

could erode the credibility of advertising and lead to legislation that would tax its use and regulate its content.

Advertisers and advertising agencies, as well as the media that depended on them, reacted in many ways in 1940s. The consensus among the advertising and media professionals was to run ads explaining the economic value of advertising in creating jobs, wealth and low prices. It was still expected to sustain the stability of American economy. Ruth A Wooden in *Matters of Choice-Advertising in The Public Interest* (1996) explains that one of the advertising people who came with different perspective on the role of U.S. advertising is James Webb Young. He saw that advertising is powerful way to help people while rebuilding respect for American business and competitive economic system. Young described the potential power of advertising to influence social change while agreeing that advertising's survival and progress wholly depended on the strength of business.

The first task of U.S. public service advertising is through war ads that was conducted by the War Advertising Council. This council was established in 1942 as non profit voluntary organization financed both by business and individual sponsors. Its purpose is to marshal the talents of the advertising profession to prepare advertising campaign which would inspire people to take action in the interest of national welfare (Sandage and Fryburger, 1963). The first subject for the War Advertising Council and the most popular public service campaign was the drive to help sell U.S. Government Saving Bonds.

The War Advertising Council, through the various media, principally newspapers, magazines and radio, reminded the public to buy war bonds, of the urgent need for gas rationing and the pressing need for women in wartime industries, and effectively mobilized the public in support of the war effort. This giant public information plan in its beginning was supported by the advertisers, advertising agencies and major media.

About four million of the one billion dollars in total War Advertising Council ads helped promote War Bonds and millions of American bought them. There was an urgent need for merchant seamen in 1944 and advertising helped get them.

The recruited millions women for war jobs and many more as uniformed Cadet Nurses. It is estimated that approximately \$1 billion in advertising space and airtime was devoted to this work through 1945 (Stanton, 1991:11).

In 1945, the War Advertising Council was supported by President Roosevelt and Harry Thrumman who saw the need for the council to help form public opinion and attitudes on peace-time issues and asked them to carry on after the war end. The U.S. government learned from the war experience that advertising communications industry has power to affect the attitudes and actions of Americans in time of crisis. They believed that they can arouse patriotic instincts and can obtain support from the people through public service advertising. Since that time on, the War Advertising Council becomes the Advertising Council, or AdCouncil for short.

The issues that prevailed in the AdCouncil campaigns in the late 1940s and 1950s were simple and direct. There was continued need for blood donation to the American Red Cross, and the AdCouncil also kept warning Americans to be careful with matches in the forest- which then introduced the first familiar figure for American society: Smokey Bear. Other national issues were also campaigned for the first post-war years, such as highway safety, help for veterans' right and housing, preservations of natural resources and health.

There were campaigns to sustain a healthy economic climate, to encourage wide employment and to help eliminate barriers to interstate and international trade. The AdCouncil Plan envisioned short-term projects to be undertaken for the government on such subjects as changes in tax laws, the census, and amendments to the Social Security Act.

During the first post-war year, the AdCouncil developed 18 campaigns. The American Red Cross got the most media attention in 1946. With lofty ambitious yet a modest goal- \$30 million in donated advertising for the first year- the Council again surpassed expectations as advertisers and media volunteered \$100 million in radio, print and outdoor time and space (Wooden, 1996: 22).

There are three important points which signifies the great development of U.S. public service advertising after World War II (Wooden, 1996: 29-39) . Firstly, major change in the operating procedure was needed when control of television broadcast programming shifted in the 1960s from sponsoring advertisers who produced their own shows, to the networks that assumed new control of programming. From this point on, public service advertising in AdCouncil ran independent of advertiser control because advertisers no longer decided what went on the air and no longer sponsored the same shows week after week. In other words, the mainstream of the AdCouncil became all volunteer.

Secondly, support of media has always been crucial. The first years' appearance of public service advertising in U.S. was through newspapers, radios and magazines. There were other media developments: the emergence of new forms of transit and display advertising, cable TV, direct mail, and systems to improve the efficiency of handling requests for literature to social agencies generated by advertising. Most campaigners asked for response from the public, made it simple for them to call in without charge, and referred these calls automatically to the caller's hometown.

Thirdly, the issues of the campaign has developed suited to the growth of social complexity in U.S. society. The war never stopped, only the enemy has changed. Public service advertising came to face up the harder issues such as on the break of racial oppression. The urban crisis, minority employment, and the United Negro College Fund became subjects of campaigns for increasing understanding and support up to 1990s. The Vietnam War also invited the role of public service advertising for its war bond campaign, although it became the target of protest and asked for some controversy in U.S. society. Other various issues has been rallied for some years such as mental retardation, minority business, drugs, alcohol abuse, the Peace Corps as antidote to the Third World image of the Ugly American. Subjects that had been taboos in society also got full treatment such as child abuse, mental illness and venereal diseases.

IV. The Response of U.S. Society upon Non Commercial Advertising

There is no evidence which proves that an issue of public service advertising can completely change all the society's behavior or can direct all the elements of the society to take action at the same time. However the experience of the AdCouncil shows how public service advertising can work well. A study done by the Newspaper Association of America was aimed to see the society response upon the public service advertisements with its headlines: "If My Mom Doesn't Care About Me Doing My Homework, Why Should I?" and "Your Dad Never Help You Study. So Now You Never Help Me. If You Don't Help Me, Who Will?". The six big newspapers ran either or both of the ads as full or quarter pages several times during October and November 1992. Those two simple advertisements in a very short time of publishing has elicited many important reactions in the society. The findings showed that after seeing the advertisement people wanted to do more to improve the condition and expect suggestions so that they can make progress with their children' problem. The result says:

29% felt the message had immediacy for them as parents of school age children: I wanted any suggestion to help my children be life-long learners and I hope I can help my child become all she is capable of. 23% made a comment about the ads' content or emotions aroused by the ads: The directness of the ads is effective. The children's faces and ads grabbed my attention. I felt sad. 18% saw the ads' primary value as being for parents' in general: Please do more so parents understand their responsibility. Very helpful to draw parents' attention to unintended neglect (Newspaper Association of America, 1993: n.p)

The society of health field also consider that public service advertising is a highly visible communication strategy to promote health (Dorfman and Wallack, 1993: 76). The criticism, on the other hand, is on the way to promote health through public service advertising because to sell health behavior is not similar to selling consumer

products. Personal behavior on health is only part of what determines health status. In other words, health problem is a complicated thing, with cause and effect which are difficult to separate from other social problems such as poverty, unemployment, education and housing.

However despite all the debates within the health field, in general Americans consider that they learn a lot about health from information on TV including public service advertising. An example is what has been done by Advertising Research Foundation on the study of colon cancer prevention campaign. The study was made from July 1989 to July 1990 in four major American cities. It was found that public service advertising significantly increased the number of men who spoke to their doctors about the risk for colon cancer.

Awareness of the threat of colon cancer increased from 11% to 29% after 6 months of advertising, and then 40% after a year. Men showed the most dramatic increase from 6% before campaign to 35% at the end. Over the one year period, the number of people who spoke to their doctors about colon cancer increased by 43%. The number of men who took action increased by remarkable 114% (AdCouncil, "The Impact of Public Service Advertising Campaigns", par.7)

The Americans' response to the issue of drunk driving is also important as it ranked third in importance behind the topic issue of crime and violence and the needs of children. Among those who saw the advertisements, most of them shows that "After exposure to the ads, 70% of respondents personally acted to prevent drunk driving. The primary action taken was to discuss the problem with a friend (54%). About 40% of respondents said they stopped a friend from drinking and driving" (AdCouncil, "Opinion Research Polling", par.6)

Many issues also encourage Americans to be members of volunteer groups which help the society to lead a safer life. The great number and variety of crimes in the society enforced groups of individuals to found the National Citizens' Crime Prevention Campaign. Having coordination with U.S. Department of Justice by 1982, they introduced the American symbol for crime prevention-McGruff the Crime Dog with its slogan "Take a Bite Out of Crime".

This advertising campaigns has some goals such as to teach the public crime and drug prevention behavior, to motivate citizens to take positive action to protect themselves, their families, and their communities, to help build safer more caring communities and to create environmental less conducive to crime and drug abuse. From its first appearance in 1982, McGruff with his slogan has carried some themes in crime prevention for example "Teenage Assault", "Users are Looser", "Stop A Crime" and many other themes. When in 1991 the University of Winsconsin and the U.S. Bureau of Justice Assistance conducted a research on the impact of crime prevention public service advertisement featuring McGruff the Crime Dog, the results shows that:

Awareness of McGruff reached 95 percent among media managers, 88 percent among crime prevention practitioners, and 80 percent of respondents reported that they paid attention to the anti-violence ads. Nearly one-third said they had learned from them and about one-fifth said they had taken specific actions as a result of what they had learned (AdCouncil, "Impact of Public Service Advertising Campaigns", par.9)

The advertising on the topic of reducing children being killed by gunfire was based on the findings that there were around 13 children each day being killed in that tragic way. Therefore Americans regard crime, violence and children killing by gunfire is a very crucial social issue. After noticing the advertisements on this topic, the survey done by Opinion Research Corporation upon 1,000 adults showed that "The most common action was talking to their children about guns (35%). Another 13% of the respondents reported joining a neighborhood crime prevention watch and 8% said that volunteered for youth group" (AdCouncil, "Opinion Research Polling, par.11).

V. Conclusion

Many efforts have been done both by the U.S. government and private institutions to deal with social problems. One of them is through the role of the American mass media. In spite of the cynical point of view of some media whose impact is considered to have serious problems,

many voluntary nonprofits organizations have started to employ public service advertising to convey their important messages. Printed and aired media have been used to optimize the spread of certain messages and although, there has been some controversies over public service advertising in U.S., many voluntary non profit organizations still regard public service advertising as quite effective in helping to achieve the goals.

The emergence of Advertising Council in U.S can be linked to the value of volunteerism since individuals involvements taking care their own social problems take aside the major involvement of the government. The American individuals to give their participation in social problems especially emerges from the Protestants doctrines which emphasizes the autonomy of the individual and its optimum participation in context of social solidarity.

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