

RECOMMENDATIONS FOR THE DEVELOPMENT  
OF TELEVISION IN TURKEY

Thesis for the Degree of M. A.  
MICHIGAN STATE UNIVERSITY  
Sumer Mehmet Bileydi  
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## ABSTRACT

### RECOMMENDATIONS FOR THE DEVELOPMENT OF TELEVISION IN TURKEY

by Sumer Mehmet Bileydi

Mankind is continuously striving to improve the scope, range, speed, and efficiency of communication devices. Great progress has been made in this effort through the use of inventions based upon discoveries of scientific principles. One of his most recent achievements is television. Television, combining the immediacy of radio and the dynamics of the motion picture, has already proved itself to be a medium of communication with considerable influence on human behavior. The addition of color has enhanced this even more. As such, it has merited the concern of Turkish broadcasters as a potential tool of communication for their country. Last year the Turkish government, after considering evidence presented by West German and Turkish communication research groups in support of the potential value of television, allocated the necessary funds for a Turkish television network.

The purpose of this study is to propose a set of policy recommendations for the orderly development of television in Turkey. Specifically, the problem involves decisions regarding policies and ways of (1) administering stations, (2) financing stations, (3) considering such questions as

the relationship of stations to each other and the relationship of the stations to the Turkish Broadcasting Ministry, and (4) solving programming problems.

The author has studied the background of broadcasting in both Turkey and the United States; following are the conclusions based on that study:

a) Television is an effective and acceptable mass communication device and is a significant educational force.

b) As such, it can and must be used and directed by responsible communication experts and government agencies.

c) The existing structure and purposes of American commercial television systems cannot lend themselves to the long range needs and purposes for the educational use of television in Turkey.

d) In Turkey, multiple facilities in the form of government owned television stations are necessary for nationwide coverage.

e) Nationwide coverage should be planned.

f) Government control of programming can and should be kept to a minimum.

g) Ways and means have been developed to prevent political control of the Turkish press, film and radio systems. Similar protection for the television stations must be developed through the democratic process.

h) Local responsibility for program planning, presentation and utilization must be accepted and protected.

i) Autonomy in the administration of local television stations in general should be comparable to the autonomy of the Turkish local radio stations.

j) Local television stations should be administered and operated by local television districts or by a government chartered corporate body.

k) Formation of legally defined television districts, coterminus with the reception area of the station having taxing authority should be effected.

l) The Turkish Broadcasting Ministry should provide all its services to the television stations.

RECOMMENDATIONS FOR THE DEVELOPMENT  
OF TELEVISION IN TURKEY

By

Sumer Mehmet Bileydi

A THESIS

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in partial fulfillment of the requirements  
for the degree of

MASTER OF ARTS

Department of Radio and Television

1962

Approved: \_\_\_\_\_

*Gordon L Gray*

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This thesis is dedicated to my wife, Lois,  
whose assistance, cooperation, and patience made its  
completion possible.

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## CHAPTER I

### INTRODUCTION

Man's search to increase the scope and range of his ability to communicate parallels the development of civilization. The evolution from primitive guttural sounds to complex languages and from crude symbols to written works is indicative of the never-ending search for ways to communicate more accurately, faster, and further.

As the scientific method reveals the truths of the universe, man moves forward to greater achievements in his quest for better communication. As researchers have discovered physical, chemical and electronic principles, others like Morse, Edison, Marconi and DeForest, building invention upon invention, have produced the telegraph, telephone, motion picture, radio, and now television.

These inventions have set into motion economic and cultural changes, created new problems, made life more complex, and at the same time they have made possible a more pleasant, safer, and better life.

Though television is the latest development of mass communication, no other invention has had greater influence on speech and thought in our daily lives since Gutenberg's printing by movable type.<sup>1</sup>

<sup>1</sup>Lee DeForest, Television Today and Tomorrow (New York: The Idea Press, 1942), p. 342.

In effect, television combines radio and the motion picture to create a new medium of communication having great appeal to the listener-viewer and an unusual effect on behavior. This is exemplified in its involvement of the American public. While accurate prewar figures on the production of television sets is unavailable, it is estimated that not more than 8,000 sets were made before World War II. In 1946, 6,476 sets were produced,<sup>2</sup> and in August, 1962 there were 52,580,000 sets in American homes.<sup>3</sup>

Television broadcasting has now come into its own as a dynamic force in the entertainment, education and advertising world. Using the talents and techniques of its contemporaries in these fields, it offers an endless variety of program material ranging all the way from the facts of everyday news to the fancies of a classical ballet.

In the world television survey of 1962 by Television Age magazine, 45 out of 60 countries already had television; and the rest were in stages of experimentation, construction, or consideration.<sup>4</sup> This report shows how rapid has been the development of television in its short history.

The growth of television since World War II is the result of the quick awareness of its importance by the West

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<sup>2</sup>Television Digest, No. 15, July 15, 1952. Television Digest with Electronic Reports, Watt Bldg., Wash., D.C.

<sup>3</sup>"Market Reports," Television, August, 1962, p. 39.

<sup>4</sup>Television Age, July 23, 1962. (International Issue).



and the East. It is a tool for educational, commercial, industrial, scientific and propaganda purposes.

During the years from the end of World War II until 1960, Turkey was unable to establish television because of economic instability and tremendous defense expenses.

### The Problem

The purpose of this study is to propose a set of policy recommendations for the orderly development of television in Turkey. Specifically the problem involves decisions regarding policies and ways of (1) administering stations, (2) financing stations, (3) considering such questions as the relationship of stations to each other within their broadcast area and relationship of the stations to the Ministry of Broadcasting and other agencies of government which may be concerned, and (4) handling problems of programming.<sup>5</sup>

### Procedures for Studying the Problem

Progress has already been made in Turkey on both the national and local levels leading to the use of the channels allocated by the central government. These developments are herein critically examined for their implications to a nationwide plan.

Numerous factors involving engineering and technical problems, location of stations, organization and administration, personnel requirements, costs, methods of financing,

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<sup>5</sup>To be considered only in terms of policy.

and programming policies to meet telecasting objectives are also considered in this study.

#### Limitation of the Study

Because the study has been limited to a television plan for Turkey, the treatment of technical, engineering, financing, and political aspects is limited to the situation in this country. Since production and utilization problems become matters of greater concern after a plan has been devised, they are discussed briefly and only in terms of broad policies.

#### Procedures in Gathering Data

Procedures in gathering data for the study have included:

1. A study of documents concerning what has been done in other countries. (Special attention is given to the U.S.A.)
  - a. Consultation with American educational television specialists.
  - b. Consultation with American commercial television specialists.
2. A study of what has been done in Turkey including:
  - a. Committee and conference reports.
  - b. Published and unpublished reports covering developments in this country.
  - c. Study of plans of the Turkish State Planning Committee on Television.

## CHAPTER II

### HISTORY AND PRESENT STATUS OF U.S. TELEVISION

#### Introduction

When change is introduced into a culture, the results are not entirely predictable; it would not be realistic to assume that the introduction of television into the Turkish culture is any exception. We cannot study television as an isolated phenomenon; the medium does not exist in an isolated form. Rather, television takes on the social and economic colorations of its host country. Any study of the medium must consider these colorations. With this caveat in mind, the following pages examine the development of television, focusing primarily on the United States where the medium has developed rapidly and extensively.

#### The Experimental Stage

The history of television begins with the dawn of man's understanding of electrical phenomena. More than two millennia elapsed from Thales' observation in 640 B.C. that rubbed amber attracted straw to William Gilbert's treatise, "De Magnete," in 1640 A.D. During these two thousand years man learned little about electricity. Another fifty odd years transpired between Gilbert's "De Magnete," which recognized electricity as a force, to Robert Boyle's experiments showing

that electric attraction takes place through a vacuum. Then, with ever-increasing speed new discoveries took place. Successively Newton, 1666; Stephen Gray, 1676; Benjamin Franklin, 1749; and Alessandro Volta, 1800, established the existence of the spectrum, that electricity could be conducted from one point to another, that lightning was an electrical phenomenon, and electricity could be generated by a battery.<sup>1</sup>

By 1873 it was discovered that selenium possesses the property of transforming charges of electricity. Eleven years later a German patent was issued for a system of conveying motion over wires with electricity. The invention utilized a rotating disc or scanning device, which examined the scene and directed it into points of light which were conveyed successfully over a single electric circuit. Although selenium and rotating discs played their part in stimulating the growth of television, neither is used in modern electronic television.<sup>2</sup>

The foundations of electrical knowledge have been further laid down and extended by such men as Sir Humphrey Davy, Andre M. Amphere, George Simon Ohm, Sir Charles Wheatstone, Michael Faraday, William Crookes, Samuel Morse, Edward Davy, Thomas Edison, Guglielmo Marconi, Lee DeForest, V. K. Zworykin, Philo Farnsworth, and others. In 1923 Vladimir K. Zworykin patented the iconoscope tube. The iconoscope was the

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<sup>1</sup>Orin E. Dunlap, Jr., Radio and Television Almanac (New York: Harper, Brothers, 1951), pp. 1-26.

<sup>2</sup>G. F. Seehafer & J. W. Laemmar, Successful Television and Radio Advertising (New York: McGraw-Hill, 1959), pp. 9-13.

"eye" of the first electronic television camera which observed the scene and made it possible to televise it electronically. This is historically the transition from the mechanical to the electronic era of television technology.

In 1925 a British experimenter transmitted what is considered to be the first television in motion, and three years later one of his programs was received in the United States 2,500 miles from the London transmitter.<sup>3</sup>

In 1928, the first television stations were licensed experimentally in the United States. In ensuing years most television stations discarded the mechanical scanning system for transmitting television signals and adopted the electronic system. Numerous experimenters, including Philo Farnsworth and Allen B. Dumont, contributed to the development of electronic television.

As early as the 1930's, apprehension was expressed that television's introduction to the public would cause a panic because motion picture exhibitors had invested large sums in talking pictures, which investment might be lost if television became a reality.<sup>4</sup> But in spite of such concerns, experimental stations continued their pioneering efforts with field tests, through outdoor pickups and indoor scenes from Broadway plays. After years of experimentation, television

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<sup>3</sup>R. F. Yates, New Television: The Magic Screen (New York: Didier, 1948), p. 57.

<sup>4</sup>Education on the Air, Second Yearbook of the Institute for Education by Radio (Columbus, Ohio: Ohio State University, 1930), p. 89.

was "officially" introduced to the public as a service on April 30, 1939, when RCA and NBC featured President F. D. Roosevelt at the opening ceremonies of the New York World's Fair.<sup>5</sup>

Beginnings of Commercial Television in the U.S.A.

The first commercial television station license was issued to WNBT (now WRCA-TV) in New York in 1941. The second world war put an end to most television activity, and only six pioneer commercial television stations operated during the war years. These included two network-owned stations, WNBT (NBC), WCBS-TV (CBS) in New York, and two manufacturer-owned stations, WPTZ (Philco) in Philadelphia, and WRGB (General Electric) in Schenectady.<sup>6</sup> After the war, the number began to increase rapidly until, in September 1948, the Federal Communications Commission invoked its famous "freeze on the issuance of additional licenses for station construction. This freeze was imposed to enable the commission to study technological improvements, especially the practicability of using UHF channels for commercial television, to make engineering studies, and to prepare a master plan for the orderly development of the industry.

Despite the freeze on new television station construction, the industry moved forward rapidly in the manufacture and

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<sup>5</sup>Seehafer & Laemmar, pp. 9-13.

<sup>6</sup>Sydney W. Head, Broadcasting in America (Boston: Houghton Mifflin, 1956), p. 157.

sale of receiving sets, the construction of microwave relay units for network facilities, and other activities calculated to expand and unify the industry.

Public acceptance of television in the late 1940's and early 1950's surpassed even the most optimistic expectations. The public wanted television, and practically overnight television sets became commonplace in American homes. Currently, over ninety per cent of all American homes have one or more television sets.<sup>7</sup> These developments are summarized by Leo Bogart in his book, The Age of Television, as follows:

By January 1948, there were 102,000 sets in the nation, two thirds of them in New York. By April the number of sets had more than doubled. During that year nearly a million sets were manufactured, compared with 179,000 in 1947, and 6,500 in 1946.

During 1948, the number of stations on the air increased from 17 to 41, the number of cities served from 8 to 23. Set production increased more than 500 per cent over 1947, the audience more than 4,000 per cent.

During the period of the "freeze", which lasted until July, 1952, television was confined within the reception range of nearly three-fifths of the United States population.

The lifting of the "freeze" brought about a new boom in television as seventy new channels in the UHF band were added to the original twelve in VHF.<sup>8</sup>

#### Beginnings of Educational Television in the U.S.A.

Parallel to the development of television for commercial purposes were pioneer efforts in applying television to

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<sup>7</sup>Television Magazine, Aug. 1962, p. 138.

<sup>8</sup>Leo Bogart, The Age of Television (New York: Frederick Ungar, 1958), pp. 8-13.

education. During the 1930's three institutions of higher learning held experimental licenses. They were Purdue University, Kansas State College, and the State University of Iowa. Most notable among these early experiments was the station operated at the State University of Iowa from 1923 to 1939.<sup>9</sup>

More systematic and frequent attempts to apply television to education began in 1951. The 1951 Federal Communications Commission allocation hearings resulted in a nation-wide reservation of television channels for education. In April, 1952 as a result of those hearings, the Federal Communications Commission established a new kind of entity, the non-commercial educational television station, and reserved 242 channels for their broadcast use. During this year and the eleven to follow, educational television developed along the following lines: (1) educational telecasts especially designed for schools, (2) public service broadcasts used educationally, (3) adult education by television, and (4) college workshops in television.

A "fourth network," NET, a service of the National Educational Television and Radio Center (NETRC) has been developed to meet the needs of this new dimension in education. The purpose of NETRC is to aid in the exchange, circulation, and development of quality films and kinescopes to be used by educational television stations.

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<sup>9</sup>Leo Martin, "The Educational Television Station," Television's Impact on American Culture, ed. William Y. Elliott (E. Lansing, Mich.: Mich. State Univ. Press, 1956), pp. 198-199.



These educational television stations are linked together by the NETRC which each week furnishes seven-and-a-half hours of programs on film or kinescope to each of the stations. The NETRC has no production resources of its own, but it does commission or purchase programs produced by non-affiliated television and film producers in the United States and in other countries.<sup>10</sup>

Status in the U.S.A., 1962

At the end of 1961, it was estimated that ninety-eight per cent of the population was within the service range area of at least one television station and that over seventy-five per cent were within range of two or more stations.<sup>11</sup>

Nearly 53 million television sets were in use with more than ninety per cent of the homes having one or more such sets.<sup>12</sup>

As the April 30, 1962, issue of Broadcasting Magazine reported, of 560 commercial television stations in operation, 469 were VHF and 91 UHF. In addition to the commercial television stations, there are now 62 educationally-owned television stations, 56 of them holding non-commercial

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<sup>10</sup>I. Keith Tyler, "The Educational Television and Radio Center," Television's Impact on American Culture, ed. William Y. Elliott (E. Lansing, Mich.: Mich. State Univ. Press, 1956), pp. 225-266.

<sup>11</sup>International Television Almanac (New York: Quigley, 1961), p. 184.

<sup>12</sup>Ibid.

licenses. Twenty-eight more such stations are under construction or in advanced stages of planning.

Here is a dramatic illustration of what this growth has meant:

TABLE 1  
THE GROWTH OF U.S. TELEVISION\*

Year	Stations in Operation	Sets in Use
1948	17	189,000
1952	108	10,549,000
1956	496	36,296,000
1960	576	50,300,000
1962	616	52,580,000

\*Sources: A. William Bluem, John F. Cox, and Gene McPherson, Television in the Public Interest (New York: Hastings House, 1961), p. 18. and "Market Reports," Television, August, 1962.

In 1961 the Federal Communications Commission and the National Aeronautics and Space Administration granted the American Telephone and Telegraph Company permission to orbit a series of satellites (Telstars) on which a new world-wide communications system would be based.

Telstar was launched on July 10, 1962. Hours later it was used for history's first relay of television pictures and sound track from 3,500 miles in the sky. The program, aimed at television sets in the United States, was received in France and England as well.

Next day, further history was recorded when France sent taped television scenes of Parisian night life into American homes and the British followed the next day with the first 'live' East-to-West transatlantic television.

With the launching of Telstar, the United States raised the curtain on intercontinental television and opened a whole new epoch in the art of communications. Success with Telstar's early experiments points the way to international television in three to five years because a dependable 24-hour communications system covering the inhabited parts of the earth would require many more satellites; some signals would pass through two or more relays before reaching their destinations. Also, Telstar is one of several types of experimental communications satellites planned by the United States to determine which is best for global communications systems.<sup>13</sup> But the final decision on the kind of satellite to be used depends on United States government policy and also on foreign governments, which will surely demand voices in any world-wide system of communication.

According to Television Age magazine, there are 117,475,850 television sets in use throughout the world today. North America accounts for more than half of this total, with 61,665,000 sets.<sup>14</sup>

#### Programming and Policy Development of U.S. Television

Llewellyn White, in his history of American broadcasting, identifies the following periods in the history of government regulation of broadcasting:

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<sup>13</sup>"Telstar's Triumph," Time, July 20, 1962, p. 38.

<sup>14</sup>Television Age.

- 1) The laissez-faire period, 1922-1927
- 2) The traffic-control period, 1927-1932
- 3) The cleanup period, 1932-1937
- 4) The trust-busting period, 1937-1944
- 5) The public-service era, from 1944 on<sup>15</sup>

Radio during the early years was controlled under the old Radio Act of 1912, which empowered the Secretary of Commerce to issue licenses specifying frequency of operation. Prior to 1922, licensees were primarily maritime stations and a few amateurs; but when broadcasting "arrived," the number of applicants increased greatly. The courts held that the Secretary of Commerce was required to issue licenses and to assign frequencies to all applicants. But as the transmitters increased in number, they began to interfere with one another. Hopes for self-regulation within the industry were not realized and members of the industry began to look to the federal government for relief from the traffic congestion on the airways.

In 1927, a new Radio Act was legislated, asserting the federal government's right to regulate all forms of radio communication within the United States through a system of licensing to be administered by a Federal Radio Commission. (This authority became the Federal Communications Commission under the new Communications Act of 1934.)

In licensing stations, the Federal Communications Commission has sought to select those with a grass-roots interest in their communities. Economics, however, has

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<sup>15</sup>Llewellyn White, The American Radio (Chicago: The University of Chicago Press, 1947), Chapter 7.

eroded this "local institution" concept. Multiple-station ownership is increasing, so is network programming. Any local station faces an enormous task--filling over 100 hours a week with programs. Local live programs are expensive and hard to develop. Buying film is expensive. So the local station affiliates with a network. It pays nothing for the network's programs, which cost \$100,000 or more an hour to produce. The network already has sold the time to national advertisers, and each local station gets about half the net revenue from the sale of its time.<sup>16</sup> And it can easily sell spot announcements adjacent to them. Its temptation is simply to plug in the network and relax.

At television's beginning, comedians and variety shows dominated. Then came the period of serious live drama, then the quiz shows, when 51 million people watched "The \$64,000 Question." The Western arose--Maverick, Gunsmoke, and the rest. Peter Gunn started a cycle of private-eye shows, "77 Sunset Strip," and "The Untouchables." Finally came the cartoon show. Situation comedies and soap operas have remained popular.

Over the years television has achieved its greatest triumphs in the field of serious live public affairs and suffered its greatest disaster--the quiz scandals--in the field of foolish escapist entertainment. One of its greatest

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<sup>16</sup>Seehafer & Laemmar, pp. 7-19.

hours came when, during the Kefauver crime hearings, it televised Frank Costello's hands.

"You felt an excitement about it in those days," Jack Gould, New York Times critic, said a while back.<sup>17</sup> "The best television is actuality. The time they showed Toscanini's face while he was conducting--television alone could do that, the Army-McCarthy hearing, the 1960 political convention, and the United Nations Debates. And live network drama--Playhouse 90, Studio I, Kraft Theater, Philco Theater." Today live television is virtually dead, killed by tape and film. Film can be resold and rerun, as a live show cannot, thereby enormously increasing profits. Film programs are cheaper than live.

Following the quiz scandals, Frank Stanton, president of CBS, told the Federal Communications Commission:

American television is (1) a mass medium of communications, (2) operating as but one part of the whole of society of this nation, (3) under a system of free competitive enterprise, and (4) supported exclusively by advertising revenues.<sup>18</sup>

Elaborating, he emphasized, "Television is a mass medium. It is not an elite medium." Moreover, "We cannot force people to like what they don't like." And, "We must face the fact that it is a major part of our function to try to appeal to most of the people most of the time." Broadcasters are required by law to serve the public interest.

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<sup>17</sup>Gould, Jack, "TV Spectacular--The Minow Debate." New York Times Magazine, May 28, 1961. pp. 12-15; 46-48.

<sup>18</sup>New York Times, October 20, 1959. p.1:2.

"I suggest that a program in which a large part of the audience is interested is by that very fact a program in the public interest. On the other hand, this is not the whole definition of the 'public interest'. Not for a moment do I suggest that a program in which only a minority is interested is by that fact contrary to the public interest." The broadcaster should decide what programs to broadcast.

In the early years, when an advertiser told his advertising agency that he wanted to advertise on television, the agency itself would produce a program or employ an independent producer or buy an existing program. Then it would take the program to the network, buy network time, and put the program on the air.

Today, the idea for a new show may originate with a television film maker in Hollywood. He gets a script written, films a pilot episode, then tries to sell it to a network or an advertiser. The idea may originate with a network which either produces a pilot itself or gets a film maker to produce one, then tries to sell it to advertisers. What goes on the air is the result of a tremendous pulling and hauling among networks, advertisers, their agencies, film makers, local stations and talent agencies. The balance of power shifts. At present the networks dominate.

In the final analysis, however, it makes little difference, for so long as television remains a commercial medium, everyone involved is interested primarily in one thing: capturing the mass audience. The larger the audience, the

cheaper the cost. This is the basic fact of life of American commercial television.

### Conclusion

Starting only fifteen years ago, television has taken its place as one of our most important means for communicating news and entertainment. No single medium, not even radio or the motion picture, has enjoyed both the phenomenal growth and the extensive impact on our existing social patterns that television has had in so short a time.<sup>19</sup> Since the perfection of the coaxial cable and the microwave relay made coast-to-coast television possible, it has forced radio to reconsider its position and method of operation in the field of mass communication; it has seriously affected attendance at motion-picture theatres and compelled the motion picture industry to adopt new techniques of production.

Leisure is increasing, and most surveys show that people increasingly watch television. But one study suggests that evening viewing is declining.<sup>20</sup> A few years ago, most intellectuals actively despised television. Today many of them simply ignore it. People used to hurry home to watch certain programs. Not many do that today. It has lost momentum. Many people in the industry seem to wish that programs were better but feel that there is little they can

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<sup>19</sup>Joseph T. Klapper, The Effects of Mass Communication (Glencoe, Illinois: The Free Press, 1960), Chapters VI, VII, and VIII.

<sup>20</sup>Leo Bogart, pp. 65-88.



do to improve them. Television has major limitations. It is, first, a mass medium. Television's audience numbers 130 million. Is this really an audience at all? The members of an audience at a serious Broadway play have several things in common--they care enough about serious drama to spend several dollars for tickets and to make the trip to the theater. But what can 130 million people have in common? "Mass audience" in this sense is something new in history.

Since all the people can be reached, television tries to reach them all. This is expensive. Advertisers pay for it. This is American television's second limitation: it is commercial. Much has been said about who decides what programs shall be presented. This decision is the result of a tug of war among networks, local stations, advertisers, their agencies, film makers, and talent agencies. All these forces wish to reach the largest possible audience at the cheapest possible cost. What really controls is money. Businessmen, not creative people, run television. For the sake of getting a big audience inexpensively, they present violence. For the sake of profits, they too often have all but thrown away television's finest asset--its ability to transmit into homes pictures of things while they are happening.

American broadcasters say the people decide what will be on television and they call this "cultural democracy--'give what the public wants'".

But in a political democracy, the rights of minorities are respected. In American television's "cultural democracy," the rights of minorities are all but ignored. If a majority favors Westerns, then all must watch Westerns or turn off the set. This is the reverse of democracy.

In view of the present status of American programming, professor Walter Emery says:

There can be no doubt . . . that much of the programming on radio and television is stereotyped, that we need more variety, and that there should be more broadcast time given over during the best listening hours to programs dealing with critical social, economic, and political problems of the day.<sup>21</sup>

Nobody knows in what ways people want television improved. The people themselves cannot really know. Only the broadcasting leaders, not the people, can improve television.

Given American television's mass audience and commercialism, it is extremely doubtful that American network leaders can improve television. How, then, can American television be improved? Some people consider pay television, still unproved, the solution. Some look hopefully to educational television, which has so far been disappointing. Some think increasing competition by utilizing UHF channels would diversify programs. And there are some people, including the author, who think that only direct government intervention can improve the programming. A government network could be established which would serve as a programming yardstick.

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<sup>21</sup>Walter B. Emery, "Government and Broadcasting in a Free Society" Working paper on "Freedom and Responsibility in Broadcasting," presented at the 30th Institute for Education by Radio-TV, Ohio State Univ., May 4-7, 1960. p. 19.

## CHAPTER III

### HISTORY AND PRESENT STATUS OF TURKISH BROADCASTING

#### Introduction to the Turkish Broadcasting System

Middle Eastern broadcasting is often mistakenly described as completely government-controlled, censored, and directed by the party in power in a country.

In reality, three different forms of broadcasting operation and organization exist in the Middle East:

1) A broadcasting system completely controlled and run by the government.

2) A broadcasting system which is under the control of the government.

3) A broadcasting system in which the technical operation is run by a government organization but in which the programs are planned and run by a private or semi-private company which has obtained the concession for operation.<sup>1</sup>

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<sup>1</sup>Three experts on international mass communications have recently found it convenient to view the communications systems of the world under four major theories: (1) Soviet-Communist; (2) Libertarian; (3) Social Responsibility; and (4) Authoritarian. Under the first theory may be grouped most of the communications systems of Communist countries. Here the mass media are committed to carrying out Communist theory and policy to the masses, rallying support for the Party and government. The Libertarian theory dominates the Anglo-American and many other Western countries. Emphasis is upon the freedom of the media, especially from government control. Also in the Anglo-American tradition is the third

Turkish broadcasting fits most completely into the second category. The wave-length question was obvious in Turkey from the beginning of broadcasting and this put responsibility into parliamentary hands early in broadcasting history. The Turkish Radio Organization became a public utility and its management was given into the care of a board of governors appointed by the prime minister and answerable to him through the Ministry of Press and Broadcasting.

Radio is the chief communication medium in Turkey. While there are 303 daily newspapers, the greatest barrier to the press is the high rate of illiteracy. Nearly 60 per cent of the people cannot read a newspaper.<sup>2</sup>

Radio is bridging Turkey's great distances, and it can be understood by all the many millions who cannot read newspapers. Radio is, therefore, the one medium which can make news flow across the nation, break down provincialism, and preserve national unity.

When radio first came to Turkey in 1925, the Department of Communications made the Turkish Post, Telegraph and

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theory which places more emphasis upon the moral and social responsibilities of persons who operate the mass media. The last philosophy, the Authoritarian, was characteristic of the earlier European situation and is still current in some countries, often in the less industrialized areas, such as the Middle East. Under this theory the media are clearly subordinate to the state and are restrained from major criticisms of the government. (F. Siebert, T. Peterson, and W. Schramm, Four Theories of the Press -- Urbana: Univ. of Illinois Press, 1956 & C. R. Wright, Mass Communication -- New York: Random House, 1959.)

<sup>2</sup>Turkish National Bureau of the Census, Nineteen Hundred Sixty Census of Turkey. Ankara, Turkey. p. 18.

Telephone Board (P.T.T.) responsible for the technical end of the system. (It should be mentioned that quite a number of pioneer clubs had been formed before 1925 throughout the country and had purchased small transmitters.) Radio Ankara was the pioneer station, and found its voice during the first years of the new Turkish Republic. From the feeble murmur of the 250-watt station in 1925, Radio Ankara has in 37 years grown into a voice of 20,000 watts.

Turkey has 8 radio stations at the present time spread out over the entire country. The largest one is at Ankara, and others are at Izmir, Ezurum, Adana, Antalya, and Malatya. There are two in Istanbul.

In spite of the fact that Turkey because of her geographic length and topography is not a country favorable to good radio reception, especially for her eastern and southeast regions, Turkey has about 1.5 million licensed radios for a population of 28 million.<sup>3</sup>

Radio's influence cannot be measured in terms of the number of radio receivers because radio listening is a community habit in Turkey. People sit in cafe houses to listen to music and news; they congregate in public parks to listen to the nightly roundup of news; they expect their neighbors who have radio sets to let them listen if some big event is taking place. In villages throughout the country, the government-installed community sets broadcast music and news.

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<sup>3</sup>World Communications: Press, Radio, Film, Television  
(Paris, UNESCO, 1956) p. 58.

Many schools have their own sets. Those who have listened pass the news on to their friends and neighbors.

Turkish radio is government controlled. In truth, there was no alternative--private enterprise had neither capital nor the technical knowledge to undertake setting up a radio industry. Industry, furthermore, was in no position to support radio through advertising. Neither could radio be supported by a radio receiver tax, as is the British Broadcasting Corporation.

The revenue of the Turkish Radio Organization is collected by the Postmaster General from all owners of receiving sets. Every owner of a radio set pays a license fee of \$3 per year. Even today 1.5 million sets in Turkey would produce a revenue of about \$415 million, far short of the Turkish Radio Organization's annual budget of \$9,340,000, most of which, therefore, has to be provided by parliamentary appropriations.<sup>4</sup>

At the present time, the Turkish Radio Organization is under the care of a board of governors appointed by the prime minister and answerable to him through the Ministry of Broadcasting. Having satisfied itself that this was the proper authority to have charge of broadcasting, Parliament gave the Board complete permission to carry on radio broadcasting as a public service.

The Board of Governors of the Turkish radio consists of seven members selected from various interest groups.

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<sup>4</sup>Resmi Gazete, March, 1962, p. 2.

There is also a government committee composed of nineteen persons, which acts as a critic of the program system.<sup>5</sup>

Public opinion and the press are always on guard to see that such domination and interference do not occur. They want the system to be directed with effectiveness and at the same time with impartiality. In a report to Parliament concerning the radio question, the Minister of Press and Broadcasting recently said that the programs should be managed completely by those responsible for them.

#### Programming Policy in Turkish Radio

In Turkish radio there are no programs sponsored by advertisers. The program directors have tried to strike a happy medium between light and heavy programs. Generally speaking, more than half the time is devoted to music.

The Turkish radio does not want to be considered as only a cultural institution. Neither does it want to become merely an entertainment source. Instead, it aims at being a forum for all the varying interests which today are present in a modern democratic society. Consequently,

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<sup>5</sup>Turkish Broadcasting Law: As constituted under the Turkish Broadcasting Law, trusteeship for "the national interest in broadcasting" is vested in a Board of Governors which lays down the general direction of policy, while day-to-day management is entrusted to the General Director. Although the Turkish Radio Organization is autonomous in the sense that it is free from Parliamentary direction, its operation is supervised by government through its Broadcasting Ministry. Certain sections of the law might make it appear that the Turkish Radio Organization is entirely subservient to the government. Thus, the government may appoint and dismiss the directors, assign or withhold radio frequencies and television channels.

the Turkish radio devotes a great deal of energy to building up interesting and entertaining educational programs, as well as to bringing wholesome light entertainment to the public.

As far as the spoken word is concerned, the radio has experimented in two fields. One is concerned with reports from the Turkish country sections and the life of the everyday Turk. The other is concerned with political and social education in the form of free discussions and other programs.

For the country reports, recording vans are used that are specially equipped with recording apparatus. With these vans, roving reporters travel across the country interviewing persons from various professional and social groups. They have tried to obtain interviews that would be spontaneous and realistic as well as interesting and have attempted to project the real voice of the people without the use of manuscripts or rehearsals. As a result, a number of unusually interesting interviews with typical representatives from various groups have been presented.

Quick comebacks, outspoken opinions, and humor have not been lacking in the replies to the reporters' questions. Because they are genuine, these everyday pictures of the people have become both valuable and popular programs, made by the listeners themselves in the different sections of the country. Most of these programs have been recorded and therefore constitute a unique reference library of the Turkish peoples' manners and speeches as well as their way of life.



So far as political and social programs are concerned, the Turkish radio has been successful in trying the free-discussion method. Preparation has consisted only of a time schedule and rehearsals of the different speakers' topics in general. The form for the discussions and the polemic replies have come forth naturally in the course of the program. In this manner some very exciting spontaneous debates have been put on the air.

In the political programs, each party representative and his adjutant have participated. They were questioned by journalists. The journalists and the party leaders did not meet before these broadcasts. There were no rehearsals, and the party leaders had no prior knowledge of the questions to be fired at them. Parliamentary debate programs are being recorded to air the most important arguments of the speeches of the members of parliament with their analyses.

Turkish radio also regularly offers a series of very fine lectures. Well-known scientists in different fields have presented the results of their research in layman's language, understandable to the broad masses.

The radio theatre has been particularly popular with Turkish listeners, and Turkish Radio has sponsored extensive contests to stimulate native authors to write good radio dramas. But the quality and range of dramatic programs is still limited. Most stations broadcast one or two major plays a week, usually on Saturday and Sunday nights. It is often

an adaptation of a national play written for the stage or the translation of a foreign play.

Turkish Radio's microphones reach out to the most remote sections of the country to bring the people eye-witness accounts of events of national significance such as celebrations, inauguration ceremonies, military pageants, and speeches of national leaders. It has done a great deal with sports which are very popular. All stations broadcast play-by-play accounts of major sports events--soccer games, basketball tournaments, wrestling, and boxing matches.

Documentaries which present the story of the country's economic, industrial, and educational progress receive special attention from the people.

Radio commentators in their 15-minute talks explain some national problem to the people. Such speeches play an important part in spoken word programs and serve to educate listeners.

In addition to these general programs for all listeners, special programs are broadcast for particular groups. All stations broadcast a three-hour program every week for women listeners. This originates from Radio Ankara and is relayed to all regional stations. A woman master of ceremonies conducts the program, which will often include a short play, a chat on women's problems, a short talk on fashion or recipes, and music requested by women listeners.

Every station broadcasts a "Children's Hour" twice a week with stories, music, quizzes, and educational speeches

University students have their own program on which panels of students discuss questions of special interest to them.

Every Friday morning, transmission begins with a reading from the Koran for the benefit of Moslems. There are some religious services broadcast from mosques and equal facilities for all minority religions to broadcast readings from their scriptures are permitted.

News broadcasts and commentaries are some of the most important items of radio programs in Turkey. Turkey's news broadcasts are a network operation. Apart from some regional and special newscasts, all news programs originate in the capital, Ankara, and are relayed by six regional stations-- Istanbul, Erzurum, Izmir, Adana, Antalya, and Malatya.

The newscasts are prepared by Radio Ankara's news organization, consisting of a director of news, a chief news editor, seven news editors, five assistant news editors, and five sub-editors. Another ten editors are placed at the regional stations. They not only prepare local newscasts, but also collect news and transmit it to the Ankara center for network news broadcasts.

News flows into the general news room at Ankara in a steady stream around the clock. The Ankara network station for news service receives the Associated Press (AP), the United Press (UP), Reuters, Agence France Presse, Tass, Turkish News Agency (THA), and Agence Anatolie (AA). In addition, it monitors the news broadcasts from foreign

stations, notably BBC, Voice of America, Radio Moscow, Radio Cairo, Radio Peking, and others.

Special short-wave programs are directed to countries abroad from the Radio Ankara Network. Turkey has felt the need of the friendship of her Moslem and non-communist neighbors in her "cold war" with the USSR. Hence, broadcasts to Greece, Afghanistan, Pakistan, Iran, Iraq, Syria, Egypt, and Israel have an important part in Radio Ankara's foreign broadcasting program. Similarly, for propaganda purposes, foreign language programs are beamed to the communist satellite countries of Yugoslavia, Bulgaria, Romania, Poland, East Germany, and Hungary. There are also programs for England, France, the United States, West Germany, Italy, Latin America, Southeast Asia, South Asia, and South Korea. These foreign broadcasts are given in the following languages: Arabic, Bulgarian, English, French, German, Serbo-Croatian, Spanish, Urdu, Pushtu, and Turkish for Turkish people living in foreign countries.<sup>6</sup> All these broadcasts are specially designed for foreign listeners, except the Turkish programs. Fifteen minutes out of each hour are devoted to the news of the world, of Turkey, and the country to which the program is beamed. The rest of the program consists of music, features, speeches, and commentaries designed to project Turkey and explain the principles for which it stands and the ideology of social justice it represents.

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<sup>6</sup>World Communications, p. 58.

Early Turkish Television Experiments

The early developments in Turkey have been found to be largely unrecorded. Some of the early history is available and is presented in this and later chapters.

Because the Broadcasting Ministry is the agency of the Turkish Government which has the responsibility for communication in Turkey, it follows that the Broadcasting Ministry has an important leadership role and responsibility in the development of television. It is for this reason that this study and in particular this chapter are concerned primarily with developments centered around the agencies of the Broadcasting Ministry.

Certain institutions such as the Istanbul Technical University in Istanbul, and Middle East Technical University in Ankara provided technical training in television through closed circuit systems, thus making it possible for students to have program planning and presentation experience. As a result of such experience, the institutions and the personnel involved in these closed-circuit projects have moved that much further in preparation for the final objective of "going-on-the-air."

In the Istanbul area the closed circuit television project at the Istanbul Technical University has been the first step in providing community leadership in efforts directed toward the community having a television station.

The Istanbul Technical University Television station, ITU-TV, began operation in Istanbul as TCUX, the first

experimental station in Turkey. A program was telecast over this station on September 15, 1956, at 4 p.m., entitled "Television on the Air." This program, written by the station staff of the Istanbul Technical University, is significant not only as one of the first television programs written and produced by Turkish broadcasters, but also because its title and content gave direction to the idea that one day television will become significant as a communication tool.

At the end of 1956 there were fewer than 200 sets; six years later in June 1962 the number of television sets reached 5,000.<sup>7</sup> Continuing interest in the value of television at least as a means of informing the public about its environment led the Istanbul Technical University Television Board in 1958 to initiate a series of programs called "The World Around Us." Dr. Adnan Ataman, Director of ITU-TV, refers to this series as "our debut in television." An excerpt from his letter of April 2, 1962 to the author is revealing and pertinent for those concerned with the beginnings of the use of television by the largest university system in Turkey:

We made our debut in television in 1958 with a series on ITU-TV called "The World Around Us".<sup>8</sup> .  
All of these programs are for public information.

#### Recent Efforts to Establish Television Stations

Prominent Turkish people worked with the National Television Planning Committee. Especially the Chairman of the

<sup>7</sup>Television Age, July 23, 1962. (International Issue)

<sup>8</sup>Letter from Dr. Adnan Ataman, Director of ITU-TV, April 3, 1962.

National Television Planning Committee, Mr. Altunur Kilic, and General Director of the Broadcasting Department, Mr. Nejat Sonmez, gave leadership, either personally or through their associates, to the effort to establish television stations in Turkey.

Sonmez and Kilic were primarily interested in station assignments for Istanbul, Ankara and Izmir, while the Technical Director of Turkey's Broadcasting Department, Mr. Muzaffer Eke was concerned with the allocation of a sufficient number of channels to give the entire country reasonable coverage. As a member of the National Television Planning Committee, he was also vitally concerned with the national aspects of the problem and made frequent trips to Ankara, to testify before the State Planning Committee hearings.<sup>9</sup>

In each instance, these individuals had influential support from professional and lay organizations, other broadcasters and interested individuals. Included in the list of those who gave support were Abdi Ipekci, General Secretary of the Turkish Press Association; Dr. Adnan Ataman, Director of ITU-TV; Mr. Kamuran Evliyaoglu, Minister of Broadcasting and many others. Each of these individuals or their associates made repeated trips to Ankara to appear before the Turkish State Planning Committee and testify in support of television station allocations.<sup>10</sup>

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<sup>9</sup>Yeni Sabah (Istanbul), May 1, 1959, p. 2; October 7, 1959, p. 1; April 2, 1961, p. 3; and July 17, 1961, p. 2.

<sup>10</sup>Yeni Sabah.

The Turkish State Planning Committee released its first Five-Year plan,<sup>11</sup> in which it proposed to allocate eight channels for Turkish television network assignment. Immediately after the State Planning Committee's release of its Five-Year Plan, Mr. Nejati Sonmez wrote the author on August 17, 1962 regarding the situation.<sup>12</sup>

At this time, the position of the Turkish Government and the views of Mr. Nejati Sonmez and his Broadcasting department in regard to television for Turkey could be summed up as follows:

1) The Turkish State Planning Committee is deeply and enthusiastically concerned with the educational potentialities of television. Mr. Sonmez has personally and officially given every possible means of support to it by public statement, by testimony before the Turkish State Planning Committee, and by encouragement of the Broadcasting Ministry in its work regarding television.

2) As Director General of the Broadcasting Department, he has to be guided in what he or the Broadcasting Department

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<sup>11</sup>Five-Year Plan. The main tasks in Turkey for the period from 1963 to 1968 will be the fulfillment of the Five-Year Plan for the development of the Turkish National Economy. The Five-Year Plan, laying the main emphasis on the peaceful development of the economy and a rise in the living standards of the Turkish people, will at the same time facilitate a further strengthening of the country's defense potential. This is stated in the speech of Ismet Inonu, the Prime Minister of Turkey, before the Turkish Parliament on May 20, 1962. (Milliyet Gazetesi, May 21, 1962, p. 1.)

<sup>12</sup>Letter from Mr. Nejati Sonmez, General Director of the Broadcasting Department, Ankara, Turkey. (August 17, 1962.)



could do by law. In this matter his position by policy and by tradition has to be consistently more conservative in the interpretation of law than a Broadcasting Director's might be. This is especially important in approving of public monies for use in potential station construction or operation. To resolve this aspect of the problem he informed the author that an official request to the Prime Ministry would be made to clarify the matter.

3) It is considered of utmost importance that educational institutions in areas where proposed channels are indicated file the necessary application and plans of serious intent to use the television stations.

4) Consideration of the concept of local autonomy in public education, coupled with the fact that the Turkish Parliament had twice in the past refused support for a nationwide educational radio system, led Mr. Sonmez to conclude that every effort should be made to avoid any action which might be considered justifiable evidence that the Broadcasting Department is interested in promoting a nation-wide system of educational television stations.

#### Importance of the Five-Year Plan

Since it would intimately affect every person throughout the nation, the Five-Year Plan of the Turkish State Planning Committee was of great moment. Release of the plan was important to economic as well as broadcasting interests.

To the broadcasters, the Five-Year Plan of the Turkish State Planning Committee, released on July 14, 1962,<sup>13</sup> rewarded the efforts of those who had worked for television.<sup>14</sup> For the National Television Committee, which had spearheaded the action on behalf of the broadcasters' interests, this was a signal of victory.

The Five-Year Plan gave official sanction to the belief that it was in the public interest for broadcasting agencies to have television stations reserved exclusively for their use. What had been a dream before the plan became a legal reality with it.

#### Increased Activities for Turkish Television

Broadcasting leaders broadened the base of professional committees by including leading citizens; together they began to study in earnest ways and means of utilizing the new resource of communication available to them.

Foremost in the developments were the activities in the Istanbul and Ankara areas. As reported earlier in this chapter, with the enthusiastic leadership of Mr. Altunur Kilic, Chairman of the National Television Planning Committee, and

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<sup>13</sup>Hurriyet, July 15, 1962, p. 1.

<sup>14</sup>The coming five-year period will see the radical technical changes, especially in the communications field. This is stated in the "Development of Transport and Communications" section of the Five-Year Plan. It follows: ". . . communication will continue to develop . . . and while the length of radio relay communication lines will increase approximately six fold. During the five-year period, it is also planned to step up work in the development of Turkish television facilities for nationwide coverage . . ." (Yeni Sabah, July 16, 1962, pp. 1<sup>04</sup>.)

others in Istanbul, the Istanbul Television Council was formed in 1961. With the allocation of a television channel to this area, the council was reorganized as a non-profit corporation, known as the Istanbul Television Association.

While people in the Istanbul area engaged in the development of station facilities, significant steps were being taken in the Ankara area. Mr. Vehbi Koc, millionaire philanthropist, became interested in the potentialities of television. Mr. Nejati Sonmez, Director General of the Broadcasting Department, made many trips to Europe, contributing his time, energy, and knowledge in support of television. He became a member of the Board of European Union and served on many other international committees and organizations actively advocating television.

Developments in the other areas assigned television channels have not been as spectacular. All, with the exception of Istanbul and Ankara, are located in predominantly rural areas. They do not have the advantages of the resources of a metropolitan population.

As community committees (usually formed as the result of the leadership of, or stimulation by, local broadcasters) studied the problems of using the channel in their area, they soon discovered that, while each community had peculiar problems, each also had common problems requiring consideration and solution at the level of local government. A plaguing question has been: Can tax monies be legally used for station construction? Others are: Can television districts be

established which will be coterminus with the reception area of a station? What about the obvious waste arising from the duplication of effort in the production of program materials if done by each station? Each local community in turn wanted to know what the other areas were doing. All were concerned with the attitude and actions of the Broadcasting Ministry. All looked to the Ministry for counsel. Thus, the Broadcasting Ministry and the members of its Broadcasting Department found themselves more and more involved with the problems posed by television.

#### Role of the Ministry of Broadcasting

It must not be supposed that the staff of the Broadcasting Ministry was initially convinced that television might be as applicable to mass communication as is now accepted. However, as television developments began to unfold, the department staff sought to keep themselves informed.

As members of the department became more and more convinced that television was destined to play an increasingly important role in communication, certain guidelines evolved to give direction to the Broadcasting Department's operations. These guidelines emerged gradually, changed from time to time, but in general they were as follows:

- 1) The Ministry of Broadcasting would assume responsibility for exercising leadership with regard to television within the Department of Broadcasting.

- 2) The Ministry would provide pertinent information regarding television developments to the rest of the staff of Broadcasting agencies and stations.

3) In accordance with the Ministerial policy, the Broadcasting Department staff would strive to stimulate local interest and action and consult with local people.

4) In providing whatever leadership it could, the Broadcasting Department staff would be mindful that untimely promotion and overt action could destroy its position of leadership for the whole program in the nation.

Television Committee Meeting  
Called by the Ministry of Broadcasting

Accordingly, the Ministry of Broadcasting appointed a National Television Planning Committee and called a meeting for April 28 and 29, 1961. The committee was composed of approximately seventy representatives from governmental agencies, nationwide organizations, television and radio specialists, the press, industry, agriculture, finance, labor, and education, from those areas having television channels.

The following agenda was outlined by the Ministry of Broadcasting prior to the meeting in a letter to all those who had responded to the Minister's invitation to be a committee member:

- 1) Why and what is television?
- 2) The role of the Ministry of Broadcasting and other governmental agencies in developing and using television.
- 3) Reports and discussions relative to Turkish regional television developments.

4) Next steps . . . what should be done?<sup>15</sup>

Problems discussed by the delegates included the proper role and conception of television, government rules and regulations pertaining thereto, organization, financing, programming, relationship between central network and local television stations, and specific plans for the use of the channels.

Committee members continually raised questions about national developments since the allocation of the stations, and more particularly, questions of law pertaining to the action of the Ministry of Broadcasting.

At the end of the meeting, the Committee made two recommendations to the Ministry of Broadcasting, as follows:

1) Steps should be taken to initiate an engineering survey of Turkey's television requirements in terms of the number of channels required for nation-wide coverage, locations of stations, and costs.

2) Members of the Television Committee expressed the opinion that the development of television was so important it needed further consideration by a much larger and more representative group.<sup>16</sup>

The Broadcasting Ministry's Action Resulting from  
the National Television Committee's Meeting

As a result of the National Television Committee's discussions and further considerations of the problem, the Broadcasting Ministry promulgated four points emphasizing its position on the development of a television network in Turkey. They follow:

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<sup>15</sup>Turkish Broadcasting Ministry, Report on the National Television Planning Committee, No. 1 (Ankara: Devlet Matbaasi, May 3, 1962.)

<sup>16</sup>ibid.

1) Television involves much more than entertainment applications. It is an educational resource belonging to all the people, to be used by all the people for the benefit of all the Turkish people.

2) This means that the financial support and use of it must be much broader than the present structure of financing radio stations within Turkey.

3) Since it concerns all the people, national level planning and assistance will be needed. Orderly step-by-step developments must be directed toward eventually making Turkish television network facilities available to all the people of the Turkish nation.

4) Local responsibility for program planning, presentation, and utilization must be accepted and protected.<sup>17</sup>

These points not only signify the policy of the Turkish Government, but also set forth a "Bill of Rights" of people regarding the future use and development of the Turkish television network. They are basic guidelines which must be part of any development plan for television in Turkey.

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<sup>17</sup>Turkish Broadcasting Ministry, Report on the National Television Planning Committee, No. 2 (Ankara: Devlet Matbaasi, June 5, 1962).

## CHAPTER IV

### CONFLICTS IN THE DEVELOPMENT OF TURKISH TELEVISION

#### Introduction

Television is a social institution. As pointed out earlier in this study, its potential implications for the Turkish social and cultural system may be far reaching. Because of this, television presents many areas of conflict.

It is the purpose of this chapter to present briefly major areas of conflict. Since time, place, and circumstances affect the nature and extent of conflicts and the action needed to compromise or resolve them, ready-made solutions are impossible. However, the Rules and Regulations of the Turkish Broadcasting Law concerning television and the four-point policy outlined by the Minister of Broadcasting provide guidelines which can be of assistance in solving problems arising from these opposing views. If considered soon enough, these guidelines may be used to prevent the development of conflicts so serious in nature that they might require unpleasant corrective action.

The successful development of any social institution involves continuous efforts to understand and to resolve conflicts which affect it. Television is so important that people must have the will to find the ways to do this. In



his recent speech at the last session of the Turkish Parliament, the Broadcasting Minister, Mr. Kamuran Evliyaoglu, expressed confidence in broadcasters and the public's ability to do this when he said:

. . . And because it is of such importance, because it is so powerful as an instrumentality of communication, we must be wise in the way we use it. I believe it can be employed well. . . . There are many obstacles in our way, many hurdles which we must get over, before this television is in use in Turkey. But I have the confidence to believe that our nation is a great progressive nation, a nation which wants to move forward and take advantage of every beneficial thing that is before us for the advancement of mankind here in Turkey. I believe our opportunity is here in the use of television.<sup>1</sup>

Failure of the Legislature to Approve  
Bills Affecting Television

In Prime Minister Inonu's address convening the 1961-62 Regular Session of the Turkish Parliament, he included a recommendation that they consider the problems involved in the development of television and enact supporting legislation to provide nation-wide coverage of television facilities, including appropriations of money necessary to make available the full benefits of television for all the people of Turkey. Despite the Prime Minister's support, no favorable action was taken by the Parliament because the legislators objected to the television network as untimely and a luxury for Turkey. They felt that the appropriations money requested for such a luxury must be spent for other urgent Turkish needs.

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<sup>1</sup>Milliyet Gazetesi, April 22, 1962, p. 1.

At the present time this conflict between legislators and broadcasters, in the opinion of some, is perhaps the greatest single deterrent to the development of television. Although technical improvements and other factors are operating to drastically reduce the costs of using television for communication processes,<sup>2</sup> and regardless of potential savings because of its use, television facilities will require a large initial capital investment. The concept now developing that television channels should be considered and operated as community television stations with a broader tax base for their support is expressed in the first and second points in the Broadcasting Ministry's policy statement.

1) Television involves much more than tele-casting. It is an educational resource belonging to all the Turkish people, for the benefit of all the Turkish people.

2) This means that the financial support and use of it must be much broader than is envisioned in the present structure for financing radio stations in Turkey. Television involves all groups concerned with the public interest, including national and local agencies of government.<sup>3</sup>

These concepts should operate to lessen the objections that the development of television facilities and their operation is an item of charge only against the government budget.

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<sup>2</sup>These factors are discussed in Chapter V.

<sup>3</sup>Turkish Broadcasting Ministry, Report on the National Television Planning Committee, No. 2 (Ankara: Devlet Matbaasi, June 5, 1962).

### The Conflict of the Metropolitan vs. Rural Areas

Some editors in the Turkish Press and some of the legislators in Parliament argue that the rural television stations are not necessary because they serve very small segments of the population and its expenses are not justified according to the "cost per thousand" formula.

On the other side, the broadcasters state that if television is as important to the whole of the educational and cultural process, as it is believed to be, then it is likewise important to make it as available to all the people of the Turkish nation as to the Istanbul or the Ankara metropolitan areas.

This is a matter of equalizing cultural and educational processes. Again the Broadcasting Ministry made the government's position quite clear in the third point of its policy statement in regard to the argument of some legislators that television stations in rural areas are luxury items, not necessities. The third point is as follows:

3) Since it concerns all the people, government planning and assistance will be needed. Orderly step-by-step developments must be directed toward eventually making television facilities available to all the people of the Turkish nation.<sup>4</sup>

### The Conflict of Network vs. Local Control

Local areas tend to desire separation of local television stations from central government network programming

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<sup>4</sup>Turkish Broadcasting Ministry, loc. cit.

and administrative control and censorship because they fear it might limit their freedom of programming.

Since television is seen as a potentially important influence in the whole structure of culture and since the central governmental broadcasting agencies have shown deep interest in it, and since there are many aspects of it which require central government financial assistance and some degree of regulation,<sup>5</sup> it is reasonable that some persons who feel very strongly in favor of a high degree of local control of broadcasting should be apprehensive regarding central governmental network controls of television.

The degree of central governmental assistance, participation, and control will only be resolved by time and experience. For the moment, those who fear central governmental control of television need not be apprehensive because the present Turkish Radio Organization is headed by a Board of Governors appointed by the Prime Minister and is operated under a Director General and a professional staff who are employees of the Board of Governors rather than the central government. Operations are financed in part by licensing radio owners and in part through Parliamentary appropriations. The present structure of the Turkish Radio Organization is an efficient system and free from any type of governmental censorship.

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<sup>5</sup>Turkish Broadcasting Law specifies that stations will be "non-commercial"; this eliminates the possibility of a station becoming self-supporting through the sale of program time as is done by American commercial television.

The Ministry of Broadcasting has made its and the central government's position regarding the matter very clear in the fourth point of its policy statement. It follows:

4) Local responsibility for program planning, presentation, and utilization must be accepted and protected.<sup>6</sup>

#### Conflicts Resulting from Fear of Competition

Certain motion-picture industry interests vigorously opposed the allocation of television stations to their geographical areas. Two-hundred-and-fifty-one movie houses were at stake. Their arguments resulting from their desires to own and control all radio-television stations in their areas were not accepted by the State Planning Committee because the Turkish Broadcasting Law forbids any type of private ownership and commercial broadcasting.

However, this attitude is not representative of all motion-picture interests; for example, Mr. Atif Yilmaz, motion picture producer and the owner of the YIL chain of movie houses, stated that his position is that the motion-picture industry, regardless of desire, cannot provide the services necessary to do an educational job. He feels that television's cultural operation is entirely different from commercial film making.<sup>7</sup>

It is to be noted that the opposition trend seems to be less and less in metropolitan areas. In Istanbul, a number

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<sup>6</sup>Turkish Broadcasting Ministry, loc. cit.

<sup>7</sup>Hurriyet, July 27, 1962, p. 3.

of motion picture producers have rendered great assistance to the existing ITU-TV station. For example, the Lale Film Association made all of its engineering and creative people available without charge for the educational film series to ITU-TV. Likewise, Kemal Film assisted ITU-TV's news programs without charge.

It must be recognized, at least in the abstract, that once a community has a television station, potentially that station can telecast programs which will be in competition with the movie houses operating in the same geographical area.<sup>8</sup>

Those responsible for the operation of television stations must recognize this potential conflict and set up policies which will eliminate, in as much as possible, programs directly competitive with the movie houses in their geographical area.

### Conclusion

The culture of each people is a living unity in the sense that a change in any one aspect will have repercussions in other aspects. This is true even in those cultures which, while in the process of very rapid change, are torn by conflicts and contradictions.

As each human individual embodies the culture through which he lives, discrepancies, inconsistencies, different

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<sup>8</sup>In the United States, average weekly motion-picture attendance dropped from 82 million in 1946 to 34 million in 1956. (Leo Bogart, p. 163.)

rates of change, of parts of culture, will have their expression in the personality organization of the individuals who live within changing cultures.<sup>9</sup>

It is significant that people have in this century learned to expect, accept, and demand the benefits of technology in the improvement of physical things; but, at the same time, they are often suspicious of, and generally highly conservative in the application of the new technological knowledge to the improvement of social institutions.

It is recognized that during technical change, difficulties and conflicts are inevitable. This chapter does not offer "solutions" to these problems, but rather indicates how these problems can be approached so as to minimize the difficulties or conflicts creating problems of the development of Turkish television.

Leaders in the development of Turkish television must recognize these characteristics of people as forces which create social lag serving to slow down progress. These forces should not, however, be allowed to stop the development of Turkish television.

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<sup>9</sup>Margaret Mead, Cultural Patterns and Technical Change (New York: Mentor Books, 1959), p. 288.

## CHAPTER V

### DEVELOPMENT OF TELEVISION PLANS IN TURKEY--PRELIMINARY STAGES

#### Introduction

The purpose of this chapter is to extract from the material presented in the previous chapters those factors which are of major concern to and have a direct bearing on a television development plan for Turkey.

Additional elements meeting the above criteria are also introduced. Since it is assumed that if any television development plan in Turkey is to gain serious consideration among Turkish broadcasters, it must recognize and take into consideration the Ministry of Broadcasting's four-point policy statement and the statements of the National Television Planning Committee. Therefore, special attention is given to the thinking of these agencies. Along with the published reports presenting their thinking on television, the author adds to the study a clarification and amplification of their position based upon personal correspondence with them.

#### Television is Broadcasting

Television is a matter of major concern to, and the responsibility of, broadcasting men throughout Turkey. The men and women providing nationwide leadership for broadcasting have been aptly described as "a group of intelligent,



aggressive extroverts, who won't take no for an answer." In the past seven years, the leaders of this group have expanded radio stations in Turkey fivefold, from two stations to ten.<sup>1</sup>

Thus broadcasting is part of a successful mass communication movement in Turkey. Likewise, a plan for its development needs the aggressive leadership of responsible broadcasting directors. Leadership must also include competent individuals from the fields of education, art, humanities, science, and research. Leadership groups working as teams from all of these fields will be needed to exploit television as a mass communication medium to its fullest extent.

Engineering Aspects:  
The Sterchen Preliminary Engineering Report  
On a Television System for Turkey

The report on a television system for Turkey by West Germany's television specialist, Dr. Han Sterchen, provides the basic engineering data needed for a television plan for Turkey.

Turkey, the second largest country in Europe, has a unique terrain, and poses difficult problems peculiar to itself. In his report, Dr. Sterchen says:

An idea of the magnitude of the problem may be obtained from Figure No. 1 which is a map of Europe with the outline of Turkey super-imposed

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<sup>1</sup>Two in Ankara, two in Istanbul, and one each in Izmir, Adana, Antalya, Ezurum, Edirne, and Malatya.







STEP NO.1 ---Television Stations(Allocated)



STEP NO.2---Television Stations(Not Allocated)



STEP NO.3--- Television Repeater Stations(Not Allocated)

Figure. 2 -- Location of Proposed Television Stations in Turkey.

over several areas. It will be noted that serving Turkey is equivalent to serving several European countries and, in general, over more difficult terrain. Turkey does have the advantage in many cases of mountain peak sites which tends to offset other difficulties.<sup>2</sup>

Dr. Sterchen points out in theory the potential reception area which can be viewed from the aerial on the station tower. However, in practice there are great variations in this theory. Many factors besides distance determine the reception of satisfactory signal strength. Included in these factors are power input at the station, height of tower above terrain, type of aerial used at the station and at the receiver, whether the signal is telecast over UHF or VHF, characteristics of the terrain such as mountains or valleys, weather, and characteristics of the receiving set. Consequently, it is impossible to determine the exact reception area of a proposed station without an extensive engineering survey. However, gross predictions of coverage have been projected from existing engineering data. By using such data, Dr. Sterchen found additional stations will be necessary to give Turkey reasonably complete coverage.

Dr. Sterchen proposes three phases in the development of the system which would eventually give reasonably complete coverage for the country.

The first phase is the construction of station facilities using the eight channels already allocated for television.

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<sup>2</sup>Turkish National Television Planning Committee, "Dr. Han Sterchen Report," July 5, 1962. (Mimeographed.)



The second phase covers the development of station facilities in the approximate areas of Adana, Erzurum, Edirne and Izmir. The third phase covers the construction of a satellite or repeater stations serving in general, the most remote areas of the country. The locations of these stations, the maximum potential broadcast area, and phases for developing the proposed stations is shown in Figure 2 on page 53.

A comparison of Figure 2, p. 53, with Figure 3, p. 55, will give a rough idea of the population density in the reception area of the proposed stations. It should be noted that phases two and three of the Sterchen Report require the allocation of additional channels by the Turkish government.

Dr. Sterchen gives further information regarding the problem of obtaining additional channels as follows:

It will be necessary, if these areas are to be served, to find channels for them and obtain their allocations from the Turkish Broadcasting Ministry and the European Broadcasting Union. Without making a complete study in each case, it is not possible to determine whether sufficient additional channels can be obtained or not. A rough check indicates that in the majority of cases at least, channels may be found. The problem then is to go through procedural steps to obtain their allocation.<sup>3</sup>

In concluding this brief presentation of pertinent engineering factors affecting the plan, it is important to note two things: (1) it should be anticipated that central government financial assistance will be needed to provide television services in the remote, sparsely settled areas of the country, and (2) stations using the channels already

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<sup>3</sup>Turkish National Television Planning Committee, p. 29.

allocated can be engineered to provide television services to 22,000,000 out of 30,000,000 people in Turkey at the time of the 1960 Turkish census. This leaves only eight million persons to be provided services by the development of the second and third phases of the plan.

Capital Outlay Required for Television  
Facilities for Turkey.

No direct comparison of the capital cost of a television station can be made with the capital cost of an American commercial television station. Obviously, the capital cost of any particular station can only be determined by exhaustive consideration of all the factors affecting its construction. It can be reasonably anticipated that all of the stations constructed in Turkey will be able to make a considerable saving in capital outlay by using existing facilities such as sites owned by the government, radio and film studios already constructed, equipment donated by the United States and others.

Regardless of the variable factors affecting the capital investment required to construct a television station, it is necessary to have some estimate to use as a baseline for considering over-all construction costs of the plan. While published estimates vary widely, it is the author's judgment that the carefully documented figures used by the Turkish National Television Planning Committee are reasonable to use for this study. Its statement regarding construction and annual operating costs was as follows:



The Siemens Laboratories have estimated the capital cost of a basic professional television station at \$1,267,000 to \$1,292,000, and the annual operating cost at \$300,000. Amortizing the investment over a five-year period, the real cost per year for one station would be \$1,250,000 or a little more than ten million dollars a year to own and operate our eight television stations.<sup>4</sup>

Using these figures as a basis for estimating the capital cost of the plan, we find it to be as follows:

For the first phase of the plan:

Eight stations at \$1,292,000-\$10,336,000  
or approximately. . . . . \$10,500,000

For the second phase of the plan:

Five stations at \$1,292,000-\$6,460,000  
or approximately. . . . . \$ 6,500,000

For the third phase of the plan:

Eight repeater stations at \$100,000. . \$ 800,000

TOTAL \$17,800,000

It is thus apparent that the capital outlay for the plan would anticipate the expenditure of approximately \$18,000,000.

Operational Costs

As with station construction, innumerable unknown and variable factors affect the cost of operating a television station. However, in order to provide a baseline from which to work, estimates for both technical and program costs used in the Turkish National Television Planning Committee's

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<sup>4</sup>Turkish National Television Planning Committee, "Report on Television Planning," Ankara, May 28, 1962. (Mimeographed)

report on television are accepted. These are summarized as follows:

- 1) For the operation of a transmitter without facilities for live programs . . \$50,000 per year
- 2) For the operation of a station with only one studio for live programming . . \$400,000 per year
- 3) For the operation of a station with two studios and a mobile unit . . . \$1,000,000 per year<sup>5</sup>

Assuming that the television stations in the two metropolitan areas, Istanbul and Ankara, fall into the third (above) class for operational costs, that the eleven other stations, including those in the second phase of the plan, fall into the second (above) class and that the remaining eight stations listed in the third phase of the plan fall into the first (above) class for operational costs, the following is obtained:

Two stations at \$1,000,000 . . . . .	\$2,000,000
Eleven stations at \$400,000 . . . . .	\$4,400,000
Eight stations at \$50,000 . . . . .	\$400,000
	<hr/>
TOTAL	\$6,800,000

Since personnel costs constitute an important item in the operational costs of any station, it can be reasonably assumed that the figures used as a baseline for figuring operational costs can be drastically reduced if the new revolutionary "one-man" automatic television stations are used.

As the number of television stations increase in Turkey, it will be possible to reduce programming costs by the exchange

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<sup>5</sup>Resmi Gazette. Part IX, Ankara: Sept. 5, 1962. p. 3.

of significant programs which have been taped. The possibilities of re-using good programs, as well as films, have been given serious consideration.

### Programming

The National Television Planning Committee studied problems related to programming, resources, and coordination. The recommendations of that group are pertinent to a plan for television and follow in part:

The participants agreed that if these television stations were to achieve their maximum effectiveness, arrangements should be made for interconnection without interfering with local control . . .<sup>6</sup>

It was further agreed:

- 1) That they (the participants) desire the central government to advise broadcasters of the availability of workshops, either existing or to be established by the Broadcasting Ministry, where broadcasters can be given experience in the practical handling of television programs, even before any stations can go on the air.
- 2) That the Broadcasting Ministry take steps to ascertain the availability of present films for television, particularly those being produced now, and to obtain necessary copyright clearances so these films may be used on television stations when they go on the air.
- 3) That Television District Committees be established, exactly paralleling the Television Central Committee, in each area which will have a television station.
- 4) That the clearinghouse be more of a steering committee and planning group, which would pass concrete program ideas on to the various area committees.<sup>7</sup>

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<sup>6</sup>Turkish National Television Planning Committee.

<sup>7</sup>Ibid.

### Method of Financing

Numerous methods and plans for financing television stations have been proposed. The Turkish government regulations specify that stations will be 'non-commercial'; this eliminates the possibility of a station becoming self-supporting through the sale of program time as is done by American commercial television stations.

Without the possibility of selling time, the financing of television in Turkey must be done by one of the following methods:

- 1) Central government support from broadcasting tax funds.
- 2) Local government support from local tax funds.
- 3) Combinations of the above.

British Broadcasting Corporation television stations (BBC-TV) in England have so far been financed through funds provided by the central government.<sup>8</sup>

The Turkish National Television Planning Committee dealt with the problem of financing television stations. An analysis of its proceedings indicates clearly that the group comprising the committee considered that some kind of central government assistance in the construction and operation of television stations in Turkey would be necessary.

If television is a tool to be used by agencies of the public, and if mass culture and education is a responsibility of the government, then government financial assistance

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<sup>8</sup>Burton Paulu, British Broadcasting in Transition (Minneapolis: Univ. of Minnesota Press, 1961), pp. 17-18.

in the construction and operation of such stations is as logical as government support for education.

This position is taken in reference to financing television in the nation-wide development plan presented in the following chapter.

Actions and Policies of the Ministry of Broadcasting  
And the National Television Planning Committee  
Regarding Television

Almost from the beginning of developments in television, the members of the Ministry of Broadcasting and the National Television Planning Committee showed a deep and positive interest in it. The support and actions of the Broadcasting Minister, Mr. Kamuran Evliyaoglu, as well as the policies of the National Television Planning Committee, were definite and unanimous. The members of the National Television Planning Committee were vitally concerned about the orderly development of the television stations and supported the Broadcasting Minister on his stand for a Turkish television network. They were also in agreement with the four points of his policy statement.<sup>9</sup>

Consequently, in order for the people of Turkey to know their position with regard to a television network and to provide additional evidence which could eventually be used before the Turkish Parliament in support of favorable legislation, the Broadcasting Minister and the National Television Planning Committee at their September 2, 1962, joint meeting passed the following resolutions:

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<sup>9</sup>See p. 41.

RESOLUTIONS REGARDING TELEVISION

WHEREAS modern technology has created a new medium of communication, television, which is having a great impact on our culture and has great potential applications to educative processes: and

WHEREAS the State Planning Committee in recognition of these facts has allocated eight channels for telecasting purposes: and WHEREAS the broadcasters and citizens of Turkey have indicated a keen and sincere interest in developing facilities for the use of television in the educative processes as manifested by an advisory committee meeting on the subject called by Altemur Kilic, Chairman of the National Television Planning Committee, and by a conference recommended by this advisory committee and called by the Broadcasting Ministry on television which was attended by more than 200 broadcasters and community leaders from all parts of Turkey, and in numerous ways: and

WHEREAS television is a resource belonging to all of the people to be utilized for the benefit of all the people; and

WHEREAS affirmative action has been and is being taken by numerous agencies in Turkey interested in television to utilize the television channels presently allocated; and

WHEREAS a preliminary engineering report indicates that the eight channels presently allocated to Turkey will not give nation-wide coverage in order to permit the development of television facilities to be enjoyed by all of the people and at least four additional channels will be needed in order to provide adequate nation-wide television coverage;

NOW, THEREFORE, BE IT RESOLVED by the Ministry of Broadcasting and the National Television Planning Committee that:

1. The State Planning Committee is hereby commended for its action in allocating eight television channels to Turkey.
2. The Honorable Ismet Inonu, Prime Minister, is hereby commended for his enthusiastic support in recognition of the potential value of television in the cultural processes.

3. The full and complete utilization of the present television channels allocated to Turkey for cultural purposes is recommended and approved.
4. Altumur Kilic, the Chairman of the National Television Planning Committee, is hereby authorized and directed in behalf of and in the name of the National Television Planning committee to take whatever action may be necessary in an effort to secure the allocation by the State Planning Committee of four additional television channels, or more if required, in order to provide nationwide coverage of television facilities for the benefit of all the people of Turkey.
5. The Turkish Parliament is urged to take action and adopt such legislation, including appropriation of money, as may be necessary to make available the full benefits of television for all the people of Turkey.
6. The Broadcasting Ministry is respectfully requested, in view of the action which has been taken and is to be taken by various agencies in Turkey as rapidly as possible, to extend the limit within which to make full utilization of such television channels as are now, or may hereafter be, allocated for the reason that the present time granted for such utilization is not adequate.<sup>10</sup>

The National Television Planning Committee and the Broadcasting Ministry are the organs of the Turkish government; therefore, their unanimity in support of a television network presents the Inonu Government's television policy before the Turkish public. They also publicly urged the Turkish Legislature to take action and adopt such legislation, including the appropriation of money, as may be necessary to make available the full benefits of television to all the Turkish population.

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<sup>10</sup>Hurriyet, September 8, 1962, p. 1, 4.

Analysis of the 1962-63 Turkish Legislative Situation

Despite the lack of any favorable action on the part of the 1961 Turkish Parliament, proponents of television should not think that it was essentially anti-television. On the whole, the Turkish Parliament was conservative, especially toward anything that seemingly would entail increased expenses. It was uninformed regarding television and the real issues involved. Introduction of the television bills and the discussions which they prompted must be assessed as a part of the processes necessary for eventual passage of favorable legislation.

It must not be assumed that all opposition to television bills was opposition to the idea of using television. Traditionally, unless some great crisis is at hand, the Turkish Parliament is a deliberative body and wants to take much time to consider issues before it passes legislation regarding them. Consequently, the feeling of urgency engendered by the Inonu Government was resented by many and capitalized upon to its fullest extent by the opposition.



## CHAPTER VI

### RECOMMENDATIONS FOR TURKISH TELEVISION DEVELOPMENT

#### A Point of View

The concept that television may become a powerful communication force is comparatively new in Turkish Broadcasting. That this concept has attracted the attention and serious consideration of large numbers of persons, both internationally and within Turkey, has been pointed out in the previous chapters of this study. It is accepted as being logical and inevitable that any new development which seems as far-reaching in its influence on the Turkish cultural and educational system as television may be, will disturb many people and make them apprehensive as to the future. It is likewise accepted as inevitable that the same factors regarding television which enlist enthusiastic support for it will also enlist equally enthusiastic opposition, which in some cases will result in individuals becoming crusaders for or against it. Being a crusader tends to dull one's ability to engage in rational thinking, but great movements seem to require crusaders as well as rationalists. However, in the long run, the crusader must rest his case with the rationalists. It is the hope of the author that the plan for the development of television for Turkey will appeal to the rationalist and will, at the same time, enlist the support of the crusader.

The policies presented here are in accord with the data assembled throughout this study. It is recognized that these data might be interpreted differently, depending on one's educational and social philosophy, experience and professional responsibilities.

#### Definition of the Policy Recommendations

The complexity of the problem, compounded by imponderable factors of time, changing conditions, lack of extensive Turkish experience with the medium as a communication device, obsolescence of equipment and methods of using it makes it possible to detain a set of policies for a television development plan for Turkey only to a limited extent. Since the essence of this study is to provide a workable instrument, the following set of policy recommendations, based upon a critical analysis of existing data, is a description of an organization which the author believes could effectively provide television services to the Turkish people.

Statements of its rationale, the basic assumptions, the description of the units comprising the organization, the relationship of the units to each other and their functions, the engineering report, and the methods of financing the stations are all directly related to recommendations for television in Turkey.

#### The Rationale for the Policy Recommendations

The following rationale for the policy recommendations stems from material presented and discussed in previous chapters:

1) Television is an effective acceptable mass communication device and a significant educational force.<sup>1</sup>

2) As such, it can and must be used and directed by a responsible professional staff.<sup>2</sup>

3) The existing structure and purposes of American commercial television systems cannot lend themselves to the long-range needs and purposes for the cultural use of television in Turkey.<sup>3</sup>

4) In Turkey, multiple facilities in the form of government-owned television stations are necessary for nation-wide coverage.<sup>4</sup>

5) Nation-wide coverage should be planned for.<sup>5</sup>

6) As for public education, some government financial assistance will be needed to construct and operate television facilities on an equalization-of-cultural-educational opportunity basis.<sup>6</sup>

7) Some government regulation and coordination of television stations must be expected and accepted. Such regulation, insofar as relationships with government radio stations are concerned, should be exercised through the

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<sup>1</sup>Supra, pp. 1-3; 18; 34; 41; 46 and 63-64.

<sup>2</sup>Supra, pp. 22; 24; 51; 63.

<sup>3</sup>Supra, pp. 13-20.

<sup>4</sup>Supra, pp. 22; 24; 25; 31; 36; 41; 56; 64.

<sup>5</sup>Supra, pp. 36; 40; 55-56.

<sup>6</sup>Supra, pp. 24; 31; 35; 4; 56; 61.

Broadcasting Ministry and the Board of Governors of the Turkish Broadcasting Organization.<sup>7</sup>

8) Government control can and should be kept to a minimum.<sup>8</sup>

9) Ways and means have been developed to prevent political control of the Turkish press, film and radio systems. Similar protection for television stations can and must be developed through the democratic processes.<sup>9</sup>

10) Local responsibility for program planning, presentation and utilization must be accepted and protected.<sup>10</sup>

11) Autonomy in the administration of local television stations in general can and should be comparable to the present autonomy of local radio stations.<sup>11</sup>

12) Local television stations should be administered and operated by local television districts or by a government-chartered corporate body having a quasi-legal status to operate a television station.<sup>12</sup>

13) Formation of legally defined television districts, coterminus with the reception area of the station, having taxing authority should be legalized.<sup>13</sup>

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<sup>7</sup>Supra, pp. 20, 22, 24-25, 31.

<sup>8</sup>Supra, pp. 17-20, 25, 46.

<sup>9</sup>Supra, pp. 22, 24-25, 46.

<sup>10</sup>Supra, pp. 25, 41, 46-47 and 60.

<sup>11</sup>Supra, pp. 22-25, 41.

<sup>12</sup>Supra, p. 39.

<sup>13</sup>Supra, pp. 24, 44, 60.

14) The Turkish Broadcasting Ministry should provide all its services to the television stations.<sup>14</sup>

Basic Assumptions of the Policy Recommendations

The Policy recommendations have been built upon the following assumptions:

1) The majority of the Turkish people either do now or will in the future want and insist that television facilities be made available to them and their children.

It is significant that people have in this century learned to expect, accept, and demand the benefits of technology in the improvement of physical things. In this matter, the Turkish public is not an exception. They want to benefit from television's cultural and educational potentialities and at the same time they wish to relax by watching its entertaining features.

2) A development plan is necessary for the orderly and effective development of television facilities for Turkey.

Dr. Sterchen in his report on Turkish television explains the necessity for such a plan. He points out the difficulties of Turkey's physical terrain and proposes three phases in the development of the system which would eventually give reasonably complete coverage for the country.<sup>15</sup>

3) Since television concerns all the people, national level planning and assistance will be needed. Orderly

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<sup>14</sup>Supra, pp. 38-39, and 60.

<sup>15</sup>Supra, pp. 52-57.

step-by-step developments must be directed toward eventually making Turkish television facilities available to all the people of Turkey.<sup>16</sup> Therefore, any plan for the development of television facilities for Turkey must be conceived as a long-range continuous modification on the basis of Turkish needs, experience and changing conditions.

4) The existence of a reasonable development plan should ease the economic difficulties for the development of Turkish television stations.

Experience and research continually expand and improve the potential applications and use of television. Likewise, experience and research continually improve equipment for telecasting and receiving and reduce the costs of such equipment and its operation.<sup>17</sup>

5) Any television development plan for Turkey, to gain serious consideration among the Turkish elite, must recognize and take into consideration the policy statement issued by the Ministry of Broadcasting.

It is stated that Turkish broadcasting is government controlled. These policy points<sup>18</sup> not only signify the policy of the Turkish government, but also set forth a "Bill of Rights" of people regarding the future and development of

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<sup>16</sup>Supra, p. 41.

<sup>17</sup>Recent inventions, such as video-tape and "one-man" automatic television production systems are good examples.

<sup>18</sup>Supra, p. 41.

the Turkish television stations. They are basic guidelines which must be part of any development plan for television in Turkey.

6) Turkey has the technical and personnel resources necessary to provide television to its people.

The present Turkish Radio organization and Turkey's technical universities have all the technical elements and personnel necessary for a televising network system.<sup>19</sup> Also the Turkish-West German Cultural Aid agreement makes available all the West German technical and personnel resources for the development of Turkish television facilities.

#### The Units of the Turkish Television Organization

Under the present Turkish Broadcasting Law, the Turkish Radio Organization is under the care of a Board of Directors appointed by the Prime Minister and answerable to him through the Broadcasting Ministry.<sup>20</sup>

The following units of the Turkish television organization, their functions and relationship to each other are outlined and explained following the present Turkish Broadcasting Law and the organizational structure of the Turkish Radio Organization.

1) Turkish General Grand Assembly (Parliament).

Parliament and the Prime Minister will exercise their responsibility for and authority over television as provided

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<sup>19</sup>Supra, Chapter III.

<sup>20</sup>Supra, p. 46.

in the Turkish Broadcasting Law and the will of the people as expressed by them through their votes.

2) The Ministry of Broadcasting.

The Ministry of Broadcasting should be responsible for preparing a budget to be presented to the Turkish Parliament for the construction and operation of the television stations in accordance with the need for government funds as expressed by local television authorities and approved by the Central Television Authority.

Efforts should be made to prevail upon the parliament to accept the principle of approving the television budget as a total amount. The funds allocated for television should be administered by the Ministry of Broadcasting in accordance with the rules and regulations established for administering public funds. The Ministry of Broadcasting should provide such services as may be needed by local television districts to assist them in the operation of their stations, including technical counsel, programming materials, films, kinescopes, video tapes, and so forth.

The services which the Ministry of Broadcasting renders should be requested by the Central Television Authority and approved by the Minister of Broadcasting.

3) The Central Television Authority.

This should be a policy-and rule-making body composed of the chairman of each local television district and a number of professional persons appointed by the Prime Minister and the Minister of Broadcasting. Rules and regulations promulgated



by it, to be legally binding on the part of the Turkish Broadcasting Stations, must be approved by the Turkish Parliament. The Minister of Broadcasting should be the president of the Central Television Authority.

4) The Television District.

This is a geographic area coterminus with the telecasting area of the station. Its formation should be permissive but necessary if station operation is financed directly from government funds.<sup>21</sup> If created, it should have the authority to fix tax rates and provide for the election of its members.

5) The Local Television Authority.

This body, composed of lay citizens broadly representative of public agencies in the community television district, should be the governing board of the television station.<sup>22</sup>

6) The Television Station.

The Turkish television station's function should be to inform, to enrich, to persuade, to influence viewers with a variety of entertainment and cultural and educational programs through the means of electronic engineering.

To accomplish this recognized purpose, the television station could be organized under the basic non-commercial structure of the Turkish radio station.

The Turkish radio stations' personnel administration is formed under the system of "functional organization." Jucius

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<sup>21</sup>This is clearly stated in the section of Turkish Broadcasting Law on financing stations. (Supra, p. 39, 44, 60.)

<sup>22</sup>Supra, pp. 22-25, 41.

defines functional organization as that form in which each person reports to each supervisor for only a specific phase of his work. The advantages of this kind of organization, according to Jucius, are:

Each person has the opportunity to become an expert in his field of specialization. . . . Subordinate personnel and executives are assured of better technical supervision. . . . It is easier to find people who are trainable in a few lines than it is to find and train supervisors in a wide variety of tasks.<sup>23</sup>

These features were very successful for Turkish radio stations. Then they should also be appropriate for successful television station operation in Turkey.

Duschinsky says that in planning a television station in accordance with programming and technical experiences, personnel sources, administrative and financial support, it is clear that the planner, if already in possession of a radio station, should consider the possibility of combining television operations with the radio station operations.<sup>24</sup> The organization of a television station follows the general organizational structure of an Am-FM station.

Following this theory then, all the Turkish television stations can be patterned after the basic 'non-commercial' organizational structure of the Turkish Radio Organization into three basic departments: (1) Administration (Management); (2) Programs; and (3) Engineering.

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<sup>23</sup>Michael J. Jucius, Personnel Management (Homewood, Ill.: Richard D. Irwin, Inc., 1955), p. 55.

<sup>24</sup>Walter J. Duschinsky, Television Stations (New York: Reinhold Publishing Corporation, 1954), p.16.

In this sense, a television station operated in conjunction with the Turkish Radio Organization would involve the least difficulty in the process of establishment. In the organizational structure, the basic technical differences between radio and television production systems require the following additional personnel:

1) In the field of administration, the organization needs special television accountants, traffic and promotion personnel.

2) In the engineering department, more technicians and engineers are needed as television cameramen, video engineers, boom microphone operators and lighting technicians.

3) In the program department, additional personnel from those assigned to radio are needed as directors, film editors, motion-picture cameramen, projectionists, art directors, floor managers, and property men.

There are still psychological and physical handicaps in the development of a Turkish television system. It is recognized that during technical change, difficulties are inevitable. This thesis gives a general survey of the problems, values, and possibilities of television and does not offer "solutions" to these problems, but rather indicates how these problems can be approached so as to minimize the difficulties in the development of Turkish television.

The temper of the time is favorable; the need is great; and the tools seem promising. The next few years will be

decisive in establishing whether Turkish television can fulfill its exciting potential. It is the writer's hope that a television network system soon will be developed in Turkey and the Turkish people able to enjoy this unique communication medium of our modern civilization.

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