COLLEGE MEDIA review

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Book Review: Journalists around the world killed while doing their jobs

Lisa Lyon Payne September 6, 2012

"War on Words: Who Should Protect Journalists" full of in-depth research and interviews with 60 sources

By Pat Winters Lauro

During World War II, 37 American journalists were killed on the job, including the famous war correspondent Ernie Pyle, who was shot dead by a Japanese sniper in the Pacific.

In contrast, more than 1,000 journalists and their essential support staff, including drivers and translators, have been killed in just the last 10 years, according to the International News Safety Institute – and not necessarily because they were caught in crossfire. In a number of cases, they were targeted because of their jobs. And their murderers got away with it. According to INSI, eight of 10 murders of journalists have never been investigated.

Ironically and tragically, this story of journalists getting killed for doing their job has not caught the public's imagination even as a many journalism advocates are working to institute protections for journalists.

"War on Words: Who Should Protect Journalists?" documents this horrifying situation and examines why it's intensifying and what is – and is not – being done about it. While the book isn't the only one to report on the crisis, it is a valuable and well-researched resource. It is a central source on the many policies introduced and debated on the subject, all of which are well-meaning, yet none of them enough to truly protect journalists and media workers in conflict situations. Students of journalism would also benefit from learning about the kinds of atrocities committed without impunity in places that have few human rights, much less a First Amendment.   According to the Committee to Protect Journalists, 87 percent of the journalists killed doing their jobs since 1992 were local correspondents, killed, says the book, not necessarily for reporting suspicious activities, but "for some seemingly innocuous story that some more powerful members of the community find unacceptable."

"War correspondents who covered the world wars of the last century faced constraints and censorship … but they rarely faced the new form of crude censorship from combatants – harassment, kidnapping and murder," the book states.

The authors, Joanne M. Lisosky and Jennifer R. Henrichsen, are advocates for journalists who many times in the book espouse their belief that democracy cannot flourish without a free flow of information.   In addition to deep academic research, the authors interviewed some 60 journalists, journalism educators and media advocates. Lisosky, a member of the College Media Association, is a journalism professor at Pacific Lutheran University in Tacoma, Wash., who previously covered the UN in Geneva as a journalist and lectured in Uganda and Azerbaijan as a Fulbright scholar. Henrichsen is a project assistant for the Democracy Coalition Project in Washington, DC, with an advanced master's degree in international and European security from the University of Geneva.

The rise of violence against reporters is attributed largely to the changing nature of war, and a growing recognition of the importance of the media on public opinion, which can translate into violence against reporters as a form of censorship. Today's conflicts are decentralized, lacking a front and often carried out not by the state, but by mercenaries or militias with no regard for international rules of war. The internet only quickens the process by alerting these leaders to published reports. In 2009, the Committee to Protect Journalists in New York City reported that fully half of all journalists imprisoned were targeted for easily accessed work published online.

Of course, the journalism community has not been silent on this subject. The book devotes a whole chapter to the many organizations devoted to helping journalists and gives credit to groups like the Committee to Protect Journalists. The Committee to Protect Journalists meticulously documents violence against and censorship of journalists, and then disseminates the reports to the world in an effort to publicly "name and shame" the offenders. Such campaigns, the books said, have helped put pressure on repressive governments in Iran, Namibia and the Philippines, and have led to the release of imprisoned journalists.

At the same time, however, the authors suggest that the journalism community is fragmented and would do well to come together as a singular force to lobby for change. Specifically, the authors make a convincing case that International Humanitarian Law needs to be changed to give special protection to journalists. The law sets rules for military and civilians, and is designed to protect the vulnerable by providing protection, for instance, to aid workers such as the International Red Cross.

However, the law leaves journalists in a gray area, for they are neither combatants nor innocent bystanders. Journalists do not act, yet unlike civilians they are not bystanders. Journalists run toward conflict, not away from it, for the benefit of the public, and the book discusses at length the many declarations, resolutions and proposals that call on ways to protect that special role. The authors even suggest making violence against a journalist a hate crime. "…people who attack journalists are, indeed, making efforts to terrorize a specific group. Thus, as a group, journalists have been singled out as victims because of what they represent rather than who they are," they write.

All of these issues are discussed in the context of a history of war reporting in the Western world. The book surveys the colorful history of war reporting dating back to the Crimean War in the 1850's through the present day of 24/7 coverage. It offers many ideas for further scholarship such as the use of pool reporting–which led one BBC reporter to quip during Desert Storm that never had so few reported so little to so many—and the advent of embedding reporters in recent conflicts, the rise of female war correspondents, and the effect of stratification of media access in wartime.

The book also pays tributes to some of the journalist heroes, including Daniel Pearl, the Wall Street Journal reporter in Pakistan who was kidnapped and decapitated in 2002, and the Russian journalist Ana Politkovska, whose outspoken reports about the Chechnya War and government ended in her assassination in 2006. The book notes that the Pearl case in particular led to an important worldwide discussion of the crisis, and a new law in the U.S., The Daniel Pearl Freedom of Press Act that requires the State Department to identify and document press attacks in foreign nations.

Publication of "War on Words" is timely; as the book notes, the "swift rise of unrest in the Middle East" alone resulted in more than 450 attacks on journalists in the region. Clearly, the old days of expecting protection by throwing up a sign denoting "Press" are gone, as longtime war correspondent Gretchen Peters told the authors. "That was when your identity as a journalist was a form of protection," said Peters, who has reported for many news outlets including ABC and the Associated Press. "Now, certainly in some war zones, that can make you a target."

Pat Winters Lauro is an assistant professor of journalism at Kean University, where she advises *The Tower* newspaper. She is a former staff writer with the *New York Daily News* and has been a regular contributor to the business section of *The New York Times*.

Pat Winters Lauro

Bullying at a glance

cmreview.org/bullying-at-a-glance/

Lisa Lyon Payne

September 6, 2012

Bullying can occur in all workplaces, including college newsrooms

Workplace Bullying is repeated, health-harming mistreatment of one or more persons (the targets) by one or more perpetrators that takes one or more of the following forms:

- Verbal abuse
- Offensive conduct/behaviors (including nonverbal) which are threatening, humiliating, or intimidating
- Work interference — sabotage — which prevents work from getting done.

It is:

- Driven by the perpetrator's' need to control the targeted individual(s).
- Initiated by bullies who choose their targets, timing, location, and methods.
- Evolving and expanding, as bullying involves others who side with the bully, either voluntarily or through coercion.

- Undermining of legitimate business interests when bullies' personal agendas take precedence over work itself.
- Akin to domestic violence at work, where the abuser is on the payroll.

Source: Workplace Bullying Institute in Bellingham, Wash.

When Srdjan Marjanovic ran into his first bully in the newsroom, his training told him he needed to act – and fast. But he wasn't sure how. In his previous career, professional basketball, Marjanovic would've handled it easily. Someone throws an elbow? He throws a bigger one back. Problem solved.

But this bully was no opposing player. It was his boss. And no matter how much he might've liked to flex his muscles, Marjanovic knew that wouldn't work at a college newspaper. So he went to the adviser and explained everything. How the bully ignored his direct questions, ridiculed his thick Serbian accent, dismissed his creative efforts and ran roughshod over the entire outfit.

Before long, a vote came down from the disgruntled editorial staff, which had been building a case of its own to orchestrate an ouster. It was almost unanimous. And like that, the game was over. Victims 1. Bully 0.

Only the victory wasn't so clear cut. After ruling through fear and intimidation for so long, the bully had run off a lot of talented people and nearly ruined morale. Marjanovic only wishes they'd acted sooner.

"Bullies will try to scare you or push you around, and if you let them, things will only get worse," says Marjanovic, who graduated last spring after an award-winning run as managing editor and art director with the Hawkeye, the student newspaper at the University of Louisiana at Monroe.

"It doesn't matter whether you're on the basketball court or in the newsroom. You must deal with them right away. You cannot delay or they will take that as a sign of weakness. Timing is everything," he adds.

Exactly how many staff members of college media have felt the brunt of a newsroom bully is unclear. But if they reflect the greater U.S. workforce, than many have, according to a study by the Workplace Bullying Institute.

In 2010, the Bellingham, Wash., based organization reported that an estimated 53.5 million Americans—about 35 percent of the U.S. workforce—said they'd been bullied at work.

Although the precise number of victims might be an "unknowable statistic," bullying behavior is simpler to spot.

Dr. Carl Thameling, professor and chair of the communication department at ULM, says to watch for these tell-tale signs:

- Rude, inappropriate behavior
- Self-centeredness
- Undermining the contributions of others
- A win-at-all-cost attitude, especially in disputes or conflicts

“Remember, a bully’s intent is to hurt others,” Thameling says.

They also want total control, and if they get it, they’ll try to create a climate of fear to keep it. But what’s truly compelling this bad behavior is their inherent sense of inferiority, says Dr. James Honeycutt, professor of communication at Louisiana State University.

If this toxic combo seeps into a newsroom, it can poison it – especially when an abusive editor uses his or her authority to harass or to punish the staff just to satisfy some psychological shortcoming.

“The fact is that most excessively dominant people are usually bullies, and deep down, bullies are very insecure people,” says Honeycutt, a distinguished researcher who has studied conflict and verbal aggression in a variety of settings over the last 20 years.

“Bullies try to dominate people because they are too insecure to allow others to have responsibility and influence, and this behavior is conditioned from childhood for one reason or another.”

But where is the fine line separating the real, honest-to-goodness bullies and the strong, assertive personalities who argue forcefully for their ideas? Kelsey Hargrove, a former editor-in-chief of the Hawkeye, uses a simple litmus test.

There is a difference between one who debates and one who berates,” Hargrove says.

Now that she’s heading to Disney World to start her first “real” job after college, Hargrove says she can look back and count herself lucky. She never had to manage a bona-fide bully (and most likely she won’t have to at the “Happiest Place on Earth” either, unless you consider Captain Hook or Cruella DeVille actual employees). But she says she worked with plenty of “assertive personalities” during her tenure at the top, and she can tell a big difference between the two.

“There is a certain amount of respect and good nature toward others that bullies just don’t show,” she says.

Of course, some editors who’ve never managed assertive employees can misread their behavior, mistaking a challenge, a comment or a critique as an act of insubordination. Hargrove urges these editors to remain calm and to try to listen.

“Strong personalities want to be heard. If you show an interest in what they are saying, even if you disagree, they are less likely to become frustrated if they at least know the lines of communication are open,” she says.

Considering how much chaos bullies can cause, newsrooms should avoid hiring them in the first place, Thameling says.

While that might seem easier said than done, job interviews can help screen potential bullies. For example, when questioning candidates, supervisors should be wary of answers that seem self-centered, aggressive, competitive, profane or demeaning toward others, according to Thameling. If a potential hire reveals negative traits early on, it could mean more trouble later, Thameling explains.

Interviewers can screen candidates that seem overly aggressive with a few insightful questions.

“You can ask them to describe their ‘best team player,’ or whose opinion or point of view matters most in an organization,” Thameling says.

In addition, supervisors should be wary of candidates who complain during the interview or blame others for their shortcomings at work.

“I would want to hear them explain how they’re going to excel at their new job, not what happened to cause them to fail at their last one,” Thameling says.

But what happens when bullies successfully conceal their nature and get a foot in the door – or worse, become predator-in-chief? How can employees and advisers alike coexist with these tyrants who need so desperately to control their surroundings and everyone in it? There are at least two ways, and both lie at extremes.

The first is a coping technique Honeycutt calls “catastrophizing.” In this, a person imagines a “worst-case scenario” in which the confronted bully goes off the deep end.

“You mentally rehearse what the bully is going to do so you can prepare for it,” Honeycutt says. By exploring possible outcomes, the rehearsal reduces anxiety and increases the chances of a successful confrontation.

The second method is also extreme. It’s called firing. Easy enough when the offending staffer just writes the occasional story or takes the odd photo. Much trickier as you scale the organizational chart. When a newspaper’s production relies too heavily on the skills or knowledge of just one maladjusted editor, terminating that person can be costly. Still, it’s always an option.

To prepare for this unfortunate eventuality and to prevent bullying in general, organizations can consider rewording their policy manuals. Since most workplaces already have policies against harassment and discrimination, they should have similar ones for workplace bullying, according to Bully OnLine, a website devoted to the topic.

Bully OnLine says an overall policy could introduce reasons why one is needed in the first place – which is chiefly to promote a healthy, safe and productive workplace. The policy could follow with separate chapters on harassment, discrimination, assault and violence, and bullying, among other issues.

But some aren't entirely sold on this idea, like Cole Avery, the current editor-in-chief of the Hawkeye. In fact, Avery says such policies can be dangerous unless their language is narrowly defined.

"I think some bullying policies can limit discussion because they seem so severe that people might not speak their minds for fear of it being used against them," he explains.

Instead, Avery favors a kinder, gentler approach and a little old-fashioned common sense.

"I've tried to create a workplace where people know I'm approachable," says Avery, who is returning this fall to helm the Hawkeye one last time after spending this summer interning at a Texas newspaper. "I try to lead by example by being the best at what I do."

"When I have to give orders, I do it politely, but firmly. It is a workplace, and there are bosses. That doesn't mean the bosses have to be authoritarians."

Or throw elbows.

***Christopher Mapp**, Ph.D. candidate, is an assistant professor of mass communication and Director of Student Publications at the University of Louisiana at Monroe.*

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* The Washington State Department of Labor and Industries offers the following document as a framework to prevent workplace bullying. It is online at Workplace Bullying and Disruptive Behavior.

Company X considers workplace bullying unacceptable and will not tolerate it under any circumstances.

Workplace bullying is behavior that harms, intimidates, offends, degrades or humiliates an employee, possibly in front of other employees, clients, or customers. Workplace bullying may cause the loss of trained and talented employees, reduce productivity and morale and create legal risks.

Company X believes all employees should be able to work in an environment free of bullying. Managers and supervisors must ensure employees are not bullied.

Company X has grievance and investigation procedures to deal with workplace bullying. Any reports of workplace bullying will be treated seriously and investigated promptly, confidentially and impartially.

Company X encourages all employees to report workplace bullying. Managers and supervisors must ensure employees who make complaints, or witnesses, are not victimized.

Disciplinary action will be taken against anyone who bullies a co-employee. Discipline may involve a warning, transfer, counseling, demotion or dismissal, depending on the circumstances.

The contact person for bullying at this workplace is:

Name: ____

Phone Number: ____

EXAMPLE WORKPLACE BULLYING POLICY

Adapted from The Commission of Occupational Safety and Health, Government of Western Australia
(http://www.worksafe.wa.gov.au/newsite/worksafe/media/Guide_bullying_emplo.pdf)

Newsroom bullying will take tolls on students, adviser if left unchecked

cmreview.org/newsroom-bullying-will-take-tolls-on-students-adviser-if-left-unchecked/

Lisa Lyon Payne September 6, 2012

Consequences of bullying are very real in workplace

By Jamie Tobias Neely
Eastern Washington University

Newsroom bullies, who may target other students out of earshot of their advisers, can be tricky to spot.

But the consequences of bullying, such as increased absenteeism and turnover, are not. An adviser who ignores newsroom bullies risks hampering student learning, damaging the quality of the publication and even hindering his or her own career.

Christine MacDonald, professor of educational and school psychology at Indiana State University, was one of the first researchers to examine college-age bullying. She co-authored a study that found that 15 percent of college students reported being bullied and almost 22 percent reported being cyberbullied.

“Just because you graduate high school, it doesn’t mean you stopped being a bully,” MacDonald said.

In fact, a 2010 study by the Workplace Bullying Institute in Bellingham, Wash., found that 35 percent of adults reported having been bullied at work.

MacDonald’s study defined bullying as a more powerful person deliberately and repeatedly attacking someone verbally or physically, making obscene gestures or intentionally isolating someone from a social group.

A college student’s bullying behavior likely starts in childhood. Among young adults, it may take a subtler form, but the motivation is the same, McDonald said.

“Being a bully enables us to feel powerful,” she noted.

Nina Brown, professor of counseling and human services at Old Dominion University, wrote the book “Working with the Self-Absorbed: How to Handle Narcissistic Personalities on the Job.”

Brown said some of the most intractable college bullies may indeed exhibit the traits of a destructive narcissistic pattern, including superiority, arrogance, a sense of entitlement, and a lack of empathy. Most children grow out of the grandiose self-absorption that comes naturally during the toddler years and develop a healthy sense of adult self-esteem; others do not.

“You might also say it’s a developmental delay in some respects,” Brown said.

Newsroom culture may also play a role. Deadline pressures, competition and a top-down hierarchy may all contribute to bullying, said Gary Namie, a social psychologist who directs the Workplace Bullying Institute.

In a newsroom where bullies have been allowed to flourish, the environment itself may foster disrespect.

“It’s seen as acceptable behavior,” Brown said. “If they see it go on and nothing happens to prevent it, I hate this word, but … it becomes normalized.”

Targeted students may not be quick to speak up.

“Advisers should look for students who have begun avoiding the newsroom,” MacDonald said, “who no longer want to work with certain other students, whose work has recently decreased either in quality or quantity, and/or those who seem more anxious, stressed or depressed.”

MacDonald and Brown recommend that advisers prevent newsroom bullying by engaging the staff in developing a code of civility at the start of the year.

“The norm has to be deliberately constructed: We shall not abuse one another,” Namie said.

Advisers must be role models for courteous, respectful behavior.

“You cannot preach an anti-tyrannical message and actually be the one who torments others and manages through domination, intimidation, humiliation,” Namie said. “You can’t run the program that way.”

Bullying appears to take place on a continuum of negative behavior that starts with mild incivility on one end (such as failing to say “hello”) to assault on the other, MacDonald said.

MacDonald likens newsroom culture to that of a declining neighborhood. Communities have found that addressing the small infractions, such as broken windows and graffiti, helps halt further decline. She suspects the broken window theory may also apply to campus groups.

When an adviser realizes that bullying may be occurring, MacDonald recommends taking time to listen to both sides. Remind students, she said, that this behavior would not be tolerated in a professional newsroom.

It’s crucial, she said, that the targeted person be heard and that appropriate action be taken.

“They need to be reassured you do take it seriously, and there are consequences to that behavior,” she said.

If a student attempts to bully an adviser, MacDonald and Brown recommend pointing out the disrespectful behavior, making it clear it’s unacceptable, and suggesting more effective ways to communicate.

An adviser should remain calm because bullies thrive off having an audience watch their targets’ emotional reactions. Rather than dealing with the bully in front of a group, MacDonald recommends the adviser step back and ask the student to set up an individual appointment.

By then, the adviser will have had time to calm down and devise an appropriate response. MacDonald also recommends documenting the negative behavior and talking with a department chair or senior faculty member. It may become necessary to bring that person into a meeting with the student to witness the conversation.

What the adviser can’t afford to do is ignore the behavior. The potential consequences are too great. Even people who simply observe bullying report more stress and anxiety, MacDonald said.

Students who are targeted by bullies would certainly suffer a loss of self-esteem and may also see their academic performance decline, Brown said. Some might also obsess over the bullying situation. Others might withdraw from work with the newspaper altogether; a student with high potential as a journalist may feel discouraged about developing their skills. Namie points to research that shows bullying also threatens the targeted person’s physical health.

As for the adviser, newsroom bullying can quickly lead to burnout. Brown predicts the adviser would experience feelings of incompetence, ineffectiveness and helplessness. Similar to the targeted student, the adviser could also fail to develop and thrive professionally, risk becoming depressed and anxious, and develop such problems as hypertension and irritable bowel syndrome.

“You would feel totally ineffective,” Brown said. “I can see how that would affect you in all parts of your life, not just in your professional life.”

Fortunately, bullying experts agree that advisers can take constructive steps to ward off the behavior. Some universities are beginning to adopt anti-bullying policies. But whether or not there’s a campus-wide effort, the proactive adviser can start the year with a group brainstorming session, leading students to reflect on how they’d like to be treated in the newsroom as they craft their own set of guidelines and consequences. Soon the staff itself will enforce new norms.

The good news: With a strong newsroom policy, clear communication and firm consequences, a newsroom culture can quickly change, Namie said.

“The group will place tremendous pressure on outliers who dare to be the miscreant deviants,” he said. “They can do it within one year, one generation of a campus newspaper production team.”

Resources list:

Dealing with bullies in your campus newsroom? Here are more resources:

- The U.S. Department of Health & Human Services’ web site, stopbullying.gov, provides links related to college-age bullying. www.stopbullying.gov/what-is-bullying/related-topics/young-adults/index.html
- The Workplace Bullying Institute offers research, statistics and tips on dealing with adult bullies. www.workplacebullying.org/
- The U.S. Department of Education’s Higher Education Center for Drugs, Alcohol and Violence Prevention recently published a prevention update on bullying and cyberbullying: www.higheredcenter.org/files/prevention_updates/january2012.pdf

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College Media — a look back at 2011-2012

cmreview.org/college-media-a-look-back-at-2011-2012/

Lisa Lyon Payne September 6, 2012

College media enjoy, endure numerous revolutions, large and small

By Daniel Reimold
University of Tampa

The year began with a bombshell. On the first day of school last August, *The Red & Black*, one of the largest and most-feted college newspapers in the country, announced it was switching from a daily to a weekly print edition.

The University of Georgia student paper simultaneously rolled out a digital-first workflow and publishing philosophy that made redandblack.com the "main arm for delivering the news of UGA to the masses." In an announcement message on a popular college media advisers' list-serv, *Red & Black* editorial adviser Ed Morales dubbed the whole shebang *Red & Black* 2.0.

As staffers explained to readers on the front page of a special wraparound section, "Forget everything you've ever thought about newspapers, because we're redefining how it works. Think a breaking news operation, run by the generation which grew up with computers, cell phones, and iPods." Or as they told readers more simply online: "Welcome to a media revolution."

The words proved prescient for 2011-2012. Over the past academic year, college media enjoyed and endured numerous revolutions, large and small, satirical and censorious, economic and interactive.

This is a glimpse at a few especially memorable and impacting highlights and lowlights, including those involving a streaking, a shooting, a sexual abuse scandal, hazing, and some bed bugs.

A Kernel of Censorship

In late August 2011, University of Kentucky athletics officials, angry over a story published in *The Kentucky Kernel*, temporarily barred the campus newspaper from one-on-one interviews with the school's basketball team.

Officials specifically singled out *Kernel* sports writer Aaron Smith for his reporting on a seemingly innocuous article about a pair of walk-ons named to the Wildcats hoops squad. As part of his legwork, Smith called the players, using phone numbers listed under their names in the university directory.

That contact violated an unofficial school rule that limits journalists from speaking to student-athletes without the coordination of university media relations. The rule is apparently in place to ensure athletes are not “bombarded with interview requests constantly.”

For failing to follow this preferred method of communication, *Kernel* staffers were shut out of a preseason media event highlighted by brief private interviews with players. The saga spurred a national media blitzkrieg, including condemnations from major journalism figures and organizations who felt the rule and punishment were overreaching. It also prompted a spirited protest on Twitter, with related tweets employing the hashtag #FreeKernel. The most talked-about and retweeted comment came from *Sports Illustrated* senior writer Andy Staples. His words: “Until Kentucky agrees to #FreeKernel, I think I’ll revoke SI coverage of their mediocre football team.”

The Front-Page Streaker

Streaker photo published at East Carolina stirs controversy

Along with the *Kernel*, controversy ensnared *The East Carolinian*. In January, East Carolina University officials fired Paul Isom, the school’s student media director, without warning or much explanation. The sudden termination prompted speculation among the media and free speech advocacy organizations that it was in retaliation for controversial photos published by ECU’s student newspaper.

Last November, the *East Carolinian* published a series of front-page pictures of a streaker racing across the field at halftime of a university football game. At least one of the shots featured easily-discernible full-frontal nudity. At the time, editor-in-chief Caitlin Hale explained that editors “felt that our audience, which is primarily the ECU student body, should have access to unedited and factual photos of the streaking incident [something many on campus were apparently talking about].”

Adviser at center of ECU firestorm

The images rocketed the paper into the spotlight, on ECU’s campus and online. At least 600 copies of the issue carrying the photos were stolen or trashed. Detractors felt the images were overly sensationalist and too graphic for a mainstream news outlet, student or professional. As an ECU senior journalism student told a local television news station, “I understand . . . you want to do big stories and you want to make things that are controversial and I guess make a name for yourself, I suppose, but they didn’t do it the right way.”

School officials also publicly expressed their displeasure in November, promising follow-up conversations with student staff about balancing press freedom with responsible editorial decision-making. Yet, as 2012 dawned, they traded words for action, targeting Isom as a scapegoat– even though he did not exert prior review of *East Carolinian* content.

The Virginia Tech Shooting

In early December, a midday shooting and campus lockdown at Virginia Tech University brought back memories of the horrific 2007 shootings that killed 33 people. During that episode, *The Collegiate Times*, VT's student newspaper, provided tireless, innovative coverage unmatched by the outside media hordes that descended upon Blacksburg, Va.

Nearly five years later, on a late-semester Thursday, the CT again stepped up. As rumors and reports circulated about a fatal shooting and a gunman on the loose, staff turned to Twitter to tell the world what they were seeing and hearing and the trusted information they were receiving. They also interacted in real-time with students and other observers.

The CT's Twitter followers skyrocketed– from 2,000 to 20,000 in a single afternoon. Additionally, as *The New York Times* confirmed, "[J]ournalists from ABC, NPR, *The New York Times*, The Huffington Post, and other outlets pointed readers to the *Collegiate Times*' account on Twitter, helping the college newspaper gain attention."

As the paper's top story in a much-lauded special print edition published the day after the incident shared, "Yet again, Tech is shaken. Two lives are lost. And although life will go on for Tech students all too soon, it is worth taking a moment to reflect on the heartache this campus has endured. It is worth taking a moment to think about how we move forward."

Resignations & Rewards

Looking back, some student journalists and outlets might be wishing for a do-over in 2012.

In late January, the managing editor of *Onward State* at Penn State University resigned after sending out the infamously mistaken tweet read and spread around the web about the death of Joe Paterno.


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USA TODAY College: Posted January 21st, 2012

Penn State student editor resigns after report about Joe Paterno's death

By Dan Reimold

The managing editor of Onward State at Penn State University resigned suddenly Saturday evening. The resignation came hours after the online student news outlet mistakenly reported that former PSU head football coach Joe Paterno had died from lung cancer. While it is now sadly true that Paterno has in fact passed on, it was not accurate when Onward State first confirmed it.

In a pair of tweets at around 9 p.m. Saturday, the student site offered the following news: "Our sources can now confirm: Joseph Vincent Paterno has passed away tonight at the age of 85. Football players received an email minutes ago informing them of Paterno's passing."

Joe Paterno passed away on Sunday, January 22, 2012.

CBS Sports and The Huffington Post very quickly

Paterno death tweets ends poorly for managing editor

In late March, the editor-in-chief of *The Daily Iowan* quit soon after a front-page debacle in which mugshot photos of criminal methamphetamine users and dealers were aligned with a story on hospitalized meth burn victims.

In early April, the editor-in-chief of *The Daily Free Press* at Boston University was forced to resign following the publication of a callous, poorly-received April Fools' issue featuring drug use, sexual assault and Disney characters.

And soon after, both the editor-in-chief and managing editor of *The Maneater* at the University of Missouri resigned after publication of a similarly controversial April Fools' issue named *The Carpeteater* that contained content deemed by some readers as offensive to women and the LGBTQ community.


CES TO BRING FANCY FOOD, MAKE PRICES FAIR

PONY SPAGHETTI FINISHES HIS STORY SIX MONTHS AND TWO EDITORS LATER

THE CARPETEATER

Squatters take the quad

Ravish Porného stays up late

Live tigers to roam downtown Columbia

We don't need no stinkin plates, CES says

PLATELESS IN COLUMBIA

April Fool's edition triggers protest

Yet, amid the resignations, this past year did feature numerous feats of rewarding student journalism.

For example, *The Daily Collegian* at Penn State University distinguished itself throughout the fall, spring, and first part of summer for its coverage of the complex, feral, real-time beast of a news story that is the Sandusky scandal. Online, in print, in the newsroom, and in the field, staffers at the 125-year-old student newspaper exuded "old-fashioned hustle" and presented accurate, comprehensive, oft-innovative stories, features and special editions.

Separately, in January, *Daily Kent Stater* staffer Doug Brown earned plaudits for uncovering the past legal troubles of an alumnus preparing to donate $1 million to Kent State University and certain school officials' knowledge of the troubles even while willingly accepting his high-profile gift.

Later that month, a column in *The Dartmouth* by a Dartmouth University student outlining the many degrading acts he endured while pledging a fraternity in 2010 earned national attention and even a spin-off story in *Rolling Stone* for its extremely candid glimpse at hazing.

At around the same time, a rash of stories and editorials in *The Daily Nebraskan* brought greater attention and action to a bed bug outbreak at the University of Nebraska–Lincoln that some administrators apparently at first tried to cover up.

Meanwhile, in March, *The Oklahoma Daily* led the charge to bring gender-neutral student housing to the University of Oklahoma. On the front page of a regular Wednesday issue, the paper inserted a special editorial calling for the housing policy's approval. As editor-in-chief Chris Lusk explained at the time in a separate letter from the editor, "While a newspaper must inform, there are times when a newspaper must speak up for what's right. After much discussion, debate and deep thought, the *Daily* editorial board decided today was one of those times."

A “Financial Pinch”

By comparison, times are tough at a growing number of student newspapers. *The Daily Illini*, *The Daily Californian*, *The Daily Texan* and *The Daily Campus* at the University of Connecticut were among the higher-profile outlets to confirm difficult or dire struggles with their bottom lines during the past two semesters.

Many other papers are feeling their pain. In late spring, *USA TODAY* called the student media economic downturn a “financial pinch.” To some outlets, it’s been more like a hard slap or a second-degree burn.

Some publications have cut the number of days they publish each week. Others have reduced the number of pages they print or their page sizes. Many are pulling back on staff pay and perks like conference travel. A few have appealed directly to students and alums for funding help through letters and front-page editorials. Still others have aligned with Press+ to request donations from everyone who visits the papers’ websites. A few papers have even gone dark entirely, mostly at smaller schools or community colleges in which related journalism programs have also been shuttered due to state funding cuts.

Students are still reading their campus newspapers in print, by all accounts at a reliable, surprisingly high rate. But advertising is tougher to come by. Related school budgets in some cases are tightening or disappearing entirely. Student governments are getting occasionally restless as they look at papers’ financials. And the seemingly inevitable shift toward dramatic reinvention looms large in many editors’ and advisers’ minds.

“A New Era, the Digital One”

Cue *The Oregon Daily Emerald*. In a special site that went live in late May, the University of Oregon’s student newspaper announced big changes beneath a bold, one-word header: Revolution. And the tagline just beneath it: “The Oregon Daily Emerald, reinvented for the digital age.”

The paper– best known for its five-day-a-week print edition– is morphing into a more wide-ranging, digital-first “modern college media company.” Among the planned new initiatives that will be rolled out in full force come fall: a print issue that will appear twice per week, with new size, design, and content specs; the creation of an in-house tech startup and a separate marketing and event services team; and a ramp-up in “real-time news, community engagement, photo galleries, and videos on the web and social media.”

In a PBS MediaShift post, publisher Ryan Frank expressed a sentiment accurately describing a larger college media shift, “We’re about to close the book on the *Oregon Daily Emerald*. After 92 years, the University of Oregon’s newspaper will end its run as a Monday-to-Friday operation in June. Yes, it’s the end of an era, and we’re sad about that. But it’s also the start of a new era, the digital one.”

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Dan Reimold

Research Spotlight: Caught in the Balance

Lisa Lyon Payne September 6, 2012

Information Access in an Era of Privatized Public Higher Education

By Alexa Capeloto
CUNY in New York City

Introduction

Public information laws at the federal and state level enshrine a citizen's right to petition public agencies for access to records and meetings related to the business of governance. Most such laws make no explicit mention, however, of private entities that do public work either instead of or in addition to what public agencies provide. As a result of vague or insufficient laws and ambiguous court decisions, information that might once have been accessible could potentially be withheld from the public because it has moved into the private domain. The tension between privatization and public access today is intensifying as public agencies increasingly contract out services, accept corporate sponsorship, create quasi-public entities or otherwise transact with private organizations and individuals. Nowhere is this more evident than at public colleges and universities, which are turning to privatization as state revenue, fiscal prioritizing and even the philosophical underpinnings of public education shift around them. In every state, student media journalists and advisers at public colleges should study relevant legislation and case law surrounding this issue, review contracts and communications with private entities and, when warranted, push for access when schools close the door on information that might once have been obtained with a simple request. This article is meant to provide a beginning for that process.

The Path to Transparency

Transparency is one of the ideological roots of democracy in the United States of America. In this country citizens are given the right to scrutinize the records of public agencies – to review written guidelines, examine finances, trace communications – as a means of keeping such agencies accountable and preserving public trust. Thomas Jefferson made this intent clear in 1803: "We might hope to see the finances of the Union as clear and intelligible as a merchant's books, so that every member of Congress, and every man of any mind in the Union should be able to comprehend them, to investigate abuses, and consequently to control them" (Randolph 1829, 489).

President Lyndon Johnson echoed that sentiment when he signed the federal Freedom of Information Act (FOIA) into law on July 4, 1966, stating that "a democracy works best when the people have all the information that the security of the Nation permits" (Johnson 1966). To that end, transparency has been codified in the form of public access or "sunshine" laws not only at the federal level but in all 50 states, the District of Columbia and some territories. The Freedom of Information Act and corresponding laws in each state, most of which were drafted in the post-Watergate 1970s (Cleveland 1987, 24), protect a citizen's right to petition for documents related to the operations of public governance, allowing for certain exemptions when privacy or security are at risk. (Sunshine laws also include Open Meetings acts, but this research focuses on records access.) States have various names for such laws, including the Freedom of Information Act in Michigan, the Public Records Act in California and the Access to Public Records Act in Indiana, and can have vastly different stipulations within those laws (Hearn 2004, iii). Federal and local government agencies are subject to such laws, but so are institutions of public education, from K-12 school boards up to state universities. Most state legislatures have refined their laws via amendments over the years, proving the legislation to be fluid and open to updates when deemed necessary (Hearn 2004, iii).

The statutory definition of a public agency differs from state to state, but most state laws do not explicitly grant access to information that is in the hands of private entities. Public agencies or bodies are generally defined in governmental terms, making it unlikely that private firms performing government services would be included (Bunker 1998, 465; Frankel 2009, 1494; Gupta 2007, 2). For example, Section 552(f)(1) of the federal FOIA law defines an agency as "any executive department, military department, Government corporation, Government controlled corporation, or other establishment in the executive branch of the Government (including the Executive Office of the President), or any independent regulatory agency." The logic behind such a definition was self-evident when public and private institutions were more clearly delineated, when the balance between privacy and disclosure was easier to weigh. Agencies that are funded by taxpayer money in order to benefit or facilitate a community should be accessible and accountable to those taxpayers so that they can make informed decisions about their representatives. Private companies that must stay competitive in a capitalist system and serve a fundamental goal of generating revenue have a right to protect trade secrets, finances and other proprietary information. It is the blurring of the distinction, the breakdown of the delineation, that shadows public access today.

The Privatization Trend

In its broadest sense, privatization is defined as "the transfer of assets or services from the tax-supported and politicized *public* sector to the entrepreneurial initiative and competitive markets of the *private* sector" (Reed 2003, author's emphasis). Privatization gained new momentum during the recent economic downturn, but it first became popular in the 1970s and '80s, when bureaucracies stifled by tax burdens, debts and deficits began to look for new modes of survival and a Reagan-era ethos of self-reliance took hold (Reed 2003; Savas

2005). Municipal leaders adopted competitive bidding, allowing private companies to compete for public services, and over time grew comfortable ceding larger and larger swaths of work to outside providers. The answer, many mayors came to feel, was not in bigger checks from federal government or higher taxes, but in "private enterprise, private capital, neighborhood empowerment, and a market-based economy" (Savas 2005, 3). Since then, most counties, cities, school districts and even some states have privatized assets or services in one way or another, from wastewater treatment to street lighting to tree-trimming to snow removal to parking meters to jails. And privatization can mean more than contracting out. Public-private partnerships such as economic development corporations and university foundations have also blurred the boundaries between the two domains. Such entities are arguably more beholden to access laws than contractors because they have characteristics of public agencies, and in fact are explicitly covered in a few states, but the laws are still murky in most states. Some statutes include but only vaguely define quasi-public agencies, while others don't acknowledge them at all (Gupta 2007, 6).
Much has been written on the perks and pitfalls of privatization. The process, at least as far as its proponents are concerned, can transform the bureaucratic and financial morass of government monopolies into a competitive marketplace that fosters increased efficiency, faster delivery of services, higher quality, less potential for corruption and more choices (Savas 2005). Cash-strapped governments unburden themselves of employee payrolls and other expenses associated with any given service, while constituents are assured that the service will likely improve because the competitive process incentivizes providers to remain in good standing. Opponents contend that privatization actually ends up costing more taxpayer money in the end because by relinquishing control, governments give up the oversight required to keep service providers accountable, responsive and efficient (Rahamatulla 2009). As law professor Shirley Mays wrote in 1995, "The private corporation cannot be entrusted with the responsibility of maintaining and nurturing the rights of the individual… When decision-making, planning and programming that were under the auspices of the public government are transferred to the control of a private corporation, the city residents lose whatever recourse they previously possessed to provide redress for their grievances" (68).

Whether it is a panacea or plague for a government's bottom line, privatization is unquestionably part of public governance today, yet sunshine laws overwhelmingly have not acknowledged or accounted for the changed model. Even without a consideration of privatization, public access laws raise what educator and author Harlan Cleveland once called a "trilemma" of three overriding and somewhat conflicting principles: the public's right to know, the individual's right of privacy and the public institution's mandate to serve the public interest (23). Given a private entity's legitimate right to secrecy, the question of how to maintain the right of access is complex and potentially controversial, yet it is one in crucial need of addressing because information in the public interest hangs in the balance. As lawyer and journalist Harry Hammitt notes: "Federal and state laws that provide a right of access to government information are most effective when they encompass the largest universe of information. As governments continue an already significant drive towards moving traditional governmental functions to private entities, the universe of information shrinks accordingly" (9). A few authors have delved into this particular challenge as the privatizing trend continues, including journalist Rani Gupta, who compiled a 2007 special report for the Reporters Committee for Freedom of the Press titled "Privatization vs. the Public's Right to Know"; and attorney Craig Feiser, who has examined the interplay of privatization and sunshine laws both statutory and judicial, and both state and federal, for various law journals.

But nowhere has the tension between public access and private enterprise been more intense than at public schools and universities (Hammitt 2006, 6), and it requires particular vigilance. These institutions already face challenges in remaining transparent while effectively conducting business and preserving their mission, most notably when it comes to governing board functions, such as deliberations over controversial topics, research agreements, and presidential search and selection, especially concerning whether and when to identify applicants (Hearn 2004). Little has been written about the interplay of sunshine laws and public higher education regardless of the privatization trend (Hearn 2004, 1). The continuing strength of that trend and a steady decline in public funding suggest that the need to preserve the spirit of sunshine laws will only grow with time.

A Public Mission Redefined

The state-owned college is becoming a relic. Public higher education has become a prime victim of state budget shortfalls, which totaled more than $530 billion from 2009 to 2012, according to the Center on Budget and Policy Priorities. States like California and Michigan, struggling to close projected deficits, have winnowed their appropriations for certain public services, and for higher education in particular (Heller 2006, 29). According to the Center for the Study of Education Policy, state funding for higher education nationwide declined by 7.6 percent from fiscal 2010-11 to 2011-12.

But the decline in relative state support is not as ephemeral as a financial downturn, and it likely won't reverse course if and when the economy fully recovers. About 7.3 percent of state expenditures went toward higher education in 1977; by 2000 that portion was down to 5.3 percent. If the 1977 share had been maintained, public colleges would have received $21 billion more in 2000 (Kane 2003, 3). This is certainly due in part to budget constraints, but is also part of a more lasting shift in fiscal priorities. State spending on higher education declined 14 percent between 1986 and 1996, while the portion for Medicaid nearly doubled and the portion for corrections rose more than 25 percent (Yudof 2002). With the cost of medical and pension priorities, corrections, transportation and other infrastructure needs pressing in, states "are unlikely to revive their former role as the primary funding agent for public higher education" (Douglass 2007, 251).

The shift has not only been in fiscal prioritizing, but also in the philosophical apportioning of responsibility for educating the nation's public college students. The Morrill Act, signed by President Abraham Lincoln in 1862, granted federal land to states as an endowment for public colleges that would focus on technical training and public service, and it led to the establishment of many of today's largest state research universities (Conley 2006, 154). In the years before and certainly after these land-grant universities came to be, public universities were considered part of a broad social mandate to open and equalize higher education in a way that private schools had not. The idea of federal incentives and state responsibility worked for more than a century in establishing a national system of public higher education (St. John 2006, 249). As the University of Wisconsin president put it in a 1910 commencement address, the "state owns the university; and every citizen feels himself to be a stockholder in that ownership" (Douglass 2007, 5).

During the Reagan era in particular, when public funding was reduced for everything except national defense, this philosophy shifted toward a belief that public universities benefit not the state or society at large, but instead the individual who receives the education (Berdahl 2000). As such, the financial burden or "ownership" has moved away from state and local municipalities and toward students. In 1980, fees and tuition accounted for about 15 percent of public university operating costs; by 2000 they grew to about 28 percent (Douglass 2007, 274). In 1994, tuition income overtook state appropriations as the largest revenue source for higher education for the first time since a mid-century mass expansion of public colleges and universities (Conley 2006, 158). As Donald Heller writes, "The era of universally low tuition in the public sector, an era that dominated most of the nation's history, is over and will not return" (29). Graham Spanier, president of Pennsylvania State University, said in 2005 that the end of this era and the onset of skyrocketing tuition was part of "public higher education's slow slide toward privatization" (Dillon 2005). At the time, only 12 percent of his college's budget came from state funds (Businessweek 2004).

Recent efforts to raise tuition and increase admission of out-of-state students, so-called "cash cows" who pay higher tuition (Denvir 2011), have been met with media scrutiny and raucous student protests nationwide. Losing out on public appropriations, and unable to shift the burden entirely to students, public colleges are increasingly turning to private models and industry for salvation. This includes actively pursuing extramural support for research, courting private donors by offering naming rights and other perks, contracting out services such as bookstore operations and food vending, forming start-up companies and ventures related to university research discoveries, and seeking more freedom from government authority (Douglass 2007, 252).

Research agreements between public colleges and private corporations have drawn particular attention because they spark fears of diminished intellectual freedom and commodification of the academic pursuit. Several books have articulated this anxiety, including *The University in Ruins* (1996) by Bill Readings, *University Inc.: The Corporate*

Corruption of Higher Education (2005) by Jennifer Washburn, and *The Lost Soul of Higher Education: Corporatization, the Assault on Academic Freedom, and the End of the American University* (2010) by Ellen Schrecker.

Research agreements highlight what is potentially at stake in the sometimes conflicting principles of public accountability and private enterprise, but these days it is not uncommon to find private companies behind any number of services on a public college campus. Some schools have taken especially bold steps toward a privatized model as they clutch at new revenue sources. In July 2004, the three-campus University of Colorado system won “enterprise status,” meaning it is no longer governed by the same rules as state agencies (Businessweek 2004; Kaplan 2009, 113). In Texas, Gov. Rick Perry filled the board of regents at all six state college systems with those who shared his vision that “colleges (should be run) like businesses whose customers are students” (Denvir 2011). UCLA’s Anderson School of Management decided to go completely private and charge students private-school level tuition (Denvir 2011).

The level of privatization at public educational institutions is important because it can directly affect information access and disclosure. In Pennsylvania, four universities including Penn State are considered “state-related” rather than state-owned, a legal status allowing them independent control while still bestowing public funding, which totaled $600 million in 2008. Because of their status, these four universities are primarily exempt from the same public access laws to which the state’s community colleges and 14 State System of Higher Education universities are explicitly beholden (Schackner 2008).

What the Laws and Courts Say

As public colleges and universities continue to embrace the privatization trend, particular attention must be paid to how information access is affected on those campuses. In their respective publications, Feiser and Gupta examine the public information statutes and judicial interpretations that have shaped the level of access citizens are granted in situations of privatization. Their work is not aimed toward higher education but is instructive for student journalists, media advisers and journalism professors, as examining relevant state legislation and case law is a necessary foundation for both assessing a state’s codified commitment to transparency in the face of privatization, and a public college’s adherence to the spirit and letter of those standards.

Sunshine laws tend to govern the level of access public colleges and universities provide (Katz 2012). In most states, such laws are not on the side of those seeking information about privatized services or research because they expressly apply only to public agencies (Frankel 2009, 1494). That said, state legislatures continually debate the issue of government openness and transparency, and a small few have strengthened and broadened their laws as privatization grows. Florida has one of the strongest public access statutes, amended in 1975 to apply to a “public or private agency, person, partnership, corporation, or business entity acting on behalf of any public agency" (119.011(2)). In 1999, Georgia's Open Records Act was amended to state that records maintained by a private entity on behalf of a public agency "shall be subject to disclosure to the same extent that such records would be subject to disclosure if received or maintained by such agency" (50-18-70(a)). Connecticut expanded its law in 2001 to include anyone deemed a "functional equivalent to a public agency" (Public Act 01-169.1(1)(B)), and Rhode Island passed a law in 2006 to ensure that information access would not be hindered by privatization of services.

When it comes to public colleges and universities in particular, California took a significant legislative step toward transparency in September 2011, when Gov. Jerry Brown signed a bill that extended the state's Public Records Act to the auxiliaries and foundations that conduct fundraising for the state's two public college systems and community colleges (Lin 2011). A state senator drafted the bill after Cal State Stanislaus' foundation refused to release a speaking contract with former Alaska Gov. Sarah Palin (Lin 2011). The college systems opposed the bill until the senator amended it to protect the identity of donors in all cases except when the donor receives something from the university valued at over $2,500 or when the donor receives a no-bid contract within five years of the donation.

These are rare examples of explicit statutory affirmation of information access in instances of privatization. In reality, the courts have had to do the heavy lifting by applying judicial interpretation when disputes are brought before them. Relevant rulings have occurred in most but not all states, and those courts have decided the issue in "myriad and often confusing ways" (Gupta 2007, 10), resulting in a "hodgepodge of case law" (Edmonson 2011, 327). Even Feiser, the attorney who set about classifying each state's judicial approach to access and privatization for a law review article published in 2000, said it was often difficult to determine what the courts meant by their rulings (Gupta 2007, 10). At the time of his work, courts in 34 states had ruled on such cases. Those that granted access did so by interpreting their respective state statutes' definitions of "agency" and/or "agency records" to include more than just traditional government entities and/or explicitly public records (Feiser 2000, 826). He classified courts in 22 states as "flexible" in their approach to access and courts in 12 as "restrictive." Further, he designated "sub-approaches" within the two categories. Such sub-approaches among the flexible states include "totality of factors," "public function" and "nature of records." Sub-approaches among the restrictive states include "public funds," "prior legal determination," "possession" and "public control."

Totality of factors: Under this approach, no one factor is enough to grant access to information that is not explicitly covered by the law. Courts weigh a number of factors and rule on a case-by-case basis. Six states have used this approach, according to Feiser: Connecticut, Florida, Maryland, North Carolina, Oregon and Kansas (837). Factors can include the level of public funding, whether the activity was conducted on public property, whether the private entity is performing a governmental function, whether the private agency was created by a public agency, and more (839).

Public function: This approach narrows the review to the question of whether an entity "is performing a public function," rather than considering funding or other factors (845). Attorney and journalist Hammitt prefers this approach because he considers the determination of whether a contractor or quasi-public agency is the "functional equivalent" of the government to be fairly straightforward and commonsensical (Gupta 2007, 12). Courts in 10 states have relied on this approach, according to Feiser, including Georgia, New York, Ohio, California, Louisiana, Missouri, Utah, Kentucky, Delaware and New Hampshire.

Nature of records: This approach does not look at the function of an entity itself, but rather the public or private nature of the records being sought. A court asks whether the contents of the documents include public information, regardless of the entity that actually has possession of them (851). This is perhaps the most aggressive assertion of transparency and Feiser's preferred method, because it reasons that information pertaining to the public should be made public regardless of other factors. It ideally would be the philosophy of courts in every state and the substance of any amendments to public access laws, but courts in only six states have used this approach, including Colorado, Maine, Minnesota, Montana, Washington and Wisconsin.

The more restrictive approaches to interpreting public-access statutes in cases of privatization tend to involve consideration of only one factor in making a determination and result in either denial of access or access under very limited circumstances (853):

Public funds: Under this approach, courts allow access only if a specific level of public funding is evident. If a private nonprofit receives less than half its funding from the government, for example, a court might decide that is not enough to make that entity a public agency. Six states have employed this approach: Arkansas, Michigan, North Dakota, Indiana, South Carolina and Texas.

Prior legal determination: Courts in four states – Pennsylvania, Tennessee, New Jersey and West Virginia – have taken this approach. Feiser writes that this approach limits access to cases where the private entity "was created by the legislature or in some way previously determined by law to be subject to freedom of information laws" (857). In other words, a court is not free to determine whether a private entity might be subject to disclosure laws and must rely on previous courts' rulings for guidance.

Feiser applies the two remaining restrictive approaches to the two states left on his list of 34. He writes that the Iowa Supreme Court takes a **possession** approach, in that it strictly limits access to records that are in possession of a public entity (859). In Illinois, an appellate court has taken the **public control** approach, limiting access to cases in which the private agency is essentially controlled by a public agency (860).

In a March 2012 email to the author, Feiser said he hasn't tracked relevant case law since his classifications were published in 2000. A May 2012 LexisNexis search of relevant cases and law reviews yielded a few noteworthy updates. For example, Massachusetts could join Iowa on the list of states that employ a restrictive "possession" approach. In *Harvard Crimson, Inc. v. President & Fellows of Harvard College* (840 NE2d 518, 521 (Mass. 2006)), the state Supreme Court upheld a ruling that although Harvard College police are partly authorized by state and local police, their records are not subject to disclosure because the records are in possession of the private university and not the police. Tennessee courts rely on prior legal determination, but they seem to have moved toward a "public function" approach in defining a private entity that performs public services. In *Memphis Publishing Company v. Cherokee Children & Family Services* (87 SW3d 67 (Tenn. 2002)), the state Supreme Court ruled that a nonprofit contracting with the state for childcare services was not a government agency, but its records were state property because it "operates as the 'functional equivalent' of a governmental (state) agency."

The hodgepodge of case law can sometimes come from a single court. In examining court rulings related to the state of Washington's Public Records Act, Jeffrey A. Ware writes that the state Court of Appeals ruled in 2006 that a nonprofit provider of government-funded services was not subject to the act. One year later, the same court ruled that a for-profit corporation can be the functional equivalent of a government agency and therefore subject to the act. "Thus, the PRA's definition of agency has been turned on its head through incremental actions," Ware writes (742).

Conclusion

Tracking the sometimes confusing course of case law is an important part of assessing information access in an era of privatization, but that is not where examination or advocacy should stop. Any form that privatization takes on a public campus – outsourcing, fundraising, licensing, research agreements and other transactions – must be weighed against legally stipulated transparency by those with an interest in and understanding of the need for access. Emily Francke, executive director of Californians Aware, a nonprofit that assists journalists in advocating for open government in that state, says the growing influence of privatization represents one of "the big black holes when it comes to access to public agencies" today. Her organization scored a victory last year in pushing for the California bill on college auxiliaries and foundations, but it took many years of trying and two vetoes of previous incarnations by former Gov. Arnold Schwarzenegger. The larger question of privatization versus public access might be taken up by CalAware in coming years, Francke said, and perhaps is a ripe cause for journalists and other advocates of access.

There are any number of directions to take this issue on individual campuses. Student journalists and media advisers at public community and four-year colleges should find out more about the level of privatization in policing, vending, research sponsorship, management services, athletics, fundraising and other elements that facilitate the academic and extracurricular experience. Understand the legitimate need for privacy in some cases, especially as codified in sunshine law exemptions, but push back when it seems the exemptions or vague wording of the laws are being used to skirt access in situations of privatization. Request contracts and examine stipulations regarding information disclosure, being especially attuned to any reference to confidentiality. Keep in mind that once information makes contact with an agent of a public entity, it is typically subject to disclosure, such as in the case of emails between a college employee and a private contractor.

Also be aware of the potential privatization of physical space as well as information. This pertains to meetings, but it also matters when private contractors are hired to manage space that might once have been considered public. Frank LoMonte, executive director of the nonprofit Student Press Law Center, says he sees a showdown brewing over student journalists being told they can't take photographs in bookstores, cafes and other campus spaces now managed by private companies. He doesn't know of any court challenges yet, but he encourages students to test whether photos and video are restricted in spaces that once were clearly the domain of public institutions, and whether there is any discrimination between student journalists and other students.

Just as state support is unlikely to return to previous levels, the path toward privatization is unlikely to slow at public colleges and universities. This raises delicate questions of how to balance privacy against transparency, but student journalists and media advisers should remind officials and remember themselves the essential spirit of sunshine laws. Members of the press have a great responsibility, as the media functions "not only as a vocal advocate of greater public access to information about governmental decision-making, but also as an institutionalized adversary of powerful institutions in American society" (Hearn 2004, 5). Ignoring the changing responsibilities on their campuses – and the shift in accessibility that might ensue – would be a disservice to such responsibility.

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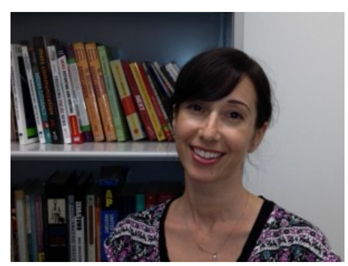

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Research Spotlight: Still in Growth Mode

Lisa Lyon Payne September 6, 2012

Newspaper revenues, salaried positions grow; Online editions expand as well

By Lillian Lodge Kopenhaver
Florida International University

College and university student newspapers have long been positioned as training grounds for the professional press, modeling them in many aspects.

The newspaper business has faced financial challenges and technological change. So too have student newspapers wrestled with some of the same issues. This study was designed to look at how college and university student newspapers and online editions have fared in these economic times, and how they have also met some of the same challenges as their professional counterparts. Results show that total operating budgets and the number of salaried staff have increased. More papers report revenue from advertising, the first step to gaining greater independence and professionalism. In addition, the student press has welcomed technology and created and expanded online editions.

Methodology

In an effort to report on and provide comprehensive data on salaries and benefit packages for students working on college and university newspapers across the United States, in the spring and summer of 2011, surveys were sent via Qualtrics to 580 active College Media Association adviser/members; 219 responses (37.8 percent) were received.

In order to track trends over time, this survey replicated one sent out in the spring of 2007 using a similar target audience of active CMA members as well as student newspapers listed in the 2006 Editor and Publisher Yearbook. The resulting article was published in the Spring 2008 issue of *College Media Review*. Initially, the current survey was also sent to the college and university newspapers listed in the Editor and Publisher Yearbook as well, but responses were very limited. Therefore, they were eliminated and the survey was re-sent only to CMA members. Cross tabulations were run on all salient aspects to provide a full picture of staff salaries and newspaper finances and demographics. Comparisons were also made to data from 2007 to illustrate changes over that period.

Since the last survey was conducted four years prior, online editions of college and university newspapers have increased. Therefore, this survey included a number of extra questions dealing with online newspapers, including budgets, sources of revenue, role of advertising and frequency of information updates.

Demographics of respondents

Nearly half those responding (47.9 percent) are from four-year public colleges, and slightly more than one-third (34.9 percent) are from four-year private schools. Two-year public colleges account for 17.2 percent; there were no respondents from two-year private institutions.

Respondents represent 45 states and the District of Columbia. Texas had the most respondents with 17, followed by Pennsylvania with 14, Illinois and North Carolina with 13 each and Georgia with 11.

The highest percentage of colleges and universities represented (40.4 percent) have 1,001-7,500 students; 23.8 percent enroll 7,501-15,000, and 34.3 percent have 15,001 or more students. Five schools have 1,000 or fewer enrolled.

More college or university newspapers (45.1 percent) publish weekly than any other frequency; 17.4 percent publish daily. Those publishing alternate weeks account for 15 percent, while those coming out twice a week number 8.5 percent; those three times a week represent 2.3 percent, and those monthly, 11.7 percent.

Papers published weekly show the largest increase in number from 2007 figures, with 40.5 percent falling into that category at that time; those publishing alternate weeks decreased from 22.9 percent. Dailies increased from 14.6 percent; those publishing twice weekly increased from 7.6 percent, and monthlies remained constant.

Most daily newspapers (83.8 percent) are at four-year public colleges; the rest are at four year private schools. Dailies account for nearly one third (30.7 percent) of public college newspapers, but only 8 percent of private school newspapers.

Most of those publishing twice weekly are at four-year public colleges (77.8 percent), where they account for 13.9 percent of the papers. The rest of the twice-weekly papers are at four-year private colleges, where they comprise 5.3 percent of papers. All three-times-a-week papers are at four-year public universities; they account for 5 percent of the papers published there.

At four-year public colleges, 41.6 percent of papers are weeklies, while at four-year private schools, 64 percent fall into that category. Weeklies comprise 16.2 percent of papers at two-year public institutions, a significant decrease from 23 percent in 2007.

Alternate week papers tend to be the predominant type of publication at two-year public colleges (51.4 percent), a significant increase from 41.9 percent in 2007; 13.3 percent of four-year private school papers, a substantial decrease from 28.1 percent in the last survey, and 13.3 percent of four-year public college papers, an increase from 2007, also fall into this category.

Of all monthly papers, nearly half (48 percent) are found at two-year public colleges, where more than one half (51.4 percent) are published monthly, a substantial increase from one third in 2007. At four-year private schools, 9.3 percent are published monthly, an increase of 2 percent from 2007; six four-year public institutions have monthly newspapers.

Newspaper size

Newspapers continue to move to a broadsheet format, with 49.8 percent reporting that size in 2011 as compared to 43 percent in the last survey and 35.5 percent in the 1999 questionnaire.

Four-year public colleges and universities have continued to take the lead in printing broadsheet papers, with 57.8 percent reporting that format. At private four-year institutions, 40.8 percent are broadsheets, a significant increase from 2007 (29.2 percent). Most two-year public college papers are tabloids (55.6 percent), a decrease from 72.6 percent in 2007, illustrating more of shift to broadsheet there, too. Daily newspapers have the highest percentage (70.6 percent) of broadsheet formats, followed by those publishing twice a week (61.1 percent) and weekly (47.4).

More newspapers (32.4 percent) average eight pages than any other size, an increase from 27.7 percent in 2007. Twelve-page papers come next with 28.6 percent, a slight decrease from 29.4 percent in 2007, and then 16 pages (18.1 percent), comparable to the last survey. The percentage of those publishing 24 or more pages (7.1 percent) is comparable to 2007; another 11.9 percent publish 20 pages.

More broadsheet papers (46.6 percent) have eight pages than any other number; 29.1 percent have 12 pages, 10.7 percent print 20, and 2.9 percent have 24 or more. Tabloids are typically 12 pages (27.6 percent), with 26.7 percent of schools printing 16, and 19 percent printing eight. Only 11.4 percent have 24 or more.

At two-year public colleges, most papers are eight (35.1 percent) or 12 (22.3 percent) pages; 21.6 percent print 16 pages, and two schools publish 24 or more. At four-year public colleges, one-third print eight pages and one-third, 12; both are increases from one-fourth each in the 2007 survey. Twenty-page papers are found in 13.5 percent of all schools, and 3 percent print 24 or more; the latter is a sharp decrease from 10.9 percent in 2007. At four-year private institutions, 27.8 percent publish eight pages and one-fourth 12; 8.3 percent average 20, and 13.9 percent print 24 or more.

Newspaper budgets

Overall, newspaper operating budgets have grown. More newspapers (59.1 percent) have budgets exceeding $50,000 annually in 2011 than in 2007 (45.2 percent), and more than one-third (35.8 percent) have annual budgets exceeding $100,000, an increase from 28.1 percent in 2007. Twelve schools report budgets of more than $1 million, a decrease from 16 schools in 2007, and six report $750,001 to $1 million, a decrease from nine in the previous survey. Three-fourths of the former are at four-year public colleges, as are all of the latter except one, which is at a four-year private college. In 2007, only one private four-year college had a budget exceeding $1 million. In this survey, three do. Only 8 percent of college papers have budgets of $10,000 or less, a decrease from 15.9 percent in 2007.

One-third of four-year public college papers have annual budgets of $100,001-$500,000, an increase from 28.9 percent in 2007, while 43.2 percent have less than $100,000, comparable to 2007. More than one half (58.2 percent) of papers at four-year private colleges have budgets of $50,000 or less, a decrease from 68.8 percent in 2007, and 6.9 percent exceed $250,000. At two-year public institutions, nearly half (47.2 percent) report budgets of $25,000 or less, a significant decrease from 68.5 percent in the last survey. No two-year college budget exceeds $250,000. **(See Table 1)**

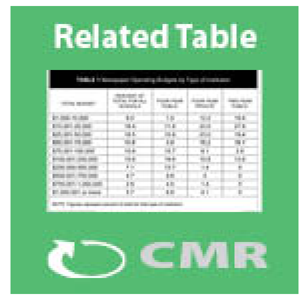

TABLE 1

In addition to the growth in budgets, advertising as a major source of funding for college newspapers has also increased since the 2007 survey. General college and university funding has decreased, and student activity fee funding has remained flat. The larger growth in advertising enables greater financial independence for college and university newspapers.

Most newspapers (86 percent) receive funding from **advertising**, up from 81.5 percent in 2007, but the amount generated by advertising has slightly decreased. More than half (53.7) percent) receive 50 percent or more from this source, comparable to 2007. Only a few (7 percent or 15 schools) are funded totally by advertising, down slightly from 8.9 percent in 2007. Nearly all these, 86.7 percent or 13 schools, are at four-year public colleges, and the other two, four-year private schools. Of these 15 colleges, 13 have operating budgets of $100,001 or more, and five have $500,001 or more.

Of the 12 college newspapers reporting budgets of more than $1 million, three are totally supported through advertising sales. Five dailies also report being totally supported by advertising. More than half the four-year public school papers (60.3 percent) are funded 50 percent or more from advertising; this is a substantial decrease from 73.6 percent in 2007. The same is true for 21.3 percent of four-year private colleges, a sharp decrease from 41.7 percent in 2007, and 19.5 percent of two-year institutions, also a significant decrease from 33.8 percent in the last survey.

The next most common funding source is **student activity fees** with 53.5 percent of papers reporting these subsidies, comparable to 2007. More than one-third (38.6 percent) of college papers receive half or more of their funding from these fees, up from 34.2 percent in 2007. Eleven papers are totally funded by activity fees, down five from 2007. Two are at four-year public colleges, eight at four-year private schools and one at a two-year public institution. Two college papers totally funded by activity fees have budgets exceeding $100,000. Nearly half (43.2 percent) of the two-year public college papers receive half or more of their funding from activity fees, an increase from 39.2 percent in 2007. So do 38.9 percent of four-year public schools, an increase from 30.2 percent in 2007, and 36 percent of four-year private institutions, comparable to 2007.

General college funds subsidize 31.6 percent of college newspapers, a decrease from 37.4 percent in 2007; 21.2 percent receive half or more of their funds from this source, a sharp decrease from 31.1 percent in 2007, and 15 papers receive their entire budget from general college funds, half of the number in 2007. Of those 15 papers, seven are at four-year private colleges, seven at two-year public schools and one at a four-year public institution. Only one paper totally subsidized by these funds has a budget exceeding $100,000. A significant number of four-year private college papers (38.1 percent) receive half or more of their budgets from this source, a slight decrease from 41.7 percent in the last survey, as do those at 36.1 percent of two-year public colleges, down from 47.3 percent in 2007. Only 4 percent of papers at four-year public institutions fall into this category, a decrease from 9.3 in 2007.

Subscription sales provide funding for 10.8 percent of college newspapers, a decrease from 12.6 percent in 2007. Most report only 1 to 10 percent of funding from subscriptions. Five papers list 20-50 percent of funding from this source, while none report more than half.

Several listed endowments, scholarships, interest and investments under “other” sources of funding, but none were substantial.

Editorial salaries

A majority of student newspaper editors, reporters and photographers are paid for their work. The percentage of editors and staff on all levels who are paid has increased from the last survey in 2007, even though the amount they are paid for their work has not in all cases increased. **(See Table 2 and Table 3).**

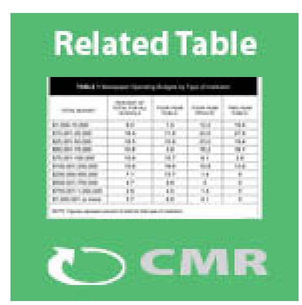

TABLE 2

Most (81.4 percent) **editors/editors-in chief** receive salaries, an increase from 74.4 percent in 2007. Of those receiving salaries, more than half (53 percent) receive $500 or less per month, a decrease from 57.3 percent in 2007. Sixteen editors earn $1,001 or more, a decrease from 19 in 2007.

Two daily editors are not paid; of the remainder, none receives less than $250 a month. Nearly one third (32.4 percent) receive $251-$750; 29.7 percent receive $751-$1,000, and 24.3 percent, more than $1,000. At weeklies, nearly one fourth (22.2 percent) of editors are not paid; of those paid, one fourth receive $250 or less, and 48.8 percent receive $500 or less. Four editors are paid more than $1,000 a month.

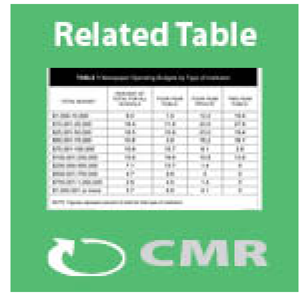

TABLE 3

At monthly papers, 44 percent are not paid; of those receiving salaries, all but three earn $500 or less.

Of those top editors who are paid, more than three-fourths (76 percent) of those at four-year private college newspapers, more than one-third (37 percent) at four-year public schools, and nearly two-thirds at two-year colleges (63 percent) receive $500 or less a month. One-third (34.8 percent) of four-year public and 12 percent of four-year private college editors, as well as 11.1 percent of two-year public school editors, are paid $751 or more; 13.5 percent of four-year public school editors are paid more than $1,000, as are eight four-year private college editors.

However, 37 percent of two-year college editors receive no salaries, down from half in 2007. The same is true for 38 percent of four-year private college and 10.1 percent of four-year public institution editors; both are increases over 2007.

More than two-thirds (68.2 percent) of **managing/associate editors** receive salaries, an increase from 62.9 percent in 2007; of those paid, one-fourth receive $250 or less per month, a decrease from 37 percent in 2007. In addition, 2.2 percent earn $1,001 or more, while nearly another third (30.4 percent) earn $251-$500, the highest frequency.

Of the daily managing editors, 16.2 percent are not paid; of those who are paid, one-third (32.3 percent) are paid $101-$500 and 38.7 percent, $751-1,001 or more. At weekly papers, more than one-third (36 percent) do not pay managing editors; of those receiving salaries, more than half (52.6 percent) are paid $250 or less, and 22.8 percent, $251-$500. Slightly less than half (41 percent) the managing editors at monthly newspapers are paid, an increase from 32.4 percent in 2007; of those who receive salaries, two-thirds are paid $250 or less.

Of those managing editors who are paid, 58 percent at four-year private colleges, as well as 41 percent of those at two-year public colleges, and one-fourth at four-year public colleges, receive $250 or less a month; all are increases from 2007. Only 18.7 percent of four-year public college editors and 8 percent of editors at four-year private institutions are paid more than $750. Three managing editors at four-year public schools receive more than $1,000.

On the reverse side, 39 percent of two-year public college managing editors receive no salaries, a sharp decline from two-thirds in 2007; 42.4 percent of four-year private college managing editors receive no salaries, comparable to 2007, and 22 percent of those at four-year public schools are not paid, an increase from 16.3 percent in the last survey.

More than two-thirds (67.7 percent) of **news editors** also receive salaries, a sharp increase from 58.5 percent in 2007. Of those paid, 45 percent receive $250 a month or less and 21.3 percent receive $501 or more, both comparable to the last survey.

A high percentage of news editors in all institutions receive $250 or less a month; that is true at 71.4 percent of four-year private schools, nearly half (41.2 percent) of two-year public institutions and more than one-third (35.7 percent) of four-year public colleges.

At daily papers, only four news editors are not paid; of those at dailies who receive salaries, 27.3 percent are paid $251-$500, and 24.2 percent are paid more than $750. Nearly one-third (31.5 percent) of news editors at weekly papers are not paid; of those receiving salaries, two-thirds are paid $250 or less. At monthly papers, More than three-fourths (78.3 percent) are not paid; of those receiving salaries, 60 percent receive $250 or less.

Nearly two-thirds (65.2 percent) of **sports editors** are paid salaries, a slight increase from 61.9 percent in 2007; of those paid, 45 percent receive $250 or less a month, a decrease from half in 2007, and 20.6 percent earn $501-$1,000 monthly, an increase from 16.8 percent in the last survey. However, 13.7 percent are paid $100 or less, and 6.1 percent earn $750-$1,000.

Three sports editors at daily newspapers are not paid; 60.6 percent of those who are paid receive $251-$750 a month, and 18.2 percent receive more than that. Nearly two-thirds (64.4 percent) of sports editors at weeklies are paid; of those, 65.5 percent receive $250 or less, and 12.1 percent earn more than $500 a month. On monthly publications, most (82.6 percent) sports editors are not paid. Of those who are, three-fourths receive $100 or less.

Of sports editors who are paid, more than three-fourths (77 percent) of two-year public college editors receive $250 or less a month, as do 90.6 percent of four-year private and three-fourths of four-year public school editors; all are increases over 2007. One sports editor at a two-year public school, two at four-year private colleges, and five of those at four-year public colleges earn more than $750.

Of all **features/entertainment editors**, two-thirds are salaried, an increase from 62 percent in 2007; 47.8 percent of those receive $250 or less a month, while 18.5 percent receive $501 or more. Four of the daily features editors are not paid; of those who are paid, nearly two-thirds (60.6 percent) receive $251-$750. Seven editors receive $751-$1,000; none receives more than $1,000. More than two-thirds (68.3 percent) of features editors at weekly papers receive $250 or less, while two earn $751 or more. Only 17.4 percent of monthly features editors are paid; most receive $100 or less.

At four-year private colleges, more than two-thirds of features editors (69.6 percent) receive $250 or less. The same is true of one-third of two-year public school editors and 42.4 percent of those at four-year public colleges. On the other hand, 22.2 percent of features editors at two-year public colleges, 21.2 percent at four-year public institutions and 9 percent at four-year private schools are paid $501-1000.

Far fewer **campus/assignment editors** (38.3 percent) receive salaries, an increase from 28.2 percent in 2007. Of those who are salaried, more than half (55.6 percent) receive $250 or less a month, an increase from 42.4 percent, and 16.7 percent receive $100 or less; the latter is a decrease from 18.8 percent in 2007. Conversely, 13.9 percent receive $501-$1,000, a decrease from 17.6 percent in the last survey. At dailies, nearly two-thirds (61.8 percent) of campus editors are paid, and nearly two-thirds (61.9 percent) of those receive $251-$750. At weeklies, 37.6 percent are paid; most (81.3 percent) receive $250 or less. Only three monthly campus editors are salaried; all receive $100 or less.

At two-year public colleges, only 15.2 percent of campus editors are paid; of those, 40 percent receive $100 or less, an increase from 30 percent in 2007. One third of editors at four-year private schools are paid; of those receiving salaries, 76.2 percent are paid $250 or less. The situation at four-year public institutions is slightly better, with half receiving salaries; however, 47.8 percent of those receive $250 or less, an increase from 32.7 in 2007, and 19.6 percent receive more than $750.

More than two-thirds (63.1 percent) of the **copy editors** receive salaries, a significant increase from 53.2 percent in 2007; of those paid, more than one half (56.8 percent) receive $250 or less monthly, a slight decrease from 59.4 percent in 2007. Only 12.8 percent earn $501-$1,000, and none earns more than $1,000.

Most (94.6 percent) of the copy editors at daily newspapers are paid. Nearly one half of those (48.6 percent) receive $251-$750. Nearly two-thirds (63.2 percent) of the weekly copy editors are paid, with 76.4 percent receiving $250 or less. Only 18.2 percent of the copy editors at monthlies receive salaries; most earn $100 or less.

Only one-fourth of copy editors at two-year public colleges are paid, with 44.4 percent receiving $250 or less monthly; two are paid $501-$750. At four-year private colleges, 53.8 percent receive salaries. Of those, nearly three-fourths (71.4 percent) are paid $250 or less, while one receives $750-$1,000. More than three-fourths (83.5 percent) at four-year public colleges are paid; 52 percent receive $250 or less, and 14.8 percent are paid more than $500.

Slightly fewer than half (48.4 percent) of **editorial page editors** receive salaries, comparable to 2007. More than half (52.7 percent) of these individuals receive $250 or less a month and 17.2 percent receive $501 or more; both are comparable to the last survey. Of the editorial page editors at dailies, 77.1 percent are paid; two-thirds of those receive $251-$750, a decrease from 82.9 percent in 2007, and two are paid more than $750. At weeklies, 44.7 percent of editors receive salaries; of these, most (84.2 percent) are paid $250 or less, an increase from 69 percent in 2007. Only 13.6 percent of monthly editorial page editors are paid; none receives more than $100 a month.

More than half of the 20.6 percent of editorial page editors at two-year schools receive $100 or less monthly. More than one-third (36.5 percent) of these editors at four-year private colleges receive salaries, a decrease from 41.7 percent in 2007, and of those who are paid, nearly three-fourths (73.9 percent) receive $250 or less. At four-year public institutions, two-thirds are paid; of these, 44.4 percent receive $250 or less, and 20.6 earn $500 or more, comparable to the last survey.

Nearly half (42.6 percent) of all college newspaper **reporters** are paid, an increase from 35.5 percent in 2007; nearly half of those (48.8 percent) make $100 or less a month. Two schools report paying reporters more than $500 a month.

At dailies, more than half (54.1 percent) are paid, a decrease from 63.6 percent in 2007. Of these, 70 percent receive $250 or less a month, an increase from 53.6 percent in 2007; none earn more than $500. At weeklies, 40 percent of reporters are paid, an increase from 30.3 percent in 2007; 53 percent of those receive $100 or less. Of the 16 percent at monthly newspapers who are paid, an increase from 11.6 percent in the last survey, half earn $100 or less.

At two-year public schools, most (83 percent) reporters receive no pay; of those who do, half receive $250 or less monthly. At four-year private colleges, nearly one-third (31.3 percent) of reporters are paid, nearly double the number in the last survey. Of those, more than half (52.3 percent) receive $100 or less, fewer than 68.8 percent in 2007. At four-year public institutions, 60 percent of reporters receive salaries; most (80.7 percent) are paid $250 or less, an increase from three-fourths in 2007.

Photo editors fare better than many other editors, with nearly two-thirds (64.3 percent) salaried, an increase from 59.5 percent in 2007. Half receive $250 or less a month, comparable to 2007. Of the 10 photo editors who are paid $751-1000, seven are at four-year public colleges.

At daily newspapers, nearly all (94.6 percent) photo editors are paid, an increase from 81.2 percent in 2007, with nearly half receiving more than $500 a month. At weeklies, more than half (59.6 percent) receive salaries; 70 percent of those paid receive $250 or less. At monthly newspapers, of the 22.7 percent who receive salaries, 80 percent are paid $100 or less.

Nearly half (41.7 percent) the two-year public college photo editors are not paid, an increase from 35.1 percent in 2007; of those paid, more than one-third receive $250 or less monthly, down from 69.2 percent in 2007. Another 46.7 percent receive $251-$500. At four-year private colleges, more than half (52.3 percent) receive salaries; of those, two-thirds are paid

$250 or less. Of the photo editors at four-year public institutions, 80.6 percent receive salaries, with 44.3 percent being paid $250 or less, and 24.1 percent receiving more than $500. Seven earn more than $750.

Nearly half (49 percent) the **photographers** are paid, a substantial increase from 35 percent in 2007; most common (30.9 percent) is payment of $10.01 or more per published photo, followed by 19.6 percent who are paid $5.01-$10 per usable photo and 10.3 percent, $1-$5 per usable photo. Others listed payments per month ranging from $35 to $220; an hourly wage, generally $8.50 per hour; and scholarships. Two-thirds of photographers are paid at dailies and weeklies; $10.01 or more a published photo is most common. At weeklies, 46 percent are paid, and $1-$5 per usable photo is usual. At monthlies, only 16.7 percent are paid, and $1-$5 per usable photo is the norm.

At two-year colleges, more than one-third of the photographers are paid, and $10.01 or more per published photo is most frequent. At four-year private colleges slightly more than one-third are paid, and $5.01-$10 per usable photo is the norm. At four-year public schools, two-thirds of photographers receive compensation, with $10.01 or more paid per published photo.

Business salaries

Salaries of students on the business side are comparable to those on the editorial side, both in the percentage of those paid, which has generally increased, and the amount they receive, which has generally decreased. More than two-thirds (67.2 percent) of **advertising managers** receive salaries, an increase from 61.3 percent in 2007; of those paid, 35.9 percent receive $250 or less, a decrease from 39.1 percent in 2007. However, a higher percentage (40.5) receive $500 or more a month.

Most (83.3 percent) daily newspapers pay salaries to advertising managers, an increase from three-fourths in 2007. Slightly less than one-third (30 percent) pay more than $1,000, and fewer yet (23.3 percent) pay $500 or less a month. More than two-thirds (67.4 percent) of the weeklies pay salaries, an increase from 58.7 percent in 2007; of those, nearly half (48.3 percent) pay $250 or less per month, and 12.1 percent pay more than $1,000. Only 28.6 percent of monthlies pay advertising managers, and only one of those pays more than $500.

At two-year public colleges, more than half (54.3 percent) the advertising managers receive salaries, an increase from 43.2 percent in 2007; slightly more than half (52.6 percent) receive $250 or less and one receives more than $1000. At four-year private schools, 59.1 percent are paid salaries, an increase from 56.3 percent in 2007; 41 percent are paid $250 or less, and 12.8 percent receive more than $1,000. More than three-quarters (77 percent) of advertising managers at four-year public colleges are salaried, a slight increase from 2007. More than half (52.1 percent) receive $501 or more and 15.1 percent receive $1,001 or more a month.

Fewer **business managers** (37.6 percent) are paid than advertising managers, comparable to 2007; half of those paid receive $250 or less a month, and 22.5 percent receive more than $500, a decrease from 44 percent in 2007. Only 8.5 percent are paid more than $1,000, a significant decrease from 23.9 percent in the last survey. Of the one-third of daily business managers who are paid, nearly half (45.5 percent) make more than $750, a significant decrease from 70 percent in the last survey; 27.3 percent earn $1,001 or more, also a significant decrease from 55 percent in 2007. At weeklies, 44.7 percent are paid, with most (81.6 percent) receiving $500 or less. Of the 23.8 percent of monthly papers that pay business managers, a large increase from 8.8 percent in 2007, all receive $250 or less.

Only 18.8 percent of two-year public college business managers are paid; of those, all receive $250 or less. At four-year private schools, 40 percent are paid, up from 36.5 percent in 2007; of those, more than half (56 percent) receive $250 or less. Nearly one half (42.6 percent) of the four-year public college business managers are paid, with 27.5 percent receiving more than $500, a sharp decrease from 58.7 percent in 2007, and 10 percent being paid more than $1,000 a month.

Classified ad sales managers are paid less than any editorial or managerial slot, with only 14.8 percent salaried, comparable to 2007. More than three-fourths (78.3 percent) of these individuals are paid $500 or less monthly, and 13 percent receive $1,001 or more. Nearly one-fourth (23.4 percent) of classified ad sales managers at dailies are salaried. Three of these managers receive more than $1,000 a month, and nearly two-thirds (62.5 percent) are paid $500 or less.

Advertising sales representatives are paid at 40.8 percent of colleges and universities; of those, 46.4 percent earn $250 or less. Another 20.5 percent receive more than $500, and five individuals make more than $1,000.

At most (83.9 percent) dailies, advertising sales representatives are paid, a significantly higher number than 47.7 percent in 2007; 15.4 percent make more than $1,000 a month, and half receive $251-$500. At weekly newspapers, 40.5 percent are paid; more than two-thirds (68.8 percent) of these reps are paid $250 or less, and one receives more than $1,000. At monthly papers, none of these reps are paid.

At four-year private colleges, 36.1 percent of ad sales reps are paid; of those, 59.1 percent receive $250 or less, and one receives $1,000 or more. At four-year public institutions, more than half (57 percent) receive salaries; nearly three-fourths (71.4 percent) are paid $500 or less, and 8.2 percent receive more than $1,000 a month. Only 6.3 percent of two-year public college sales representatives are paid; all receive $500 or less.

More than one-third (36.5 percent) of advertising sales representatives receive 6-10 percent commissions, the most frequent method of payment; 1-5 percent commission ranks next for 20.5 percent, followed by 11-15 percent commission for 12.2 percent of reps, and 16-20 percent for 10.3 percent; 7.1 percent receive an hourly wage, and 6.4 percent are paid an hourly wage plus commission.

At four-year public colleges, a 6-10 percent commission is most common for nearly half the respondents; this is followed by an 11-15 percent commission at 18 percent of these schools. At four-year private institutions, one-third pay a 6-10 percent commission, followed by a 1-5 percent commission for 31.9 percent of reps.

Two-year public college papers most often pay a 1-5 percent commission (31.3 percent); another 30 percent pay 16-20 percent. More than half (54.8 percent) the dailies pay a 6-10 percent commission, followed by 16.1 percent which pay hourly wage plus commission. More than one-third (36.1 percent) of weeklies also pay 6-10 percent commissions; and 19.4 percent, 1-5 percent. At monthlies, 6l.5 percent pay 1-5 percent, and 16-20 percent is paid to 23.1 percent.

Online Editions

Nearly all (94.5 percent) colleges and universities publish an online edition of the newspaper, and nearly half (44.2 percent) update them daily. More than one-third (36.3 percent) update weekly, followed by twice weekly (9.5 percent) and alternate weeks (8.4 percent).

Most (85.7 percent) online editions use 76 to 100 percent of the articles and stories from the print version of their paper; 7.9 percent use 51 to 75 percent, and 3.2 percent use none of that content. At four-year public colleges, 57.3 percent update daily, followed by one-fourth who do so weekly. At four-year private schools, 39.4 percent update daily and 45.5 percent weekly, while at two-year public institutions, 53.6 percent update weekly and one-fourth, alternate weeks.

With regard to total operating budgets for the online edition, three-fourths (76 percent) report $5,000 or less annually; 8.9 percent have $5,001-$10,000, and 6.7 percent, $30,000 or more. At two-year public institutions, 92.6 percent have $5,000 or less; 67 percent of four-year public colleges report the same, although 7.8 percent have $30,000 or more. Nearly three-fourths (71 percent) of four-year private schools report budgets of $5,000 or less, and 8.1 percent report $30,000 or more.

More than one-third (36.8 percent) of the online editions receive funding from advertising, with 41.9 percent of those being supported totally by this source; 43 percent of four-year public colleges fall into this category, as do 44.4 percent of four-year private school editions and one two-year public institution.

Most (84 percent) run banner ads. Nearly half (42.1 percent) charge $1-$100 for this type of ad, followed by 26.3 percent who charge $101-$250, and 22.8 percent who ask $251-$500; 8.8 percent charge more than $500.

Only 26.2 percent receive student activity fees for online editions; of those, more than half (56.6 percent) are totally funded from this source. Fewer online editions (21.3 percent) are supported by college and university funds; of these, nearly two-thirds (62.8 percent) are totally supported in this manner. Other funding includes the following: agreements with College Publisher, part of newspaper budget and student government.

Sixty percent of newspaper operations do not have a different editor for the online edition from the print version. Of those which have a separate editor, more than half use the title of online editor, while 15 percent use web master. Under the "other" category, seven listed web editor, while individual mentions included web director, multimedia editor/coordinator, online manager/managing editor and web news coordinator.

More than half (59.7 percent) the **online editors** are paid, an increase of 10 percent from 2007. Of these, 47.5 percent are paid $250 or less, a decrease from 60.8 percent in the last survey; 12.5 percent receive more than $750, double that of 2007. More than three-fourths (78.9 percent) of the online editors at daily newspapers are paid; 28.9 percent earn $251-$500, and 42.2 percent receive more than $500 a month. Nearly half (42.9 percent) the online editors at weeklies are paid; of those, nearly three-fourths (71.4 percent) are paid $250 or less. No monthly online editors are paid.

Two-thirds of online editors at four-year public colleges are paid, a decrease from 73.6 percent in 2007; of those, more than one-third (39.1 percent) receive $250 or less, and 8.8 percent are paid more than $750. More than one-half (52.2 percent) these editors at four-year private institutions receive salaries, an increase from 38.5 percent in 2007; nearly three-fourths (70.8 percent) receive $250 or less. At two-year public colleges, half are paid, an increase from 20.3 percent in 2007; one-third receive $250 or less.

Course credit

A number of schools offer student editors course credit in a variety of options, but all papers have shown decreases from the last survey in 2007. Slightly more than one-fourth (26 percent) of editors/editors-in chief receive course credit, a decrease from 31.9 percent in 2007; of those, most (81.1 percent) receive 1-3 semester hours. With respect to dailies, only one offers 4-6 credits, a decrease from 13.6 percent in 2007. Nearly half (44 percent) the monthlies, a decrease from 47.1 percent in the last survey, also offer credit, as do 28.4 percent of weeklies, a decrease from 35.2 percent in 2007. Two-year colleges are most likely to offer credit (45.9 percent), a decrease from 48.6 percent in 2007, followed by four-year private colleges (27.5 percent), a decrease from 35.4 percent, and four-year public schools (17.3 percent), a decrease from 21.1 percent. Most common are 1 to 3 semester hours.

Other editorial positions have fewer individuals receiving credits: 23.1 percent, managing editors; 24.8 percent, news editors; 24.5 percent, sports editors; 24.5 percent, features/entertainment editors; 18.1 percent, campus/assignments editors; 24.4 percent, copy editors; 22.5 percent, editorial page editors; 20.7 percent, online editors; and 26.2 percent, photo editors. Reporters fare better, with 35.4 percent receiving credit. All are decreases from 2007.

On the business side, the percentages are even smaller: 21 percent, advertising managers; 15.3 percent, business managers; and 7.2 percent, classified ad managers.

In almost all cases on both the editorial and business sides, whenever credit is offered, it is 1 to 3 credits per semester. This is more common at two-year colleges and on monthly and alternate weeks newspapers.

Very few papers offer tuition waivers. They are most common for editors/editors-in-chief, (14.1 percent), and less frequent for other editors as follows: managing/associate editors, 8.2 percent; news editors, 5.9 percent; sports editors, 6.4 percent; features editors, 5 percent; campus/assignment editors, 2.7 percent; copy editors, 4.6 percent; editorial page editors, 5.5 percent; photo editors, 6.4 percent; reporters, 2.3 percent; and photographers, 1.4 percent. On the business side, waivers are more common for advertising managers, 4.6 percent, followed by business managers, 2.3 percent; and classified ad managers and ad sales reps, .9 percent each.

In the final analysis

Major professional newspapers in communities across the country are faced with challenges and uncertainty: circulations are declining; revenue is down, particularly from advertising; and staff layoffs are commonplace.

However, at the beginning of the second decade of the 21st century, college and university student newspapers appear to have met many of the challenges they have faced and made some progress.

With regard to the all-too-critical issue of finances, operating budgets have increased across the board from the last survey in 2007. More budgets exceed $50,000 and a substantial number exceed $100,000. Advertising revenue provides income for an increased number of newspapers, ensuring more substantial independence from reliance on institutional funding. Support from student activity fees has increased slightly, while college and university funding has decreased.

In addition, a majority of editors, reporters and photographers are paid, exceeding the percentage in the last survey. However, even though more staffers are paid, salaries have not increased noticeably.

All types of papers except alternate weeks editions publish more frequently, but papers print eight pages more frequently than 12, a change from 2007 when 12 pages were the norm.

One of the most significant changes is evident in online editions. Nearly all papers publish online, and most update daily. In addition, most of these publications are supported by advertising rather than by other sources. The growth of online since 2007 has been rapid.

The 2007 survey concluded that "a full complement of adequately compensated editors and managers, as well as an adequate budget to support a campus paper that meets the needs of its community, is critical to ensure the stability and success of the media operation." This conclusion is as valid today and, indeed, progress has been made since 2007 toward these goals. Even with the economy and the challenges facing professional media, college and university student media have evolved and are meeting the challenges they face.

Dr. Lillian Lodge Kopenhaver *is professor and dean emeritus of the School of Journalism and Mass Communication at Florida International University. She is past president of CMA and AEJMC, recipient of CMA's Distinguished Service Award and was inducted into CMA's Hall of Fame. She was also named the Outstanding Woman in Journalism and Mass Communication Education for 2009 by the AEJMC Commission on the Status of Women and was the 2011 recipient of FIU's Distinguished Service Medallion.*

Editors note

Lisa Lyon Payne September 6, 2012

It's payback time

The year was 1989. Reagan had just ended his term as office and I was an undergraduate searching for a topic for my senior honors thesis. As editor of my college newspaper at Millikin University, I was interested in researching media ethics at college newspapers. After discovering the existence of *College Media Review* (actually *College Press Review*, before the name change) and finding several valuable ethics articles in the journal, I was on my way.

Bob Bergland

In the nearly quarter-century since that time, *CMR* has continued to be a valuable asset to me, providing useful tips for media advising, more helpful articles for research and a publishing venue for some of that research. Like many of you, I've been very grateful for the journal and all of the other support provided by College Media Association.

Apparently, it's payback time. Robert Bohler has decided to step down as *CMR* Editor after more than six years of outstanding service. When CMA President David Swartzlander offered me the position, I was filled with mixed thoughts: I was humbled to be asked, leery of the time commitment, excited about the possibilities and honored to have the opportunity to continue the fine work of my predecessors, including Bohler, Pat Parish and my Missouri Western colleague, Ken Rosenauer. But integral to the decision to accept the offer was also a sense of obligation and responsibility, a desire to pay back a publication and organization that has given me much over the past 20-plus years.

My hope is that you, the readers and CMA members, have likewise benefitted and share that desire to give back to the journal. I hope that you will indeed give back, in the form of submissions. Do you have a great teaching idea or lesson? Write it up and send it in. Have you read a great (or terrible!) textbook or online resource that your fellow advisers could benefit from knowing about? Draft a review and submit it to the journal. Have you recently conducted historical, qualitative or quantitative research that relates to college media advising? Submit your results to *College Media Review*. Together, let's work to continue the legacy of providing a valuable resource for current and future members of CMA.

Sincerely,
Dr. **Robert Bergland**