had been used to support publication of the official campus newspaper. However, the editorial comments advocated racial segregation and objected frequently to the school's policy of admitting an increasing number of white students. The federal district court in North Carolina ruled there was no violation of the First and Fourteenth Amendments by cutting off financial support but also ruled that the school should permit the publication to continue to be published and distributed on the campus.

On appeal, the appellate court said that censorship of student publications at state-supported institutions cannot be imposed "by suspending the editors, suppressing circulation, requiring imprimatur of controversial articles, excising repugnant material, withdrawing financial support, or asserting any other form of censorial oversight based on the institution's power of the purse." The appeals court did note that students, like others, are forbidden to advocate in such a way as to incite or produce imminent lawless action. "The record contains no proof that the editorial policy of the paper incited harassment, violence, or interference with white students and faculty. At the most, the editorial comments advocated racial segregation contrary to the Fourteenth Amendment and the Civil Rights Act of 1964," the court added. Also, there was no indication that the paper refused to allow the expression of contrary views.

Another issue in the case was whether there was racial discrimination in

zine) should earn its circulation by selling subscriptions as the press does.

Of course, there are no commercial yearbooks produced by the press so no analogy can be drawn for that type publication.

A yearbook staff must contract for a variety of services. The amount of money involved can be many thousands of dollars. If the funds needed to produce the yearbook come from yearbook sales primarily, the staff is going to have enough to establish a budget. One lazy student, a delivery from the printer and other catastrophes can ruin the yearbook then? Individually sold yearbooks should sell for a high price forced by the small number printed. If the yearbook is sold in more copies, it can pro-rate charges across this number. High quality and process-color is not great. It's very expensive. Yearbooks at \$12 each in any college. The cost of producing yearbooks follow this table.

Examples Of Yearbook B

Number of copies	Number of pages	Total of all costs	Cost per book
1,000	352	\$ 21,000	\$21.00
2,000	368	\$ 39,000	\$19.50
3,000	384	\$ 52,000	\$17.33
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12,000	540	\$117,000	\$ 9.75

A college or university with 5,000 students could produce a 352-page yearbook if \$6 were allocated from each student per semester, or \$2 per quarter). Smaller colleges could use the money from fees or reduce the size and special effects. Larger colleges could expand size and effects with no budget stretched, each student would have to pay \$12 for his yearbook, or twice as much as in the fee allocation system.

If the yearbook is considered a luxury or plaything, yearbook fees will not be allocated, and whatever yearbook expenses will be paid precariously in semi-bankruptcy.

If a college understands that a yearbook can be a tradition in the life of its students and its history, it can communicate the value of such a publication. If communication is important to the college, it deserves and needs a yearbook.

Selling subscriptions for college newspapers is an excellent business.

Most commercial newspapers do sell subscriptions. Newspapers charge readers 50 to 75 cents per week. After the newsboy or sales contractor, the distribution trucker, keepers, etc., the net income from circulation dwindles. Publishers seldom receive as much as 25 per cent of their income from subscriptions.

For example, the Booth newspaper group in Michigan had an operating revenue of \$73,020 in 1964, or only \$16,157,040, or a little more than 22 per cent carried over from the previous year. (57)

As for the college press, here are two case studies.

Paper A is located in a large university with 40,000 students and about 8,000 subscriptions annually. Student subscriptions are \$6.00 per month or \$12.00 per student per year. (Summation of all subscriptions is \$96,000.)

Paper B is located in a middle-sized university with 14,000 students and distributes 14,000 copies daily on campus distribution racks. The cost of production is about \$2 per semester or \$4 per year per student. The net cost each student \$8.00 less than the student fee.

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resents an interesting case. Four students sued the University allenging the use of mandatory student fees to support the , the Daily Tarheel. This suit followed an episode at North Car- ge. The university was mandated to withhold funds from the ourt because some students had objected to its contents. The off from student fee funds simply could not operate. So the stu- ge had no paper.

the Campus Echo came to the U.S. Court of Appeals, here is

dent of a state university, who withdrew financial support to s newspaper because of its editorial policy, abridged the the press in violation of the First and Fourteenth Amendments, appellate court in Richmond ruled.

ody fees had been used to support publication of the official wspaper. However, the editorial comments advocated racial n and objected frequently to the school's policy of admitting an number of white students. The federal district court in North led there was no violation of the First and Fourteenth Amend- utting off financial support but also ruled that the school should publication to continue to be published and distributed on the

al, the appellate court said that censorship of student s at state-supported institutions cannot be imposed "by the editors, suppressing circulation, requiring imprimatur of al articles, excising repugnant material, withdrawing finan- t, or asserting any other form of censorial oversight based on tion's power of the purse." The appeals court did note that ke others, are forbidden to advocate in such a way as to incite or- minent lawless action. "The record contains no proof that the policy of the paper incited harassment, violence, or interference students and faculty. At the most, the editorial comments racial segregation contrary to the Fourteenth Amendment and ghts Act of 1964," the court added. Also, there was no indication e case was whether there was racial discrimination in

tions pictures an analogy wherein the (zine) should earn its circulation by selling subscriptions like the commercial press does.

Of course, there are no commercial yearbooks published for a community to buy so no analogy can be drawn for that type publication.

A yearbook staff must contract for a variety of services about one year before the book is to be produced. The amount of money involved in these contracts can be many thousands of dollars. If the funds needed to meet these commitments come from yearbook sales primarily, the staff is gambling on a sales level high enough to establish a budget. One lazy student, a decline in enrollment, a late delivery from the printer and other catastrophes can ruin that budget. Who pays then? Individually sold yearbooks should sell for from \$10 to \$15 each. This is a high price forced by the small number printed. If the yearbook prints 5,000 or more copies, it can pro-rate charges across this number so the cost per book with high quality and process-color is not great. It's very difficult to sell 5,000 yearbooks at \$12 each in any college. The cost of producing yearbooks of quality would follow this table.

Examples Of Yearbook Budgets

Number of copies	Number of pages	Total of all costs	Cost per book	Selling price per book	Other income per book
1,000	352	\$ 21,000	\$21.00	\$14	\$7.00
2,000	368	\$ 39,000	\$19.50	\$13	\$6.50
3,000	384	\$ 52,000	\$17.33	\$11	\$6.33
4,000	400	\$ 65,000	\$16.25	\$10	\$6.25
5,000	416	\$ 76,000	\$15.20	\$ 9	\$6.20
6,000	432	\$ 85,000	\$14.18	\$ 8	\$6.18
7,000	448	\$ 92,000	\$13.14	\$ 7	\$6.14
8,000	464	\$ 97,000	\$12.13	\$ 6	\$6.13
9,000	492	\$102,000	\$11.33	\$ 6	\$5.33
10,000	508	\$107,000	\$10.70	\$ 6	\$4.70
11,000	524	\$112,000	\$10.17	\$ 6	\$4.17
12,000	540	\$117,000	\$ 9.75	\$ 6	\$3.75

A college or university with 5,000 students could manage readily to produce a 352-page yearbook if \$6 were allocated from each student's fees per year (or \$3 per semester, or \$2 per quarter). Smaller colleges would have to allocate more money from fees or reduce the size and special effects in their books. Larger colleges could expand size and effects with no budget strain. If fees were not allocated, each student would have to pay \$12 for his yearbook, because of reduced circulation, or twice as much as in the fee allocation system.

If the yearbook is considered a luxury or plaything by the university no doubt fees will not be allocated, and whatever yearbook exists will be too skimpy and live precariously in semi-bankruptcy.

If a college understands that a yearbook can be a thrilling pictorial record of a year in the life of its students and its history, it can comprehend the cohesive communicative value of such a publication. If communications, or better communications is important to the college, it deserves and needs a well-edited student yearbook.

Selling subscriptions for college newspapers is an even worse plan. Most commercial newspapers do sell subscriptions (some do not). Daily newspapers charge readers 50 to 75 cents per week. After they pay the costs of the newsboy or sales contractor, the distribution truckers, the office staff, the record keepers, etc., the net income from circulation dwindles to very little. Newspapers seldom receive as much as 25 per cent of their income from circulation.

For example, the Booth newspaper group in Michigan operates eight daily newspapers. These had an operating revenue of \$73,027,974 in 1972. Of this amount only \$16,157,040, or a little more than 22 per cent came from circulation income. (57)

As for the college press, here are two case studies. Paper A is located in a large university with 40,000 students. It manages to sell about 8,000 subscriptions annually. Student subscriptions are 40 cents per week or \$6.00 per month or \$12.00 per student per year. (Summer terms are extra.) Paper B is located in a middle-sized university with 15,000 students. It distributes 14,000 copies daily on campus distribution racks. It receives a student fee allocation of about \$2 per semester or \$4 per year per student. Thus the daily paper in college B cost each student \$8.00 less than the students in college A.

Both papers are well-written and edited. The level of communication value of each paper is excellent. Unfortunately, paper A, no matter how hard it tries, cannot raise the level of circulation. That level has remained at the same percentage for nearly 40 years. Paper B actually serves its campus much better.

This isn't the real tragedy for paper A. Each year it sells about \$100,000 to \$110,000 worth of subscriptions. But to sell, account, service, deliver, and police these subscriptions, paper A has to spend about \$100,000. This leaves a balance of less than \$10,000 to use to produce the paper itself.

Paper B receives about \$90,000 annually from student fees. It spends less than \$10,000 to distribute its paper. Thus it nets more than \$80,000 annually to produce and improve the paper.

These are actual case studies. Similar data would develop from other comparisons. As a result of the small return from subscription income some papers rely on advertising income only and distribute papers on distribution racks for everyone anyhow. This increased circulation justifies higher ad rates and improves the communicative function of the paper. Such a plan can work only in situations where a large community of retailers need the campus paper to reach a large student enrollment, and if a full-time advertising staff is employed. In middle-sized and small colleges, the advertising-only income plan would not be sufficient.

If student fee allocations are not available, many colleges would have skimpy papers with small circulations. Ambitious staffs turn to sensational content to stir up readership and hopefully to sell a few more subscriptions. This effort has never worked out very effectively for either student or commercial newspapers.

Commercial newspapers do not experience great fluctuations in circulation. The strength of their circulation depends upon home-delivered copies in the city and its immediate retail trading area. This is the circulation advertisers want. A careful check is made of this quality circulation by the Audit Bureau of Circulations, a national agency. Scare headlines or sensational stories have little or no effect. Circulation is the result of several factors. One of these is the highly skilled and well-paid newspaper executive circulation director. (Campus papers really do not have such people available.) In all but a few cities, the commercial paper is the only newspaper available to the community. Housewives shop the ads constantly and buy the paper for them. People develop the newspaper habit which means they subscribe automatically. Most commercial newspapers reach 80 to 95 per cent of all possible subscribers in their communities.

College newspapers cannot develop that percentage because their clientele is far more mobile than that of a typical town. Average longevity of a college student is about two years. It's hard for him to really settle into many habits during that time.

Many college students are housed in dormitories, fraternity houses, or sorority houses. An amazing variety of restrictive rules about selling subscriptions and delivering papers exist in the 2,800 colleges of the land. No such a maze was ever faced by a commercial newspaper in its community.

It is grossly unwise to expect a campus newspaper to do with a handful of students what it takes a commercial newspaper to do with a complement of full-time circulation executives, bookkeepers, managers, supervisors, drivers, and newsboys and newsstand dealers to manage. There simply isn't enough time or money available on the campus to do it that way.

The Myth Of Incorporation

Several of the myth-makers apparently are convinced that there is a trend toward incorporation among university newspapers.

They ascribe a magic to incorporation that assures independence, gritty financing through learning to live with the market-place, and sure escape for college administrators.

Truthfully incorporation in and of itself doesn't mean any of these.

The NCCPA study found 13 colleges in which both the newspaper and the yearbook were incorporated. In 26 colleges the newspaper only was incorporated and in two colleges only the yearbook was incorporated. A total of 54 publications were incorporated in 41 colleges. This is less than four per cent of the campus press in the nation. Twenty-two newspapers and 13 yearbooks which had never bothered with incorporation yet claimed total independence. No information could be found to refute that claim. Several points should be made about the incorporated publications. More than 40 of them had been incorporated for several years. The fact that a dozen or so might have incorporated during the last four or five years does not constitute a "trend."

Not all publications who have considered incorporation have decided to become incorporated.

The generally accepted interpretations of the functions of student publications

discovered, increases when said publications are forced off from the influence of other students and (or) administration.

(7) Many publications (as borne out partially in the cases Central University Campus Echo and the Columbia University quickly encounter financial difficulty and, in some instances separation from the institution.

Publications at the University of Texas at Austin were years, but when the corporation expired in 1971 the University publications as auxiliary enterprises. (58)

Efforts to force independence and incorporation on the De Barbara campus of the University of California was rejected. The University let the idea lay until the autumn of 1973 when it was formed to look into the possibility. The committee was the Duscha report.

Representatives of Weber College in Ogden, Utah, asked General several questions about student publications. Davant attorney general, said in a letter in Jan. 21, 1972:

Can Weber College and its associated students be libel from libel actions by removing the Signpost from campus with publishers of an off-campus paper to replace the

We understand that some colleges and universities accomplish this result by incorporating the news tracting with the newly incorporated paper to pay a return for a designated number of newspapers. We advise if correctly done such an arrangement could be advised since Weber College is a public institution it would be in accomplishing such a result.

First, if mandatory students' fees are used to pay, may well be that a court would pierce the incorporated college and its officers responsible for libel regarding immunization from suit.

Second, the school would probably be unable to incorporate paper any supplies or equipment or provide office space, since to do so would violate prohibitions on funds for private purposes.

Third, the college would likely have to allow competing private firms interested in such a contract arrangement granting exclusive distribution rights to "its" newly

The problems encountered with such an arrangement greater for public institutions than for private schools that the College would be able to completely escape libel by such arrangements.

Corporations are legally established according to specific state laws. Corporations must file articles of incorporation. A series of provisions can be included. If any part of the university relationship or connection, the student newspaper considered independent even though it is incorporated. The precise university relationship, fund allocations, and corporation thus could mean dependence or independence. case after case wherein incorporation has produced a clearly making the newspaper part of the university. In such publications be considered "independent."

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discovered, increases when said publications are forced off campus and removed from the influence of other students and (or) administration.

(7) Many publications (as borne out partially in the cases of the North Carolina Central University Campus Echo and the Columbia University Daily Spectator) quickly encounter financial difficulty and, in some instances perish, after separation from the institution.

Publications at the University of Texas at Austin were incorporated for 50 years, but when the corporation expired in 1971 the University reorganized the publications as auxiliary enterprises. (58)

Efforts to force independence and incorporation on the Daily Nexus of the Santa Barbara campus of the University of California was rejected by the student staff. The University let the idea lay until the autumn of 1973 when a new committee was formed to look into the possibility. The committee was supplied with copies of the Duscha report.

Representatives of Weber College in Ogden, Utah, asked the State Attorney General several questions about student publications. David Young, chief assistant attorney general, said in a letter in Jan. 21, 1972:

Can Weber College and its associated students immunize themselves from libel actions by removing the Signpost from campus and contracting with publishers of an off-campus paper to replace the Signpost?

We understand that some colleges and universities have attempted to accomplish this result by incorporating the newspaper and then contracting with the newly incorporated paper to pay a set contract price in return for a designated number of newspapers. We are of the opinion that if correctly done such an arrangement could be advantageous. However, since Weber College is a public institution it would face serious problems in accomplishing such a result.

First, if mandatory students' fees are used to pay the contract price, it may well be that a court would pierce the incorporation veil and hold the college and its officers responsible for libel regardless of such attempts at immunization from suit.

Second, the school would probably be unable to give the newly incorporated paper any supplies or equipment or possibly any rent free office space, since to do so would violate prohibitions against use of public funds for private purposes.

Third, the college would likely have to allow competitive bidding for any private firms interested in such a contract arrangement rather than granting exclusive distribution rights to "its" newly incorporated paper.

The problems encountered with such an arrangement are obviously greater for public institutions than for private schools, and we have doubts that the College would be able to completely escape its responsibilities for libel by such arrangements.

Corporations are legally established according to specific steps outlined by state laws. Corporations must file articles of incorporation. Within these articles a series of provisions can be included. If any part of the articles stipulates a university relationship or connection, the student newspaper could not be considered independent even though it is incorporated. The articles can specify precise university relationship, fund allocations, and everything else. Incorporation thus could mean dependence or independence. Chapter two outlines case after case wherein incorporation has produced a publishing procedure clearly making the newspaper part of the university. In only two cases could the publications be considered "independent."

The strength of the independence provided by incorporation can be found in the type of incorporation accorded almost all student publications. There are regular, profit-making business corporations and there are non-profit corporations. The latter is a simple structure and easy to set up and maintain as a corporation. Charitable and educational agencies can qualify as non-profit corporations. Commercial newspapers cannot. If student publications are clearly related to the educational nature and structure of their university they can qualify. Virtually all of the campus publications are non-profit corporations, which means their relationship to the university entitles them to special treatment. If a student publication qualifies as a non-profit corporation it does so because of its relationship to the university, not because of independence from it.

Myth Of The Publisher

Perhaps no more confusion is found in the field of student publications than in the word "publisher." Perhaps the MCCRA study, this confusion appears in answers

fect. Circulation is the result of several factors. One of these is the highly skilled and well-paid newspaper executive circulation director. (Campus papers really do not have such people available.) In all but a few cities, the commercial paper is the only newspaper available to the community. Housewives shop the ads constantly and buy the paper for them. People develop the newspaper habit which means they subscribe automatically. Most commercial newspapers reach 80 to 95 per cent of all possible subscribers in their communities.

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Not all publications who have considered incorporation have decided to become incorporated.

The generally accepted interpretations of the functions of student publications are as: (1) vehicles for disseminating campus information and creative material, and editorializing; (2) mechanisms through which students learn as an academic experience.

These interpretations by the North Dakota Board of Higher Education were adopted as proposed by the Committee on Student Publications of the North Dakota State School of Sciences in 1970. The Committee was asked to study the feasibility of separating campus publications from institutional responsibility.

Alternatives to school subsidization would, of course, include possible incorporation of the publication. While incorporation was not mentioned specifically in the report of the Committee, the entire concept of complete autonomy from university influence was rejected.

The reasons for rejecting separation from the school of the publications included the following:

(1) The institution would suffer by the loss of a valuable learning tool: production of the publications themselves.

(2) Loss of the resultant interchange between students and instructors would further minimize the educational advantage of publications.

(3) Institutions would still be identified in the public mind with the "underground" or independent publications; thus, separation would not eliminate a chief reason for the action—to eliminate embarrassing identification with the school.

(4) Public pressure on the school to discipline or dismiss members of publication staffs would not necessarily result from establishment of "independent" publications.

(5) The question looms as to possible abuse of public authority in compelling all students (through fee subscriptions) to finance publications they may not choose to support. Assuming the avoidance of legal restrictions in attaining "independence," would not actual student body influence become still another step toward?

"Irresponsibility" of student publications, the Committee claims to have

in accomplishing such a result.

First, if mandatory students' fees are used to pay the bills, it may well be that a court would pierce the incorporation of the college and its officers responsible for libel regardless of the immunity from suit.

Second, the school would probably be unable to give the incorporated paper any supplies or equipment or possibly office space, since to do so would violate prohibitions against the use of funds for private purposes.

Third, the college would likely have to allow competition from private firms interested in such a contract arrangement by granting exclusive distribution rights to "its" newly incorporated publication.

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Corporations are legally established according to specific state laws. Corporations must file articles of incorporation. Within a series of provisions can be included. If any part of the arrangement is a university relationship or connection, the student newspaper is considered independent even though it is incorporated. The precise university relationship, fund allocations, and even the nature of the corporation thus could mean dependence or independence. Case after case wherein incorporation has produced a publication clearly making the newspaper part of the university. In only a few cases are publications considered "independent."

The strength of the independence provided by incorporation is the type of incorporation accorded almost all student publications. Profit-making business corporations and there are non-profit corporations. The latter is a simple structure and easy to set up and maintain. Charitable and educational agencies can qualify as non-profit corporations. Commercial newspapers cannot. If student publications are clearly of an educational nature and structure of their university they can qualify for non-profit status. The campus publications are non-profit corporations, which membership to the university entitles them to special treatment. If a publication qualifies as a non-profit corporation it does so because of its relationship to the university, not because of independence from it.

Myth Of The Publisher

Perhaps no more confusion is found in the field of student publications than in the word "publisher."

In data collected by the NCCPA study, this confusion is clearly provided by college officials when they were asked what agency would be the publisher of the campus newspaper. Here is what the officials reported:

254 indicated the college or university was considered the publisher.

162 named student government.

71 said a publications board or committee.

66 said the board of trustees.

51 of the officials confused publishing with printing.

44 of the colleges did not have campus papers.

41 were published by a corporation.

38 did not answer.

33 said students published the paper.

29 named the student staff of the newspaper.

26 listed the journalism department or a journalism class.

25 designated the president (or chancellor).

20 said no one.

13 named the student personnel area.

9 listed public relations officers.

4 colleges reported this was in doubt on their campuses.

4 colleges avoided the question by reporting they were closed.

2 institutions said a university-wide senate was publisher.

1 college mentioned each of these agencies: the English department of Wisconsin, a college-community council, a campus affairs office of student publications.

And 1 respondent said he simply didn't understand the question.

When the colleges were asked to cite a state law establishing a publishing agency, only 53 reported there was such a law, 10 said there was no such law, and another 93 did not answer.

Six colleges based their system on opinions of state attorneys. They believed the university charter established the authority. The other 19 colleges authorized the plan while 19 relied on nonprofit corporations.

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And 1 respondent said he simply didn't understand the question. When the colleges were asked to cite a state law establishing the legality of the publishing agency, only 53 reported there was such a law, they believed. But 698 said there was no such law, and another 93 did not answer.

Six colleges based their system on opinions of state attorney offices and nine believed the university charter established the authority. The board of trustees in 21 colleges authorized the plan while 19 relied on nonprofit corporation laws of their states.

More curious answers were reported when the college officials were asked to name an individual who served as the publisher for the campus newspaper. The answers: In 678 colleges and universities no one was publisher; 95 colleges failed to answer. Thirty-five indicated a journalism teacher or adviser was the publisher; an equal 35 decided the student editor was publisher. Thirty-four picked the college president; 12 named various college officials; and seven thought one of their public relations officers was publisher. Other persons mentioned included the student government president, an editorial board, or the student government.

Yearbooks didn't fare much differently than newspapers. The publishing agency cited most often (193 times) was the college. Student government was next at 128. As for the rest:

- 57 colleges confused publishing with printing.
- 54 named a publications committee.
- 38 said the board of trustees.
- 34 said no one.
- 31 named the student staff.
- 18 listed the student personnel area.
- 18 said students.
- 14 said a corporation.
- 11 listed the journalism department or classes.
- 11 named the college president.
- 8 said a public relations officer.
- 5 believed the yearbook editor was the publisher.
- 4 said the senior class.

Also mentioned was the upper classes, New Jersey, and the business department.

As for laws establishing their publishing agency, 588 colleges knew of none, while 24 said there was a legal basis. No information was available from 15 colleges.

As for naming an individual serving as the publisher 562 colleges reported none. Mentioned most often as publisher was the editor of the yearbook (24 times), the yearbook adviser (19 times), and the president (17 times). Also mentioned were a vice president, the student personnel area, and the graphic arts head. Two colleges confused printing with publishing.

If incorporation and (or) independence were helpful in organizing student publications, the universities having such a plan should be knowledgeable about publishers. But here are answers from such colleges:

- 41 newspapers indicated the publishing agency was a corporation.
 - 10 newspapers said students were the publishers.
 - 3 newspapers named a publications board or committee.
 - 2 said no one.
 - 2 provided no information.
- Also mentioned were the university, the president, and a private company.
- 14 yearbooks said a corporation.
 - 4 yearbooks said the student government.
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Thirty incorporated independent newspapers and 19 such yearbooks reported no laws existed authorizing their status. Nineteen newspapers believed the non-profit corporation laws of their states provided authority and one newspaper indicated a state law applied. Seven colleges reported state laws covering yearbooks, and four colleges said board of trustees' regulations covered newspapers. Seven colleges provided no answer for their newspapers and two had no answer for yearbooks.

The clarity with which incorporated-independent publications operate becomes somewhat clouded when 39 colleges report that no one serves as the publisher of the newspaper and 26 colleges say no one serves as publisher of the yearbook. One yearbook publisher was said to be the editor and one was the adviser. Six editors and six college officials were named as publishers of newspapers while an editorial board and the student government were mentioned. No information was available from eight colleges.

The word publisher is a generally misunderstood term by many people. Although a college could be considered a publishing agency it could not properly be called a publisher. A publisher is an individual who performs management functions for the owners of a publishing company or agency.

Colleges generally have not designated anyone to perform these functions. If no one has such a function, whether that person be a student or a college official, it would not be surprising that befuddlement often accompanies the operation of student publications. In any case, the so-called independent-incorporated

asks the journalist if he has a legal justification for his. Legal justifications include truth, qualified privilege. There is no federal libel law; instead, each of the 50 states each state is apt to be different from all the others in so courts, including the Supreme Court, have had to make laws against the superior law of the constitution. A statute now made it very difficult for anyone to sue a newspaper. The total effect of libel laws and court decisions are to put the press more so than the appellant. College newspapers are more than do commercial newspapers in libel matters.

Frederic C. Coonradt, an associate professor of journalism at Southern California, told readers of Quill magazine that all but repealed by Supreme Court decisions. (59) New York indicates that the appellant would have to prove actual malice of truth and falsehood. Under this decision, newspapers are being published false material concerning public officials.

This theoretical discussion of libel and the campus press is not convincing. In practice, hasn't there been a long series of college journalists and administrators have had to face?

Barry L. Standley, a student in the law school of Southern California College and a journalist, spent several months chasing in college and university student publications. Here is what he found:

At Iowa State University, in 1971, the paper was sued by an agency selling discount plans to students from Iowa district court (Story County) upheld the newspapers decision.

At Northwestern University, in 1966, the paper carried a parlor proprietor who attacked a competing pizza parlor. The paper for the libelous ad and won. The paper was not an astronomical amount.

At Pennsylvania State University the paper settled out of court with a retiring professor who contended he had been libeled. At Colorado State University, in 1970, the paper settled out of court with a cartoon.

Out-of-court settlements were made at Wichita State University at the University of Colorado in 1969.

At the University of Maine, in 1964, the paper was sued but since the plaintiff did not persist.

At Indiana University in 1968, the paper was sued by a court dismissed the case before it came to trial.

At Syracuse University, the paper was sued for \$9,000. The supreme court justice dismissed the suit as having no basis.

At Youngstown University, a jeweler's suit was brought but the local court relieved the university of liability and eventually upheld this ruling.

An assistant professor of English sued the paper of Southern California Colleges in 1964. The outcome of the case has not been decided.

The newspaper at Washington State University settled out of court for \$5,000.

The University of Arkansas yearbook settled out of court. In 1968 the newspaper at Pacific University was sued by its director over an editorial but dropped his suit when the paper made a retraction.

The Indiana Daily Student was sued twice in 1972 but dismissed on the defendant's motions for summary judgment even conducted.

At Vanderbilt University, the lower and appellate courts pointing out that newspapers' fair and accurate reporting is a qualified privilege.

The University of Arizona newspaper in 1965 defended itself in libel action on the fair comment basis.

Standley's study indicates that only 19 cases involving students have touched college publications during the last 30 years. No court render a verdict against a student publication. In all cases the university and the newspaper settled out of court (which is less than court costs of winning a verdict). No newspaper was neither convicted of publishing libelous material nor damages in or out of court.

Compared to the commercial press, the college press has a better record.

This does not mean, of course, that either are libel suits. Students are really such good friends of the campus press that they consider filing libel suits. Standley indicates that

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Frederic C. Coonradt, an associate professor of journalism at the University of Southern California, told readers of Quill magazine that the law of libel has been all but repealed by Supreme Court decisions. (59) *New York Times v. Sullivan*, indicates that the appellant would have to prove actual malice and reckless disregard of truth and falsehood. Under this decision, newspapers actually can knowingly publish false material concerning public officials and persons.

This theoretical discussion of libel and the campus press may be reassuring yet not convincing. In practice, hasn't there been a long series of costly libel suits that college journalists and administrators have had to fight?

Barry L. Standley, a student in the law school of Northern Kentucky State College and a journalist, spent several months chasing down the incident of libel in college and university student publications. Here is what he found: (60)

At Iowa State University, in 1971, the paper was sued by Campus Alliance, Inc., an agency selling discount plans to students from local businesses. The Iowa district court (Story County) upheld the newspapers defense of fair comment.

At Northwestern University, in 1966, the paper carried an ad written by one pizza parlor proprietor who attacked a competing pizza parlor. Pizza parlor 2 sued the paper for the libelous ad and won. The paper was assessed \$1,900 damages, not an astronomical amount.

At Pennsylvania State University the paper settled out of court for \$7,500 with a retiring professor who contended he had been libeled.

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At Indiana University in 1968, the paper was sued by campus policemen but the court dismissed the case before it came to trial.

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Standley's study indicates that only 19 cases involving the filing of libel cases have touched college publications during the last 30 years. In only one case did a court render a verdict against a student publication. The matter found libelous was not written or initiated by a student at all but by an advertiser. In six of the cases the university and the newspaper settled out of court, twice for only \$500 (which is less than court costs of winning a verdict). Thus, in 12 cases the newspaper was neither convicted of publishing libel or required to pay any damages in or out of court.

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Colleges generally have not designated anyone to perform these functions. If no one has such a function, whether that person be a student or a college official, it should not be surprising that befuddlement often accompanies the operation of student publications. In any case, the so-called independent-incorporated publications apparently are not any better organized or knowledgeable on this score than any other student publications.

The Myth Of Libel

In almost every discussion of the campus press, the term libel usually surfaces very early. When it does, voices thin to fearful whispers as if libel is a devil incarnate to the printed word. For many years libel has been used sincerely or falsely as a reason for the student press not to publish many, many things. The articles by the myth-makers, the subject of board of publications meetings, the conviction of college administrators all present a view of libel thus:

Remarks that are critical of and unfair to people surely are uncalled for and constitute a form of libel. If they are published, the resources of the university can be depleted by resulting lawsuits, which surely will end in five or six figure damages. If the university or college is not thus impoverished, surely the board, the president and other administrative officials will personally have to pay.

Does libel work this way? Not at all.

Libel, of course, is visual defamation. Articles, which hold persons up to public hatred, ridicule, or scorn and have the effect of destroying professional reputations, can be said to be libelous. Libel as it is printed by newspapers is a civil matter—not a criminal one. This means that no agency exists which exercises surveillance over the contents of newspapers to determine if someone should be prosecuted for reputation destroying. The only way a court can consider a libel action occurs when a person who believes he has been illegally abused seeks to recover money damages to compensate for that abuse.

Not all things that can be embarrassing or critical could be actionable in a libel case, however. In tort procedure, the court must first determine that the alleged libel was published. Second, the court determines that the material pertained to a person entering the suit. Third, the court determines whether the material is libelous. But no damages are assessed at this point. Instead the court

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Retractions were frequently published; at least 98 advertisements had provided retractions. Of these, 68 said the student initiative to correct errors while only 30 advisers said the reason because of libel suit possibility.

In addition to the classic defenses against libel, education two other possible avenues to escape liability. One is the immunity which could protect private (and non-profit) colleges libel suits were contemplated against private colleges charitable immunity was recognized, courts would readily suit. The doctrine of governmental immunity based on the extends to public colleges. At least 11 states have tern immunity, however. Another legal doctrine is agency law. the scope of his employment, his supervisors, advisers, etc. ble. Legal counsel would certainly have to evaluate the appropriate principles in specific instances.

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The Myth Of Censorship

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This does not mean, of course, that either are libel free. Perhaps professors and students are really such good friends of the campus press that they wouldn't consider filing libel suits. Standley indicates that 66 advisers reported their publications had been threatened by a suit; but nothing happened. Probably the irritated persons got cold feet or found from legal counsel that the published matter was in no way actionable. Most of these advisers felt the threats really weren't serious.

Retractions were frequently published; at least 98 advisers reported student papers had provided retractions. Of these, 68 said the student journalists took the initiative to correct errors while only 30 advisers said the retractions were printed because of libel suit possibility.

In addition to the classic defenses against libel, educational institutions have two other possible avenues to escape liability. One is the doctrine of charitable immunity which could protect private (and non-profit) colleges from liability. If libel suits were contemplated against private colleges in the 19 states where charitable immunity was recognized, courts would readily refuse to sustain the suit. The doctrine of governmental immunity based on the Eleventh Amendment extends to public colleges. At least 11 states have terminated governmental immunity, however. Another legal doctrine is agency law. If a person acts outside the scope of his employment, his supervisors, advisers, etc., may not be held liable. Legal counsel would certainly have to evaluate the applicability of these doctrines in specific instances.

From a legal theory approach and from a review of actual case history it does become clear that libel or kisses therefrom do not pose a threat to universities or to student journalists who know what they are doing.

The Myth Of Censorship

Censorship of the campus press could only be accomplished if someone other than the student staff were in a position to approve copy prior to publication. The NCCPA study attempted a determination of how wide-spread such a practice might be, in light of the contentions of the myth-makers that it surely was universal.

Reports submitted by college officials indicated that no one approved student newspaper copy prior to publication on 498 campuses. In 318 colleges prior approval plans did exist. In other words in 61 per cent of the colleges no prior approval or censorship was possible or practiced.

An examination of the 39 per cent where prior approval was practiced bears some explanation. In 273 colleges the adviser of the newspaper gave prior approval; in 43 cases other persons did so. Advisers generally checked copy for libel, good taste, or legal matters but did not forbid publication of ideas or viewpoints critical of the university. In 42 cases the prior approval system was very weak.

The campus yearbook staff did not have to seek prior approval in 351 colleges, but did have to in 264 colleges. Thus, no prior approval was involved in 57 per cent of the colleges. This lower percentage exists because public colleges apparently split evenly on whether yearbooks should or should not be required to obtain approval of content before publication. In 243 of the colleges the adviser of the yearbook does the prior approval while the yearbook staff has to obtain approval from other persons in seven cases. Once again the level of approval is not necessarily severe; indeed, in 13 colleges it is very weak.

Courts at every level simply do not tolerate actions taken against the campus press as discipline or censorship by college officials. A heavy dossier of cases is building up to indicate censorship is illegal and non-permissible. Here is a review of several recent cases.

1. *Antonelli v. Hammond*, 398 F. Supp. 1329 (D. Mass. 1970)—School president instituted "review board" to pass on all material to be printed in college paper. Court ruled such action constituted "prior censorship" and was an "unconstitutional exercise of state power."

2. *Dickey v. Alabama State Board of Education*, 273 F. Supp. 613 (M.D. Ala. 1967)—Student refused reentry into school after being accused of "insubordination" because of protesting school president's rule forbidding editorials critical of state legislators or governor. Court overruled school officials on grounds that they could not "infringe on students' rights of free expression where (such) do not significantly interfere with the requirement of appropriate school discipline."

3. *Lee v. Board of Regents*, 306 F. Supp. 1097 (W.D. Wis. 1969)—Staff of student newspaper, acting on policy originated by faculty-student publications committee, would not print "editorial advertising," e.g., concerning university employees unions. Court ordered staff to accept such advertisements on grounds that student paper is important forum "for dissemination of news and expression of opinion" and it is violative of First Amendment rights for paper not to be open to "anyone who is willing to pay to have his views published therein."

4. *Panarella v. Birenbaum*, 1190 E. 327 NYS 2d 755. (New York Court of Appeals 1971)—A ruling by an appeals court in New York that regulations prohibiting attacks on religion from being published in campus newspapers at state-supported institutions of higher education are unconstitutional, was affirmed by the New York Court of Appeals, the highest court in the state.

In two separate opinions, which were consolidated on appeal, lower courts had directed two colleges to prevent attacks on religion from appearing in campus publications after some students had complained. The appeals court had found these regulations to be unconstitutional restrictions on freedom of expression in violation of the First Amendment.

In affirming this decision, the New York Court of Appeals said that, in sponsoring a student newspaper, the colleges did not intend to advance or inhibit religion. They merely provided a forum for exchange of ideas, the court continued. "There is no showing that the articles attacking religion were systematic or continuing, or that articles and letters presenting counterattacks were excluded."

In fact, the court concluded, "Use of state monies to support the newspaper does no more to establish a religion or inhibit it, than use of state monies to build auditoriums, to provide police protection for speakers, or to subsidize distribution of literature, including religious proselyting, through the mails. The action of college officials may not be interpreted as an attempt to establish a 'secular religion'; they simply have not spared religion, any more than love of country, from the attack of individuals expression their own contentions."

5. *Joyner v. Whiting*, 72-1630 (North Carolina 1972)—On appeal, the appellate court said that censorship of student publications at state-supported institutions cannot be imposed "by suspending the editors, suppressing circulation, requiring imprimatur of controversial articles, excising repugnant material, withdrawing financial support, or asserting any other form of censorial oversight based on the institution's power of the purse."

6. *Thoren v. Jenkins*, 72-1061 (North Carolina 1973)—Disciplinary action taken against two state university students, one who wrote a letter to the school paper containing a four-letter vulgarity referring to the university president, and the editor-in-chief of the campus paper was ruled illegal by the federal appellate court in Richmond.

dalism, and even murders on the campus.

5. Evaluation of faculty effectiveness by students.

6. Jobs.

7. Student editors spoke out against the war in Vietnam.

8. Revision of the curriculum to include timely and relevant.

9. Campus newspapers championed students' rights and

10. Some papers presented an entire supplement called "arts." Most papers had a single page devoted to the arts. Student reactions to the latest records, provocative motion pictures, books, concerts, television, and radio attractions, and even

11. In their columns, many papers offered counseling services: personal, vocational, alcoholic, medical, drug, academic, and paper counseling.

12. In their papers, students advanced their ideas concerning discussed noise and water pollution, recycling, food facts, and soil and beach erosion.

13. Women's liberation.

14. During this year the use of obscenities in campus news was upset by their use was the faculty, not the students. Many of the obscenities have lost their shock value. Others claim that obscenities in the collegiate press indicated immaturity of the

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Most of the information above pertains to public colleges. Most private colleges can censor with no restraint. Freedom of expression is guaranteed to individuals. The key individual in college is the editor. Not many cases have worked through the courts yet.

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ge officials indicated that no one approved student publication on 498 campuses. In 318 colleges prior approval words in 61 per cent of the colleges no prior approval possible or practiced.

per cent where prior approval was practiced bears witness the adviser of the newspaper gave prior approval. Advisers generally checked copy for libel, but did not forbid publication of ideas or viewpoints. In 42 cases the prior approval system was very weak.

did not have to seek prior approval in 351 colleges. Thus, no prior approval was involved in 57 per cent of the colleges. This percentage exists because public colleges apparently do not require books should or should not be required to obtain prior approval. In 243 of the colleges the adviser of the yearbook while the yearbook staff has to obtain approval in some cases. Once again the level of approval is not high in 13 colleges it is very weak.

colleges do not tolerate actions taken against the campus newspaper by college officials. A heavy dossier of cases is maintained. Libel is illegal and non-permissible. Here is a review

308 F. Supp. 1329 (D. Mass. 1970)—School president attempted to pass on all material to be printed in college paper. This constituted "prior censorship" and was an "unconscionable power."

State Board of Education, 273 F. Supp. 613 (M.D. Ala. 1968)—The Board of Education, 273 F. Supp. 613 (M.D. Ala. 1968) held that entry into school after being accused of "intentionally protesting school president's rule forbidding editorials or governor. Court overruled school officials on grounds that it infringed on students' rights of free expression where it interfered with the requirement of appropriate school discipline."

306 F. Supp. 1097 (W.D. Wis. 1969)—Staff of student newspaper originated by faculty-student publications committee "editorial advertising," e.g., concerning university hired staff to accept such advertisements on grounds that it was "for dissemination of news and expression of opinion." First Amendment rights for paper not to be open to advertising to have his views published therein."

1190 E. 327 NYS 2d 755. (New York Court of Appeals 1968)—The New York Court of Appeals held that regulations prohibiting the publication of articles being published in campus newspapers at state-supported institutions of higher education are unconstitutional, was affirmed by the New York Court of Appeals, the highest court in the state.

which were consolidated on appeal, lower courts had found that such attacks on religion from appearing in campus newspapers had complained. The appeals court had found that such institutional restrictions on freedom of expression in campus newspapers are unconstitutional.

The New York Court of Appeals said that, in sponsoring the colleges did not intend to advance or inhibit religion, but provided a forum for exchange of ideas. The court concluded that the articles attacking religion were systematic and letters presenting counterattacks were excluded.

Use of state monies to support the newspaper or religion or inhibit it, than use of state monies to build up protection for speakers, or to subsidize distribution of religious proselyting, through the mails. The action of the state is interpreted as an attempt to establish a "secular religion" and is not spared religion, any more than love of country, is expression their own contentions."

1630 (North Carolina 1972)—On appeal, the appellate court found that the suppression of student publications at state-supported institutions by suspending the editors, suppressing circulation, requiring withdrawal of articles, excising repugnant material, withdrawing circulation, or any other form of censorial oversight based on the content of the publication is unconstitutional.

1630 (North Carolina 1973)—Disciplinary action taken against a student who wrote a letter to the school paper criticizing the university president, and the

dalism, and even murders on the campus.

5. Evaluation of faculty effectiveness by students.

6. Jobs.

7. Student editors spoke out against the war in Vietnam and deplored its continuance.

8. Revision of the curriculum to include timely and relevant causes.

9. Campus newspapers championed students' rights and the rights of others.

10. Some papers presented an entire supplement called "The Arts." However, most papers had a single page devoted to the arts. Students wrote reviews and reactions to the latest records, provocative motion pictures, operas, ballets, books, concerts, television, and radio attractions, and even belly dancing.

11. In their columns, many papers offered counseling services, which included personal, vocational, alcoholic, medical, drug, academic, sexual, draft, and term paper counseling.

12. In their papers, students advanced their ideas concerning ecology and discussed noise and water pollution, recycling, food facts, food fraud, herbicides, and soil and beach erosion.

13. Women's liberation.

14. During this year the use of obscenities in campus newspapers declined. Most upset by their use was the faculty, not the students. Many editors admitted that the obscenities have lost their shock value. Others claimed that the use of obscenities in the collegiate press indicated immaturity of the writer.

15. In addition to these popular concerns of the collegiate press, college newspapers wrote about more effective teaching, tenure of professors, salaries of staff and professors, parking problems, pass-fail grades, the "new religion," and students' participation in curriculum planning and in-college governance. (61)

Most of the information above pertains to public colleges. This does not mean that private colleges can censor with no restraint. Freedom of the press is a right guaranteed to individuals. The key individual in college press matters is the editor. Not many cases have worked through the courts yet, however.

But judgment should prevail. Officials at Brigham Young University have concluded that student editors there have essentially the same rights as do editors in public colleges. Many private colleges are proud of their campus traditions of free inquiry and discussion. They proclaim in university policies their endorsement of a free press.

It is good advice to a college administrator not to take action against the student press even though the press has been obnoxious or severe in its contents. The danger is not only in court action, but also in on-campus relations. Here is a plaintive report concerning the Fourth Estate of Hilbert College in 1971:

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Following the meeting Sister Mary Edwina filed a written charge which led to Tuesday's hearing. She charged that the Planned Parenthood ad "is unacceptable to Catholic tenets and undermines the authentic values of the faith."

She added that "when interrogated whether he (Mr. Hickling) was aware that this advertisement was contrary to the teaching of the Church, he replied that he was...but he had an obligation as an editor-in-chief to inform the public.

"This is a breach of trust on the part of the editor-in-chief. This was an abuse of the college newspaper. He has shown no respect for

critical of state legislators or governing school president's rule forbidding editorials on grounds that they could not "infringe on students' rights of free expression where (such) do not significantly interfere with the requirement of appropriate school discipline."

3. *Lee v. Board of Regents*, 306 F. Supp. 1097 (W.D. Wis. 1969)—Staff of student newspaper, acting on policy originated by faculty-student publications committee, would not print "editorial advertising," e.g., concerning university employees union. Court ordered staff to accept such advertisements on grounds that student paper is important forum "for dissemination of news and expression of opinion" and it is violative of First Amendment rights for paper not to be open to "anyone who is willing to pay to have his views published therein."

4. *Panarella v. Birenbaum*, 1190 E. 327 NYS 2d 755. (New York Court of Appeals 1971)—A ruling by an appeals court in New York that regulations prohibiting attacks on religion from being published in campus newspapers at state-supported institutions of higher education are unconstitutional, was affirmed by the New York Court of Appeals, the highest court in the state.

In two separate opinions, which were consolidated on appeal, lower courts had directed two colleges to prevent attacks on religion from appearing in campus publications after some students had complained. The appeals court had found these regulations to be unconstitutional restrictions on freedom of expression in violation of the First Amendment.

In affirming this decision, the New York Court of Appeals said that, in sponsoring a student newspaper, the colleges did not intend to advance or inhibit religion. They merely provided a forum for exchange of ideas, the court continued. "There is no showing that the articles attacking religion were systematic or continuing, or that articles and letters presenting counterattacks were excluded."

In fact, the court concluded, "Use of state monies to support the newspaper does no more to establish a religion or inhibit it, than use of state monies to build auditoriums, to provide police protection for speakers, or to subsidize distribution of literature, including religious proselyting, through the mails. The action of college officials may not be interpreted as an attempt to establish a 'secular religion'; they simply have not spared religion, any more than love of country, from the attack of individuals expressing their own contentions."

5. *Joyner v. Whiting*, 72-1630 (North Carolina 1972)—On appeal, the appellate court said that censorship of student publications at state-supported institutions cannot be imposed "by suspending the editors, suppressing circulation, requiring imprimatur of controversial articles, excising repugnant material, withdrawing financial support, or asserting any other form of censorial oversight based on the institution's power of the purse."

6. *Thoren v. Jenkins*, 72-1061 (North Carolina 1973)—Disciplinary action taken against two state university students, one who wrote a letter to the school paper containing a four-letter vulgarity referring to the university president, and the editor-in-chief of the campus paper was ruled illegal by the federal appellate court in Richmond.

Affirming the decision of the district court, the appeals court found a violation of the First Amendment, quoting from the Supreme Court's ruling in *Papish v. Board of Curators*. The appeals court said that a state university may not shut off the mere dissemination of ideas, no matter how offensive to good taste, solely in the name of "conventions of decency."

Hermin Estrin, a past president of NCCPA and active in advising college publications at Newark College of Engineering in New Jersey, spent several months reading issues of 200 college newspapers published in 1972. He concluded at the end of his study that "the collegiate press in the 70s is producing a forthright, candid approach to the real problems, concerns, and interests of its readers—the student body. College editors—responsible, sophisticated, knowledgeable, provocative, and at times, irreverent and daring—offer their readers an informative, stimulating, timely press."

The commercial press would appreciate such an accolade: Estrin found a wide range of concerns published in the papers. The college press, like the commercial press, was able to tackle anything.

If censorship was widely practiced on the campus press, student newspapers could not have written about this list of subjects Estrin read about over and over:

1. Commitment to service activities designed to improve the community and help needy persons of the off-campus community.
2. Sex is treated casually, frankly, and relevantly with articles about centers for human sexuality, sex forums, birth control, abortion, homosexuality, marriage, family planning, venereal disease, cohabitation, and rape.
3. In the advertisement section, students included such ads as abortion information and assistance, male contraceptives, alcoholics anonymous, narcotic addicts rehabilitation, precana conferences, GROPE (Gay Rights of People Everywhere), Tampax tampons, term papers researched and professionally edited, wine, beer, draft counseling, pregnancy counseling, among others.

The college press is definitely concerned about the thefts, assaults, van-

guaranteed to individuals. The key individual in college editor. Not many cases have worked through the courts yet,

But judgment should prevail. Officials at Brigham Young concluded that student editors there have essentially the same in public colleges. Many private colleges are proud of their free inquiry and discussion. They proclaim in university endorsement of a free press.

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Mr. Hickling defended running the ad on the grounds that his obligation was to the students and not the the Church. Edwina: "I have done nothing wrong."

Following the meeting Sister Mary Edwina filed a lawsuit led to Tuesday's hearing. She charged that the Planned Parenthood ad was unacceptable to Catholic tenets and undermines the faith.

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"This is a breach of trust on the part of the editor-in-chief. Improper use of the college newspaper. He has violated Catholic philosophy and morals and disregarded the teachings of the Church. He has failed in his responsibility to God and fellow students and founders of this college.

"The college reserves the right to prohibit attacks on the Catholic faith. Every individual on this campus must respect the freedom and that no attacks against the Catholic faith and freedom will be tolerated."

A seven-member panel—four students, two faculty members, and Sister Mary Edwina's top assistant—heard Mr. Hickling defend himself and Edwina discuss the charges for two hours Tuesday afternoon; however, Mr. Hickling was entitled to the aid of a lawyer represented by Steve Lipman, Student Affairs Editor.

The unanimous 7-0 decision was:

"...Mr. Hickling shall not be expelled from school.

"...He shall not be removed as editor-in-chief,

"...a list of guidelines pertaining to the relationship between the editor-in-chief and the newspaper's adviser shall be drawn up.

It was suggested that the adviser's role be limited to editorial comment.

Censorship or prior approval of copy for the campus press is a procedure practiced in American colleges and universities. Perhaps the incidence is higher than it should be; much of the blame is on the part of the myth-makers and of studies such as this one is to advise college administrators to recognize the desirability of a free and uncensored campus press. Myth-makers seek short cuts to such a goal. The NCCPA suggests that college administrators understand the function of a free campus press.

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Censorship or prior approval of copy for the campus press is not the standard procedure practiced in American colleges and universities, public or private. Perhaps the incidence is higher than it should be; much of the purpose of the myth-makers and of studies such as this one is to advise college administrators to recognize the desirability of a free and uncensored campus press. The myth-makers seek short cuts to such a goal. The NCCPA suggests endorsement and understanding of the function of a free campus press.

Myths Surrounding Journalism Education

Success story of the decade of the 1970s in higher education could very well be that of journalism education. If enrollment increases could be considered one criterion of success, certainly journalism is booming.

The 41,691 students reported to Paul V. Peterson for the 1971-72 academic year for his annual survey compiled for the Association for Education in Journalism, was the highest number ever recorded.

Unfortunately Peterson's report covers only 166 schools and departments of journalism. The issue of *Journalism Educator*, containing his report and the 1973 *Yearbook of Editor and Publisher* magazine together list more than 200 colleges offering a major in journalism. (62) These two publications do not list many other schools offering majors; actually nearly 300 colleges provide such extensive programs. Hundreds more offer enough courses to equal a journalism minor and hundreds more offer from one to a half dozen courses.

The American Council for Education in Journalism thus had accredited between 20 and 25 per cent of the 300 colleges in one or more areas of journalism education. The Association for Education in Journalism has a membership of from 1,200 to 1,500 college journalism teachers, or from 20 to 25 per cent of the persons who actually teach journalism in colleges or universities.

The National Council of College Publications Advisers hasn't been able yet to sign up as many as a thousand college student publications advisers. Each of these agencies would be far more effective if teachers or advisers would join, or if more colleges sought accreditation for their programs, although some educators oppose accreditation on philosophical grounds.

The survey of campus student publications sponsored by the NCCPA ad-hoc committee on the legal status of the campus press received information from 899 colleges covering 1,452 student publications.

Dario Politella, editor of the *Student Press in America*, a directory, mailed 2,600 directory information cards to 2,600 colleges and universities. He received 2,014 responses. His directory can report from his replies that the 2,538 college newspapers outnumber commercial daily papers in the United States. Yearbooks, buffeted by cost problems, now number 1,519. He found 919 campus magazines. (63)

The Higher Education Directory for 1972-73 published by the National Center for Educational Statistics (p. XXII) lists 2,686 colleges and universities in the nation; 970 of these were junior colleges.

The above data indicates great diversity in higher education, in journalism education, and in student publications.

Perhaps the first myth related to journalism education is the one of oversimplification.

Journalism is a broad term encompassing all aspects of print media and most aspects of electronic media as well as the theoretical and philosophical bases of such media and their impact on society. This makes for a complex education package.

Association for Education in Journalism members sort themselves into such categories as advertising, graphics, history, international communications, magazines, mass communications and society, minorities and communications, newspapers, photojournalism, public relations, Radio-TV, secondary education, and theory and methodology.

The American Council for Education in Journalism currently is accrediting programs in the areas of news-editorial, advertising, radio-television-film, public relations, magazine, technical journalism, agriculture and home economics journalism, community journalism, photojournalism, and publishing.

Neither of these lists exhaust the fields of journalism. Political journalism, urban journalism, science writing, religious journalism, environmental journalism are other exotic areas enjoying a vogue. There could be more.

Journalism education is somewhat more expensive than some disciplines because writing and editing classes should be small (15 students) and because laboratories replete with printing and electronic equipment are necessary. Publishing or broadcasting is frequently involved.

A few colleges have decided that journalism is such a high level professional and academic area that it should be offered only in graduate levels. A few colleges restrict undergraduate journalism study to the junior and senior years only. Most four-year colleges allow freshmen to take some course work and stretch the journalism curriculum over four years. Several junior colleges have extensive offerings.

Several vigorous debates over which is best and who should do what in journalism education keep this complex field in turmoil.

One debate covers the relationship of the journalism education program to campus student publications. Out of this debate comes several myths. They include:

1. College journalism teachers cannot be good advisers.

Even 16 of the so-called independent-incorporated advisers. Eighty-five of the colleges recruited advisers, public relations persons or administrators, sons. The 13 public relations people were used primarily as only persons on the campus who knew anything about journalism.

College yearbooks were advised by journalism faculty. In 164 colleges other faculty or administrative persons advised.

It is obvious that the typical campus student publications adviser, and that adviser is probably a journalism major, is not true are distinctly atypical and non-standard.

Representative of the usual attitude toward journalism education relationship is a statement made by Rankin, president of Indiana State University. In his report to the university to provide a strong journalism major, he listed the daily campus student newspaper.

"A student daily can provide an invaluable service, especially if it can be used as a teaching newspaper integrated with work on the paper," he said.

The Myth Of Antagonistic

Basic to the thesis found in the tales of the myth of campus student publications are a vile lot, full of greed and many. College and university trustees, presidents, universally arrayed as a militant force to destroy student publications and administrators. Since the hands of the administrators, who wield in open, wiles, the student press lives in constant frustration.

It may be true that this dismal picture is the main picture on many campuses. But, by and large, it is totally false.

The myth-makers would be astounded to find how many campus student publications. Their astonishment is covered that college presidents and board members supportive of freedom of the press for campus publications were once campus journalists.

Here are examples of college presidents who ever were campus journalists. The first two are distinguished ones. The two presidents are the Mecklejohn Award of the American Association of Colleges and Universities, the highest citation of that organization in the field of academic achievement. This is the story of J. W. Mauker, president of the

In October 1967, a young English instructor published an article in the *Northern Iowa Journal* criticizing the draft and the United States policy. He espoused will be familiar to those who have been on any American college campus in recent years. The Vietnam War is profoundly immoral and has resisted by all persons who think of themselves as Americans. Specifically, the draft should be resisted as an immorality of the war—by destroying draft centers, by refusing to serve in the armed forces. This statement, particularly its defense toward the draft law, evoked outcries of protest from many persons' ouster from a variety of sources.

The student editor, yielding to public criticism, adopted a policy against publishing material which advocated the Mauker saw the need for administration leadership in student press. Perceiving the dangers of censorship of so sweeping a prohibition he called attention to the university, not only to refrain from suppressing the exchange.

"It is not enough merely to tolerate provocative material, but obligated actively to encourage the free exchange of ideas and open forum for the University news and open forum through its letters-to-the-editor prohibitions being against libel, obscenity and essential in my judgment that the forum be kept open.

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Even 16 of the so-called independent-incorporated papers use journalism advisers. Eighty-five of the colleges recruited advisers from other faculty members, public relations persons or administrators, or even from non-college persons. The 13 public relations people were used primarily because they were the only persons on the campus who knew anything about putting out a newspaper.

College yearbooks were advised by journalism faculty members in 257 colleges. In 164 colleges other faculty or administrative persons served as advisers.

It is obvious that the typical campus student publication does have a faculty adviser, and that adviser is probably a journalism teacher. Colleges where this is not true are distinctly atypical and non-standard situations.

Representative of the usual attitude toward student publications and journalism education relationship is a statement made Oct. 4, 1973, by Dr. Alan C. Rankin, president of Indiana State University. In outlining the strengths of the university to provide a strong journalism major for professionals, Dr. Rankin listed the daily campus student newspaper.

"A student daily can provide an invaluable experience for the student, especially if it can be used as a teaching newspaper and the classroom work integrated with work on the paper," he said.

The Myth Of Antagonistic Administrators

Basic to the thesis found in the tales of the myth-makers are these postulates: campus student publications are a vile lot, full of obscenities, and disgusting to many. College and university trustees, presidents, and other administrators are universally arrayed as a militant force to destroy or control such obnoxious weeds. Thus a strong and continuous battle is constantly joined between nasty student publications and administrators. Since the power on campus is always in the hands of the administrators, the field is open, brutal attacks or by insidious wiles, the student press lives in constant frustration and misery.

It may be true that this dismal picture is the mood and fact on a handful of campuses. But, by and large, it is totally false.

The myth-makers would be astounded to find how high the quality is of most campus student publications. Their astonishment would be even greater to discover that college presidents and board members in general are cordial to and supportive of freedom of the press for campus publications. Many of these people were once campus journalists.

Here are examples of college presidents who even fought for the student press. The first two are distinguished ones. The two presidents received the Alexander Mecklejohn Award of the American Association of University Professors, the highest citation of that organization in the field of academic freedom.

This is the story of J. W. Mauker, president of the University of Northern Iowa.

In October 1967, a young English instructor, Mr. Edward Hoffmans, published an article in the Northern Iowan, the campus newspaper, criticizing the draft and the United States policy in Vietnam. The position he espoused will be familiar to those who have spent even a brief time on any American college campus in recent years: American participation in the Vietnam War is profoundly immoral and should be opposed and resisted by all persons who think of themselves as moral agents. Specifically, the draft should be resisted as an instrument of the utter immorality of the war—by destroying draft cards, by disrupting induction centers, by refusing to serve in the armed forces, and by avoiding the draft. This statement, particularly its defense of mass civil disobedience toward the draft law, evoked outcries of protest and demands for Hoffmans' ouster from a variety of sources.

The student editor, yielding to public criticism, had announced a new policy against publishing material which advocated illegal acts. President Mauker saw the need for administration leadership and support for a free student press. Perceiving the dangers of censorship in the implementation of so sweeping a prohibition he called attention to the obligation of a university, not only to refrain from suppressing, but to further intellectual exchange:

"It is not enough merely to tolerate provocative ideas—the University is obligated actively to encourage the free exchange of ideas. To this end we have defined a policy for the University newspaper which provides a 'free and open forum' through its letters-to-the-editor section—the only prohibitions being against libel, obscenity or extreme vulgarity. It is essential in my judgment that the forum be kept open."

Acting on this philosophy he met with the student editor and the Board of Control of Student Publications. As a result the policy was altered to make the standard for nonpublication not that illegal acts were advocated, but

colleges covering 1,452 student publications.

Dario Politella, editor of the Student Press in America, a directory, mailed 2,600 directory information cards to 2,600 colleges and universities. He received 2,014 responses. His directory can report from his replies that the 2,538 college newspapers outnumber commercial daily papers in the United States. Year-books, buffeted by cost problems, now number 1,519. He found 919 campus magazines. (63)

The Higher Education Directory for 1972-73 published by the National Center for Educational Statistics (p. XXII) lists 2,686 colleges and universities in the nation; 970 of these were junior colleges.

The above data indicates great diversity in higher education, in journalism education, and in student publications.

Perhaps the first myth related to journalism education is the one of oversimplification.

Journalism is a broad term encompassing all aspects of print media and most aspects of electronic media as well as the theoretical and philosophical bases of such media and their impact on society. This makes for a complex education package.

Association for Education in Journalism members sort themselves into such categories as advertising, graphics, history, international communications, magazines, mass communications and society, minorities and communications, newspapers, photojournalism, public relations, Radio-TV, secondary education, and theory and methodology.

The American Council for Education in Journalism currently is accrediting programs in the areas of news-editorial, advertising, radio-television-film, public relations, magazine, technical journalism, agriculture and home economics journalism, community journalism, photojournalism, and publishing.

Neither of these lists exhaust the fields of journalism. Political journalism, urban journalism, science writing, religious journalism, environmental journalism are other exotic areas enjoying a vogue. There could be more.

Journalism education is somewhat more expensive than some disciplines because writing and editing classes should be small (15 students) and because laboratories replete with printing and electronic equipment are necessary. Publishing or broadcasting is frequently involved.

A few colleges have decided that journalism is such a high level professional and academic area that it should be offered only in graduate levels. A few colleges restrict undergraduate journalism study to the junior and senior years only. Most four-year colleges allow freshmen to take some course work and stretch the journalism curriculum over four years. Several junior colleges have extensive offerings.

Several vigorous debates over which is best and who should do what in journalism education keep this complex field in turmoil.

One debate covers the relationship of the journalism education program to campus student publications. Out of this debate comes several myths. They include:

1. College journalism teachers cannot be good advisers because they are too directive because of their pedagogical notions or because they are under the control of the administration.
2. Mock-up publications or infrequently published publications produced in carefully and formally-controlled laboratory situations are better learning experiences than the rowdy informal learning connected with student publications.
3. Student publications connected to journalism programs cause only embarrassment and problems for journalism teachers who are held responsible for poor writing, poor spelling, and everything else.

These are astonishing notions.

No person should be more aware of the reason for and the desirability of a free campus press than a journalism teacher.

Journalism teachers need to be made of strong timbre to withstand the harassment of colleagues and superiors. They are generally tempered to such timbre in the campus crucible.

Journalism is concerned at the moment communication occurs. Its efforts are leading to that moment. Journalism deals with the complete act of communication. If no one sees, reads, or hears the product of journalism, the learning experience is rather sterile. Of course, not all courses or sequences of journalism would automatically be involved in publishing. Internships in commercial newspapers are widely used in journalism schools to provide the rowdy learning there.

But are there actual journalism learning values in campus student publications?

The American Society of Journalism School Administrators (an organization of colleges and universities with extensive and sophisticated journalism programs) queried members in 1972 about the relationship between journalism and student publications. (64) Only 13 had exclusive laboratory papers while 29 did not. Thirty-five had a relationship to student newspapers and only four reported they did not.

The NCCPA study asked colleges if journalism faculty members served as advisers for student newspapers. In at least 455 colleges the answer was yes.

student publications and administrators. Since the hands of the administrators, who wield in open, wiles, the student press lives in constant frustration.

It may be true that this dismal picture is the main campus. But, by and large, it is totally false.

The myth-makers would be astounded to find how many campus student publications. Their astonishment covers that college presidents and board members supportive of freedom of the press for campus publications were once campus journalists.

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The student editor, yielding to public criticism, decided on a policy against publishing material which might be considered libelous. Mauker saw the need for administration leadership in the student press. Perceiving the dangers of censorship of so sweeping a prohibition he called an administrative meeting at the university, not only to refrain from suppression but to exchange:

"It is not enough merely to tolerate provocation; we are obligated actively to encourage the free exchange of ideas. We have defined a policy for the University news service and open forum' through its letters-to-the-editor, and prohibitions being against libel, obscenity, and defamation. It is essential in my judgment that the forum be kept open."

Acting on this philosophy he met with the student press and the Control of Student Publications. As a result of the meeting the standard for nonpublication not that illegal but that the material would "subject the editor or the newspaper to civil or criminal liability." This was a commitment with student publications—to show that we could do with more of an American campus.

George W. Starcher, president of the University of Northern Iowa, in the defense of the student press:

Late in 1967, the student editor of the Northern Iowa Review editorially sharply criticized the University for prizes for essays on patriotism and sportsmanlike behavior. He brought requests for the editor's removal. The editor yielded to the demands. "The real heart of the matter is freedom to express and to criticize."

The most recent incident at North Dakota State University. Apparently a concert on the campus, supported by \$4,000 in the red. A student officer chose to use unsold tickets to spell out in large letters a term which, for some unaccountable reason, was considered a language, to be used to express frustration and disapproval, and, either in its literal or expressive sense, thought to be uncommon in the farmlands of North Dakota. It seemed a good gag and a photograph of the ticket was placed in the student newspaper. Apparently for many years this was only the latest confirmation of the liberal attitude of the University. Public demands were made, by private persons, for the prompt removal of the ticket. The issue was featured in the press. Newspaper letters to the editor denounced the campus newspaper as unrepresentative editorial called for a "fumigation" of the campus. The incident concluded by stating that the "whole incident

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Acting on this philosophy he met with the student editor and the Board of
Control of Student Publications. As a result the policy was altered to make
the standard for nonpublication not that illegal acts were advocated, but
that the material would "subject the editor or others responsible for the
paper to civil or criminal liability." This kind of administrative in-
volvement with student publications—to shore up student commitment to
a free forum policy against pressure for self-censorship from the outside—
we could do with more of on American campuses. (65)

George W. Starcher, president of the University of North Dakota, also rose to
the defense of the student press:

Late in 1967, the student editor of the Dakota Student published an
editorial sharply critical of the University for accepting a gift to support
prizes for essays on patriotism and sportsmanship. The editorial promptly
brought requests for the editor's removal. President Starcher declined to
yield to the demands. "The real heart of a university," he stated sub-
sequently, "is freedom to express and to criticize."

The most recent incident at North Dakota occurred in the fall of 1968.
Apparently a concert on the campus, supported with student funds, ended
up \$4,000 in the red. A student officer chose to express his sentiments by
using unsold tickets to spell out in large letters on the floor the word "shit,"
a term which, for some unaccountable reasons, has come, in many
languages, to be used to express frustration, disappointment, and
disapproval, and, either in its literal or expressive meaning, can hardly be
thought to be uncommon in the farmlands of North Dakota. In any event, it
seemed a good gag and a photograph of the ticket collage was duly printed
in the student newspaper. Apparently for many North Dakota citizens this
was only the latest confirmation of the libertinism that had set in at their
University. Public demands were made, by political figures as well as
private persons, for the prompt removal of the editor of the newspaper.
The issue was featured in the press. Newspaper editorials, columnists,
letters to the editor denounced the campus newspaper and its editor. One
representative editorial called for a "fumigation of the University" and
concluded by stating that the "whole incident seems to point up the crying

need for college and university executives with power and the nerve to lower the boom summarily on any student, or faculty member, violating the moral standards on which this nation built its strength, honor and greatness."

President Starcher once again resisted these pressures and, in the process, sought to achieve a better public understanding of the meaning and significance of academic freedom and of the relation between a university and its students. In an address to the North Dakota Farmers Union he observed:

"Some of you have read a certain college newspaper edited by a 24-year-old youth whose success is not yet great enough to warrant the humility that accompanies greatness, and whose taste and style most people believe did, once or twice, lapse from what is becoming the academic community, and your reaction, even though you only know what you have read or heard in the news, has been negative, even though everyone has heard, maybe even used, the word at one time or another. No one publicly condones, or even mildly approves, such exercise of freedom. Some people bearing some form of public responsibility urge firing the editor. Very few see the much more important problem of our society—I mean the unresolved questions about decency, taste, style in communication and morals—public and private. All of our courts have sustained a standard of freedom of language that indeed makes such an incident appear like making a mountain out of a molehill. Only a few calmly ask, 'Are we willing to surrender our own, and everybody's right to say, or print, all such words (which we shall put on a censored list) in order to get rid of one young man whose immaturity, lack of propriety, or desire to flaunt his freedom to ignore the facts of semantics or context, irritate us?'"

"Let me say only that America means the right of any individual to start a new religion if he feels like it, the right to participate in the free market of ideas with no facts barred, and the right to be wrong, yes, up to a certain limit and within certain bounds even the right to be offensive. Every one of us casts his vote for a particular kind of movie when he buys a ticket, for obscenity when he buys an obscene book or magazine and for freedom when he supports the methods of getting leadership that freedom permits. (66)

On the junior college level, the president of Rockland Community College defended the right of *The Outlook*, a student publication, to freedom of the press. *The Outlook* published a poem sprinkled with obscenities. Immediately attempts were to "set up guidelines" as a control of the publication. But the president opposed such efforts to censor the paper. (67)

Board of Trustees and Regents regularly approve and adopt as official university policy, statements developed on campus through the university's governance system.

The Regents of the University of Wisconsin adopted this policy, which has subsequently been the policy of all the Wisconsin colleges and universities or branches under its jurisdiction:

"...The Regents of the University of Wisconsin respectfully but firmly adhere to the Board's long established policy of encouraging and supporting freedom of expression in the publication of the *Daily Cardinal* as well as in all other academic and extracurricular functions of this University. Guided by the spirit of freedom of inquiry and expression which pervades each facet of the life of this institution, the *Daily Cardinal* has earned a national reputation as a student newspaper controlled and operated by the students through their duly elected representatives. It would be destructive of the essence of the *Daily Cardinal* if any authority, whether a Regent, a Legislator, or other, could prescribe what shall be orthodox and therefore acceptable for publication and what shall be unorthodox and therefore interdicted. (68)

As a result of campus disruptions of several years ago many colleges and universities have adopted statements or policies generally called a students' bill of rights. These statements emphasize due process in handling student problems. Almost all of them contain assurances of a free campus press.

The genesis of these bills of rights comes primarily from recommendations made by a committee of the American Association of University Professors. Although some colleges have re-written the AAUP ideas into a tyrannical plan of control, hundreds of other colleges, public and private alike, now follow as university policy the endorsement of a free press on campus.

Here are typical statements now in effect.

As constituents of the University community, student editors shall be free to express their views on issues of University policy and on matters of general interest to the student body, as stated in the 1968 Student Bill of Rights. (Appendix A)

JOINT STATEMENT ON RIGHTS AND FREEDOM

(Adopted by Wichita State University)

Section 4. Freedom of Student Communications.

Clause 1. The student press and radio shall be free of prior review and advance approval of copy.

Clause 2. Editors and managers of student communications shall be protected from arbitrary suspension and removal from the student body, faculty, administrative, or public disapproval of content. Only for proper and stated causes shall editors and managers be subject to removal. The agency responsible for the removal of editors and managers shall be the agency responsible for the removal of action subject to the Dean of Students' ratification and approval of the Student-Faculty Court.

Clause 3. All University published and financed student communications shall explicitly state on the editorial page or in broadsheet that are expressed by them are not necessarily those of the university, or student body.

Clause 4. For the expression of contrary views, editorial pages should be allowed for those wishing to express their views. Section 16. A student, group, or organization may publish written material on campus without prior approval of the university, but the time, place, and manner of distribution shall be subject to such reasonable written regulations as are necessary to maintain the university.

Section 17. The student press shall be free of censorship. Editors and managers shall not be arbitrarily suspended because of content. Similar freedom is assured oral statements. Similar freedom entails a corollary obligation under the law of journalism and applicable regulations of the Federal Communications Commission.

Section 18. All university-published or -financed student communications shall explicitly state on the editorial page or in broadsheet that are expressed are not necessarily those of the university. (70)

Freedom of expression is of even greater importance to the university community than it is to the society at large. "The right to criticize," cornerstones of a free press in a free society, are the foundation stones of a free academy. The printed word is the lifeblood of learning, and faculty and student alike will therefore occupy a central place in the academy. The student press can help to establish and maintain an atmosphere of responsible discussion and intellectual exploration. It can be a means of bringing student concerns to the attention of the institutional authorities and of formulating student issues on the campus and in the world at large. The Student Publications Board is constituted by the President, the faculty, and the academic community, to serve as publisher of student publications, to exercise the powers and responsibilities of the publisher of a free institution. (71)

A. The student press should be free of censorship and prior review of copy, and its editors and managers should be free to express their views on editorial policies and news coverage.

B. Editors and managers should subscribe to the highest standards of journalism. At the same time, they should be protected from arbitrary suspension and removal because of student, faculty, or public disapproval of editorial policy or content. Stated causes should editors and managers be subject to removal by orderly and proscribed procedures.

C. There is established the Student Publications Board ("Student" modifies "Publications"). The Student Publications Board is a standing committee of the Student Body. In all matters pertaining to those publications, the Board has no jurisdiction over official University, and non-official publications no matter how authored. (72)

Truthfully, the student press on most campuses enjoys standing, support, and freedom.

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Clause 3. All University published and financed student communications shall explicitly state on the editorial page or in broadcast that the opinions that are expressed by them are not necessarily those of the college, university, or student body.

Clause 4. For the expression of contrary views, equal time and space should be allowed for those wishing to express their views. (69)

Section 16. A student, group, or organization may publish and distribute written material on campus without prior approval of the content of the material but the time, place, and manner of distribution may be limited by such reasonable written regulations as are necessary for the operation of the university.

Section 17. The student press shall be free of censorship. The editors and managers shall not be arbitrarily suspended because of student, faculty, administration, alumni, or community disapproval of editorial policy or content. Similar freedom is assured orai statements of views on univer- sity-controlled and student-run radio or television stations. This editorial freedom entails a corollary obligation under the canons of responsible journalism and applicable regulations of the Federal Communications Commission.

Section 18. All university-published or -financed student communications shall explicitly state on the editorial page or in broadcast that the opinions expressed are not necessarily those of the university or its student body. (70)

Freedom of expression is of even greater importance to the academic community than it is to the society at large. "The right to know" and "the right to criticize," cornerstones of a free press in a free society, are also foundation stones of a free academy. The printed word may properly be thought of as the lifeblood of learning, and faculty and student publications will therefore occupy a central place in the academic community. The student press can help to establish and maintain an atmosphere of free and responsible discussion and intellectual exploration on the campus. It can be a means of bringing student concerns to the attention of the faculty and the institutional authorities and of formulating student opinion on various issues on the campus and in the world at large. To those ends, the Publications Board is constituted by the President, acting on behalf of the academic community, to serve as publisher of student publications and to exercise the powers and responsibilities of the publisher on behalf of the institution. (71)

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B. Editors and managers should subscribe to canons of responsible journalism. At the same time, they should be protected from arbitrary suspension and removal because of student, faculty, administrative, or public disapproval of editorial policy or content. Only for proper and stated causes should editors and managers be subject to removal and then by orderly and proscribed procedures.

C. There is established the Student Publications Policy Committee ("Student" modifies "Publications"). The Student Publications Policy Committee is a standing committee of the Student Affairs Council. It acts in all matters pertaining to those publications written primarily by students and financed primarily by University-sanctioned student fees. It has no jurisdiction over official University, administrative, or departmental publications no matter how authored. (72)

the student press on most campuses enjoys considerable under-

...the right of any individual to start a new religion if he feels like it, the right to participate in the free market of ideas with no facts barred, and the right to be wrong, up to a certain limit and within certain bounds even the right to be offensive. Every one of us casts his vote for a particular kind of movie when he buys a ticket, for obscenity when he buys an obscene book or magazine and for freedom when he supports the methods of getting leadership that freedom permits. (66)

On the junior college level, the president of Rockland Community College defended the right of *The Outlook*, a student publication, to freedom of the press. *The Outlook* published a poem sprinkled with obscenities. Immediately attempts were to "set up guidelines" as a control of the publication. But the president opposed such efforts to censor the paper. (67)

Board of Trustees and Regents regularly approve and adopt as official university policy, statements developed on campus through the university's governance system.

The Regents of the University of Wisconsin adopted this policy, which has subsequently been the policy of all the Wisconsin colleges and universities or branches under its jurisdiction:

...The Regents of the University of Wisconsin respectfully but firmly adhere to the Board's long established policy of encouraging and supporting freedom of expression in the publication of the *Daily Cardinal* as well as in all other academic and extracurricular functions of this University. Guided by the spirit of freedom of inquiry and discussion which pervades each facet of the life of this institution, the *Daily Cardinal* has earned a national reputation as a student newspaper controlled and operated by the students through their duly elected representatives. It would be destructive of the essence of the *Daily Cardinal* if any authority, whether a Regent, a Legislator, or other, could prescribe what shall be orthodox and therefore acceptable for publication and what shall be unorthodox and therefore interdicted. (68)

As a result of campus disruptions of several years ago many colleges and universities have adopted statements or policies generally called a students' bill of rights. These statements emphasize due process in handling student problems. Almost all of them contain assurances of a free campus press.

The genesis of these bills of rights comes primarily from recommendations made by a committee of the American Association of University Professors. Although some colleges have re-written the AAUP ideas into a tyrannical plan of control, hundreds of other colleges, public and private alike, now follow as university policy the endorsement of a free press on campus.

Here are typical statements now in effect.

As constituents of the University community, student editors shall be free to express their views on issues of University policy and on matters of general interest to the student body, as stated in the 1968 Student Bill of Rights. (Appendix A)

Appendix A

content. Similar freedom is assured oral state university-controlled and student-run radio or television freedom entails a corollary obligation under journalism and applicable regulations of the Commission.

Section 18. All university-published or -financed shall explicitly state on the editorial page or in be expressed are not necessarily those of the unive (70)

Freedom of expression is of even greater importance to the society at large. "The right to criticize," cornerstones of a free press in foundation stones of a free academy. The printed thought of as the lifeblood of learning, and faculty will therefore occupy a central place in the academy. student press can help to establish and maintain a responsible discussion and intellectual exploration be a means of bringing student concerns to the attention of the institutional authorities and of formulating solutions on the campus and in the world at large. Publications Board is constituted by the President of the academic community, to serve as publisher of student publications and to exercise the powers and responsibilities of the publisher. (71)

A. The student press should be free of censorship, copy, and its editors and managers should be free to determine editorial policies and news coverage.

B. Editors and managers should subscribe to the highest standards of journalism. At the same time, they should be protected from suspension and removal because of student, faculty or public disapproval of editorial policy or content. Controversial causes should editors and managers be subject to orderly and proscribed procedures.

C. There is established the Student Publications Committee ("Student" modifies "Publications"). The Student Publications Committee is a standing committee of the Student Body in all matters pertaining to those publications controlled, published, and financed primarily by University-subsidized students and financed primarily by University-subsidized students has no jurisdiction over official University, administrative or mental publications no matter how authored. (72)

Truthfully, the student press on most campuses enjoys a long-standing, support, and freedom.

One estimate indicates there were 2,538 campus student newspapers, 1,519 yearbooks, 919 magazines, and 792 other student publications being regularly produced in the 2,700 institutions of higher education in operation in 1972-73. The student publications were as diverse in appearance, content, and function as were the many institutions.

College administrators, trustees, faculty members, and students in these institutions are constantly searching for possible ways to maintain and improve every facet of campus life and activity. (73) This search goes on because no one has yet claimed perfection for any campus or procedure.

The recommendations made in the AASCU booklet on the campus press by its author Julius Duscha that immediate, unfunded independence is the best way to manage campus student publications is grandiose. But it is only possible or desirable in fantasy as far as American institutions are concerned.

Independence is essentially a meaningless word and concept when applied to the campus student press. In the comprehensive survey conducted by NCCPA 548 colleges (68 per cent) simply did not consider the campus newspaper to be independent of the college (251 or 32 per cent did). The yearbook was not considered independent in 469 colleges (74 per cent) while 158 (or 26 per cent) of the colleges considered the book to be "independent." An examination of data supplied by the colleges listing 409 publications considered independent indicates that only in two universities (Harvard and Yale) could publications be really characterized as being really independent in terms of criteria listed in chapter two. Thus, the independent college student press simply does not exist in the United States in any significant degree. Little can be gained by talking as if it did or could or should.

Instead, much more intelligent understanding and planning can evolve from a sensible and reasonable discussion based on data reflecting accurately the status of the campus student press.

For example 206 boards of trustees of colleges and universities have adopted official statements relative to freedom of the student press as it pertains to students of the institutions and to student publications. More than 600 college boards have not done so according to the NCCPA study. Although some student journalists fear that their boards would pass repressive statements, the general posture of statements adopted by boards has been substantially to endorse and provide for freedom of the campus press.

Freedom of the campus press does not mean independence from the university. Freedom of the campus press can be best characterized as a situation in which students can publish without having to obtain prior approval from university officials. Data presented earlier in this report indicates that the standard practice in American colleges is to provide for this situation for campus student publications.

Fiscal and financial arrangements, whether incorporated or not, have no direct bearing on the freedom of the campus press in America philosophically, practically, or legally.

John Ciardi, writing in the Sept. 11, 1965, issue of the *Saturday Review* believed a sensible approach to student publications could be in the Tufts College plan. He believed this plan should be "compulsory reading for all college and university administrators who have serious intent as educators." (74) Here is its official wording.

"It is the duty of editors and advisers to keep student publications at a level that brings credit to the University. This responsibility lies initially with the board of editors of each publication, which considers all the material submitted and whose approval is requisite for publication. The board of editors will wish to consult closely with its adviser reasonably in advance of printers' deadlines, and whenever any doubt remains with respect to suitability for publication the board of editors will discuss the doubtful matter with an advisory committee.

A University literary publication exists to provide an experimental ground for the efforts of writers who have yet to achieve the balance of technique and experience. Such writers, moreover, are likely to be moved by powerful emotions. In the history of all literatures the madmen have shared at least equal honors with the calmly reasoned.

It sometimes happens that the disproportions of student writing, as they spring onto the page from the unmanaged or half-managed compulsions of the writer, offend the more literal and less venturesome attitudes of the community. It can follow then that the "image" of the University will suffer in the eyes of the community; particularly so since this difference between the language-intoxicated young seaker and the more stable community around him is one that can be readily distorted to sen-

Organizations concerned with college students have studied the question of these freedoms relate to student publications. Some of these are in official positions that state their views on the student newspaper. The "Joint Statement of Students," endorsed by 10 educational organizations, is a section to student publications. In addition, the National Union, the Journalism Association of Junior Colleges, the National Association of College Publications Advisers, the Commission on Responsibilities of the College Student Press, and the Student Press Association have adopted resolutions regarding student rights and responsibilities in campus activities. The American Bar Association, the National Government and Student Dissent and the National Association of Campus Newspapers have conducted extensive studies of expression in student newspapers, and each has taken a position with regard to its respective findings. The guidelines she proposes are these:

1. The function of the college student newspaper, as defined and agreed on by the students, faculty, and the college community.
2. The function of the college student newspaper, freedom of expression, is parallel with the function of the newspaper, i.e., both serve to inform, educate, and entertain.
3. The student newspaper should not be a publication of the college or university.
4. Students attending state colleges and universities have constitutional rights of freedom of expression.
5. Private colleges and universities treat students as constitutional independence in that they have no right to censor student publications; however, this private corporate independence is challenged because of the vast amounts of federal money these institutions are receiving.
6. Student newspaper editorial policies should be consistent with the educational goals of the college or university and the courts.
7. A publications board, composed of student representatives, administrators, offers the best method for providing for the college student newspaper activity.
8. Student newspaper editorial freedom of expression and responsibility for presenting news and opinion should be completely.
9. A professionally competent adviser for the student newspaper, desirable for both students and the college community.
10. The college student newspaper is primarily a medium of communication for students; other opportunities for students who participate in newspaper activities, such as in writing and technical skills, are secondary.

Ciardi and Gibbs both are asking for a sensible approach to the campus student press. Others asking the same are members appointed by NCCPA to study the legal status of student publications include:

- Dr. Robert Trager, Department of Journalism of the University of Washington and a researcher of laws affecting the high school press.
- Mr. Paul Conrad, executive director of the American Bar Association in Seattle.
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- Mr. Loyd Edmonds, general manager of student publications at the University of Texas at Austin.
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- Mr. Jules Walker, a Marion, Indiana, attorney.
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- Miss Mary Ann Yodells, journalism law teacher at the University of Wisconsin.

Chapter Four

Let's Be Sensible

As there were 2,538 campus student newspapers, 1,519 yearbooks, and 792 other student publications being regularly produced of higher education in operation in 1972-73. The student publications as diverse in appearance, content, and function as were

editors, trustees, faculty members, and students in these institutions are constantly searching for possible ways to maintain and improve campus life and activity. (73) This search goes on because no one has found a solution for any campus or procedure.

Conclusions made in the AASCU booklet on the campus press by its title that immediate, unfunded independence is the best way to student publications is grandiose. But it is only possible or desirable as far as American institutions are concerned.

Independence is essentially a meaningless word and concept when applied to student publications. In the comprehensive survey conducted by NCCPA 548 institutions simply did not consider the campus newspaper to be independent (251 or 32 per cent did). The yearbook was not considered independent by 158 (74 per cent) while 158 (or 26 per cent) of the colleges considered it to be "independent." An examination of data supplied by the NCCPA on student publications considered independent indicates that only in two institutions (Harvard and Yale) could publications be really characterized as independent in terms of criteria listed in chapter two. Thus, the concept of independent press simply does not exist in the United States in any form. Little can be gained by talking as if it did or could or should. The only intelligent understanding and planning can evolve from a realistic discussion based on data reflecting accurately the status of the campus student press.

Boards of trustees of colleges and universities have adopted policies relative to freedom of the student press as it pertains to student publications and to student publications. More than 600 college and university trustees so according to the NCCPA study. Although some student publications their boards would pass repressive statements, the general trend of policy adopted by boards has been substantially to endorse and support the campus press.

Campus press does not mean independence from the university. The campus press can be best characterized as a situation in which student publications without having to obtain prior approval from university administration. As indicated earlier in this report indicates that the standard practice is to provide for this situation for campus student publications.

Arrangements, whether incorporated or not, have no direct bearing on the campus press in America philosophically, practically,

and in the Sept. 11, 1965, issue of the Saturday Review believed that student publications could be in the Tufts College plan. He stated it could be "compulsory reading for all college and university students and have serious intent as educators." (74) Here is its official

policy of editors and advisers to keep student publications at a distance from the University. This responsibility lies initially with the boards of editors of each publication, which considers all the details of the publication and whose approval is requisite for publication. The boards will wish to consult closely with its adviser reasonably in matters of deadlines, and whenever any doubt remains with respect to the ability for publication the board of editors will discuss the matter with an advisory committee.

Literary publication exists to provide an experimental laboratory for the efforts of writers who have yet to achieve the balance of art and experience. Such writers, moreover, are likely to be moved by their notions. In the history of all literatures the madmen have won equal honors with the calmly reasoned.

It happens that the disproportions of student writing, as they come from the unmanaged or half-managed compulsions of the campus press, are literal and less venturesome attitudes of the campus press; then that the "image" of the University will be distorted in the community; particularly so since this difference between the unmanaged young writer and the more stable

Organizations concerned with college student rights and responsibilities have studied the question of these freedoms and responsibilities as they relate to student publications. Some of these organizations have generated official positions that state their views on the subject of college students and the student newspaper. The "Joint Statement on Rights and Freedoms of Students," endorsed by 10 educational organizations, devotes an entire section to student publications. In addition, the American Civil Liberties Union, the Journalism Association of Junior Colleges, the National Council of College Publications Advisers, the Commission on Freedoms and Responsibilities of the College Student Press, and the United States Student Press Association have adopted organizational positions with regard to student rights and responsibilities in college student newspaper activities. The American Bar Association Commission on Campus Government and Student Dissent and the California Commission on Campus Newspapers have conducted extensive studies related to freedom of expression in student newspapers, and each has adopted an official position with regard to its respective findings.

The guidelines she proposes are these:

1. The function of the college student newspaper should be clearly defined and agreed on by the students, faculty, and administrators within the college community.
2. The function of the college student newspaper, as it relates to student freedom of expression, is parallel with the function of the commercial newspaper, i.e., both serve to inform, educate, and entertain their readers.
3. The student newspaper should not be considered as an official publication of the college or university.
4. Students attending state colleges and universities do not forfeit their constitutional rights of freedom of expression.
5. Private colleges and universities traditionally have maintained constitutional independence in that they have been free to censor student publications; however, this private corporate status may now be challenged because of the vast amounts of federal and state funding that these institutions are receiving.
6. Student newspaper editorial policies that promote the lawful educational goals of the college or university are viewed as desirable by the courts.
7. A publications board, composed of students, faculty, and administrators, offers the best method for providing guidance and leadership for the college student newspaper activity.
8. Student newspaper editorial freedom of expression requires student responsibility for presenting news and opinion accurately, fairly, and completely.
9. A professionally competent adviser for the student newspaper staff is desirable for both students and the college administration.
10. The college student newspaper is primarily a medium of communication for students; other opportunities made possible for students who participate in newspaper activities, such as formal course instruction in writing and technical skills, are secondary.

Clardi and Gibbs both are asking for a sensible, realistic approach to the campus student press. Others asking the same are members of an ad hoc committee appointed by NCCPA to study the legal status of the campus press. Its members include:

Dr. Robert Trager, Department of Journalism of Southern Illinois University and a researcher of laws affecting the high school press.

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It sometimes happens that the disproportions of student writing, as they spring onto the page from the unmanaged or half-managed compulsions of the writer, offend the more literal and less venturesome attitudes of the community. It can follow then that the "image" of the University will suffer in the eyes of the community; particularly so since this difference between the language-intoxicated young seeker and the more stable community around him is one that can be readily distorted to sensationalism by rumor and journalism.

The University is a stable and central member of that community. But in its dedication to ideas and to their pursuit for their own sake it must also stand in loco parentis to the young madman who has plunged into the wild sea of language and experience in the hope of floundering toward some vision of life.

Unless we are prepared to defend him at those times when his compulsion toward the honesty of his vision, no matter how mismanaged, brings him into conflict with the more sedate views of the community, we cannot wish him well in his seeking, nor can we fulfill our purposes as a University.

The University, therefore, will not act as a censor. The right to publish student and other writings is vested in the principal editor of each of the three student publications and three faculty advisers whose decision is subject to no revision by the University. These editors and advisers have been chosen in good faith and we cannot fail to believe that they will act in good faith. It is the University policy, moreover, that in case of a tie vote the final decision shall rest with the student editor.

The University is aware that a decision so reached may not be the decision the faculty and the administration would have reached. It is even conceivable that a decision so reached may be embarrassing to the University. Freedom, however, must include not only the freedom to choose, but the freedom to make honest mistakes when personal conviction is at stake. The University believes that its enduring function is better served by freedom than by censorship.

Clardi, of course, is known as a person of letters, but Ms. Annette Gibbs is not. Instead she is associate dean of students at the University of Virginia in Charlottesville. She proposed a set of guidelines for college student publications. She reports:

newspaper, i.e., both serve to inform, educate

3. The student newspaper should not be the publication of the college or university.

4. Students attending state colleges and universities should have the same constitutional rights of freedom of expression as students attending private colleges and universities.

5. Private colleges and universities should have the same constitutional independence in that they have no right to publish; however, this private corporation should be challenged because of the vast amounts of funds these institutions are receiving.

6. Student newspaper editorial policies should be consistent with the educational goals of the college or university and the courts.

7. A publications board, composed of administrators, offers the best method for providing for the college student newspaper activity.

8. Student newspaper editorial freedom of responsibility for presenting news and opinion should be completely.

9. A professionally competent adviser for the student newspaper is desirable for both students and the college.

10. The college student newspaper is primarily a communication for students; other opportunities for participation in newspaper activities, such as writing and technical skills, are secondary.

Clardi and Gibbs both are asking for a sensible campus student press. Others asking the same are on a committee appointed by NCCPA to study the legal status of student publications. The members include:

Dr. Robert Trager, Department of Journalism of the University of Washington and a researcher of laws affecting the high school press; Mr. Paul Conrad, executive director of the American Association of University Publications in Washington in Seattle.

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Mr. Stephen Hook, publications adviser at Ball State University; Miss Mary Ann Yodanis, journalism law teacher at the University of Wisconsin.

Mrs. Marilyn Walker, publications adviser of The University of South Carolina.

Dr. Reid Montgomery, journalism professor at the University of South Carolina.

Mr. Richard Cardwell, chief counsel and director of the National Association of University Publications.

Mr. Warren A. Mack, journalism teacher at DePaul University, Chicago, and a representative of the National Association of University Publications.

Dr. Louis E. Ingelhart, chairman of the department of Journalism at the University of Wisconsin and chairman of the committee and author of the report.

This report represents a portion of the committee's findings. It is clear that no single student publication pattern is being followed by American colleges to follow. Indeed, it is certain that no single pattern could be suggested—but an exceptional plan by a college or university in these patterns in terms of effectiveness. Several generalizations can be made, however.

First, the campus student press is a firmly established part of American higher education.

Second, by law and by precept, the campus student press should have no requirement for prior approval of content by the university.

Third, each college and university should arrange to publish a yearbook. A campus student magazine would be a desirable addition. The frequency of these publications would vary as the needs of the colleges would indicate.

Fourth, the Board of Trustees should adopt a policy of not withholding its support of a free campus student press. The Board should encourage publications to the University.

Fifth, a board of publications including adequate non-student members and advisers should develop the statement of policy by the board of trustees and additional policy guidelines.

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7. A publications board, composed of students, faculty, and administrators, offers the best method for providing guidance and leadership for the college student newspaper activity.

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Dr. Louis E. Ingelhart, chairman of the department of journalism at Ball State University and chairman of the committee and author of this report.

This report represents a portion of the committee's work.

It is clear that no single student publication plan can be prescribed for American colleges to follow. Indeed, it is certain that a dozen or so basic plans could be suggested—but an exceptional plan by a college could surpass any of these patterns in terms of effectiveness. Several generalizations can be drawn, however.

First, the campus student press is a firmly established and accepted part of American higher education.

Second, by law and by precept, the campus student press should be published with no requirement for prior approval of content being made by the University.

Third, each college and university should arrange for a student newspaper and a yearbook. A campus student magazine would also be advisable. Size and frequency of these publications would vary as the diversity of universities and colleges would indicate.

Fourth, the Board of Trustees should adopt a general policy statement indicating its support of a free campus student press and the relationship of the publications to the University.

Fifth, a board of publications including adequate membership by student staff members and advisers should develop the statement accepted as University policy by the board of trustees and additional policy guidelines for the publications.

This board would thus be a policy agency and not a supervising or administrative board.

Sixth, each student publication staff should have a qualified adviser, preferably a member of the journalism faculty.

Seventh, adequate instruction in journalism skills and concepts should be made available to student staff members. Preferably this should be accomplished through an academic journalism program whenever possible.

Eighth, a student publication could be organized as a student club, or as an administrative unit, or as an auxiliary enterprise, or as a non-profit corporation. If the corporate arrangement is utilized the articles of incorporation should indicate clearly the relationship of the publication to the university. Generally, student publications should be related structurally to the journalism instructional program.

Ninth, a stable and adequate plan for financing each student publication should be devised. The most efficient and economical plan is an allocation from student fees. Most student publications should utilize other sources, particularly advertising. Whimsical antagonisms of student government cannot be allowed to manipulate fee allocation levels to the publications. The fee allocation should be high enough to provide copies of newspapers, yearbooks, or magazines to all students wanting them without additional charge. Publications should be entitled to sell subscriptions to non-students; however, subscription sales to students is far too inefficient a plan to provide sufficient financial stability for student publications.

Student fee allocations should be at a level sufficient to cover from one-third to one-half of the budget of the newspaper, one-half to two-thirds of the budget of the yearbook, and two-thirds to all of the budget of a magazine. Thus the newspaper or yearbook or magazine would need additional revenue sources from such areas as advertising, printing and photographic services, space charges, or others.

Tenth, student publications generally should not be associated structurally with student government.

Eleventh, careful study of each college and each of its student publications would be necessary before reliable advice of structuring the student publications program could be recommended.

Twelfth, each student publications adviser should be an active member of the National Council of College Publications Advisers.

Thirteenth, whenever financially feasible, adequate electronic typesetting and layout equipment should be available on campus for each publication to use. This may mean full-time technical, bookkeeping, and clerical persons would need to be employed by large student publications. An on-campus offset printing press is also desirable for some student publications.

Fourteenth, the faculty adviser should also be designated publication insofar as he is logically the person best able to perform the management functions normally accomplished by an individual publisher. He can be the rallying person providing for the content of each publication. In no case would his service extend to editorial control; nor would he be allowed to approve content prior to publication.

Fifteenth, college presidents should not tremble on the thought that student publications might publish offensive material. They should not seize his public relations initiative and responsibility by trying to control by law the student press is free; philosophically the only free student press as being desirable; and the content of the student press should represent the position, preference, or performance of the university of its students generally.

Sixteenth, the student publication should be asked to carry a message indicating it speaks only for the student members, not other students or the university.

Seventeenth, the student publications should be encouraged to solicit opinions of non-staff students for publication.

Eighteenth, adequate housing and facilities should be available for student publication on campus.

Nineteenth, student publishing efforts other than the newspaper, yearbook, or magazine, should be free to proceed without administrative interference. Newspaper-yearbook-magazine are able to function well with a few efforts for so-called underground publications to develop. No efforts should be made to stop them.

Twentieth, if enough students take enough journalism courses, students will produce well-written publications. If ideal combinations of the above are not available for them should be made through informal training efforts.

These 20 precepts give valid advice for any university in the world. They will not eliminate all problems, but they will help create a favorable atmosphere for sensible operations. They will help make possible the reading, well-written and well-edited student publications which fill the communications vacuum found on many campuses.

And more importantly they ask the university commensurate with the times, and live with a vigorous free press. Perhaps no more important lesson can be learned or taught in America in this century.

policy agency and not a supervising or administrative

ation staff should have a qualified adviser, preferably from faculty.

Instruction in journalism skills and concepts should be made of members. Preferably this should be accomplished in a journalism program whenever possible.

Publication could be organized as a student club, or as an auxiliary enterprise, or as a non-profit corporation. If a corporation is utilized the articles of incorporation should insure the ownership of the publication to the university. Generally, the publication should be related structurally to the journalism instructional

Adequate plan for financing each student publication should be developed. The most efficient and economical plan is an allocation from student activities. Student organizations should utilize other sources, particularly advertising. Expenditures of student government cannot be allowed to be applied to the publications. The fee allocation should be high enough to cover the cost of newspapers, yearbooks, or magazines to all students without additional charge. Publications should be entitled to sell advertising; however, subscription sales to students is far too low to provide sufficient financial stability for student publications. The fee should be at a level sufficient to cover from one-third to one-half of the newspaper, one-half to two-thirds of the budget of the yearbook, and to all of the budget of a magazine. Thus the newspaper would need additional revenue sources from such areas as advertising and photographic services, space charges, or others.

Publications should generally not be associated structurally with

any other activity of each college and each of its student publications. The following are reliable advice of structuring the student publications program.

The student publications adviser should be an active member of the college Publications Advisers.

Financially feasible, adequate electronic typesetting and printing should be available on campus for each publication to use. This includes the financial, bookkeeping, and clerical persons would need to be employed to handle the publications. An on-campus offset printing press is essential for student publications.

Fourteenth, the faculty adviser should also be designated as "publisher" of the publication insofar as he is logically the person best able to conduct the fiscal management functions normally accomplished by an individual serving as publisher. He can be the rallying person providing for the continuity and traditions of each publication. In no case would his service extend to editorial or content control; nor would he be allowed to approve content prior to publication.

Fifteenth, college presidents should not tremble on the threshold of fear that the student publications might publish offensive material. College students are sophisticated beyond shock or stampede. Instead the college president should seize his public relations initiative and responsibility by telling the simple truth: by law the student press is free; philosophically the university has endorsed a free student press as being desirable; and the content of the publications does not represent the position, preference, or performance of the university or its staff or of its students generally.

Sixteenth, the student publication should be asked to carry a statement in each issue indicating it speaks only for the student members of its staff and not for other students or the university.

Seventeenth, the student publications should be encouraged to accept diverse opinions of non-staff students for publication.

Eighteenth, adequate housing and facilities should be available to each student publication on campus.

Nineteenth, student publishing efforts other than the newspaper, yearbook, and magazine, should be free to proceed without administrative interferences. If the newspaper-yearbook-magazine are able to function well there will be surprisingly few efforts for so-called underground publications to develop. If they do, however, no efforts should be made to stop them.

Twentieth, if enough students take enough journalism classes taught by enough qualified journalism teachers, students will produce well-written and well-edited publications. If ideal combinations of the above are not available compensation for them should be made through informal training efforts.

These 20 precepts give valid advice for any university in its student publications program. They will not eliminate all problems, but they will establish an atmosphere for sensible operations. They will help make possible lively, widely-read, well-written and well-edited student publications which will fill effectively the communications vacuum found on many campuses.

And more importantly they ask the university community to recognize, endorse, and live with a vigorous free press. Perhaps no more important or needed lesson can be learned or taught in America in this century.

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19

100 Cases Concerning the Student Press

Available from the Student Press in America Archives.

Here is a list of cases readily obtainable from the Archives of the Student Press in America, a service maintained by the National Council of College Publications Advisers at Utica College under the direction of Prof. John Behrens.

Persons interested in the details of these cases may write to:

Prof. John Behrens
Curator
Student Press in America Archives
Utica College
Utica, New York 13502

A charge of 10 cents per photostatic page is made.

CASE 1. Boston College refuses to continue publication of *The Heights*, the campus newspaper.

CASE 2. Clarion College Clarion Call editor's right to criticize jail conditions questioned in court hearing.

CASE 3. Columbia Free Press printer charged with printing obscenity.

CASE 4. Special Commission on the Campus Press (1969) evaluates college newspapers in the state of California.

CASE 5. The United States District Court rules the Fitchburg State College President cannot dictate or censor the student newspaper by withholding funds.

CASE 6. Oregon State University Barometer reasserts its freedom in dispute with Student Senate.

CASE 7. Eastern Michigan's *Second Coming* (underground paper) fights administration efforts to ban the publication.

CASE 8. Flint Community Junior College newspaper, *College Clamor*, goes to court to defend right of student press freedom.

CASE 9. University of Florida *Alligator* charged with editorial irresponsibility.

CASE 10. Indiana University Daily Student establishes policy guidelines.

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