

search supported or performed by non-Defense organizations, it continues, "there is a residual amount of work that should be performed by DOD agencies even if substantial programs of studies were conducted by other organizations." The panel adds that, since Congress has shown an interest in transferring sponsorship of foreign area research to "non-mission" agencies, DOD programs should be conducted in a manner that will "facilitate the transfer of established programs as well as the development of new and innovative efforts by civilian agencies." But it notes that "for the immediate future it is important that the Department of Defense maintain a strong program of foreign area studies pending such time as other arrangements can be established." This is followed by a proposed "research strategy for military agencies," with priorities assigned as follows:

"1. Support by military agencies of programs that are visible and patently useful to the host country. . . .

"2. Support by military agencies of programs that train foreign social sci-

entists to elucidate the problems of social change in their own countries.

"3. Support of social science research to be conducted by independent indigenous scientists. . . . The problems to be studied are those of high mutual interest such as the analysis of social change, political modernization, national development, and intergroup relations.

"4. Social science tasks to be conducted by major U.S. graduate studies centers in foreign areas that utilize U.S. based foreign students in training and research enterprises in the countries of their origin. . . . These linkages should be sustained over time so that they can serve as channels for intellectual development with the friendly support of U.S. scholars. . . .

"5. Conduct of individual studies by U.S. professionals acting as independent investigators to study high priority problems in foreign areas.

"6. Studies of military establishments of allied nations carried out by foreign social scientists who could make a start by attempting to learn the applicability

of U.S. developed principles, instruments and operational practices to foreign military establishments. The same type of comparative studies can be made with the military procedures of other advanced nations. Understanding of the processes involved in the handling of cross-cultural conflict and cooperation is of critical importance.

"7. Support of studies based in the U.S. that exploit data collected overseas by investigators supported by non-defense agencies. . . .

"8. Collaborate with other programs in the U.S. and abroad that will provide continuing access of Department of Defense personnel to the academic and intellectual resources of the free world. The Department of Defense needs for foreign area knowledge are increasing so that strenuous efforts are necessary to insure that the Department of Defense is not excluded from the innovating influences on policy planning and strategy that exist in universities after foreign area studies are transferred to civilian agencies."

—D. S. GREENBERG

FCC Ruling on Cigarette Ads: Health Groups React Warily

In June the Federal Communications Commission, normally the most docile of regulatory agencies, issued one of the strongest rulings in its 33-year history. The FCC held that, under its "fairness doctrine," broadcasters who carry cigarette advertising have the obligation to provide a "significant" amount of free time for warnings of the health hazards of smoking (*Science*, 28 July). Now, 5 months later, voluntary health agencies such as the American Cancer Society and the American Heart Association say they are pleased at the broadcasters' initial response to the FCC ruling.

The fact is, however, some broadcasters are doing far more than others in presenting antismoking messages. And, although the antismoking materials available for broadcasting are in short supply, one finds remarkable var-

iation from place to place in the frequency with which the available materials are used. For example, a Chicago broadcaster, in a single month, devoted \$17,500 worth of prime time to antismoking messages. A Florida broadcaster, on the other hand, refused to present such messages until a local citizen complained to the FCC.

Much will depend, it seems clear, on the vigor with which the FCC ruling is enforced—it can become a powerful bomb in the arsenal of the antismoking forces or a dud. Strong enforcement may depend on whether the health agencies and other citizens' groups keep an eye on the broadcasters, point out deficiencies in their performance, and, generally, create a climate of opinion encouraging unstinting compliance. This seems especially true in view of the ruling's ambiguities and of the FCC's

cumbersome and indirect enforcement procedures. Thus far, the health agencies, though they have prestige, money, and nationwide organizations, have not shown a willingness to do much more than supply the broadcasters with anti-smoking "spot" announcements and program materials. These agencies, schooled in the soft arts of "public relations" and long accustomed to having the broadcast media carry many of their fund appeals and health messages, seem likely to shy away from a direct confrontation with the broadcasters, should one prove necessary.

The FCC ruling did not, one may observe, stem from action by any of the health agencies. It resulted from a complaint brought early this year by John F. Banzhaf, III, a brash 27-year-old attorney who is a very junior member of a New York law firm which counts Philip Morris, Inc., among its clients. Banzhaf says that, of the various public issues which had engaged his interest, the smoking and health issue was the one that seemed to offer him the best chance to strike a hard blow in a good cause.

Invoking the fairness doctrine, Banzhaf demanded that the CBS station in New York devote to antismoking messages time roughly equal to that devoted to cigarette commercials. When his re-

quest was denied, he complained to the FCC. The commission agreed that the fairness doctrine should apply to cigarette advertising, though it rejected the claim for equal time, saying that the effect of an equal-time requirement would be to drive cigarette commercials off the air. Congress, it noted, had required a health warning on cigarette packages but had kept the Federal Trade Commission from requiring such a warning in advertising.

Banzhaf, an M.I.T. graduate who forsook a career as an electrical engineer a few years ago to study for a law degree, is not, it must be said, above using shock tactics on his elders. He was at his most abrasive last September at a world conference in New York sponsored by the National Interagency Council on Smoking and Health, which is made up primarily of representatives of voluntary and professional health groups and several federal agencies. He accused the voluntary health agencies of putting their desire for the broadcasters' goodwill and cooperation in fund raising ahead of what he felt was their obligation to take part in defending and enforcing the FCC ruling. The ruling was reaffirmed by the commission on 8 September, but it now faces a court test.

Despite a substantial increase (often from nearly zero) in the showing of antismoking materials by broadcasters, much more will have to be done to counter the barrage of cigarette commercials and remind the radio listener or television viewer that the "smooth"-tasting cigarettes, with the "tobacco-rich flavor," which he is urged to smoke may kill him.

Moreover, no clear standards for compliance with the FCC ruling have been developed, although the commission has said that ordinarily a significant amount of time should be devoted each week to presenting viewpoints opposed to smoking. The idea has gotten abroad that the FCC, through an off-hand remark by its general counsel, has suggested as an informal guideline a ratio of one antismoking message to every three commercials. In fact, the commission has said explicitly that it has no specific ratio in mind, and that it will tailor its demands for compliance "so as not to preclude or curtail [emphasis supplied] presentation by stations of cigarette advertising that they may choose to carry." The ruling thus contains a built-in contradiction and may produce only marginal results unless the FCC can be persuaded to interpret

NEWS IN BRIEF

● FACULTY VIEWS ON VIETNAM:

Although the academic community is usually depicted as dovish on Vietnam, a random survey of 300 faculty members at the University of Michigan at Ann Arbor revealed that the faculty there is far from solid in its position. The survey was conducted by Howard Schuman, associate professor of sociology, and Edward O. Laumann, assistant professor of sociology, both at the University of Michigan. The survey was made after one-fifth of the faculty signed a letter calling for an unconditional halt in the bombing of North Vietnam. Results were reported in the November issue of *Trans-action*, a publication of Washington University, St. Louis. After analyzing the returns, Schuman and Laumann concluded that "... by the most generous estimate, 38 percent of the faculty oppose the bombing and 50 percent ... support the bombing." They also noted, "Signers and supporters of a letter calling on the President to stop the bombing made up 35 percent of the College of Literature, Science, and the Arts, as opposed to only 29 percent of the university as a whole. Supporters of the bombing made up only 25 percent of the liberal-arts faculty, compared with 28 percent of the whole faculty." Seventeen percent of those sampled in the medical school and 22 percent in the engineering college supported the stop-the-bombing letter. Three out of four social scientists wanted the bombing stopped, humanists tended to oppose the bombing, but by a closer ratio, and the natural scientists were the only group in which those favoring the bombing outnumbered those who wanted it stopped.

● **ON STUDENT FREEDOM:** In the wake of widespread student disorders when numerous Dow Chemical Company, CIA, and military recruiters were heckled or trapped by students in cars and buildings, the Council of the American Association of University Professors endorsed a statement deploring such actions.

The statement said, in part, "action by individuals or groups to prevent speakers invited to the campus from speaking, to disrupt the operations of the institutions in the course of demonstrations, or to obstruct and restrain other members of the academic

community and campus visitors by physical force is destructive of the pursuit of learning and of a free society. The resolution was passed 28 October during a meeting in which Council members approved the *Joint Statement on Rights and Freedoms of Students* (*Science*, 4 August, p. 524) which notes that students should "be free to support causes by any orderly means which do not disrupt the regular and essential operation of the institution." The Council also reaffirmed the fundamental principle that was set forth in the 1940 *Statement of Principles on Academic Freedom and Tenure* that "the common good depends upon free search for truth and its free exposition."

● **PASS-FAIL AT YALE:** Beginning in January, Yale undergraduate students will be graded on a pass-fail basis. Under the plan, which was approved by Yale's undergraduate faculty, students will receive one of four designations for course work: fail, pass, high pass, and honors. The system will be tried experimentally for a period of 5 years.

● **BIRTH CONTROL:** The Department of Health, Education, and Welfare was criticized by outside consultants for failing to provide "prompt and vigorous" implementation of birth control policy statements issued more than 21 months ago by Secretary Gardner. HEW officials, who had commissioned the study, released the findings at congressional hearings 2 November. They called the report "critical" but "excellent," "honest," and "fair." The consultants, headed by Oscar Harkavy, of the Ford Foundation's Population Office, found that "none of the DHEW regional offices or operating agencies presently places high priority on family planning, or is certain what precise functions it is expected to carry out in this field." Estimating that some 5 million women need publicly assisted family planning services, while only 700,000 are currently receiving such aid, the consultants urged "a manifold expansion of funds for family planning." Congressional critics of HEW's birth control efforts welcomed the report with glee, saying it proved their contention that HEW is "fainthearted," "pusillanimous," "lackadaisical," "weak," and "confused."

NSF Issues Administrative Study

The National Science Foundation has issued a detailed study designed to assist institutions of higher education in developing uniform techniques of financial analysis and record-keeping. Titled *Systems for Measuring and Reporting the Resources and Activities of Colleges and Universities*,* the 444-page report is based on a study that began in 1961, and that eventually involved the participation of eight institutions of varying size, type, and location. These were the University of Arizona, the University of Florida, Michigan State University, the University of Pennsylvania, Rensselaer Polytechnic Institute, St. Louis University, the Texas A & M University System, and the University of Washington. The chairman of the study was R. J. Henle, academic vice president and university research administrator, St. Louis University. The cost of the study, approximately \$35,000, was shared by NSF and the National Institutes of Health.

Among the suggestions made in the study are the following:

- In maintaining records of employees, a distinction should be maintained between academic and nonacademic personnel. "Data concerning personnel in this second category," the report states, "would differ in amount and kind from the data required for those in the first category. Thus, janitors or bookkeepers would not be asked about such matters as membership in learned societies, publications, or outside consulting."
- On the selection of terminology for identifying the purposes for which rooms are used, "When all equipment in a room may be used for a single purpose only, and when all equipment in a room has the same purpose, the room may be considered to be a single-purpose room. When more than one type of single-purpose equipment (e.g., both equipment used solely for teaching and equipment used solely for research) are present in the same room, that room may be said to be multi-purpose." The report adds, however, "In this definitional scheme it is contradictory to have multi-purpose equipment in a single-purpose room and, hence, this category is not possible."
- "When classifying property as movable or fixed, one must often rely on judgment. Items which are attached to floors or walls may or may not be fixed. . . . The fact that property is capable of being moved does not classify it as movable."
- "When there is a 'paucity of building plans . . . rooms and buildings should be inspected and measured for all information. Measurements may be obtained quickly and accurately by three persons working together: two measure as the third observes, makes calculations, and records.'"
- For identifying various categories of activity, the following terms may be used: Teaching, Research, Teaching-Research, Creative Activity in Art and Scholarship, Teaching Through Creative Activity in Art and Scholarship, Public Service, Administration, Formal Personal Education, Intra-University Activities, and Other Extra-University Activities (excluding Public Service)."
- The report points out, however, that the "Formal Personal Education" category "does not include the general reading in one's own field, travel experience, and similar activities in which academic and professional people engage, even though these activities do contribute to their continuing education. These activities, if significant in amount of effort, may be allocated to the categories teaching, teaching-research, research, teaching through creative activity, creative activity, and administration as seems most appropriate in each case."

NSF explains that the report has been released for consideration by the academic community and does not necessarily reflect the policies or practices of the Foundation.—D.S.G.

* Publication No. NSF 67-15, available from the Government Printing Office, Washington, D.C. 20402; \$2.

it liberally and require frequent showings of antismoking messages, even though this makes the broadcast media less attractive to cigarette advertisers.

Numerous instances of token compliance may occur simply because the established FCC procedures offer no ready means of enforcement. Rosel H. Hyde, the FCC chairman, says the usual enforcement procedure for fairness doctrine cases shall apply. This means that a broadcaster's performance will not be reviewed unless someone complains about it. The 7400-odd licensed commercial radio and television broadcasters all keep program logs, but the commission will not require them to report periodically on the cigarette commercials carried and on the number and kind of antismoking messages. "I expect them to comply, and, in the absence of some evidence that they are not complying, I am not going to ask for proof," Hyde told *Science*.

At least one of Hyde's fellow commissioners dissents from this easy-going philosophy. Nicholas Johnson, who at 33 is usually described as the FCC's *enfant terrible*, says, "It's appalling that the FCC doesn't take the baby step of telling the broadcasters, 'we won't monitor you, you monitor yourselves.' The commission could ask for weekly or monthly reports on compliance. How can you issue a ruling like that and not have any enforcement? It's preposterous."

Although sharing the view that the FCC should take steps to enforce its ruling, Senator Robert F. Kennedy of New York is one of several prominent antismoking crusaders who feel that part of the burden of obtaining compliance will have to be carried by the voluntary health agencies and allied groups. Kennedy has urged that groups be organized to monitor radio and TV stations. The U.S. Surgeon General, William H. Stewart, also believes the voluntary health agencies could accomplish much by monitoring the broadcasters' performance.

The need for monitoring is less urgent at the moment than it will become later. The FCC ruling took the voluntary health agencies and the U.S. Public Health Service by surprise and found them short on antismoking materials available for broadcast use. Though they are trying to catch up with the new demand, the agencies and PHS are as yet unable to supply the broadcasters with materials in the volume requested. As antismoking films,

"spots," and other materials become more plentiful, the question of how often, and at what hours, they are shown will grow increasingly pertinent.

Although the health agencies have resisted suggestions that they establish monitoring systems, there is said to be considerable sentiment, especially among the agencies' physician members, for adopting a more aggressive posture. The dominant view at the moment, however, seems well summed up by Clifton Read, the Cancer Society's vice president for public information. "We are going to rely on conferences [with the broadcasters] and persuasion," Read says. He doubts that the Cancer Society would ever file a complaint against a broadcaster. "It is unlikely in the nature of our organization, which really does depend on the media," he says. A resolution recently adopted by the society's board of directors would banish cigarette advertising from all media—a gesture which, in the field of diplomacy, would find its equivalent in a resolution to abolish war.

In the kind of antismoking material they produce will be found another indication of how hard the health agencies intend to strike at the cigarette advertisers. Although other agencies perhaps will be bolder, the Cancer Society has said it will not produce any parodies of cigarette commercials, largely because of broadcaster objections to materials of this kind. Broadcasters, it is true, are free under the FCC ruling to reject any antismoking messages they feel are inappropriate. But the Cancer Society, on the basis of the attitude expressed by certain broadcasters whom it will not identify, appears to have prejudged the case against the parody.

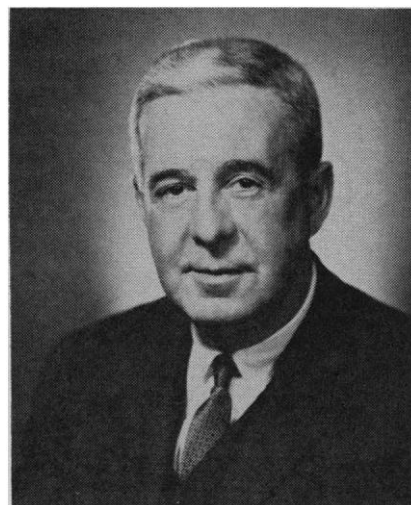
Yet the satiric barb, by making sport of the smoking habit's psychological and social props and by putting its promoters in an unflattering light, could help to build public support for further congressional action in the smoking and health fields as well as to encourage at least some smokers to drop their habit. A suggested anticommmercial which Senator Kennedy speaks of approvingly would show a tough, rangy man with a tattoo on his hand in front of a hospital ward and have him say, "This is Emphysema country." Or a devotee of a cigarette brand that features gift coupons could be shown cashing in his coupons for an iron lung. The Public Broadcast Laboratory, sponsored by the Ford Foundation, has included

NAS Establishes Board on Medicine

The National Academy of Sciences has created a new board to study broad medical and social questions and their relationship to national needs. Frederick Seitz, president of the National Academy, said the Board on Medicine "reflects the growing concern on the part of the Academy, members of the medical profession, and a number of Federal agencies as to how our rapidly expanding biomedical knowledge can be more effectively applied in response to critical human needs." Among the directives given to the new board are to identify "urgent problems, to be imaginative in seeking solutions, and innovative in recommending public policy." The board will report directly to the Council of the National Academy.

Walsh McDermott, professor of public health and chairman of the Department of Public Health at the Cornell University Medical College, will serve as chairman of the 21-member board. Joseph S. Murtaugh, who will retire as director of the National Institutes of Health's Office of Program Planning at the end of November, will be the board's executive secretary.

Other board members are: Ivan L. Bennett, deputy director, Office of Science and Technology; Charles G. Child, III, professor of surgery and chairman of the department, University of Michigan Medical School; Julius H. Comroe, Jr., director, Cardiovascular Research Institute, San Francisco Medical Center, University of California; John T. Dunlop, professor of economics, Littauer Center, Harvard University; Rashi Fein, senior staff, The Brookings Institution; Robert J. Glaser, vice president for medical affairs and dean of the school of medicine, Stanford University School of Medicine; Mrs. Lucile Petry Leone, College of Nursing, Texas Woman's University; Irving



Walsh McDermott

London, chairman, department of medicine, Albert Einstein College of Medicine, Yeshiva University; Colin M. MacLeod, vice president for medical affairs, The Commonwealth Fund, New York, N.Y.; Samuel M. Nabrit, executive director, The Southern Fellowship Fund, Atlanta, Ga.; Irvine H. Page, research division, Cleveland Clinic; Henry W. Riecken, vice president, Social Science Research Council, Washington, D.C.; Walter A. Rosenblith, professor of communications biophysics, Center for Communication Sciences, Massachusetts Institute of Technology; Ernest W. Saward, medical director, The Permanente Clinic, Portland, Ore.; James A. Shannon, director, National Institutes of Health; Eugene A. Stead, Jr., professor of medicine, Duke University Medical Center; Dwight L. Wilbur, president-elect, American Medical Association; Bryan M. Williams, Dallas, Tex.; Adam Yarmolinsky, professor of law, Harvard University; and Alonzo S. Yerby, professor of public health and head, department of health services administration, Harvard University School of Public Health.

—K. S.

in its initial programs a sharp thrust at the 100-millimeter cigarette. A handsome young man is shown praising the extra-long weed. But when he offers one to a pretty girl, she breaks it in half, and says, "Surely you've heard [that] . . . the new 100-millimeter cigarettes contain more tar, more nicotine,

and greater risks than any cigarettes ever sold before."

A well-sustained campaign using vignettes of this kind might make chain smokers of both the cigarette manufacturers and those broadcasters who, for a profit, carry their advertisers' enticements to young and old. It might even

lead, provided the FCC did not take the bite out of its ruling, to a curtailment in broadcast advertising of cigarettes. The proposition here is that nobody will allow himself to be endlessly ridiculed and pointed out as a merchant of death. The cigarette manufacturers may submit to considerable abuse, however, before thinking better of their broadcast advertising. Engaged in a competitive struggle as they introduce new

brands and vie for a larger share of the market, they will be extremely reluctant to abandon television, their favorite advertising medium. Yet, if accompanied by a significant campaign of antismoking messages, the cigarette manufacturers' continuing propaganda barrage may stir up a climate increasingly favorable to new blows at smoking—for example, legislation to hold down tar and nicotine content in cigarette smoke and to re-

quire a warning message in all cigarette advertising.

Thus, the importance to the anti-smoking forces of insisting on liberal interpretation and vigorous enforcement of the FCC ruling is clear. What remains unclear is whether the health agencies and other citizens groups in the smoking and health field will make the most of the new opportunity the ruling affords.—LUTHER J. CARTER

Racial Studies: Academy States Position on Call for New Research

William Shockley of Stanford, who won the Nobel prize for work on transistors, has lately been arguing for an expansion of research to evaluate the relative effects of heredity and environment on human intelligence and performance. Implicit in his proposals is at least the speculation that inferior genetic inheritance, rather than inferior environment, accounts for the relatively poor performance of some Negroes in various competitive situations. Specifically, Shockley has been calling for a study of "disadvantaged children" who have been adopted from "improvident backgrounds." As he put it in a talk last spring to the National Academy of Sciences, the object of the study would be to answer the question, "can improved environment remedy the obviously enormous social disadvantages afflicting the illegitimate 25 percent of Negro babies? Or will genetic inheritance produce such a low 'social capacity index' that most will perform at frustratingly low social levels?"

Shockley's vigorous advocacy has been a matter of some discomfort to the Academy, which finds itself situated between its traditional belief in free inquiry and its realization that the formulation of heredity versus environment adds up to a loaded question that might be destructively exploited by racists if the Academy even ratified it as the right question. At the Academy's fall meeting on 23 October, in Ann Arbor, President Frederick Seitz presented the NAS's Council's response to Shockley's proposals, though, in fact, the statement made no direct reference to Shockley himself. The Academy statement, which was prepared with the assistance of several geneticists (James F. Crow, Wisconsin; James V. Neel, Michigan; and Curt Stern, University of California, Berkeley) follows:

The Academy has been urged to take strong measures to reduce the present uncertainty about the relative importance of heredity and environment as causes of human social problems and as causes of racial differences in behavioral traits. It is asked to promote actively the seeking of answers to such questions as: To what extent are urban slums the result of poor heredity? Is the genetic quality of the human population being seriously eroded by economic and medical advances that have dramatically decreased the death rate, and by differential birth rates in various social, economic, and educational groups? Are genetic factors responsible for a significant part of racial differences

in educational and economic achievements? Could a eugenic program materially reduce our major social problems? By concentrating on environmental approaches, is society neglecting promising genetic possibilities?

The question has been raised as to whether research in these areas is being carried out as vigorously and intelligently as it should be.

Do anthropologists and geneticists have an environmentalist bias that discourages research into the hereditary bases of individual and racial differences in intelligence and ability to adapt to our society? Is this research being seriously impeded by investigators' fears that the results

might be unfavorable to some ethnic minorities?

How urgent is it that such questions be answered?

We certainly need to know more about human genetics; as to the desirability of further research there can be no serious question. Researchers in experimental and human genetics have brought deep insights concerning ourselves and our past. The detailed understanding of the molecular basis of heredity is one of the intellectual triumphs of the twentieth century. New genetic knowledge is already bringing practical benefits in the understanding, prevention, and treatment of genetic diseases. We can expect continued rapid progress in this area.

With complex traits like intelligence the generalities are understood, but the specifics are not. There is general agreement that both hereditary and environmental factors are influential; but there are strong disagreements as to their relative magnitudes—which is another way of saying that the evidence is not conclusive. Furthermore, it is not obvious that really substantial increases in this knowledge will come soon, even if the amount of research were greatly increased. The problem of disentangling hereditary and environmental factors for complex intellectual and emotional traits where many genes may participate, where measurements are often not reproducible, where it is not certain what is being measured, and where subtle environmental factors are involved is extremely difficult. It is unrealistic to expect much progress unless new methods appear.

Even greater difficulties are encountered in any attempt to assess the relative role of heredity and environment in determining racial differences in intellectual and emotional traits. Despite the great number of tests that have been performed on Negro and white populations, it is still not clear whether any differences found are primarily genetic or environmental. For