"DELAWARE SMALL WONDER:" AN ANALYSIS OF A STATE SLOGAN CAMPAIGN

By

Ginger Smith

A thesis submitted to the Faculty of the University of Delaware in partial fulfillment of the requirements for the degree of Master of Arts in Communication

May, 1987

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By

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CHAPTER ONE

INTRODUCTION

"Delaware Small Wonder" was shorthand for an emphasis on good growth (Delaware Development Office director).

Research Question

The purpose of this thesis is to study the "Delaware Small Wonder" slogan campaign, first as a public relations program -- that is, the behind-the-scene processes of research/fact finding, planning/programming and communication/action -- and second as an analysis of current public relations theory as it applies to a real campaign.

First, as public relations process, how does the "Delaware Small Wonder" slogan campaign coincide with and diverge from generally accepted communication models of public relations research and programming? The four-step public relation process of Cutlip, Center and Broom (1965, p. 200), hereafter referred to as D.P.A.E., provides the model for this study:

- defining the public relations problems
- planning and programming
- taking action and communicating
- evaluating the program
As an established public relations research concept, the D.P.A.E. model provides a basis for examining the "Delaware Small Wonder" slogan campaign. In what ways does the Delaware campaign follow the accepted D.P.A.E. model and in what ways does it vary? This model and its relationship to the Delaware campaign is described more fully in chapters three, and five through seven. In the public relations literature since 1979, there is evidence of renewed interest in qualitative research and in the case study as a legitimate, reliable research method. The "hows" and "whys" of a slogan campaign can be made accessible through a case study using in depth interviews with key personnel, and review of documents, archival records, and physical artifacts as sources of data. In this thesis the case study method is used to unearth the story of the Delaware campaign for examination as a public relations process. "A case study is a soul-bearing, honest autopsy which every public relations campaign deserves" (Newsom and Scott, 1981, p. 295).

The first aspect of this thesis, then, is to document the case history (chapter four) and its alignment with the D.P.A.E. public relations process model of Cutlip, Center and Broom (chapters five through seven). The second aspect is to relate the "Delaware Small Wonder" slogan campaign to current public relations theory (chapter five), particularly the public information and two-way asymmetric models of Grunig and Hunt (1984) and the situational theory to identify publics of Grunig (1983).
Importance to Communication

Public Relations Review produced a large summer, 1984, issue dedicated entirely to the communication manager's need to think about ways to incorporate research into public relations planning. The emphasis was that today's public relations professional must understand that research is advantageous and compatible with other aspects of his or her role. Research as a tool is brand new to the public relations manager as a means for linking an organization to its publics through "fact-finding, listening, and systematic problem definition" -- terms employed by Cutlip, Center and Broom (1985) in describing the components of the first step of their public relations process. Research and fact-finding also provide a background on which to overlay and apply models and theories such as the public information model of Grunig and Hunt (1984) and the situational theory to identify publics of Grunig (1983). Chapter five discusses the research and fact-finding components for the Delaware campaign with special attention to these models and theories.

For the "Delaware Small Wonder" slogan campaign, the relationship of the recommended public relations process to that followed by the campaign managers produced both predictable and unpredictable results. In studying the Delaware campaign, an important issue for communication research is the insight such a study can provide into the usefulness and applicability of public relations theory to practice in the field.
Rationale

There has been no previous formal examination of the research, planning or communication processes of the Delaware campaign, and an effort to undertake this appears to have been propitious. Responses to interview and information requests were enthusiastic. Great interest was expressed in seeing the campaign reconstructed and documented as few personal records were kept by campaign managers of the process itself. Limited evaluative statements of the effectiveness of the campaign exist in the form of U.S. Travel Data Center Economic Impact studies available for the State of Delaware fiscal years of 1977, 1979, 1981 and 1983. Statistics include the amount of money spent by the legislature, the number of jobs generated, the amount of money earned by state employees, and the tax revenues generated for the state as a whole and for each of the three counties.

The "Delaware Small Wonder" slogan campaign has attributes suitable for the case study method. Only in its fourth year, most of the major agencies and personalities involved in the genesis and implementation of the idea are available for research inquiries and in depth interviews. Documents and archival records exist in uninterrupted form from the beginning of the campaign to the present. It is possible to trace the campaign from its conception in known historical, social, economic and political contexts through its formal structuring and marketing strategies.

The "Delaware Small Wonder" slogan campaign is not an isolated
phenomenon. Since the enormous success of the "I Love New York" campaign in 1977, many states, regions and even counties have adopted this strategy. There is a national trend for revitalizing state slogans. Tourist and economic development has swelled in political and financial importance in Delaware in the last eight years. This is reflected in legislative budget allocation increases from $72,000 in 1978 to $356,000 in 1982, small bucks by national standards but a hard-earned commitment to "big-time" promotion for conservative, little Delaware.

Politically, it is important to recognize that a sophisticated public relations process, such as the "Delaware Small Wonder" slogan campaign, had never been tried before in Delaware. Comparing its actual implementation with the theories recommended by experts is the method selected for structuring this thesis analysis. The analysis can serve as a model for developing future state plans. It can help expand research and public relations theory as it applies to specific public relations planning. Most importantly, the analysis can identify areas for further research in the public relations field.

Methodology

As mentioned above, this thesis revolves around two aspects of the "Delaware Small Wonder" slogan campaign. The first aspect is to assemble the facts or story of the campaign using the case study method according to research procedures recommended by Yin (1984). The features of Yin's methodology and its application to the Delaware
campaign are outlined in detail in chapter two. The case study comprises chapter four and documents the facts of the campaign's evolution and implementation relying largely on interviews with key participants in the state government and advertising agencies. To ensure reliability, twenty-four interviews were obtained in order to have all viewpoints represented and to offset contradictions inevitable in personal recollections. The same eighteen-question guide was used for each interview and is included here under Supporting Materials (thesis, p. 130). Where permitted, interviews were taped and later transcribed. News releases, advertising and other available printed materials were examined in establishing a chronology of decision-making, events, and announcements. Also valuable were informal responses to the campaign, such as "the man on the street" reactions to the new slogan. Information from these formal and informal interviews and the various documents is used to reconstruct the case story in chapter four and is interwoven in the analysis in chapters five through seven. The memorabilia produced for the commercial retail market -- license plates, mugs, T-shirts, bumper stickers, to mention only a few -- also are briefly examined.

The second aspect of this thesis is to apply the models and theories of public relations experts to the "Delaware Small Wonder" case story, to reveal where the Delaware campaign complies with and varies from relevant procedures and concepts. Public relations experts Scott M. Cutlip and Allen H. Center lay the groundwork for the prominence of the public relations process model today. In discussing
research attitude, they comment that:

like an iceberg, only a small part of public relations practice is seen above the surface. The part that does show -- publicity -- is too often taken for the whole thing; but the unseen mass -- research, planning, evaluation -- is more important in the long run (1982, p. 143).

For Cutlip, Center and Broom (1985) public relations is a problem-solving process; an emphasis on fact-finding and planning is what distinguishes public relations from publicity. They outline a four-step process considered theoretically vital to the planning of any public relations program:

1. **Defining the problem.** This involves probing and monitoring knowledge, opinions, attitudes, and behaviors of those concerned with and affected by the acts and policies of an organization -- research and fact finding. In essence, this is an organization's intelligence function as it requires determining "What's happening now?"

2. **Planning and programming.** This involves bringing the intelligence to bear on the policies and programs of the organization. It results in decisions affecting program publics, objectives, procedures, and strategies in the interests of all concerned. This step in the process answers "What should we do and why?"

3. **Taking action and communicating.** This involves implementing the plans and program through both action and communication designed to achieve specific objectives related to the program goal. With respect to each of the publics, the question is "How do we do it and say it?"

4. **Evaluating the program.** This involves determining the results of the program, as well as assessing the effectiveness of program preparation and implementation. Adjustments can be made in the continuing program or the program can be stopped after learning "How did we do?"
Table 1: The four-step D.P.A.E. problem solving process of public relations research by Cutlip, Center and Broom (1985, p.200).

Only the first three steps of Cutlip, Center and Broom's four-step model are the basis for the analysis of the Delaware slogan campaign. By overlaying this three-step process of problem definition/research, planning/programming and action/communication in analyzing the "Delaware Small Wonder" campaign, this thesis
compares what is proposed by experts to a practical application. It points out where the Delaware campaign diverged from and coincided with prescribed public relations practice. Chapters five, six and seven describe this comparison in detail.

The "Delaware Small Wonder" slogan campaign's relationship to public relations theory is examined through the application of Grunig and Hunt's (1984) public information and two-way asymmetric models and Grunig's (1983) situational theory to identify publics. These models and theories are introduced in chapter two and are applied to the Delaware campaign in chapters five and eight.

Limitations

The kind of in depth analysis necessary for achieving the fourth step of the Cutlip, Center and Broom D.P.A.E. public relations process -- an evaluation of program effectiveness -- is beyond the scope of this thesis. Cause and effect of a state slogan campaign are difficult to establish. Subjective reactions and assessments of the campaign, however, inevitably resulted from the interviews conducted with the major figures involved with the slogan campaign. The commentaries of these participants provided an informal means of "grading" the campaign effort. The researcher's pledge to anonymity enabled the interviewees to give frank, revealing and occasionally self-serving answers, but it hindered the open transmission of data essential to an objective evaluation.
Thesis Organization

The thesis is organized in eight chapters beginning with the introduction. Chapter two reviews the relevant public relations literature and its relationship to the themes, and methodological and theoretical areas of this thesis. Chapter three outlines the specific methods that were employed in superimposing the D.P.A.E. public relations model of Cutlip, Center and Broom (1985) on a case study of the "Delaware Small Wonder" slogan campaign. Chapter four tells the "Delaware Small Wonder" story. The first three steps of the D.P.A.E. model, as it relates to the Delaware campaign, comprise chapters five through seven, with an examination of the models and theories of Grunig and Hunt (1984) and Grunig (1983) in chapter five. Chapter eight summarizes the investigation.

In the interests of impartiality, there is no mention of names in the text of the thesis. An appendix at the conclusion lists the names and titles of the persons interviewed in reconstructing the history of the "Delaware Small Wonder" slogan campaign. The list of interviewees are arranged both alphabetically and categorically.

Summary

The research question for this analysis of the "Delaware Small Wonder" slogan campaign has two aspects. How the Delaware campaign converges with and diverges from recommended or prescribed models for conducting a public relations program is the first aspect. This is examined by reconstructing the campaign's case history from 1981.
through 1984 according to the qualitative research criteria of Yin (1984) and by comparing the public relations process and results to prescribed D.P.A.E. model of Cutlip, Center and Broom.

The usefulness and applicability of public relations theory is the second aspect of this thesis. The public information model of Grunig and Hunt (1984) and the situational theory to identify publics of Grunig (1983) are selected as the most relevant of the current public relations theories with which to examine a state slogan campaign.

The history of the "Delaware Small Wonder" state slogan campaign is brief. Officially announced in 1983, it is only three years old. The analysis of the planning and implementation of the campaign as a public relations program is timely. The memories of "key" personnel are fresh, and original campaign data are available. A case study with an overlay of the first three steps of the Cutlip, Center and Broom four-step D.P.A.E. process generates a perspective for communication research. The relationship of the "Delaware Small Wonder" campaign to the established research theories of Grunig (1983) and Grunig and Hunt (1984) provides insight into the complexities of the communication processes involved in public relations programming and into the strengths and weaknesses of current public relations theory.
CHAPTER TWO

LITERATURE REVIEW

Analyzing campaigns and cases can guide the novice, stimulate the imagination of the expert and offer a resource to both (Newsom and Scott, 1981, p. 290).

This chapter is structured to review the literature of current theoretical approaches to public relations research and of case study validity as a research strategy. Each section is followed by a specific application to the "Delaware Small Wonder" slogan campaign.

Theoretical Approaches: Public Relations Research

As the emphasis on public relations research increases, the accompanying need for and interest in public relations theory expands. A review of public relations literature reveals few attempts at conceptual interpretations of data. "The field of public relations practice including its literature base is virtually devoid of any kind of systematically organized, logically structured explanatory system to which the term theory can be applied" (Ehling, 1984, p. 25). A hindrance in the development of public relations from a practice to a profession is "the lack of an underlying systematized body of theory
and knowledge from which practitioners can draw their work (Pavlik and Salmon, 1984, p. 40).

In an important article, Pavlik and Salmon (1984) take a critical look at the levels of public relations theory now available and analyze the work of three public relations theorists and researchers, Grunig (1983), Dervin (1983) and Ehling (1984). Pavlik and Salmon identify theoretical levels of interest here -- the analytical and the structural or relational -- and conclude that most of the current theories do not exceed the individual, analytical level.

On the analytical level, public relations researchers identify properties of various publics by performing some mathematical operations upon the observed properties of the individual members (Pavlik and Salmon, 1984, p. 42). The individual is the unit of analysis and "of observation, with analyses based on aggregations of atomized individuals, identified patterns and interrelationships of the data" (p. 45). Pavlik and Salmon place the theoretical model of Dervin (1983), called "Sense-Making," at the analytic level in that it:

- looks at how individuals use their own observations as well as the observations of others (that which is usually called information or messages) to construct their pictures of reality and use these pictures to guide their behavior (p. 44).

Dervin's model has four elements: situations, or contexts in which sense is constructed, gaps in which the individual senses something missing, new sense created when the individual sees a gap as bridged,
and uses to which the newly-created sense is applied by the individual in guiding behavior.

Pavlik and Salmon (1984) place Dervin's model largely within the dominant analytic paradigm of mass communication research with the exception of her explication of the role of situations in determining communication behavior:

This step is of importance not only because it enhances predictive power, but also because it suggests a strategy for improved communication campaigns. Specifically, it suggests that organizations might significantly affect the behaviors of their publics if they can change the situations facing members of these publics (or perhaps people’s perceptions of these situations) (p. 45).

Dervin's situational conceptualization in determining communication behavior is not entirely new in the public relations literature. Grunig and Hunt (1984, pp. 147-154) describe a situational theory to identify publics which is explained at length and applied to the "Delaware Small Wonder" slogan campaign in chapter five. The theory states that communication behaviors of publics can be best understood by measuring how members of publics perceive (problem recognition) and actively seek or passively process information surrounding situations in which they are affected by organizational consequences. Perceptions of high or low levels of constraints, or obstacles, (constraint recognition) in a situation affects perceptions of freedom to plan behavior. High levels of constraint recognition lessens the likelihood that members of publics will seek and process information about consequences. Level of involvement -- the extent to which members connect themselves with the
situation -- helps to distinguish whether the members' communication behaviors will be active or passive. Grunig and Hunt state that strong involvement in an issue generally yields high problem and low constraint recognition in a public which, then, actively seeks and processes information on a cognitive level in developing ideas, attitudes and behaviors.

Pavlik and Salmon (1984) contend that the explanatory power of the situational theories of Dervin and Grunig could be improved in a public relations context by incorporating variables at the structural or relational level of analysis. They propose:

A more complete understanding of communication behaviors may lie in the structure surrounding the situations, as well as in the self-reported experiences and perceptions of the individuals within it...The usefulness of this expanded approach may be especially appropriate in attempts to explain the relationships between an organization and its publics (p. 45).

Pavlik and Salmon (1984, p. 41) also report that recent opinion research at the structural level of analysis has resulted in the finding that groups or organizations do have opinions that are distinct from the opinions of individuals who form the group or organization. The basic concern of public relations research at the structural level is the social behavior of publics, with group and intergroup behavior, rather than the atomized individual of Dervin, for example. A structural analysis in public relations should treat publics as social systems with characteristics and behaviors that are potentially independent of the properties of individual members. For the "Delaware Small Wonder" slogan campaign this means that careful
attention must be paid to the structure and effect of group publics such as in-state legislative and out-of-state tourist interests. Chapters five through seven trace this analysis. Pavlik and Salmon emphasize:

that researchers developing public relations theory need to give greater consideration to such structural properties in order to more fully understand the process, functions and effects of public relations as a whole (p. 43).

Three fundamental variables comprise what sociologists Lazarsfeld and Menzel (as quoted in Pavlik and Salmon, 1984, p. 43) call "structural group properties." These variables determine to what extent it is possible to achieve one of the primary goals of public relations -- to develop the compatibility of an organization and its home community:

1) The structure of conflict processes in the community, particularly those concerning the organization in question.

2) The structure of the community, its leadership and general value system regarding decision-making.

3) The structure of the communication channels, or subsystems, within the community, including the nature of print and broadcast media, and patterns of use and preference. (Tichnor, Donohue and Olien, 1977, as quoted in Pavlik and Salmon, 1984, p. 43)

In his article, "Organizations, Environments, and Models of Public Relations," Grunig (1983) proposes a theory of organizational behavior on the structural or relational research level. He provides a framework for understanding how public relations fits into a social and environmental context. Grunig's explanatory variable is organizational type or environmental complexity rather than that of
city size of Tichenor et al. Grunig identifies four models of public relations behaviors of organizations which vary along one-way and two-way, asymmetric and symmetric communication dimensions -- press agentry/publicity, public information, two-way asymmetric and two-way symmetric:

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>Press Agency/ Publicity</th>
<th>Public Information</th>
<th>Two-Way Asymmetric</th>
<th>Two-Way Symmetric</th>
</tr>
</thead>
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<tr>
<td>Purpose</td>
<td>Propaganda</td>
<td>Dissemination of information</td>
<td>Scientific persuasion</td>
<td>Mutual understanding</td>
</tr>
<tr>
<td>Nature of Communication</td>
<td>One-way; complete truth not essential</td>
<td>One-way; truth important</td>
<td>Two-way; imbalanced effects</td>
<td>Two-way; balanced effects</td>
</tr>
<tr>
<td>Nature of Research</td>
<td>Little; &quot;counting house&quot;</td>
<td>Little; readability, readership</td>
<td>Formative; evaluative of attitudes</td>
<td>Formative; evaluative of understanding</td>
</tr>
<tr>
<td>Leading Historical Figures</td>
<td>P. T. Barnum</td>
<td>Ivy Lee</td>
<td>Edward L. Bernays</td>
<td>Bernays, educators, professional leaders</td>
</tr>
<tr>
<td>Where Practiced Today</td>
<td>Sports, theatre, product promotion</td>
<td>Government, nonprofit associations, business</td>
<td>Competitive business; agencies</td>
<td>Regulated business; agencies</td>
</tr>
<tr>
<td>Estimated Percentage of Organizations Practicing Today</td>
<td>15%</td>
<td>50%</td>
<td>20%</td>
<td>15%</td>
</tr>
</tbody>
</table>

Table 2 Four Public Relations Models in Theory and Practice (Grunig and Hunt, 1984, p. 22)

Grunig (1983) argues in his theory that different types of organizations will employ different types of public relations behaviors and that these behaviors are dependent upon certain structural characteristics of the organizations as well as the surrounding situational or environmental variables.
The variables that Grunig identifies -- problem recognition, constraint recognition, and level of involvement -- suggest to Pavlik and Salmon the concept that public relations, like the media, exist as part of a system of interdependencies with other social agents. There are internal and external constraints or forces which provide direction to public relations behavior and may even prompt particular activities. Pavlik and Salmon (1984, pp. 46-47) propose that analyses of publics, their behaviors and characteristics would benefit from an application of this perspective. Pavlik and Salmon further propose extending Grunig's theory to include the development of direct measures of communication flow, of behaviors, characteristics and other variables associated with an organization or public, such as phone calls made and received or content analyses of newsletters and releases.

Ehling (1984) constructs a theory of public relations management through the application of decision theory. His research differs from that of Dervin (1983) and Grunig (1983) in that it represents normative rather than empirical theory. The empirical theories of Dervin and Grunig describe and explain the factual nature of the world: the structure, origin or effects of certain empirically grounded phenomena. The theory of Ehling (1984, p. 27) is normative in that it makes "explicit in a logically deductive manner the formal properties that define the criterion or criteria to be used in making judgements and choices."

Pavlik and Salmon (1984) evaluate Ehling's theory to be fully
conceptualized at the relational or structural level of analysis

distinguishing his work from that of Dervin (1983) which is analytical
and that of Grunig (1983) which is less purely structural in that it
includes certain assumptions about group properties derived from
aggregations of individuals. Ehling's units of concern are organized
social groupings, not individual persons or statistical aggregations.
He examines the role of the individual as a potential decision-maker
within the set of constraints or parameters established by the
organizations or environment. Ehling suggests the concepts of
interdependence, the hierarchical or vertical nature of a
relationship, cooperation and conflict as variables useful in public
relations research.

Pavlik and Salmon (1984) discuss the value of extending
the utility of Ehling's theory by making the group and situational
properties more explicit. They suggest further consideration of how
these variables and group and situational factors function to
structure, limit or define courses of action acceptable to focal
groups or their decision-makers. They suggest that "the options we
perceive may be more fundamentally important than the final choice we
make" (p. 48).

Theoretical Approaches: "Delaware Small Wonder"

Many aspects of the theoretical approaches available in the
literature of public relations research are worthy of consideration
in designing an analysis of the "Delaware Small Wonder" slogan
campaign. The analytic and structural research levels described by Pavlik and Salmon (1984) provide a conceptual framework within which to carry the "Delaware Small Wonder" campaign analysis beyond the analytic level of the case study method. The "Sense-Making" theory of Dervin (1983), particularly in its extension into the situational theory of identifying publics of Grunig and Hunt (1984), outlines techniques and elements (situations, contexts, gaps and sense) at the analytic level which are useful but are considered already part of the major paradigm of public relations research theory.

Grunig's situational theory to identify publics presupposes Dervin's model and is especially well-designed for examining the public relations behaviors of a state travel service and its various publics, particularly the tourist. Active and passive communications behavior as it relates to problem and constraint recognition and to level of involvement is adaptable to various publics involved in the travel industry. This connection between theory and practice is examined extensively in chapter five; Grunig's situational theory to identify publics is applied to the Delaware campaign beginning on page 77.

Expanding the situational theory to the structural level of analysis, to an understanding of communication behaviors as found in the structure surrounding the situations, will improve and expand the public relations context of the "Delaware Small Wonder" slogan campaign. For example, it suggests the need to understand the growing trend in state sloganism as a symbolic structure. Such a structure
can be seen to transcend properties of individuals and to function on the level of social and environmental systems proposed by Grunig (1983). The internal (organizational) and external (environmental) situations which affect the Delaware public relations campaign process are examined in theory and in practice in the applied theory section of chapter five, pages 74 through 81.

Grunig and Hunt's public information and two-way asymmetric models appear to be applicable to the public relations behaviors of the Delaware Development Office and Delaware State Travel Service, the organizations involved with the Delaware slogan campaign. Dissemination of information, one-way, as embodied in the public information model was the dominant purpose and nature of the "Delaware Small Wonder" slogan campaign communication. Two-way, asymmetric as a form of scientific persuasion based on low level feedback, is in the Delaware campaign's future. As Grunig and Hunt (1984) theorize, changes in situational and environmental variables dictate modification in the type of public relations behavior an organization employs. This effect is visible in the "Delaware Small Wonder" slogan campaign process and is described in the second half of chapter five.

The unit of concern for Ehling (1984) as organized social groupings, not individual persons or statistical aggregations, may represent a level of analysis beyond the means of an analysis of the "Delaware Small Wonder" slogan campaign. His concepts of interdependence, the hierarchical or vertical nature of a relationship, cooperation and conflict as variables useful in public relations
research may apply equally well to the Delaware campaign; however, the requirement that his theory be applied at the purely structural level, without basing theoretic references on individual persons or statistical aggregations may prove impossible. A major public in the "Delaware Small Wonder" slogan campaign is the tourist, who often arrives in ones and twos. One way around this problem may be to consider the tourist as an organized social grouping. A second approach might be that of Grunig (1983) who combines analytic and structural levels of theory in his analyses.

In summary, the literature most relevant and useful in an analysis of the "Delaware Small Wonder" slogan campaign is the research of Pavlik and Salmon (1984). Pavlik and Salmon encourage public relations theorists to conduct analysis at the structural or relational level of inquiry versus the analytical or individual. They examine and promote Grunig's (1983) situational theory to identify publics as a concept particularly well-suited for analyzing a public relations slogan campaign. This concept combined with Grunig's public information and two-way asymmetric models of public relations provide the theoretical basis of analysis for this thesis.

Case Study: Justification

The case study research analysis of a public relations campaign is both a familiar and reliable research tool for public relations professionals, educators, and students. Use of the case method aids communicators in their increasingly important contemporary function as researchers. A recent resurgence of emphasis on
qualitative research has augmented the status of the case study as a public relations resource. A review of literature reveals books and articles dedicated to validating the case study as a rigorous, scientific method of research.

In his book, *Cases in Marketing*, Greer (1979, p. 2) promotes the case study technique as an area in which to sharpen analytic skills and to integrate theory and practice. He suggests a four-step methodology which guides the researcher to work through a complex campaign as an historical case:

- to identify the objectives
- to screen and interpret the facts
- to examine the chosen course of action in relation to alternatives based on relative costs and payoffs
- to analyze implementation

Greer’s model echoes the D.P.A.E. model of Cutlip, Center and Broom (1985). The import of the case study for public relations practitioners and students is its distillation of the decision-making process. “The essence of the manager’s work is making decisions” (Greer, 1979, p. 2).

Newsom and Scott (1981) dedicate an entire chapter of their public relations text to the public relations campaign and the case study approach. Historical cases are considered to be sources and resources for public relations practitioners and educators, offering ideas and suggestions. For students, case studies provide problems with which “to hone their skills and spark discussions” (p. 313). Newsom and Scott also elaborate that:
... dissection of a public relations event is useful not only for students trying to develop approaches to public relations problems. The same careful, detailed study and documentation also is useful for practitioners after a campaign (p. 298).

Newsom and Scott (1981) propose a three-part analysis outline useful in examining a historical case. The first section includes a summary of the cause, that is, an explanation of the nature of the problems and their background. This includes discussion of evolution, objectives, research, publics, techniques and tools, and role of the public relations manager. Second, there is a detailed description of the institution involved, what it is and does, including samples of all materials used and produced in the program. Third is a consideration of what worked particularly well and what could have been improved (pp. 297-298).

Fraser P. Seitel (1984, pp. 179 - 181) supports Newsom and Scott's validation of the case study with the contention that one person's experience may be instructive to another and suggests a similar analytic case formula: presentation of a problem experienced by one organization but often applicable to many other groups, definition of problem dimensions and solutions advantages, and description of the case organization's experience after adopting the solution.

In his new book, Case Study Research: Design and Methods, Robert K. Yin (1984) defends the validity of the case study as a research method. The appearance of his book also attests to the
Lindemann (Spring, 1980) advocates the use of case studies to supplement survey data and to give a more precise sense of communication patterns. His formula includes investigative, descriptive, and exploratory research of problems. Only after the research is done does he recommend hunting for theories to put meaning into the findings. Lindemann points out two important limitations of the case method. One is that the research effort can be subject to researcher bias; the second is that the information collected, in that much of it is qualitative, may be difficult to project or evaluate from a cause and effect standpoint. Despite these limitations, Lindemann advocates the case study approach as adding "a new, flexible dimension to opinion and attitude research" (pp. 48-49). Mamiampolski (1984) also states that "while the projections yielded by quantitative survey methods are impossible through qualitative research, the latter can yield more penetrating data" (p.23).

If the prevalence in usage of the public relations case study can be considered a self-validating measure, the stature of the case method is highly regarded. The special bibliographic supplement of Public Relations Review (Winter, 1983) lists a number of articles, books and theses centering on case study descriptions of public relations campaigns and promotions. The case study is the favored method of analysis for examining marketing plans ranging from the promotion of packaged ice to the description of top marketing successes. One citation is Marketing & Media Decisions (Spring, 1983), a special issue devoted to in depth case studies of the fifteen
top marketing successes of 1981. Included are marketing coups as major as Lee Iacocca's resurrection of the Chrysler Corporation, Johnson & Johnson's management of the 1982 Tylenol crisis and Hilton Hotel management's effective marketing of packaged hotel accommodations during a recessionary economic period. Pollicano (1985) also employs the case study to analyze the 1984 four million dollar public relations campaign mounted by A. H. Robins ten years after its recall of the deadly Dalkon Shield.

Articles appearing between 1979 and 1985 in Public Relations Journal also provide a basis of support for the case study method. Mariampolski's essay, "The Resurgence of Qualitative Research" (1984), cited above, discusses the renewed public relations interest in in-depth studies of target audiences. Several other articles stress the need for the modern public relations practitioner to understand rational decision-making in marketing communications and promotion strategy. "Lessons from the past are available and must not be ignored" (Poirier, 1979, p. 20).

Both Poirier (1979) and Files (1982, p. 22 - 25) suggest the four-step public relations process model -- research, action, communication, and evaluation -- (similar to Cutlip, Center and Broom's D.P.A.E. model mentioned in chapter one) as a systematic and logical way to analyze public relations planning and operations.

In addition to the growing general emphasis on research and planning (Cantor, 1985), another pervasive theme in the public
relations literature, particularly noticeable in the last two years, is the concept of practitioners as "public relations humanists" or "managers of change." Public relations "is a survival skill for organizations" (Jackson, 1985, p. 25). Bill Moyers in the film "The Image Makers" calls public relations the "product and symbol, in a way, of our age" (as quoted in Gross, 1984, p. 20). Gross continues that "in this respect, the public relations process is much like any other kind of modern technology. But all are inherently neutral; the human decisions regarding their use dictate whether their effects will be harmful or beneficial" (p. 20).

The case study is a valuable resource in this regard. The literature demonstrates its frequent recommendation and selection as an analytical research method. It would seem that this is because the case study tells the public relations story well.

**Case Study: Application to "Delaware Small Wonder"**

In view of the existing literature, the application of the case study technique to the "Delaware Small Wonder" slogan campaign seems justified and appropriate. The youthfulness of the campaign, now in its fourth year, meets the criterion of Greer (1979).

In recognition of the growing national trend to modernize state slogans, a case study which theoretically documents Delaware's slogan campaign supports the assertion of Newsom and Scott (1981) as well as Seitel (1984) that an historical case study is useful to practitioners as a model for future public relations research and
planning. For Poirier (1979), such a case study would offer a lesson from the past in the rational decision-making of promotion strategy. The public relations of Bill Moyers as both "product and symbol" of the times is capsulized in the rhetorical and persuasive nature of the slogan, "Delaware Small Wonder." A case study of the Delaware campaign will identify the functions and characteristics of the new state slogan as a rhetorical tactic in the realm of advertising and product packaging (Denton, 1980, p. 11).

Additionally, the case study using the intensive or in-depth interview technique for data collection is an ideal method of research for analyzing a public relations campaign such as the introduction of a new state slogan. Intensive interviewing of key participants, particularly in a state as small as Delaware, allows the researcher to capture the immediacy of the moment, to penetrate the proclaimed objectives of the campaign to examine the more subtle agendas. It is much like witnessing and documenting a highly-orchestrated three-ring circus. Interviews for the Delaware campaign usually began in the first ring with the sense of acrobats circling on horseback, a familiar scene. As the interview progressed, often comments were made or bits of information shared which snatched the campaign focus to the risk-taking of tight rope walkers working without nets in the next ring; yet another comment would bring to mind campaign adversities similar to lion taming going on in a third. A fascinating fact was that, because of Delaware's small size, often the same actors were performing in each ring.
For this reason, a case study of "Delaware Small Wonder" as a current state public relations campaign is an exciting adventure in learning about "personal turf," about territoriality, political and social grandization, state tourist and economic promotion, and the value of applying theory to practice. How the Delaware case history compares to recommended public relations processes, models and theories reveals the intricacies and uniqueness of Delaware's slogan campaign. It also provides insight into the political as well tourist promotion purposes behind such a campaign.

Summary

A review of the literature pertaining to public relations theory reveals an increasing need to relate intellectual or conceptual approaches to public relations practice. A systematized body of theory and knowledge will assist in the development of public relations from a practice to a profession. Pavlik and Salmon (1984) state that through an understanding of publics as social systems with structural characteristics and behaviors that are potentially independent of the properties of individual members, practitioners can gain a fuller understanding of the process, functions and effects of public relations as a whole. The concepts of Ehling (1984) based on decision theory are conceived on the structural level of analysis. Pavlik and Salmon further state that public relations theory at the analytical level, such as that of Dervin (1983) in which the individual is the unit of analysis, is useful but does not provide the same theoretical overview.
The public information and two-way asymmetric models of Grunig and Hunt (1984) and the situational theory to identify publics of Grunig (1983) emerge from the literature as those most applicable to an examination of the public relations behaviors of a state development office and travel service and its various publics. These theories enrich an analysis of the "Delaware Small Wonder" slogan campaign.

Validity of the case study as a research method has strong support in the literature of public relations research. Greer (1979) promotes the case study as a means for sharpening analytic skills and integrating theory and practice. Newsom and Scott (1981) and Yin (1984) have written academic texts on the case study as an important and rigorous research strategy. Furthermore, the literature itself is replete with examples of actual case studies of investigative, descriptive, and exploratory research into public relations problems.

In this regard, use of the case study method as the research technique for analyzing the "Delaware Small Wonder" slogan campaign is justifiable and valid. It also is a "light-handed," non-obtrusive investigative method well-designed for tapping into and preserving the life and spirit characteristic of the Delaware public relations program.
CHAPTER THREE

THESIS METHODOLOGY

Theoretical Propositions

A case study of the "Delaware Small Wonder" slogan campaign is a valid exercise, using the raw data -- the explanatory, descriptive and experiential body of knowledge -- to develop a coherent theory of public relations. Under a subchapter heading entitled "In Search of a Theory," Grunig and Hunt (1984) state:

When we defined the criteria for a profession, we said that not only must there be a body of knowledge for a profession to exist but also that practitioners must take an intellectual approach when they use that knowledge ... to solve public relations problems (p. 77).

The theories guiding this thesis are the public information and two-way asymmetric models of Grunig and Hunt (1984) and the situational theory to identify publics of Grunig (1983), introduced in chapter two. Simply stated, Grunig maintains that the entire public relations process hinges on how an organization and its relationship to the public is defined. In practical application, how the Delaware Development Office is structured -- for example, its leadership and communication patterns -- dictates what its public relations behavior regarding a slogan campaign was and how it will continue.
Under this theoretical umbrella, a case study of the Delaware campaign is compared in a step-by-step manner to the first three steps of the four-step public relations (problem-solving) process of Cutlip, Center and Broom (1985). Each section of the Delaware campaign is developed from the "why" to the "how," from its overall position in public relations theory to its practical application. In this way, it is possible to discern how the campaign coincided and diverged from established theory and recommended practice.

Procedural Propositions

Cutlip, Center and Broom (1985) document the procedural functions in each step of their public relations process model. The definition of public relations problems, the first step, of the "Delaware Small Wonder" slogan campaign began four years ago "with a value judgment that real or potential problems existed... Implicit is the notion that the organizational goals are the criteria for making such judgments" (p.204). In order to reconstruct the case history, it is necessary to conduct an internal as well as external situation analysis. Data collection is done best through good questions and good listening; this requires adaptiveness and flexibility, grasp of the issues being studied and lack of bias (Yin, 1984, pp. 57 - 59).

Yin (1984, pp. 79 - 89) also outlines six sources of evidence which have important application to the case study data collection for the "Delaware Small Wonder" slogan campaign. Yin's sources blend well with the D.P.A.E. research methods described by Cutlip, Center and
Broom (1985, p. 199 - 218). Elements of the two citations are combined below:

- **Documents**: To corroborate and augment evidence, to raise questions, to generate inferences as clues.

- **Archival Records**: Service, organizational and personal records; maps and charts, lists of names, survey data.

- **Interviews**: Essential source of case study evidence providing insights into human affairs and shortcuts into prior history of situations.

- **Direct Observation**: Formal and informal, personal contacts, key informants, community forums and focus groups, advisory committees and boards.

- **Participant Observation**: Investigator opportunity to manipulate events and situation opportunities.

- **Physical Artifacts**: Content analysis of media coverage and "Delaware Small Wonder" commercial products.

The sources of data most relevant to this study are documents, archival records, interviews and physical artifacts. Of these, the interview is the main instrument of research:

Interviews should always be considered 'verbal reports' only. As such, they are subject to the problems of bias, poor recall, and poor or inaccurate articulation (Yin, 1984, p. 85).

For this reason, the interviews collected pertaining to the "Delaware Small Wonder" slogan campaign are corroborated with information from other sources -- documents, archival records and physical artifacts. The intensive or focused interview, based on question sets, guides the case research through the second step of the public relations process -- **planning and programming**.

In order to understand the planning and programming aspects of
the "Delaware Small Wonder" slogan campaign, the 24 key personnel involved, past and present, were interviewed. Objectives for the campaign are identified and strategic thinking and implementation tactics examined. Research, analysis, precedents, and experience must be converted into program forms acceptable to non-public relations executives" (Cutlip, Center and Broom, 1985, p. 239) as well as to the non-public relations public at large. The writing of the program as well as budgeting and timing considerations are included on the interview schedule.

In the third step of the process model -- taking action and communicating --Cutlip, Center and Broom (1985) explore at length the fundamentals of the communication process. Various well-known models are suggested for the diffusion of information process: such as the two-step flow, coorientation and concentric-circle theories.

Supplemental to this study of the "Delaware Small Wonder" slogan campaign, is Cutlip, Center and Broom's discussion of symbols 1985, pp. 281 - 285). "Delaware Small Wonder" is a rhetorical, persuasive device. "The symbol offers a dramatic and direct means of persuasive communication with large numbers of people over long lines of communication" (p. 281). By means of direct interviews, this thesis examines the meaning of the "Delaware Small Wonder" theme through the eyes of its creators and implementors.

Summary

The public relations theories of Grunig (1983) and Grunig and
Hunt (1984) provide the methodological overview for analyzing the "Delaware Small Wonder" slogan campaign. Defining public relations problems, planning and programming, and taking action and communicating steps in the D.P.A.E. process model of Cutlip, Center, and Broom (1985) provide the established practice; the case study provides the research strategy. The methodology of data collection includes various sources of which the direct, intensive interview is the primary instrument of research. Information from documents, archival records and physical artifacts are used in support of interview data.

As the primary research method, the intensive interview process was designed to follow the same procedure for each interview. This process is outlined briefly in the methodology section of chapter one. To insure uniformity and continuity, the same eighteen-question guide (thesis, p. 112) was used to structure each session, which lasted thirty minutes on the average. Twenty-four interviews were conducted (17 on tape) drawing on six different categories of Delaware campaign participants. This was to insure reliability and cross-referencing of data regarding the campaign. Virtually nothing was written down about the campaign during its creation and implementation, and information recalled from memory often is filtered and selective.

Eleven interviews were with campaign participants representing Delaware institutions and state agencies including the Department of Transportation, Delaware Development Office, Delaware State Travel
Seven interviews were with participants involved with the campaign through Lyons, Inc., the advertising agency; three, with in-state tourism destinations. Three interviews were selected in retail sales, one in outdoor sports recreation and two in gift merchandizing. The final two interviews were drawn from real estate sales and the media.

Appointments for interviews were easily arranged and the process itself welcomed by almost all interviewees. Developing and implementing a state public relations program is an energetic undertaking, and the exciting involvement of the "Delaware Small Wonder" slogan campaign is still close to the hearts of the major participants. There was an enthusiasm and willingness to share the experience of the Delaware campaign which made the intensive interview research process for deriving the case history both highly effective and incredibly interesting.

Documents provided through the courtesy of the Delaware State Travel Service included Travel Industry News -- a monthly newsletter for state-wide travel and tourist interests -- and periodic news releases updating the area media about the progress of the "Delaware Small Wonder" campaign. These documents spanned the central campaign period from January, 1983, through December, 1984, and were important in establishing a chronology for the slogan campaign process.
Archival records in the form of service and organizational records, charts, and lists of participants were made available through the library resources of Widener University's Department of Tourism and Travel. With these data it was possible to verify procedures, conclusions and pronouncements made about the campaign by interviewees as well as in official publications of the Delaware Development Office and Delaware State Travel Service.

The documents and archival records corroborated and augmented the evidence about the campaign obtained through interviewing. These records helped anchor the campaign factually and temporally; the personal in depth interviews added richness and human interest to the case history.
CHAPTER FOUR

THE "DELAWARE SMALL WONDER" STORY

On April 15, 1983, the Delaware State Travel Service of the Delaware Development Office introduced "Delaware Small Wonder" as the state's new promotional theme. It replaced the old motto of "In the First Place" used since 1981 honoring Delaware's prominence as the first state to ratify the Constitution in 1787. Over the years the state had had many tag lines: "The Diamond State," "The Peach State," "The State That Started A Nation" and "The First State."

The Pre-Campaign Period: 1977 to 1981

The unquestionable success in 1977 of the "I Love New York" campaign ushered in a decade of slogan fever across the nation. "Virginia is for Lovers," "Capture a Maryland Memory," "You've got a friend in Pennsylvania" and "Live Free or Die" (New Hampshire) are among the more evocative or ethereal. A variety of down-to-earth slogans also came out of the period such as "America's Dairyland" (Wisconsin), "Sportsmen's Paradise" (Louisiana), "Big Sky" (Montana), "Show Me State" (Missouri), "Vacationland" (Maine) and "Ocean State" (Rhode Island). Humorous puns are another category -- "Ski Utah - Greatest Snow on Earth" and "A Capital City - Washington."
Whatever the slogan form, the public relations message was the same -- a catchy, easily recognizable attention-getter -- and the "Delaware Small Wonder" slogan campaign was no exception. State officials were becoming aware of the financial need to market their states, to identify and advertise for the purposes of tourism and economic development.

The political climate in Delaware in the early 1980s favored a state wide reapportionment. In October, 1981, the Department of Consumer Affairs became a strictly service organization, and the legislature created the Delaware Development Office (DDO) to assume a dual mission to promote both tourism and industrial development in the state. The Delaware State Travel Service (DSTS) of the Development Office was responsible for tourism. The history of Delaware's public relations and advertising in either area was reputedly abysmal. Lack of legislative interest was reflected in meager budget allocations and limited commitment to professional public relations advisement.

In 1978, Delaware's total allocation for tourist and industrial development was $72,000, which included salaries, promotion, advertising. This amount was one of the lowest state allocations in the country. The reason for this in-state resistance was understandable: permanent down-state residents' annual battle against the traffic and trash of the summer beach tourists. It is this down-state constituency who elected and maintained the anti-tourist legislature. Delaware is small and politics are tight.
Despite this sentiment, economic impact data in 1977 and 1979 from the U. S. Travel Data Center in Washington, D. C., demonstrated positive financial effects of tourism on the state. The federal government awarded a $50,000 grant to Delaware. With this evidence of federal support, the assistant director for tourism of the DSTS lobbied during the last week of the 1979 legislative session and succeeded in doubling the tourism budget to $155,000. Successive years brought five percent increases each. The final figure at the outset of the "Delaware Small Wonder" slogan campaign in 1982 was $346,000, approximately $80,000 of which was budgeted for the travel ad campaign and $150,000 for industrial development. This was an improvement over the past but still not a large amount in comparison to other state promotions.

It was obvious to the new leadership of the Delaware Development Office, appointed in 1981, that professional help was needed. For several years, the state's account had been bouncing between advertising firms. It was agreed that Delaware's primary problem was lack of logistical identity, a sense of place, partly due to the distinct geographic and political division between "up" and "down" state. Additionally, there was a general lack of awareness about the state which persisted among Delaware's own citizens as well as among the tourism and travel clientele outside of the state. Still popular today, in fact, is a postcard of Delaware's coastal beach area branded with the words "Dela-where?"
The "Unofficial" First Year: Fiscal Year 1982 - 1983

No advertising program was in effect between July, 1981, and January, 1982, during the transition in departmental structure. In early January, 1982, a seven-member Tourism Advisory Board was appointed by the governor to assist the Delaware Development Office in devising comprehensive plans for increasing tourism in Delaware. Each board member represented a private business sector dependent on tourism.

Meanwhile, in fiscal 1982-83 the Delaware State Travel Service independently requested bids from five advertising agencies asking for themes addressing Delaware's small size -- often the only fact most out-of-state people know about Delaware. Delaware is the second smallest state after Rhode Island. The instructions were to play and build on this theme realizing that many people neither know where Delaware is nor how to get there.

In late January, 1982, the Delaware State Travel Service awarded the publicity contract to Lyons, Inc., a Wilmington agency new to advertising. The Delaware Development Office director and assistant director for tourism of DSTS worked closely with the Lyons account executive and artistic staff developing several ideas before settling on the "Delaware Small Wonder" theme and logo. A series of twelve advertisements was created, six for New Castle County and three each for Kent and Sussex on both industrial and tourism themes. The first ads were placed in regional editions of nine magazines or "books," as they are called in the trade:
The format of the ads stressed the use of minimum copy, with the "Delaware Small Wonder" tag line, to maximize the impact of the photography. Twenty rotating insertions for the 12 ads were planned primarily for the "shoulder seasons," spring and fall of 1982 and 1983. Program goals were to increase in-state and out-of-state recognition of Delaware as a visitor destination. Target audiences out-of-state were tourism wholesalers, such as bus tour operators, travel writers and adults without children living within 350 to 500 miles of Delaware. Besides the beaches, which did not need promotion except in off-season, it was decided that Delaware offered few attractions for children.
To stretch the investment in the expensive color separations prepared for the twelve magazine advertisements, the Delaware Development Office and Lyons, Inc., collaborated on a small, spiral ring bound booklet for promotional use at trade shows and tourism conventions. On the cover it said, "Little Delaware is launching a big advertising campaign." Its effectiveness was so great that a second saddle-stitched, consumer version was printed for use in answering mail and telephone inquiries. Its cover displayed the slogan starkly contrasted against a dark blue background.

Concurrent with the magazine advertisements, the Delaware resident was targeted for increased in-state awareness through the placement of large "Delaware Small Wonder" logos on regional transit such as the Delaware Area Regional Transit buses (DART). Arrangements also were made for the 1983 - 1984 Delaware telephone directory cover to carry the theme. Additionally, the DSTS initiated a matching funds program which paid up to 50 percent on brochure costs for Delaware business and tourist organizations willing to include the "Delaware Small Wonder" logo on their publications. By December, 1982, the "Delaware Small Wonder" slogan campaign to promote Delaware's historical, cultural, recreational and sports offerings had its "unofficial" first anniversary.

The Second Year: Going Public in Fiscal Year 1983 - 1984

In the January 28, 1983, issue of Travel Industry News, a monthly newsletter of the Delaware State Travel Service, the "Delaware
Small Wonder slogan campaign was previewed. Use of the logo in private promotional pieces was urged to "help unify the entire state under one promotional effort." The "kick-off promotion" for the campaign was promised for March. Camera-ready versions of the logo for printing were available with stickers, mugs, T-shirts and other souvenirs soon to follow. Information request figures for 1982 were reported to be up 11,000 over 1981 with 33,000 requests for information on Delaware from all over the world. The requests, largely from a 350 to 500 mile radius of Delaware, were attributed to the "Delaware Small Wonder" advertising effort of the previous year.

In the March 7, 1983, newsletter, the April 15 open house/press conference officially announcing the slogan campaign was publicized. "Delaware Small Wonder" specialty items were described as having increased in variety to include pens, lighters, letter openers and other forms of inexpensive advertising for convention use as well as for private souvenirs. The Delaware Development Office also announced an up-coming 25-page advertising supplement highlighting Delaware in the March 28 issue of Forbes magazine. The supplement was to appear in a quality of life section describing Delaware's properties and attractions to encourage travel and business relocation in the state.

The March 7 newsletter also documented that discussion had begun among the members of the Delaware Development Office, Tourism Advisory Board, and Department of Transportation about "a major highway signage program that would benefit tourism interests in Delaware."
The program called for 160 signs to be put up within the coming year; Sixty large signs placed at Delaware's major arteries were to bear the hand-fabricated message "Welcome to Delaware Small Wonder -- the First State." One hundred smaller signs, bearing the word "Delaware" in the stylized form of the promotional logo, were to "grace" the smaller arteries into the state.

Following the Development Office's successful campaign announcement open house/press conference on April 15 attended by 150 of Delaware's state, business, tourism, and media representatives, the governor proclaimed May, 1983, as "Delaware Small Wonder" month. The expressed goals were to increase the visibility of the travel industry as a vital economic interest in Delaware, to establish an image of Delaware as an ideal place to visit as essential to increasing economic gains through travel, to unify promotion efforts by Delaware's travel industry to heighten the state's attraction as a total travel destination and to promote the new theme for Delaware.

The June 10, 1983, Travel Industry News carried information request figures indicating a massive increase in April, 1983. "Requests totaled over 9,000, double the previous monthly high of 4,500." "Delaware Small Wonder" memorabilia continued to grow in quality, quantity and diversity. A postage meter plate bearing the logo became available for business use; four down-state radio stations -- WKEN and WDOV in Dover, WAFL in Milford and WWTR in Bethany Beach -- conducted highly successful radio contests to identify trivia related to Delaware attractions. Prizes were "Delaware Small Wonder"
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T-shirts and mugs, new items in the slogan campaign merchandise inventory. The program director for WAFL in Milford remarked:

The uniqueness of the promotion was that nearly 100 percent of the winners came in for their prize package. Normally, listeners play our trivia game for the fun of it ... We were overwhelmed at the number of winners who drove to our station from all over Kent and Sussex Counties to claim their prizes (Travel Industry News, Oct. 9, 1983).

Both in and out-of-state print media ran stories on the new campaign. By far the most prestigious publicity was the feature article on Delaware in the August, 1983, issue of National Geographic. Entitled "Delaware - Who Needs to Be Big?" the 28-page article, written by Jane Vessels, described Delaware’s people and their attitudes, Delaware’s industry, attractions and history. Twenty-one color photographs by Kevin Fleming, a native of Kent County, highlighted the story.

The August 11, 1983, Travel Industry News reported that travel information request figures at the Delaware State Travel Service were soaring. The 41,665 request total for fiscal year 1982 - 1983 represented a 57 percent increase over the 26,593 figure for fiscal 1981 - 1982. The DSTS response time to each request was two to three days. Geographic distribution indicated that the largest number of requests originated from within Delaware’s neighboring states. The first allocation of matching grants in the amount of $147,900 were awarded to 16 Delaware organizations for projects attracting new investors and businesses to Delaware and promoting the state as a
travel destination. For fiscal year 1983 - 1984, the DSTS allocated $103,600 to 17 organizations.

By August, 1983, "Delaware Small Wonder" commercial memorabilia had grown to include bumper stickers, blue hen stick-ons, state flag pens, plates, ties, paper weights and Delaware flags. Also by August, the first four large "Welcome to Delaware Small Wonder - the First State" road signs were in place at I-295 at the Delaware Memorial Bridge when coming from New Jersey (20 million cars a year cross in both directions), I-95 at the Delaware-Maryland border, I-95 at the Delaware - Pennsylvania border and I-495 just across the Delaware line when coming into the state from Pennsylvania.

By fall, 1983, statistics were tabulated ranking Delaware fifth in the nation in travel expenditure growth in 1981 over 1980, according to the Impact of Travel on State Economies'1981, published by the U. S. Travel Data Center. Food service and lodging topped the list of travel expenditures which pushed tourism to a position as the second largest industry in Delaware, second only to agriculture. Travel expenditures in Delaware from tourism of $461 million in fiscal year 1981 - 1982 accounted for $13.6 million in state tax revenue and over 16,000 full and part-time jobs.

Behind-the-scenes work had begun by November, 1983, on a collaborative effort between the State of Delaware and publisher Harry G. Abrams, Inc., to take marketing advantage of Kevin Fleming's photographs and surplus negatives from the August, 1983, National
Geographic feature on Delaware. As indicated in the November 1 issue of *Travel Industry News*, the book was tentatively titled *The Delaware Book* and was to depict over 200 Delaware scenes. The writer again was to be Jane Vessels with completion scheduled for fall, 1984.

As fiscal year 1982 - 1983 drew to a close, the Delaware State Travel Service's annual report capsulized many of the accomplishments of the "Delaware Small Wonder" slogan campaign. All of the Kent County and most of the New Castle County highway signs were in place. Sussex County signs awaited final assembly. The following are several achievements for the year which were not mentioned in the earlier DSTS publicity:

Even though 1982 was a recessionary year, the DSTS's advertising and public relations programs resulted in a three percent increase in public accommodation tax collections [six percent of the price of motel/hotel room rental]. Museum and hotel accommodations were up 16 and down two percent respectively. Travel expenditures for the year in Delaware were estimated to be $480 million...

The DSTS hosted 15 individual travel writers which, in addition to the "Delaware Small Wonder" press program, generated 150 press articles and stories in at least 50 newspapers and 20 magazines and requests for appearances on six television and six radio shows... The DSTS participated in four wholesale trade shows and one consumer show to increase awareness of Delaware as a travel destination. The DSTS solicited and obtained commitment from the Outdoor Writers Association for their 1988 convention to be held in Delaware...

New visitor information signs produced a 30 to 50 percent increase in attendance at visitor information centers under the first phase of an information network for Delaware...

To increase awareness of Delaware in publications, the DSTS supplied information to over 90 publishers, authors and directories and processed 45 film location requests. DSTS staff served on five national travel and research committees (*Travel Industry News*, Nov. 1, 1983).
As a 1983 Christmas promotion, a full-color 1984 calendar of events was marketed through newsstands and bookstores. The calendar, which quickly sold out, featured 13 Delaware scenes, state trivia, annual fairs and festivals and a map listing many of the state’s attractions.

The Third Year: Sailing on Success in Fiscal Year 1984 - 1985

The Delaware State Travel Service rode the momentum of the "Delaware Small Wonder" slogan campaign into the fiscal year 1984 - 1985. Much of the public relations programming for the previous two years was forwarded into the action and communication planning for the campaign's future. Campaign projects and goals were completed, repeated and augmented.

The DSTS devoted $85,000 of its budget for advertising to promote Delaware as a travel destination. With several book substitutions and insertion date alterations from the 1983 plan the 1984 advertising schedule was as follows:

<table>
<thead>
<tr>
<th>Magazine</th>
<th>Schedule</th>
</tr>
</thead>
<tbody>
<tr>
<td>Better Homes and Gardens</td>
<td>March, April, Sept.</td>
</tr>
<tr>
<td>Destinations</td>
<td>Dec.</td>
</tr>
<tr>
<td>Glamour</td>
<td>April</td>
</tr>
<tr>
<td>T. V. Guide</td>
<td>March, April</td>
</tr>
</tbody>
</table>
An important organizational change within the Delaware Development Office was made in February, 1984, with the formation of the Information Services section. Information Services was given the specific assignment of handling the large volume of travel information requests. Relieved of this task, the DSTS now became responsible primarily for promotion, advertising and tourism development.

The March 5 issue of Travel Industry News announced the completion of the "Delaware Small Wonder" signage program. "Over 160 signs grace the entrances to our state, including a sign at the Lewes side of the Cape May-Lewes Ferry." The governor of Delaware proclaimed June as "Delaware Small Wonder Month" to promote further the state's tourism theme and to increase awareness of Delaware's status as an excellent travel destination. Optimism for a banner travel year in 1984 was running high. The U. S. Travel Data Center saw 1984 as the best travel year prospect since 1976. Americans were expected to boost their trips away from home by four percent in 1984, after no growth in 1983. The Data Center director expected vacation travel to rise six percent, with business travel up even more.

Marked increases were evident in 1984 in business cooperation with the state in promoting the "Delaware Small Wonder" slogan. During "Small Wonder Month," 7-11, a division of Southland Corporation, launched a cooperative campaign program with the DSTS.
The venture celebrated the importance of tourism to Delaware by featuring "Delaware Small Wonder" material in all 7-Eleven stores throughout the state for the month of June.

A ribbon-cutting ceremony was held on June 1 to open 7-Eleven's newest location in Wilmington on the Kirkwood Highway at Duncan Road. Delaware's lieutenant governor and the director of the Delaware Chamber of Commerce were among the officials present at the event. The first three hundred customers received bumper stickers compliments of DSTS, and "Delaware Small Wonder" painters' caps were "exclusively" sold at all 7-Eleven stores at a discount throughout the month as a new specialty item in the campaign line.

For the last week of June, Happy Harry's Discount Pharmacies, in a joint venture with the DSTS, offered complimentary "Delaware Small Wonder" infant T-shirts to all babies born in participating Delaware hospitals. The venture was repeated for the month of August.

The Gregg Bus Co. joined the DART buses in displaying the logo across the back of each vehicle, and the brochures of many of Delaware's attractions and accommodations began to feature the "Delaware Small Wonder" logo. On June 6, the lieutenant governor again supported the campaign by presenting a Wilmington Brownie Troop the first "Delaware Small Wonder" badges on the Senate floor in Legislative Hall in Dover. The badge, believed to be the only state badge in the country, encourages a knowledge of Delaware flora, fauna, and cultural and historical heritage. Also in June, the new Delaware
Beaches Information Center opened in Lewes adding to the growing tourist information network of the Delaware State Travel Service.

In July, 1984, the long-awaited statistics were released from The Economic Impact of Travel on Delaware Counties, 1983 prepared by the U. S. Travel Data Center. Besides annual DSTS comparisons of recorded travel information requests by mail and telephone, the U. S. Travel Data Center studies every third year were the only means of measuring or evaluating the economic effect of tourism in Delaware. Examining the U. S. Travel Center statistics for 1983 is important to understanding the impact of the "Delaware Small Wonder" slogan campaign. The studies provided estimates of travel spending in each of the three counties in Delaware, and employment, wage and salary income, state tax revenue and local tax revenue generated by this spending.

The Economic Impact of Travel on Delaware Counties, 1983

At the national level, economic recovery began in 1983 and helped boost travel activity and expenditures from their depressed levels of the previous 18 months. As a result, the national contribution of travel to income and employment also rose. While Americans took fewer trips, they stayed away longer, and nights away from home rose dramatically from 1982 levels. The higher rate of travel translated into more jobs rather than increased salaries per job apparently due to caution on the part of travel-related firms.

Travelers in Delaware spent over $15 million more in 1983 than
in 1982, and nearly $118 million more than 1979, for a total of $481 million. This represented an increase of 3.2 percent over the $466 million on transportation, lodging, food, entertainment, recreation and incidentals during 1982, and a 33 percent increase since 1979. Travel-generated payroll produced 25 cents in wage and salary income during 1983 for every dollar of travel expenditure in Delaware. Total payroll paid by travel-related firms directly attributable to traveler spending was $122.4 million.

Travel-generated employment grew 1.0 percent over 1982 and was one of the most important benefits of travel and tourism in Delaware in 1983. The diversity of spending produced a wide variety of jobs at every skill level, 16.8 thousand jobs throughout the state.

Travel-generated Tax Revenue in Delaware generated a total of $62.1 million in 1983, $43.3 at the Federal level, $14.9 at the state, and $3.9 at the local. This money was used by the various levels of government to contribute to the economy, quality of life and culture that Delaware residents and their visitors enjoyed.

The Delaware Small Wonder Book: The Campaign Captured in Print

Campaign activities for 1984 culminated in the release of the Delaware Small Wonder book in October. The book, which had taken a year to produce, featured 185 Kevin Fleming photographs of all three Delaware counties with an introduction and state history by Carol E. Hoffecker, Richards Professor and Chairperson of the Department of History at the University of Delaware. Photograph captions were by
Jane Vessels, author of the original *National Geographic* article. The General Assembly provided $66,000 in seed money towards the publication; the rest was raised through the personal efforts of the Delaware Development Office leadership.

The eleven by nine-inch publication, in the style of a "coffee table" art book, was a great success. It was reported in the December 17 issue of *Travel Industry News* that the 5,000 hard-cover copies released in October had sold out. Abrams' copies were made available only to retail stores and wholesale distributors. The Delaware Development Office also ordered 8,000 soft-bound books. By Christmas, more than half of these had been sold as well; Kevin Fleming made autograph appearances at area book stores spurring pre-Christmas sales.

An interesting public relations spin-off from the book landed the "Delaware Small Wonder" slogan campaign a place in the art history of the state. A selection of 38 photographs from the *Delaware Small Wonder* book were mounted in an exhibition co-sponsored by the Delaware Art Museum in Wilmington and the Delaware Development Office. Entitled "Delaware, Small Wonder: A Photographic Essay by Kevin Fleming," the show opened in the Delaware Art Museum galleries on December 7 ("Delaware Day" - the 197th anniversary of Delaware's ratification of the U. S. Constitution) with a private preview for five hundred guests hosted by the governor and his wife.

The exhibition opened to the public on December 8 and
continued through January 6, 1985. It then traveled from the art museum to the Delaware Arts Council's downtown gallery and to the Delaware Development Office for a month in each location before closing. The exhibit was Fleming's first one-man show.

A limited edition of ten prints of each of the 38 photographs, all signed and numbered by the artist, were sold as part of the promotional effort surrounding the Delaware Small Wonder book and photo exhibition. Six large color posters, two views from each county, also were printed from the book and sold in stores state-wide.

Summary: The Fourth Year - New Directions in Fiscal Year 1985 - 1986

A change in administrative personnel within the Delaware State Travel Service earlier in the summer of 1984 led to another important organizational restructuring of the Delaware Development Office. On July 1, a new acting director for tourism was appointed for the Delaware State Travel Service to replace the current assistant director who had resigned. On November 16, a second senior staff person was hired by the DDO. The Delaware State Travel Service was renamed the Delaware Tourism Office (of the Delaware Development Office). The two new administrators together became associate directors for tourism and marketing for the Delaware Tourism Office. The new name for the Delaware Tourism Office was "designed to clarify its purpose -- promotion of the Small Wonder State as a travel destination and encouragement of growth and expansion in the state's travel industry" (Travel Industry News, Dec. 17, 1984).
In February, 1985, the director of the Delaware Development Office since its inception in 1901 resigned to reenter private business. With the fall, 1984, elections, the political climate in Delaware inevitably was changing. Additionally, resignations and attrition from the government, state and advertising agencies were making room for new campaign leadership. The original players who had been the driving force behind the creation and implementation of the "Delaware Small Wonder" slogan campaign were dispersing. Their departure marks the beginning of a second management period in fiscal year 1985 - 1986 -- a renewed public relations process for the "Delaware Small Wonder" slogan campaign -- and the end of the mission of this master's thesis.
CHAPTER FIVE

THE PROCESS: DEFINING THE PUBLIC RELATIONS PROBLEMS - THE FIRST STEP

"Delaware is small enough that we can set our destiny."

This statement by a reporter for WILM radio sets the tone for the "Delaware Small Wonder" slogan campaign both in theory as a public relations process and in practice. Delaware's small size is a recurring element in the application of D.P.A.E. public relations process of Cutlip, Center and Broom. The issue of size also is relevant in applying Grunig and Hunt's public information and two-way asymmetrical models of organizational behavior and Grunig's situational theory to identify publics.

Chapter five traces the "Delaware Small Wonder" slogan campaign through the first step -- defining the public relations problems. The chapter begins with a description of the established models and theories of Cutlip, Center and Broom and of Grunig outlined in chapter two. It concludes with a comparison of these models and theories to the Delaware campaign.
THEORETICAL PROPOSITIONS

The first step of a campaign's public relations process
involves probing and monitoring the knowledge, opinions, attitudes and
behaviors of those concerned with (internal) and those affected by
(external) the acts and policies of the organization central to any
campaign.

The relevant question is "What is happening now?" Cutlip,
Center and Broom describe the role of research and fact-finding as
difficult but essential in monitoring the social environment. "The
research attitude calls for fact-finding, listening, and systematic
problem definition to help bridge gaps between organizations and their
publics" (1985, p. 203). Cutlip, Center and Broom stress the
importance of empathetic and systematic listening as the root of
effective communication.

Defining problem situations follows the research and fact
finding phase. A value judgement is made using organizational goals
as a criteria:

that something is wrong or could be soon ... The problem
statement describes the situation in specific and
measurable terms. It details most or all of the following:

What is the source of concern?
Where is this a problem?
Who is involved or affected?
How are they involved or affected?
Why is this a concern to the organization and its publics?
(Cutlip, Center and Broom, 1985, p. 204)
From this emerges policy decisions leading to the second and third steps of the public relations process.

It is important that the problem statement describe the current situation and not attempt to imply particular solutions or suggest planning/programming strategies. Once the problem is concisely stated, a situation analysis of the internal and external factors helps to define and refine the problem statement.

The internal aspect in a situation analysis is the organization itself. In this study of the "Delaware Small Wonder" slogan campaign, the central organization is the Delaware Development Office (DDO) and its tourism promotion agency, the Delaware State Travel Service (DSTS). It is essential to have an analysis of "the perceptions and actions of key actors in the organization, structure and process of organizational units somehow related to the problem, and history of the organization's involvement" (Cutlip, Center and Broom, 1985, p. 205). This is achieved through what Cutlip, Center and Broom call an "audit" of the organization's communication behavior -- its needs, policies, practices, and capabilities -- and an up-to-date "almanac" file on the organization's history, performance and managers. The applied theory section of this chapter examines the DDO/DSTS's organizational history, its social and financial climate, and communication behavior.

Once the internal organizational inventory is accomplished, a systematic review of the external situational forces begins. This
involves researching the history of the situation outside the organization, defining the various external publics and identifying which publics are to be specific targets.

It is in the linkage between the organization and its external publics that the public information and two-way asymmetric models of public relations and the situational theory to identify publics are instrumental. (The public information and two-way asymmetric models are illustrated on page 17.) These are key concepts in an analysis of the "Delaware Small Wonder" slogan campaign. The internal, organizational structure of the state agencies (DDO and DSTS) affected the public relations process for the campaign as well as the relationship to in-state and out-of-state political and tourist interests. These concepts are examined in the applied theory section of this chapter (p. 75). Grunig maintains that the entire public relations process hinges on the nature of an organization's relationship to its publics. Internal differences in organizational types and structural characteristics account for differences in public relations behaviors. These behaviors also are affected by surrounding or external situational variables.

Public Information Model

Grunig and Hunt (1984) describe the public information model as a one-way communication channel generally aimed at "telling, not listening" (p. 23). It is the most frequently practiced model with about 50 percent of today's public relations professionals using it.
It also is gaining popularity in business applications (p. 26).

Organizations utilizing the public information model in their public relations are dedicated to telling the complete story of the organization or product for the purposes of disseminating information. Little research is done in preparing informational materials for largely untargeted publics. The model predicts that the resulting public relations behavior will take the form of an active press-relations program aimed at:

offering news to the media about their organization.
They also produce many informational pamphlets, magazines, consumer guidebooks, fact sheets, film, and videotapes -- all designed to inform publics about the organization (p.26).

Objective reporting of the facts about the organization rather than promotional persuasion is the primary intent of the information-gathering process.

Two-Way Asymmetric Model

The two-way asymmetric model is used by approximately 20 percent of organizations practicing public relations today. Messages to publics are carefully planned and feedback is solicited in order to achieve maximum change in public attitudes and behaviors; the purpose is scientific persuasion. It is a model utilized by competitive businesses and, in a more limited way, by government or non-profit agencies.

Grunig’s Situational Theory to Identify Publics

After the organizational side of the problem situation is
understood, a systematic definition and study of external publics should take place. Who is currently involved or affected and how?

Cutlip, Center, and Broom (1984, p. 207) stress the importance of researching the publics before planning program strategies to assign priorities, to examine information needs and uses and to evaluate message delivery.

Grunig's situational theory to identify publics is a situation-specific theory highly useful in understanding the communication behavior of publics. It is only after the situation has been analyzed completely that realistic organizational program goals involving priorities and effective messages for publics can be devised.

The organization practicing public relations and its publics are interdependent systems. As described by Cutlip, Center and Broom and by Grunig and Hunt, the internal organization of the agent employing public relations determines which behavior model is used. Grunig's situation-specific approach shows how external publics can constrain or stimulate the organization providing direction to this behavior even to the point of prompting particular public relations activities (Pavlik and Salmon, 1984, p. 46).

Grunig identifies three major independent variables which can separate people who are part of publics from those who do not belong to a public. These are problem recognition, constraint recognition and level of involvement. Grunig also describes two dependent
variables -- information seeking and information processing. Grunig theorizes that it is the publics' perceptions of how they are affected by situations which determine communication behavior to be either active or passive.

Information seeking members of publics actively try to understand the information they receive and use it to plan their behavior. Passive communication behavior is a result of inactive information processing by members of publics. The members of a public exert more effort to understand information they seek than information they process, and this information seeking increases the likelihood of their becoming an active public. A public whose members merely process information often remain latent publics. At best it becomes an aware public, but seldom an active one.

Returning to Grunig's first independent variable, problem recognition is present when people stop to think or communicate about an issue because they detect a problem:

The basic idea behind the concept is that people do not stop to think about a situation unless they perceive that something needs to be done to improve the situation... Thus, measuring whether people who you think might be members of a public detect an organizational consequence is a reliable way of determining whether they will communicate about that consequence with the organization and whether they will be members of a public (Grunig and Hunt, 1984, p. 149).

Problem recognition causes people to seek the information they need and to plan a behavior to address the problem.

Constraint recognition is the extent to which people perceive
that there are obstacles in a situation limiting their freedom to plan
their own behavior. A high level of constraint in a situation
translates into the sense of having little choice in solving the
problem perceived. This lessens the likelihood of active
communication or information seeking.

Level of involvement, the third variable in Grunig’s
situational theory, reflects the extent to which people identify with
a situation and determines whether the communication behavior will be
active or passive. It follows that an involved public, made up of
individuals with low constraint recognition and high problem
recognition will be the most active public. This combination
increases information seeking and affects the public relations
behavior of the information-disseminating organization.

Informal and Formal Methods for Defining Public Relations Problems

Following the situation analysis, Cutlip, Center and Broom’s
model for defining the first step in the public relation process
concludes with informal (exploratory) and formal research methods.
The first informal technique is personal contacts with targeted
publics through participation in trade shows, community and
professional meetings. In-depth interviews with key informants, from
knowledgeable professionals to the man on the street, is another
informal means. A third is the establishment of advisory committees
or boards. Nonprofit organizations in particular often use advisory
boards to enrich their public relations function with the expertise
and services of professionals in the community. Mail analysis and telephone inquiries reveal areas of favor, disfavor and lack of information. Media content analysis such as press clippings and broadcast report monitors help measure message placement effectiveness but not readership or impact.

Formal methods of research include secondary analysis or the reuse of data gathered by others and surveys such as mailed questionnaires and telephone interviews. The advantages of these research forms in savings in time and money are substantial; the trade-offs are lack of flexibility and control in terms of who responds and of biased results.

**APPLIED THEORY: "DELAWARE SMALL WONDER" SLOGAN CAMPAIGN**

"Research initiates, monitors, and concludes the problem-solving process" (Cutlip, Center and Broom, 1985, p. 218). This prominent public relations maxim of the 1980s was not the guiding light for the development of the "Delaware Small Wonder" slogan campaign and for the proponents, allies, opponents and neutrals it generated. From its genesis in 1982 the Delaware campaign had a life and character all its own. It sprang from an interaction between public and private, corporate and nonprofit, family and community sectors -- an interaction defined by a small size and a manageable sense of place.

The process theory of Cutlip, Center and Broom tells us that the problem defining step begins with research and fact-finding.
"What is happening now?" According to an account executive at Lyons, Inc., research and fact-finding for the "Delaware Small Wonder" slogan campaign was done "on horseback." This was confirmed by a top official in the Delaware Development Office (DDO) who stated bluntly, "There was none. There was only one way to go, and that was up! It was 100 percent seat of the pants." This reference confirms the low status historically assigned to tourism by Delaware residents in general as well as the legislature. With a budget allocation for tourism development that was second lowest in the country in the early 1980s, the DDO believed that the facts were obvious and the major causes of the problem located -- funding. The General Assembly needed only to be made aware of having created in October, 1981, an office to promote the state and of having thereby generated a financial obligation to make it viable. The Delaware Development Office was new in town with a new mission. There were few precedents.

The single-minded confidence of the DDO and Delaware State Travel Service (DSTS) leadership that in depth research was unnecessary altered the campaign schedule from a theoretical standpoint. The campaign process moved directly to the problem statement phase. The systematic fact-finding, the probing and, most importantly, the listening, recommended by Cutlip, Center and Broom as a beneficial connection between the organization and the expertise, attitudes and behaviors of its publics were somewhat short-circuited. The idea for the campaign was strong; that it was placed on the end of a stick and allowed to lead the charge was evident in many aspects of
the early stages. Before examining how this affected the problem statement phase, it is important to look at the financial and social climate surrounding the early events of the campaign.

**Campaign Background and Causes: Financial and Social Climate**

Financially and socially, there are both advantages and disadvantages to Delaware's small size. An attorney general for Delaware said, "The chief advantage is that you can get all the major players together in one room and interact with them in one day." To this can be added that the players quite often are a tight group of friends and relatives -- an example of the interwoven social structure of old Delaware families at work.

**Financial Climate**

While ordinary people may not know where Delaware is, the bankers and lawyers of the business world, national and international, know the state extremely well. A major purpose of the campaign was to advertise the business advantages for incorporating in Delaware. Delaware possesses 1/1000 of the area of the United States and 1/400 of its population. Fifty-two percent of the Fortune 500 companies are registered and incorporated in the state plus 42 percent of all companies traded on the New York stock exchange and 40 percent of those traded on the American stock exchange. Clearly, it is not Delaware's mild weather -- although from the standpoint of selling employees on corporate relocation the climate is a definite "plus" --
but rather the state's concrete financial benefits which capture the attention of top industrial and financial institutions.

Other features relating to trade include the fact that in the last four years -- which spans the life of the "Delaware Small Wonder" slogan campaign -- five of the ten largest banks or, stated another way, 16 of America's 25 largest banks came to Delaware to incorporate. Chase Manhattan and Citicorp, for example, both recently incorporated in Delaware. This influx in banking has generated $125 million per year in corporate tax revenue for the state at a cost of only 10 cents on the dollar. Four thousand new jobs were created due to the new banks and new buildings.

Holding companies, a legal way to avoid paying state taxes in the U. S., are another famous feature of Delaware's financial operation. Delaware's trust laws also are unique in that personal or corporate trusts established in the state do not require registration. Delaware's "attachment" law, except in the case of alimony, does not permit legal attachment or freezing of private or corporate funds due to court cases pending in other states.

"Delaware is the Switzerland of the United States; the money placed in Delaware banks is as good as gold ... The movers and shakers of the financial world come to Delaware, and they do so because Delaware is a small state with a high degree of financial clout" (a Delaware lieutenant governor). On the local bank level, for example,
the Wilmington Trust Company is the 160th largest bank in the U.S., yet its holdings in trust are the seventh largest in the nation.

From a real estate point of view Delaware also is considered a financial gold mine marketable as an east coast Switzerland with Wilmington as its Geneva. It is a small geographic area possessing attractive provincial qualities and low property values relative to other Mid-Atlantic urban areas. Any point in the state selected for business or residential relocation is in close proximity to "open space," a valuable reality commodity. A partner in a major Wilmington real estate agency reported that March, 1986, was the best month in real estate sales in the 25-year history of the company, that "with interest rates in the single digits now, the dam is wide open, but even when interest rates were 16 percent, Delaware's real estate market was sound."

The passage in 1981 of corporate tax legislation favorable to incorporation in Delaware augmented the promotion of industrial and economic development. As a new theme that heightened the fact that Delaware is a unique place geographically, politically, financially and socially, the "Delaware Small Wonder" slogan met with relatively little resistance as an overall banner for the economic and tourist development efforts for the state. Selling Delaware as a financial "small wonder" was part of the Delaware campaign objective. It was a less obvious but equally important part of the state's mission in promoting itself through a new state slogan.
Social Climate

In October, 1981, the governor of Delaware appointed his cousin as director of the newly formed Delaware Development Office. He was moved from a position as secretary for the Office of Community Affairs in Economic Development and Tourism which he had held since November, 1980. This was not a gesture of political nepotism but a pragmatic selection of an highly competent financial administrator. This is an important example of the effect of Delaware's smallness on a state level public relations campaign. Political, inter-family ties are strong which, in Grunig's terms, affect the internal and external situational structure and ultimately an organization's communication behavior. Due to Delaware's size, the leadership pool or "ambassador group," as a chamber of commerce head aptly described it, is small. As a consequence, Delaware's political, business and social climates are characterized by leadership roles which are shared and exchanged "family style" producing interlocking directories for the various public and private agencies involved in the slogan campaign.

The "Delaware Small Wonder" slogan campaign was never intended to be a consensus process. A small executive, or what might even be called "autocratic," group from the DDO, DSTS and Lyons, Inc., managed the campaign from start to finish. The theoretical disadvantage to this is the campaign's susceptibility to elitist decision-making such as the skimming over of the research and fact-finding phase which occurred. Delaware's ambient climate, however, is conservative; decisions and approval for changes at the state level
are hard-earned, and the successful proposals usually emanate from the top down. The public relations behavior of the DDO and DSTS reflected this characteristic.

There was great advantage in Delaware's interlocking leadership: the slogan campaign tremendously benefited from the efficiency and flexibility of having a small group of people in charge. It escaped the heavy-handedness of "committee art." The emphasis was on economic development and finding a theme. It was easy to expedite its development as an opportunistic and quickly-paced public relations process, and it was fun.

The governor gave us free rein, confidence and support plus that of the General Assembly.... It was a unique opportunity with the governor's support to run an office with a good staff and support from the outside. It was the right chemistry and the right people (Delaware Development Office director).

Problem Statement

The problem statement phase of the "Delaware Small Wonder" slogan campaign, like the research and fact-finding, was a condensed, quickly administered step. The what, where, who, how, and why questions of Cutlip, Center and Broom were considered only peripherally in passing directly to a definitive statement of the problem situation. There was general agreement among all interviewees that Delaware lacked a sense of identity. Whether this was viewed as an in-state or out-of-state awareness problem depended on who was talking. Those representing the state governmental agencies placed in-state political recognition of the campaign at the top of the list.
as a bright star mission of the new Delaware Development Office. Although the DDO recognized the sizeable annual contributions tourism made to state and local coffers, its emphasis was primarily on economic development, and this was for justifiable reasons.

In 1980 Delaware elected a governor experienced in public relations strategy, sophisticated media use and promotional activities. The governor applied this expertise to repairing the state's then serious financial situation and anti-business reputation, a legacy of Delaware's earlier environmental and preservation legislation. The governor's intense interest in public relations practice helped to identify the "Delaware Small Wonder" slogan campaign as a political, upbeat notion symbolizing the state's emergence from its economic problems. "'Delaware Small Wonder' was shorthand for a new emphasis on good growth" (DDO director). Part of the DDO's problem statement was a need to market itself to the political constituents as part of an overall strategy, to establish its state-wide, political credibility.

Predictably, the more tourist-oriented definitions of the problem situation emanated from the organizational leaders representing tourism interests in the state. Delaware destinations or attractions -- museums, historical sites, etc. -- as well as the organizations facilitating tourist visitation to the state, such as chambers of commerce and visitors' bureaus, defined the problem situation as lack of state identity in relation to the outside world. There was a need for a Mid-Atlantic approach to marketing the state in
order to establish a unique identity for Delaware with other regional tourist promotions such as George Washington Country to the south and the Brandywine Valley to the north.

A unifying theme was needed that would complement and tie together older, die-hard tag lines and slogans for Delaware. Most entrepreneurs involved in the tourism market were in agreement about Delaware's unique charm and unusual features. There was a need to reveal the state's unknown secrets to thousands of people traveling on I 95 who knew Delaware only by its oil refineries, chemical plants, swamps, warehouses and factories.

Thus, the "Delaware Small Wonder" slogan on the whole seemed to be a congenial theme general enough to encompass tourism promotion as well as economic development, the dual roles of the Delaware Development Office. Delaware's social conservatism and shared-circle leadership patterns affected the character of the campaign as a public relations process. The political, social, and public relations savvy of the governor provided the necessary top-down stamp of approval for the campaign. This removed the problem definition (research/fact finding) step from the domain of the general public. The specific effect this had on the Delaware campaign is examined below in the application of Grunig's situational theory to identify publics (p. 77).

Internal Situation Analysis: The Organization

Most of the crucial internal aspects of the situation -- the
key actors, the structure and the history of the Delaware Development Office and the Delaware State Travel Service have been described above. It is important to emphasize that the DDO was spanking new in October, 1981, and that the development and production of a state slogan campaign, as one of its first projects, was a new and major undertaking for all involved including Lyons, Inc. As a fledgling commercial advertising firm, Lyons teetherd on the "Delaware Small Wonder" slogan campaign. Material for the requisite "communication audit" or "almanac" file recommended by Cutlip, Center and Broom was generated seat-of-the-pants style as the organizations tumbled along side by side in the creation of the campaign. The relationships between strong personalities in the various organizations were not entirely conflict-free. The gutsy, if not sometimes audacious, perceptions and actions of the key actors evident in the DDO and DSTS's communication behavior dictated the character of the subsequent steps in the public relations process for the campaign.

Public Information and Two-Way Asymmetric Models

The Delaware State Travel Service, as the tourism arm of the Delaware Development Office, utilized a nearly classical form of Grunig and Hunt's (1984) public information model in the practice of their public relations promoting the "Delaware Small Wonder" slogan campaign. The DSTS was typical in doing little research in order to mount a one-way communication channel for messages to its publics through an active press relations program and advertising schedule.
Information dissemination about Delaware as a unique place to visit, a small wonder, was the communication purpose.

The DSTS model differed from the theoretical public information model in that its publics were well-defined and targeted at the outset rather than untargeted. As evident in the problem statement process for the campaign, the same duality exists between economic (in-state) and tourism (out-of-state) interests in selecting and prioritizing publics. The director of the Delaware Development Office ranked ordered the publics in this manner:

1. General Assembly
2. Delaware business community
3. Delaware tourism community
4. Delawareans in general (the body politic)
5. Out-of-state tourists
6. Out-of-state business interests
7. Sister states sharing regional objectives

A local attraction or destination such as a museum or hotel probably would reorder this ranking of publics.

As the slogan campaign matured into its third and fourth years, the line between the public information and two-way asymmetric models began to blur in the DSTS's organizational behavior. In the wake of the rapid first waves of the campaign, there was an increasing interest in more careful planning and feedback solicitation in order to monitor minimal changes in public attitudes and behaviors. In 1985, DSTS began inquiry/visitation conversion studies. This was an important first step in raising the public relations behavior of the DSTS to a more sophisticated, complex level described in Grunig and Hunt's model. Thus, it is interesting to note how Grunig's theory
applies to the Delaware campaign, that the entire public relations process for the DSTS shifted when it changed its relationship to its publics from one-way to two-way communication.

**External Situation Analysis: Grunig's Situational Theory to Identify Publics**

The "Delaware Small Wonder" slogan campaign complied in part with Cutlip, Center and Broom's stipulation that external publics be systematically defined and studied to obtain information, evaluate message delivery and establish priorities. The DSTS and other involved tourism interests placed far greater emphasis on identification than on research of publics. This management approach had both advantages and disadvantages; it created staunch allies, passive neutrals and disaffected opponents particularly in the external publics of the campaign.

The communication behavior of the publics allied to the "Delaware Small Wonder" slogan campaign was predictably cooperative. Using the variables of Grunig's situational theory, these publics exhibited active, information seeking problem recognition. They detected an organizational consequence of the DSTS slogan campaign project that would benefit state tourism and ultimately their own organization. The allied publics detected a problem of identity for Delaware, particularly out of state, and sought information in the form of the DSTS promotional packaging of "Delaware Small Wonder" with which to plan their own organizational behavior in response to the identity problem.
In Grunig's terms it was obvious that constraint recognition was low, and problem recognition and level of involvement was high. Most of these publics did not perceive that the slogan campaign presented obstacles limiting their freedom to plan their own communication behavior. They were unaware of or were unconcerned by their meager involvement in the research/fact-finding and problem statement stages. They also were given little opportunity for input into the thematic development of the slogan. In fact, they were not consulted at all. Where other states have held state-wide slogan competitions, in Delaware it was "Delaware Small Wonder" -- take it or leave it. The publics responding the most favorably to the Delaware slogan campaign were the "northern sympathizers" in the General Assembly, the Delaware business community and parts of the Delaware tourism community.

The passive, neutral or latent public identified by the DSTS was the Delaware body politic. Varying degrees of information processing regarding the "Delaware Small Wonder" slogan campaign were evident among these individuals. Grunig's situational theory to identify publics calls into question whether Delaware residents qualify as a true public. The Delaware residents interviewed generally like Delaware the way it is. "The 'Small Wonder' is nice, but it doesn't really matter." Their behavior was primarily passive. They were information-processing observers of the most visible products of the campaign, such as highway signage and commercial memorabilia. The man-on-the-street response varied from absolutely no
knowledge or only vague awareness of the campaign to pride in a new state image. Conscious communication behavior centering around problem and constraint recognition and levels of involvement in Grunig's terms were non-existent.

Delawareans characteristically function as individuals and not as members of a public. This amorphous group of state residents suffers an additional, fractionary up-and-down-state split. A Kent County "head boat" fisherman epitomized the downstate character:

Lady, it's the fish. In our business down here, the only increase in business that you see is when we catch more fish... You can do anything you want such as a state advertising itself, which can help, but if you don't produce, you're not going to have the people coming.

There were a small number of disaffected external publics which were opposed to the "Delaware Small Wonder" slogan campaign, and this can be traced to the closed leadership hierarchy (the organizational structure) of the state agency and the fore-shortened research and fact-finding efforts (the communication behavior of the organization). The opposition was never openly expressed; instead, the campaign was silently tolerated by some members of the Delaware tourism community. Several tourist destinations and organizations felt that the DDO leadership to a large degree and the DSTS staff to a lesser degree did not communicate a willingness to work together with the professionals in the field. The campaign decision-makers were perceived to have forged ahead with magazine advertisements and press
programs without group consideration of destinations. The tour
promotion director of a major Delaware attraction said:

In a small state there needs to be give and take. It's
inexcusable. The purpose of a state slogan is to make
people feel proud, and the "Small Wonder" theme diminishes
us. There are an abundance of treasures here; Delaware is
more than a small wonder.... It [the slogan] is a hook to
hang a hat on that is good for politics.

The director of another important Wilmington tourism promotion
organization expressed his dissatisfaction with the "Delaware Small
Wonder" slogan even more emphatically:

I don't know what it means. We are required to put it
on all our literature. If you want state matching funds,
you will use the logo...Slogans are very difficult to
work with. Politically, it seems to be a handy thing to
do. I don't see that it helps us one bit. Delaware is the
most important word that we can use.

Most people don't care how large or small we are. I can
see that they probably were searching for something eye
catching. Slogans, if they don't have some jarring result
then they are so smooth that they just sail by, and they
don't make any impression. It sure jars me, because I
wonder what it means.

Campaign slogans across the country are the biggest mish-
mash. None of it has any reason behind it. All we know is
what works and doesn't work...People are interested in
specifics, factual transmission of information -- Where can
I get a room? What's there to see in Delaware?

We have no choice in that [using the slogan], so we
accommodate it. It means absolutely nothing.

Had there been formal research/fact-finding and problem
statement stages, the Delaware Development Office might have benefited
from constructive criticism offered by these dissenting publics.
While the "Delaware Small Wonder" theme may have increased in-state
identity on the political level, it was felt that it did nothing to
Improve, and perhaps even confused, an identity for Delaware among out-of-state tourist interests.

Informal and Formal Methods for Defining Public Relations Problems

The DSTS employed all of the informal research techniques suggested by Cutlip, Center and Broom as available to organizations involved in a public relations process but to noticeably varying degrees. Mail and telephone inquiry analysis and media content analysis were the most obvious and least expensive research modes to pursue. The DSTS utilized these techniques on a routine basis for the first two years of the campaign. By February, 1984, travel information inquiries had grown to a proportion that merited a separate administrative section, and Information Services of the DSTS was formed. Personal contacts and key informants were used to augment the research and public relations problem definition efforts. This was accomplished on an interpersonal level through the cross-sector channels available to the campaign leadership. The DSTS also participated in trade shows and professional meetings as well as conducted "fam" or familiarization tours of the state for out-of-state tour operators as part of its public relations process.

Tourism Advisory Board

A major informal research means suggested by Cutlip, Center and Broom and put into practice by the DSTS was the use of an advisory board. The first Tourism Advisory Board was appointed by the governor in January, 1982, paralleling the commencement of the DSTS search for
bids from area advertising agencies for a slogan campaign theme. It was a seven-member board comprised of entrepreneurs from different segments of the business community tied to the tourism market. The interests represented included the hotel and restaurant associations, the chamber of commerce system, the museum network, and an academic travel and tourism program.

Cutlip, Center and Broom (1985) state that the function of an advisory board is to:

help win the understanding, interest, and support of the influentials selected as members... There is a price, however, in using such committees. Their advice must be given earnest consideration, or this method will backfire. No one likes to serve as a show-window mannequin. Members quickly sense when they are being "used." Appoint such a committee or board only when the major motivation is to solicit input and guidance on a regular basis." (pp. 211-212)

When the "Delaware Small Wonder" slogan campaign was selected, the DSTS presented the Tourism Advisory Board with a problem statement and a finished product to review. As with its other publics, the DSTS did not offer the Board a selection of themes. The selection process was done ahead of time by the DDO, DSTS and Lyons, Inc., professionals. The board members, however, must have felt comfortable (low constraint recognition of Grunig) with the procedure. They unanimously accepted the new theme, as one of the members said:

probably because we were ready for a change. And I believe it was something that brought everybody together and also something that heightened the fact that Delaware was kind of a unique place ... the Small Wonder, we'll call it.

Cutlip, Center and Broom suggested two formal methods of
research -- secondary analysis and surveys. For economic reasons only
the first was available to the DSTS in the *The Economic Impact of
Travel on Delaware Counties* published by the U. S. Travel Data Center
in Washington, D. C. The expense of mailed or telephone surveys were
not justifiable in the meager budget of the campaign's early years.
Only by its third year, 1985, could the DSTS begin to consider limited
studies of information inquiry to visitation conversions.

**Summary**

Grunig's situational theory to identify publics augments the
instrumentality of his public information and two-way asymmetric
models and Cutlip, Center and Broom's problem definition process.
Viewed through the lens of these theoretical propositions, the
"Delaware Small Wonder" slogan campaign begins to blossom into a
socially and politically complex, multi-faceted public relations
program.

At the basis of the campaign is a social environment
characteristic of a small state -- old, well-established family
politics. Corporate and community leaders are interactive between
organizations much like the Medieval English "cycle" plays --
religious dramas in which a small, select group of actors fulfilled
the exigencies of large casts by assuming multiple roles. Under the
guidance of a governor experienced in up-to-date public relations
practice, the Delaware campaign's objective was energetic economic
development and tourism promotion. In fact, the funds were legislated
in this double allocation. Inherent in this dual objective was the conflict of trying to serve two masters: tourism, the more visible -- and economic growth, the more subtle, less visible. This created an area of conflict between the Delaware Development Office and several of its publics in the in-state tourism community.

Grunig's situational theory to identify publics provides insight into this campaign issue. The tourist interests least enthusiastic about the slogan campaign were those which felt ignored by the research/fact finding, probing, and listening stage recommended by Cutlip, Center and Broom's first step of the public relations process. Aside from the establishment of a Tourism Advisory Board, the state agency made little attempt to consult its identified publics during the problem definition stage. This self-possessed position cost the campaign a degree of credibility with the in-state tourism industry.

At the outset, the Delaware campaign adhered closely to the provisos of Grunig and Hunt's public information model in its one-way press-relations and advertising programs. Within this public information construct, limited research and fact-finding procedures are typical of organizations mounting public relations campaigns, particularly in nonprofit or government sectors. In this regard, the Delaware campaign was entirely characteristic. Once the campaign was established, however, the state's public relations behavior shifted toward Grunig and Hunt's more sophisticated, two-way asymmetric model. The Delaware Development Office and Delaware State Travel Service
began to seek informal feedback in the form of inquiry/visitation correlations. Feedback in this form became economically desirable for competitive purposes.

By 1985, tourism had become a national concern as a major means for boosting state-level economies. By beginning its push in 1981 with the introduction of the "Delaware Small Wonder" slogan campaign, Delaware demonstrated political and economic far-sightedness. The state anticipated the trend and entered the competition early for tourism dollars. Delaware's contribution, which distinguished its campaign from the proliferation of state sloganism which followed, was its linkage of economic with tourist promotion. Although this combination was not universally welcomed among the identified publics for the Delaware campaign, it was an astute, albeit "high-handed," political and economic public relations program for the state's financial well-being.
CHAPTER SIX

THE PROCESS: PLANNING AND PROGRAMMING - THE SECOND STEP

Planning is the only rational way to establish priorities in using always too little money and too few personnel. Unless there is a plan, the public relations staff will be tugged this way and that by competing internal demands (Cutlip, Center and Broom, 1985, p. 231).

The quality of the "Delaware Small Wonder" slogan campaign as a public relations process continues to develop through an analysis of its planning and programming step.

This chapter examines the major theoretical propositions of the planning and programming process of Cutlip, Center and Broom and its application to the Delaware campaign.

THEORETICAL PROPOSITIONS

In the planning and programming step, the organization must define its program goals and objectives and commit to using public relations to achieve them. Basic strategic decisions are made and plans of action devised. Sound planning is critical to the effectiveness of the taking action and communicating step that will be discussed in chapter seven.
Strategy

The central decisions made in defining the major objectives of a campaign constitute the public relations strategy. (Less important decisions, often made on-the-spot, are the tactics by which the strategy is implemented.) Having a plan greatly increases chances of a successful outcome. Rice and Paisley suggest a five-part guideline towards achieving this end:

1. Assessment of the needs, goals, and capabilities of target audiences
2. Systematic campaign planning and production
3. Continuous evaluation
4. Complementary roles of mass media and interpersonal communication
5. Selection of appropriate media for target audiences

(Cutlip, Center and Broom, 1985, p. 232)

Cutlip, Center and Broom (1985) state that "strategy in public relations calls for long-term planning and programming" (p. 233). They offer an intuitive and simplistic procedure for strategic planning which is included here as good advice for novices in public relations programming as were the "Delaware Small Wonder" slogan campaign administrators. Some review of the public relations process at the grade school level might have spared the Delaware campaign some of the growing pains discussed later in this chapter in the applied theory section:

A searching look backward: There is no organization, no problem, no opportunity without a history. Learning that history is the first step.... Can public relations help? What has happened that has caused public relations to be involved in a new or different way?

A wide look around: Where there has been no continuing monitoring of public opinion toward the organization, that is the next step.... Is there a breakdown in understanding
between the organization and any of its constituent publics? Is there a resentment simmering anywhere?

**A deep look inside:** Every organization has a character and a personality. Both tend to be a reflection of those who control the organization.... Character can be discovered by examination of the policies set down, and by whether day-to-day actions square with the words. Personality is evident in the "style" of administration -- centralized authority or generous delegation, openness and candor or secretiveness and suspicion.

**A long, long look ahead:** Is the mission of the organization realistically obtainable? Can public relations planning and programming fit in? Can they make a practical contribution? Will this organization be around in ten years?

**Strategic Thinking**

Strategic thinking must consider alternatives, risks-benefits and consequences -- crucial aspects of the strategic analysis stage of planning and programming. In determining planning and programming objectives it is not unusual for a single overriding consideration to generate a planning emphasis on immediate communication returns. An emphasis on fast results could overlook important organizational considerations.

**Proposal Stage**

The proposal stage of the planning and programming step develops the plan of action that includes creative talent selection, writing and selling the program, media selection, and budgeting. Indoctrination and timing also are key elements. Indoctrination is the critical process of informing organizational colleagues and
external publics of what is to follow once a program has been approved at the policy level:

The program should be related to the climate in which the organization operates and that it hopes to enjoy in the future... It is important for the future relationship that the programming agreed upon be a matter of record (Cutlip, Center and Broom, 1985, pp. 242 - 243).

Timing in implementing the various programming and planning elements must consider a sensitivity to the situation’s context.

Cutlip, Center and Broom include two other factors in their outline of the second-step process -- the need for a public fact center and for an advertising pretest. An area of weakness in many organizations is the availability of authentic information. In establishing a public fact center, it is necessary to realize and maintain the distinction in function between a press operation and information center. It is recommended, whenever possible, that they be operated as separate entities. The center moves information from the institution to the general public. "To saddle an organization’s press office with an added responsibility to the general public reduces the effectiveness of both functions" (Cutlip, Center and Broom, 1985, p. 250).

Pre-testing is one of the most important concepts in advertising and holds true for public relations strategic planning. Cutlip, Center and Broom (1985, p. 252) stress that there always is "a need to pretest the understandability of messages." The symbolism of a public relations message, while clear to its creators, may be uninteresting, indecipherable or inappropriate to the intended
audience. Pretesting is a relatively inexpensive but valuable technique in perfecting the planning and programming step of the public relations process.

APPLIED THEORY: THE "DELAWARE SMALL WONDER" SLOGAN CAMPAIGN

When the Delaware campaign entered the planning and programming step of Cutlip, Center and Broom's public relations process, it was "on a roll," nothing could have held it back. The excitement level was high, and all the major personalities in the DDO and DSTS wanted a hand in the creative process. Lyons, Inc., was awarded the advertising contract in January, 1982, and by March the first advertisement insertions had been placed. This was fast work.

Strategy

Both the DDO and DSTS leadership worked with an executive committee at Lyons, Inc., in hammering out the planning and programming details of the campaign. The power hierarchy between the DDO and DSTS became more evident in this phase. The former wielded the authority, and the later had the responsibility for carrying it out.

Neither the DDO nor DSTS had a professional public relations practitioner on its staff, and the campaign up until this point had not been managed as an overall communications program. The professionals at Lyons, Inc., were contracted to focus the campaign on a visible theme and to develop a method for publicizing it. Lyons was
hired to design the ad campaign, the slogan and logo, all the print collaterals (anything printed) and state-wide signage. Even in this role, Lyons had no public relations responsibility. Management decision-making on the part of the state continued to be primarily opportunistic, moderately reactive and largely successful.

Although Lyons is an advertising agency by definition, the Lyons executive staff experience was drawn from industrial corporations. The five-part planning guideline of Rice and Paisley (thesis, p. 79) is an orderly, step-by-step technique, and the Lyons account executives unconsciously followed its main points.

Devising a state slogan campaign was a new experience for everyone. Neither the state nor the advertising agency's leadership had ever been involved in developing such a campaign before:

The interesting part of this whole thing is that we were all so young and ignorant. Nobody knew what they were doing. We had nothing to lose. We didn't know any better, and there was no fear (Lyons advertising copywriter).

Due to this newness, the state and its advertising agency did not have the classic client-agency relationship in which each party understood and adhered to its own area of responsibility. Delaware's smallness precluded establishing formal power boundaries as everyone knew one another before the campaign.

This client-agency relationship had certain disadvantages. From the creative standpoint, it made the writing and selling of the program to the state a difficult job. Fifteen people were involved in the creative process where there should have been only one or two.
Decisions were made by one group only to be unmade by another. The zealous, "hands on" interest of the state in the creation of the slogan theme and logo invaded the ordinarily isolated artistic functions of an advertising agency. A more classic relationship would have placed the state in the detached position of overlooking the project, making certain that there was nothing politically wrong and that the budget was met.

Being left out of "the fun" was not acceptable to the dynamic and energetic DDO and DSTS players. Consequently, the Delaware campaign is characterized not only in planning and programming but also throughout the entire public relations process by a high level of personalized state involvement. In a state as small as Delaware, this interrelationship of public and private was an inevitability turned asset by the DDO and DSTS in navigating the course of the campaign.

**Strategic Thinking**

The tourism objective for the Delaware campaign was to increase target audiences' awareness of Delaware as a visitor destination, particularly for overnight travel. This was articulated clearly at the outset in the advertising layouts and copy rationale which Lyons, Inc., presented to the state. The following plans were drawn from this document.

The primary target audience was designated as adults, without children, who lived within 350 miles of the state. The marketing purpose of the tourism advertising was to help increase state revenue
by encouraging spending in Delaware hotels, restaurants, retail outlets, museums, and entertainment establishments by out-of-state residents. It was projected that this would have a secondary or "ripple" effect of stimulating additional investment in tourism-related facilities. **Alternative plans** were considered only briefly, and the **risks-benefits and consequences**, not at all, as they were difficult to ascertain. When in doubt, the DDO/DSTS/Lyons planning group assumed the best-case scenario for the campaign. In this case, they assumed the positive benefits and consequences far outweighed the limited risks.

The principle campaign message stated in Lyons' advertising rationale focuses on a sense of place, a unique identity for Delaware:

Delaware's small size belies its large number of quiet tourist attractions for adults ... an ideal place to get away from it all without having to travel too far or spend too much money.

Implicit in this message is a self-definition, "a reflection of those who control the organization" (Cutlip, Center and Broom, 1985, p. 233). Grunig's theory that organizational structure characterizes communication behavior is evident in the nature of the message selected by the DDO and DSTS as representative of a state identity. A Lyons staff member said:

We were also concerned about tourism bringing too many people .... They [the state leadership] wanted it but they didn't want too much. They tended to go more for the types of magazines that they read. Considering the type of people they wanted to attract were more people like themselves, it was probably as good a way as any.
I am not sure what kind of results they wanted to have. If they targeted it differently they would have had no control. It was a very "wasp" campaign, and that is where they were going.

This is a fair assessment of the DDO and DSTS' overall tourism campaign mission -- to bring into the state the well-to-do singles, married (without children) and retired sectors of the travel market. To appeal to the camper and mobile home sector would not have the desired social and economic impact on the state. From Grunig's perspective, the state's conservative communication behavior is predictable given its internal organizational make-up and the external political and social environment from which the organization is derived.

Proposal Stage

The proposal stage of the Delaware campaign collapsed the strategy and tactics and strategic thinking phases of Cutlip, Center and Broom. The writing and selling of the program took place at Lyons, Inc. While Lyons account executives met with the DDO and DSTS representatives to devise rationales and objectives for a tourism campaign, the Lyons' creative staff searched for an appropriate accompanying theme. The person credited with coming up with the "Delaware Small Wonder" slogan described the thought process in this manner:

They wanted a new logo to use on state promotions. We had four days. So we talked about what was memorable. We had to latch onto something that people remember and that was size, and we had this very small amount of time.
I looked at Delaware as somebody who had been out of town for a long time, and said, "Why would anybody want to visit here?" I came up with a list of reasons. Then narrowed it down to specific things. There's not a lot. The first thing that was ever on the National Register in Delaware was the state's first commercial chicken house.

I took it home and was playing different words for size, different words for OK, and I heard a voice in my head, "Delaware Small Wonder."

There were about ten other variations of that, and some were good, but that was it (Lyons, Inc., copywriter).

The DDO and DSTS approved the "Delaware Small Wonder" slogan in late February, 1982, and the design of the "perfect logo" began. The Lyons 16-person art department was responsible for this task. Because of the limited budget, the staff was instructed by the Lyons art director to work on the campaign logo in between their other "paying" jobs. Although $75,000 was being spent on advertising, it was the impression of the Lyons sub-executive staff that the job for the state was being done for free.

The logo selection process took several weeks; the DDO and DSTS examined over 50 designs. Lyons was noted for its talented creative staff, and all the logo designs submitted were well-planned solutions, but none quite fitted the state's exact concept of the theme. Finally, as the production deadline was reached, a logo was selected. A member of the Lyons artistic staff remembered the day:

They were upstairs the whole time, and they still didn't like anything. He [an account executive] came down and said, "Look, I hate to do this to you, but you have got to try and give me something. These people are up there; they're upset. They still don't like anything." I said, "How much time do I have?" and he said, "Can you do something right now?" So that's the greatest part about
the story .... I came up with that logo in about a half
hour, and he brought it up there, and they liked it!

The artist made a conscious design connection between the graphics
selected for the logo and the communication message it conveyed:

They wanted something that reflected the personality of
Delaware which is really an impossible task. They wanted
something that was historical, because Delaware is very
historical. They wanted something clean and conservative
that people could relate to, something real contemporary.
The historical part of it is what I really went for, the
type face and everything has sort of a historical look.

The actual state stuck in the "D," of course, that
developed from "Small Wonder." The fact that it would fit
in there and you could see it, and realize what it was,
that's really where it started. I wanted to figure out
a way to say "Small Wonder" and still keep the same shape
in the logo somehow.

The "Delaware Small Wonder" theme became a rhetorical, persuasive
communication device. The slogan created an umbrella identity for
Delaware under which both tourism and industrial interests could be
developed, and the logo condensed the conservative communication
message into an upbeat graphic form.

With the slogan and logo as a unified concept, the planning
and programming moved on to media selection and budgeting issues.
Lyons presented analyses of the best times to advertise in order to
achieve maximum impact for the state tourist business. The target
months in New Castle County were April, May, June, September and
October. In Kent and Sussex, April, May, September and October were
selected.

Advertisements specific to up-and-down-state interests and
attractions were designed accordingly. The final magazine selection
and insertion schedule for the spring, summer and fall of 1982 was discussed in chapter four (pp. 38 - 39). Interestingly, the DDO insisted on the production of 12 advertisements -- six for New Castle and three each for Kent and Sussex -- despite the recommendation by Lyons that six ads would be sufficient for adequate media rotation. It was "privately" understood that politics required nearly equal up-and-down-state representation and that some of the ads might never be used.

Through their quick implementation of the advertising program, the Delaware Development Office and the Delaware State Travel Service demonstrated their belief that the timing was right to introduce the "Delaware Small Wonder" slogan campaign. The DSTS, in a sense, "pre-tested" the campaign through a year (1982) of magazine advertisements, newsletters, press releases, signage and other local promotions before announcing it officially in the formal press conference/open house ceremony in April, 1983. The measurable increases in travel information inquiries received by the DSTS (up 200 percent in 1982) and the favorable economic impact of tourism summary (1983) from the U. S. Travel Data Center also were forms of pre-test/post-test confirmation of the slogan theme and campaign decision-making.

According to Cutlip, Center and Broom, the indoctrination of organizational colleagues and external publics should follow the policy-level approval of the "Delaware Small Wonder" campaign. It is a critical process of informing publics of what is to follow. As mentioned in chapter five, the DDO and DSTS’s communication behavior
was characterized by centralized authority. The state "informed" its publics with a finished product. The advantage for the state in this behavior was control and speed; the disadvantage was isolation from alternative viewpoints.

For the most part, the Delaware campaign's indoctrination phase went as follows: The governor and Tourism Advisory Board were shown the completed "Delaware Small Wonder" slogan and logo advertising package. A portion of the travel industry was notified through the grapevine of the Advisory Board's interlocking network of directors. Others in the tourism industry were notified of the slogan campaign through the DSTS's Travel Industry News monthly newsletter which did a good job in previewing and reviewing DSTS activities. Each member of the General Assembly was given a copy of the small booklet containing reduced versions of the completed advertisements. The general public was informed through the print media via occasional DSTS press releases, through visual promotions and through osmosis. With a big promotional job ahead of them, the DDO and DSTS believed they could not afford the listening time required by a "generous delegation" decision-making process (thesis, p. 88).

In 1982 and 1983, the first two years of the slogan campaign, the Delaware State Travel Service managed the entire tourism promotion package "in house" including press relations and public fact center operations. The number of information requests from individuals and inquiries from the media dramatically increased during this period in response to the advertising campaign. It was a mammoth job well
executed by the DSTS until the inquiry load overwhelmed its small staff. The Delaware Development Office logically recognized the need to create a separate entity for responsibility to the general public. In so doing, the DDO complied with Cutlip, Center and Broom's theoretical prescription for a distinct public information center function. In February, 1984, the DDO formed the Information Services Office specifically to handle travel information requests. This structural change enabled the DSTS to concentrate on the promotion, advertising and tourism development aspects of the slogan campaign.

Summary

With the professional assistance of Lyons, Inc., the "Delaware Small Wonder" slogan theme and logo were created and the tangible tourism campaign was born. Through planning and programming, the campaign moved from the gestational problem defining stage into the night and day of the real world. The planning purposes for the campaign shifted from coping with a problem to taking advantage of a creative situation. The remedial needs for offsetting the state's financial crisis and anti-business image were shifted into a theme which took advantage of the opportunities in creating a unifying identity for Delaware.

In now characteristic style, the DDO and DSTS plunged into the planning and programming process without much regard for organizational history, public opinion, self-examination or longevity -- Cutlip, Center and Broom's four criteria for second-step planning.
While a series of one-year funding allocations cannot be considered long range budgetary planning, the state was successful in developing a campaign "strategy." The programming for the campaign, and the subsequent action/communication process (to be discussed in chapter seven), leap-frogged from fiscal year to fiscal year with minimal modifications in the advertising schedule. This framework provided a much needed sense of continuity. Through tightly controlled, if not autocratic, planning and programming, the Delaware Development Office and Delaware State Travel Service leadership elevated the "Delaware Small Wonder" theme from a vaguely defined state identity problem to a well-planned slogan campaign.

Although "young and ignorant," the Delaware campaign leadership and Lyons, Inc., executive, artistic, and copywriters staff together fielded a campaign team remarkable in its combined expertise. The recommended progression for planning and programming a public relations program was elongated at times and at others, abbreviated, yet the "Delaware Small Wonder" slogan campaign flourished. As a result, the heavy-handed role of the DDO and DSTS leadership in the creation of the slogan and logo stretched the client/agency relationship beyond the normal levels of involvement. In retrospect, this can be judged as having been beneficial to the Delaware campaign. This close client/agent relationship derived from Delaware's smallness and the existence of previously established friendships among the participants. The formal positioning necessary among strangers was abandoned in favor of "getting the job done," and
the DDO and DSTS personnel hung over the shoulders of the Lyons, Inc., staff until the job was done. Consequently, the creative process of the Delaware campaign’s programming and planning was advantageously shortened, and the implementation of the overall campaign was greatly accelerated in the taking action and communicating step which followed.
CHAPTER SEVEN

THE PROCESS: TAKING ACTION AND COMMUNICATING - THE THIRD STEP

Action and communication make up the main thrust of a program -- the part of the public relations iceberg that shows above the surface (Cutlip, Center and Broom, 1985, p. 259).

Weaving the "Delaware Small Wonder" story -- from public relations theories to personal anecdotes -- will focus on describing much of the action and its supportive communication used in carrying out campaign strategies. The development of the slogan and logo, of the tourism magazine advertisements (number of ads, time and place of insertions), of highway signs and retail merchandise have been examined.

This chapter starts with an examination of fundamental communication models and theories which Cutlip, Center and Broom consider important in the third step of the D.P.A.E. public relations process. Those pertinent to the slogan campaign are discussed in the second half of the chapter.
THEORETICAL PROPOSITIONS

Taking Action

For an organization conducting a public relations campaign within the framework of Grunig's public-information model, success is correlative to adherence to information transmission as the main goal. When the message is embodied in a slogan and logo, Cutlip, Center and Broom (1985, p. 283) suggest criteria which must be met; it must be memorable, recognizable, appropriate and unique.

The effectiveness of the communication message in action depends on context, timing, repetition and follow up. Cutlip, Center and Broom (1985) provide some simple reminders often overlooked in the hectic times of planning and implementing a campaign:

All public relations problems, however, do have people as a common denominator.... Continuity is required in communicating. So are repetition of a consistent message in simple form, careful selection of time, place, and method, and a variety of media that converge on the audience from several avenues.... There is an urgent need to target specific messages to specific audiences to achieve specific results (p. 275).

One measure of the success of a public-information slogan campaign is its acceptance, its adoption by targeted segments of the public.

Communicating

Grunig's situational theory to identify publics, explored in problem defining step (chapter five), is relevant here. Communication of information, limited as it is in changing attitudes short-range, has great potential in promoting action and behavior on the part of an audience. The successful impact of a message has as much to do with
the favorable predispositions of the audience as it does with the message content. Grunig's variables of problem and constraint recognition and level of involvement affect, first, the way the communication is perceived and, secondly, the nature of the response (active or passive).

The Diffusion Process

Cutlip, Center and Broom (1985) state that the diffusion process in a public-information campaign requires "influencing the knowledge, opinions and actions among sizable and distant groups" (p. 269). They outline five stages through which a new idea must go in gaining wide acceptance in a social system:

1. **Awareness.** The person learns of the existence of the idea or practice but has little knowledge of it.

2. **Interest.** The person develops interest in the idea. He or she seeks more information and considers its general merits.

3. **Evaluation.** The person makes mental application of the idea and weighs its merits for his or her own situation. He or she obtains more information and decides to try it.

4. **Trials.** The person actually applies the idea or practice -- usually on a small scale. He or she is interested in the practice, techniques, and conditions for application.

5. **Adoption.** If the idea proves acceptable, it is adopted (p. 269).

Of the current theories, Elmo Roper's **concentric-circle theory** of communication is useful to an analysis of a public information slogan campaign. The theory assumes that ideas emanate from the
center point of a circle, passing outward through various layers, from "opinion leaders," to the mass media, gradually penetrating to the whole public. The rate of flow of the communication process is subject to many factors, particularly to barriers.

**Barriers**

A campaign that is not well-planned can disintegrate at the communication stage due to barriers. Even a well-planned public-information program must be able to overcome the pressures of many potential barriers -- social, political, economic, language or vocabulary, age, race, peer group, and "finally, there is the constant roar of competition for people's attention in the noisy public arena" (Cutlip, Center and Broom, 1985, p. 273).

Information campaigns often fall due to the chronic apathy of large groups in the population who admit to having little or no interest in public issues; additionally, people selectively perceive and interpret information according to the compatibility of its content. Initial predispositions and attitudes differentially affect changes in views or in the behavior of members of the targeted publics (Hyman and Sheatsley in Cutlip, Center and Broom, 1985, p. 273).

**APPLIED THEORY: "DELAWARE SMALL WONDER" SLOGAN CAMPAIGN**

The transmission of information emerged as a central objective of the "Delaware Small Wonder" programming and planning step. The advertising rationale produced by Lyons, Inc., asked the rhetorical
question, "Why will people visit Delaware?" Any tourist considering a visit to the state would want to know the answer, and it is in taking action and communicating that a public-information organization transmits the necessary information to the public.

**Taking Action**

The strategic reason, the one communicated through the "Delaware Small Wonder" theme, for visiting Delaware has to do with context. The slogan and logo are a memorable, recognizable, appropriate and unique embodiment of a way of life. Delaware has a quiet, uncrowded rural atmosphere which balances the new with the old. Even the highway sign carries this double message: "Welcome to Delaware Small Wonder... The First State." The modern and the historical, the liberal left and the conservative right, new ideas and well-respected biases -- coexist in Delaware. Delaware's location is close to Washington and New York. It has no sales tax and, relative to other Mid-Atlantic states, is relatively inexpensive from the standpoint of consumer goods and real estate. Delaware is a good place to stop on the way to Philadelphia, Baltimore or Washington and serves as a good base for trips to other areas. The climate is generally mild with a long spring and autumn.

There is an historical context for the "Small Wonder" theme which deserves mention. Twenty years ago another state development director under another governor introduced the theme "Discover Wonderful Delaware." A down-state radio announcer wrote a series of
five-minute shows called "The Small Wonders of Delaware" in which he talked about the history and special attractions of the state. The series was so popular that it was aired by 13 radio stations throughout the state for a long period. The slogan campaign was promoted through the least costly media and merchandise -- public service radio and outdoor advertising, bumper stickers, posters and buttons. The function of "Discover Wonderful Delaware" as a conscious source or precedent for the "Delaware Small Wonder" slogan is tenuous. Without a reliance on fact-finding, the youthfulness of the people involved in the modern campaign's creation would preclude any knowledge of the older slogan. Besides "a couple dozen phone calls talking with hotel managers and so forth, we didn't spend a lot of money on outside research" (a Lyons account executive).

The introduction of the "Delaware Small Wonder" slogan campaign seemed well-timed. Many of those interviewed expressed a general sense of readiness for a new image for Delaware. In some cases, it was felt to be long overdue. Politically, the timing for a new state slogan was propitious; the budget increases were approved by the legislature.

The context of readiness and good timing also explains why the Delaware Development Office and Delaware State Travel Service leadership was able to truncate the research/fact-finding and programming/planning steps of the campaign without alienating more than just a few of their external publics. This coincides with Grunig's theory that external environmental situations can influence
organizational behavior. The DDO and DSTS were free of constraints in planning and developing the campaign.

There was an industrial context to the advertising campaign which also was conducted by Lyons, Inc. The industrial ad program paralleled the tourism campaign but with a budget twice the size ($150,000). Its objectives were to encourage business relocation. "Try Delaware on for size" was the theme using various styles of hats -- banker's Homburg, hardhat, printer's hat, surgeon's hat and mask. Each ad carried the "Delaware Small Wonder" logo as a tagline. Some of the specified publics included the pharmaceutical, printing, food processing and electronics industries, banking, transportation and distribution.

The industrial and tourism advertising campaigns together provided an important repetition of the "Delaware Small Wonder" theme:

I don't care how creative your ad is, it generally isn't going to achieve any target of awareness until it appears about six, seven or eight times. It takes quite a bit of time before it levels off, and it takes quite a bit of time to wear it out. One ad over and over again would really be the way to go. In other words it would drive home the message and increase the message with a limited number of insertions (a Lyons account executive).

The "one umbrella" ad concept, however, was not a feasible option for Delaware. It could not satisfy the need to represent both upstate and downstate attractions. The advantages of the small space ads for the Delaware campaign included flexibility to mix and match for seasonal differences and for single and multiple use in the same publication. Black and white and color photographs could be used
together. Given the campaign's small budget, space ads also were less costly to produce and less expensive per insertion than a major, four-color advertisement.

Consequently, the final advertising for the tourism campaign that began in March, 1982, included 12 one-third page ads emphasizing a strong design, short headlines, minimum copy and maximum photography. This format made it possible to target up and down-state events, places and appeals equally. This action plan for advertising was repeated with little change and demonstrates a positive campaign continuity.

Spoofs and controversial publicity in response to the slogan campaign also provided positive repetition and reinforcement of the "Delaware Small Wonder" theme. In the summer of 1983, a "Delaware Small Blunder" poster was marketed privately depicting an idyllic coastal marsh scene filled with old tires and trash that was half-submerged in greasy waters. The story was picked up by the Wilmington News Journal as a feature article spoofing the Delaware campaign. "Delaware Small Wonder" made the paper again, front page this time, when a reporter accused Lyons, Inc., of unethical advertising practice for publishing a retake made on the agency roof as an authentic, Delaware Bay fishing scene. In both instances, the Delaware campaign benefited from the repeated attention and exposure.

The Delaware Development Office followed up the campaign in three major ways: the publication of the Delaware Small Wonder book,
an exhibition of Kevin Fleming's photographs and the development of "Delaware Small Wonder" retail merchandise.

Like other aspects of the campaign, the Delaware Small Wonder book had an unusual origin. In November, 1983, Kevin Fleming was in Washington picking up the surplus color negatives from the August National Geographic article on Delaware. The director of DDO was also in the city on state business. The two ran into each other at a popular Washington watering hole. After looking through the proofs of over 80 shots of Delaware's three counties, a coffee-table picture book seemed a logical venture. They both agreed that it would be a shame for the photographs to be lost in a filing cabinet.

When a publisher was needed for the Delaware book, the DDO approached Harry Abrams at the suggestion of Kip Forbes, who had arranged for the April, 1983, Forbes advertising supplement on Delaware. The director obtained the money from the state legislature to underwrite the $66,000 of the initial printing set-up for a total of 14,000 hard and softback copies. It has become protocol for a hardback copy of the book, now in its second printing, to be given to every visiting dignitary.

The traveling exhibition of 38 views of Delaware, with the sale of posters and limited edition photographs was a logical follow-up to the Small Wonder book. The special preview party at the Delaware Art Museum in December, 1984, given by the governor and his
wife, extended the social "life" of the campaign to the five hundred invited guests.

The proliferation of "Delaware Small Wonder" retail merchandise was a third offshoot of the campaign. The state did not copyright the logo at first nor did it collect royalties on the sale of "Small Wonder" merchandise. This was done with the belief that free access to the slogan and logo would encourage its use on promotional literature and specialty items, another means for spreading awareness of the campaign slogan.

After a short while, the state realized the need for follow-up control over the quality of items produced in the state’s name. As the variety of specialty items and volume of sales increased, the DDO and DSTS also recognized that the state was missing out on valuable royalty income. The logo was copyrighted, an item-approval and quality control system established and 10 percent royalty imposed. As an incentive, matching grants were awarded to groups which incorporated the logo on organizational brochures and literature.

First to merchandise the popular "Delaware Small Wonder" T-shirt and hat produced by the DSTS were Happy Harry’s, 7-Eleven statewide chains and Jordan’s Specialty Advertising, Inc. Other organizations such as Sears and Pennys joined the list of those handling the state’s products adding a line of approved campaign products of their own. In July, 1985, Jordan’s Specialty Advertising opened the Delaware Gift Emporium marketing "Delaware Small Wonder"
clothing and quality souvenir items. The shop had good success in its first year and recently expanded its operations.

The various forms of campaign follow-up kept the slogan theme and objectives before the public. It is easy to become accustomed to road signs and advertising on the back of buses. The Delaware Small Wonder book and increasing variety of clothing and gift items have kept the slogan campaign alive.

Communicating

The Diffusion Process

The Delaware Development Office made a strategic decision about using the logo which helped the diffusion process: the slogan would be a tagline rather than headline in the advertising campaign. The logo became more versatile for those organizations wishing to incorporate it into their own publications and more acceptable to those groups required to use it.

Cutlip, Center and Broom's five stages of acceptance as well as Roper’s concentric-circle model (thesis, p. 95) are useful in outlining the diffusion of the campaign idea for both the in-state resident and out-of-state public. From the outset, campaign information about the state's attributes was disseminated by DDO and DSTS communication actions to the public. The Delaware Gift Emporium, created in July, 1985, offers an effective microcosm in which to trace and evaluate the diffusion process; its clientele serves as the external public with which to test idea acceptance. Delaware Gift
Emporium clientele participate in Cutlip, Center and Broom's awareness and interest stages in seeking out the shop. The evaluation and trials stages take place with the initial purchase; adoption occurs when they return for repeat purchases.

The Delaware Gift Emporium clientele are mostly in-state residents. Many are new to the state, shopping for gifts identifying their new home to send back to the old friends. Others come to the shop to find reminders for a friend or relative who has moved away, or they have a need for an unusual item for a special occasion:

I wouldn't consider it a normal retail sales operation. It's more emotional. It's more like the local country store where everybody gets to know each other, because people come in and want to talk about Delaware. It's a theme store or visitors center. They come in and see these visions of various aspects of Delaware all around, and it induces them to talk, "Now, my great-grandfather graduated from that school...." (store manager).

In Grunig's terms, the patrons of the Emporium are a self-selected, active public predisposed to seeking information about an idea in the form of gift items. That their awareness or problem recognition level is sufficiently high to seek out the shop is a testament to the campaign's "taking action and communicating" effectiveness.

Okay, they are thinking about, gee, "How can I tell everybody how I feel about Delaware? How can I let them know how important it is to me that they understand how much I love?" The selective process begins right out there with the name of the store. The ones who aren't for Delaware don't come near my door (store manager).

When asked about how they feel about the slogan, the most frequent comment is, "Boy, it's about time." The shoppers are part of a mobile community; people travel, and they are tired of hearing
people from other places say, "What state is that in?" Preferences for the new "Delaware Small Wonder" slogan versus the older "Delaware the First State" are divided sharply between in-state and out-of-state perspectives:

Some people don't understand it; some Delawareans don't understand it. It seems to be more popular in-state though than it is out-of-state. People from out-of-state don't understand it at all. They prefer things with the "Delaware the First State" slogan.... Our best selling pin, for example, is in the shape of Delaware with the state's Blue Hen and the word Delaware on it. The most popular sales item is the "Small Wonder" cap (store manager).

Besides small-sized T-shirts, the Delaware Gift Emporium does not carry much merchandise appropriate for children. This is an accurate reflection of the campaign's stated objective in targeting adults without children. The strategic thinking of the planning and programming step identified Delaware as not possessing many attractions of interest to children. (The beaches, already operating beyond tourist capacities in the season, were de-emphasized in the campaign except as an unusual off-season place to visit.) Tourism conventions, corporation sales promotions and wholesale transactions are at the financial center of the Delaware Gift Emporium but the walk-in public is at its heart.

The out-of-state tourism public passes through a similar idea acceptance process, becoming aware of "Delaware Small Wonder" through one of the advertising techniques employed in the taking action and communicating step of campaign. First, interest is captured and information is sought for evaluation. A trial trip is planned which,
if successful, confirms adoption of the state as a whole or of some particular Delaware attraction as "the place my husband and I go every September."

Barriers

For the "Delaware Small Wonder" campaign the largest barrier to an active response is competition for the tourist dollar. Tourism in 1983 was the nation's second largest retail industry, generating 4.6 million jobs, paying $40 billion in wages and salaries and producing $18 billion in federal, state and local tax revenue. The Delaware Development Office is not alone in its attempts to hold onto as well as to increase the nearly $461 million spent in Delaware by U. S. travelers. Neighboring state campaigns vie for the attention of the same traveling public. Chronic apathy and selective perception of transmitted information are barriers shared by most tourism campaigns.

The energy and controlled decision-making characteristic of the Delaware leadership had a steam-roller effect on many of the other barriers problematic for a public-information campaign. The Delaware Development Office used potentially restrictive social, political and economic climates to its advantage in designing a slogan campaign to present a fast-growing but conservative state as a nice place in which to reestablish a company or simply to visit.

Summary

The organizations involved with the Delaware slogan campaign
solidly accomplished the job of taking action and communicating the "Delaware Small Wonder" theme. Working within the confines of limited budget and little previous experience, Lyons, Inc., and the Delaware Development Office and the Delaware State Travel Service succeeded in implementing planning and programming decisions appropriate to its public context.

The introduction of a new slogan for Delaware was well-timed for a local population generally predisposed to the idea of a new state image. The advertising repetition and follow-up, production of the Delaware Small Wonder book and exhibition, and development of "Small Wonder" specialty items were effective in bringing the "Delaware Small Wonder" theme into the homes of Delaware families, one of the most important of the external publics.
CHAPTER EIGHT

CONCLUSION

You have to lay the hay down in front of the mules.

(Ralph McGill)

Research Question and Thesis Organization

Theories are good to follow; practice often yields different results. The research question for this thesis has two parts. First, how did the campaign coincide with and diverge from generally accepted communication models of public relations research, planning and programming, and implementation? Secondly, how applicable is current public relations theory to the Delaware campaign experience?

With this research focus, this thesis consisted of a reconstruction of the campaign's case history using the intensive, in-depth interview technique as the primary means for data collection. Data to amplify and verify the interview material were obtained from documents, archival records and artifacts generated by the campaign. The resulting case history was then compared to the first three of the four-step D.P.A.E. process prescribed by Cutlip, Center and Broom (1985) as a recommended model for conducting a public relations
program such as a state slogan campaign. The current public relations theories of Grunig and Hunt (1984) and Grunig (1983) supplemented this analysis.

Theories of Grunig and Hunt

A review of current public relations literature identified the public information and two-way asymmetric models (Grunig and Hunt, 1984) and the situational theory to identify publics (Grunig, 1983) as the most relevant and useful theories in analyzing a state slogan campaign from a theoretical standpoint. The review revealed the striking paucity of public relations literature at the conceptual level. Few theories are available for public relations research. This lack of a systematized body of theory and knowledge Pavlik and Salmon (1984) describe as a hindrance to the maturation of public relations from a practice to a profession.

This can be seen in the Delaware campaign analysis. The "Delaware Small Wonder" campaign was an opportunistic, seat-of-the-pants public relations operation. The campaign was successful in most regards largely due to the individual expertise of the key participants rather than knowledge of or adherence to models or theoretical frameworks. In conducting the research for this thesis, it was learned that none of the participants were aware of the theories of Cutlip, Center and Broom, or of Grunig and Hunt in planning and conducting the "Delaware Small Wonder" slogan campaign. Instinctively, several of the participants applied aspects of these
public relations theories and models. The departures from the theoretical were predictable as practical reactions or adjustments to specific problems and situational conditions.

The campaign benefited from the spontaneity provided by this lack of reference to theory and tradition. Certainly, the *National Geographic* article on Delaware was an unexpected offshoot of this "try it and see; what have we got to lose" method of operation. An article on neighboring New Jersey caught the eye of the DDO; brief research revealed nothing written about Delaware since 1932. With the help of a prominent duPont family member, the initial contact was made with *National Geographic*, a 500-word justification written, and the project approved. The *Delaware Small Wonder* photographic exhibition and book, reusing the negatives from the *Geographic* article, was another serendipitous spin-off from this open, unfettered attitude.

The trade-off for the free-wheeling behavior of the campaign leadership came in their ability first to lure and then to wed their publics to the cause. Because of its somewhat exclusive communication behavior in formulating the campaign program, the state agency forfeited the allegiance of several in-state tourism interests. A more methodical, visibly predictable progression in the campaign's development would have had a reassuring effect on the publics whose members felt their advice subsequently was ignored in the formative stages of the campaign. The specific procedures suggested in Cutlip, Center and Broom's public relations process model were helpful in demonstrating how the Delaware campaign could have avoided this
pitfall. Slowing the headlong plummet of the campaign's beginning stages, adding time for fact-finding, particularly for *listening* to publics, would have helped the Delaware campaign leadership.

Grunig's situational theory to identify publics also was useful in analyzing the "publics" issue. In reviewing the literature, the "Sense Making" theory of Dervin (1983) for determining communication behavior approached the conceptual level of Grunig's situational theory. Dervin suggested that organizations might significantly affect the behaviors of their publics by controlling or changing the situations as perceived by members of those publics. Grunig augmented this concept by introducing the effects of internal (organizational) and external (environmental) factors as critical elements in communication behavior. For the Delaware campaign, Grunig's situational theory was more revelatory than that of Dervin. This is the reason for its selection as an analytical tool to unearth the structural causes for the decisions made and actions taken by the Delaware Development Office and Delaware State Travel Service.

Using Grunig's theory, the largest environmental or external construct for the campaign was the State of Delaware itself. Delaware is the second smallest state, has the lowest, highest point and no caves. Of greater importance to a public relations campaign at the state level, however, is that it is divided into two geographically, socially and politically distinct sections: "up-state" and "down-state." Any state-level project or promotion must address this socio-political dichotomy.
The Delaware campaign leadership also reacted to this external structure by devising a public relations campaign that was both pro-business and pro-tourism. Delaware is small. It was necessary to consider the interests of both tourism and economic development, and that was the Delaware campaign's innovation. Although dictated by state size, these were not easy bed mates in a small state arena in which family, friend and foe overlapped in both form and function. Intra- and inter-organizational alliances and antagonisms situationally affected the behavior of all involved with the campaign. For instance, the legislators had to be wooed and convinced of the campaign's benefits to the state economy before allocating the money.

Time was considered to be of essence: shortcuts were taken, wittingly, by the Delaware Development Office and Delaware State Travel Service in the research/fact finding and programming/planning steps for the sake of immediate gains in expediting the project. Delaware's smallness facilitated plunging through the "red tape" protocol. Certainly, the political and economic unwieldiness of a larger state structure would have made this organizational behavior inappropriate and, therefore, unlikely.

The "Delaware Small Wonder" organizers had neither the time nor the money to be meticulous. The brevity of the research/fact-finding step for the DDO/DSTS was typical for an organization defined by Grunig and Hunt's public information model. Its mission was to disseminate the information as quickly and as broadly as possible, and the Delaware state agency followed this model. The Delaware economy
was in trouble; there was growing political and social pressure to
develop a program, any program, to increase tourism and industrial
development. The "Delaware Small Wonder" slogan was an effective
umbrella theme for both objectives.

"Delaware Small Wonder:" Reactions to the Slogan

"Delaware Small Wonder" did not really "catch on" in the sense
of superseding the previous slogan, "Delaware -- The First State,"
like the "I Love New York" or "Virginia Is For Lovers" slogans.
Interestingly, "Delaware -- The First State" has remained the clear
choice for visitors to the state as well as for downstate residents.
The paradox between the clarity of the older slogan and the ambiguity
of the new is unresolved, perhaps intentionally. There was a
universally recognized need for change, for revitalizing the state's
identity, and the "Delaware Small Wonder" slogan campaign contributed
significantly to this effort. Delaware, however, will always have the
great distinction of being the first state to ratify the Constitution
-- one of the few facts the average American is likely to know about
Delaware. In the same way, Alaska profits slogan-wise from being "The
Last Frontier." "The First State" has clarity. Although an
elliptical thought -- Delaware was the first state to ratify the Union
-- it does not cause confusion or ambiguity.

"Delaware Small Wonder" has less clarity. What are the exact
meanings of "small" and "wonder?"

small: 1. Relatively little in size; diminutive
wonder: 1. Cause of surprise or astonishment; a marvel, prodigy
2. Miracle
3. Emotion excited by novelty or something strange or not well understood; astonishment (Webster's New Collegiate Dictionary)

Together the two words are ambiguous. What does "Delaware Small Wonder" mean other than that Delaware is a small state geographically and has modest physical wonders. What unique natural attributes does Delaware possess? Delaware has an attractive Mid-Atlantic coastline, but it shares this wonder with New Jersey, Maryland and Virginia. It has a large agricultural industry and well-preserved open spaces making it a nice place to live, perhaps even a great place because of its proximity to Washington, Baltimore, and Philadelphia. Delaware possesses location and green space but cannot claim a great natural landmark such as the Grand Canyon, Lake Tahoe, or coastline of Maine. Maine's slogan, for example, has always been "Vacation Land." Delaware's, perhaps unavoidably, will always be "The First State." It is entirely possible that "Delaware Small Wonder" could die out after the next state election, particularly with a change of party. There was some thought among thesis interviewees that the "Delaware Small Wonder" slogan campaign was politically motivated: "Delaware Small Wonder" -- easy come, easy go.

Delaware needed to boost its internal morale economically and politically. The point of the campaign was not to change Delaware's image but to stir the pot, to serve as a masthead for an upbeat, positive economic development program, and to do some flag waving for the new state agency -- the Delaware Development Office -- assigned to
the task. It can be said that making "Delaware Small Wonder" the new state slogan was not the major objective of the Delaware campaign.

The "Delaware Small Wonder" theme has legitimacy, however, as a state slogan for Delaware. It is adapted from older themes: "Wonderful Delaware" of the mid-1960s and a current, serialized Wilmington News Journal article on Delaware ornithology entitled "Small Wonders." Viewed in this context, "Delaware Small Wonder" is a literary reshaping (a creative packaging of the Lyons, Inc., copywriting and artistic staffs) of the reference vocabulary of Delaware. It is a brief, striking, attractive reuse of old words in a new way. It has continuity with an image of Delaware's past as well as its size; it works well in conjunction with the older slogan, lending a touch of whimsy and surprise to conservative permanence. "Delaware -- The First State" may well be more effective as a long-term state slogan while "Delaware Small Wonder" provided a much-needed modernization at a timely moment in Delaware's economic history.

Cutlip, Center and Broom's Four-Step D.P.A.E. Model

Cutlip, Center and Broom's four-step process is a building block technique for designing a public relations program. The Delaware Development Office did virtually no formal research or fact-finding. Informally, the DDO and DSTS utilized the Tourism Advisory Board and the networking of personal contacts to short-cut the problem defining stage. Nevertheless, the DDO and DSTS were successful in
accomplishing a first-step identification of the public relations problem statement.

Unaware of Cullip- Center and Broom's recommendation for systematic listening and Grunig's emphasis on the need to identify publics, the DDO and DSTS leadership sacrificed the experience and advice of a wide variety of Delaware professionals. Inexperienced in the art of slogan making, they might have benefited from the knowledge of in- and out-of-state tourism experts. Bouyed by self-confidence, the DDO and DSTS both consciously and unconsciously ignored prescribed public relations practices in conceiving and initiating the campaign. Because of a pervasively favorable atmosphere to create a new state image, the staff escaped serious criticism for foreshortening the important theoretical problem-defining first step.

Second-step planning and programming for the "Delaware Small Wonder" slogan campaign was also a condensation of the theoretical process. Speed was the requisite criterion. The goal was to get the campaign organized and out to the public as quickly as possible. The end results were successful, and the slogan campaign began to sail. In their eagerness to get the job done, however, the state leadership was criticized for becoming too involved in the creative evolution of the slogan theme and logo design.

Campaign planning and programming concentrated staff energies in a way that frequently exposed internal frictions and communication breakdowns of the various departments of the state organization.
Means for achieving objectives were not always agreed upon. Despite a series of problems, the DDO and DSTS, assisted by Lyons, Inc., hammered out a workable, financially prudent, advertising promotion plan. The plan for the "Delaware Small Wonder" slogan and logo campaign was an exceptionally positive event in changing and revitalizing Delaware's "state" image.

In taking action and communicating, the third theoretical step of the public relations process, the Delaware Development Office and Delaware State Travel Service found their most comfortable role. The campaign advertising had become self-sufficient in that it was being implemented according to the schedule that paralleled Cutlip, Center and Broom's planning and programming step. Primary control of the campaign was back in the hands of the state's local officials.

In the taking action and communicating (or third) stage, the DDO and DSTS performed the traditional activities which a public-information organization typically does best. Developing new informational activities (with theoretical respect to context, timing, repetition and follow-up) for the campaign was an easier, more pleasant task than conducting the hard work of the fact-finding/problem definition and planning/programming stages.

The Delaware Development Office and Delaware State Travel Service worked creatively in the action and communication role to produce lasting artifacts of the Delaware campaign. The well-designed bumper sticker, the promotional booklet of advertisements, the
Delaware Small Wonder book, the limited edition photographs and the campaign merchandise and souvenirs are lasting contributions to the effectiveness of the "Delaware Small Wonder" slogan campaign.

Relationship to Future Research

This thesis analysis of the "Delaware Small Wonder" state slogan campaign calls into question the applicability of today's public relations theory as a tool for research and as an operative for practice in the field. Does current theory enable researchers to see through the manifest purposes of a public relations program to its latent purposes? Contrarily, does current theory offer public relations practitioners a viable, systematized body of knowledge on which to base a profession? It is the opinion of this researcher that currently available public relations theory does not.

In the case of the "Delaware Small Wonder" slogan campaign, it often was difficult from the theoretical level to distinguish between manifest and latent purposes; extrapolation was possible in the form of surmises as to the rationales for the campaign. Evaluations and comparisons could be made on the analytical level using the public relations process model of Cutlip, Center and Broom. This model was valuable for framing the campaign analysis and was used for this purpose in this thesis. This model did not, however, go beyond the basics of the public relations process for either the researcher in analyzing a public relations program or for the practitioner in mounting one. Even if the Delaware campaign leadership had
consciously and conscientiously followed every proviso of Cutlip, Center and Broom's model, they still would have been hindered by the lack of theoretical overviews for their decisions and actions.

At the structural or conceptual level, the several theories of Grunig and Hunt were the only ones relevant to this research. Theoretical analyses of public relations processes are scarce. There is a great need for further research in this direction. An effective analogy can be drawn from physics. A theory in physics is a "descriptive" law in that it describes an event that will happen the same way every time. A "prescriptive" law describes the ideal process rather than examining what really happens. Are public relations theorists coming up with prescriptive versus descriptive concepts? As theoreticians, Grunig and Hunt undeniably are experts, yet how professionally applicable are their "book" theories to field practice? It would seem that these few available concepts will continue to be ignored by (not useful to) practitioners until made part of a larger, more diverse body of public relations theory.

This thesis analysis of "Delaware Small Wonder" slogan campaign contributes to public relations research in two ways. First, it describes in detail the complex public relations process involved in creating and implementing a state slogan campaign. Second, it calls into question the applicability of current public relations process models and theories to field practice. If models and theories, espoused by today's public relations theorists, are to gain greater relevance and practical application, more public relations
campaigns must be reviewed and analyzed by public relations theorists at the conceptual level. Where this thesis analysis ends can be a beginning point for much-needed further research.

One piece of advice for those who do follow: avoid the trap of promising anonymity as part of the research strategy. Consider it the exception rather than the rule. For the sake of developing the characters and personalities of campaign actors, anonymity can be useful. While anonymous interviewing did provide gutsy, self-confident, and spirited responses from campaign participants, most of those interviewed were not bothered about the idea of being directly quoted or having their names used. Some actually were disappointed about the imposed anonymity premise.

**A General Conclusion**

When a public relations campaign is conducted by non-public relations professionals, public pronouncements and actual purposes are often at odds. If "Delaware Small Wonder" can be considered "generic" for slogan campaigns, real world, "seat-of-the-pants" public relations programming has little relationship to contemporary theories. The benefits of comparing public relations theory and practice can be an informative, predictive exercise for the student as well as for the professional practitioner.

According to Grunig and Hunt (1984), over 50 percent of all organizations operating public relations programs fall in the "public information," largely non-profit category. Often it is these
organizations which cannot afford to hire a public relations professional as a staff member or consultant. In reality, many, perhaps most, public relations campaigns witnessed by students will follow the pattern of the "Delaware Small Wonder" program. For the increased awareness of public relations students as well as for campaign designers, it is helpful to examine the key cross-purposes of the Delaware campaign.

Whether analyzing or participating in a state slogan campaign, the importance of politics must be recognized. The Delaware Development Office leaders played politics effectively. Through the "Delaware Small Wonder" public relations campaign, they cleverly introduced themselves and their "economic" interests to the state government officials who created the DDO. Those interested in promoting state tourism felt ignored by this political strategy. The power, however, ultimately resided with the DDO leaders; they paid the bills. The campaign's effect on its various publics -- disaffected, neutral, and active -- was not apparent at the outset of this study but became both obvious and understandable as the case history unfolded.

If the main purpose of the "Delaware Small Wonder" campaign was an in-state public relations campaign for the political aggrandizement of economic development, then the campaign objective was successfully accomplished. If the promotion of a new state slogan and out-of-state tourism was the top priority, then the success of the campaign objective was less clear. Although placed side by side in
the budget allocation for campaign advertising, economic promotion seemed actually to vie with tourism dollars for political credit in helping the State of Delaware offset its early 1980s financial deficit. The campaign was a tourist oriented, visible program but in reality was pro-economic first and tourist second. At times the actors in the campaign seemed split down the middle by these issues and objectives. The "Delaware Small Wonder" slogan campaign did not suffer from being used as a smokescreen for economic issues. At the outset somebody had to take charge, design and implement the campaign. Inspite of Delaware's smallness, the players juggled their various hats with skill and without serious conflict.

In studying the Delaware campaign, this thesis demonstrates for subsequent public relations students how to take a specific case, analyze it and try to find applicable models and theories. Existing public relations theory does not completely explain the steps of the Delaware campaign. While theoretical, conceptual literature for public relations research is sparse, process models on the analytic level are numerous. That the campaign does not fit neatly into a theoretical mold in no way diminishes the fact that "Delaware Small Wonder" was generally an above average public relations campaign. The original division between the economic and tourist interests seems to be disappearing today. Delaware's early 1980s financial crisis has abated. The potential of tourism as a genuine long term income producer for state and local coffers is being realized as part of the positive overview of the "Delaware Small Wonder" campaign.
Without understanding the conflicts of pro-business and tourism interests, the apparent cross-purposes of the Delaware campaign are baffling. As the case history and analysis of the "Delaware Small Wonder" slogan campaign developed, the split between economic and tourist interests marked the uniqueness of Delaware's program. It became evident that as the operating budget and personnel increased, differences in viewpoint and cross-purposes in designing and managing the campaign were magnified. One individual's "likes" is another's dislikes; one group's idea of success is another's sense of failure. Yet, far from making the analysis of public relations theory and programming discouraging, this diversity -- when understood and evaluated in context -- is what vitalizes the "real world" rather than the "textbook" study of public relations practice.

In the early 1960s, the state development director for the "Wonderful Delaware" program (a precursor of the "Delaware Small Wonder" campaign) was approached by the managing director for the television program, "You Asked For It." The manager proposed a skit in which Route 202, a major north/south corridor between Delaware and Pennsylvania, would be closed by Delaware State Police at brief intervals in both directions on the Delaware side. Motorists would be told, "Delaware is closed." Their reactions would be aired nationally. After much discussion, the state development director (who was interviewed for this thesis) obtained Governor Terry's permission and the program was run. A woman driving a large station wagon full of school children responded anxiously and gullibly, "When
will it be open?" A male motorist, obviously inconvenienced by the 
blockade, asked irritatedly, "Is New Jersey open?"

In a state physically and "psychologically" small enough 
conceivably "to close," size and proximity are inescapable facts of 
life. It follows that political, economic, tourist and lay public 
interests inevitably are entwined. The gesture of the Delaware 
campaign, in this sense, had to be large enough to include all 
interest groups ostensibly or it would never have won state government 
approval. Paradoxically, had it not simultaneously addressed the 
critical issues of the state's economic deficit, the cost of the 
campaign would have been legislatively unjustifiable. In dealing 
with this dual context, the Delaware campaign was eminently 
successful.

In Tribute

The innovative courage and personal dedication of the 
"Delaware Small Wonder" slogan campaign organizers must be recognized. 
Their was not an easy task. In essence, they worked without the 
guidance of well-tried, descriptive models and public relations 
theories. Their drive and enthusiasm overcame their collective 
inexperience and provided a fresh approach to recharging the economic 
climate of the State of Delaware.
INTERVIEW QUESTIONNAIRE
"Delaware Small Wonder"
Slogan Campaign

INTERVIEWEE and TITLE:

DATE:

PLACE:

INTRODUCTION: ___ purpose & nature of study
___ assurance of anonymity
___ opinions & personal experience (are no "right/wrong" answers)
___ freedom to interrupt, ask for clarification, criticize
___ my background, training & interest in area of inquiry
___ permission to tape record

QUESTIONS

1. When did you first become involved in the Delaware Small Wonder slogan campaign?

2. If no longer involved, when did your involvement end?

3. What was the origin of the "Small Wonder" slogan? What does it mean?

4. What was your organization's role with regard to the campaign?

5. Who were the major individuals in the Delaware State Travel Service/Delaware Development Office with whom you worked on the campaign?

6. Who were the major individuals in your organization involved in working on the campaign?
7. How would you define the public relations problem addressed by the campaign? "What's happening now?"

8. What were the major objectives for changing the state slogan? for the new slogan campaign?

9. What efforts were made toward research and fact finding prior to the planning and programming of the campaign?

10. Who were the identified publics?

11. How were the opinions, attitudes and behaviors of those affected by the acts and policies of the state considered in defining the P.R. problem?

12. Planning and Programming. What were the decisions affecting campaign publics, objectives, procedures and strategies? "What should we do and why?"

13. Action and Communicating. How were the plans and program implemented? "How do we do it and say it?"

14. How did the action and communication achieve specific objectives of the campaign goal for each of the identified publics?

15. Do/did you enjoy working on the campaign? What do/did you dislike or would you change about the campaign?

16. What general, overall assessment would you make about its quality as a major state slogan campaign? strengths? innovations? problems?

17. Are there other questions or issues that should be included in a case study analysis of the "Delaware Small Wonder" slogan campaign?

18. Who else would you recommend for interview?
INTERVIEWEES ARRANGED ALPHABETICALLY

"Delaware Small Wonder"
Slogan Campaign

<table>
<thead>
<tr>
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<td>Reporter &amp; announcer, WILM-Radio (4/79 - 4/83); Salesperson, Radio Shack, Concord Mall, Wilm., De.; Graduate student, Dept. of Communication, Univ. of Del., Newark, De.</td>
<td>8/17/85</td>
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<td>CIAMI, CAROL (SCHWEITZER)</td>
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<td>11/29/85</td>
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<td>2/3/86</td>
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<td>Partner, Patterson Swartz Realty Co. (residential and commercial).</td>
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<tr>
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<td>Director of Tourism Marketing, Delaware Development Office (2/84 - present).</td>
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</table>
WIELAND, FRED  
Former Chairperson, Board of Directors, 1/28/86  
Greater Wilm. Convention & Visitors  
Bureau (Jan., 1983 - June, 1984);  
General manager, Hotel duPont.

Interview requests not granted:

DU PONT, PETE  
Former governor, State of Delaware  2/28/86 *
FRANK, BILL  
Reporter, Wilmington News Journal  11/15/85 *

* Interviews not on tape.
### INTERVIEWEES ARRANGED CATEGORICALLY

**"Delaware Small Wonder" Slogan Campaign**

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Development Office (2/84 - present).

ADVERTISING AGENCY

CIAMI, CAROL
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(SCHWEITZER)
Schweitzer Concepts & Art Direction,
Wilm., De.

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Partner, Lyons, Inc. (1982 - present). 11/7/85 *

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