

2.8. To enable individual citizens and social action groups to fulfil their obligations to the nation it is necessary for them to know their specific roles and responsibilities. Not only is the generation of such a knowledge necessary but a sense of active participation in determining these roles and responsibilities needs to be inculcated. The Plan can become "a medium and a focus of constructive activity in every part of the country and can be further strengthened and developed by the effort of the people themselves", if publicity can generate an understanding in terms of local needs and programmes necessary to fulfil them. The planners have again aptly observed that "the average citizen is able to see more vividly and to contribute far more to work that lies near him or touches his life and well-being more closely". It is only then that each person is enabled "to relate his or her role to the larger purposes of the nation as a whole". This particularised individual approach to activating public cooperation has been conspicuously absent from our publicity programmes. Our economic and social goals become distant and impossible of attainment unless we bring the masses into action and make the principal beneficiaries of economic and social development the chief instruments and architects of the new society. This approach should form the essential basis of the content of publicity programmes.

2.9. The timely servicing of the informational needs of the people in different sectors has also been unsatisfactory, particularly in the agricultural sector. Informational services which do not reach when most needed, which have no direct bearing on the immediate specific needs and which do not take into account limitations of local supply and technical guidance, are bound to do more harm than good. For general publicity to have better impact it is necessary to tie it up with extension informational services provided by the development departments. The publicity functionaries in the field have, therefore, to establish the closest liaison with extension staff and ensure that publicity in regard to the general aspects of the Plans is closely linked with informational services emphasising improved techniques of farming and rural living. This is an area of coordination between publicity functionaries and field extension staff which has not been satisfactorily explored so far. In regard to other sections of the community, the impact of publicity depends very much on relating publicity content to specific problems and actual needs. Such specific and particularised publicity has necessarily to depend upon extensive surveys and research into the economic and social conditions of different sectors of the population.

2.10. A word or two about the role of symbols and slogans in publicity may not be entirely out of place. In fact, it has great validity in the context of the planners' observation that "the message of the Plan has to be carried to every home in the language and symbols of the people". Symbols have been defined as "the currency of propaganda". The appeal of carefully chosen symbols either in the form of a popular person, a national event, a slogan or a well-known popular service, is great as it stirs the emotions and "expresses an associative mental process stemming from familiarity". These familiar symbols constantly keep changing with changing times and need to be employed with care. It is no exaggeration to say that this potency of symbolic publicity has not been fully utilised for the propagation of the message of the Plans.

2.11. Publicity today follows a set pattern and does not take into consideration areas of national life or situations demanding variation in methods and techniques. The existing publicity machinery is certainly not geared

today to plan strategy according to situations and demands of the moment. This needs intelligent anticipation of coming events and knowledgeable assessment of current trends, which the existing machinery does not seem equipped for.

2.12. Before we sum up our views on the subject of concept and approach of Plan publicity, we need to emphasise the role of research in effective publicity. It is research that provides the blueprint of strategy, the themes to be stressed, the organisation needed, the type of media to be put into action, the motivations of the public. "In short, it furnishes the equivalent of the mariner's chart, the architect's blueprint, the traveller's road map". This is an aspect of Plan publicity that has received scant attention and which needs to be strengthened in the most immediate future. As long ago as 1953, addressing the first Conference of State Ministers of Information, the late Prime Minister indirectly referred to the role of research in mass communication. He observed that a theoretical knowledge of publicity was not adequate and that it was essential to have a correct and intimate knowledge of the people to whom publicity was directed.

2.13. Generally speaking, the objective of our publicity should be to inform, persuade and inspire, to make people's minds receptive, to familiarise them with social and material changes that planned development brings in its wake and to develop local initiative for decision-making. The role of mass communication in India's development programmes has been well brought out by the members of the Study Team on Mass Communication sponsored by the Ford Foundation, who observed :

"India's development task is so great and her population so large that only by the most efficient possible programme of public information—necessarily emphasising mass communication—can she hope to reach her people often enough and effectively enough to activate, on the needed scale, discussion processes and subsequent actions in the cities, towns and villages. Unless India uses efficient and productive means of communication with her people, her economic and social progress will be delayed."

*"It is evident that the possibilities of full involvement of the people in the processes of change and growth are not being realised to a sufficient degree."*

—THIRD FIVE YEAR PLAN

3.1. We have examined the nature and scope of the programmes of publicity for the Plans against the background of the concepts and principles enunciated in the previous section. The results of the examination pertaining to the different media units appear in later sections of this report. In this section we propose addressing ourselves to the task of providing a consolidated view of what 'Plan Publicity' as a whole has been able to achieve in terms of the 'need' and 'performance'. Without a comprehensive assessment of the impact, the findings and recommendations recorded in later sections are likely to present a disjointed and diffused picture of 'Plan Publicity'. Moreover, the directions along which skill and energy can be imparted to information services as a whole need to be related to the deficiencies and inadequacies noticed in the totality of the performance.

3.2. The observations we have to make in this section stem from our main conclusion that permanent cures and not palliatives are needed to free publicity policy, approach and method from the restrictive influences and inhibiting conditions under which they operate today. Our aim in highlighting some of these drawbacks is motivated solely by a sense of duty to invest information services with the status and importance due to their role in national development. Some of these basic considerations pertaining to publicity have been glossed over for too long and they can continue to be overlooked only at the price of making public apathy to development programmes more widespread than hitherto.

### THE PROBLEM

3.3. The fundamental aim of Plan publicity, as of all publicity, should be the motivation of group and individual actions for the realisation of the 'good life' that we are seeking to provide for our masses. The concept of democratic planning implies that the citizens and local communities should be enabled to make their own decisions for the realisation of the national aims and that all sections of the population should be closely involved in the work of economic and social development. It is only through such intensive exploitation of national human resources and ingenuity that we can hope to attain the kind of society we desire. Information services should be directed towards the generation of a widespread understanding of this basic aspect of democratic planning. Communication can become an effective handmaid of Plan administration only if it can exploit the impact of new social and economic forces, relieve strains and tensions before they

become too acute and encourage a positive sense of unity and national direction.

3.4. In functional terms, developmental communication services have to achieve a two-way traffic of news, views, opinions and comment. In mass communication phraseology the two aspects of the public relations technique are referred to as 'information services' and 'intelligence services'. The former pertains to the formulation and execution of information programmes through the available media designed to facilitate the development of an informed and intelligent understanding of economic and social policies, activities and aims. In the reverse direction must flow 'intelligence services' aimed at obtaining, studying and analysing public comment, opinion and reaction as guide-lines for evolving proper methods for the dissemination of information. It is only on the basis of such publicity intelligence that the most appropriate and effective means can be found for keeping the public adequately and accurately informed.

3.5. The postulates that ought to govern developmental communication policy, approach and technique may be summed up as follows :

- (i) a meaningful projection of the aims, objectives, goals and values of planned development and making the minds of the people receptive to such aims, objectives, goals and values;
- (ii) an intelligent and imaginative presentation of development information and familiarising people with social and material changes flowing from planned development;
- (iii) the stimulation of an achievement motive in citizens for collective and individual purposes as well as developing initiative for decision-making;
- (iv) a purposeful understanding of opinions, attitudes and behavioural patterns of groups and sections of the community to be reached.

3.6. To present the problem in its perspective, it is necessary broadly to indicate the size of the audience to be reached. Proceeding on the assumption that Plan publicity has mainly to be aimed at the population in the working age group of 15—60, the percentage of population to be covered is 54.1 or in round figures a little over 23.5 crores. The 1961 Census records 18.84 crore persons in the workers' category, of whom 13.10 crores are engaged in agriculture as cultivators or agricultural labourers. The rest, 5.74 crores, are spread over mining, quarrying, plantations, forestry, fishery and allied activities, manufacturing, household industry, construction, trade and commerce, transport and communication and other services. In 1961, there were 10.53 crore literate persons in the country, males accounting for 7.78 crores and females for 2.75 crores. In terms of percentages, there were 24.0 literates for every 100 persons, 34.4 among males and 12.9 among females. According to the latest figures available (1951 Census) over 32 crore persons speak one or the other of the fourteen languages specified in the Constitution. There are 23 tribal languages or dialects and 24 other Indian languages or dialects with speakers numbering a lakh and over for each. Other Indian languages and dialects with speakers numbering less than a lakh are 720. The staggering variety of the categories into which the population falls combined with the variegated regional patterns of social and economic development pose a formidable challenge to Plan publicists. In reckoning their performance, the size and character



of the masses to be reached and the tools and equipment available for the purpose have to be taken into count.

#### THE PERFORMANCE

3.7. If the impact is to be assessed on the basis of the criteria laid down in earlier paragraphs of this section, it must be confessed that the needs of the society we have and of the society we are seeking to establish are neither efficiently nor adequately being served by the existing publicity programmes. They have not succeeded in projecting an impressive popular image of the Plans and in inculcating a conception of economic and social development which can be regarded as constituting an integral part of the life and activity of the average citizen. The impact that the existing programmes have created on the public has been tenuous, vague and diffused. In an unplanned attempt to achieve too much with too few resources, Plan publicity has failed to touch any section of the population in a forceful manner. Aiming primarily at the dissemination of information, it has lacked purpose and has generally been weak in its approach both in content and the media utilised.

3.8. The citizen in the urban and semi-urban areas has been enabled to have only a vague idea of the philosophy and practice of planned development. Little effort has been expended to create a desire in him for a knowledge and understanding of his specific role set by the Plans and the opportunities they provide for his individual betterment. The poverty of the performance in this respect is brought into focus when it is remembered that the urban population has been the principal target of most of the Plan publicity measures. Even then, the programmes aimed at them have lacked vision and vitality as no serious and realistic study of the socio-economic problems facing the constituent parts of the urban population has gone into their planning. The publicity effort in urban areas needs point, direction and purpose which only systematic research and survey into the characteristics of the different sections of the urban audience can provide.

3.9. Rural audiences have generally reacted more favourably than their urban counterparts if only for the reason that proximity to and familiarity with development work makes stimulation of interest easier of attainment in rural areas than in urban areas. Even though the volume, speed and consistency with which information services flow to the rural areas offer considerable scope for improvement, there can be little doubt that publicity has been able to generate an interest in certain sectors like agriculture and allied pursuits and major irrigation projects. It has, however, failed in inculcating a desire for an understanding of the wider social and economic aims of the socialist pattern of society and of aspects of national life other than those connected with farming and allied activities. Plan publicity in rural areas, therefore, should be more broadbased and extensively and imaginatively presented. We have made several recommendations in the sections dealing with the different media towards achieving this end.

3.10. We have also been asked to establish the relative effectiveness of the different media of publicity. No hard and fast conclusions are possible on the subject as the deployment of media depends very much on the nature and character of the audience aimed at, as well as factors like the scale and stage of development activity in operation in a particular area. Some broad conclusions, however, have emerged from our investigations. So far as the rural population is concerned, the most fruitful results can be obtained through the Radio, Film, Song and Drama and Exhibitions. Printed

word' publicity is comparatively a wasteful effort, even though the requirements of the steadily growing literate sections in rural areas have to be provided for through small doses of literature written in simple style and suitably illustrated. Our recommendations in the relevant sections fully bring out the relative merits of each medium as directed towards the rural population.

3.11. The inhabitants of semi-urban localities—*i.e.* towns with population ranging between 5,000 and 15,000—have not received their due share of publicity programmes. Essentially rural in their background but sharing certain features of urban living, they constitute a target of the highest importance to Plan publicity in view of the fact that they are in live contact with the rural masses and, therefore, can serve as effective instruments of communication with the rural areas. The Radio, Film, Exhibitions and the language newspapers are the channels of effective communication with this section of the population. It is, at the moment, being inadequately served by publicity programmes and we urge that its requirements be catered to in a more liberal fashion.

3.12. 'Printed word' publicity suggests itself automatically as the most appropriate and effective means of reaching the educated elements of the urban population, while the working class needs to be addressed through organised radio listening and documentary exhibition. If the impact on these sections has been less than rewarding, the explanation lies in the fact that a discriminating use of the media and employment of technique and method has been found wanting. We have discussed the scope of publicity effort directed towards this section of the community in some detail in later sections. It would, however, suffice here to emphasise that a more systematic and sustained publicity effort is required for stimulating a positive interest in this sensitive section of the community.

3.13. The impact of the programmes aimed at the student community deserves special attention. We were able to make only a limited study of the response of the student community and much of it was confined to seeking the views of their mentors. The study revealed that the interest shown by the educated youth has been none too encouraging. The Planning Forums have indeed succeeded in giving certain sections of the student community an insight into the socio-economic problems facing the nation and have provided opportunities for them to come into contact with the community at large. But the scope of the Forums' activities has not embraced the entire fraternity of students and the interest shown by the student community in the Forums has been neither sustained nor positive. We refrain from making further comment in view of the fact that the Evaluation Committee assessing the impact of publicity programmes organised through non-official channels is bound to make important observations in this respect. We only wish to draw attention to the challenge that the conversion of the educated youth to the new faith of democratic socialism offers and the desultory efforts that have been made so far to meet this challenge.

3.14. The main burden of the evidence led before us has been that publicity should keep pace with achievement and not overtake it. The underlying idea behind this comment is that actual achievements fall considerably short of what publicity projects. We urge that serious notice be taken of this criticism, for publicity which seeks to project achievements not in conformity with actual attainments results in creating an unfavourable climate of opinion. The content of publicity should be made to conform to the realities of the situation.

3.15. The communication facilities available and the levels of literacy and education of our citizens have undoubtedly a bearing on the success that attends publicity efforts. A good deal, however, depends on the publicity functionaries' understanding of and identification with the national goals and objectives they are asked to project. It is regrettable that as yet there is no clear conception of the role of publicity functionaries in a nation wedded to the concept of democratic socialism. There is not much evidence of an intelligent understanding among publicity functionaries of the requirements of the new society in the process of establishment. They continue to be bound down by conventional methods suitable to an era that has passed and have shown little aptitude or inclination to venture out in search of new modes of expression suited to the tastes and moods of a people participating in a revolutionary process of development.

3.16. In a general summing up of the impact of Plan publicity, it would be relevant to make a few observations in regard to the organisation of publicity campaigns. It is our considered view that radical socio-economic changes that the Plans are attempting to bring about require publicity to be organised on a war footing. The strategy of Plan publicity should be aimed at the generation of an atmosphere of urgency in the achievement of desired national goals. Publicity programmes have failed to create this kind of atmosphere, because they have rarely been organised in the form of nationwide planned campaigns seeking to focus the attention of the people on the more urgent tasks confronting the nation in the sphere of development. We see little prospect of Plan publicity achieving anything substantial unless such concerted publicity campaigns are organised periodically with a good deal of pre-planning behind them. Some basic principles that ought to govern planning of publicity campaigns may be summed up as follows :

- (i) Themes should be planned and fixed periodically and should bear relation to current problems agitating the public mind and to the priorities in development.
- (ii) Basic social and economic concepts should be propagated more extensively.
- (iii) Production, Co-operation, Land Reforms, Prices, the need to avoid waste and save more are examples of themes which need to be constantly emphasised.
- (iv) A constant and careful watch over trends in public opinion should be ensured and emphasis in themes should keep changing as public opinion demands.
- (v) The departmental approach to publicity should be abandoned and achievements projected as national achievements.
- (vi) Pressurising the people into dynamic action in support of the Plans should be the main aim.
- (vii) Themes should be selected to suit different classes and sections of the community.

#### REASONS AND REMEDIES

3.17. We have given the most earnest consideration to an analysis of the causes contributing to the pedestrian pace of progress in bringing about an awakening among the people in regard to the social and economic implications of the development process. A frank appraisal of the conditions under which governmental mass communicators function and the factors

inhibiting the full play of their specialised skills is very germane to the past performance of publicity organisations as effective agents of social action on behalf of the planners.

3.18. The most revealing finding to emerge from our study is the comparative apathy and indifference with which the vital social function of communication with the masses has hitherto been approached. This is reflected in the priority and status accorded to it in the general scheme of governmental affairs. Allocations for publicity continue to be regarded as consumption expenditure representing a drain on the economy rather than a productive investment in the development of human resources which, in the last analysis, is the social end to be reached through the process of economic development. The planners themselves speak of the "investment in man" as being more important than "material investment". However, they have said precious little about the role of publicity functionaries even though the importance of public cooperation and participation has been dealt with at some length by them. The allocations for all publicity programmes in the Third Plan work out at only 0.15 per cent of the total expenditure envisaged for the public sector. The failure to recognise fully the potentialities of publicity as a handmaid of development has resulted in a publicity approach weak in conception and halting in implementation. While Government has come to regard publicity functionaries as 'status symbols' necessary in a progressive society, the general public has come to view them as propaganda boys of Government. The end product is that the aim of making public cooperation and public opinion 'the principal force and sanction behind planning' has remained a pious wish and the objective of getting 'the administration and the people feel and act together' has remained largely unfulfilled. We would respectfully submit that in the absence of a dynamic and bold approach to the problem of mass communication the situation is not likely to change much and governmental public relations will continue to be listless and tardy.

3.19. The expansion of the media in the post-independence years, though striking when compared to what obtained before, has proved inadequate considering that millions need to be educated and enlightened. The UNESCO has laid down certain norms of adequate informational services in developing countries, according to which a country is insufficiently provided with information media if it has less than 10 copies of a daily newspaper, less than 5 radio receivers and less than 2 cinema seats for every 100 people. Compare this with the existing situation in India. There is only 0.6 seat available for every 100 people in the cinema houses. There is only 0.8 of a radio receiver to be shared by every 100 persons. Nearly 36 crores of people living in more than 5½ lakh villages and accounting for 82 per cent of the population are serviced by only a lakh and a half community receiving sets, nearly half of which are unserviceable because of inadequate maintenance. The average jurisdiction of a mobile field publicity unit of the Government of India is 5 districts, 75 blocks, 7,500 villages and 7 million people. These revealing facts of communication facilities serve as a telling commentary on the priority accorded to the development of mass media. We have made recommendations in this regard in the sections dealing with the media units, the principal ones relating to a country-wide extension of transmission and listening facilities in respect of the radio, extensive exhibition of documentaries and newsreels through the provision of a mobile unit for every 5 blocks and provision of exhibition units at the rate of one unit for every 5 districts.

3.20. Because of the limitations of resources, one would have expected that every effort would have been made to husband them for purposeful publicity through a planned effort at giving point and direction to the programmes. The Central media units have been, for example, left free to organise publicity through different media without any systematic attempt at infusing a common purpose to serve and a common theme to propagate. Such of the coordination of their programmes as exists is of an administrative type. Even here, the experiment of having an Adviser to correlate the technical aspects of coordination has been neither consistent nor successful. Our investigations have pointed out that the media units accord a low priority to Plan publicity, and programmes in this regard are strictly made to conform to Plan budgetary allocations which constitute an infinitesimally small porportion of their total budget. The present dyarchic arrangements for publicity through the Central and State Governments have also encouraged dissipation of scarce resources, and a coordinated approach in planning and execution of publicity programmes has proved difficult to achieve in actual practice. Both these aspects have been covered in our study of the existing coordination arrangements and the recommendations flowing from it in the section on 'Coordination'.

3.21. At the root of all ills that beset Plan publicity today is the absence of expertise to plan the strategy and tactics of publicity campaigns and to ensure the most profitable utilisation of mass media. There has been no sustained effort at providing point, direction and purpose to publicity on the Plan front, the probable reason being that publicity services have so far aimed at only dissemination of information and not at a purposive moulding of human behaviour towards specified social goals. This purposive aspect of publicity must obviously come from a thorough knowledge of a given situation and the application of scientific principles and proven practices in the task of getting people to support ideas and programmes. The publicist must analyse his problems in their relationship to the basic motives of the people and the groups to which they belong. In other words, publicity to be successful must be scientifically planned and methodically executed. The prerequisites of such successful publicity are calculation of resources and time available for a stated purpose, knowledge of the subject, determination of objectives, and research of the target audience to learn why and how it acts both individually and as a group. Our investigations have led us to believe that such scientific planning of publicity campaigns has been conspicuously absent. We have, therefore, recommended the establishment of Publicity Planning Groups at the Centre and in the States with the Director-General of Plan Publicity to organise, supervise and guide the total national effort at 'engineering consent' of the people.

3.22. The role of research in support of the above function has already been spelt out in broad outline in the section on 'Concepts'. In more specific terms, the role of research covers the behavioural and attitude patterns, acquisition of tools and knowledge from other fields of social study, scientific communication methodology, pre-testing and evaluation and assessment of campaigns. It is broadly the study of the communicators, their media and the content of their message, as well as of the public, their needs and attitudes. We have discussed the scope of the activities of the Research and Reference Division with our Member-Secretary, who happens to be the head of the Division. This discussion has revealed that it is a misnomer to call it a Research Division. The provision of reference services appears to be the main activity of the Division and no scientific com-

munication research of the type we have indicated is being undertaken. The research activity of the Division needs to be completely reorientated to serve this purpose and competent, well qualified and trained directorial and research staff should be employed for the purpose.

3.23. The cumulative impression we gathered is that governmental publicity is still a desk-bound service which purveys facts and figures which make little or no impression on the common man. Rare are the occasions when material available in Government files and documents is intelligently utilised for publicity in depth, bringing a human touch to governmental communication with the people. Cold statistics and bald policy statements by themselves do not convey much and constitute a misdirected publicity effort. They need to be correlated with the problems and issues agitating the public mind at any given time with emphasis on workable solutions to them. This fundamental purpose of publicity has been generally lacking in the programmes.

3.24. We have earlier stated that the objective of publicity at all times must be related to the public whose support and cooperation is to be enlisted for success in any national effort. This proposition in effect means that in a democracy, where decisions are to be reached at the grass-roots level, public relations must base its techniques and strategy on a study of mass psychology and behaviour, and publicists must be receptive to the reactions and ideas of the people whom they wish to approach. Our publicity organisations have so far attained a limited measure of success in putting this concept into practice. They are handicapped for want of publicity field intelligence which alone can impart a popular bias to information services. Considering the multitudes to be reached and the problems—real and imaginary—facing them, the 'feedback' mechanism available to mass communicators falls very much short of the requirements. A small Public Opinion Analysis Unit has recently been set up in the Press Information Bureau to assess public opinion and reactions gathered from the Press as well as from the reports of the field agencies. The reactions in the Press, though highly important in their own way as a sensitive barometer of popular reactions, only partly reflect the popular image or mind. The reporting from the field is for the greater part, as our perusal of a sample of such reporting has revealed, culled out of newspaper accounts of matters of current debate. There is little evidence to show that even such of the reporting from the field as is available is being effectively used in projecting information services. The opinion can be hazarded that there is nothing like a satisfactory field intelligence available to publicity programme planners.

3.25. One of the functions of the officers of the Directorate of Field Publicity is to keep Government regularly informed of the degree of public response to publicity measures and of the requirements of each area, besides offering suggestions for the improvement of the services. The monthly reports submitted by Regional Officers rarely contain reference to the popular reception accorded to publicity programmes. The requirements of each area are occasionally reported, but very often they pertain to manpower and financial requirements. Surely, the requirements should also be related to the type of publicity material suited to the needs of a particular area. This is rarely done as our enquiries have revealed. As regards offering suggestions it has been stated in answer to one of our queries that "occasionally suggestions are received which are communicated to the appropriate quarters and pursued to the extent possible". Viewed in the

context of publicity planners having to possess a correct and intimate knowledge of the environment and character of the people to whom publicity is directed, the situation, it will be seen, is most unsatisfactory. We have, therefore, deemed it necessary to emphasise the need for evaluation and field publicity intelligence and have accordingly recommended the conversion of the existing Directorate of Field Publicity into the Directorate of Plan Publicity Evaluation and Intelligence.

3.26. The weakest link in the publicity chain has been face-to-face oral communication. To some extent, field publicity units carry out this function, but we have found that it is subordinated to the screening of films and organisation of entertainment shows. Even if this position were to be reversed, it would not be humanly possible for the field units of both the Centre and the States to establish rapport with the masses which legitimately belongs to the opinion-moulding sections of local leadership, who even today control the informal but effective patterns of communication. There is little doubt that the effectiveness of governmental communication ultimately rests on its integration with the non-official processes of communication. The securing of this integration has not received the priority that it deserves at the hands of publicity functionaries. Even though we have studied the problem of non-official cooperation in publicity, we refrain from making any detailed recommendations, as this subject is engaging the attention of a separate Evaluation Committee. We do, however, wish to reinforce the value and need for a broad-based publicity through adequate non-official participation.

3.27. A major fact of publicity as understood and practised today is that its concepts and techniques are largely directed towards an urban-based educated class with a disproportionate emphasis on the English-knowing class. One of the most refreshingly candid admissions made by a responsible official before us was that rural listeners have not yet received a square deal in our broadcasting policy and that unless the anomalous situation of major clients being reduced to the status of minor clients is reversed, there will be a glaring imbalance in the general picture of broadcasting. Our services to the Press lay undue emphasis on feeding the Metropolitan Press, particularly the English Press. The language and content of our publications are generally beyond the comprehension and understanding of the semi-literate or neo-literate population in the rural areas and among the weaker sections of the urban community. Documentaries and news-reels tend to focus too much attention on the inauguration of projects and conferences and activities of personalities to the comparative neglect of the manner in which the daily lives of our average citizens are undergoing transformation through planning. Posters and hoardings project visual images and carry exhortations which are generally not comprehensible by unsophisticated and unlettered folk. Even our field publicity units have unconsciously developed a tendency to concentrate their activities in urban areas and large-sized villages on the highways, to the comparative neglect of the rural communities in less accessible areas. These facts revealed in the course of our tours and investigations underscore the basic weakness of publicity, namely, that it has never oriented itself to the requirements of mass communication.

3.28. A corollary of what has been stated in the previous paragraph is the preference shown by policy-makers in Government to publicity through printed word, with emphasis on publicity through the Press to the general neglect of other modes of communication. An impression obtains in

governmental circles that the requirements of publicity are satisfactorily met by securing coverage in the Press to ministerial pronouncements and conference proceedings, progress of major projects and factual information on achievements in isolated sectors of the national economy. Coverage in the metropolitan newspapers, particularly those which are Delhi-based, is the yardstick by which the performance of publicity personnel is generally assessed. No one can deny the most important role that the Press has come to play in the shaping of national affairs. It is, however, patent that communication through the newspapers touches only a small segment of the population today and leaves uncovered the vast illiterate sections on whose productive effort the success or failure of our Plans is based. A recommendation made by us towards the rectification of this imbalance relates to expanding the scope of the work of Information Officers attached to the Ministries of the Government of India to cover advising on publicity through all media.

3.29. A basic concept governing publicity today is the emphasis on projection of personalities rather than policies. Symbolic publicity centering round persons held in high popular esteem is undoubtedly an effective means of establishing intelligent and meaningful communication with the people. But this can be overdone as appears to have been the case till now. This imbalance should be rectified.

3.30. With almost complete unanimity, the witnesses appearing before us opined that the chief drawback in publicity approach has been a disconcerting insensitivity to public criticism and stricture on the performance of public authorities. It was pointed out that the people should be taken into confidence by a candid admission of shortcomings and shortfalls in achievements combined with a cogent explanation of the contributing factors. The occasions on which such a wise precept has been followed have been few and far between and on that account considerable damage has been done to the popular conception of governmental public relations. In this respect, policy-makers rather than the publicity functionaries deserve to take the blame. The evidence before us leads us to the conclusion that the fault lies in the failure to make a departure from the pre-independence approach of only selling Government to the people without a corresponding effort to reflect people's needs and views in the formulation of governmental policies.

3.31. The conclusion that almost forces itself on us is that the informational services directed towards tasks of national reconstruction are as yet far from attaining the dimension and character of a mass communication machinery. While the professed aim has been to reach the masses, there has been no clearly identifiable effort to back the aim by a comprehensive strategy of dynamic and imaginative approach and by providing the necessary tools for translating the strategy into action in the field. The end product is that publicity organisations have become "ineffective agents of action on behalf of the planners". The position can be profitably reversed by recognising publicity as an integral part of the machinery for mass adult education.



*"The past decade has been a period of considerable change and adaptation in the field of administration. Innovations have been introduced and new institutions established, although perhaps many of them have yet to be fully integrated with one another and with the structure as a whole."*

—THIRD FIVE YEAR PLAN

4.1. The Study Team has been asked to examine and report on Plan publicity programmes with special reference to the arrangements for publicity and coordination of activities between (a) the different media units of the Ministry of Information and Broadcasting, and (b) the Central and State Governments. This dual aspect of coordination in the formulation and implementation of publicity programmes figured very prominently in our discussions with Central and State Ministers as well as officials.

4.2. Mass communication is an area of operations where the Government is required to go down to the village to awaken, inspire and lead the people in meeting the challenge of development. In a vast and populous country administratively organised on a federal basis, the task of communicating with the masses requires the closest of coordination between various State agencies operating at different levels from the Panchayat upwards. Our investigations have revealed that there is no machinery today to secure this close coordination and that some serious rethinking on the subject is necessary for meeting the pressing needs of developmental communication. In the paragraphs to follow, we have attempted broadly to indicate the directions along which the rethinking may be done for achieving the integrated structure which the planners have referred to.

#### BACKGROUND

4.3. The need for coordination arises whenever a programme of operations has to be formulated and executed through multiple formations or agencies. The greater the number of agencies in the field, the greater is the need for coordinated direction of their operations. There is an essential similarity in the conception and execution of a military campaign and of a publicity campaign, the objective in both cases being the achievement of striking results. Basic to both types of campaigns are clarity in conception of objectives, planning of the most effective strategy, vigour in execution of set tasks and a proper sense of timing. In the absence of such unified conception and planned execution, campaigns tend to lose direction and purpose and fail to produce the desired effect. This is essentially what has happened to Plan publicity programmes in general during the ten years that they have been in operation.

4.4. The basis for the operation of the Central Plan publicity activities during the last ten years has been the Integrated Publicity Programme formulated in 1953. It owed its origin to the broad terms in which the planners had enunciated the role of public cooperation in national development and the task entrusted to publicists in enlisting this cooperation. The Integrated Publicity Programme was evolved to cover all media of publicity, due consideration being given to publicity conducted by State Governments with respect to the subjects included in the Programme. A small Central Unit under an Adviser also came into being in the Ministry of Information and Broadcasting to plan, coordinate and supervise the activities of the media units.

4.5. The Second Five Year Plan spoke of coordination of the programmes of the Centre and the States for providing "an effective machinery for publicity of the Plan, having regard to the relative effectiveness of the different media and the necessity of a uniform pattern of publicity organisation in the country through decentralisation and greater coordination with States and participation by non-official bodies". An Inter-Media Standing Committee for coordinating the activities of the media units with field agencies came into existence in 1958. During the Third Plan period, the post of Adviser, abolished earlier in 1958, was revived in 1961 and the Adviser was made responsible for coordinating the publicity for the Plan as well as for National Unity and Emotional Integration, and to act as a link between the Planning Commission and the Ministry of Information and Broadcasting for the purposes of Plan publicity. The Inter-Media Standing Committee was strengthened by additional media membership with the Adviser as Chairman and the Director of Field Publicity as the Member-Convener. The post of Adviser has, however, been kept in abeyance since March 1962. A high-powered Committee for Coordination and Direction on Plan Publicity also came into existence in February 1962, first with the Secretary of Information and Broadcasting as Chairman and later, as reconstituted in October 1962, with the Minister for Information and Broadcasting as Chairman, the Deputy Chairman of the Planning Commission and the Secretaries of the Planning Commission and the Ministry of Information and Broadcasting as Members and the Adviser on Plan Publicity as Member-Secretary.

4.6. At the State level, State Publicity Coordination Committees with the Chief Secretary or Development Commissioner as Chairman have been set up for dealing with problems of coordination of publicity by the Central and State Governments. Conferences of State Directors of Information and of State Ministers of Information have been convened for discussion of publicity matters of common interest. Annual programme schedules are also exchanged. Consultations and contacts both at the departmental heads' and field officers' levels are also maintained.

4.7. A brief review of the actual working of the existing coordination machinery is necessary to permit of our recommendations to be viewed in the proper context. The data for this review has come from the evidence rendered before us by Central and State officials, replies to questionnaires furnished to departmental heads of the Central Government, and memoranda, notes and informal oral briefings given to us by State officials in the course of our tours. We would like to record our appreciation of the objective manner in which this vital aspect of Plan publicity has been viewed and of the frankness with which deficiencies, inadequacies and imperfections have been noted and admitted. These discussions also revealed an anxiety

and concern on the part of the officials for a dynamic, purposive and integrated approach to Plan publicity.

#### COMMITTEE FOR DIRECTION AND COORDINATION

4.8. The formal institution of this high-powered Committee in February 1962 was preceded by periodical inter-media meetings presided over by the Minister for Information and Broadcasting and with the Member of the Planning Commission in charge of the publicity. The general tone and broad trend of publicity effort during the Third Plan period were laid at these meetings. The Committee was set up for the purpose of providing common guidance and directions to the various media, drawing up publicity directives and setting publicity targets for the media over the whole field of social and economic development represented by the Plans. In performing this function, the Committee takes into account the overall policies indicated by the Planning Commission and the specific requirements of the various Ministries.

4.9. The setting up of this Committee did not come a day too soon. One can only visualise what productive results could have been obtained had such a high-powered directional body been set up at the very inception of the Integrated Publicity Programme and had the operation of its directive function been extended to the State publicity programmes as well. We have gone through the proceedings of the two meetings the Committee held during 1962 and 1963 and were impressed by its grasp of the fundamental issue involved in Plan publicity, namely an integrated, imaginative and comprehensive approach. The effective functioning of this Committee has, however, been handicapped by the infrequency of its meetings, the limited scope of its composition and functions as related to coordination between the Centre and the States, the inadequacy of machinery for follow-up action and the absence of a professional group of planners of publicity to assist the Committee in its guidance and directional functions.

#### STATE MINISTERS' AND STATE DIRECTORS' CONFERENCES

4.10. The idea of convening such conferences was first mooted in 1948 for emphasising the need for coordination and economy, elimination of duplication of effort and developing effective publicity in the Indian languages. We have gone through the proceedings of all the conferences held since 1953 and were present by invitation at the State Ministers' Conference held at the beginning of 1964. The conferences have concerned themselves with the problems and difficulties encountered in execution of programmes, codes of common action and progress of Centrally aided schemes. No formal resolutions are passed and recommendations on a broad consensus of opinion rather than decisions of an unanimous character are made.

4.11. The wide range of subjects covered by these conferences during the last ten years has been impressive. The comprehensive character of the work of the Committees also deserves praise. But these annual deliberations have shown an overwhelming concern with administrative details rather than with policy and methodology of Plan publicity. Much of their time and effort has been expended on discussions on Central financial participation in State-executed schemes. They have made no serious attempt to review action taken on the recommendations made from time to time. Above all, they have not succeeded in evolving measures to avoid diffusion of resources and in bringing about effective coordination in field program-

mes. The conference deliberations have also suffered because of lack of constitutional or conventional sanction behind their recommendations.

#### ADVISER

4.12. The durational and functional vicissitudes which the post of Adviser has undergone makes distressing reading. Created in 1953 for heading a small unit for planning, coordination and supervision of the activities of the media units directed towards Plan publicity and for liaison with the Planning Commission and other Ministries, the post was abolished in 1958 when the Directorate of Field Publicity was set up for administrative supervision and control of the Field Publicity Organisation. During the intervening five years, between 1953 and 1958, the Adviser functioned as the supervisor and controller of the Mobile Field Units in addition to his other duties. In July 1961, the post was revived with the same functions as before with additions in the form of coordination work for publicity for National Unity and Emotional Integration and Chairmanship of the Inter-Media Standing Committee. The post has been left unfilled since March 1962.

4.13. Any further comment on the Adviser's role is perhaps unnecessary. One point, however, needs to be emphasised. The function of planning, coordination and supervision of the activities of the media units has suffered grievously partly on account of numerous other duties attached to the post, but in the main for lack of executive power and support of a professional publicity planning group. The consensus of opinion among officials has been that the Adviser has been unable to function effectively without such a supporting planning unit.

#### INTER-MEDIA STANDING COMMITTEE

4.14. The Inter-Media Standing Committee has largely served the purpose of bringing together the media units with field functions for drawing up coordinated programmes during special occasions like 'Plan Weeks'. Outside this, inter-departmental coordination has been left entirely to the media units which resort to it on a personal or official basis as and when situations require. The Committee as now constituted can only serve a limited purpose and cannot provide the close day-to-day coordination necessary.

#### STATE LEVEL COMMITTEES

4.15. State Publicity Coordination Committees rarely meet as evidence before us shows, and even when they meet the coordination sought to be secured does not cover ground beyond scrutiny of programme schedules, preparations for joint Plan Weeks and administrative facilities for Central officers working in the field. The performance is repeated at the district level. For the greater part, Central-State coordination in the field is functioning on a personal basis which in many cases has not yielded profitable results. This has been the weakest link in the whole chain. Below the district level, the coordination machinery hardly functions primarily due to the disdain and indifference with which developmental officials have come to look upon social education through publicity.

#### GENERAL ASSESSMENT

4.16. The subject of the most productive and efficient use of the available resources—manpower, material and financial—for purposeful Plan

publicity has engaged our attention more than any other aspect of the study entrusted to us. We are firmly of the view that the existing coordination arrangements are, as experience has proved, conducive to neither efficiency nor economy. Conventional patterns of thought and action have come so much to govern publicity programming and execution that the whole approach appears out of tune with the spirit of the times or the needs of the hour. Constitutional niceties and administrative protocol have stood in the way of evolving healthy conventions or operational procedures. The resulting picture is that of a fragmented, diffused and directionless publicity effort.

4.17. The planners have spoken of the changes, adaptations and innovations introduced in the field of administration during the last decade. Publicity administration has, however, not partaken enough of such changes, adaptations and innovations considering the wide range of its policies and programmes. It has been too much inhibited by the jurisdictional and functional limitations which the Constitution imposes. The dedicated total national effort that planned development demands, however, requires that conventions outside the Constitution be evolved facilitating planning of policy at the national level and execution at the State level. In the field of publicity, the Centre has a clear and undisputed responsibility to impart a national purpose and direction to the entire programme of Plan publicity. This is the theory behind our recommendations towards a better and more efficient utilisation of the publicity machinery for popularising the Plan and the social and economic aims they enshrine.

4.18. Plan publicity, in our considered view, should be a joint endeavour, with the Centre providing the planning, direction, guidance and leadership, and the States contributing the intermediary service of processing Central directives and guidance for actual implementation by the lower formations at the district, block and panchayat levels. The main outlines of the scheme we recommend for adoption are as follows :

- (i) Uniformity in publicity policy; directives and guidance to be secured through association of States in policy-making at the highest level.
- (ii) A basic pattern of methodology and technique of publicity campaigns to be evolved centrally with provision for its adaptation on a regional basis.
- (iii) Implementation of field programmes and distribution and display of printed material through local authorities under the immediate supervision of State authorities.
- (iv) Provision for assessment, evaluation and public reaction analysis under Central auspices.
- (v) Training facilities to be provided by the Centre for all publicity personnel.

4.19. We do not intend that the Centre should divest itself of all responsibility for publicity in the States. All the media under the Centre will continue to render the same services as in the past with the important difference that the execution of the programmes in the field will be carried out by State Departments of Publicity on behalf of the Centre. The pattern is already in operation in respect of the radio where the programme planning and broadcasts are provided by the Centre while the provision of listening facilities is the responsibility of the States. The chief merit of an extension of this pattern to other media lies in ensuring joint responsibility

for publicity programmes and a unified policy and planning of publicity campaigns.

## RECOMMENDATIONS

### (a) *Direction of Policy*

4.20. Of pivotal importance to the successful implementation of all Plan publicity programmes is the issue, from time to time, of policy directives. Such direction and guidance pinpointing the objectives to be achieved and themes to be stressed enables publicity to become purposeful and concentrated. This function should rightly vest in the existing Committee for Co-ordination and Direction on Plan Publicity. We, however, feel that the jurisdiction of the Committee should extend to State publicity programmes and for this purpose recommend that the membership of the Committee be made more broadbased to include three or four State Ministers of Information to be chosen by the annual conference of State Ministers once every two years. The Committee should normally meet once every three months to review the progress of publicity programmes and to issue fresh directives in conformity with the prevailing priorities for national development.

4.21. The Committee should brief all the State Ministers of Information at their annual conference on developments during the year and seek advice and comment on programmes on the anvil. The conference should be armed with powers to financially and administratively commit the respective State Governments to schemes having the approval of the conference.

4.22. Central Ministers concerned with development departments should be invited to alternate meetings of the Committee on Direction and Co-ordination of Plan Publicity for an exchange of ideas and views on programmes pertaining to the individual requirements of their Ministries. The Secretaries of these Departments should meet at intervals of every four months to clear inter-ministerial financial and administrative details concerning the implementation of the policy directives.

4.23. There should be a Committee for Direction and Co-ordination of Plan Publicity at the State level. The Chief Minister, who in most States holds the portfolio of Information, should be the Chairman, with the Minister for Information, the Development Commissioner, the Director of Information, the Director of Social Welfare and the Director of Public Instruction as members, and the Regional Director of Plan Publicity of the Government of India as Member-Secretary. In view of the responsibility now being vested in the self-governing institutions, the Committee should have two or three chairmen of the Zilla Parishads by rotation as members. The function of the Committee should be the same as the Central Committee for Direction and Co-ordination so far as Plan publicity in the State is concerned. The Committee should meet at three-monthly intervals.

### (b) *Publicity Planning*

4.24. Much of the publicity output today is based on intuition, experience and common sense of the officers who fashion publicity material. It has no basis in any scientific knowledge and assessment of (i) the characteristics of target audiences, (ii) the most effective combination of media to be employed, (iii) proper timing of campaigns, (iv) types of programmes suited to different sections of the population, and (v) public reactions. All these are aspects of planning of publicity campaign strategy, to which we have



**REPORT**  
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**MINISTRY OF INFORMATION & BROADCASTING**  
**GOVERNMENT OF INDIA**

already made a reference in some detail. We regard the establishment of Publicity Planning Groups at the Centre and in the States as the most essential requirement of successful programming. We recommend that such groups be established in the manner indicated in the paragraphs to follow.

4.25. A Central Publicity Planning Group should be set up in the Ministry of Information and Broadcasting under a Director-General of Plan Publicity. The Director-General should be the chief technical executive to plan and direct the entire programme of Plan publicity. The Director-General's function should be to translate the publicity directives of the Central Committee for Direction and Coordination of Plan Publicity into action programmes through campaigns. He should also be the Member-Secretary of the Central Committee for Direction and Coordination of Plan Publicity. In view of the key role that he has to play in the entire programme of Plan publicity, the Director-General should be an officer of the highest professional competence and he should have a status high enough to enable him to supervise, guide and control the Plan publicity activities of the media units and of the Regional Directors of Plan Publicity. We are of the firm view that the Director-General should not be saddled with administrative duties and should be enabled to concentrate on his professional duties. Adequate administrative staff should, therefore, be provided for him.

4.26. It is obvious from what we have stated in earlier paragraphs that the Director-General by himself cannot discharge his functions without a group of officers representing the various media. This Planning Group to be associated with him should comprise the Director of Song and Drama, the Director of Communication Research, the Director of Plan Publicity Evaluation and Intelligence and an officer who is fully conversant with the mechanics of communication with the masses in the Indian languages. This will form the core of the Planning Group which should function on a day-to-day basis. It would also be necessary to associate the other media units with the planning of publicity programmes. For this purpose, we recommend that a senior officer from each of the media units should be associated with the Planning Group. These officers should be the heads of small planning groups in the media units for giving effect to the directives of the Planning Group through the media concerned.

4.27. To enable the Planning Group to render the services we contemplate, the Director-General should have under his control and supervision a Directorate of Communication Research and a Directorate of Plan Publicity Evaluation and Intelligence. The existing Research and Reference Division and the Directorate of Field Publicity should form the nuclei of these two Directorates. The personnel manning these Directorates should be carefully chosen and should be given necessary training in the work of communication research and evaluation. It is not possible for us to make detailed recommendations in regard to the personnel requirements of these two Directorates. They should be worked out in consultation with technical experts in the respective fields. The Directorate of Plan Publicity Evaluation and Intelligence would obviously require a field organisation. We recommend that one-half of the existing field units of the Directorate of Field Publicity be utilised for the purpose after the personnel concerned have received suitable training in evaluation and intelligence techniques. The Director of Song and Drama and the officer advising on the mechanics of communication in the Indian languages should have a small organisation to assist them in their day-to-day work. This organisation should be provided out of the existing Song and Drama Division with suitable modifications.



4.28. A similar Planning Group should be established in each of the State capitals with the Regional Director of Plan Publicity of the Government of India as Chairman and senior officers of the State Directorate of Information dealing with different media as Members. This Group should co-opt representatives from the Directorates of Social Welfare and Education and the Development Commissioner's Office as and when necessary. This Group should be the State agent of the Central Publicity Planning Group to give effect to the latter's directives in a regional context and should function under the supervision and control of the State Committee for Direction and Coordination of Plan Publicity.

(c) *Field Publicity*

4.29. The State Director of Information should be the chief executive agent on behalf of the Central and State Governments for all publicity activities in the field. It should be his duty to carry out the policy and direction of the Committee for Direction and Coordination of Plan Publicity, to whom he will be responsible in all matters pertaining to Plan publicity. The State Director should thus be the key official of the entire field publicity programme. To enable him effectively to utilise the development official machinery he should have an appropriate *ex-officio* status in the office of the Development Commissioner.

4.30. The machinery at the District, Block and Panchayat levels has been described in the section on 'Field Publicity'. In broad outline it will comprise: (i) the District Publicity Officer in overall charge of all Plan publicity in the District; (ii) the Publicity Supervisor in charge of a mobile field unit with a territorial jurisdiction over 5 Blocks; (iii) the Social Education Officer in charge of all publicity in the Block, and (iv) the Panchayat Secretary or the School Teacher in charge of all publicity in the Panchayat.

(d) *Central Units in the States*

4.31. We also feel the need for coordinated direction and control of all Central media organisations operating in the States. The media organisations concerned are the Press Information Bureau, the Directorate of Advertising and Visual Publicity, the news wing of All India Radio. The Publications Division has distribution offices at Calcutta, Madras and Bombay. Under our scheme, the Directorate of Plan Publicity Evaluation and Intelligence will also have field units. We have also suggested the close association of the Central Government with the planning and execution of publicity programmes in the field. This multi-point communication machinery of the Centre needs effective coordination not only among the media organisations but with the State Governments also. We, therefore, see the need for a fairly high-ranking officer of the status of an officer of the Junior Administrative Grade of the Central Information Service to perform this function. We, therefore, recommend that a Regional Director of Plan Publicity be appointed in each State on behalf of the Central Government to control and guide all the Central media organisations operating in each of the States. He should also hold the *ex-officio* office of Member-Secretary of the State Committee for Direction and Coordination of Plan Publicity and of the Chairman of the State Publicity Planning Group.

(e) *Personnel*

4.32. In an earlier section we have spoken of the professional competence and qualifications of publicity personnel. Till 1960, these personnel were

recruited for and borne on the strength of the individual media units. This was responsible for lack of acquaintance with different publicity media. The establishment of the Central Information Service in 1960 has been a step in the right direction that has been taken to provide publicity functionaries with an integrated experience of publicity techniques through all media. The Service, if properly administered, can serve the integrated purpose which we have recommended as the essential basis of Plan publicity. The fundamental need of the Service officers at present appears to be for in-service orientation and training. The need has been underscored by the Study Team on Mass Communication sponsored by the Ford Foundation, and it is our earnest hope that the comprehensive training scheme they have drawn up will be implemented at the earliest. As an important part of the training course, we would urge provision of facilities for imparting knowledge of the goals and objectives of democratic planning and the socialist pattern of society. We do so because our experience has been that the publicist's understanding of and identification with the national goals and objectives he is asked to publicise leaves very much to be desired. The zeal and enthusiasm with which these goals and objectives have to be propagated will not be forthcoming unless the publicity functionaries are suitably oriented for the purpose.

4.33. We also propose to overstep our terms of reference and refer to the desirability of bringing the State publicity personnel within the scope of the Central Information Service. Such a step will be in harmony with the integrated approach to Plan publicity we have envisaged and deserves the most careful and sympathetic consideration. There are very few channels for improvement in status and emoluments that are today available to the great majority of State publicity functionaries. We also feel that the interchangeability which a common publicity service provides will be of advantage to the Central and State officers. While the former would be enabled to have field experience so much lacking today, the latter would be facilitated in developing a broader outlook on national problems. In making this suggestion we have received considerable encouragement from recent trends in governmental circles towards such an integrated approach to the service needs of a developing society. There can be little doubt that publicity has a very important role to play in national development. In order to attract the best of talent available, we see the need for a general upgrading of salary scales and service conditions of publicity officers of all levels at the Centre and in the States, and for bringing them on a par with those of the All India Services at the appropriate levels. We urge that all these aspects of salary scales and service conditions of publicity functionaries at the Centre and in the States be examined more fully and decisions arrived at in the near future.

*(f) Inter-Ministerial/Departmental Coordination at the Centre and in the States*

4.34. Our terms of reference do not extend to an examination of the existing arrangements for coordinating the programmes of the Ministry of Information and Broadcasting with programmes of a similar or allied nature of other Ministries of the Government of India like the Ministries of Community Development, Agriculture, Industry, Education and Health. We, however, feel that the need for close coordination in this respect is as urgent and as important as that between the Centre and the States. Government should evolve a procedure whereby such coordination under the Director-General of Plan Publicity is secured. One aspect of such a procedure would

be to have officers of the Ministry of Information and Broadcasting supervising and controlling the publicity units in the different Ministries. This is already in operation in certain Ministries like Railways, Community Development and Food and Agriculture where the Deputy Principal Information Officers of the Press Information Bureau are *ex-officio* Directors of Publicity. We recommend the extension of this arrangement to the other Ministries of the Government of India which have separate publicity organisations. We also recommend that the Information Officers attached to the different Ministries of the Government of India should function as advisers on publicity through all media and not merely on publicity through the Press.

4.35. A similar discoordinated state of affairs obtains in the States. Many of the development departments not only have publicity units independent of the Directorate of Information but even operate directly in the field. In some States we noticed that the bulk of the mass communication machinery is attached not with the Department of Information but with the Directorate of Social Welfare. We recommend that all publicity functions of the State Governments should be unified in the Department of Information. This recommendation is based on a close study of the reactions of the public to the multiple formations of Government operating in the field.

4.36. A general idea of the communication facilities available in India today and of the size and character of the masses to be reached has been given in the section on 'Problem and Performance' with a view to highlighting the future communication needs. In the different sections relating to the media units we have made recommendations in regard to the size of the communication facilities needed. Such extension of facilities should be based on a careful survey of the existing facilities available in different regions of the country to ensure that the areas now very inadequately covered receive their due share.

## **PART II**

5.1. A few amateur radio associations were instrumental in introducing this powerful medium to India. Organised broadcasting, however, dates from the year 1927 when the Indian Broadcasting Company Limited set up the Bombay and Calcutta stations. When the Company went into liquidation three years later, Government took it over as an experimental measure for two years in the first instance under the designation of "The Indian State Broadcasting Service". In 1932 the decision was taken to continue the Service under State management. With that began the phase of steady development highlighted by the assumption of the now-familiar designation of "All India Radio" in 1936. News came into being as an important function with the establishment of the Central News Organisation soon after the outbreak of the war in 1939. In that year, eight medium-wave stations (two of which were located in what now constitutes Pakistan) and four short-wave transmitters were in operation.

5.2. Partition of the country in 1947 resulted in a broadcasting system comprising six stations and ten transmitters. By the end of the year 1963, the system had developed into a network of 33 principal stations with 11 auxiliary and 16 Vividh Bharati centres, 92 transmitters and 42 receiving centres. This rather striking development was made possible by a development plan covering the years 1951-56, consolidation of available services and increase of programme production facilities during the years 1956-61 and the Medium-wave Plan envisaging coverage of 74 per cent of the population and 61 per cent of the total area by the end of the Third Plan period as against 55 per cent and 37 per cent respectively at the end of the Second Plan period.

5.3. A similar striking development in the expansion of listening facilities is evidenced by 37,36,688 radio licences in force as at the end of the year 1963 compared to 3,594 licences in 1927, 72,282 in 1939 and 2,75,955 in 1947. A different picture of progress is, however, revealed by a comparison with the position obtaining in other countries. As compared to 0.8 receiver per 100 people available in India, 13 Asian countries—Aden, Bahrein, Brunei, China (Taiwan), Hongkong, Iran, Israel, North Korea, Lebanon, Japan, Sarawak, Singapore and Syria—have 5 or more receivers per 100 inhabitants, not to speak of 50.3 receivers per 100 persons in Canada, 100.0 in the USA, 36.8 in Denmark, 27.8 in Czechoslovakia, 38.0 in Sweden, 29.3 in the United Kingdom and 20.5 in the USSR, taking only a representative sample of developed countries into consideration.

5.4. The services offered by All India Radio today in the home programmes comprise :

- (i) music programmes accounting for 45 per cent of all programmes broadcast and covering vocal, instrumental, folk, light, devotional and film music;
- (ii) spoken-word programmes comprising talks, discussions, dramas and features accounting for nearly 12 per cent of the total programmes;

- (iii) news, with a share of nearly 22 per cent of the programmes, broadcast daily through 127 bulletins on a round-the-clock basis;
- (iv) special audience programmes directed to religious groups, armed forces, women, children, farmers, industrial workers, educational institutions, tribal areas and others; and
- (v) programmes in 51 local languages and 82 tribal dialects.

5.5. All India Radio's Plan publicity programmes were inaugurated with the Prime Minister's broadcast to the nation on December 31, 1952. Following the formulation of the Integrated Publicity Programme of the Ministry of Information and Broadcasting in 1953, special programmes consisting of talks, dialogues, discussions, interviews, dramas, features and songs have been broadcast in the general as well as the special audience programmes. During the year 1955-56, 2,291 such items were broadcast, 22,727 during the Second Plan period and 14,195 during the current Plan period till the end of the year 1963.

5.6. Among major schemes launched under the Plans have been (i) the Community Listening Scheme launched in 1954, for expansion of community listening facilities in rural areas; (ii) the Radio Rural Forum Scheme introduced in 1959 to encourage organised group listening of utilitarian programmes of interest to farmers; (iii) listening groups and clubs for women, children and industrial workers. Programmes meant for furthering knowledge of the Plans and the development process comprise university and school broadcasts, youth contact programmes, programmes for tribal areas, development features, national programmes of features and talks, Vividh Bharati programmes, news and newsreels, adult education programmes through television, and 'Information Post' and 'Snippets on Development' programmes.

#### METHOD OF INVESTIGATION.

5.7. The Study Team undertook a fairly exhaustive investigation to seek reactions to broadcasts from a representative sample of listeners. The different methods adopted for this purpose may be summarised as follows

- (i) A comprehensive questionnaire was issued to a cross-section of the listeners drawn from legislators, members of local self-governing institutions and panchayats, educationists, voluntary organisations and publicity and development officials operating in the field. Out of 36,749 non-officials and 5,295 officials addressed, replies were received from 3,351 non-officials and 586 officials.
- (ii) In the course of our tours, we sought the reactions of other representatives of the groups mentioned above, as also of a large number of members of Zilla Parishads, Panchayat Samitis and Panchayats, Radio Rural Forums, Industrial Listening Forums, Women's and Children's Listening Clubs, and groups of students and teachers, industrial workers and villagers.
- (iii) We invariably attended Radio Rural Forums in session often without advance notice and listened to the discussions that followed the broadcasts. We followed it up with a discussion on the working of the Forums and the practical value of the Forum programmes.

- (iv) We made unannounced visits to villages having community listening sets to ascertain the type of people that gather to listen to the rural broadcasts, and the reception they accord to the programmes. An exchange of views on the quality and content of the programmes, the directions along which the programmes could be made more popular and the working of the community sets ensued thereafter.

5.8. In regard to the planning and execution of the programmes, the working of the organised listening groups like Radio Rural Forums and Listening Clubs, the machinery for the maintenance of the community sets, we held detailed discussions with the following categories of officials and non-officials :

- (i) Station Directors and Producers of Music and Spoken-word Programmes of every station of All India Radio in the States and Union Territories visited by us.
- (ii) Director and other senior officials of the State Directorates of Information/Publicity/Public Relations.
- (iii) Chief Organisers of Radio Rural Forums.
- (iv) Extension Officers attached to the Blocks.
- (v) Engineers of the Maintenance Departments of the State Governments.
- (vi) Conveners and members of Radio Rural Forums.
- (vii) Chairmen and members of Panchayat Samitis and Panchayats.

#### GENERAL ASSESSMENT

5.9. Radio is undoubtedly the most powerful medium of information, education and entertainment that we have today in India. As a tool of public relations its potency for opinion-forming and opinion-changing is striking and no other medium is capable of creating an impact with such telling effect as the radio. In the context of planned economic and social reconstruction, the radio has a very sensitive and significant role to play in national affairs.

5.10. It will, however, be quite some time before All India Radio can fulfil to any appreciable degree the social role cast on it. Inadequacy of capital investment, shortage of equipment and materials, a bewildering range of languages and dialects in which to offer programmes, a wide spectrum of the listening public are some of the limitations under which the organisation has to operate. There are, however, aspects of development of broadcasting in regard to which All India Radio will itself have to find answers and find them quickly if it has to make a positive and purposeful contribution to national development.

5.11. There is one general aspect of All India Radio's spoken-word programmes that needs to be dealt with before giving an assessment of its special audience programmes. A comment freely and widely made before us has been that radio programmes have shown an undue concern with publicity to personalities in Government and to departments of Government instead of projecting achievements as national efforts in which the people have a large share. They betray a helpless dependence on news and views available

in Government releases and reports which gives the listener an impression that All India Radio is only out to 'sell' Government to the people. It has also been said that the programmes lack appeal because they prevent free comment on and well-intentioned criticism of the performance of public authorities. Underlying these reactions is a feeling that the programme planners of All India Radio unduly subject themselves to non-professional official control and direction. We are aware that, being a wing of Government, certain of these limitations of approach are inescapable. However, as the sole organisation handling this powerful medium of mass communication, All India Radio has a moral obligation to serve as the voice of the people as much as the mouthpiece of Government.

5.12. Considering the fact that Plan publicity programmes comprise only a very small percentage of the total programmes broadcast and the fact that transmission and listening facilities need considerable augmentation, the impact of the programmes meant for rural listeners has been quite impressive as compared to other media. Wherever the radio has reached, its impact has been direct and decisive. The radio has undoubtedly been a powerful factor in such of the changes in the political, economic and social outlook and attitudes as have come about in rural India in recent years. The community wireless set is the focus of village activity after the day's labour in the field, and village adults and children alike gather round it for entertainment and education. It is the most dependable contact that rural India has today with the outside world. It has also proved its worth as a powerful means of developmental communication. There is a clear case for a more intensified and efficient use of the radio in the rural areas. In the paragraphs to follow we have made specific recommendations towards this end.

5.13. The impact of Plan programmes meant for urban listeners has been less impressive and less direct and decisive than what it has been in respect of rural programmes. Urban listeners constitute an amorphous group which does not lend itself easily to any pin-pointed effective publicity. Although a small number of listening groups have been established, community or organised listening has been difficult to secure in urban areas because of the diverse occupational and audience patterns into which urban listeners fall. More advanced than their rural counterparts in respect of literacy, education and economic conditions, urban listeners have been less appreciative and more critical of publicity efforts. Part of the explanation lies in their having access to information outside governmental sources which, by the very nature of their professional obligations, inculcate a critical approach to governmental policies and achievements. The lure of more popular forms of entertainment has also deprived radio programmes of much of their legitimate impact. These broad conclusions emerging from our study suggest that urban listeners have to be effectively tackled by more organised and determined efforts than hitherto.

#### RURAL PROGRAMMES

5.14. Rural broadcasting made its debut in 1935 as a subsidised effort of the Governments of the North-West Frontier Province and the Punjab for the broadcasting of digests of agricultural pamphlets, etc. Lacking any entertainment content, the effort was only partially successful till All India Radio took over the full responsibility for the programmes. By 1939, all the six principal stations were each broadcasting 30 to 60 minutes of programmes for rural listeners. Rural broadcasts, however, came into their



own only at the end of the war and after the partition of the country. As the authors of "An Indian Experiment in Farm Radio Forums" put it: "The principal objective of the two five-year plans may be said to be the conversion of All India Radio into a means of bringing practical assistance and pleasure to the millions in the villages".

5.15. Rural programmes are broadcast today in 11 languages and 48 dialects for nearly 30 hours a day. Special programmes meant for the tribal areas are broadcast in 82 dialects. These rural broadcasts are designed for carrying information on various aspects of rural life, for widening knowledge of national ideals and achievements and for providing wholesome entertainment. They comprise news, market and weather reports, talks and discussions, plays and skits, features and music, and items of special interest to women and children. Normally their duration is half-an-hour to one hour daily. The general outlines of policy for the programmes are determined by Advisory Committees on which farmers, scholars of folk culture, and officers of Agriculture, Development and Information Departments serve. Liaison for information and technical guidance is maintained with the concerned departments of the State and Central Governments.

5.16. The eagerness with which these daily broadcasts are looked forward to and the enthusiasm with which they are listened to—we have had ample evidence of this in the course of our investigations—attest to the great popularity of the programmes. The value that is attached to news broadcasts has been aptly brought out in a paper submitted to a meeting on "Developing Mass Media in Asia" convened by UNESCO at Bangkok in 1960: "In Asia and its periphery, the power of radio is especially great because of the unquestioning receptivity of the illiterate masses. To them the spoken word, coming instantaneously over the air, has an oracular authority. News heard by radio is repeated by word of mouth in the bazars and village gatherings till the circulation gained defies all calculations based on the percentage of owners of sets". Much of the popularity of the programmes is related to the central character each station has built up over the years and the easy informal manner in which the discussions take place. It is indeed a tribute to the organisation that some of these radio personalities are household names in rural India. On the whole, the impact created by these rural broadcasts has been very encouraging and augurs well for the future.

5.17. About the content of the programmes we have the following observations to make :

- (i) News is a 'must' in the listening preference of rural audiences, for they contribute, along with the newspaper or two that reaches late, the principal source of information of happenings in the country and the world. The more advanced sections of the village community take a lively interest in national events and, since the Chinese invasion, in international events having a bearing on national fortunes. A lacuna pointed out to us is the comparatively little coverage that is given to rural news. One gains the impression that nothing newsworthy ever happens in rural India. This does injustice to the great contribution that rural communities are making to national development. It is high time that the imbalance created by an urban-biased news sense is corrected by imparting a rural angle to news.

- (ii) Market and weather reports are well received if only for their utilitarian character. Discussions as compared to talks, plays and skits as compared to features and authentic folk music as compared to more sophisticated music, are popular and evoke enthusiastic response.
- (iii) In some areas of the country where there is divergence in the way the same language is spoken and understood, listeners have complained. For example, listeners in the Telangana region of Andhra Pradesh and in the Hariana region of the Punjab have expressed disappointment that the language employed in the broadcasts is difficult to understand and have pleaded for the use of Telugu spoken in Telangana and Hariani in the rural broadcasts meant for these areas.
- (iv) The duration and timing of the programmes have also been found unsatisfactory in several areas. It was suggested that programmes should start later in the evening and should be of 2½ to 3-hour duration. There is also need, it was pointed out, for day-time broadcasts to such sections of the village community as are not in the field at work.
- (v) The preference to programmes relating to agricultural practices and allied subjects is clear and positive and sufficient interest in other aspects of national economic and social activity has not been evoked.
- (vi) The programmes tend to be too much studio-based. It will be good programme policy if at frequent intervals the mike is taken to the villages and recordings of 'off-the-cuff' reactions of villagers are broadcast unedited. This will introduce an element of realistic broadcasting of deep psychological impact. All India Radio should also make more extensive use of interviews with successful farmers, artisans and craftsmen, project workers, etc.
- (vii) The presentation of rural characters as ignorant backwoodsmen has been resented in some cases. It was pointed out that the tendency to regard the intelligence and knowledge of the average villager in a derogatory manner should be sternly discouraged. The village in India today, it has been claimed, is no longer the sleepy and isolated habitation that it used to be.
- (viii) There is not much in the programmes which is of special significance to the backward sections of the village community and the non-farming sections.

5.18. Based on the more pertinent and valid of these observations, our main recommendations for improving the impact of the programmes are :

- (i) The development of a rural news-gathering organisation based on a network of honorary and in some cases paid correspondents in select rural centres should be considered at the earliest. If and when the quantum of news justifies it, a special bulletin devoted exclusively to rural news should be introduced. Pending that, coverage of rural news in the existing bulletins broadcast in the rural programmes should be gradually stepped up.
- (ii) The programme preference of rural listeners in respect of both the mode and subject content of broadcasts should be taken

more seriously in programme planning than it has been till now. Programme planners should also take note of the requirements of special areas in regard to the language of broadcasts and the deficiency pointed out must be speedily overcome. The producers of rural programmes should be encouraged to keep in close and constant touch with rural life by periodical tours.

- (iii) Programme planners should also be in a position to provide guidance, advice and information on problems as and when they arise. At the moment, such timely services are not being satisfactorily rendered. They can also afford to pay greater attention to the non-farming and weaker sections of the village community than hitherto.
- (iv) We strongly endorse the demand for extending the duration of the rural programmes. A full-fledged rural service of 2½ to 3-hour duration in the evening and of one hour each in the morning and afternoon should be the aim to be achieved in the next five years. The implications of this recommendation in terms of transmission and listening facilities should be examined at the earliest and steps taken to ensure that adequate provision is made in the Fourth Plan for the purpose.
- (v) We recommend that a more careful and detailed assessment of the timing of the broadcasts be made to suit the convenience of rural listeners in various parts of the country. There can be no one fixed time applicable to all regions and to all parts of the year. Consultations with State authorities, on which the timings have hitherto been fixed, are not enough.
- (vi) The number and the scope of the activities of the mobile field units of All India Radio must be stepped up and a more extensive coverage to programmes based on field experiences and reactions should be provided. The present record of the mobile units is most unsatisfactory. Neither are they sufficient in number nor do they visit rural areas as frequently as they should. Every effort should also be made to visit less accessible areas.
- (vii) The provision of programmes for listeners in Adivasi areas has hitherto been extremely inadequate. We are aware of some of the practical difficulties in arranging for more extensive broadcasts to such areas. But, considering the special responsibility that the State has assumed towards their weal and welfare, quick solutions to these difficulties have to be found. There is an element of urgency in meeting the requirements of tribal listeners in the border areas and we urge that development of transmission and listening facilities in the border areas be given priority consideration.

#### COMMUNITY LISTENING SCHEME

5.19. We would like to deal at some length with the Community Listening Scheme which has been in operation since the year 1954. Even with the slow pace of its implementation, the Scheme has enabled rural listeners to constitute the most widespread, organised and receptive

patrons of All India Radio programmes. The immense popularity of the daily rural broadcasts referred to in an earlier paragraph provides evidence of the broadcasting medium's power of influencing millions. The Radio Rural Forums have the potential of helping the decision-making process at the village level to gain momentum. There is above all the obligation of a State-owned radio system to cater to the informational, educational and entertainment needs of the rural masses who make the nation. These factors invest the Scheme with an importance and significance to the nation-building process which cannot easily be brushed aside.

5.20. The Scheme was formulated in 1954 as a State-subsidised plan for extension of listening facilities in rural areas to keep pace with the development of broadcasting facilities. The Centre, the States and the local communities share in the cost, the Centre's contribution being 50 per cent and the local communities' not less than 25 per cent with the balance being met by the State Governments. Since the inception of the Scheme, 82,442 sets were supplied till the end of the year 1963, and 3,427 more were expected to be delivered by March 31, 1964. Along with about 60,000 sets supplied by the Ministry of Community Development, Panchayati Raj and Co-operation, the total number of sets supplied till the end of 1963 comes to 1,42,442. If deliveries had been effected as planned between January and March 1964, the number would be 1,45,869. This number does not include any sets supplied by the West Bengal Government since 1954-55 and by the Madras and Rajasthan Governments since 1962-63. West Bengal has not participated in the Scheme since its inception and Madras and Rajasthan have withdrawn their participation from the beginning of the Third Plan period.

5.21. There are 5,66,889 villages in India (excluding Sikkim) which on a population basis may be categorised as follows :

With Population over 10,000 .. .. .	776
With population between 5,000 and 9,999 .. .. .	3,321
With population between 2,000 and 4,999 .. .. .	26,565
With population between 1,000 and 1,999 .. .. .	65,377
With population between 500 and 999 .. .. .	1,19,086
With population less than 500 .. .. .	3,51,650
	5,66,875
plus villages not censused .. .. .	24
	5,66,889

We do not have figures relating to the exact number of villages which would be covered by the 61 per cent coverage of area contemplated under the Medium-wave Plan of development. A rough estimate purely on a percentage basis would be that 3,40,000 villages would be within the reach of transmission facilities that would be available when the Medium-wave Plan is completed. We understand that there is every prospect of the target of the Plan being achieved by 1965-66. This would mean provision of another two lakh sets by 1965-66. We also look forward to a 100 per cent transmission coverage of the country by the end of the Fourth Plan period as also the provision of one set for every village in the country by 1970-71. In other words, the target to be aimed at is about 3,40,000 sets by the end of 1965-66 and 5,67,000 sets by the end of 1970-71.

5.22. Work on the formulation of the general outlines of the Fourth Plan has already made considerable progress and it is expected that

the stage of formulation of detailed plans will be reached very soon. We recommend that 100 per cent coverage both in respect of transmission facilities and community listening facilities be aimed at and urge that the Planning Commission and the Ministry of Finance make such an objective possible by provision of adequate funds. In so far as the current Plan period is concerned, we understand that a proposal is under active consideration by the Planning Commission and the Ministry of Finance to augment the available number of community sets by additional sets of the order of 1,75,000 in the next two or three years. We recommend that the proposal be finalised at the earliest and implemented with the utmost vigour and speed.

5.23. The question of replacement of sets that have outlived their normal life has not yet received the attention that is its due. There have been numerous complaints in the course of our investigations that the maintenance cost of some of the receiving sets is so high that it is no longer possible for local communities to maintain them. No acceptable standard has yet been evolved to determine the life of a community set. Estimates varying from 5 to 12 years have been made. It would be fair to assume that 10 years would be a reasonable period. It should, however, be noted that this 10-year period cannot be rigidly applied to all sets. The life of a good number of them has to be reckoned at a lower figure because of inefficient handling of sets and long periods of disuse due to lack of speedy replacement of parts and battery packs. We, therefore, recommend the immediate institution of a systematic survey of replacement requirements and quick follow-up action to actually replace condemned sets. The operative clauses of the Community Listening Scheme provide for State Governments meeting the entire cost of replacement of sets. It has been represented to us that with limited financial allocations and increased functional burdens, the State Departments of Information would find it extremely difficult to meet this expenditure. These considerations apart, the Centre has a responsibility for the successful functioning of the Scheme. Our inquiries left us in no doubt that there is the danger of this worthwhile Scheme foundering in the absence of financial aid from the Centre. Such a prospect is indeed disconcerting and can and should be avoided. We, therefore, recommend that the operative clauses of the Community Listening Scheme be suitably amended to provide for Central participation in the cost of replacement of condemned sets on a 50 per cent basis. A part of the replacement cost has necessarily to come from local communities. We recommend that the local communities be required to build up 'replacement funds' over a period of ten years.

5.24. Our attention has also been drawn to manufacturing defects in sets even at the time of initial delivery. On enquiry, we were told that the contract with the suppliers carries a guarantee period and it was up to the State Governments concerned to have had these defects rectified during this period. It would appear that in some cases at least correspondence was entered into with the suppliers but with little or no result. We suggest that the State Governments concerned should furnish particulars of such defective supplies to the Government of India. The circumstances leading to defective manufacture and inspection may then be determined and steps taken to ensure that such lapses do not occur in future.

5.25. The timely and expeditious supply of community sets has also figured largely in our discussions with State Governments. In almost all States, we came across numerous instances of enthusiastic local communities

being denied participation in the Scheme for want of adequate and timely supplies. In rural India today, the provision of a radio set has become a matter of local prestige and pride and State Governments are hard put to it when demands are placed on them and they are unable to honour them. We have had a detailed discussion on the subject with the concerned officials of All India Radio, who are the coordinating authorities. These discussions revealed that the two main reasons for this unsatisfactory position in regard to supply are : (i) inability of the Government of India Supplies Organisation to cope with the demand and ensure timely supplies, and (ii) failure on the part of State Governments to indent their requirements in time for enabling consolidated indents to be placed with the contractors and ensuring phased timely deliveries. We understand that both these aspects of supplies under the Community Listening Scheme have been engaging the attention of the Conference of State Directors of Information. It is beyond our comprehension as to how a relatively simple problem of coordination like this has baffled the Central and State Governments. We strongly feel that a satisfactory procedure should be laid down at the earliest and both the Centre and States should ensure full compliance with such a procedure. Some of the State Governments were of the view that past performance does not encourage them to take an optimistic view of the supply position in the near future. They feel that the advantages of pooling demands and meeting these demands through a single source have not been secured. They would, therefore, welcome a relaxation which would permit them to procure direct supplies of pre-tuned sets according to specifications laid down. This is not an unreasonable stand to take and deserves consideration. Our considered view is that either the Centre should ensure expeditious delivery of sets or permit the State Governments to make their own arrangements. We do not think it necessary to make a definite recommendation in this regard except to urge early action one way or the other so that a standing grievance of rural listeners is removed.

5.26. At almost every place with a community set visited by us the request was made that the range of listening facilities should be increased by providing tuning to more stations than one. The reason advanced is that a more varied entertainment than is available in the existing broadcasts should be made available. An inducement has already been given to certain of these local communities by provision of free listening facilities or domestic receivers supplied under other schemes of the Central Government and of certain State Governments. We have given the most serious consideration to the suggestion, for it has come from an overwhelming number of persons we met. The primary object of a State-subsidised scheme is to ensure that broadcasts of an educational and informational value from the point of view of national development are heard by those who have a vital role to play in it. Any Government-subsidised scheme has fully to honour this objective and any deviation from it for other plausible reasons has to be sternly discouraged. In this context, we are of the firm view that schemes providing domestic sets to communities should be abandoned as they defeat the very purpose of community listening in rural areas. However, we feel that the present practice of tuning of community sets only to the daily rural broadcasts calls for reconsideration. There is need to provide more programmes of an entertainment value. We, therefore, recommend that Government should sympathetically consider provision of facilities for listening to light variety programmes broadcast in Vividh Bharati. This recommendation would mean raising the cost of maintenance.

We do not propose that Government should meet this extra cost. The local communities should be made to pay for the entertainment they desire. Care should be taken to ensure that the consumption of power for this purpose is not at the expense of the daily rural broadcasts.

5.27. Before we conclude this section on the manufacture and supply of community sets, we wish to put forward two other important points of view placed before us. The maintenance of dry battery sets now being supplied—and they constitute the bulk of the supplies—has proved expensive. The supply position has also been less than satisfactory. There is also the popular demand for use of the community sets for a longer period. It has, therefore, been urged before us that the scheme should completely switch over to the manufacture and supply of transistorised sets. We understand that official thinking is also moving in this direction and some progress has already been made. The latest report of the Ministry of Information and Broadcasting refers to the supply of 96 transistorised community receivers for the Poona Radio Rural Forums. It is also understood that the major part of the indent against allocations for 1963-64 is for transistorised sets. This is indeed a very welcome development and we heartily endorse it. Considering the many-sided advantages, not the least being economy in maintenance on a long-term basis, which transistorised community sets have, we recommend that a policy decision be taken to provide only transistorised sets under the Community Listening Scheme beginning with the allocation of sets for the year 1964-65. The foreign exchange needed for the manufacture of such sets is not likely to be high and should be provided for in the interests of efficient rural broadcasting facilities.

5.28. The other suggestion which we recommend for consideration is the establishment of a radio manufacturing plant in the public sector. We do not have sufficient data with us to come to any firm conclusions on the subject. The question of manufacture of wireless sets at economic prices has been engaging public attention for some years now. Needs of rural areas apart, there appears to be a sizeable potential market in the urban and semi-urban areas among the low-income groups for a reasonably priced wireless set. We have already drawn attention to only 0.8 set being available for 100 persons as against 5 sets for 100 persons according to norms laid down by UNESCO. Adherence to this standard would mean scope for a six-time multiplication of the existing number of receivers in the country. It is obvious that such a multiplication is entirely dependent on availability of cheap receiver sets. The plans for expansion of transmission facilities will be fruitless unless accompanied by a policy aiming at provision of cheap radio sets for as large a section of the community as possible. We are not aware if the private sector radio industry is in a position to deliver the goods in the foreseeable future. We, therefore, recommend that the feasibility of such a project in the public sector be examined.

5.29. The most problematical aspect of the Community Listening Scheme has been the maintenance of the community sets. Various estimates of the 'idle period' of community sets have been made, ranging from as low a figure as 2 per cent to as high a figure as 40 per cent. Precise information on the 'sick list' is not readily available, but a probable figure of 40,000 to 50,000 sets being out of commission has been suggested. This works out at nearly 35 per cent of the sets supplied under the Community Listening and other allied schemes of subsidy. Our own sample survey conducted in the course of

tours in the States visited by us has revealed a much higher figure of 45 to 50 per cent. We include in this figure sets lying idle for want of replacement of dry battery packs which probably account for 55 to 60 sets out of every 100 sets on the 'sick list'. This is not to say that this is true of all States visited by us. It is an approximation of the total picture that emerges out of the reports on the working of the sets made to us in the areas visited. The overall impression gathered in the course of our investigations has been that the maintenance position is highly unsatisfactory. Official reports on maintenance performance do not fully reflect the actual state of affairs.

5.30. The following are the causes contributing to the rather unsatisfactory maintenance record :

- (i) The position in regard to supply and stocking of spare parts and dry battery packs is unsatisfactory.
- (ii) There is inefficient handling of sets by those in whose custody they are kept.
- (iii) Timely reports on sets on the 'sick list' are not furnished by local communities and the local officials.
- (iv) The machinery for periodical inspection of community sets is inadequate in most areas.
- (v) The maintenance organisations do not conform to the pattern laid down in 1956 in most States.
- (vi) Properly qualified mechanics are not easily available and adequate training facilities for radio mechanics are not provided.
- (vii) The allocations between expenditure on purchase and on maintenance of sets are inequitably apportioned by the State Governments.
- (viii) The State Governments are unable to meet the entire cost of maintenance.

5.31. The supply position in respect of spare parts is as much unsatisfactory as is the case with the listening sets. Rate contracts entered into with suppliers provide for the supply of spare parts also. But there is considerable delay in deliveries. Maintenance organisations have also not taken care to make advance estimates of spare part requirements and to indent for the same in time. The position in regard to dry battery packs is that there is only one firm on rate contract with the Government of India. Replacement requirements of dry battery packs have been estimated at 2½ packs for each set for a two-hour working every day. The annual requirement of all the community sets under the subsidy schemes would come to 2,50,000 packs taking into consideration the A.C. main sets. If the 'idle period' on account of repairs is taken into consideration, the figure would come down to about 2,00,000 packs. As against this requirement, the firm's annual production capacity till July 1963 was only 50,000 packs. It has since been raised to 1,00,000 packs. It is clear that the unsatisfactory supply position would continue even with this enhanced production capacity. We recommend that steps be taken either to augment the capacity of the firm or rate contracts be entered into with other firms also to the extent of the estimated annual requirement of dry packs.



5.32. It has been brought to our notice that the sets are inefficiently handled and in some cases they are misused by persons holding their custody. Although instructions on how to handle the sets have been made available, no training has been imparted to the custodians of the sets. Sometimes temporary repairs carried out locally have resulted in greater damage than originally noticed. There is a case for organising short-term training courses on the handling and maintenance of community sets and we recommend that steps be taken in that direction. There does not appear to be any workable procedure for ensuring that misuse of community sets is avoided. The establishment of a full-fledged community centre run by a paid official is not a feasible proposition for some years to come. For the present, efforts have to be made to inculcate a sense of responsibility towards the care and maintenance of public property.

5.33. It is but right that local officials should inculcate that sense of responsibility. They themselves, however, have evinced little interest in the proper maintenance of these sets. Periodical reporting on the working of the community sets figures as an item in the job charts of field officers of the Centre and the States, but no serious attention has been paid to it. Organisations entrusted with the work of maintenance have not, with some notable exceptions, developed tour and inspection procedures for their staff. We recommend that the question of inspection and report on the working of community sets be examined by the State Governments concerned and that satisfactory procedures be laid down and enforced.

5.34. The difficulty of recruiting and retaining qualified mechanics and of organising periodical refresher courses for them has been mentioned to us. Radio servicing and repairing of community sets calls for a degree of specialisation. We made enquiries from reliable sources about the availability of mechanics and were given to understand that this should pose no problem as there is no dearth of mechanics. The need for in-service training was, however, conceded. All India Radio, we understand, has no staff to impart such training at present. However, there are well-run institutions for the purpose all over the country which can arrange training courses. We urge that All India Radio draw up a model scheme of in-service training and arrange for such training to be imparted with the cooperation of such State Governments as are in a position to assist in the matter.

5.35. There is little doubt that the future of the Community Listening Scheme is dependent to a great extent on the building up of efficient maintenance organisations in the States. This support has not been forthcoming from all the States in spite of the fact that a model scheme for maintenance organisations was approved by the Conference of State Directors of Information in Nainital in 1956. Our enquiries have led us to the conclusion that a satisfactory solution to the maintenance problem will not be found unless the Central Government assumes financial responsibility for part of the maintenance costs. The shoestring budgets on which the State Departments of Information operate will not permit of adequate allocations to be made in the near future for maintenance of community sets unless the Planning Commission ensures that the annual State plans carry adequate provision for the purpose. We are of the opinion that the Government of India and the Planning Commission have a stake in the future of rural broadcasting through the Community Listening Scheme and, therefore, recommend that the proposal for the Centre sharing a part of the maintenance expenditure be accepted in principle, leaving the question of the quantum

of the share to be determined on the basis of agreement between the Centre and the States.

#### RADIO RURAL FORUMS

5.36. In November 1959, All India Radio introduced a new institution in village life through the Radio Rural Forums. Modelled on the experience of the Farm Radio Forums of the Canadian Broadcasting System, Radio Rural Forums in India have been designed as listening-*cum*-discussion-*cum*-action groups of interested villagers. A UNESCO-All India Radio Pilot Project undertaken in 1956 in about 150 villages served by the Poona Station of All India Radio proved that the Forum as an agent of transmission of knowledge and a decision-making body capable of speeding up common village pursuits was a success. Reactions of the participants were most enthusiastic and led to a demand for establishing the Forum as a permanent feature of village life.

5.37. The Radio Rural Forum is an organised listening group of 15 to 20 persons who listen to selected special programmes, follow it up with discussion and with translating the knowledge and information secured into action. As against the Third Plan target of 25,000 Forums, 8,000 had come into existence by the end of the year 1963. All States except Assam and Jammu and Kashmir have joined the Scheme, Assam agreeing in principle with the Scheme. The most encouraging response has come from the Government of Madras who have a proposal to extend the Forum Scheme to all the 12,000 Panchayats in the State during the Third Plan period.

5.38. We have made a special study of the Forums in view of the most promising results shown by the Poona Pilot Project and of the far-reaching implications of the Forum Scheme for the future of democratic institutions in India. There can be no doubt at all about the general impact of the Forums on rural life, particularly on the introduction of advanced methods of farming and allied pursuits. It is a programme which deserves to be accorded first priority in Plan publicity. A great deal, however, needs to be done before the Forums all over the country can fulfil the high promise held out by the Poona experiment.

5.39. Certain features of the general composition of membership of the Forums deserve notice. It shows a fairly high preference for the more advanced sections of the village community, with the small farmers, landless cultivators, artisans, craftsmen and women having only a token inactive membership. This pattern of membership the Forums share with the Panchayat and the Cooperative. Such a multiple-office holding by the more advanced sections, though unavoidable to some extent in the existing circumstances, has to be rigorously checked. So far as the Forums are concerned, it is imperative that a more diversified composition of membership should be secured in the context of the social and economic objectives for which the Forums have come into being.

5.40. The attendance at the bi-weekly meetings, the utility of the post-broadcast discussions and the action processes resulting from the programmes vary from State to State and from community to community. A great deal depends on the initiative and drive displayed by the Chairmen and the Conveners. Generally, the Tuesday and Friday meetings of the Forums are attended by only half the members. The discussions are undoubtedly

lively, particularly when the questions posed by the Forums have been answered in the programmes. Mention of the names of individual Forums is a great incentive to continued and sustained interest in the programmes and All India Radio will do well to devise a procedure whereby this can be done. The question and answer part of the programmes evokes greater interest than the rest. Discussions are free and frank and are sometimes marked by sharp exchanges in regard to the utility of the information and instruction conveyed in the broadcasts. Instances of a few members dominating the discussions are common, in some cases due to pre-broadcast knowledge of the subjects which the few have by virtue of their education or experience. The action that ensues—at least a fourth of the Forums ensure action—can be more productive if the programmes are followed up by distributing of relevant literature and demonstration of methods by the Block staff. The distribution of printed versions of select questions and answers as well as of select broadcasts, as is being done in some States, will greatly help in generating follow-up action. A more systematic effort than at present for providing postal replies to unanswered questions is also indicated. Many non-members attend the Forum meetings but make little effort to put knowledge and information gained to practical use because of a feeling that the Forum is an exclusive club. Generally, too, there is still a wide gap between the interest taken by members and the action processes that ensue. Apart from the fact that not every broadcast has a bearing on the immediate problems of a community, the average villager is still a traditionalist and often questions the utility of the advanced methods suggested. Enlightened elements, however, are slowly but steadily making their influence felt. The suggestions made in this paragraph and the improvements in programmes recommended hereafter will go a long way in strengthening their influence in bringing about a change for the better.

5.41. The assessment of the Poona Pilot Project revealed that the Forum became an important instrument in village democracy and grew into a decision-making body that could speed up common pursuits in the village. Our study has revealed that the Forums all over the country have yet to show similar rewarding results. They can, however, be made to attain the standards achieved by the Poona Project if only the interests of members can be sustained through more broad-based programmes and through more supervision of the working of the Forums. Some of the suggestions made before us towards this end are discussed in the paragraphs to follow.

5.42. The comprehension, response and cooperation of Forum members can be better judged if periodical on-the-spot recordings of discussions are made. The presentation of the programmes could be modified on the basis of "those comprehension coefficients of rural listeners". The programmes can also be further enlivened by introducing an occasional verse or song or a popular saying which has a bearing on the content. Forum programmes are to some extent deficient in imparting rural flavours. Voices of official experts should be reduced to accommodate recordings of unedited versions of discussions of the Forum members. Select chairmen and conveners of Forums should be encouraged to participate in Forum programmes and even answer some of the questions.

5.43. The utility of the Farm Forum programmes rests on prompt and precise answers to questions posed by members. The present practice is

to depend entirely on Departments of Government and rightly so because the queries almost always flow out of and relate to specific agricultural and allied practices and they can be best answered only by those who are qualified to do so. However, complaints were made in some areas that often Forum members are referred to local Block officials for information. This evasive attitude produces an undesirable impact and points to the need for a very close tie-up of the Forum programme planners with the field agencies of the development departments in the matter of local agricultural practices and the availability of supplies of implements, insecticides, fertilisers, etc. We, therefore, recommend the establishment of special cells in the State Departments of Information for the systematic collection and classification of all relevant data needed for the Forum programmes. These cells should be placed under the Chief Organisers who should maintain effective and regular liaison with the development departments. Responsible officers of these departments should be designated as liaison officers to assist the Chief Organiser and the producers of the Forum programmes to facilitate easy and quick access to information, which otherwise is subject to cumbersome and time-consuming procedures.

5.44. The Block Development Officers and the Social Education extension staff have been entrusted with special responsibilities in organising and activating Radio Rural Forums. The scheme itself defines the duties of the Block officials. Periodic training camps have also been organised for their benefit. All these measures have, however, been unavailing in instilling a keenness and enthusiasm for the Forums. We have, therefore, recommended that the supervision of the work of the Block officials in this respect should be one of the responsibilities of the District Publicity Officers of the State Governments. A further suggestion we have to make in this connection is that bi-monthly meetings of the Chairmen and Conveners of the Forums should be called by the Panchayat Samiti Presidents, at which the Block officials may be required to provide guidance and advice to overcome difficulties encountered in implementing the action programmes suggested in the Forum broadcasts.

5.45. The key role in the implementation of the Forums Scheme has been cast on the Chief Organiser. He is to organise, activate and energise Forum activities in close liaison with All India Radio, Block officials, officials of development departments and others, and to undertake extensive tours to supervise the working of the Forums. In most States, the officers appointed as Chief Organisers are comparatively junior officials, some of them working only on a part-time basis. We do not think that this is a satisfactory state of affairs considering the importance of the Forums Scheme and, therefore, urge that a fairly senior officer be appointed as Chief Organiser on a full-time basis. He should be assisted by Deputies, one for every Commissioner's Division or the territorial equivalent of it in States which do not have such Divisions. At the direction of the State Committee for Direction and Coordination of Plan Publicity referred to earlier in the report, the officers of the Central Directorate of Plan Publicity Evaluation and Intelligence could also be asked to render such assistance to the Chief Organiser as is possible in the course of their official tours.

5.46. The Radio Rural Forum is the most significant experiment in productive developmental communication that has hitherto been tried. Now that we are past the experimental stage, the necessary administrative and

programme support has to be provided for making the Forum a dynamic institution in village India. The suggestions and recommendations made in the previous paragraphs will go a long way in making this possible in the near future. For the sake of clarity and emphasis, these recommendations may be summarised as follows :

- (i) While every effort should be made to achieve the target of 25,000 Forums by the end of the Third Plan period, the aim during the Fourth Plan period should be to establish a Forum for every one of the two lakh panchayats in the country.
- (ii) Short-term orientation and training courses should be organised for the Chairmen and Conveners of Forums in discussion procedures and follow-up action. The Panchayati Raj Training Centres could be utilised for this purpose.
- (iii) Follow-up services like practical demonstrations, distribution of relevant literature and printed versions of select questions and answers and postal replies to unanswered questions should be provided.
- (iv) Wider subject-wise coverage, periodical assessment of response, more liberal use of modes other than straight talks, broadcast of unedited versions of Forum proceedings and association of members of successful Forums in programmes are some of the directions along which programme planners have to work.
- (v) An information cell for Farm Forum programmes should be set up in the State Directorates of Information.
- (vi) Block officials should be enjoined to show a keener interest in Radio Farm Forums and to organise bi-monthly get-togethers of Chairmen and Conveners for providing guidance and offering solutions to difficulties encountered in follow-up action. Their work in this respect should be inspected and reviewed by District Information Officers.
- (vii) Responsible officers in development departments should be designated as liaison officers for Radio Rural Forum programmes.
- (viii) Chief Organisers should be comparatively senior officers of the middle ranges in the official hierarchy and should be assisted by Deputies in at least each one of the Commissioners' Divisions or their territorial equivalents.
- (ix) The officers of the Central Directorate of Plan Publicity Evaluation and Intelligence should, at the direction of the State Publicity Planning Group, assist the Chief Organiser.
- (x) The elected representatives of the Zilla Parishads, Panchayat Samitis and Panchayats should be made responsible for creating an awareness of the far-reaching political, economic and social implications of the Radio Rural Forum Scheme.

#### URBAN PROGRAMMES

5.47. Publicity in the sense of informing, persuading and inspiring cannot appropriately be applied to the small but most influential section repre-

sented by the highly educated and discerning groups among urban listeners. There is little that Plan publicity programmes could attempt in their case beyond providing information through news bulletins and talks by qualified and competent broadcasters and other programmes which have no direct bearing on the Plans. The impact of radio publicity on this section has, therefore, been very negligible. All India Radio has not been able to provide them with a satisfactory fare, except in a marginal way.

5.48. The economic grouping that goes by the name of 'middle class' constitutes the biggest segment of urban radio listeners. The target of most of the general programmes of All India Radio as also of the Plan publicity programmes through talks, interviews, short stories, poems, radio reports, newsreels, features, plays, discussions, etc., is this difficult-to-influence group. Some of the reasons for the comparatively poor response that Plan programmes have drawn from this class have already been dealt with in an earlier paragraph. Sustained efforts to get at their reactions for modifying programme content are indicated. The predominant portion of this class of listeners looks at All India Radio today as primarily a source of entertainment.

5.49. For many years now, All India Radio has been broadcasting programmes for the working class. This class has, since independence, assumed an importance in the political and economic life of the country which cannot be underestimated. The radio has a major role to play in their understanding of the obligations to and benefits from the socialist pattern of society we are seeking to establish through the Plans. Surveys conducted in recent years have revealed a "rather desultory and indifferent response". A seminar to discuss problems of broadcasts to industrial workers held in Ahmedabad in 1962 recommended the extension of the organised group listening idea to industrial workers and establishment of an organisation for the purpose. The Industrial Listeners Forum was the result. The response to this scheme has not been as rewarding as in the case of Radio Rural Forums. Only 93 such Forums have so far been set up. The suggestion of a State-level Committee to advise on the organisation and upkeep of the Industrial Listening Forums has not made much headway in most States.

5.50. We have talked to representatives of trade union organisations of all political complexions in the course of our tours. Two major arguments have been advanced for the "rather desultory and indifferent response" to programmes meant for industrial workers. Listening facilities in industrial establishments and in workers' colonies have been said to be extremely poor. It was pointed out that most of these establishments appear to be averse to making provision of such facilities or to establishing organised listening groups. Where enlightened managements have provided the sets in the canteens or clubs attached to the factories, radio broadcasts have been reported to have made an impact. We would urge the Government of India in the Labour Ministry to take up with the State Governments and representatives of management associations the question of compulsory provision of wireless sets in industrial establishments and the speedy implementation of the Scheme of Industrial Listening Forums. To All India Radio, we commend the extension of the wire broadcasting service in operation in Delhi to workers' colonies in major industrial centres of India to start with and to workers' colonies in project sites and other industrial

centres at a later stage. Workers' representatives have also pointed out that programmes would have much greater impact and would result in more positive action if radio broadcasts on labour problems are made by labour leaders and workers' representatives and broadcasts based on on-the-spot recordings of comments and views of workers are made. We endorse this suggestion. We would like to add that trade union leaders who appeared before us themselves have shown little interest in the subject of our investigations and have given little evidence of an awareness of the role of labour in planned development. This only reinforces the need for a more systematic and extensive effort at educating the industrial worker through broadcasting.

5.51. Special programmes for women are broadcast regularly from all stations of All India Radio. 1,452 women's listening clubs have been formed all over the country. Attracting women—both rural and urban—to organised listening has been a difficult proposition. In the rural areas, the working women are not available during the day when working in the field and the evenings are absorbed in their domestic chores. The women of the land-owning classes do not generally join mixed congregational listening, for custom and convention still prevent such free mixing. Village Mahila Mandals have been tapped as a source, but our experience tells us that not much headway has been made to get them interested in community listening. By and large, women in rural areas are not being catered to today. In urban areas, assembling for community listening does not appear feasible, even though efforts have been made in this direction by many stations. The membership of these listening clubs in almost all cases is confined to middle class and upper class ladies. There has been no effort as yet to provide community listening facilities to lower class and working women in urban areas. Programmes directed towards this audience generally cater to middle class requirements. Based on such of the clubs we have visited and on discussions with representatives of women's organisations, the impression gained is that not much headway has been made in this direction. The middle classes among women listeners share with their menfolk a preference for light music programmes.

5.52. All India Radio has also been broadcasting special programmes directed towards the youth and students. Domestic listening preferences of these sections is no concern of ours. It is the congregational organised class room or club listening of students which is a subject of some concern. There are only 26,954 school receiving sets as against about 75,000 secondary schools in India. Plan broadcasts are of special relevance to the education of the youth and the insufficient progress made in this regard is disappointing. We are of the opinion, and so are the large number of educationists we have met, that courses on development planning should be made an integral part of school curriculum. The radio with its wide reach and deep penetration can be an effective instrument in this regard, and we recommend that steps be taken to organise special broadcasts on planning for school students and arrangements be made for listening facilities during working hours. Organised listening in high schools should be provided through clubs on the model of the Rural Forums.

5.53. Young men and women in universities and colleges constitute the major challenge to all governmental publicity and publicity through radio in particular. University broadcasts have been a regular feature of All India Radio programmes for a long time now and the contents of the

programmes are carefully planned. Often, students participate in the programmes. So far as we have been able to ascertain, these efforts do not appear to have registered a satisfactory impact. We, therefore, feel that special efforts should be made to get serious-minded young men and women together into Radio Clubs and a movement on lines similar to that launched in the rural areas be inaugurated in the educational world. Educational authorities should be persuaded to ensure that listening facilities are provided in all colleges and universities and that interest in such clubs is sustained. A suggestion we would like to offer in this connection is that a general knowledge paper on the Plans based on the broadcasts may be prescribed.

5.54. Listeners in the small towns and semi-urban areas are among the most receptive audience to publicity efforts and this group has not yet been tapped sufficiently. The Small Town Assembly or the Community Centre is the nerve centre of community life and activity in some of the more advanced countries. We suggest that All India Radio should formulate and implement a scheme of establishing organised listening groups in such areas and we are confident that the scheme will yield most fruitful results.

#### TELEVISION

5.55. We have as yet only a token experimental television service in India operating in the nation's capital and covering the urban and rural areas of Delhi within a radius of 12-15 miles. The programmes are mainly informative and educational in character. School broadcasts for teaching chemistry, physics, English and Hindi are now a regular feature of the service. It is perhaps needless to say that television has come to establish itself throughout the world as a powerful medium of information, education and entertainment. Among Asian countries, Japan, Thailand and Iraq have made substantial progress in exploiting this medium. Some of the developing countries in Africa and South America have been making imaginative use of television facilities for education. An evaluation carried out in 1960 on the AIR-UNESCO Project of Adult Education through Television confirms the view that television can be used with effect for mass adult education. There seems to be a valid case for the more extensive use of the medium in the country as a powerful tool for developmental communication. We urge that the proposal should be given serious consideration and steps taken to establish a country-wide television service in the foreseeable future.



6.1. Film-going in urban India has arrived at the stage of almost becoming a national habit. The acceptance of the film by the town-dwellers is almost total and attendance at film shows may be said to be fast becoming a necessity for the urban millions. The habit is slowly but steadily catching up with the rural population. An estimate of cinema entrances relating to the year 1960 places the annual attendance at about 140 crores. The place of the film industry in the national economy is undisputed considered from the point of view of investment in production, distribution and exhibition, employment of labour and tax revenue it brings to the State coffers.

6.2. We are concerned here with the informational and educational role of the film in the context of development plans and programmes and this function is rendered by the documentary and the newsreel. The compulsory exhibition of "approved" films—approved by the Film Advisory Board—in all the 5,100 permanent and temporary cinemas and the non-commercial exhibition through mobile vans of the Central and State Governments ensure that the documentaries and newsreels are seen in large numbers. The capacity of the film to influence the course of national attitudes and events is admittedly great. It is now universally recognised that the purposeful use of film as a medium of communication has an important and substantial part to play in national programmes of social and economic development.

6.3. There are one or two aspects of the power of the film to influence opinion in the context of Indian conditions which need to be highlighted. It must be admitted that the film is seen primarily and predominantly for its entertainment value. The emotional influence it exercises is very powerful, reflecting as it does "the day dreams and aspirations of its viewers". Apart from this emotional appeal, the high pressured publicity techniques adopted to glamorise the stars add to the popularity of the film. No film without a star value but carrying a social purpose has proved as much a success at the box office as one with well-known stars featuring in it.

6.4. It is against this background that the impact of the film in its informational and educational role has to be assessed. The relation between the documentary film and the entertainment film has been aptly described as much the same that a non-fiction article bears to a short story. The educational short film offers an intellectual experience and is used as a directive medium rather than an emotive medium. This is an important aspect of film as a medium of mass education which needs to be borne in mind, for the competition that the entertainment film offers is beyond the capacity of the educational film to meet.

#### FILMS DIVISION

6.5. The largest single producer of documentary films in the country and one of the largest in the world is the Films Division of the Government of India. Some of the State Governments have their film units but their production achievements are necessarily limited. The private sector has

also not developed a strong documentary film sector. Our concern is with the productions of the Films Division with emphasis on productions with Plan and development themes.

6.6. The Films Division started functioning in 1948, although its operations began only in the following year for the production and distribution of films for the purpose of publicity, education and instruction. It was patterned on the Informational Films of India, which functioned earlier during the war years and was disbanded in 1946 as a result of a cut motion in the Central Legislative Assembly. Originally designed to produce 52 newsreels and 52 documentaries, the Division produced during the financial year 1963-64, 107 documentaries (7 in colour), 52 newsreels and 12 newsreel compilations. The gradual stepping up of production during these years was as follows :

Year	Documentaries		Newsreels	Newsreel Compilations	Total
	B & W	Colour			
1948-49 .. ..	—	—	25	3	28
1949-50 .. ..	32	1	52	12	97
1950-51 .. ..	36	—	52	12	100
1955-56 .. ..	58	11	53	17	139
1960-61 .. ..	77	23	53	12	165
1961-62 .. ..	80	16	52	12	160
1962-63 .. ..	101	11	52	12	176
1963-64 .. ..	95	7	52	12	166

Till March 31, 1964, the Division had produced 897 black and white documentaries (134 in colour), 807 newsreels and 202 newsreel compilations—with a total production of 2,040.

6.7. With the Controller of the Films Division as the Head, the Division functions through three main wings—Production, Distribution and Administration. The Production Wing is headed by the Producer-in-charge who is assisted by an Additional Deputy Producer and four Assistant Producers. A full-fledged cartoon unit has been in existence since 1956. The distribution of documentaries and newsreels is carried out by six distribution offices at Bombay, Madras, Calcutta, Lucknow, Nagpur and Secunderabad. This section supplies films to all the cinemas in the country, which under legislation passed by the Central and State Governments are required to exhibit compulsorily not more than 2,000 feet of approved films. Non-commercial screening is undertaken through mobile vans of the State and Central Governments. The Division also supplies copies to our Missions and Indian tourist agencies abroad. About 42,000 copies of films (both in 35 mm and 16 mm) are taken annually for commercial and non-commercial exhibition. Documentaries from May 1958 and newsreels from 1960 are produced in English, Hindi, Urdu, Punjabi, Oriya, Assamese, Gujarati, Marathi, Bengali, Malayalam, Telugu, Tamil and Kannada. Prior to this, both documentaries and newsreels were being produced in English, Hindi, Tamil, Telugu and Bengali.

#### PLAN PUBLICITY

6.8. Towards the end of 1953, a special programme of production for meeting the publicity requirements of the Plans was inaugurated. The

annual target underwent changes during the succeeding years, but, as finally refixed in 1961, envisages production of (a) 52 weekly newsreels and 12 overseas editions, (b) 42 documentaries under the normal programme, of which 17 are to be of Plan interest, (c) 42 documentaries under various Plan schemes including films of archival, tourist, educational, instructional interest and films of general Plan interest, and (d) 14 other documentaries for television and of the feature type. Thirty-three documentaries of Plan interest during the First Plan period, 123 during the Second Plan period and 84 during the first two years of the Third Plan period were produced.

#### METHOD OF INVESTIGATION

6.9. The Study Team has been asked to assess the impact of film as a medium of Plan publicity and make recommendations for widening the impact. The method was part of the composite method adopted for study of the impact of all media. So far as films are concerned, the specific methods adopted were :

- (i) Reaction studies on the basis of replies to a mail questionnaire survey covering 3,351 non-officials out of 36,749 addressed and 586 officials out of 3,351 addressed. The reactions were sought not only in regard to general impact of films but in respect of specific films of special interest to the different regions of India.
- (ii) Reactions sought from representatives of Central and State Legislatures, Zilla Parishads, Panchayat Samitis, trade union workers and villagers, in the course of our extensive tours in the country.
- (iii) Reaction studies conducted at field programmes of film shows.
- (iv) Reactions sought from film producers and directors and office-bearers of film associations in Madras.

6.10. We also paid a visit to the Films Division in Bombay for (i) seeing a representative sample of documentaries for exhibition on the commercial and non-commercial circuits, (ii) seeing the production of animated or cartoon films and their themes, (iii) holding discussions with the Controller, Producers, Directors, etc. We followed up the discussions with the submission of a set of questions to the Controller for detailed and well-considered answers.

#### GENERAL ASSESSMENT

6.11. We have already commented on certain general aspects of the impact of the film as a medium of communication. There is little that remains to be added by way of general assessment of the impact. The verdict of the people has been overwhelmingly for the utilisation of this medium for publicity purposes. The demand for a more extensive exhibition of documentaries and newsreels is universal in the rural areas and fairly widespread in the urban sections, particularly among the educationists, journalists, trade unionists and social workers.

6.12. The exhibition in urban areas cannot be more extensive than what it is today. The exhibition on the non-commercial circuit in the rural areas does not fall within the scope of the Films Division's functions and will be dealt with in the section relating to 'Field Publicity'. The great popularity of the commercial exhibition of documentaries and newsreels in Bombay,

Madras and New Delhi is a clear pointer to the publicity value of extending the facility to other cities and towns. A proposal for facilities for screening documentaries and newsreels in the State capitals, we understand, has not yet evoked sufficient response from the State Governments. We recommend the implementation of this proposal in the near future and the extension of such screening facilities to other important urban centres as well. We also endorse the suggestion made before us that the existing University Film Councils should be more effectively pressed into service and that film clubs should be started all over the country. Organisation of Documentary Film Festivals should also be considered.

6.13. A number of public-spirited citizens who appeared before us expressed disapproval of cinema-goers walking out of the theatres when the documentaries are screened. They have suggested that documentaries should be exhibited just before or after the interval. We do not think that there is much substance in the validity of the complaint or the usefulness of the suggestion. Shifting of the time for screening documentaries can hardly be expected to produce better results. Such of the disinterest as is shown in documentaries is confined to cinema houses in metropolitan areas, where the habit of going to the cinema more than once a week makes the documentary or the newsreel a repeat item for many. This is particularly the case in cinemas exhibiting western films. A more serious complaint has been that in some cinema houses in the mofussil areas the law of compulsory exhibition of approved films is sometimes violated with impunity. We do not know what the law-enforcing machinery in this respect is, but it needs to take note of the complaint and ensure stricter compliance with the law.

6.14. In the succeeding paragraphs we propose devoting ourselves to a consideration of the qualitative aspects of the impact from the point of view of technique, theme, content, presentation. The documentary has attracted a lot of attention and a frank and critical examination is indicated.

#### STANDARD OF PRODUCTION

6.15. The comment has been made that the Films Division documentaries have not yet come up to acceptable standards. Comparison with productions from Hollywood, United Kingdom, Japan and Italy and with productions of the most eminent among producers at home has not been infrequent. We do not fully agree with this assessment of the quality of our documentaries. There is undoubtedly still much that the Films Division can do by way of improving the thematic treatment or the subject coverage in documentary production. But, by and large, there is wide recognition and approval of the considerable improvement in the technical quality of documentaries in recent years. The best among them can bear comparison with and can stand competition from the best all over the world. This is amply proved by the awards that the Films Division documentaries have won at home and abroad. But this assessment applies only to the best among the documentaries produced by the Division. The rest have tended to be works of less than imaginative art.

6.16. A suggestion made before us in this context has been that the Films Division would do well to engage the services of prominent producers for raising the general level of quality of its productions. The idea behind the suggestion is that the work of great masters of the technique of filmmaking will serve as models for Films Division technicians to emulate. The suggestion merits consideration. As a matter of fact, this suggestion has already been acted upon and more than a dozen productions of the

Films Division are the creations of such eminent producers. One would, however, like to see many more such productions. Even though expensive, these high class productions will add considerably to the technical excellence of Films Division productions.

#### THEME, CONTENT AND COMMENTARY

6.17. The thematic treatment and the projection of basic concepts and ideas are aspects in regard to which the bulk of Films Division documentaries can seek inspiration from the creations of great masters of the craft and from the best of their own productions. This is particularly true of films produced for exhibition on the non-commercial circuit in rural areas, the exceptions being the excellently produced cartoon films. This is an opinion shared with us by many a witness who had given thought to the power of the documentary for publicity purposes. It is an opinion confirmed by a study of the reception accorded to the documentaries exhibited in rural areas. The film shows are largely attended but the message or lesson they seek to convey fails to register except in a very vague way. Imaginative and purposeful visual projection of ideas and concepts through the celluloid medium has been below expectations. As a well known film critic puts it: "It is the colourfulness of the costumes, the pageantry of festivals and rituals rather than the socio-economic as well as the more fundamental problems that have been touched upon". The reasons are not far to seek.

6.18. The Films Division functions more as the production agent of 'sponsoring Ministries' rather than as the film publicity adviser and producer of the Government of India. The production of films for the masses is based not on what the medium can do to project the totality of the national development effort but on the needs and requirements of advertising the achievements of individual departments of Government. The result is that there is neither a pattern nor perspective in film production programmes, which are mere collections of titles suggested by the sponsoring Ministries rather than the products of purposeful planning for projecting national concepts, objects and achievements. The present position, therefore, is production on an assembly line basis with departmental targets to be met within limited time and budget which is certainly not conducive to the maintenance of high technical standards of production.

6.19. The visual treatment of themes suffers because of the defects which Secretariat-material based scripts carry. That is one of the reasons why the camera is mostly focussed on personalities, foundation stone laying ceremonies, conferences, laboratories and factories. The visual presentation of the changes and transformations in people's lives being brought about through the Plans and the benefits accruing to individuals and society are an uncommon experience of documentary audiences. The script writer is given little scope for imaginative projection of ideas and the producers are handicapped in executing the ideas. There is a good deal of substance, therefore, in the comment that scripts lack the quality that makes for dramatic and emotional appeal. The language versions are invariably literal translations, in some cases word-to-word translations. We feel that there is considerable scope for improvement in the preparation of scripts and in the quality of their translation into regional languages.

6.20. Witnesses have also referred to the unsuitability of the commentary in films aimed at rural audiences. They prefer the story form of narra-

tion to the straight commentary. An element of realism, we were told, could also be introduced by making the characters speak for themselves. There appears to be much substance in these suggestions. Technically such a treatment, we were told by the Films Division authorities, is not possible unless different regional versions of each documentary are produced. We are suggesting that a portion of the documentaries produced every year should have a regional complexion. In addition, we would like to suggest that suitable production techniques be evolved which will enable these useful suggestions to be implemented. Even otherwise, it would be advisable to let the characters speak for themselves without the commentators having to speak for them.

6.21. The language and the delivery of commentaries have also been commented upon unfavourably. While urban viewers have pleaded for less rhetorical flourishes and new voices in commentaries, rural audiences have complained about the incomprehensible language and the rapidity of the reading of the commentary. It is understood that the latter complaint has been considered to some extent in films meant for exhibition in rural areas. Our own findings show that this has not been very satisfactory. We, therefore, suggest that a more liberal use of the spoken language of the people be employed in commentary writing and more sustained efforts at introducing a slower tempo be made.

6.22. Field investigations have revealed that films bearing on improvement of village conditions and agricultural methods have great appeal to rural audiences. Twelve out of 98 films produced every year are specifically on subjects relating to agriculture and community development. Other films sponsored by other Ministries have also a bearing on rural development and agriculture—22 films in 1961-62 and 19 in the year 1962-63. Considering the demands on the Films Division, this position appears to be fairly satisfactory. Generally speaking, the position in regard to the number of films on Plan and development activities is also satisfactory. Out of 81 films classified by the Censors as 'educational' films in 1962-63, 46 or 57 per cent of them included coverage of Plan and development activities.

#### COLOUR AND CARTOON FILMS

6.23. There is a great popular demand for colour films on developmental subjects. We have also had evidence to believe that cartoon films have a great impact on rural audiences and the less advanced sections of the urban communities. Out of the 15 cartoon films produced so far, 8 have been devoted to Plan themes and these cartoon films have made a great impression because of the built-in popular appeal of the animation technique. We recommend a higher rate of production of cartoon films.

6.24. There are practical difficulties in meeting the popular demand for colour films. The most significant is that colour processing facilities in India cater only to 35 mm productions. Comparatively, their cost is higher than that of black and white films. There are no satisfactory arrangements for processing 16 mm colour films in India. A proposal to set up a Colour Processing Laboratory for the Films Division during the Third Plan period has not been pursued. We recommend that the proposal be revived and arrangements made to set up the laboratory in the near future. Pending that, a more liberal allocation of foreign exchange for the specific purpose of production of colour films may be considered sympathetically.

### PLANNING AND SURVEY

6.25. The documentary is a realistic film with the aim and purpose of bringing to the people the facts and conditions of our rapidly changing socio-economic life. It is obvious that documentaries can have an impact if they can realistically project these conditions. This in turn depends on field studies, audience research and serious planning. All these essential elements are today lacking in the making of documentaries by the Films Division. There has also been no systematic attempt at pooling the experience of the producers and directors for an effective visual projection of theme and content. In regard to audience research, only a limited post card reaction survey is in operation confined to invited audiences at branch offices of the Films Division at Bombay, Delhi and Nagpur. The suggestions offered have been of a very general nature and have not been of much use. Field Publicity Officers of the Government of India, we were told, do not send any reports about popular reactions to films in rural areas. These facts reinforce the need for the development of a planning and research cell in the Films Division which would function as a unit of the Central Planning Group we have recommended. They also point to the need for more frequent field studies by producers and directors.

### WITHDRAWAL OF OLD AND WORN-OUT COPIES OF FILMS

6.26. Numerous have been the complaints regarding the continued exhibition in rural areas of old and worn-out copies of documentaries. Regional Officers of the Directorate of Field Publicity are now empowered to place orders directly with the Films Division for replacements. Evidently, this has not so far received their attention and complaints continue to be made. We suggest that an inventory of such old copies be undertaken immediately and steps taken to have them replaced.

### COVERAGE OF REGIONS

6.27. The readjustment in the production schedule we recommend is that the Division should earmark one half of the number of documentaries produced in a year for equal distribution over the 16 States of the Indian Union for the purposes of shooting. These films need not be dubbed in all the languages, the productions pertaining to each State being confined to the language spoken by the majority. In other words, the quota of films earmarked for each State will be produced exclusively for exhibition in that State. The other half of the documentaries may continue to be produced as in the past but with an emphasis on securing as diverse a regional coverage as is possible. We feel that this recommendation will meet the popular demand more than half way and will in addition carry better impact. We see no insurmountable difficulty in persuading the sponsoring Ministries to conform to this pattern for ensuring that the message they have to put across is conveyed in a meaningful context.

6.28. In making this recommendation we are neither trying to emphasise regional interests at the expense of national interests nor to arrest the process of national integration. On the contrary, it will promote national interests in an effective way for it conforms to the basic fact of unity in diversity. The line of thinking that has led us to this conclusion is that there is not enough justification in drawing a glaring distinction between regional and national interests. If national interests can be adequately served by providing local colour and surroundings of the people of Maharashtra

or Punjab, they can be equally well served by diversifying the visual images so as to represent different parts of India. As a matter of fact, the development process can be more effectively projected in a geographic and demographic setting with which the people can identify themselves. The theme of the documentaries will and should continue to emphasise development programmes as having behind them the active support of all the people of India. But, this theme will be conveyed in a meaningful localised physical context. The recommendation would incidentally enable State Departments of Information to make more productive use of their slender resources, a good part of which some of them are now investing in the expensive medium of film. Our inquiries have revealed that in the past the Films Division has been unable to meet their requirements either because the Division's cost of production is high or its production capacity can cater only to the demands of the Central Government

6.29. We also recommend that the Production Wing of the Films Division should be decentralised so as to secure a wider coverage of the different regions of India. This recommendation should be viewed as a logical extension of the earlier recommendation. If the location of the major segment of the film industry in Bombay is a valid argument for the location of the entire Films Division in Bombay, there is now sufficient reason to diversify its production activities to cover the other important centres of the industry at Calcutta and Madras. This argument is only incidental to the major consideration that decentralisation of production activities will facilitate a much-needed wider regional coverage than at present.

#### NEWSREELS

6.30. There is not much that we wish to say about newsreels. News, as understood in this country, lays an undue emphasis on political events and governmental activities. The newsreels of the Films Division also reflect this prevalent conception of news. The instructions to cameramen are that whatever is of interest to the people is news. But rarely do they go out into the countryside to turn the camera on the humble and the weak, the toiling and hungry masses. What is happening to their lives due to the revolutionary changes under way may not be 'spot news', but is news of a more human and social character and is certainly of deep and abiding interest to the people. To the cameramen, however, the only news worthy of coverage is whenever a project is inaugurated or a dignitary visits the countryside to see the progress of the community development movement. It has been represented to us that the Films Division should make an effort to bring to public notice through the magic eye of the camera the significant difference that planned efforts have brought about in rural life. This type of production has to be undertaken over a number of years and the cameramen can play a positive role in gathering material for such productions.

6.31. Some of the States have a valid complaint that important events in their regions are most inadequately covered in the newsreels. Here again, the definition of newsworthy events appears to be the difficulty. The ten-minute weekly newsreel compilation exhibited all over the country may not be able to accommodate an event in Trivandrum or Tinsukia, Patiala or Pondicherry. But to the citizens of these areas, these events have happened nearer home and they ought to be told about it. We would, therefore, recommend that newsreel cameramen should cover these items and



those that cannot be accommodated in the weekly newsreel should be compiled into fortnightly or three-weekly regional newsreels for exhibition only in those regions. On the same lines, a monthly or two-monthly newsreel for rural areas is also recommended. Such a newsreel on a quarterly basis used to be produced but has been abandoned some time ago for certain unspecified "practical reasons"

#### FEATURE-LENGTH DOCUMENTARIES

6.32. The production of feature-length documentary is a new venture of the Films Division. Two such films—in Hindi and Tamil in two different versions—have so far been produced. One more on 'A Model Panchayat' was reported to be on the programme of production. This is indeed a welcome development in view of the overwhelming preference of rural audiences to lengthy cinema shows which the documentary exhibition cannot offer. There appear to be no plans for more such feature type documentaries. We recommend that plans be formulated now for at least two such feature type documentaries every year.

6.33. As long ago as 1953 it was considered desirable to organise shows in rural areas of feature films of entertainment and educative value. Nothing much seems to have happened since then. Publicity departments do not appear to have any such feature films, although the Social Education and Social Welfare Departments have acquired a few. This anomalous situation has created unnecessary animosity between two wings of Government—Publicity and Social Welfare. There are at least more than a dozen films produced in recent years which can be said to have great publicity and social education value dealing as they do with current economic and social problems and having the added attraction of star value. We suggest that Government consider the possibility of purchasing a number of copies for exhibition through mobile vans. We also recommend that private producers be commissioned to produce pictures of this category under some kind of guarantee scheme, in which the Government underwrites to purchase a certain number of copies. The recommendation has the additional merit of promoting a new sense of social values in film production in the private sector.

6.34. The film industry has in recent years given evidence of its keenness to contribute its share to national development. At Madras, we were given to understand that some public-spirited efforts to produce pictures with a social purpose but with no star value have proved financial failures and, therefore, it was suggested that Government should subsidise the production of such films. We also sought the opinion of producers whether some of the eminent stars could be persuaded, as a patriotic gesture, to offer honorary services or services on a token payment for featuring in pictures produced from the developmental angle. The reply was not an encouraging one. We suggest that the film industry consider this proposal as the industry's share to the national effort.

6.35. That brings us to the question of liaison between the Films Division and the film industry. There is no such regular liaison although at the professional level some of the producers of the Division have links with professional organisations in their individual capacities. We strongly feel that the establishment of regular liaison with the industry will be advantageous and fruitful. The Film Consultative Committee, set up in

December 1962, can be usefully extended in membership and scope of functions for advising Government in matters affecting documentary and newsreel production.

#### FILM STRIPS

6.36. The proposal for the production of film strips has not made any headway. The Photo Division set up in 1960 was entrusted with this work, but it could not make any progress due to the Emergency. We understand that the necessary equipment has already been received through the UNESCO. We urge that the production of film strips be taken up in the very near future. We have seen some of the strips produced by the Government of Uttar Pradesh and were impressed by the usefulness of the medium.

#### DOCUMENTARIES FOR ADIVASI AREAS

6.37. When dealing with rural broadcasting we had highlighted the publicity needs of the Adivasi areas and of the tribal communities in the border areas. The film has also a significant role to play in projecting national life and progress to the inhabitants of these areas. It is, however, important that the projection should be done in a social and physical background which the tribal population can identify themselves with. The Films Division has produced a number of documentaries dealing with tribal life, but they are insufficient to cover the publicity needs of these regions. We, therefore, suggest that the number of such productions be stepped up in order to accommodate the rich and colourful variety of tribal culture. We would also like to emphasise that the requirements of the border areas need to be met as quickly as possible.

7.1. 'Field Publicity' is a dimension that the communication process has acquired in the search for the most appropriate means to reach the rural masses, who are otherwise inadequately served by modern media like the radio, the film and the Press. The concept and technique of field publicity is distinguished from the concept and technique of other media by direct confrontation of millions through multiple media like film shows, song and drama programmes, printed pamphlets and posters, gramophone and tape records and word-of-mouth communication through meetings, discussions, seminars and symposia. While its multi-point publicity approach confers a flexibility and manoeuvrability which other media do not possess, the face-to-face communication function it discharges exposes field publicity to situations calling for display of resourcefulness, tact and ingenuity on the part of field publicity personnel that are not normally demanded of personnel of other media organisations. The communicator in the field has to deal with the friendly, critical, inimical and apathetic among the audiences he faces.

7.2. Field publicity activities, as part of the total effort to publicise the Plans represented by the Integrated Publicity Programme, started in 1953 as a direct responsibility of the Ministry of Information and Broadcasting under the charge of an Adviser. In 1958-59 the executive functions relating to the medium came to be separated and entrusted to the newly established Directorate of Field Publicity charged with the task of promoting, coordinating and supervising the field publicity activities of the Central Government. These activities cover subjects like the concept of planning and progress of development plans, national unity and emotional integration and, since the declaration of the Emergency, defence and development. One cannot conceive of development plans without the context of national integration and defence needs and it is just as well that field activities embrace all the three.

7.3. An estimated 23 million people representing all sections of society have been reported to have been reached through the activities of the Directorate of Field Publicity during the year 1963. 16,000 places were visited and 21,000 film shows, 22,000 public meetings and group discussions and 4,000 song and drama performances were organised by the 83 field units functioning through 14 regional offices. In the course of their tours, field officers have been reported to have also visited 1,680 information centres and 200 Radio Rural Forums.

7.4. The activities of the Directorate of Field Publicity claimed our special attention for two main reasons—the vital necessity to carry publicity to the masses and the controversy over the need for a separate Central organisation for the purpose in addition to the State mobile units operating in the field. Our study, therefore, had to be focussed on the impact of the field activities of the Central Government *vis-a-vis* their declared purpose, the functioning of State field publicity organisations and the most effective

means of achieving results without unjustifiable duplication of effort. The procedure for study was as follows :

- (i) field investigations at the District, Block, Panchayat levels for assessing the impact of field publicity programmes;
- (ii) assessment of popular reactions at field programmes witnessed during our tours;
- (iii) seeking the opinion of a representative cross-section of social workers drawn from different fields of public activity;
- (iv) discussions with revenue and development officials in close and effective contact with the rural population;
- (v) discussions with the Director of Field Publicity of the Central Government, State Directors of Information, Development Commissioners and Ministers in charge of Information and Development Departments;
- (vi) discussions with Regional Officers and Field Publicity Officers of the Government of India;
- (vii) off-the record discussions with senior officers of the State Directorates of Information connected with field publicity and District Information Officers of the State Governments who accompanied us on the tours;
- (viii) participation in the Southern Regional Orientation and Training Camp for Central and State Field Publicity Officers held at Bangalore, in the course of which we exchanged views and experiences; and study of the proceedings of the Eastern and Northern Regional Orientation and Training Camps held at Calcutta and Chandigarh;
- (ix) study of earlier attempts at evaluating the activities of the field units; and
- (x) study of well-considered replies to a widely distributed questionnaire from a cross-section of the population.

7.5. The results of our study and investigation can be conveniently considered under three major heads—(i) the impact of field programmes and the organisational and functional factors determining the quantitative and qualitative aspects of the impact, (ii) coordination with State Government field agencies, and (iii) the organisational pattern for the future. State Plan publicity programmes are outside the scope of our terms of reference, but they are necessarily to be touched upon in any consideration of field publicity. We do so in the confidence that what we have to state in respect of both the Central and State field publicity activities will be viewed as observations aiming to provide a framework of field publicity operations which will yield more satisfactory results than at present and which will place 'mass contact' programmes in perspective.

7.6. The declared purpose of Central field publicity activities has been stated to be the generation of an all-India outlook and approach on planning, national development, national unity and emotional integration. It was explained that tradition, language, caste and illiteracy militate against the development of an all-India outlook among people in rural and semi-urban areas. The cultivator, the explanation went on to add, should be given an opportunity to think that even though his preoccupations are very important

he belongs to a wider fraternity, namely India, which contributes to his well-being. National unity, it was concluded, cannot be taken for granted and has to be consciously cultivated and ideas towards this end must be imaginatively projected. Since illustrations of national development have to be understood by the people in their immediate surroundings, national ideas are projected through illustrative examples of local plans, programmes and aspirations. The aim of the Central organisation has been summed up as providing a national ideological base to the common man's understanding of planning and developmental activities.

#### GENERAL ASSESSMENT

7.7. As an ideal to strive for, the stated aim of field publicity activities is beyond blemish. As a matter of fact, it is an objective which all publicity—whether through field units or other media, State or Central—programmes should assiduously work for. The problem we have been called upon to consider is as to how effectively has this aim been attained through publicity programmes including programmes organised in the field by the units of the Directorate of Field Publicity. The consensus of public reactions has been that the performance of the field units has neither been adequately impressive nor fully purposive. A popular image of the Plan as a national endeavour has not emerged from their activities. Only a vague conception of what is being attempted through planned development prevails and that too only among the economically and socially more advanced sections of the rural community. The organisation has been made to attempt much more than what its thinly spread out units could cope with. Smallness of the organisation and paucity of resources have undoubtedly contributed a major share to the poverty of the performance. Indifferent quality of skill and competence of personnel and lack of adequate control and supervision of the field programmes have been other factors which have conditioned the performance. It would be less than just to lay the blame at the door of the organisation. The very concept of field publicity should have been differently conceived by involving the State field units and the local self-governing institutions fully in the publicity for the national government even at the conception of the Integrated Publicity Programme.

7.8. For assessing the impact of programmes in the field, it is necessary to draw a distinction between the field agency function of the Directorate and the activities which the organisation initiates and implements on its own. The impact of the media like 'film' and 'song and drama', which it takes to the field, have been dealt with in the relevant sections. What remains to be considered is the manner in which the agency function has been carried out.

#### FILM SHOWS

7.9. According to statistics furnished, the 83 field units of the Organisation conduct nearly 20,000 film shows every year, giving an average of one film show for each day on which the units are on tour on the basis of 20 days' touring in a month. The normal procedure laid down for a film show is that a number of films (6 to 8) are grouped together to suit the needs of the audience to be approached and the special publicity objective of the programme to be projected. The shows are to be preceded by introductory talks indicating broadly the subjects of the films and linking them with the national objectives. Short talks are also expected to be given during intervals between shows. Each of the field units has built up

over the years a fair-sized film library of documentaries and newsreels produced by the Films Division and other films received occasionally from the UNO, the Colombo Plan authorities, foreign embassies and the Children's Film Society. The units also loan documentaries to official and non-official organisations as and when required.

7.10. Film shows form the bulk of the programme activities of the field units as reflected in the statistical information furnished to us. Between these units and the mobile units of the State Governments, the rural areas which do not have regular cinema exhibition facilities are expected to be covered. Our personal impressions, the evidence of witnesses—official and non-official—as also the formal and informal discussions we have had with the Regional and Field Officers of the Central Government and the Publicity and Development Officers of the State Governments, lead us to the following conclusions regarding the organisation of film shows :

- (i) Exhibition of films in respect of at least half the number organised is confined to urban areas and villages within easy reach of the urban centres from which the field units operate.
- (ii) The distribution of film shows over the districts within the jurisdiction of each unit is erratic, uneven and irrational. The district in which the headquarters of the unit is located takes a disproportionately large share of the number of shows organised in most cases. The District Magistrate of a district in the neighbourhood of the nation's capital which has contributed substantially in men, money and material to the defence effort complained that during his nearly one year's stay in the district, the Central field unit concerned had not visited even the district headquarters. Such complaints were not infrequent in other States as well.
- (iii) The villages visited are, more often than not, only large-sized villages mostly on the National and State highways. The inhabitants of villages less easily accessible had a legitimate grievance that the mobile vans do not visit them at all.
- (iv) A proportion of film shows organised in towns and cities are for the benefit of social gatherings which, we presume, is not a legitimate function of field publicity units. Leading politicians, social workers and the public in general have voiced this opinion.
- (v) The introductory remarks at the beginning of each show are in most cases confined to mention of the sponsors and the titles. Only few officers attempt to present an intelligent and informative introductory approach linking the themes of the films with broader national objectives. It has been reported to us that there have been instances where field officers are not even present at the shows and the job has to be handled by the Projector Operators who have neither the qualification nor the competence to handle the job. We do, however, make an exception in the case of a few of these Operators who have been manning the units in the absence of regular incumbents and making a fairly successful job of it.
- (vi) The selection of documentaries in the context of local needs and conditions is also not taken seriously by some of the field

officers. We have ourselves witnessed shows where the selection has been made in a very indifferent manner.

- (vii) The film shows are to be utilised for the purpose of brief talks and informal discussions on the theme and content of films exhibited. This, we were told, is infrequently done. The large crowds which are generally gathered for the film shows do not also permit such an informal discussion.

#### SONG AND DRAMA

7.11. An average of 50 song and drama performances and cultural programmes are organised annually by each field unit on behalf of the Song and Drama Division. We shall comment on the quality of these performances and the nature of their impact in a later section. So far as the Field Publicity Organisation is concerned, there is sufficient justification to comment that from the standpoint of selection of troupes, sponsoring of scripts, search for new forms of folk entertainment the record of the officers of the Organisation has been less than satisfactory. There has been a general tendency to look upon the 'song and drama' medium as a crowd-collecting instrument for providing entertainment rather than for educative publicity. Our main conclusions and recommendations can be referred to in the section on 'Song and Drama'.

#### OTHER PROGRAMMES

7.12. By any acceptable definition of the scope of field publicity, film shows and song and drama performances are to be regarded as only the means which field officers are to be provided with for the more purposeful activity of oral communication and discussion and of enlistment of non-official assistance in educating the masses through publicity. The general impression given to us and the opinion formed on the basis of our investigations is that the importance of the two different functions has been reversed. We give expression to this view conscious as we are that such an assessment may do injustice to some of the Regional and Field Publicity Officers who have been able to bring to bear on their work the zeal, enthusiasm, missionary spirit and intellectual attainment which field publicity calls for. The great majority, however, have registered a performance which can at best be termed as a record of organising entertainment and cultural shows with little or no enlightenment and education to the masses. The fact that the Central Directorate has in recent years been able to provide sufficient guidance material and talking points makes the performance in the field all the more poignantly disappointing. If the activities of the field units are to be judged by the yard-stick of purposeful publicity, there is very little that can be claimed by way of positive achievement.

7.13. Field publicity is expected to render a function which other media are unable to provide, namely, oral publicity through discussions, informal conversations, group meetings, etc., through its own agency as well as with the assistance of non-official agencies. From all available reports and our participation in some of these programme activities, the conclusion emerges that the quality and content of these activities leaves scope for anxiety and concern for the seriousness or purposiveness with which they are handled. Discussions and group meetings in rural areas, whenever they are organised, take the form of one-sided harangues and platform lectures with little or no effort at drawing villagers into effective

participation in discussion. It is no doubt true that the task of informal and intimate oral communication with the masses is no easy job and requires a special capacity for adjustment and orientation. Even so, with effort and experience, meaningful communication should be possible. This, we are afraid, has not been forthcoming. We have also not had sufficient evidence to believe that the guidance material and talking points furnished for this purpose are being put to any constructive use to explain, enlighten and educate the villagers in the context of their problems and needs. The main handicaps appear to be inadequate knowledge of local conditions, lack of appreciation of local problems and an inability to assimilate and utilise the guidance material received for an information approach "from the known to the unknown, from the intimate to the remote". The follow-up and inspection activities of their supervisory officers have not been thorough and, therefore, little has been done to equip them adequately for the task. The training and orientation camps have been generally useful in providing an exchange of experience and clearance of administrative problems but have failed to provide an intellectual and missionary basis to the activities of the field officers.

7.14. Seminars, symposia and meetings of the more educated classes in towns and cities are a feature normally resorted to in connection with the 'Plan Week' celebrations or on the occasion of other national days and weeks. A list of 50 such days, weeks, etc., has been submitted to us as occasions on which concentrated publicity is organised. The few meetings and seminars that we have attended were comparatively poor performances where the platform provided by the Field Organisation is used for broad generalisations, vague observations and pious exhortations. Little preparation and serious thought are bestowed either on the themes or the subject content of symposia and seminars. The University and College Planning Forums as also the seminars and symposia in metropolitan areas where leading citizens participate are undoubtedly better organised and are fairly well received. The former, however, have generally failed to draw the young minds out and consider problems of current interest. Other meetings addressed by the field officers themselves, we were told, are elementary exercises in the Plan and development activities. The Regional Officers are better equipped for this activity but their headquarter duties and routine inspection preoccupations permit little time and effort to be expended on these useful activities.

7.15. Programmes addressed to industrial labour are generally well attended but the number of occasions on which they are organised are few and far between. One or two such programmes we attended called for tact and resourcefulness in answering queries from the audience. If these could be regarded as samples of the rest, more than mere guidance notes are required to equip the field officers. The programmes directed towards the middle classes have evoked a response characteristic of the response of this class to publicity programmes in general. We have seen or heard of very few special programmes addressed to the business community and, therefore, are unable to comment on the impact. Officials and public servants, our survey has revealed, are among the preferred audiences for field publicity programmes especially those organised in State capitals. Reactions are mixed and results of impact are indeterminable. Specially commendable are the programmes organised for the benefit of women and school-going children. Direct and immediate impact is probably not the desired aim, the objective being to utilise publicity as a handmaid of the school curri-



culum. Some very definite achievements are to the credit of the field units in this respect. Women in rural areas and in the backward areas of towns and cities attend the programmes—generally film shows and cultural programmes—but the impact on them is much the same as on their men folk.

#### ORGANISATIONAL AND FUNCTIONAL ASPECTS

7.16. The cadre of field officers is a mixed bag of competent, dedicated and hardworking officers with years of experience in the field at one end and the incompetent, indifferent and easy going officers at the other. Their individual performances are also of different hues—ranging from the field officers who have come to be known for their zealous devotion to publicity to others who are not known even to the heads of the district administrations within their jurisdiction. The level of recruitment and the nature of selection of candidates have been important factors. In view of the responsible tasks entrusted to them, only those with a capacity for initiative, drive, competence, zeal and enthusiasm should have been selected. This has not been the case in respect of all officers.

7.17. The arduous and difficult lives that field officers are expected to lead has also contributed to the quality of performance. Long absences from the home and the family, denial of normal facilities of lodging at rest houses in some States, difficulties of securing food at late hours in inaccessible villages are some of the hardships of a field officer's life. The devoted services rendered by a number of field units drafted for work in border areas such as NEFA during the Emergency, under most trying conditions, are highly commendable. According only non-gazetted status was another mistake which has added to their difficulties. Their counterparts in the States, who have gazetted status, tend to look down upon them and to resent the reception accorded to Central officers by all ranks of the district administration.

7.18. We have brought back the impression from our tours that Regional Officers do not have much of a publicity function. Apart from administrative duties, consolidation of field reports for onward transmission, periodical inspections of field offices and some liaison with State authorities, very little by way of planning and projecting publicity is being done by them. Supervision and guidance to field staff is generally confined to administrative and financial matters. Coordination of publicity activities in the Region with other agencies leaves very much to be desired. Planning and promotion of publicity work at festivals and gatherings is generally left to Field Officers, their own contribution being confined to according a token approval. Their inspection tours hardly ever cover an evaluation of the impact of the programmes organised in the field. Issuing of guidance notes and talking points is routine and little attempt is made to refashion the general guidance notes received from the Directorate in the local regional context. Reporting of public reactions is an exercise in summarising topics of current debate in newspapers.

7.19. Here again we would like to add that the general picture we have drawn is not of universal application. We have come across Regional Officers who have been highly successful in the display of qualities of leadership and organisational skill. It would appear to us that the work of Regional Officers should have been made more purposeful from the publicity point of view than what the routine administrative duties of a head of office carry. We now envisage a different role for the Regional Officers in the integrated approach to field publicity. He will be the principal

representative of the Central Government in the State capital controlling all the Central media organisations and will be actively associated with the planning of Plan publicity.

7.20. A word or two about the Director's role may not be out of place. Rightly conceived, his job should be that of the technical expert providing guidance and direction, inspection and control of the quality of the programmes in the field and training. We notice, however, that being the head of an office, a good bit of his time is consumed by routine administrative duties and attendance at conferences and meetings. Some of these non-publicity functions chase him even in the course of his tours. He is given little time and freedom to concentrate fully on his essential job of planning and directing the field operations. The Regional Orientation and Training Camps which have been organised are indeed a very welcome development and have been proved to be useful. They need to be organised on a smaller but more frequent and intensive scale. In the reorganised set-up that we have proposed, the Director will be one of the principal advisers to the Director-General of Plan Publicity in his new role as Director of Plan Publicity Evaluation and Intelligence.

#### COORDINATION WITH STATE GOVERNMENTS

7.21. We shall necessarily be brief at this stage in dealing with the coordination of activities with State Governments as the subject has already been touched upon in an earlier section. Suffice it to observe that coordination through committees at the State level and through joint programming at the field officers' level hardly exists. Relations with State counterparts are cordial in most cases but are largely based on personal equations and rarely on an institutionalised basis. One of the State Directors has adequately summed up the State-Central coordination in the field in the following words: "Central and State officers have developed certain complexes which stand in the way of better coordination. The two agencies seem to be running as parallel and rivals of each other and not as complementary and supplementary agencies".

7.22. With this appropriate note on the state of coordinated approach as the starting point, we propose summing up our findings on the 'performance' and the 'need' in respect of field publicity. No subject has generated more heat and yet shed more light than that of Centre-State coordination in the field during the discussions at various levels of the official hierarchy. There is a compelling consensus that a fresh beginning has to be made to evolve an integrated approach to the pivotal function of field publicity.

7.23. The causes that have contributed to the unproductive effort so far lie deeper than the apparent one based on personal provocative factors like rank, status, salary of personnel engaged in field publicity. We have made a deep search into these underlying causes and have come to the conclusion that the dyarchical approach to the conceptual and organisational aspects of field publicity has been the main hurdle.

7.24. The justification for a separate Central organisation in the field appears to be that there is a national slant and a national angle in publicity which is to be effectively put across. This publicity approach from the standpoint of the Government of India's stake and responsibility in planning and development is likely to be lost sight of if field publicity is to be handed over to the State publicity organisations. It is feared that State

personnel's preoccupation with State plans, State projects and State problems does not easily permit the projection of the national point of view with conviction and with the necessary degree of emphasis.

7.25. The converse of the argument presented by the States rests on the premise that there is really nothing to distinguish a national view from a State view. There is little to be concerned about State publicity seeking to cultivate a healthy pride in local achievement. As a matter of fact, the forces that such local pride generates are the props on which national progress rests. The Plan and the development process are one and indivisible, of which the State plans and programmes are components. There can be no projection of the State angle in publicity without the context of the total national effort that the Plan really is. The basic objective of development is to provide the masses with an opportunity to lead a good life and the masses live in the territories of the States which together form the territory of India.

7.26. The crux of the controversy is, however, over the commissioning of separate Central units to operate alongside State units. The theories propounded are, in our opinion, intended to justify the dyarchic organisational system. The National and State points of view are two sides of the current coin of planning for progress and there can be no productive publicity without a projection of the dual character of the planning process. Protestations and professions apart, the actual performance in the field has failed to produce the necessary effect. Much of this has necessarily to be attributed to lack of any effort to pool these resources and to put them to effective use in the field.

7.27. One often hears that there is avoidable duplication of effort. This is valid only in a limited sense in that both the Central and State units use the same media and the same technique, approach the same audience and frequently use the same occasions. The bulk of the tools of publicity are provided by one source, the States being able to supplement only to a limited extent in view of limited resources. But the physical achievements of the Central and State units put together as yet are so unimpressive in the context of the millions to be reached that there is not much substance in the charge of duplicating if looked at merely from the point of view of physical means of publicity. An estimate made in respect of one of the southern States is that while the Central units can visit a village only once in 30 years, the State unit can do so only once in six years. A more valid comment on the existing state of affairs would be that there is diffusion of effort rather than duplication and that there is need for a more purposeful utilisation of the existing facilities.

7.28. If one were to judge the performance of the wings of publicity merely on the basis of programmes organised—even though these programmes are for the major part film shows and cultural programmes—the Central units have an edge over the State units taking into consideration their wide jurisdiction. Their freedom from other preoccupations, like attachment to the District administrations, permits the Central field units to go out more often into the field than the State units are able to. In most cases, the District Publicity Officers are publicity appendages of the District administrations. The typical nature of duties which this attachment involves can be illustrated by the role cast on these functionaries in a certain State. Press publicity to ministerial tours and collectorate doings, publicity to non-official personages enjoying State patronage, membership of several district

level committees, presence at the monthly cattle fairs organised by each Panchayat Samiti, loaning of public address system to all and sundry organisations for routine public announcements, publicity to meetings convened by officials, distribution of handbills and notices for the same purpose and meeting the demands of Central Field Publicity Officers for 'bandobust' relating to their programmes—are some of the duties cast on a District Public Relations Officer. It is also openly commented that publicity units in the districts are concerned more with the doings and statements of VIPs and officials rather than with contact with the masses. The Central units are also not completely free from blemish. While they have greater freedom and opportunity to perform their legitimate functions in the field, there have been instances where the programmes they organise have little of publicity purpose. One Minister of the Central Government suggested that the Central organisation has till recently been used on occasions as a "crowd collecting organisation available to order". All these would suggest that there is considerable misdirection and misuse of field publicity. A certain amount of such misuse is probably inevitable in the existing circumstances. But, a time has come to secure freedom for field units to fully apply themselves to their primary tasks.

7.29. The weakest link in the field publicity set-up is that neither the Centre nor the States have any supporting organisation below the district level except in one or two States. The performance of the Block officials entrusted with the function of publicity is dismal. There can be little doubt that without the Block being brought fully into the picture there is little hope of publicity ever reaching the masses to the essential degree. A complete reorientation of extension approach to publicity is the only basis on which substantial results can be achieved. A revealing finding of our investigations has been that at all levels of the development hierarchy the importance of publicity as a handmaid of development programmes is hardly realised.

7.30. We may now sum up our conclusions and present our recommendations. The foundations of future policy and action have to be based on the basic fact that while the facilities at the disposal of the State Governments are meagre, the capacity of the Centre to operate in the field is limited. An integrated approach to field publicity through a scheme of joint responsibility and participation is the only answer. Constitutional and administrative factors standing in the way must be overcome to enable Plan publicity programmes to make themselves forcefully felt. The recommendations we have to make rest on the following premises : (i) full utilisation of manpower resources at the Panchayat and Block levels; (ii) commissioning of mobile units to operate solely in the rural areas; (iii) effective supervision on the part of district publicity units of publicity in the field; (iv) integration of all publicity activities—Central, State and Departmental—in the field under the State Directorates of Information; (v) purposeful planning of publicity strategy at the State level; (vi) close effective association of the Centre in the planning of publicity policy and strategy at the State level, and (vii) guidance, direction, evaluation and training by the Centre.

#### RECOMMENDATIONS

7.31. The utilisation of publicity material and audio-visual aids at the Panchayat level is today very much dependent on the public purpose which it is put to. It is only in a few places that we found adequate facilities

for public utilisation of such material and aids. Countless have been the complaints that the material and aids are used for adorning private homes of those who control local affairs. We recommend that the care, custody and display of publicity material and aids be entrusted to the school teacher or the Panchayat Secretary. A procedure should also be laid down for periodical supervision and inspection, by the Social Education Officer, of the actual utilisation of publicity material.

7.32. At the Block level, the organisation of publicity activity is one of the charges of the Social Education Officer. For a variety of reasons, not the least important being the multifarious duties attached to the post, this officer has not been able to carry out this function to any degree of satisfaction. We have considered the suggestion for a separate extension officer for publicity but ruled it out as being impracticable in view of the financial implications involved. We recommend that publicity be made the principal charge of the Social Education Officer and that he be made responsible to the District Publicity Officer in respect of this work. This recommendation is not likely to lessen the importance of the work of social education. On the other hand, it will add to its importance, for it is patent that in the existing state of literacy, publicity has an important role to play in attaining the aim of social education. Among the specific responsibilities of the Social Education Officer which need to be emphasised, we would like to specially mention the supervision of the Community Listening Scheme, the organisation and activation of Radio Rural Forums, the maintenance of Information Centres and the timely distribution of publicity material. He should also establish close liaison with the Publicity Supervisors who will be in charge of the mobile units for extensive exhibition of cinema shows in the Block.

7.33. We have deliberately chosen not to entrust the Social Education Officer with the work of organising cinema shows. Even though many of the Blocks have been provided with projectors, transport is not easily available to him. We do not think that the situation will improve in the near future. There is a clear and convincing case for a more extensive organisation of cinema shows in rural areas than what the existing field units have been able to organise. We, therefore, recommend that field units with mobile cinema vans be set up at the rate of one unit for every five Blocks and with Publicity Supervisors in charge. These units, to be located conveniently in one of the Block headquarters, should concentrate their activities only in rural areas. The Publicity Supervisor should in addition be called upon to organise song and drama activities with emphasis on encouragement of locally available talent for the purpose. He should also be responsible for establishing contacts with leaders of local communities for the purpose of utilising their services for oral communication with the people. The Publicity Supervisor should function under the direct control of the District Publicity Officer. There are about 5,200 Blocks in the country. Our recommendation would mean the commissioning of about 1,000 field units. According to reliable estimates, there are about 1,000 mobile cinema vans in operation and it is presumed that most of them are vans of the Central or State Governments. A rough estimate is that about 400 of them operate on behalf of the Information Departments, while the rest belong to Departments like Agriculture, Cooperation, Social Welfare, etc. We recommend that all these vans be pooled for the purpose we have indicated and placed under the State Directorates of Information. The entire

publicity effort of Government—whether of the Centre or the States, Information Departments or other Development Departments—should be channelled through the Directorates of Information.

7.34. The District Publicity Officer will have a pivotal role to play in the communication process we have outlined for the future. We recommend that the District Publicity Officer be relieved of most of his present duties of non-field publicity character and entrusted with the task of supervision, inspection, guidance and direction of the Publicity Supervisors and the Social Education Officers. He should also be required (i) to promote meetings, discussions, seminars, symposia and such other activities; (ii) to supervise the working of the Community Listening Scheme and the Radio Rural Forums, and (iii) to maintain a library of documentaries and news-reels and to allocate films to the field units in accordance with needs. The Films Division should supply to each District Publicity Officer two copies of every documentary produced under the Integrated Publicity Programme and one copy of every documentary produced under the General Publicity Programme. Under the scheme we have suggested the District Publicity Officer will have no facilities for organising cinema shows in urban areas. We suggest that a few projectors be placed at his disposal for this purpose.

7.35. The organisation we recommend at the State and Central levels for the direction of field publicity programmes has been described in the section on 'Coordination'. It need not be dealt with here in any detail. Broadly, the machinery comprises: (i) the State Director of Information, functioning under the State Publicity Planning Group, as the chief executive agent for field publicity activities on behalf of the Central and State Governments; (ii) the State Publicity Planning Group with the Regional Director of Plan Publicity of the Central Government as the Chairman; (iii) the State Committee for Direction and Coordination for Plan Publicity with the Minister for Information as Chairman; (iv) the Central Publicity Planning Group under the Director-General of Plan Publicity with the Director of Field Publicity and the Director of Song and Drama functioning as his principal advisers; and (v) the Central Committee for Coordination and Direction of Plan Publicity under the Chairmanship of the Minister for Information and Broadcasting.

7.36. We visualise the need for a certain number of field units being kept in reserve at each State capital for deployment in strategic areas, in concentrated publicity campaigns and in publicity effort directed towards the student community in urban areas. There would also be occasions like *melas* and fairs, conferences and conventions and other congregational meets when it would be necessary to deploy more than one field unit. The need would also arise for organising demonstration and training camps in the field. We, therefore, recommend that one-half of the existing number of the Central units be retained for this purpose and placed under the charge of the Regional Directors of Plan Publicity of the Central Government who will deploy them for such purposes as may be determined by the State Publicity Planning Groups. The rest of the field units of the Central Government should be taken over by the Directorate of Plan Publicity Evaluation and Intelligence for deployment as its field units.

7.37. We also recommend that publicity functionaries working in the field at all levels should have common designations.

8.1. In a country which is still very much wedded to the cultural and social patterns of the past, traditional modes of entertainment are still effective and word-of-mouth communication is a trusted and essential stimulus to action. Realising the personal and intimate appeal of the traditional media of song and drama, a decision was taken to enlist its services in support of the more modern and quick media of communication which had not developed sufficiently to reach every part of rural India. The Song and Drama Division was established in October 1954. The first field programme, however, was organised earlier in March at Bahadurgarh with the production of "Hamara Gaon" by the Three Arts Club of Delhi. For a few years the Division was attached to All India Radio for administrative convenience and functional efficiency. From January 1960 it was converted into an independent media unit under the Ministry of Information and Broadcasting. As originally contemplated, the Chief Organiser-cum-Producer was to move throughout the country and organise the production of plays

- (a) by villagers through Regional Officers and Field Publicity Officers of Five Year Plan Publicity;
- (b) through the States;
- (c) independently through established theatrical groups;
- (d) through the Social Education Organisation of the Community Projects Administration and National Extension Service.

8.2. The Song and Drama Division is responsible for carrying the message of the Five Year Plans to the masses through the traditional modes of entertainment popular in different regions, namely, drama, dance-drama, ballet, folk play, folk dance, opera, poetic symposium (kavi sammelan, mushaira), concert and harikatha, burrakatha, kathaprasangam, etc. The programmes in the field are arranged on behalf of the Division by the Regional Officers and Field Publicity Officers of the Directorate of Field Publicity. The Regional Officers submit to the Division advance quarterly schedules of programmes to be arranged in their regions. These are scrutinised and approved by the Division. This is followed by the issue of a monthly schedule which contains specific details of the proposed programmes such as the place, date, script and the name of the performing troupes.

8.3. The performances are given by private troupes and artistes on payment of fees. One of the main functions of the Division is to register and approve all troupes and artistes before any contract for performances is given. This does not apply to poets invited to participate in symposia, though the poems to be recited are scrutinised on the spot by the Regional Officers. Registration of troupes and artistes is done after consultation with the State Governments, the Regional Officers and sometimes the State Sangeet Natak Akademies as to their suitability.

8.4. The following table shows the number of dramas and other categories of performances organised since 1954-55 :

Year	Number of Dramas	Number of other performances	Total
1954-55 .. .. .	292	11	303
1955-56 .. .. .	1,143	520	1,663
1956-57 .. .. .	956	806	1,762
1957-58 .. .. .	934	540	1,474
1958-59 .. .. .	434	783	1,217
1959-60 .. .. .	584	1,898	2,472
1960-61 .. .. .	614	2,204	2,818
1961-62 .. .. .	765	2,554	3,319
1962-63 .. .. .	379	3,046	3,425
1963-64 (up to end of December 1963) ..	—	—	3,069

8.5. Another important function of the Division is to scrutinise and approve scripts for different types of performances except poetic symposia as mentioned above and extempore recitals like harikatha, burrakatha, kathaprasangam, etc. The officers organising the latter types of programmes, however, have to ensure that nothing undesirable or against the accepted policy of the Government is put across. Any author may submit a script written in Hindi or any other regional language to the Division for approval. Separate script committees for each language have been set up for the scrutiny of the scripts. Scripts considered suitable by the Regional Scripts Committees are placed before the Headquarters Scripts Committee for approval of the scripts and the amount of royalty. The Song and Drama Division also considers the approved scripts of the State Governments for use by its registered troupes and also makes available its approved scripts to the State Governments for use without payment of royalty.

8.6. The Central Drama Troupe of the Division was created in January 1959 with the objective of experimenting with new plays and evolving dramatic standards which could be demonstrated to the private troupes registered with the Division. The Central Drama Troupe normally functions at the headquarters, although occasionally it is also moved to places outside Delhi. During 1961-62 another Departmental Drama Troupe for Uttar Pradesh and Bihar was created with the objective of staging dramas mostly in these two States and gradually replacing the private registered drama troupes. The number of performances given by the two troupes since their inception is given below :

Year	Number of Performances given by	
	The Central Troupe	Troupe for UP and Bihar
1959-60 .. .. .	30	—
1960-61 .. .. .	64	—
1961-62 .. .. .	57	—
1962-63 .. .. .	60	53
1963 (January-December) .. .. .	100	51



8.7. The Division arranges a Drama Festival every year in New Delhi where, unlike previously when well-known private troupes were invited, performances are now given by drama troupes sponsored by the State Governments. So far eight such festivals have been organised since 1956. The Division has also sponsored three ballets by different groups and produced one departmentally.

8.8. Two new schemes aimed at raising the standard and consequently the effectiveness of publicity programmes were included in the programme of the Division for the Third Plan period. These are (a) the Scheme of Sponsored Drama Troupes, under which it was proposed to enter into annual contracts, for staging 100 performances, with one drama troupe in each State; and (b) the Scheme for Training of Folk Entertainment Parties, under which it was proposed to train selected folk play and folk song parties with a view to harnessing their hereditary and traditional talent for Plan publicity.

#### METHOD OF INVESTIGATION

8.9. The Research and Reference Division of the Ministry of Information and Broadcasting had already conducted a mail questionnaire survey of the impact of programmes organised on behalf of the Song and Drama Division between October 1, 1960 and March 31, 1961. This was a good starting point for us, for a broad sample of popular reactions was available in the report of the survey, which had to be further verified and tested in the field. This we did on a fairly extensive scale in the States visited by us at performances staged during our tours and through interviews with representatives of different groups in urban and rural areas. The views of development and other field officers of the Central and State Governments were also solicited because of their intimate contacts with the people. We also sought the reactions of the literate sections of the urban and rural communities through a questionnaire covering all media of communication. We also consulted leading actors and theatrical groups in certain areas for more effective use of the medium of drama.

#### GENERAL ASSESSMENT

8.10. From the point of view of its great appeal to the masses and of its quality of touching the deepest emotions of the illiterate millions, the medium of song and drama is matchless as a means of propagating national progress through planning. The hold of the traditional media of entertainment and education on the masses is still so strong that the most fruitful results could be obtained by their full exploitation. The bard and ballad singer, the minstrel and the musician, the theatrical performers and the travelling troupes of folk dancers, have all been so much a part of the folk culture of this land that it is difficult to conceive of an India—whether of the past, present or the near future—without their many-sided services to the community. The art forms they preserved through generations have become an essential component of the traditional culture which so much governs the lives of millions even today. Artistes and entertainers apart, they have been the traditional mass communicators through whom the heritage of the culture of ages has been handed down. To use a current communication phrase, they were the mobile field units of State and society of by-gone ages for contact with the masses. Even today in the remote parts of rural India the recitations of the minstrels and ballad singers produce an emotional impact which few of the impersonal modern means of publicity can create. They

were the unenlisted volunteers of the freedom struggle spreading the message of Gandhi and the independence movement among the inhabitants of the country-side. What makes their contribution to the development of Indian society so singularly important is that without belonging to any of its organised social groups, they rendered their public service not merely for the sake of a livelihood but also inspired by a sense of social duty.

8.11. The most significant characteristic of the medium of song and drama is that its practitioners are highly skilled at improvisation to suit local taste and local situation and often use the classical mode of their narrations for comments on topical events. Variation in style and manner of communication is particularly important in a country like ours with its diverse linguistic, cultural patterns and with the need of communication through local dialects. One wonders if at any time in the near future modern means of communication can effectively replace these perfect mass communicators that this land has known. If only because of its personal, intimate and traditional appeal, it would indeed be difficult to reach the masses without the utilisation of this medium. "It is an example of how ancient tradition and age-long habits can be harnessed to a modern cause".

8.12. It is, however, important to realise the limitations of its communication function. If publicity is to be purposeful, song and drama can be regarded only as supplemental to other media. Its appeal is emotional rather than intellectual and its purpose is not to inform but to inspire. The medium can create an atmosphere which can facilitate the work of the other specialised agencies. It prepares the soil for planting the seed and makes the minds of the people receptive to specific publicity. The productive exploitation of the power of the medium is dependent on a realisation of its limitations. The indiscriminate use of the medium for purposes other than those it can effectively serve will result in no impact at all and will be suffered merely as entertainment programmes.

8.13. A fairly wide range of traditional modes of entertainment has been exploited for Plan publicity as indicated in an earlier paragraph. Drama among these has received the most attention and probably with some justification for it is the most preferred form of rural audiences. Performance of poignant drama scripts competently produced can have a lasting and total effect. There is no such thing as partial effectiveness in the case of drama performances. They either create the desired impact or completely fail to leave an impression. Indifferently and incompetently produced plays can produce no desired effect at all and can at best serve as programmes of entertainment. Our assessment based on verbal reports of witnesses and on our own study of reactions at some of these performances is that the performances staged by the great majority of registered troupes fall in the category of productions with ineffectual scripts incompetently produced. We have little doubt that these performances are today essentially serving an entertainment function only.

8.14. We have attempted to analyse the reasons for this none-too-satisfactory a record. Three factors are responsible, namely, lack of good scripts, below standard artistic merit of the registered troupes and the absence of properly qualified and competent technical staff for organising the performances in the field. To take the scripts first, we would like to start with the statement that there is a disconcerting lack of interest among well-known playwrights to devote their pens to Plan and developmental themes.

Absence of recognition and inadequate fee are certainly not among major contributing factors. There appears to be no emotional involvement on their part in the revolutionary development process under way. The fact, therefore, is that there is a paucity of newly written good scripts portraying the basic values of the new society in the making. Straight and unmixed propagandist plays only have been forthcoming, encouraged partly by the demand for such treatment in some States. When good plays become available, there arises the difficulty of getting them translated in other languages because the idiom, local colour and setting are necessarily to be different and straight and literal translations will not do. We have no ready-made answer to this problem. Its solution probably lies in close and constant liaison with individual playwrights, organised institutions of playwrights and the Sahitya and Sangeet Natak Akademies. More attractive terms to playwrights and a less rigid insistence on the scripts carrying the message directly pertinent to the Plans are other measures we recommend for securing good scripts.

8.15. We have studied with some care the instructions to Committees for scrutiny of scripts. They leave little to be desired in so far as the basic requirements of scripts are concerned. The composition and procedure of Scripts Committees, however, are such as not to encourage good script-writing. In the earlier years when the Song and Drama Division was an administrative appendage of All India Radio, the scrutiny of scripts was done by AIR staff. Not only did the scrutiny not receive the priority consideration that was due but there was a heavy bias in favour of scripts more suited to radio plays than theatrical performances. Good scripts on that account became few in number and the field officers in charge of the organisation of the programmes had a legitimate complaint of a shortage of drama scripts. These were the circumstances in which the Scripts Committees came into existence, one of the reasons for their constitution being that local Committees would instil confidence in the playwrights. Two basic flaws, however, have crept into the composition of the new Committees. The approval of the entire Committee before scripts are accepted has resulted in long delays. Officials have a disproportionate representation on the Committees and it is patent that they neither have the time nor the technical competence to judge scripts for theatrical performances. Undue delays in approving scripts and indifferent standards of assessing the merit of plays have been the concomitant results. A welcome step to partly rectify the situation has been to consider the Committees as panels of names and to consider the opinion of any one member as sufficient for approving a script. We suggest that the search for simplified procedures for scrutiny and approval of scripts be continued and that a larger number of public-spirited citizens interested in the theatre be requested to serve on the Committees. We note that playwrights as a class are under-represented on the present Committees. The case for a review of the composition of the Committees appears, therefore, to be strong and we recommend that this be done at the earliest. We also wish to draw attention to the need for a clear distinction being drawn between scripts meant for plays to be staged in rural areas and others to be performed in urban areas. Since we are recommending the decentralisation of song and drama activities, we do not see the need for a Central Committee. The Director of Song and Drama should invariably meet members of State Committees whenever he is on tour and render advice and guidance.

8.16. The recommendatory and consultative machinery for registration of troupes appears to be satisfactory in the existing circumstances. The precise

reasons why this has failed to yield satisfactory results are not clear, but the fact remains that the artistic merit of the majority of the registered troupes deserves only a below acceptable standard rating. This finding emerges from the views placed before us by witnesses who are competent to judge the quality of theatrical performances and from the nature of the replies to the questionnaire circulated. Many a good play has failed to register an impact because of poor and indifferent production. During the last ten years that the Song and Drama Division has been in existence, neither has it acquired qualified technical staff to evaluate the quality of the performing troupes nor has it been able to evolve criteria for proper selection except in terms of limits of expenditure permissible for each performance. The Director has been saddled with administrative duties and supervision and direction of the Central troupes which prevent him from moving about the country in search of quality performers and assessing the technical quality of the performing troupes. The resulting selection on the basis of a consultative machinery functioning on no clearly laid down principles of selection has been generally poor.

8.17. A perusal of the registered troupes shows that the troupes are all professionals of not much standing in the regions concerned. It would appear that with the revival of interest in the theatre in the urban areas, the best among the professionals are drawn to the cities and towns where the gates are so attractive that the financial terms for registered troupes sponsored by the Song and Drama Division are comparatively unattractive. We have also been given to understand that an element of competition among Government departments has also been introduced with the Song and Drama Division being the less affluent competitor compared to other departments offering very attractive terms. There is a convincing case for standardised fee payment by Government irrespective of the Ministry or Department which sponsors programmes and for an enhancement of the present maximum rate offered by the Song and Drama Division. A few good plays well produced, though more expensive, create a better impact than indifferently produced plays operating under a limited expense account. We also recommend the utilisation on an adequate subsidy basis of amateur dramatic clubs and college dramatic clubs for a limited number of performances. There is a rich and purposeful talent available in these clubs which needs to be tapped. We also recommend the revival of the earlier scheme of commissioning State Government troupes for performing some of the approved plays of the Centre on a subsidy basis.

8.18. Among the original functions envisaged for the Song and Drama Division is the organisation of plays by villagers through Regional Officers and Field Publicity Officers as well as through the Social Education Organisation in the Blocks. The first agency does not seem to have done anything to carry out this function, while the organisation of plays through the latter agency came to a halt after an initial effort in 1956. The village theatre is still very much of a live organisation and if properly harnessed can play an effective role in publicity. In almost every Block headquarters visited by us, this point was emphasised and assurances of suitable local talent were forthcoming. The standard of local talent need not be very high but one that can fulfil a local need. We are convinced that to organise groups of talented villagers is not only a fascinating idea but a necessary step to spread Plan and development consciousness in rural areas, which the present registered troupes are unable to render for a variety of reasons. The proposal under consideration needs more data and a more detailed cal-

culuation of the financial and administrative requirements, which we are unable to provide. What we have in mind is that a scheme for a local theatrical group for every 15 Blocks, to start with, should be drawn up with Central financial participation of a nominal capital grant for equipment and a reasonable fee for every performance staged. We recommend that (i) a scheme on this basis be drawn up in consultation with the Ministry of Community Development; (ii) the scheme be tried as a pilot scheme in a few selected Blocks in the first instance; and (iii) it be extended to the rest of the country if the results of the pilot scheme justify such an extension.

8.19. The function of organising song and drama performances in the field has been entrusted to the Regional and Field Publicity Officers of the Directorate of Field Publicity. The theatre, we realise, requires trained personnel, but a duplicate field organisation for song and drama activities would not be justified. The field officers are essentially mass contact officers and steps should have been taken to equip them for the additional role as song and drama organisers. The present position is that these officers are not adequately qualified for the task entrusted to them. This deficiency is reflected not only in the indifferent assessment of artistic merit of the troupes they sponsor for registration and inadequate evaluation of the actual performances, but also in the neglect of the medium of song and drama in some States. In one or two States the performance of the Regional Officers is so poor that one gains the impression that they have not given much attention to song and drama activities at all. We recommend that the organisation of song and drama activities in the field be entrusted to the State Departments of Information who should ensure that only properly qualified officers head the song and drama units. Suitable training and orientation should be provided to them periodically through camps to be organised by the Director of Song and Drama.

#### DRAMA FESTIVAL

8.20. The Summer Drama Festival organised annually in Delhi has been a popular venture affording the citizens of the nation's capital an opportunity to witness performances of some of the best troupes from the States. We do not, however, find any valid reasons other than administrative convenience for not organising these festivals on a rotation basis in all the State capitals. Publicity aspect apart, such festivals have a part to play in the national integration process. These festivals are also desirable as publicity ventures. In the present form, they have little purpose to serve in cities other than those with a cosmopolitan population like Bombay, Calcutta, Madras, Hyderabad, etc. We, therefore, urge the formulation of a new scheme of festivals on a regional basis throughout the country under Central auspices and with the cooperation of the concerned State Governments.

#### CENTRAL TROUPES

8.21. We have witnessed performances of the Central Troupe, although they were defence and national integration-oriented in view of the needs of the times. We have also had occasion to study the reactions of the audiences to the performances both at Delhi and Hyderabad. There is little doubt that the performances were of a high quality and have had a definite impact. The purpose for which the troupe was established is to experiment with new plays

and to evolve standards which could be demonstrated to the other private troupes in the various States registered with the Division. At the same time, we were told that the troupe is to move only occasionally outside Delhi. The restriction on its movement clashes with the purpose of its establishment. The result has been that the troupe has concentrated its activities mainly in Delhi and has not served the purpose of demonstration to the registered troupes. Moreover, as a demonstration troupe its value to registered troupes in languages other than Hindi is extremely limited. From the point of view of Plan publicity, there is little justification for its continued existence as a Central troupe and we recommend that it be transferred to one of the neighbouring Hindi-speaking States under the Scheme of Sponsored Drama Troupes.

8.22. The programme schedule of the Departmental Troupe for U.P. and Bihar has come in for criticism in some quarters. The criticism is that the headquarters of the troupe being located in Delhi is standing in the way of the troupe fully concentrating its activities in the area it is expected to serve. There has also been no noticeable effort to cover smaller mofussil towns in the programme schedules. We recommend that this troupe also be transferred to either Uttar Pradesh or Bihar. Government may also review the position in regard to the extension of the Centrally-sponsored troupes scheme to other States. The scheme of Centrally-sponsored troupes is a sound publicity venture which should be implemented soon.

#### BALLET

8.23. 'Ballet' is an attractive form of entertainment and education but an expensive one. Training facilities and availability of talent are other factors which have been responsible for no special efforts being made to use ballet extensively for publicity. Four ballets—'Indra Puja', 'Bhagirath', 'Gangavataran', and 'Krishna Leela'—have been produced and staged so far, of which 'Bhagirath' was produced departmentally. 'Krishna Leela' was being staged during our tours and was drawing packed houses. The medium of ballet is a sophisticated medium suited to a special type of audience located mostly in cities and towns. We, however, do not believe that the primary needs of the rural areas should make us lose sight of the need of urban areas. We, therefore, recommend the production of at least one ballet every year and its staging in different parts of the country under the auspices of the Central Government.

#### GENERAL

8.24. We have given the most careful thought to the organisation of field programmes on behalf of the Central Government and have come to the firm conclusion that there is justification in reverting to the original scope of the functions envisaged for the Song and Drama Division, to which we have made a reference in an earlier paragraph—namely, organisation of performances through villagers, through States and through the Block organisation. We recommend that this be the pattern of the song and drama publicity function of the Centre in future and that the entire song and drama activity be organised through the State authorities. This recommendation would mean ensuring properly qualified staff in the State Departments of Information. The Centre should assist the State Governments through financial assistance and technical guidance for adequately equipping the State Departments of Information for the purpose.

8.25. The Director of Song and Drama should be attached to the Central Publicity Planning Group as an adviser to the Director-General of Plan Publicity to assist him in planning and directing the song and drama programmes throughout the country. He may have such staff as may be necessary for this purpose. Some of the functions the Director should be expected to perform are : (i) planning policy, direction and method of approach to Plan publicity, (ii) technical guidance to and inspection of field programmes, (iii) survey into modes of folk entertainment, (iv) training of officers executing programmes in the field as well as of artistes and entertainment parties, and (v) organisation of regional drama festivals.

9.1. Advertising and Visual Publicity are increasingly coming to be recognised as effective means for popularising Plan aims and achievements. Their function is to generate group motivations and create a favourable climate of public opinion for the attainment of national ends. The Directorate of Advertising and Visual Publicity performs this communication function through (i) display advertisements in newspapers and periodicals, (ii) printed material like posters, broadsheets, picture sheets, leaflets, folders, booklets, calendars, picture post cards, blotters, etc., (iii) outdoor publicity media like hoarding, enamel boards, metallic tablets, cinema slides, etc., and (iv) exhibitions.

9.2. A thirteen-year period of gradual consolidation of allied visual publicity activities preceded the establishment of the Directorate of Advertising and Visual Publicity as an attached office of the Ministry of Information and Broadcasting in 1955. The landmarks in the consolidation process have been the centralisation of display advertising in 1949 and of classified advertising in 1954, the setting up of the Space Selling and Distribution Branches in 1955, the amalgamation of the Exhibition Division in 1955 and the organisation of an Outdoor Publicity Section in 1956.

9.3. The Study Team has been asked to assess the impact of the publicity effort of the Directorate in the popularisation and promotion of activities and achievements connected with the Five Year Plans. Our group and individual discussions mentioned in the section on 'Scope and Method of Study' covered publicity measures undertaken through this Directorate as well. Similar was the case with the mail questionnaire survey covering a cross-section of the literate sections of the community. We also had the benefit of the views of officers in Government—Central and State—with long years of experience with the visual media and of representatives of leading advertising concerns in Madras. These exchanges gave us the necessary background information and data on what advertising and visual publicity can achieve in carrying the Plans to the people. Some tabulated data was available in the report on the mail questionnaire survey. The actual performance was assessed in the course of our field investigations at the District, Panchayat Samiti and Panchayat and Village levels, as well as among sectors of the population like industrial workers, farmers and agricultural labourers, businessmen, professionals, school and college students, etc. The conclusions we have reached are based on opinions formed by us through testing of advertising, poster and folder materials, observance of reactions to publicity through hoardings, cinema slides, etc., and sample testing of popular reactions at exhibitions.

#### GENERAL ASSESSMENT

9.4. One or two general observations ought to precede the statement of findings on the impact of the media employed by the Directorate of Advertising and Visual Publicity. The results from publicity through display



advertisements and printed material like posters, folders, etc., have not been as rewarding as could have been expected from the investment made on them. The principal drawback, as revealed by our investigations, has been that the Directorate does not possess the machinery for conducting readership surveys, audience research and copy research. The great advances that the world of commercial advertising has made is in no small measure due to the attention given to market research and copy research. The basis for purposeful governmental advertising and visual publicity as of publicity in general has necessarily to be communication research. At the moment, the designing of advertising copy or the poster rests on guess work, common sense and ingenuity of the copy writer or artist. Elsewhere, we have recommended the setting up of Divisions of Communication Research and Plan Publicity Evaluation and Intelligence and we expect that the requirements of the Directorate of Advertising and Visual Publicity will be met by these units.

9.5. Exhibitions and outdoor publicity media like hoardings have been proved to be effective, pointing to the need for more extensive exploitation of their utility. We have made certain recommendations in furtherance of this finding. Their implementation will mean larger allocations for publicity through these media. We are, however, confident that the publicity purpose they will serve will more than justify the enhanced expenditure.

#### DISPLAY ADVERTISING

9.6. Plan publicity through Press advertising was first undertaken during 1955-56 when five display advertisements were placed during the year in over 300 newspapers. The traditional medium of *panchangs* enjoying mass circulation was also utilised. This pattern of publicity has continued ever since with an expanding scope, the themes and emphasis varying from time to time. Mention may be made of the series on 'Help the Plan Help Yourself', 'Cooperation', 'Builders of New India', 'Make Sure the Gap is Bridged', 'Targets of Third Plan', and 'Changing Face of India'.

9.7. Advertising renders the communication function of bringing to public notice concepts, aims, objects, targets, achievements, in such a manner as to induce people to participate in the fulfilment of the national purposes and the attainment of national ends. The conveying of 'ideas through advertisements' is quite a different proposition from inducing people to buy merchandise. The buyer of commercial products is a more pliable target of the advertising technique than the consumer of slogans, exhortations, appeals, etc. Though the entire readership of the 'printed word' medium is served by advertising, the reactions, if any, vary from person to person depending on whether the reader is friendly, constructively critical, destructively hostile or plainly apathetic to the larger social and economic purposes which the State is seeking to serve. The impact study, therefore, permits only broad general conclusions.

9.8. The average reader of the newspaper or periodical is much too complex a personality to be persuaded to cooperate and participate by simple impacts that advertisements create. In periods of national crisis, the advertising medium can be used with telling effect as has been proved during the height of the Emergency. Even today, advertisements projected in the context of defence and development have persuasive appeal touching as they do the emotions of the people. Normally, however, the

quality of persuasiveness has been found wanting in advertisements projecting the Plans and development activities. Messages of individual programmes in the Plans have to be taken to the people concerned in terms of personal and environmental benefit. The major emphasis should be from the point of view of the people and not of Government. Positive and direct messages conveyed in specific terms to different sections according to their capacity to absorb carry great persuasive appeal. It will be an exaggeration to claim that Government advertising has been able to impart this essential quality of personalised and environmental appeal.

9.9. Two suggestions on display advertising brought to our notice deserve attention because of the validity and force behind them. Plan advertisements in daily newspapers fail to catch the eye of the average reader. The size, frequency of publication, layout and typography are the factors responsible for the nature of the impact. In all these respects, Plan advertisements suffer in comparison with commercial advertisements that appear day after day in daily newspapers. We urge that necessary improvements in all these directions be undertaken to enable Plan publicity achieve the impact that the medium of advertising is capable of. The second observation relates to the selection of advertisements in the periodicals. It has been stated that the selection is, more often than not, not in conformity with the readership of different types of periodicals. We have made a random sample study of the selection of advertisements from this point of view and find that there is substance in the observation. We urge that a more judicious selection standard be evolved for insertion of advertisements in the periodical press.

9.10. It has been urged before us that effective and regular liaison with the private sector in the advertising world has definite advantages which Government advertising is being denied today. Representatives of leading advertising consultants in Madras pleaded that the private sector in the advertising world is interested in identifying itself in an advisory capacity with publicity campaigns for the propagation of plans and programmes aimed at promoting people's welfare. Private agencies are, it was stated, to be looked upon as the extended hands of Government in performing these national tasks. The role of the Advertising Council in the United States of America during the last war and in the post-war period was cited as an example to show how advertising concerns could sell ideas as well as merchandise and services. Nearer home, the assistance rendered during the Emergency in a consultative capacity was emphasised. We have examined this offer with the seriousness that it deserves. Two reasons have prompted us to see merit in recommending the acceptance of this offer. Any such voluntary offer in furtherance of effective publicity for the Plans has to be grasped with both hands. In the second place there is no running away from the fact that top talent in the field is not attracted to service under Government partly because of unattractive salaries and partly due to Government service not offering a free hand to talented people. We, therefore, recommend that the full implications of the offer made be pursued with the Advertising Council of India and steps be taken to utilise the services of the private agencies in an advisory capacity for major Plan publicity campaigns. As a corollary, we also recommend that the Directorate of Advertising and Visual Publicity be given necessary powers to commission outside talent for important programmes of publicity at remunerative rates comparable to those prevailing in the private sector.

9.11. The policy and practice in respect of distribution of display advertisements also came in for critical comment. We are concerned with the policy and practice only in so far as it has a bearing on Plan publicity. The distribution policy came under fire on two counts : distribution (i) as between English and Indian language newspapers and periodicals, and (ii) as between newspapers and periodicals which have been positively and purposefully helpful in projecting the Plans and development activities and others which have either been indifferent or hostile to them. In the former case the argument was against the discrimination shown to English newspapers while in the latter case it pleaded for discrimination in favour of such newspapers as have displayed a helpful attitude in the propagation of the Plans. Being aware that this question has been engaging spotlighted attention in and outside Parliament, we propose devoting some attention to it.

9.12. The annual reports of the Ministry of Information and Broadcasting for the years 1962-63 and 1963-64 reveal the following facts about newspapers used, space consumed and cost involved in display advertisements in respect of both Government departments and autonomous bodies :

Year	No. of Papers used		Space consumed in column centimetres		Cost in Rupees	
	English	Indian Languages	English	Indian Languages	English	Indian Languages
1962 ..	277	780	4,45,574	12,42,496	17,74,647	18,90,222
1963 ..	267	873	2,92,156	7,72,902	13,22,290	13,54,434

9.13. Circulation figures as revealed by the Report of the Registrar of Newspapers for India show that the total circulation of all English newspapers (52.57 lakhs) is approximately one-fourth of the total circulation of all Indian language newspapers (202.91 lakhs). This proportion has also been maintained in the matter of the number of English and Indian language newspapers used and the space consumed in them for insertion of display advertisements. What is significant, however, is the cost incurred for such insertion in respect of the two categories of newspapers, which is roughly the same. It only goes to prove the disproportionately high rates paid to the English newspapers. The Estimates Committee (Second Lok Sabha) in its 158th Report had drawn attention to the need for establishing a direct and close relationship between the advertisement rates and the circulation of newspapers. Government have also accepted the recommendation. We trust that this glaring discrimination against Indian language newspapers will be rectified as early as possible.

9.14. Our concern is with advertisements relating to Plan publicity. Our observation is of particular relevance to such advertisements, for public cooperation is to be sought largely from the readers of Indian language newspapers. It is well known that each copy of an Indian language newspaper is read by many more persons than in the case of each copy of an English newspaper and that the Indian language newspaper is read more thoroughly than the English newspaper. There can be little doubt that if a wide segment of the population is to be reached it has to be through the language Press.

9.15. There is also a valid case for reviewing the policy in respect of those newspapers and periodicals which have shown a helpful attitude to

developmental programmes. Such a discrimination in their favour cannot and should not be regarded as soliciting their support on Government's behalf. All possible avenues of enlisting public support have to be explored and if this support has been forthcoming voluntarily from certain sections of the Press, they certainly deserve some special consideration. We, therefore, recommend that Government review its advertising policy and make it possible for newspapers and periodicals playing a positive role in publicising the national effort, to receive special consideration. A measure for determining such coverage should be the coverage accorded to publicity material released through the Press Information Bureau, particularly the features.

#### POSTERS, FOLDERS, BOOKLETS, ETC.

9.16. Printed publicity material is produced in 13 languages and the number of items produced and the extent of the print order have been on a progressively increasing scale as the following statement shows :

Year	No. of items	No. of copies distributed
1958	43	37,30,660
1959	54	1,02,16,851
1960	46	65,95,461
1961	65	1,09,60,018
1962	81	86,87,662

9.17. Display media like posters, postcards, calendars, match labels, blotters, etc., serve essentially the same purpose as advertising, namely the inducement of public participation in national endeavours. They are, however, directed to a much wider section of the population than newspaper readers. Captions and slogans in posters do help in conveying the message, but the essential quality of posters in publicity is projection of ideas through pictures and art forms. A good and effective poster is self-expressive and needs no elaborate supplementation by explanation. The part that poster publicity has played in national publicity campaigns in other countries is too well known to need reaffirmation.

9.18. We have carried out extensive tests in the field to determine the appeal and effectiveness of this medium for Plan publicity purposes. It would be unfair to pass a firm judgement on their impact because the several lakh posters which were to find their way to the remotest corners of the country have been insufficiently displayed. The bottleneck in the display arrangements has been the Block. Our experience of the utilisation of this extensively produced material has been sad. In the course of our tours in the countryside we found that the display of posters has been extremely poor. We shall discuss this aspect in greater detail when dealing with the utilisation of publicity material issued by the Ministry of Community Development. It suffices to mention here that very little impact could be established in rural India through this medium because of the extremely deficient arrangements for display. We, therefore, resorted to the practice of carrying a few select posters for field tests in the course of our tours.

We have also made efforts to check on the display of the posters in urban areas.

9.19. Attractively and imaginatively produced posters do attract considerable attention and have great appeal. There is, however, no running away from the fact that the artistic quality of poster production today is not the highest and not even tolerably good. Many of the pictorial compositions are either crude drawings or highly modern compositions. Posters carrying suitable photographic compositions have had better impact than those carrying artists' impressions. The production of a 'live' poster is a difficult process which cannot be reduced to a formula. Much depends on the creative urges of the artist and the identity he is able to establish with the character or activity he is seeking to portray. It would be extremely profitable if the artists and designers are periodically sent on study tours to enrich their background and to seek rural and urban profiles true to life. We recommend accordingly. The exhortations and commands that are conveyed through slogans and captions on posters should give place to more subtle and imaginative forms of inducing people to cooperate in national tasks.

9.20. A popular reaction which this visual medium shares with the others is that picture composition should conform to the regional prototypes. A "Standard Indian" who can be picturised has yet to be evolved. A possible solution to the problem may be for the Centre to produce posters in English and Hindi, leaving the production of the regional versions to be handled by the State Directorates. The financial implications of such a proposal may be an argument against its acceptance. There is, however, considerable justification in producing a few good posters which have local appeal rather than several which lack that appeal. We accordingly recommend that the production of regional language posters be entrusted to the State Directorates of Information. We also recommend that (i) the display of English posters be confined to the cities and large towns, (ii) the distribution and display of the existing type of posters and broadsheets in rural areas be discontinued, and (iii) only hoarding-sized posters be produced for display and distribution in rural areas. A reference to the hoarding-sized posters will be made when dealing with "Outdoor Publicity".

9.21. 'Folders' and 'Booklets' fall very much in the same category as 'Books' and 'Pamphlets', although their conception and approach differ. Small, attractively produced folders in bold print and suitably illustrated have a purpose to serve by the semi- and neo-literates in rural areas and their counterparts in urban areas. In fact, such folders are the only type of printed literature wanted by the village reader and there is no purpose in distributing pamphlets and books in rural areas. We, therefore, recommend that the production of printed literature directed towards the rural areas be strictly confined to the production of folders with attractive illustrations. We also recommend that such literature be dispatched directly to the Panchayats in view of the failure of the distribution arrangements through the Block organisation. In so far as the urban areas are concerned, the production of folders should be aimed at the different sections that constitute the urban population.

#### OUTDOOR PUBLICITY

9.22. The Outdoor Publicity Section of the Directorate employs different available means of outdoor publicity like hoardings, enamel boards,

poster frames, metallic tablets and cinema slides. Large hoardings have been installed in almost all parts of the country; enamel boards have been produced for use in tehsil/taluk headquarters; cinema slides are displayed in all cinemas, and suitable poster frames have been provided at railway stations, post offices and aerodromes. Railway coaches and transport buses have to a limited extent been utilised for the display of metallic tablets featuring Plan projects and panels carrying slogans.

9.23. Large hoardings on the highways, busy crossroads, and other important public places do arrest the attention of the people, convey an impression and result in an impact. The quality and durability of the effect depends on the conception and presentation of the subject. We feel that the medium should be exploited much more than hitherto and, therefore, recommend that big-sized cement hoardings be put up in each of the Panchayat Samiti headquarters and hoarding-sized posters be produced for display. The recommendation would incidentally solve the problem of up-keep and maintenance. It will no longer be necessary to have the hoardings painted. The posters can be replaced periodically. The Panchayat Samitis should be asked to put up the cement structures for the hoardings. We have come to this conclusion on the basis of a study of the use to which posters are being put today and of the manner in which hoardings are maintained. We also recommend that similar large-sized hoardings be set up at most frequented public places in district headquarter towns, busy road junctions on the National and the State Highways and select points on the trunk routes of the railway system.

9.24. Cinema slides display the same artistic and publicity quality as other visual media to which a reference has been made earlier. Their composition and message content leave but a momentary impact when exhibited in cinema halls and as such should be conceived and projected with greater ingenuity than at present. We have seen very little of display of publicity metallic tablets in railway coaches and transport buses. There cannot be any two opinions as to the great potentialities of using these modes of public transport for effective publicity. We recommend that the display of metallic tablets on all passenger trains on trunk routes to start with and on all State-owned buses be taken up as expeditiously as possible. Steps should also be taken to utilise the transport fleets of some of the established private road transport concerns.

#### EXHIBITIONS

9.25. The Exhibitions Division of the Directorate has a three-fold function, namely, (i) designing and production of exhibits, (ii) arranging and displaying exhibits either in independent exhibitions or as part of bigger exhibitions, and (iii) production and supply of exhibits to other Ministries and organisations and State Governments. There are now 15 field units (one for each State), three units at headquarters, three Exhibition vans, two railway coaches and a small workshop. While the field units hold exhibitions at relatively bigger places, the vans operating from Madras, Delhi and Calcutta arrange them in the rural areas. The two railway coaches operating from Delhi and Madras on broad and metre gauges respectively, and containing a complete exhibition inside, serve smaller stations which are not served by other means. The three units at the centre are devoted to family planning, national small savings and to participation in exhibitions

of an all-India character. The number of units in operation and exhibitions held have been as follows :

Year	No. of Exhibition Units	No. of Exhibitions held
1953-54 .. .. .	2	8*
1954-55 .. .. .	2	25
1955-56 .. .. .	4	45
1956-57 .. .. .	6	61
1957-58 .. .. .	8	76
1958-59 .. .. .	9	80
1959-60 .. .. .	12**	295
1960-61 .. .. .	17†	656
1961-62 .. .. .	21†	678
1962-63 .. .. .	23†	801
1963-64 (up to Dec. 31, 1963) .. .. .	23†	564

9.26. There can be no two opinions as to the efficacy of exhibitions for Plan publicity. They have a tremendous popular appeal and attract large crowds. The 'crowd-collecting' impact apart, exhibitions have an informative and educative function of no mean importance to render. We heartily endorse the widely held opinion that exhibitions organised by the Government of India and the State Governments have played a distinct and positive role in publicising the Plans and development activities. The recommendations that we have to make are, therefore, necessarily of the quantitative deployment of this medium.

9.27. A mere three mobile vans to serve the entire countryside is indeed a sad commentary on the value that is placed on publicity aimed at the great majority of our population. The urban-educated bias one notices in the entire range of publicity policy and execution can have no better illustration than this. Exhibitions have no doubt to be organised in urban areas because they have come to be recognised as the most meaningful expositions of what a developing economy is achieving. All the more the reason why they should be taken to village India, where the need for information and education in the proud achievements of the nation is greater. There is little doubt about the impact created by the mobile exhibitions. Our firm view is that the financial and manpower deployment on this medium will pay rich dividends and, given a choice, would recommend the part diversion, to this medium, of resources now being expended on media like publicity literature such as books, pamphlets, posters, etc., which serve little purpose with the rural millions. Our recommendation, therefore, is that the Fourth Plan schemes of the Ministry of Information and Broadcasting should provide for the setting up of one mobile exhibition van for every six districts in India. The exhibition units should be Central units but operating under the direction and control of the State Directors of Information in accordance with directives received from the State Committee for Direction and Coordination of Plan Publicity. We have examined the cost aspect of the recommendation and feel that the investment even though somewhat heavy in the initial stages will pay rich publicity dividends.

\*Plus four by two railway train exhibits.

\*\*Including one van and one railway coach.

†Including three vans and two railway coaches.

9.28. The 'On to Victory' exhibitions have proved to be extremely popular and effective means of bringing home to the people the needs of defence and people's part in the defence effort. As and when circumstances permit, the theme of Plan and development should be employed by these units.

9.29. The Railway Exhibition coaches have indeed been popular at whatever points they have touched. Their impact has been necessarily limited for two reasons : (i) the number of points they can touch in a year is limited, and (ii) a single coach exhibition unit is hardly likely to produce any measurable impact. Even so, the coaches have served the purpose they were intended for, namely, to reach smaller stations not within the easy reach of the field units. Our recommendation is that there should be two-coach exhibition units in each of the Railway Zones. These units should be refitted from time to time in accordance with the themes to be emphasised.

9.30. One final suggestion before concluding this section. No one single individual has contributed more to the concept of democratic planning than Jawaharlal Nehru. The 'Plans' are to be regarded essentially as the gifts of his wisdom and leadership to the nation. We cannot visualise a more fitting recognition of his services to the cause of planning than to organise an exhibition-on-wheels projecting the Plans through his inspiring words. We, therefore, recommend the commissioning of two Exhibition trains on the broad gauge and metre gauge systems. The former should be formed with the coach that carried his ashes to the Sangam as the Central unit. The Exhibition could be dedicated to the theme: "The Prime Planner".



10.1. The newspaper is doubtless still the most powerful single agency of communication available today to the practitioners of public relations. The power and prestige it carries rest on its responsibility as the watch-dog of peoples' interests, its role in the maintenance and development of free societies and its function of moulding public opinion. The context of ordered national progress through democratic planning brings its constructive and positive role into focus and calls for its identification with the national goals and purposes of developing societies much more than what is expected of it elsewhere. It demands assumption of a responsibility for realistic reporting of events and forces that facilitate the attainment of social ends and others that militate against it. In addition to rendering its primary function of objective information and comment, it has to ensure active and purposeful participation in campaigns for the realisation of national aims, aspirations and objectives. With the new functional dimension it acquires in the circumstances, it becomes the friendly counsellor of the people on behalf of the State and Society in their endeavours for creating a good life for the masses.

10.2. The State exploitation of its potency and power to inform, educate and influence is, however, limited as compared to other media. Circulation figures suggest that less than five per cent of the population is at present being served by newspapers. It is estimated that within the next decade there would be twice as many readers as there are today. Even so, it must be admitted that for a long time to come the newspaper cannot reach the bulk of the people. But it serves a highly sensitive and influential section of the population and on that account will continue to retain its traditional importance in the communication process. The fact that it is the only medium which is free from governmental control and influence is another factor which conditions its utilisation for publicity purposes.

10.3. The nature and scope of the medium as outlined in the previous paragraph sets the responsibility of Government to it in an entirely different context than that it carries in respect of other media. Direction of public opinion is increasingly becoming a planned endeavour in view of the assumption by the State of the responsibility to plan the weal and welfare of its citizens. A deliberate attempt to purposefully utilise the Press for propagation of national aims and achievements has come to be accepted as a normal function of governmental public relations. The role of Government in Press publicity can be broadly categorised as : (i) provision of access to news and ideas; (ii) giving periodical account of Government's stewardship of national affairs; (iii) utilisation of the Press for exhortations, appeals and messages in respect of national aims, aspirations and objectives; (iv) filling up gaps in the information to the people arising out of failures and incapacity of the Press to report for lack of authentic information; (v) assessing public opinion on governmental policies and achievements through news, views and comments available in the newspapers; (vi) assessing the role of the Press in informing and educating the public about national

achievements; and (vii) providing facilities to the Press for informed, unbiased and objective reporting of progress.

#### PRESS INFORMATION BUREAU

10.4. It is, therefore, largely a liaison function that is entrusted to the Press Information Bureau. The five-fold role of the Bureau comprises :

- (i) Press publicity adviser to Government;
- (ii) spokesman of Government for dissemination, explanation and interpretation of news relating to policy, achievement and activities;
- (iii) public relations with the Press to supplement and reinforce the above two functions;
- (iv) reporting of public reactions as reflected in the Press;
- (v) providing source publicity material to Ministries of Government, writers, authors and journalists.

10.5. These duties are performed by officers of the Bureau attached to the Ministries of the Government of India, by officers manning the sections providing different services and by the regional and branch offices of the Bureau. The services of the Bureau to the Press are available through Press releases, oral briefings, conducted tours and pictorial media services like photographs, plastic ebonoid blocks and photo panels. 3,800 newspapers and periodicals in 13 languages are on the distribution list for written publicity material. Over 220 Press correspondents accredited to the Government of India are provided facilities for Press conferences as well as for oral briefings by Information Officers every day during which questions are answered and elucidations and supplemental information are provided. The ebonoid block service is available to over 1,000 second and third-line newspapers and periodicals. Photographic service to leading newspapers is also made available. A 'photo panel' service is provided to 46 centres in the country. Conducted tours for journalists, authors and poets to various major and medium project sites are also a feature of the Bureau's services. Reportage to Government comprises Press opinion analysis and daily clippings service. The record of clippings is also used as source material by scholars and researchers.

#### METHOD OF INVESTIGATION

10.6. It is obvious that the scope of the assessment of publicity through the Press has to be confined to general observations on the coverage accorded to development news in the Press and to specific findings on the qualitative and quantitative aspects of the services which the Press Information Bureau renders to the national and provincial Press as well as on the existing methods and techniques of Press publicity. The evidence to base our conclusions came largely from members of the public interviewed by us, members of the journalistic profession representing the editorial, reporting and corresponding wings and Central and State officials connected with governmental publicity through the Press. This pattern of investigation adopted at State capitals was extended to the district level, below which we depended on the views and comments of literate persons in communities which were within the reach of newspapers.

10.7. In assessing the impact of publicity through the Press, it has not been possible to draw a clear line of demarcation between general publicity and Plan publicity. The overwhelming bulk of Press publicity material issued by the Bureau, we were told, relates to the Plan or various activities flowing from it and, therefore, a separate factual record of Plan-oriented publicity was not possible to compile. The comments and views we have to express, therefore, pertain to the Bureau's services generally.

#### METROPOLITAN AND SUB-METROPOLITAN NEWSPAPERS

10.8. The metropolitan and sub-metropolitan Press based in the State capitals and towns with a population of over a lakh each accounts for 77 per cent of all newspapers published in the country and for 87 per cent of general interest newspapers (*i.e.* newspapers which serve as an initial source of written news of current events in the fields of public affairs, politics, government, etc.). The newspapers based on Bombay, Calcutta, Madras and Delhi themselves account for 36 per cent of the total number of newspapers in the country and for 76 per cent of all newspapers published in the States of Maharashtra, West Bengal, Madras and the Union Territory of Delhi. Arising out of the dominating position they hold in the newspaper communication process, they wield a political and social influence on the course of national affairs far in excess of what mere circulation figures might indicate. At any rate, 'Press Publicity' as is understood in governmental circles shows a heavy preoccupation with publicity through these metropolitan newspapers.

10.9. The Press centred round Bombay, Calcutta, Madras and Delhi is the core of the metropolitan Press. The paradox of the Bureau's performance is that while these papers are among its most favoured clients, the coverage accorded by them to Government publicity material put out by the Bureau is the smallest. With their string of correspondents operating at various levels, these papers are more or less self-sufficient in their sources of information and depend on the Bureau for accreditation and the facilities it accords, occasional oral briefings and textual and factual information.

10.10. It cannot be denied that, by and large, this section of the Press has not provided the coverage to development and Plan news and propagation thereof as could have been expected from national newspapers of their standing. They have generally failed to inculcate a sense of pride of achievement in the people. Demands of column space for advertisements as for reportage of national and international political news and metropolitan news, have crowded out straight reportage of development news to a few infrequent inside page columns, which do not generally catch the eye of the average newspaper reader. Occasional front-page headline coverage is accorded to ministerial statements, conference proceedings and analysis of Government reports on achievements. The conclusion we have arrived at is that the metropolitan Press has yet to provide active and purposeful participation for the realisation of developmental aims. So long as the participation is assured, it is immaterial whether the approach is friendly or critical. The news agencies which feed them have hardly any adequate facilities for periodical reporting on the comparatively small but significant efforts of people and communities away from the big cities and towns. One sees very little of reporting from the field relating to the steady but significant changes that are taking place to change the face of rural India.

10.11. The rest of this section of the Press emanating from other State capitals and cities has given a better account of itself so far as coverage of development news is concerned. Excepting some of the more affluent ones with correspondents in Delhi, this section depends on the news agency services supplemented by the Bureau's services and the services of the State Information Departments. These newspapers serve a vital mass communication function in that their influence extends to the rural areas and the mofussil Press and are a public opinion force to reckon with in the States. They show a major preoccupation with local politics rather than with economic and social affairs and touch upon the latter only when there is a political slant to them. They indulge in a futile attempt to cover the same ground as the national newspapers without the same resources. Many of these newspapers suffer from a comparative dearth of good mofussil correspondents. All these factors are responsible for the sub-metropolitan Press not providing a service adequate to the needs of a developing society. It has, however, the potentiality which needs fuller exploitation. The major difficulties of this section of the Press are inadequacy of newsprint, incapacity to build up its own reporting services on an adequate scale and lack of rapid and assured communication facilities. In all these respects, assistance through Government sources would to some extent help in enabling it to attain its full stature and sphere of influence in the smaller communities. We, therefore, recommend that a more liberal approach to allotment of newsprint and a more extensive developmental news service be provided to these sub-metropolitan newspapers.

#### MOFUSSIL PRESS

10.12. The mofussil Press is by far the most important link in the communication chain and yet the weakest. In countries which have built up a modern communication system, the small town bi-weekly or tri-weekly newspaper is the core of community life and the local editor the most influential among the moulders of public opinion. The advantage which the small newspaper has over its big city cousins is the personal and intimate link with the members of the local community. We are convinced that the future of the newspaper as a medium of mass communication lies in the systematic and sound development of this section of the Press. The great experiment in democratic decentralisation in operation throughout the country will receive sustenance and support from a healthy mofussil Press. There can be little doubt of what a healthy mofussil Press can do to inculcate high ideals of public service and a sense of dedication to people's weal and welfare in the working of the local self-governing institutions. We have had no occasion to examine the needs of the mofussil Press for governmental services in the detail that they call for. A few general impressions were, however, available. Financially weak, organisationally ill-equipped, editorially indifferently manned, the mofussil Press should be an object of deep social concern. What is more disturbing is that the great majority of newspapers in this category are ideologically divorced from high principles and are susceptible to unhealthy influences. We are glad that the state of this section of the Press and its requirements are now engaging the attention of the Diwakar Committee.

10.13. In most areas, these newspapers depend almost entirely on Government sponsored services for publicity to development and Plan activities. The feature and ebonoid services of the Government of India and other

similar services of the State Governments constitute the mainstay of the mofussil papers to the extent that they are able to provide coverage to Plan publicity. Since the question of the state of this Press and the directions in which they can be assisted by Government is engaging the attention of the Diwakar Committee, we refrain from making any specific recommendations.

#### PERIODICALS

10.14. The section of the periodical Press which concerns itself with a serious discussion of contemporary problems is an important avenue of communication with the intelligentsia. No serious effort has been made at all to utilise this Press for an objective presentation of development problems and to promote a healthy discussion of the pace of progress. This is a serious lacuna in Government's communication approach. The periodical Press represented by school and college magazines has also not been catered to adequately. Positive measures have to be taken in this direction with the assistance of the educational authorities.

#### BUREAU'S SERVICES

##### (a) *To Language Newspapers*

10.15. In the preceding few paragraphs, an attempt has been made to broadly indicate the utilisation of Government publicity material by different sections of the Press. The services of the Bureau need scrutiny from the point of view of the needs of these different sections. The services to the language newspapers may be considered first because there can be no difference of opinion that the future of mass communication through the printed word belongs to them. The Bureau's services are being provided by the Hindi and Urdu Press units at Headquarters, the regional offices of the Bureau at Bombay, Calcutta, Madras and Jullundur and the branch offices at Srinagar, Jammu, Jaipur, Lucknow, Varanasi, Patna, Gauhati, Cuttack, Ahmedabad, Nagpur, Hyderabad, Bangalore and Ernakulam. These offices are utilised to facilitate fast transmission of publicity services to the language newspapers with the help of translation units and to provide links with the local Press. These offices are linked with headquarters or the regional offices by means of teleprinter channels. The four regional offices in addition also originate publicity material, while the branch offices are mainly meant for distribution.

10.16. Generally speaking, the language Press is being fairly adequately served by the services of the Bureau. It has shown greater eagerness to utilise the Bureau's material than the English Press. If the utilisation has not been to the desired extent, limitations of space and the nature and quality of the material supplied are the responsible factors. The latter depends on the interest that it can provoke in the readers of these newspapers, most of which have rather limited circulations. Material relating to distant projects or articles loaded with figures and facts have found less utilisation than human interest stories and features based on local programmes. The reason appears to be that the original material is prepared for the English papers and is translated for the language Press. Even though an attempt is made to adapt the original versions to suit the requirements of the language papers, the translation is mostly faithful rather than free. Since accuracy in the translation of policy statements, public notices,

etc., is insisted upon, free translation is not encouraged. But, surely there cannot be discouragement of free translation in respect of material which does not belong to this category. This has not unfortunately been the case and the translations tend to become verbose, technical and beyond the understanding of the average reader of the language Press. The language services need to be freed to some extent from bondage to the services in English. These services must now come into their own and for this purpose original writing rather than translations should be encouraged in the feature services. The language units of the Bureau's regional and branch offices should be strengthened and given more freedom to originate publicity material in the Indian languages.

(b) *Feature and Photo Services*

10.17. The news bias in the day-to-day functioning of the Bureau has resulted in inadequate attention being paid to the feature service both from the point of view of the importance of the service and from the angle of staff deployed for the purpose. There is no denying that purposeful publicity that can be secured through the feature service, particularly in non-metropolitan newspapers, has been far from satisfactory. These newspapers value this service better than the material relating to day-to-day governmental news, which is provided, for the greater part, by news agencies. There is little of such feature material emanating from the regional and branch offices, which confine themselves to the production of an occasional feature story relating to the Government of India offices within their jurisdictions. The issue of features is resorted to mostly on special occasions like the national days, and even these have the character of summaries of programmes and achievements rather than of creative writing. Information Officers are so much tied down to the day-to-day routine of departmental publicity that the long-range publicity projection and feature work has suffered. We see the need for a complete orientation of approach to features so as to provide for a more sustained and imaginatively projected feature service. This should be effectively tied up with the pictorial service. The ebonoid service has proved to be extremely popular with second and third-line newspapers. It can provide more fruitful results if it is related closely with the features that issue. Both these services are bound to have great impact if they carry material of local interest and appeal.

(c) *Press Tours*

10.18. No aspect of the Bureau's activities has provoked greater interest from editors and correspondents than the conducted Press tours to development project sites. The comments made were that these tours have been infrequently organised, that the selection of the participants has not been wide enough to cover all newspapers and all categories of journalists, that the tours should not be confined to visits to major and medium-sized project sites and that the tours should not, to the extent possible, partake too much of a conducted nature. The consensus of opinion was that the Press tours should aim at provision of facilities to journalists to inform themselves adequately about the stage of development progress. We shall deal with all these matters in the portion relating to recommendations.

**(d) Press Advising**

10.19. Officers of the Bureau seconded to the Ministries of the Government of India are expected to function as advisers on publicity through the Press. It must be conceded that these officers have done a better job of their advising function than officers of other departments of publicity. Here again, much of the success that attends the efforts of the Bureau's officers is dependent on the personality, initiative, drive and other persuasive personal qualities that the officer concerned can bring to bear on his relations with the officers in the Secretariat. The nature of the duties the information Officers are expected to perform has been clearly spelt out and brought to the notice of all Ministries. Even then, there is inadequate appreciation of the Information Officers' role. The main handicap in the implementation of the system has been that the Secretariat officials continue to be inhibited in their public relations approach and "display a hide-bound attitude towards publicity" as a Member of the Planning Commission put it. Our free and frank discussions with publicity personnel both at the Centre and in the States resulted in an admission that there is need to more fully acquaint the administration with the role of publicity and with the necessity to let experts handle the job without non-professional interference. There has also been an unfortunate tendency to introduce status considerations in the treatment accorded to Information Officers by the Secretariat hierarchy even though such considerations have been absent in governing the relations between the Ministers and Information Officers. All these factors have conditioned the performance of Information Officers. It is time that the administration recognises that publicists are professionals in Government with an important role to play in acquainting the public with the achievements of the administration. While on the subject of the Press advising function, we might as well draw attention to the need to cast the advisory role of the Information Officers in a wider context. A reference has already been made in the section on 'Coordination' to this subject. It is our considered view that Information Officers attached to the Ministries should plan and project publicity through all media.

**RECOMMENDATIONS**

10.20. Our recommendations for the extension and improvement of the Bureau's services are as follows :

**(i) To the Metropolitan and Sub-Metropolitan Press**

- (a) The most useful service that the Bureau could render to the metropolitan and sub-metropolitan newspapers is to sponsor a programme of periodic tours and investigations in select parts of the country for individual senior correspondents. The knowledgeable and gifted among them can provide through such unconducted tours an impressive and effective projection of the development programmes in terms of human weal and welfare. Such correspondents, selected on the recommendation of the journalists' organisations, should have complete freedom to see, observe and report on the state of progress. We, therefore, recommend that the Press Information Bureau should draw up a scheme to make such unconducted tours for individual correspondents possible.

- (b) The Bureau should issue a fortnightly digest of rural and small town development news which the newspapers can use as a regular feature. Many of these newspapers do not have facilities for reporting such news. In organising this service the Bureau should enlist the cooperation of the Community Development Organisation throughout the country.
- (c) A Background and Reference Service providing a classified digest of news, views, comments, etc., for ready consultation by leader writers, feature writers, etc., should also be started.
- (d) The Bureau should provide a Feature Service of high quality on an exclusive basis to a select number of these newspapers with large circulations for coverage in Sunday Magazine editions. Many of them do not now utilise the Bureau's feature service partly because of the comparatively poor quality of the features and partly because it is not offered on an exclusive basis.
- (e) Closer and more frequent public relations work with editors and senior correspondents should be undertaken for more extensive coverage of Plan and development news. This obviously must be done at the highest level of the Principal Information Officer. Through such close liaison with the leaders of the profession, the Bureau should ensure that the Press cultivates a sense of pride in achievement among the readers.

(ii) *To the Non-Metropolitan Press*

- (a) The Bureau should start a special Regional Photo-cum-Feature Service with emphasis on programmes under implementation nearer home.
- (b) The Bureau should provide a Background and Reference Service referred to under (c) of (i).
- (c) The Bureau should arrange for mailing of Government literature to correspondents in State capitals, important cities and district headquarter towns.
- (d) The Bureau should provide fortnightly round-ups on Plan and development activities with emphasis on activities in the region.
- (e) The Bureau should provide a Photo Panel Service with brief write-ups for utilisation in Sunday Magazine sections.

10.21. On the organisational side we suggest improvement in the following directions :

- (a) There should be planning and implementation of more purposeful programmes of Press publicity at the divisional level in the Bureau. These divisions can be utilised for drawing up guidance notes and directions for original publicity material through the regional and branch offices.
- (b) The Feature Service should be reorganised with adequate and competent staff at headquarters and in the regional offices. This staff should be enabled to go out frequently on tour for imparting depth in reporting and in search of success stories.



- (c) The Press Analysis Service should be more fully utilised for effective and purposeful publicity through the Press.
- (d) The regional and branch offices should establish close liaison and integrated functioning with the news wings of the State Departments of Information.

10.22. We have already stated that the photo pictorial service of the Bureau is among its most appreciated services to the Press, particularly the language and mofussil Press. The quantum and the quality of the service, however, offer considerable scope for improvement. As in the rest of the Bureau's activities, the emphasis on publicity for day-to-day news has been at the expense of long-range publicity. We have examined the working of the Photo Division of the Ministry of Information and Broadcasting and have come to the conclusion that its highly competent and qualified staff should be more effectively used for photo publicity through the Press. At the moment, the Division functions only as a production unit catering to the needs of the media units, and the Head of the Division, who is a well-known and eminent photographer, has hardly been permitted to function as adviser on publicity through pictures. Occasionally his advice is sought on technical matters, but he has been given little or no freedom to initiate and plan photographic coverage of development programmes. We recommend that the Photo Division's functions be suitably modified so as to permit the Division to exercise its legitimate function of planning and projection of photo publicity for the Plans. The Head of the Division and other officers should be freed from routine administrative duties to enable them to effectively discharge the new function we envisage for them.

10.23. As already stated, the state of the mofussil Press should be an object of special concern. There is enough justification for a governmental lead in the matter of establishing a chain of small weekly newspapers all over the country through the auspices of the Zilla Parishads. What we envisage is newspapers dedicated to local needs and publishing material of an educative rather than news value. These papers, financed initially for capital equipment and recurringly for part of the running expenses, should be written and edited primarily from the point of view of the semi- or neo-literates in the rural areas and with a slant on local development programmes and performances in the fields of agriculture, animal husbandry, small and cottage industries, health, cooperation and Panchayati Raj. Every care should be taken to ensure that the newspapers are not used for personal or factional publicity or for airing political differences. It should be possible to find public figures with a high sense of national purpose to take charge of the management of these papers. Such newspapers could depend to some extent on a rural news service which one of the existing news agencies may be encouraged to develop, material from the Press Information Bureau and State Departments of Information and a transcription service of radio broadcasts both in the general news programmes and the special programmes directed to rural listeners. We urge that such a scheme be tried out on a pilot project basis in the Package Programme Districts to start with and extended gradually to other districts if the results shown over a period of two years justify it.

11.1. 'Publications' is a generic term applied to all that is written, edited and published. In current Government communication parlance its connotation is confined to publicity through books, pamphlets, pictorial albums, journals, etc. The function of maintaining a regular flow of such printed publicity material is the task entrusted to the Publications Division of the Ministry of Information and Broadcasting. The Division is responsible for the preparation, production, distribution and sale of publications which provide the general public at home and abroad with information about the country and its culture, the activities of the Central Government, the Five Year Plans and the progress of the various development plans in the country and about places of tourist interest. The publications are issued in English, Hindi and "to the appropriate extent" in the regional languages.

11.2. There is little in the pre-1953 developments in the growth of this Division which is of direct relevance to our study. Starting in 1941 as an organisation for the production and distribution of publicity material to counter Axis propaganda in the Middle Eastern countries, the Division acquired its present name in December 1944 and was made responsible for printed publicity material intended for internal use as well as for distribution abroad. Its war-time counter-propaganda function gave place to the function of projecting India abroad and of educating and informing the public at home about developments abroad and post-war reconstruction and development programmes in India.

11.3. The latter function assumed great importance with the inauguration of the First Five Year Plan. The Division had brought out a number of pamphlets to publicise the Plan even before the Integrated Publicity Programme took its final form in October 1953. There are two broad categories of publications that the Division brings out : (i) books and pamphlets, and (ii) journals. Both are designed for different levels of readership, ranging from school students and neo-literates to fairly well-educated sections of the reading public.

11.4. The progressive increase in the Plan publicity activities of the Division has been as shown below :

	Pamphlets on Plan and Development Activities			
	English	Hindi	Other Languages	Total
First Plan	60	36	109	205
Second Plan	115	65	409	590
Third Plan (up to end of December 1963)	63	40	238	341

11.5. The salient aspects of the Division's publication activities in regard to the Third Five Year Plan may be summarised as follows :

- (i) A Hindi version of the Third Five Year Plan.
- (ii) An official summary of the Third Five Year Plan in English, Hindi and Urdu. Other language versions were published through the State Governments.
- (iii) A shorter 'popular' summary of the Third Five Year Plan in all the languages.
- (iv) Eleven small pamphlets in the "Know the Plan" series written in simple language for wide distribution and highlighting the achievements of the first two Plans, the objectives of the Third Plan and with different fields of development, such as agriculture, industry, social services, etc. The print order was of 1,00,000 in the case of the Hindi pamphlets and 10,000 to 40,000 in the case of other languages, the variations being related to the population and the literacy figures.
- (v) An imaginative presentation of planning in each language written in original by eminent authors. Such publications in Gujarati, Kannada, Malayalam, Marathi, Punjabi and Tamil have since been released.
- (vi) A revised edition of "We Plan for Prosperity" meant for high school students, "Towards a Self-Reliant Economy" for the foreign reader, and "Kurukshetra" a symposium on community development in India.
- (vii) Among publications in various stages of preparation were a question-answer brochure on the Plan, a pictorial presentation of the Plan, a key book highlighting the achievements since independence and another seeking to set out the vision for the future as well as the social philosophy underlying planning.

11.6. The Division brings out 17 journals comprising 5 fortnightlies, 10 monthlies and 2 bi-monthlies. Four of these journals are primarily devoted to Plan publicity. These are :

- (i) *Yojana* (fortnightly in English and Hindi), which carries articles and features and provides a forum for informal discussion of problems of planning and development.
- (ii) *Kurukshetra* (monthly in English and Hindi) dealing with the progress of the community development movement.
- (iii) *Panchayati Raj* (monthly in English) covering the developments in rural India since the inauguration of Panchayats.
- (iv) *Social Welfare* (monthly in English and Hindi), the official organ of the Central Social Welfare Board devoted to discussion of various aspects of social welfare problems.

*Indian Information* in English and *Bharatiya Samachar* in Hindi provide adequate coverage to Plan developments.

#### METHOD OF INVESTIGATION

11.7. The study entrusted to the Team is to establish the physical reach and qualitative impact of the 'printed word' as a communication means to

inform and influence, educate and enlighten the citizens in the socio-economic planning process and development. The investigation of these twin aspects comprised :

- (i) Briefing by the Director and other officials of the Publications Division regarding programme of production, distribution and sale with emphasis on audience targets and print orders as well as channels and points of distribution.
- (ii) Analysis of written replies to the questionnaire issued to non-officials and officials, to which a reference has been made in the section on "Scope and Method of Study".
- (iii) Discussions with legislators, educationists, social workers, trade unionists, members of Panchayati Raj institutions, groups of villagers, etc., in all States visited.
- (iv) Visits to schools, libraries, information centres, etc., for surprise check of stock of publications, their display and distribution.
- (v) Field tests to establish the suitability of language, content, illustrations, printing, etc.

#### THE MEDIUM

11.8. There is need to clearly understand the role assigned to books, pamphlets and magazines in publicity and to distinguish between the potency of the printed word in general and the extent to which this potency can be tapped for communication with the masses. The art of creative writing can and should be the vehicle of helping the people to understand and assimilate the spirit of the times. The present phase in our national life is no less an epoch than others in the past, witnessing as it is the birth of a new order based on dynamic and progressive concepts of social and economic justice. Creative writing can help people to comprehend the meaning of their heritage, to understand the present and to provide an insight into the shape of things to come. The 'printed word' can achieve this with maximum effect and as such can have a deep and abiding influence on the course of national development.

11.9: Publicists in Government are as much the products of the age as those outside it and their literary products betray the virtues and shortcomings of the literary attainments of the society they live in. What makes them different, however, is that their freedom of expression and interpretation is subject to an unnatural, though probably inescapable, curb imposed by the disciplinary requirements of service under Government. This conditioning of governmental literary effort has been responsible for an apologetic approach to publicity for the Plans rather than a critical approach.

11.10. The impact of the printed word, it must be recognised, is generally meant to be felt by the small select group of citizens who influence the thought and action of the general public. On merits, it is not a medium of mass communication in the same sense as the radio or the film is. Yet, it has come to be employed as such in this age of the Common Man, to whom all the messages are directed. When one considers the make-up of the general audience that printed publicity has to cater to, the responsible task of Government publicists fully comes into focus. It is not the variety of languages in which books and pamphlets are to be brought out that is

the problem. The challenge lies in the bewildering variety of literary and language tastes to cater to. The publishers' performance is measured by different yardsticks. The sophisticated western-educated and western-oriented readers set comparisons with the products of the more advanced western world. The ultra-nationalists seek the classical idiom in which the best of traditional Indian literature is written. The members of the urban-based middle class have not yet evolved any standard of literary taste and are generally averse to subjecting themselves to the exacting effort which book reading requires. The language purists would not tolerate any attempt to enrich the linguistic culture by borrowings from abroad. The progressive democrat would have nothing to do with any literature which fails to employ the vocabulary of the masses. The literate person in rural areas has not much use for any pamphlet or folder which is not in his dialect. It is this bewildering variety of reading requirements that poses the dilemma of the Government publicists, on whom falls the responsibility of explaining Government to the people. If this responsibility has not been carried out to a satisfactory degree it has been no less due to the reasons stated above as due to a failure to plan the production of publicity literature in strict accordance with the requirements of the target audiences.

11.11. The relative merits of publications as a medium of mass communication also deserve notice. Books and pamphlets do not fall in the same category as other media for several reasons. They are not generally addressed to the mass audiences that audio-visual media do, nor do they share with newspapers—also a printed word communication means—a wide reading public. Their appeal is necessarily to a select group of those blessed with a degree of education and comprehension not shared with the masses. Publications also lack a sense of immediacy which other media like the radio possess. However, what is lost in timeliness is compensated for by careful and cogent presentation of facts. Only the medium of books and pamphlets can provide sustained and systematic exposition of facts and events. Printed publicity has a deeper and more lasting impact, and its value as a tool of communication lies in its primarily informative and educative function. It has an edge over other media in that the information it provides can be absorbed at the reader's convenience and can be referred to repeatedly. Publications have justly been described as the most lasting products of mass communication.

11.12. It is paradoxical, however, that printed publicity has its virtues as well as its shortcomings. Time is of the essence in the servicing of informational activities and this element publications lack in view of the time that has to go into compilation, editing and publication. When the literature reaches its target audience, therefore, its impact gets diluted and stands in contrast to the direct and immediate impact of media like the radio. The medium also lacks the intimacy, human touch and emotional appeal that the 'spoken word' carries to the listener. The impersonal and undramatic effect that cold print produces is a factor that makes printed publicity a step removed from other media. It is also an exacting medium demanding reading effort and habits and constant imagining which the general audience is not able to provide for a variety of reasons. Above all, in a country of illiterate millions, the appeal and impact of the printed word is confined only to the literate sections, who constitute less than one-fourth of the population.

# **PART I**

11.13. We are tempted to discuss at this stage the planning that goes into determining specific targets when preparing printed word programmes of publicity. A perusal of the publications supposed to cater to the different sections of the population has revealed that what the publicists have in mind is only "the people" in the abstract rather than focussed readership for different categories of publications. Our inquiries have resulted in the statement that in preparing the programmes, the needs of the different sections of the community and of different levels of understanding "are kept in view". The vagueness of the expression "are kept in view" illustrates the point we wish to make. One example cited is that of popular pamphlets written in simple language and suitably illustrated meant for distribution among the bulk of our people who are not well-educated. At the other end of the scale are publications meant for the fairly well-educated and sophisticated sections of the reading public. The claim that a distinction is made in the literature produced for different sections is not fully sustainable as our examination of some of these publications and testing of popular reactions have revealed. The language and content presentation of the so-called popular pamphlets for bulk distribution are only a shade removed from those of the publications aimed at the more educated sections. They are also comparatively poor productions from the point of view of printing illustrations and get-up. The presentation of material also needs improvement for generally it smacks of being a near copy of the presentation in administration reports. We recommend that the Division evolve a more scientific assessment of the reading tastes and requirements of different classes of readers than what obtains at present. This work should be entrusted to the Planning Group we have recommended for the Division as part of our general recommendation for the setting up of such groups in each media unit. The services of the Division of Communication Research should also be utilised for the purpose.

#### GENERAL ASSESSMENT

11.14. The assessment of the impact of publications in more specific terms could as well start with the segment of the population which the medium least serves today. One of the most important findings to emerge from our investigations is that printed publicity directed towards the rural areas is comparatively a waste of effort and resources, which could as well be directed towards more productive channels of communication. The principal reason for arriving at this conclusion is that the content and language of publications as conceived and projected today are beyond the reach of the comprehension and understanding of the semi- or neo-literates in the villages. A good deal of patient and extensive survey and research into the vocabulary of the village literate is needed before more satisfactory results can be obtained. We have seen a number of publications meant for wide distribution. We have also tested the suitability of such literature for the citizens who live in the villages. The conclusion we have arrived at is that these publications have made little or no impact. We, therefore, recommend that the bulk distribution of publicity literature as it is now being produced should be discontinued so far as rural areas are concerned. We have elsewhere recommended that only attractively printed folders should be distributed in large numbers in the rural areas. During the year 1962-63, the Publications Division had released for distribution 40 lakh copies of 200 titles of unpriced publications, in addition to 2 lakh copies of 20 titles of the Community Development Ministry's production programme. We presume that the bulk of this distribution has been done in the rural areas. We recommend that

the investment in this unproductive effort be turned to more profitable use for publicity directed towards segments of the population with higher literary and educational standards which are today insufficiently reached. We do, however, see the need for production of special literature for the neo-literates. We accordingly recommend that steps be taken to produce such literature through properly qualified staff to be recruited for the purpose. Care should, however, be taken to ensure that the print orders for such literature do not go beyond what the number of neo-literates warrants.

11.15. The impact of publications on the fairly educated class in the urban areas has been quite encouraging. The great majority of the persons representing this class whom we met found the publications useful, interesting and informative. However, they have pointed out that the literature does not reach different sections in time and in sufficient quantity. There is a great thirst for informative material on current developments in the non-metropolitan urban areas. Neither the newspaper nor the radio is in a position to provide this in the manner required and publications are able to fulfil this need remarkably well. Publications have been able to serve a genuine and useful purpose by this section of the population. Educationists, social workers, journalists, field officers and others whom we met have confirmed this view. To sustain this impact and to make it widespread among this section of the community, distribution arrangements should be made perfect to ensure that publicity literature reaches this target audience in sufficient quantity and in reasonable time. The free distribution list should be overhauled to permit this and arrangements for sale of publications should be more extensive and efficient than at present. The list of available addresses should be augmented by a detailed survey and direct mailing should be preferred to distribution through official and non-official agencies. In respect of distribution of publications for special reader targets like social workers, industrial labour, etc., the services of recognised institutions and organisations should be enlisted.

11.16. The student community constitutes a special interest readership group and the Publications Division has given some attention to the needs of this group. About 16,000 schools, 3,000 colleges, 45 universities and 520 University and College Planning Forums are on the free distribution list of the Division. A perusal of the titles published so far shows that a fair proportion of them are specifically directed towards this readership group. Five publications—'India Has a Plan' (English and Hindi) and 'We Plan for Prosperity' (in English, Hindi and Malayalam) were approved for supplementary reading in high schools and more than 4½ lakh copies have been sold. The general impact of all these publications—leaving the approved supplementary reading publications—has not, however, been very reassuring. This has been not so much due to the quality of the publications—which are readable and extremely well-suited to high school and college-going young people—as due to inadequacy of the number of copies for each institution and the failure of the educational institutions in properly displaying these publications. A great many school authorities confessed to not having made any such arrangements in the school and college reading rooms and libraries. In some of the schools, we found a preference shown to lavishly illustrated non-Indian pamphlets and journals while publications of the Government of India and the State Governments were heaped in a corner, collecting dust. Barring a few exceptions, even University and College Planning Forums do not appear to have made proper utilisation of



Government publications. We have come across even some senior university teachers who were not informed of such publications being available in the libraries. This is a state of affairs which needs immediate rectification. We recommend that Government take immediate steps in consultation with the Ministry of Education and the State educational authorities to provide adequate arrangements for display and effective use of such publications. We also recommend consideration of making Plan literature compulsory supplementary reading in all schools and colleges. We do so in the conviction that publicity literature is an important aid to general education and educational institutions have a moral responsibility to utilise the material for the benefit of the nation.

#### PUBLICATIONS IN REGIONAL LANGUAGES

11.17. We have been particularly interested in popular reactions to printed publicity in languages other than English and Hindi, for the bulk of the readers have to be drawn from those conversant with only the regional languages. If the professed aim is to reach the common man for the propagation of the Plans as a national effort, he has to be addressed in a language medium he understands best. We must confess that the policy approach in this respect has been halting and less than satisfactory. We have not been able to fathom the reasons for it, but the fact remains that readership in these languages is very inadequately served. We were told that publicity in these languages is undertaken "to the appropriate extent", which was later explained as being governed by potentiality of sale in respect of priced publications and by an *ad hoc* basis of one pamphlet for every 300 literates in respect of unpriced publications meant for very wide distribution. A perusal of the lists published in the annual reports shows that the number of titles brought out in each language under Plan publicity is related neither to the importance of the region from the point of view of the population nor to the importance of the subject matter of the pamphlets to the region concerned. The report of the Ministry of Information and Broadcasting for 1963-64 reveals these interesting facts about publications relating to Plan publicity: 6 in English, 2 in Hindi, 4 in Assamese, 4 in Bengali, 6 in Gujarati, 4 in Gurmukhi, 4 in Kannada, 2 in Malayalam, 5 in Marathi, 7 in Oriya, 5 in Tamil, 2 in Telugu, 3 in Urdu and 1 in Manipuri. There might be plausible reasons for this rather erratic order of preference given to languages, but none that can be justified on rational grounds. We can understand print orders being different but find no valid reason for difference in the number of titles published during a year. We deem it necessary to highlight this because of the serious complaints in certain regions on this count. Complaints have also related to the considerable timelag between the release of English publications and the Indian language publications.

11.18. Our pointed attention was also drawn to the quality of production of pamphlets in regional languages which suffers very much in comparison with productions in English and Hindi. We were pleasantly taken in by the admission that there is considerable justification for the complaint. The reason advanced is that the regional language presses on the approved list of the Controller of Printing and Stationery invariably lack types and are not adequately equipped to undertake quality printing. Surely, this is not an insurmountable difficulty and should have been overcome a long time ago. Either quality is assured or no production is undertaken with inferior quality of printing.

11.19. One other aspect of publications in regional languages has to be touched upon before we make our recommendations. Readers from all walks of life and from all regions of the country commented that these publications are mere language versions of the basic English copy. The implication is that most of them are mere translations and not adaptations of the original. There is little of original writing in regional languages, with one or two exceptions, that originates from the Publications Division, the exceptions being those commissioned to be written by known literary figures. Idiom, anecdote, story, saying, which go into the making of an original piece of writing are generally lacking in the translated regional language versions. Our own study of some of these language pamphlets confirmed the general opinion held by the reading public. We have carefully reviewed the entire position of printed publicity through the regional languages and have come to the conclusion that the compilation and production of publications for Plan publicity in the regional languages other than Hindi should be entrusted to the State Governments. We recommend accordingly, with the stipulation that the State Governments should ensure that the language employed conforms to the spoken language of the people and that the production and distribution is done without undue delay.

#### QUALITY OF PRODUCTION OF PLAN PUBLICITY LITERATURE

11.20. The Publications Division has indeed acquitted itself fairly well with the public in so far as the illustrations, typography, layout and cover designs of the priced publications are concerned. This technical excellence of cheaply priced publications combined with their informative character has been responsible for the steady and substantial sales in recent years. We wish we could say the same about the production quality of unpriced Plan publications. In all respects, these publications suffer very much in contrast and many an eager reader feels repelled by the quality of printing, illustrations and cover designs. This glaring distinction in the production quality of priced and unpriced publications is untenable on any ground. We do not believe that commercial considerations should figure too much in the calculations of a Division entrusted with the responsibility of a very vital public service. All democratic governments have a moral responsibility to explain themselves to the people and this responsibility assumes great importance in the context of the programmes of development for the promotion of the people's weal and welfare. We urge that a new policy approach should come to govern in the matter of production of Plan publicity literature.

#### YOJANA, KURUKSHETRA AND PANCHAYATI RAJ

11.21. Both the Planning Commission and the Publications Division have come in for warm praise for the excellent use to which the pages of *Yojana* are being put. The general opinion of the readers of the journal has been that serious investigation of contemporary problems combined with service material and reporting and interpretation makes this publication unique among journals brought out by Government. The forum that *Yojana* offers for a free and frank appraisal of objectives and achievements and the coverage it affords to deeply human stories from the field, have found warm appreciation from all categories of its readers. It is a journal which provides something for everybody and deserves to be reckoned as one of the successful aspects of Plan publicity. It is, therefore, all the more regrettable that its sale, circulation and free distribution is as yet

Government publications. We have come across even some senior university teachers who were not informed of such publications being available in the libraries. This is a state of affairs which needs immediate rectification. We recommend that Government take immediate steps in consultation with the Ministry of Education and the State educational authorities to provide adequate arrangements for display and effective use of such publications. We also recommend consideration of making Plan literature compulsory supplementary reading in all schools and colleges. We do so in the conviction that publicity literature is an important aid to general education and educational institutions have a moral responsibility to utilise the material for the benefit of the nation.

#### PUBLICATIONS IN REGIONAL LANGUAGES

11.17. We have been particularly interested in popular reactions to printed publicity in languages other than English and Hindi, for the bulk of the readers have to be drawn from those conversant with only the regional languages. If the professed aim is to reach the common man for the propagation of the Plans as a national effort, he has to be addressed in a language medium he understands best. We must confess that the policy approach in this respect has been halting and less than satisfactory. We have not been able to fathom the reasons for it, but the fact remains that readership in these languages is very inadequately served. We were told that publicity in these languages is undertaken "to the appropriate extent", which was later explained as being governed by potentiality of sale in respect of priced publications and by an *ad hoc* basis of one pamphlet for every 300 literates in respect of unpriced publications meant for very wide distribution. A perusal of the lists published in the annual reports shows that the number of titles brought out in each language under Plan publicity is related neither to the importance of the region from the point of view of the population nor to the importance of the subject matter of the pamphlets to the region concerned. The report of the Ministry of Information and Broadcasting for 1963-64 reveals these interesting facts about publications relating to Plan publicity : 6 in English, 2 in Hindi, 4 in Assamese, 4 in Bengali, 6 in Gujarati, 4 in Gurmukhi, 4 in Kannada, 2 in Malayalam, 5 in Marathi, 7 in Oriya, 5 in Tamil, 2 in Telugu, 3 in Urdu and 1 in Manipuri. There might be plausible reasons for this rather erratic order of preference given to languages, but none that can be justified on rational grounds. We can understand print orders being different but find no valid reason for difference in the number of titles published during a year. We deem it necessary to highlight this because of the serious complaints in certain regions on this count. Complaints have also related to the considerable timelag between the release of English publications and the Indian language publications.

11.18. Our pointed attention was also drawn to the quality of production of pamphlets in regional languages which suffers very much in comparison with productions in English and Hindi. We were pleasantly taken in by the admission that there is considerable justification for the complaint. The reason advanced is that the regional language presses on the approved list of the Controller of Printing and Stationery invariably lack types and are not adequately equipped to undertake quality printing. Surely, this is not an insurmountable difficulty and should have been overcome a long time ago. Either quality is assured or no production is undertaken with inferior quality of printing.

11.19. One other aspect of publications in regional languages has to be touched upon before we make our recommendations. Readers from all walks of life and from all regions of the country commented that these publications are mere language versions of the basic English copy. The implication is that most of them are mere translations and not adaptations of the original. There is little of original writing in regional languages, with one or two exceptions, that originates from the Publications Division, the exceptions being those commissioned to be written by known literary figures. Idiom, anecdote, story, saying, which go into the making of an original piece of writing are generally lacking in the translated regional language versions. Our own study of some of these language pamphlets confirmed the general opinion held by the reading public. We have carefully reviewed the entire position of printed publicity through the regional languages and have come to the conclusion that the compilation and production of publications for Plan publicity in the regional languages other than Hindi should be entrusted to the State Governments. We recommend accordingly, with the stipulation that the State Governments should ensure that the language employed conforms to the spoken language of the people and that the production and distribution is done without undue delay.

#### QUALITY OF PRODUCTION OF PLAN PUBLICITY LITERATURE

11.20. The Publications Division has indeed acquitted itself fairly well with the public in so far as the illustrations, typography, layout and cover designs of the priced publications are concerned. This technical excellence of cheaply priced publications combined with their informative character has been responsible for the steady and substantial sales in recent years. We wish we could say the same about the production quality of unpriced Plan publications. In all respects, these publications suffer very much in contrast and many an eager reader feels repelled by the quality of printing, illustrations and cover designs. This glaring distinction in the production quality of priced and unpriced publications is untenable on any ground. We do not believe that commercial considerations should figure too much in the calculations of a Division entrusted with the responsibility of a very vital public service. All democratic governments have a moral responsibility to explain themselves to the people and this responsibility assumes great importance in the context of the programmes of development for the promotion of the people's weal and welfare. We urge that a new policy approach should come to govern in the matter of production of Plan publicity literature.

#### YOJANA, KURUKSHETRA AND PANCHAYATI RAJ

11.21. Both the Planning Commission and the Publications Division have come in for warm praise for the excellent use to which the pages of *Yojana* are being put. The general opinion of the readers of the journal has been that serious investigation of contemporary problems combined with service material and reporting and interpretation makes this publication unique among journals brought out by Government. The forum that *Yojana* offers for a free and frank appraisal of objectives and achievements and the coverage it affords to deeply human stories from the field, have found warm appreciation from all categories of its readers. It is a journal which provides something for everybody and deserves to be reckoned as one of the successful aspects of Plan publicity. It is, therefore, all the more regrettable that its sale, circulation and free distribution is as yet

extremely limited and that it is not available in languages other than English and Hindi. On this count, a wrong impression has been generated that the planners do not believe that the journal has any purpose to serve outside the Hindi region. A proposal for publication of *Yojana* on a Centre-State cost-sharing basis has, we were given to understand, not been found practicable and, therefore, only select translated material is sent to State Governments for incorporation in their journals. The ghost of cost-sharing has been haunting Plan publicity efforts and thwarting the successful implementation of many a worthwhile scheme. We wonder if something cannot be done to free such worthwhile publicity schemes from the restrictive influences of the cost-sharing principle. The case of *Yojana* is a very deserving one to start with and we recommend that the Planning Commission and the Government of India should consider the publication of *Yojana* in all the languages as an entirely Centrally-financed scheme. The States should actively participate in the scheme by furnishing part of the material of local regional interest. We also recommend that a more liberal approach be adopted in the policy of free distribution to non-governmental institutions and organisations as well as to journalists, social workers and trade unionists. *Kurukshetra* and *Panchayati Raj* are journals of the Ministry of Community Development, Cooperation and Panchayati Raj and their function and more effective utilisation should appropriately be discussed in the section dealing with the effective utilisation of publicity programmes of that Ministry. One final suggestion we wish to make is that all Plan publicity should be channelled through one journal. In our opinion *Yojana* should be that journal and for this purpose its coverage and content should be suitably expanded to cater to readers drawn from different sectors of national life. We also suggest that periodically *Yojana* should devote an entire issue to free and frank public debate on progress in any specified sector of national life.

#### ILLUSTRATED PUBLICATIONS

11.22. Pictorial albums have definitely proved their value for Plan publicity purposes. We recommend that the number and periodicity of the production and distribution of such albums should be stepped up. Arrangements should also be made to include pictures and illustrations of regional interest in the regional language versions of such albums.

12.1. The Study Team has also been asked, under its Terms of Reference, (i) to study and report on the utilisation of the publicity and audio-visual material produced by the Government of India for the purpose of propagating the philosophy and objectives of Panchayati Raj, Sahakari Samaj and Community Development Movements, and (ii) to recommend ways and means for the better utilisation of the publicity programmes undertaken by the Ministry of Community Development and Cooperation. In a subsequent communication, the Ministry of Community Development and Cooperation clarified the scope of our study by requiring us to examine the question of utilisation of publicity and audio-visual material from the following points of view :

- (i) Communication .. .. Is the present line adequate enough to ensure that the publicity materials reach their destination? If not, what should be done to make it more effective?
- (ii) Suitability of literature .. Is the publicity material suitable to meet the requirements of the rural population? If not, what steps should be taken to make the material more purposeful?
- (iii) Utilisation .. .. What steps should be taken to ensure that the publicity material is utilised for the purpose for which it was produced?
- (iv) Integrated programme .. Are the present arrangements for production of publicity material by various agencies in the Government of India and State Governments integrated to prevent overlapping and duplication?
- (v) Relative effectiveness of media of information .. Which are the relatively more suitable media of information reaching the rural masses—the radio, film, audio-visual aids, printed material, etc.?

12.2. It is just as well that we had decided to present our findings and recommendations in regard to this part of our Terms of Reference at the end of our Report. Every aspect of the line of approach indicated in the previous paragraph has been fully covered in the earlier sections of the Report. It will be noticed that our main concern has been with the development of purposeful and productive means of communication with the rural masses and that comprehensively covers the publicity needs of the Community Development, Panchayati Raj and Sahakari Samaj Movements. Against this background, an exhaustive treatment of the study pertaining to the publicity programmes of the Ministry of Community Development and Cooperation becomes redundant. In view of the special reference made to us, an attempt will be made to isolate and re-emphasise these findings and recommendations which have a direct bearing on the problem of communicating with the rural millions. We will have necessarily to be brief, for any detailed treatment would mean repeating ourselves.

12.3. A brief mention of the nature and quantum of publicity and audio-visual material produced by the Ministry of Community Development and:

Cooperation may be made at this stage. Such material falls into the following broad categories :

- (i) Journals and popular literature brought out by the Ministry of Information and Broadcasting.
- (ii) Visual aids brought out by the Ministry of Information and Broadcasting.
- (iii) Publications brought out through the Controller of Printing and Stationery (mostly manuals and guide books for field workers).
- (iv) Literature brought out by other Central Ministries but distributed by the Ministry of Community Development and Co-operation.

12.4. The purpose of such publicity has been to educate the field worker in the planning and execution of the Community Development programme. The inauguration of the Panchayati Raj and Sahakari Samaj Movements necessitated further extension and orientation to the Ministry's programme of publicity, the main objective being to bring about an awareness of the significance of these Movements to the future of democracy in India and the need for imparting dedication and missionary zeal in the working of the Panchayat and the Cooperative.

12.5. The following statement shows the output during the First, Second and Third Plan periods :

	First Plan	Second Plan	Third Plan (Till March 31, 1963)
Publications	55	154	69
Folders	4	11	8
Posters and Broadsheets	8	10	4
Maps	1	7	1
Flash Cards	—	—	4
Pictorial Charts and Cartoons	—	—	2
Films	6	18	14
			(8 others were under production)

#### METHOD OF INVESTIGATION

12.6. The procedure adopted in studying the question referred to us has been indicated in some detail in the section on "Method and Approach of Study". The salient aspects of the procedure in so far as it related to the publicity programmes of the Ministry of Community Development and Co-operation are as follows :

- (i) On-the-spot studies and field investigations were conducted in the Block and Panchayat areas. We travelled nearly 6,500 miles by road in the States and Union Territories visited by us, seeking reactions and holding discussions at nearly 325 places in 89 districts. The categories of persons whom we met were Presidents and Members of Zilla Parishads, Panchayat Samitis and Panchayats, representative public men and ordinary villagers

as well as representatives of non-official social welfare organisations; Block officials and village level workers. In the course of these tours we also visited information centres attached to Blocks as also non-official welfare institutions, and exchanged comment and views on the working of such centres.

- (ii) We sent out copies of a comprehensive questionnaire to 36,749 non-officials and 5,295 officials, of whom 13,351 and 586 respectively sent replies. It is necessary to mention that out of 19 Development Commissioners and 4,485 Block Development and Social Education Officers addressed, only 2 Commissioners and 286 Block officials sent replies.
- (iii) We invited Development Commissioners and Registrars of Co-operative Societies for discussions and requested them to send written replies to a list of questions we had specially framed for them. (Appendix 'F').
- (iv) We held discussions with Chief Ministers and Ministers of State Governments dealing with Information, Planning and Development, as well as with their officials.
- (v) The Minister for Community Development and Co-operation of the Government of India and some of his senior officials briefed us on the scope of our study at a meeting in New Delhi.

#### GENERAL ASSESSMENT

12.7. We have not been called upon to assess the impact of the publicity measures undertaken by the Ministry of Community Development and Co-operation. This was probably done with some justification, for, as will be seen from the scope of the publicity effort of the Ministry, the programme is executed mainly through the Ministry of Information and Broadcasting; only a portion of the printed publicity part of it being undertaken independently. We will, however, permit ourselves a very brief statement of the impression we have brought back from our tours of the general impact that the propagation of the philosophy and objectives of the Community Development, Panchayati Raj and Sahakari Samaj Movements has created.

12.8. Our late Prime Minister, in a message to the 1958 Community Development Conference at Mt. Abu, had observed: "There is abundant criticism of the work being done in the Community Development areas. Much of this criticism may well be justified. But the major fact remains that the Community Development programme in India is by far the most revolutionary thing that we have undertaken and the results so far achieved are truly astonishing". It was given to us to see some of these results six years later and in the wider context of the Movement gaining accelerated pace with the launching of the great democratic experiment of the Panchayati Raj. There is little doubt that the success of the Community Development, Panchayati Raj and Sahakari Samaj Movements is of the most crucial importance to the future of democracy in India. They are the foundational bases of the rural India of the future and much of the development progress being achieved in other sectors of national life depends on how truly and well are these foundational bases laid. It is only through a dynamic and dedicated effort on the part of the non-official and official workers involved in the Movements that the nation can redeem the pledges our leaders had given to the people during the freedom struggle.



12.9. These programmes emphasise "aided self-help", individual and collective welfare, benefits of economic changes flowing to the community rather than to individuals, and the attainment of stated economic and social aims in a democratic framework. The successful working of these programmes is dependent on much more than the mere attainment of physical targets of production. The higher targets to be aimed at are the inculcation of a clear perception of the social aims, values and aspirations behind the programmes and the generation of a sense of close involvement in the formulation and execution of the programmes themselves. These are the twin aspects, as we understand, of the purpose of propagating the philosophy and objectives of the Samudayik Vikas, Sahakari Samaj and Panchayati Raj Movements.

12.10. Neither of these aims has been secured even partially so far. Publicity has not yet been able to provide a clear vision of the future that development holds nor has it been able to fully generate a sense of identity with the action processes under way. The former has been the result of lack of an ideological base to publicity programmes, while the latter has been the result of a failure to grasp rural mass psychology in planning publicity programmes. It is also clear that publicity by itself can achieve little if promises and performances in the field do not keep abreast of each other. Ultimately, achievements speak eloquently for themselves and all that publicity can do is to focus attention on them to act as a spur for further achievement. As it is, aspirations have been roused and hopes have been held out beyond what the actual pace of progress justifies. In the circumstances, publicity has hardly been able to bridge the gulf in a convincing manner.

12.11. We do not propose to detail the steps that have to be taken to achieve more striking results on the publicity front. They have been outlined in some detail in the previous sections of the Report. It will be noticed that we have tried to fully involve the developmental official machinery in the pattern of publicity operations projected for the future. We are convinced that without such an involvement the prospects for a more fruitful publicity effort are bleak. Even with the regular organisation that we have outlined, it would be necessary to associate the million official workers and another three million non-official elected representatives with the programme of publicity campaigns aimed at the masses. Frankly, we were disappointed by our experience of the development workers' understanding of the power of the media of communication in the accomplishment of the programmes of development. It was disturbing to find that at all levels of the developmental hierarchy there was hardly any realisation of the valuable assistance that can be had through the communication process. A strictly departmental approach to development generally prevails among the constituent parts of the official machinery at the Blocks. Publicity has on that account suffered, for it has not been effectively represented on the Block staff, the Social Education Officer having only a token responsibility for publicity in the Block. At our meeting with him, the Minister for Community Development urged that publicity functionaries of the Centre and the States should make fuller utilisation of facilities in Blocks and should take over the responsibility for publicity at the Block level. We have accepted the offer on behalf of the publicity functionaries and have provided a scheme of publicity administration with the Ministry of Information and Broadcasting of the Government of India

serving as the apex and Block and Panchayat officials respectively the bases of the pyramidal structure.

12.12. The impact of publicity in rural areas has been more encouraging than in urban areas as stated earlier. One reason we have adduced in this connection is that the results of development are more easily comprehensible and better appreciated in the rural areas than in the urban areas. The rural areas have long been neglected and any effort that is aimed at improving the lot of the people gets noticed and evokes an appreciative reaction in the minds of the unsophisticated rural population. One other reason we would like to advance is that the association of elected elements with the development process at the Panchayat, Block and District levels has facilitated a better appreciation of the Plans and the development programmes. A determined drive to enlist their services in the cause of publicity can pay the most fruitful dividends. This is particularly so in the field of oral communication which is the weakest link of the publicity machinery. Enjoying the confidence of the people and controlling the informal social channels of communication with them, they can be the most powerful allies of publicity functionaries.

12.13. In the course of our tours we visited several Panchayati Raj Training Centres all over the country and talked to the trainees and the staff members. The training courses offered in these Centres do not lay any emphasis on the role of publicity in the developmental process as one would have desired. The flow of publicity literature, it was reported, is neither regular nor sufficient. We have no doubt that these Panchayati Raj Training Centres should be fully pressed into service in propagating the philosophy and objectives of the Community Development, Panchayati Raj and Sahakari Samaj Movements. The close involvement of the people in the Movements and the realisation of the social and economic aims behind them can be most effectively secured by educating the educators of the people. The principal emphasis in their training should be on the ideology behind the Movements and the part that publicity can play in propagating it. We, therefore, recommend that comprehensive training in publicity aims and techniques as well as the effective utilisation of publicity material and visual aids should be imparted to the trainees in the Panchayati Raj Training Centres.

#### RELATIVE EFFECTIVENESS OF MEDIA

12.14. Our field investigations have revealed that publicity for the Community Development, Panchayati Raj and Sahakari Samaj Movements started on the wrong foot by placing a heavy reliance on the use of printed word publicity in rural areas. This is what flows out of a desk-bound publicity programming which is not based on a scientific assessment of the comprehension and capacity of the people at the receiving end of the programmes. Elsewhere, we have stated that printed word publicity as directed towards the rural areas today is a comparative waste of effort and resources and we restate it here with all the emphasis at our command. Printed material rates the lowest priority in the programmes aimed at the rural masses. Even this priority will be justified only if such material is fashioned to suit the needs of the neo- and semi-literates in the rural areas. We, however, see the necessity of utilising the printed word medium more fully for acquainting the inhabitants of semi-urban and urban areas

with the far-reaching transformations that are being brought about in rural India through the dynamic action processes that the Community Development, Panchayati Raj and Sahakari Samaj Movements have released.

12.15. Folder is the only type of printed literature which should be produced with large print orders and widely distributed. We have arrived at this conclusion as to its effectiveness relative to pamphlets, etc., on the basis of tests carried out in the field. There is a convincing case for attractively got-up folders with bold print and illustrations and the textual matter written in the spoken language of the people. We also feel that printed publicity media like calendars, panchangs, etc., which are of utility could be more extensively utilised for carrying the message or for providing basic knowledge about the country and the development programmes.

12.16. Visual aids like posters and broadsheets have not proved to be of much utility in rural areas. We have already stated this point of view in some detail earlier. Broadly speaking, the visual images they carry and the exhortations and injunctions they convey are beyond the appreciation and comprehension of the average villager. This finding was fully established by the sample testing we carried out. Interestingly, even some workers like Gram Sevaks and Sevikas failed to pass the test. The publicity concept of the poster can still be effectively pressed into service in a manner with which we shall deal later in considering the suitability of material for rural areas. Visual aids like Flash Cards are relatively more effective, conveying as they do a story form of narration of a publicity theme.

12.17. Among the rest of the media that the Ministry of Community Development and Cooperation employs, film has undoubtedly proved its power to influence millions. There is much that needs to be done in the matter of improving the quality of production. Even so, the film has established its place as among the most effective means of communicating with the masses. In fact, it is a close second to the radio only because its regular exhibition in all parts of rural India cannot be achieved in the near future. By far the most productive medium available today is the radio which has a telling effect on the rural masses and reaches them all the year round. Exhibition is another powerful medium which needs fuller exploitation.

#### SUITABILITY OF MATERIAL

12.18. The suitability of the publicity material and programmes now being directed towards the rural areas has been extensively commented upon in the relevant sections of this Report. We shall on that account be necessarily brief here. The Community Development's literature broadly falls into three categories—publicity literature, manuals and guide books and reports and summaries thereof as well as collections of speeches. The first type is meant for wide distribution while the latter two types are directed primarily at the official workers of the Movement. There is a heavy emphasis on publications in English and the policy governing the determination of the number and periodicity of each of the regional language editions has been neither rational nor equitable. The language editions have also generally tended to be literal translations of the English versions. The basic defect has been that little of original writing in the regional languages has been undertaken.

12.19. So far as general publicity literature is concerned, we do not see any prospect of any purposeful use for them as per the prevailing standards of compilation. We recommend that the wide-scale distribution of such literature should be discontinued and only organised institutions like village libraries, Panchayat offices and Block Information Centres be retained on the mailing lists. The print orders can be suitably cut down. We also suggest that print orders for the English publications be drastically reduced as we do not consider it necessary to send such publications below the district level. The policy should be the distribution of only regional language editions in the rural areas and that too should be restricted to institutions.

12.20. Folder literature with attractive layouts, bold print and appealing illustrations and providing information of an utilitarian nature should be printed in large numbers and distributed very widely. We recommend a target of five copies of each such folder for every Panchayat in the country. We also recommend that the number of titles of such literature pertaining to the Panchayati Raj and Sahakari Samaj Movements be stepped up as they have not yet received the importance that is their due.

12.21. Manuals and guide books have undoubtedly their value in educating the workers on the techniques of the various aspects of the three programmes. Their content and presentation leave little to be desired, showing that great care has been bestowed on their preparation. There is enough of guidance and direction in these publications to educate and inspire the workers of the Movements in their key roles. We must, however, confess that the utilisation of this literature by the Block officials and village level workers leaves very much to be desired. Our experience has been that these publications are not being regularly used. The only publication which serves as their Bible is comprehensive manuals brought out by some of the State Governments some years ago. We recommend that periodical inspection reports on the work of the Block officials and village level workers should include provision for comment and assessment of their knowledge and use of these manuals and guide books.

12.22. A large number of English publications relating to collections of speeches, proceedings of conferences and committees, seminars and symposia and summaries thereof are distributed today right up to the Block level for the education and edification of the official workers. We do not think that any useful purpose has been served by the indiscriminate distribution of such publications and recommend that their regular distribution below the district level be discontinued. Such publications should be supplied only on request. We, therefore, recommend that only brief summaries containing important facts, decisions and lines of action laid down in the Conferences and Committees should be distributed at the Block level.

12.23. *Kurukshetra* and *Panchayati Raj* have established their value as the channels for keeping the workers of the Movements abreast of developments. They are undoubtedly being extensively read. In an earlier section, we have given expression to the opinion that the purpose of propagating the Plans including the programmes for rural reconstruction can be better achieved through a single journal which should be brought out in every regional language. We have suggested that *Yojana* should

be that journal. We commend this suggestion to the Ministry of Community Development.

12.24. We have already made our recommendation in respect of folders. Flash cards and pictorial albums should also be produced in larger numbers. So far as posters are concerned, the case for abandoning their wide distribution in rural areas has been argued out in the section relating to 'Advertising and Visual Publicity'. We have come to the conclusion that the only form in which the poster medium could be effectively employed in the rural areas is to prepare hoarding-size posters and to have such hoardings installed at the Block headquarters. The Panchayat Samiti headquarters is now a regular bee-hive of activity and villagers visit it for a variety of reasons. We, therefore, recommend that Panchayat Samitis be required to put up the cement structures for these hoardings and the Government of India and the State Governments prepare posters to suit the size of the hoardings. The message to be conveyed through such poster publicity should be suggestively and attractively put across.

12.25. The suitability of documentaries produced for exhibition in the rural areas has been elaborately argued out in the section relating to 'Film'. Among the several recommendations made in this connection, special attention may be drawn to those that pertain to the theme, presentation and regional coverage which are very pertinent to the propagation of the philosophy and objectives of the Community Development, Panchayati Raj and Sahakari Samaj Movements. We also wish to draw pointed attention to the exhibition facilities recommended. There is hardly any documentary exhibition activity that is being undertaken today by the Block officials. Such of the screening that has been done has been undertaken by the field publicity units of the Central and State Governments. The major cause for this state of affairs has been that the Social Education Officer is rarely given the privilege of using the Block jeep. For the present, we regard the provision of one mobile cinema van for every five Blocks as a desirable and feasible proposition and have recommended accordingly. We, however, recommend that the Ministry of Community Development should examine the case for providing one mobile cinema van for every three Blocks in the country as a target to be achieved by the end of the Fourth Plan period, and one mobile cinema van for every Block as the target to be achieved by the end of the Fifth Plan period.

12.26. Film strips have also proved their utility in some States and we have already recommended that the production of film strips should be taken in hand immediately. As an extension of this recommendation, we urge that each Block in the country should be provided with a film strip projector as and when the production of strips gains momentum.

12.27. The use of the Radio for purposes of effective communication with the rural masses has been elaborately dealt with in the section on 'Broadcasting'. We have come to the firm conclusion that the most effective contact with the masses could be established through this medium and have accordingly made a number of recommendations in regard to the extension of listening facilities in rural areas and the efficient working of the Radio Rural Forums. The Radio Rural Forum is the most efficient communication medium that has been developed for enlisting people's active

participation in the development programmes. It also holds out the promise of serving a wider social purpose and we have broadly indicated the directions along which the Forum programmes could be improved for attaining this. We have no doubt whatsoever that the future of rural broadcasting and, therefore, of the function of establishing close contact with the masses, rests on the care, devotion and efficiency with which the Community Listening Scheme and the Radio Rural Forums are worked by development officials and the Panchayat leaders. We recommend that the importance of working these schemes successfully be forcefully brought home to the official workers of the Community Development and the elected representatives of the Panchayati Raj institutions. The Panchayati Raj Training Centres should be utilised for the latter purpose.

#### UTILISATION AND DISTRIBUTION AND DISPLAY OF PUBLICITY MATERIAL

12.28. We have made an exhaustive study of the distribution and display system as well as the purposes for which publicity material is being utilised. Two major conclusions emerge from this study and they go to confirm the widely prevalent belief that publicity material and visual aids are not being utilised for the purposes intended. A scrutiny of Block registers maintained for the purpose of recording the receipt and distribution of publicity material has revealed that the material does reach the Block headquarters but does not get fully distributed to the ultimate targets. There has been some improvement in the situation with the advent of the Panchayat institutions but the improvement has been neither satisfactory nor adequate. It was almost a universal experience in the Blocks visited by us that special efforts were made to display the material for our benefit in the Block Information Centres and one or two places on the highways in the proximity of the Block headquarters. The display of posters in the areas for which they are intended has been most disappointing. We have had sufficient proof to believe that the huge quantity of poster material supplied is either lying dustladen in the store rooms of the Block headquarters or is being put to gross misuse to decorate the walls of private homes or to be used as wrapping paper. It was only in some Panchayats which have small community centres that some publications were found but even they do not appear to have been read. We have come to the conclusion that the most effective way of publicity material reaching the target audience and being utilised is to directly mail such literature to a responsible officer like the Panchayat Secretary or the school teacher. We have also recommended regular inspection of actual utilisation of the material by the Social Education Officer, who in turn should report to the appropriate authorities.

12.29. After the most careful consideration of all aspects of the question, we have come to the conclusion that the Social Education Officer or the Education Extension Officer, as the case may be, should be effectively made responsible for the work of publicity in the Block and should be placed under the administrative jurisdiction of the District Publicity Officer. We have examined the concept and scope of social education activity and feel that there is little to distinguish it from the concept and scope of publicity as has been outlined in an earlier section. We, therefore, recommend that the Social Education Officer or the Education Extension Officer should be redesignated as Extension Officer (Publicity) and placed under the administrative control of the District Publicity Officer. We also

urge that suitable training in publicity aims, techniques and utilisation should be imparted to the Extension Officers (Publicity), particularly in the matter of the organisation of the Radio Rural Forums.

#### INFORMATION CENTRES

mined by the Study Team on Information and Community Centres and we wish to commend the thoroughness with which the question has been gone into. There is little that we can add by way of findings or recommendations to what they have already stated. We generally endorse their recommendations. The location of the Information Centres needs to be looked into. Since most of the Block headquarters are located in the vicinity of towns, the rural population is not being adequately served. We, therefore, particularly commend the suggestion of the Study Team on Information and Community Centres regarding Village Information and Publicity Cells. In regard to the State Information Centres, the need for regular direction and guidance and keener interest in the running of the Centres by the Government of India has been urged. We suggest that notice be taken of the same.

#### INTEGRATED PROGRAMME

12.31. In the section on 'Coordination', we have submitted the blueprint of the integrated publicity machinery that developmental communication needs. We do not, therefore, deem it necessary to say anything further. It will be seen that we have associated the developmental official hierarchy, at all levels of the set-up, with the Development Commissioner at the level of the State Committee for Direction and Coordination of Plan Publicity and the Social Education Officer at the Block level. We have also recommended the conferring of an ex-officio status in the Development Commissioner's office to the State Director of Information. We have done so convinced as we are that it is only the closest liaison between the publicity and developmental functionaries that can ensure productive communication with the rural masses. We commend this recommendation for the consideration of the Ministry of Community Development of the Government of India and the Conference of State Ministers of Community Development.

12.32. We have come to the end of our labours. One final task, however, remains to be undertaken before we say 'finis' and that is to express our sincere gratitude to the Government of India for asking us to enquire into and report on the communication needs of a developing society. The survey of these needs could not, in the very nature of our restrictive terms of reference, be as detailed and as extensive as we would have desired. Even so, the sample of reactions that we have tested in the field has provided an insight into the achievements and deficiencies of the present publicity policy and programmes. It has also enabled us to indicate the general directions along which the publicity machinery can be made to acquire the character of a mass communication machinery. We trust that our recommendations will not only receive due consideration at the hands of Government but also provoke in the public a thoughtful appreciation of the role of publicity in development. Our findings and recommendations should be read in the context in which they have been arrived at, the context being the obligation of the State to reach out to the remotest of

hamlets and the humblest of homes in this great country of ours and to persuade the citizen to fully share "the vision and excitement of development".

**AMARNATH VIDYALANKAR**  
*Chairman*

**RADHA NATH RATH**  
*Member*

**P. RANGA REDDI**  
*Member*

**ROHANLAL CHATURVEDI**  
*Member*

**S. M. JOSHI**  
*Member*

**A. R. BAJI**  
*Member-Secretary*

**NEW DELHI**  
*August 29, 1964.*



## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

### SECTION 1 SCOPE AND METHOD OF STUDY

Summary Ref. to  
No. Para No

1. 1.1 & 1.2 This is a study of "what the publicity arrangements are at present" and a report on "what they should be". Mass media have not been oriented in method and approach to suit the needs of a developing society. The appointment of the Team is an indication of Government's desire to take stock before embarking on expansion and reorganisation.
2. 1.3 & 1.4 Existing resources offer no solution. Available resources—manpower and material—have to be pooled effectively through planned publicity efforts and through fully bringing the State Publicity Organisations into the picture.
3. 1.5 The core of the study is to assess the impact of Plan publicity with the objective of widening its scope through more efficient planning and execution of the publicity programmes.
4. 1.7 to 1.16 The methods of study employed included inviting written memoranda from public, sample survey through mail questionnaires sent to officials and the public, information from different publicity media units concerned, discussions with Central and State Ministers and officials concerned with information or publicity, legislators, Presidents and members of Zilla Parishads, Panchayat Samitis and Panchayats, and villagers, representatives of public organisations, members of public, and on-the-spot field investigations in rural areas in nine States and three Union Territories. 89 out of 186 districts were covered by field investigations.
5. 1.18 The findings may be challenged as being contrary to statistical information; but these are a faithful reflection of what a cross-section of people at the receiving end think.
6. 1.19 A radical departure from existing coordination arrangements with States is needed to bring into existence an effective mass communication machinery.
7. 1.21 The entire publicity effort—whether general or Plan—must be pervaded and informed by the social ideals that the nation is striving for.

### SECTION 2 CONCEPT AND APPROACH OF PLAN PUBLICITY

8. 2.2 Plan publicity should generate among the masses a clear understanding of the "vision of the future" projected in our

*"A widespread understanding of the Plan is an essential stage in its fulfilment."*

—FIRST FIVE YEAR PLAN

1.1. The assignment given to the Study Team in its broadest outline is (i) to assess the measure of success attained by Central publicity agencies in promoting widespread understanding of the Plans and enlisting public support and cooperation in the implementation of Plan objectives and programmes, and (ii) to recommend ways and means of enhancing their capacity for more effective support to national programmes of economic and social reconstruction. The Minister for Information and Broadcasting, from whom we sought an elucidation of the scope of our study, defined it as a study of "what the publicity arrangements are at present" and a report on "what they should be".

1.2. Evidently, it was realised that the existing publicity arrangements have fallen short of expectations in enlisting public cooperation and canvassing public opinion which constitute the principal force behind planning. Despite the very significant material achievements under the Plans, the average citizen lacks an intelligent understanding of the essentials of planning and betrays the absence of a keen awareness of the benefits and advantages accruing to the individual and society as well as the efforts and sacrifices demanded of them. Among other reasons, the mass media have not been given the orientation in method and approach needed by the new society we are seeking to establish through planned development. The need for such an orientation is, however, being increasingly felt and the appointment of the Study Team is an indication of the desire of Government to take stock of the existing situation before embarking on a reorganisation and expansion of the communication media commensurate with the needs of a developing society.

1.3. In a country like ours with its teeming millions, vast illiteracy and glaring poverty, the philosophy and practice of planned economic and social development assume a special meaning and purpose. This meaning cannot be understood and this purpose cannot be fulfilled unless Government is able to establish effective and productive communication with the people. Our attempt has been to examine the problem in this larger context of information services as effective agents of the developmental revolution. Our terms of reference demand recommendations of ways and means for the better utilisation of the publicity programmes of the Ministry of Information and Broadcasting and the Ministry of Community Development, Panchayati Raj and Co-operation. Narrowly interpreted, they would mean a mere examination of organisational set-up, deployment of resources and work procedures and recommendations which provide for readjustments and practical improvements within the existing resources. Surely, the problem of developmental communication cannot be solved by such simple solutions. At any rate, such a limited study could not have justified the appointment

## CONTENTS

### PART I

	INTRODUCTION	..	..	..	i
SECTION 1.	SCOPE AND METHOD OF STUDY	..	..	..	3
SECTION 2.	CONCEPT AND APPROACH OF PLAN PUBLICITY	..	..	..	10
SECTION 3.	THE PROBLEM AND THE PERFORMANCE	..	..	..	14
SECTION 4.	COORDINATION	..	..	..	24

### PART II

SECTION 5.	BROADCASTING	..	..	..	37
SECTION 6.	FILM	..	..	..	57
SECTION 7.	FIELD PUBLICITY	..	..	..	67
SECTION 8.	SONG AND DRAMA	..	..	..	79
SECTION 9.	ADVERTISING AND VISUAL PUBLICITY	..	..	..	88
SECTION 10.	PRESS	..	..	..	97
SECTION 11.	PUBLICATIONS	..	..	..	106
SECTION 12.	PUBLICITY FOR COMMUNITY DEVELOPMENT, PANCHAYATI RAJ AND SAHAKARI SAMAJ	..	..	..	115

### PART III

	SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS	129
	APPENDICES	153

## INTRODUCTION

An assessment of the impact of programmes of publicity for the Five Year Plans implemented through the media of mass communication under its control has been engaging the attention of the Government of India for some time. A decade of working the Integrated Publicity Programme, first formulated in 1953 and suitably augmented at the beginning of each subsequent Plan period, had to be reviewed from the point of view of the success attained in creating a widespread understanding of the concepts, programmes and achievements of democratic planning and in enlisting public opinion and cooperation in the implementation of development programmes. The object of the assessment is to widen the scope of the public understanding and cooperation and to make publicity more purposeful and effective towards that end.

2. The Study Team on Five Year Plan Publicity was appointed under a Resolution of the Government of India in the Ministry of Information and Broadcasting No. 9(70)/59-PP, dated April 3, 1963 (Appendix 'A').

3. The task before the Study Team, set out in paragraph 3 of the Resolution, envisages study and report on :

- (i) the Plan publicity being carried out by the different media units of the Ministry of Information and Broadcasting, viz. the Directorate of Field Publicity, All India Radio, the Press Information Bureau, the Directorate of Advertising and Visual Publicity, the Films Division, the Publications Division, the Song and Drama Division and the Photo Division;
- (ii) the impact of the publicity programmes on the public;
- (iii) measures to widen the impact and to improve efficiency of the programmes;
- (iv) the effective utilisation of the publicity and audio-visual material produced by the Government of India for the purpose of propagating the philosophy and objectives of Panchayati Raj, Sahakari Samaj and Community Development movements.

4. Two specific aspects of the study commended to the Team are (a) the existing arrangements for publicity, and (b) coordination between (i) the different media heads of the Ministry of Information and Broadcasting and (ii) the Centre and the States.

5. On the basis of the study, the Team has been asked to recommend ways and means for the better utilisation of the publicity programmes undertaken by the Ministry of Information and Broadcasting and the Ministry of Community Development and Co-operation.

6. The Study Team was required to submit its report within a period of six months. The period has since been extended up to August 31, 1964.

7. The Study Team, according to the Terms of Reference, was left free to evolve its own procedure.

(ii)

8. The Study Team met for the first time on May 2, 1963. It has since then held 12 meetings in New Delhi lasting for a total duration of 92 days. The Team visited nine States and three Union Territories and was out on tour for 76 days. Its field investigations involved 6,500 miles of travel by road in the course of which 324 places in 89 districts were visited.

9. We wish to record our deep appreciation and sincere thanks to the members of the public, particularly the representatives of the Zilla Parishads, Panchayat Samitis and Panchayats, for sparing the time to meet us and for giving us the benefit of their views. We are deeply beholden to the State Governments for the hospitality extended and the facilities provided for our study in different parts of the country. The main burden for making the necessary arrangements for our tours in the States fell on the Directors of Information and their field staff. We are deeply indebted to them. The assistance rendered by the Director of Field Publicity of the Government of India and his Regional and Field Publicity Officers in our field investigations was commendable and we wish to place on record our sincere thanks. The Development Commissioners were good enough to issue necessary instructions in connection with the visits of the Team to the Blocks and Panchayats and we thank them for the same.

10. We also wish to record our appreciation and gratitude to the Minister, Secretary, Heads of the Media Units and other officers of the Ministry of Information and Broadcasting as well as the Minister, Secretary and other officers of the Ministry of Community Development and Co-operation for the unfailing courtesy and consideration extended by them to the Study Team.

11. The secretarial requirements of the Study Team were provided by the Research and Reference Division of the Ministry of Information and Broadcasting. To the officers and staff of the Division we wish to extend our most grateful thanks for their unstinted cooperation. Sarvashri D. N. Munshi and B. K. Goswami deserve special mention not only for services rendered in connection with our tours and the compilation of the results of the mail questionnaire survey but also for the hard work they had to put in during the final stages of drafting the Report. Sarvashri G. P. Singh and D. L. Bapna were other officers who were associated with our tours in some States. Among the staff members, Sarvashri J. P. Misra, S. R. Kapoor and T. R. Uniyal deserve a word of praise for special assistance rendered. Shri M. L. Katyal, who accompanied us on most of our tours and has taken great pains on behalf of the Study Team, deserves special thanks. Smt. Saramma Singh almost single-handedly provided the stenographical assistance to the Team for which she deserves not only the warmest of praise but also our most sincere thanks. The Class IV staff of the Division also did not spare themselves and we would like to particularly mention Sarvashri Sita Ram, Chandan Singh and Jagdish Prasad.

12. We would be failing in our duty if we did not place on record our deep sense of appreciation and thankfulness to our Member-Secretary Dr. A. R. Baji, who, while continuing to carry the heavy burden of his normal official duties, displayed extraordinary initiative, energy, resourcefulness and organising ability in efficiently discharging the additional responsibilities of this difficult and onerous assignment. His intimate knowledge, accumulated experience and intelligent grasp of the whole subject under study have been an invaluable asset. His remarkable capacity of sifting a huge

(iii)

mass of material and presenting it in an orderly manner, combined with his complete command over language and expression, proved to be most useful at every stage, and he made positive contributions in our deliberations and assisted the Team in arriving at a balanced judgment. The Members of the Team, both individually and collectively, feel deeply indebted to him.

# **PART I**

*"A widespread understanding of the Plan is an essential stage in its fulfilment."*

—FIRST FIVE YEAR PLAN

1.1. The assignment given to the Study Team in its broadest outline is (i) to assess the measure of success attained by Central publicity agencies in promoting widespread understanding of the Plans and enlisting public support and cooperation in the implementation of Plan objectives and programmes, and (ii) to recommend ways and means of enhancing their capacity for more effective support to national programmes of economic and social reconstruction. The Minister for Information and Broadcasting, from whom we sought an elucidation of the scope of our study, defined it as a study of "what the publicity arrangements are at present" and a report on "what they should be".

1.2. Evidently, it was realised that the existing publicity arrangements have fallen short of expectations in enlisting public cooperation and canvassing public opinion which constitute the principal force behind planning. Despite the very significant material achievements under the Plans, the average citizen lacks an intelligent understanding of the essentials of planning and betrays the absence of a keen awareness of the benefits and advantages accruing to the individual and society as well as the efforts and sacrifices demanded of them. Among other reasons, the mass media have not been given the orientation in method and approach needed by the new society we are seeking to establish through planned development. The need for such an orientation is, however, being increasingly felt and the appointment of the Study Team is an indication of the desire of Government to take stock of the existing situation before embarking on a reorganisation and expansion of the communication media commensurate with the needs of a developing society.

1.3. In a country like ours with its teeming millions, vast illiteracy and glaring poverty, the philosophy and practice of planned economic and social development assume a special meaning and purpose. This meaning cannot be understood and this purpose cannot be fulfilled unless Government is able to establish effective and productive communication with the people. Our attempt has been to examine the problem in this larger context of information services as effective agents of the developmental revolution. Our terms of reference demand recommendations of ways and means for the better utilisation of the publicity programmes of the Ministry of Information and Broadcasting and the Ministry of Community Development, Panchayati Raj and Co-operation. Narrowly interpreted, they would mean a mere examination of organisational set-up, deployment of resources and work procedures and recommendations which provide for readjustments and practical improvements within the existing resources. Surely, the problem of developmental communication cannot be solved by such simple solutions. At any rate, such a limited study could not have justified the appointment



of a Study Team composed primarily of non-officials. Our interpretation of the scope of the study finds full confirmation in the broad and comprehensive interpretation given by the Minister for Information and Broadcasting. At the same time, we have borne in mind the obvious fact that to suggest priorities for Plan publicity out of all proportion to what can legitimately be claimed on its behalf would neither be desirable nor justifiable. However, by posing the dimension and character of the problem we have tried to underline the nature and quantum of support that publicity functionaries need to enable them to produce satisfactory results. Above all, we have emphasised the value of pooling the available resources and of utilising such pooled resources effectively through planned publicity efforts aimed entirely at the education of the public and for the enlistment of their support.

1.4. A further limitation imposed by our terms of reference may be referred to at this stage. An assessment of Central publicity programmes by itself can serve only a limited purpose and project only a fragmented picture of the total effort that has gone into popularising the Plans. It was somewhat unrealistic not to have extended the scope of the investigation to programmes being administered by the State Governments which cover much the same ground, use the same media, employ the same techniques and serve the same purpose. The subject-matter of developmental communication process does not lend itself to consideration by compartments. We have reason to believe that the State Governments would have welcomed an overall assessment of Plan publicity. However, the subject of 'coordination' between the Centre and the States falls within our terms of reference. Our investigations have led us to the conclusion that there can be no productive coordination without bringing the States' publicity organisations fully into the picture of the communication machinery we envisage for the future. We are convinced that only through such an integrated publicity set-up can the requirements of Plan publicity be fully met.

1.5. The impact of publicity programmes is the core of the study entrusted to us, the objective of which is to widen the scope of the impact through more efficient planning and execution of publicity programmes. Such measures as we have to recommend for this purpose have necessarily to be related to the physical reach, quality and content of the current publicity measures. An assessment of these aspects involves consideration of the following :

- (i) the available communication facilities and the area and population covered by them;
- (ii) the distribution and display arrangements;
- (iii) the machinery for inspection and control of the execution of the programmes in the field;
- (iv) practical difficulties and administrative bottlenecks retarding the effective utilisation of existing programmes;
- (v) the content and themes of publicity measures in relation to important aspects of the Plans;
- (vi) the nature of the language employed in the spoken and printed word programmes and the suitability of the visual content of other programmes;
- (vii) the selection of the contents of publicity measures from the point of view of the needs and problems of different sections of the community; and

- (viii) the machinery for periodic assessment of the suitability of the programmes.

1.6. Not the least important aspect of the investigation we have been commissioned to undertake relates to the better and more efficient utilisation of publicity programmes involving an examination of the existing arrangements from the point of view of avoidance of duplication of effort, speedy and timely execution of programmes and productive channels of coordination among media units and between the Centre and the States. This vital aspect of the study involves an examination of :

- (i) the machinery for planning coordinated publicity campaigns;
- (ii) procedure and organisation for timely execution of policy and programmes;
- (iii) mobilisation of all available resources for forceful campaigns of publicity;
- (iv) effective institutionalised procedure for close coordination of the activities of the media units and the Central and State Governments.

1.7. In keeping with the scope of the study outlined in the previous paragraphs, the Study Team drew up a comprehensive scheme of investigation. The methods employed for the purpose comprised :

- (i) inviting written memoranda from members of the public as well as public associations interested in Plans and publicity;
- (ii) a sample survey through a mail questionnaire addressed to the literate or knowledgeable sections of the community and to officials concerned with Plan publicity;
- (iii) briefing by the media units in regard to the programmes implemented by them;
- (iv) discussions with Ministers and officials of Central and State Governments concerned with development, information/publicity/public relations departments;
- (v) discussions with representatives of legislators, or representative public organisations and members of the public;
- (vi) field investigations in the rural areas for on-the-spot studies and for ascertaining public opinion.

1.8. A Press Note was issued through the Press Information Bureau inviting members of the public to send brief written memoranda or to present oral evidence. The response to the Press Note was most discouraging. Not more than a dozen individuals expressed a desire to present evidence before the Team. Insertion of the Note as an advertisement was also considered but was abandoned in view of the prohibitive cost. The Press, however, gave good coverage to the Study Team's visits to the State capitals as well as many district headquarter towns.

1.9. To supplement the studies we proposed to make in the field, we felt it necessary to issue a questionnaire and send it to a representative cross-section of the literate section of the community. The Research and Reference Division of the Ministry of Information and Broadcasting had already conducted a survey through a mail questionnaire to assess public reactions in Uttar Pradesh, West Bengal and Madras. We decided that the

survey should be extended to the other States and Union Territories as part of the investigations of the Team. 36,749 non-officials representing a cross-section of public opinion—Members of Parliament and State Legislatures, educationists, members of local self-governing institutions, panchayats, voluntary organisations—were addressed. 3,351 of them replied, comprising less than 10 per cent of the addressees. The survey also covered officials in the field connected with publicity. 5,295 of them—District Publicity Officers, Regional and Field Publicity Officers, Block Development Officers, Social Education Officers, Officers of the Press Information Bureau, All India Radio, Films Division and Publications Division operating in the field—were addressed. 586 of them sent replies accounting for 11 per cent of the addressees. Copies of the questionnaire issued to non-officials and officials (Appendix 'B') and a statement of the number of copies despatched and the replies received (Appendix 'C') can be seen in the Appendices.

1.10. Even before the Study Team met for the first time on May 2, 1963, the concerned Departments of the Ministry of Information and Broadcasting were requested to furnish to the Team background notes on the activities of the Departments concerned with Plan publicity. These notes were comprehensive accounts of the activities undertaken by these Departments for publicising the Plans since 1953, along with notes on the staffing pattern and arrangements for coordination with the other Departments of the Government of India and the State Governments. These background notes formed the basis of discussions with them during the first week of May 1963 and subsequently. These discussions were followed by the issue of a series of questions eliciting well-considered views and comments on aspects of Plan publicity under investigation by the Team. The detailed questionnaires issued to the Heads of Departments and their field officers are reproduced in the Appendices (Appendix 'D').

1.11. The Study Team greatly benefited in investigating the problem entrusted to them by studies and reports already available covering different aspects of mass communication and relating to Plans. These are :

- (i) Evaluation series Nos. 1 to 4 compiled by the Research and Reference Division relating to a survey of Five Year Plan publicity programmes in Uttar Pradesh, Madras and West Bengal and of Song and Drama Division programmes all over the country;
- (ii) The one hundred fifty-eighth, one hundred fifty-ninth and one hundred sixtieth reports of the Estimates Committee (Second Lok Sabha) on the Ministry of Information and Broadcasting and the media units;
- (iii) Report of the Study Team on Information and Community Centres;
- (iv) Report of the Mass Communication Study Team sponsored by the Ford Foundation;
- (v) "An Indian Experiment in Farm Radio Forums" published by UNESCO;
- (vi) Annual Reports of the Ministry of Information and Broadcasting.

1.12. The Team had also the benefit of discussions with the Minister of Information and Broadcasting, the Minister for Community Development

and Co-operation, the Deputy Chairman and Member in charge of Publicity in the Planning Commission, the Secretaries and other senior officials of the Ministries of Information and Broadcasting and Community Development, Panchayati Raj and Co-operation. These discussions were extremely valuable and were of immense use in our understanding the scope of our study.

1.13. The Team undertook extensive tours in Madras, Pondicherry, Andhra Pradesh, Rajasthan, Assam, Tripura, Manipur, NEFA, Punjab, Uttar Pradesh, Maharashtra, Mysore and Madhya Pradesh. These tours took us not only to the State capitals where we exchanged views with Ministers, officials and leading citizens, but to district headquarter towns, tehsils and taluk headquarters, block headquarters, panchayats and villages. In the nine States visited by us (excluding the three Union Territories) our field investigations covered 89 districts out of a total of 186. A statement of the places visited can be found in the Appendices (Appendix 'E').

1.14. At State capitals, the Team held discussions with Chief Ministers, Ministers in charge of Information/Publicity/Public Relations, Panchayati Raj and Community Development; Chief Secretaries; Development Commissioners; Registrars of Cooperative Societies; Secretaries and Directors of Information/Publicity/Public Relations; Heads of the Government of India Regional Offices of All India Radio, Press Information Bureau, Five Year Plan Publicity and Advertising and Visual Publicity; Members of Parliament and State Legislatures; professors of universities and colleges; headmasters of high, middle and primary schools; representatives of political parties; members of the bar; office-bearers of learned societies and voluntary social organisations; editors and working journalists and office-bearers of Press organisations; executives in advertising concerns; film producers and directors; and office-bearers of labour and women's organisations.

1.15. The method of investigation in the rural areas posed a problem. We were keen to have a suitable governmental or non-governmental organisation to undertake a sample survey in the rural areas. The Programme Evaluation Organisation of the Planning Commission regretted its inability to undertake the assignment in view of its very heavy commitments. An attempt was made to find out if the Schools of Social Work in the country would undertake a limited survey for us. It was pointed out that it would be difficult to get all the schools in the country to undertake this survey at short notice, and even if they could be persuaded to undertake the work the cost of such an investigation would be prohibitively high. In these circumstances, the Members of the Study Team decided to combine their visits to the rural areas for on-the-spot studies with a fairly full-scale investigation on their own involving sampling of reactions at the district, taluk, block and village levels. To make this investigation as comprehensive as possible, the Team divided itself into three different groups in each of the States visited and undertook investigations in three different regions of each of the States. Care was taken to ensure that in addition to visits to places scheduled ahead, visits to villages selected on a random basis were also undertaken. These field investigations were extremely revealing and proved interesting and educative. We have earlier mentioned the importance and the magnitude of the task of publicity in the rural areas and, therefore, made special efforts to seek rural reactions first hand. We feel that in one way such an investigation by ourselves was in fact more valuable than what a statistical survey would have provided. This is because our visits brought us into personal contact with a representative cross-section of the rural

population and the untutored reactions from them gave us a very clear insight into the nature and magnitude of the problem of communicating with the masses in the country.

1.16. The individuals and groups with whom we had discussions in district headquarter towns were the District Collectors/Deputy Commissioners, Deputy Collectors, Tehsildars, District Publicity Officers, Field Publicity Officers, Members of the Local Bar Associations, Members of the Zilla Parishads, representatives of the local Press, educational institutions, voluntary social welfare organisations and labour associations of all persuasions. At the block headquarters and in the panchayats and villages we met representative groups of officials and non-officials including the Panchayat Samiti Presidents, the Sarpanches, the Block Development Officers, Social Education Officers and ordinary villagers. In some places we held meetings with large numbers of villagers collectively. We also attended meetings of the Panchayat Samitis, Panchayats and Radio Rural Forums. We had informal detailed discussions with publicity officers in the field who accompanied us in the course of our tours.

1.17. The conclusions that we have arrived at and the recommendations we have made in this report are based on an overall study and assessment of the data and information collected through the different methods referred to in the previous paragraphs. The conclusions are based largely, if not wholly, on public reactions. All that we have attempted is to marshal these reactions in an orderly manner for the purpose in hand and on that basis to bring out the deficiencies and drawbacks in the present publicity arrangements and the practical manner in which these deficiencies and drawbacks can be overcome.

1.18. Some of our findings may be challenged as being contrary to facts as revealed by an impressive array of statistical information. Our approach has been that statistics by themselves do not tell the full story and particularly so in the case of communication of ideas to vast sections of the community, and the process of selling 'ideas' does not lend itself conveniently to statistical tabulation. There is little by way of positive results in publicity which can be measured in physical terms. What we have attempted is to meet a cross-section of the people and elicit their reactions. Our findings are based on these reactions and should be taken as a faithful reflection of what the people at the receiving end of the programmes think.

1.19. Some of our recommendations may also be regarded as impracticable and impossible of realisation in the existing circumstances. We do not, however, think so. An inhibited approach based on administrative considerations or political demarcation of spheres of responsibility will only provide palliatives and not permanent cures for the ills that beset our approach to mass communication. Considering the size and immensity of the process of developmental communication, all available resources must be pressed into service. It is in this spirit of approach that we have urged a radical departure from existing arrangements in regard to coordination between the Centre and the States. Given the will and resoluteness to give a fair trial to our recommendations, it should be possible to bring into existence in the near future an effective mass communication machinery.

1.20. In assessing the scope of Plan publicity, we have tried to draw a broad distinction between the function of educating the unlettered citizen

and the function of informing the educated citizen. A necessary bias has been provided in our recommendations in favour of the 'Common Man' in rural India, for it is through his intelligent understanding of the philosophy and practice of planned development that ultimately the battle against poverty, hunger and ignorance can be won. It is only he who provides the 'mass' character to the communication process.

1.21. We found it neither possible nor desirable to take a compartmentalised view of Plan publicity as opposed to general publicity, although care has been taken as far as possible to confine our study to publicity aimed at the propagation of the Plans and the vistas of development they open up. The tasks that the Plans set brook no diversion or deviation of effort. We believe that to produce the desired impact the entire publicity effort must be pervaded and informed by the social ideals that the nation is striving for. It is against this background that our brief excursions into the forbidden realm of publicity in general will have to be viewed, understood and appreciated.



*‘Behind the plans that are drawn up is the vision of the future, even as the Indian people had a vision of freedom and independence during the long years of their national struggle.’*

—THIRD FIVE YEAR PLAN

2.1. A good deal has been written and said about the role of communication in modern society, its importance as a force for social good or evil, as also about the standards of performance and sense of responsibility mass communicators are expected to observe and wield. The function of establishing intelligent communication with the common man has special relevance to nations seeking the assistance of science and technology in transforming tradition-bound conservative societies into dynamic progressive communities. A restatement of some of the basic concepts of publicity in the context of planned development and a recapitulation of the role envisaged by the planners for the mass communicators seems necessary as a preface to the study we have been asked to undertake.

2.2. The principal objective of transmitting knowledge, disseminating facts and influencing public opinion through the media of mass communication is and should be the creation, among the masses, of a clear understanding of the “vision of the future” which our Plans project. The social purpose of the future society we have in view should be the constant and continuous theme and purpose of publicity. The process of planned development, through which the economic and social well-being of our people is sought to be achieved, brings in its wake changes in values and attitudes and throws up a new set of social problems on account of industrialisation, modernisation and urbanisation of our economy. In this context, the principal aim of publicity should be to prepare the minds of the people to meet the challenge of these new problems.

2.3. It is the comparative lack of an intelligent understanding by the people of the social aims of planned development, combined with a very limited share in the actual preparation and execution of the Plans, that has resulted in the general apathy and inertia that are noticeable all round. The minds of the people have to be made fully alive to the changes being ushered in and the impact such changes will have on their way of life for the better.

2.4. No doubt, this process of social change is difficult and slow of achievement in a country like ours where “the tenth, fifteenth and twentieth centuries co-exist”. Against this social background—a vast country, a multitude of languages and strikingly disparate levels of social and economic development—the enormous task that awaits the moulders of social attitudes and opinions does not need to be stressed.

2.5. It is neither just nor equitable to expect governmental publicity to shoulder this responsibility on its own. Allocations of financial and manpower resources being what they are, it would be difficult for governmental agencies by themselves even to touch the fringe of the problem. If the message of the Plan has to be carried into every home in the language and symbols of the people and expressed in terms of their common needs and problems, it can be done only by the total mobilisation of all opinion-moulding cadres of leadership—people's representatives in the legislatures and local self-governing institutions, organised institutions catering to the interests of important sectors of national life, voluntary social welfare organisations and the enlightened leadership in the educational world. The function of the publicity men and other governmental functionaries engaged in enlisting public cooperation should be to energise these effective moulders of public opinion and through them to bring about an awareness in the people of their role in the developmental revolution.

2.6. What then should be the basic concepts that publicity should put across in bringing about this awareness of national social aims and objects? Our planners have spelt out the aims and objects of the new society we are seeking to bring into existence in which the rich and the poor, the high and the low, the mighty and the humble, the farmer and the factory man will equally share the benefits of modern science and technology. The concept of the socialist pattern of society so vividly portrayed by our planners needs to be put across in a dynamic way and with missionary zeal. There is also need to bring home to the people the need to forge ahead for the good of the country and for their own good. Unlike the experience of some of the western countries where development was a leisurely process spread over decades, the problem of economic and social regeneration in India brooks no undue delay and has to be approached on an emergent basis. We lay particular stress on these aspects because our publicity has covered very little ground in this respect. It is undoubtedly a pretty difficult task to convey the relatively modern concept of democratic socialism in meaningful terms to our illiterate masses. The challenge that such a task poses should act as a spur to our publicity personnel to use their ingenuity and resourcefulness in meeting it. It is certainly not beyond the ingenuity of our publicity planners to convey the aims and objects of the new society "in terms of the tasks it sets and the opportunities it provides to individuals, local communities and different sections of the population".

2.7. A mere understanding of national aims and objects is unavailing unless it is reinforced by the inculcation in the people of a sense of achievement which can come only through their active participation in the formulation and execution of programmes. The view that Government alone needs public cooperation and consent is outmoded as democracy and the democratic process have come to be defined in recent times. It is the individual and the group as much as the State that need the understanding and co-operation of the general community for an integrated development. The politically organised facet of society that Government is, it can provide only the blueprint of this integrated development and the physical, financial and technical resources needed for the purpose. A nation's development will ultimately have to come from a realisation of their functions and responsibilities by the individual citizens and the social groups of which they are members. It is only in these circumstances that "the administration and the people act together" and the programme of development "gains in vitality and significance".



2.8. To enable individual citizens and social action groups to fulfil their obligations to the nation it is necessary for them to know their specific roles and responsibilities. Not only is the generation of such a knowledge necessary but a sense of active participation in determining these roles and responsibilities needs to be inculcated. The Plan can become "a medium and a focus of constructive activity in every part of the country and can be further strengthened and developed by the effort of the people themselves", if publicity can generate an understanding in terms of local needs and programmes necessary to fulfil them. The planners have again aptly observed that "the average citizen is able to see more vividly and to contribute far more to work that lies near him or touches his life and well-being more closely". It is only then that each person is enabled "to relate his or her role to the larger purposes of the nation as a whole". This particularised individual approach to activating public cooperation has been conspicuously absent from our publicity programmes. Our economic and social goals become distant and impossible of attainment unless we bring the masses into action and make the principal beneficiaries of economic and social development the chief instruments and architects of the new society. This approach should form the essential basis of the content of publicity programmes.

2.9. The timely servicing of the informational needs of the people in different sectors has also been unsatisfactory, particularly in the agricultural sector. Informational services which do not reach when most needed, which have no direct bearing on the immediate specific needs and which do not take into account limitations of local supply and technical guidance, are bound to do more harm than good. For general publicity to have better impact it is necessary to tie it up with extension informational services provided by the development departments. The publicity functionaries in the field have, therefore, to establish the closest liaison with extension staff and ensure that publicity in regard to the general aspects of the Plans is closely linked with informational services emphasising improved techniques of farming and rural living. This is an area of coordination between publicity functionaries and field extension staff which has not been satisfactorily explored so far. In regard to other sections of the community, the impact of publicity depends very much on relating publicity content to specific problems and actual needs. Such specific and particularised publicity has necessarily to depend upon extensive surveys and research into the economic and social conditions of different sectors of the population.

2.10. A word or two about the role of symbols and slogans in publicity may not be entirely out of place. In fact, it has great validity in the context of the planners' observation that "the message of the Plan has to be carried to every home in the language and symbols of the people". Symbols have been defined as "the currency of propaganda". The appeal of carefully chosen symbols either in the form of a popular person, a national event, a slogan or a well-known popular service, is great as it stirs the emotions and "expresses an associative mental process stemming from familiarity". These familiar symbols constantly keep changing with changing times and need to be employed with care. It is no exaggeration to say that this potency of symbolic publicity has not been fully utilised for the propagation of the message of the Plans.

2.11. Publicity today follows a set pattern and does not take into consideration areas of national life or situations demanding variation in methods and techniques. The existing publicity machinery is certainly not geared

today to plan strategy according to situations and demands of the moment. This needs intelligent anticipation of coming events and knowledgeable assessment of current trends, which the existing machinery does not seem equipped for.

2.12. Before we sum up our views on the subject of concept and approach of Plan publicity, we need to emphasise the role of research in effective publicity. It is research that provides the blueprint of strategy, the themes to be stressed, the organisation needed, the type of media to be put into action, the motivations of the public. "In short, it furnishes the equivalent of the mariner's chart, the architect's blueprint, the traveller's road map". This is an aspect of Plan publicity that has received scant attention and which needs to be strengthened in the most immediate future. As long ago as 1953, addressing the first Conference of State Ministers of Information, the late Prime Minister indirectly referred to the role of research in mass communication. He observed that a theoretical knowledge of publicity was not adequate and that it was essential to have a correct and intimate knowledge of the people to whom publicity was directed.

2.13. Generally speaking, the objective of our publicity should be to inform, persuade and inspire, to make people's minds receptive, to familiarise them with social and material changes that planned development brings in its wake and to develop local initiative for decision-making. The role of mass communication in India's development programmes has been well brought out by the members of the Study Team on Mass Communication sponsored by the Ford Foundation, who observed :

"India's development task is so great and her population so large that only by the most efficient possible programme of public information—necessarily emphasising mass communication—can she hope to reach her people often enough and effectively enough to activate, on the needed scale, discussion processes and subsequent actions in the cities, towns and villages. Unless India uses efficient and productive means of communication with her people, her economic and social progress will be delayed."

S. Ref. to  
No. Para No.

Plans, and prepare the minds of people to meet the challenge of social problems that would arise due to industrialisation, urbanisation and modernisation of the economy.

9. 2.5 Government alone cannot shoulder the responsibility. total mobilisation of all opinion-moulding cadres of leadership is needed.
10. 2.6 to The concept of socialist pattern of society, the urgency of the task of development and the role of individuals and groups in this task should be communicated to the masses in a dynamic way and with missionary zeal. The essential basis of publicity programmes should be to bring the masses into action and to make the principal beneficiaries of development the chief instruments and architects of the new society.
11. 2.9 Publicity personnel in the field should establish the closest liaison with extension staff and ensure that general Plan publicity is linked with informational services emphasising improved techniques of farming and better rural living.
12. 2.12 The research aspect of Plan publicity, which has received scant attention so far, needs to be strengthened in the most immediate future.
13. 2.13 The objective of publicity, generally speaking, should be to inform, persuade and inspire, to make people's minds receptive, to familiarise them with social and economic changes and to develop local initiative for decision-making.

### SECTION 3

#### THE PROBLEM AND THE PERFORMANCE

14. 3.2 Permanent cures and not palliatives are needed to free publicity policy, approach and method from the restrictive and inhibiting influences of today; some basic facts of publicity have been glossed over for too long.
15. 3.3 The fundamental aim of Plan publicity should be the motivation of group and individual action for realisation of the 'good life' we are seeking for the masses. Information services should generate a widespread understanding of the basic aspects of democratic planning.
16. 3.4 Developmental communication is a two-way traffic of 'information services' and 'intelligence services'.
17. 3.6 The size and character of the masses to be reached and the tools and equipment available for this purpose have to be reckoned with in judging the performance.
18. 3.7 The impact on the people of the existing programmes has been tenuous, vague and diffused and no section of the

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|        |                  | population has been touched in a forceful manner. Publicity has lacked purpose and has been weak in approach.   |
| 19.    | 3.8              | Publicity effort in urban areas needs point, direction and purpose and should be based on research and survey.  |
| 20.    | 3.9              | In rural areas, it should be more broad-based and extensively and imaginatively presented.  |
| 21.    | 3.10             | Radio, Film, Song and Drama and Exhibitions are the most productive media for publicity among rural masses; 'printed word' publicity under present circumstances is a comparatively wasteful effort.  |
| 22.    | 3.11             | Semi-urban population, essentially rural in its background and an effective channel of communication with rural areas, is a target of the highest importance to Plan publicity but ill-served at present. The effective media for this section are Radio, Film, Exhibitions and language newspapers.  |
| 23.    | 3.12             | In urban areas, printed word is the most effective means of addressing the educated sections, while the working class, constituting a sensitive section, should be reached through organised radio listening and documentary exhibition.  |
| 24.    | 3.13             | Students need to be converted to the new faith of democratic socialism.   |
| 25.    | 3.14             | A major public criticism has been that actual achievements fall short of what publicity projects. The content of publicity should conform to realities.   |
| 26.    | 3.15             | There is no clear conception of the role of publicity functionaries; they lack an intelligent understanding of the requirements of the new society being established on democratic socialism.   |
| 27.    | 3.16             | Publicity of the radical socio-economic changes aimed at in the Plans should be planned and organised on a nationwide war footing. Some of the basic principles of publicity campaigns should be that themes are planned and fixed periodically, suiting the different sections of the community and bearing relation to current problems, the basic social and economic concepts, the change in emphasis as public opinion demands, and the need of people's participation. Departmental approach to publicity should be abandoned and achievements should be projected as national attainments. |
| 28.    | 3.18             | Communication with the masses has been approached with apathy and indifference. Allocations for publicity have been very meagre and are regarded as a drain on the economy rather than investment in human resources. While   |

S. Ref. to  
No. Para No.

- Government has come to regard publicity functionaries as 'status symbols', the general public has come to view them as propaganda boys of Government.
29. 3.19 Expansion of media of mass communication in post-independence era, though striking in itself, has been inadequate compared to the requirement of reaching the vast numbers dispersed over wide areas.
30. 3.20 The media units accord a low priority to Plan publicity, conforming to budgetary allocations which are infinitesimally small. The dyarchic system of Central and State publicity has also encouraged dissipation of the scarce resources.
31. 3.21 Scientific planning and methodical execution, which have been conspicuously lacking so far, are essential to success of publicity. Publicity Planning Groups should be established at the Centre and in the States. A Director-General of Plan Publicity should organise, supervise and guide the total national effort.
32. 3.22 It is a misnomer to call the existing Research and Reference Division a Research Division, providing as it does mainly reference services. Its research activity should be reoriented for scientific communication research under qualified directorial and research staff.
33. 3.23 The cumulative impression of governmental publicity is that it is still a desk-bound service purveying facts and figures of no meaning to the common man. Publicity effort should be correlated with problems and issues agitating the public mind.
34. 3.24 There is at present probably nothing like satisfactory field intelligence available to publicity programme planners.
35. 3.25 The existing Directorate of Field Publicity should be converted into the Directorate of Plan Publicity Evaluation and Intelligence.
36. 3.26 Non-official participation in publicity, already being evaluated by a separate Committee, needs to be broad-based and its integration with official publicity secured.
37. 3.27 Present publicity is largely directed to urban-based educated classes, with disproportionate emphasis on English educated sections; rural population, the major clients, have not yet received a square deal.
38. 3.28 Generally, publicity through the metropolitan Press is sought with a heavy emphasis on coverage of ministerial pronouncements, conference proceedings and factual accounts of achievements in isolated sectors of the economy. This

3. Ref. to  
No. Para No.

imbalance should be rectified, among other methods, by extending the work of Information Officers to cover advising on publicity through all media.

19. 3.29

Imbalance in publicity resulting from an over-emphasis on publicity through personalities needs rectification.

10. 3.30

There has been a disconcerting insensitivity to public criticism which has damaged governmental public relations and for which policy-makers rather than the functionaries should take the blame. The fault lies in the failure to depart from the pre-independence approach of only selling Government to people without reflecting people's needs in governmental policies.

41. 3.31

Publicity organisations have become "ineffective agents of action on behalf of the planners". The position can be profitably reversed by recognising publicity as an integral part of the machinery of adult education.

#### SECTION 4

#### COORDINATION

42. 4.2

Communicating with masses requires the closest coordination between various State agencies from Panchayat upwards, but no machinery at present exists to secure effective co-ordination.

43. 4.3

The greater the number of agencies, the greater is the need for their coordinated action. Like a military campaign, publicity should aim at striking results.

44. 4.8 &  
4.9

The high-powered Committee for Direction and Coordination has done commendable work, but a handicap has been its infrequent meetings, the limited scope of its composition, the inadequate follow-up machinery and the absence of assistance of a professional group of publicity planners.

45. 4.10 &  
4.11

The Conferences of State Ministers and State Directors of Information have concerned themselves mostly with administrative details rather than policy and methodology. They have not reviewed action taken on their recommendations, which lack constitutional or conventional sanction, and have not succeeded in bringing about coordination.

46. 4.12 &  
4.13

The durational and functional vicissitudes of the post of Adviser on Plan Publicity have resulted in his ineffective functioning.

47. 4.14

The Inter-Media Standing Committee can serve only a limited purpose and cannot provide the close coordination necessary.

48. 4.15

The State Publicity Coordination Committees rarely meet, and do not cover much ground. Centre-State coordination

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|        |                  | in the field is operating on personal basis which has generally not yielded profitable results.   |
| 49.    | 4.16             | The general assessment is that existing coordination arrangements are not conducive to efficiency or economy, resulting in fragmented, diffused and directionless publicity effort.   |
| 50.    | 4.17             | The Centre has a clear responsibility to impart a national purpose to the entire Plan publicity programme. This is the theory behind the recommendations made in the Report.  |
| 51.    | 4.18             | Publicity should be a joint venture with Centre providing planning, direction, guidance and leadership and States implementing the directives. The main outlines of the scheme recommended are : uniformity in publicity policy and guidance secured through States' association in policy-making at the highest level; a basic pattern of methodology and techniques for publicity campaigns to be evolved Centrally; provision for assessment and public reaction analysis under Central auspices; implementation of field programmes under supervision of State authorities; and provision of training facilities by the Centre for all publicity personnel. |
| 52.    | 4.19             | All Central media should continue to render services as heretofore, but field execution should be carried out by States on behalf of the Centre which has the advantage of joint responsibility, unified policy and planning.   |
| 53.    | 4.20             | Policy directives should issue from the existing Committee for Coordination and Direction, whose jurisdiction should extend to State programmes. The Committee's membership should include three to four State Ministers of Information, and it should normally meet once every three months to review progress and issue directives.   |
| 54.    | 4.21             | The Committee should brief all State Information Ministers at annual conferences and seek their advice. The conference should have powers to commit financially and administratively the State Governments to schemes approved by it.   |
| 55.    | 4.22             | Central Ministers concerned with development departments should exchange views with the Committee at alternate meetings. Secretaries of the departments should clear inter-Ministerial financial and administrative details in meetings held every four months.   |
| 56.    | 4.23             | There should be a Committee for Direction and Coordination at the State level, meeting once in three months, and functioning in the same manner as the Central Committee.   |
| 57.    | 4.24 &<br>4.25   | To plan publicity campaign strategy, a Central Publicity Planning Group should be set up in the Ministry of Information and Broadcasting with a Director-General of Plan Publicity as the chief technical executive to plan and direct  |

S. Ref. to  
No. Para No.

- the publicity programmes. He should not be saddled with administrative duties.
58. 4.26 A Planning Group should be formed to be associated with the Director-General in discharging his functions.
59. 4.27 The Director-General should have under his control the Directorates of Communication Research and Plan Publicity Evaluation and Intelligence; the existing Research and Reference Division and the Directorate of Field Publicity should form the nuclei of these Directorates manned by experienced, trained personnel. Half of the existing units of the Field Publicity Directorate should be utilised as the field organisation for the Directorate of Plan Publicity Evaluation and Intelligence. The Director of Song and Drama and the officer advising on the mechanics of communication in Indian languages should have a small organisation to assist them in day-to-day work, which should be provided out of the existing Song and Drama Division.
60. 4.28 Similar Planning Groups should also be set up in State capitals, to work as agents of the Central Planning Group in giving effect to the Central directives.
61. 4.29 The State Director of Information should be the chief executive agent on behalf of the Central and State Governments for all publicity activities and he should have appropriate ex-officio status in the Development Commissioner's office.
62. 4.30 The machinery at the District, Block and Panchayat levels should comprise the District Publicity Officer, the Publicity Supervisor, the Social Education Officer and the Panchayat Secretary or School Teacher, with their respective duties defined.
63. 4.31 A Regional Director of Plan Publicity should be appointed in each State on behalf of the Central Government to control and administer all Central media activities.
64. 4.32 The CIS officers need to be given in-service training and orientation including the imparting of knowledge of the goals and objectives of democratic planning and socialist pattern of society.
65. 4.33 It is desirable and advantageous to bring the State publicity personnel within the scope of the CIS. A general up-grading of salary scales of Central and State personnel is needed.
66. 4.34 Close coordination is urgently needed not only between Centre and States but also between the different Central Ministries and Departments doing Plan publicity. CIS officers should supervise and control publicity units in all Ministries concerned as is now in operation in such Ministries



S. Ref. to  
No. Para No.

as Railways, Community Development and Food and Agriculture.

67. 4.35 All publicity functions of the State Governments should be unified in the State Departments of Information.

## SECTION 5

## BROADCASTING

68. 5.9 In India, Radio is the most powerful medium of information, education and entertainment. In the context of economic and social reconstruction it has a sensitive and significant role to play.
69. 5.11 Radio programmes have shown an undue concern with publicity to personalities and departments of Government instead of projecting achievements as national efforts in which people have a large share. AIR has a moral obligation to serve as the voice of the people as much as the mouthpiece of Government.
70. 5.12 Plan publicity programmes comprise only a very small proportion of total broadcast programmes, and transmission and listening facilities need augmentation. Yet the impact of radio programmes for rural listeners has been quite impressive, direct and decisive, as compared to other media. There is a clear case for a more intensified and efficient use of the radio in rural India
71. 5.13 The impact of Plan publicity programmes for urban listeners has been less impressive and less direct and decisive. They have to be effectively tackled by more organised and determined efforts.
72. 5.16 The daily rural programmes are very popular and received with enthusiasm and eagerness by the audience.
73. 5.17 The news content of rural programmes is suffering from imbalance of urban-biased news, which needs to be corrected. Language, duration and timing of programmes are unsatisfactory in certain areas. For deep psychological impact, broadcast of unedited recordings of reactions of villagers is desirable. The presentation of rural characters as ignorant backwoodsmen should be discouraged. The programmes do not contain much of interest to backward and non-farming sections.
74. 5.18 (a) A news-gathering network should be organised and rural news coverage in the existing bulletins should be stepped up and ultimately a special rural news bulletin should be introduced. (b) Rural preference should be taken into account in programme planning; the planners should keep in constant touch with rural life by periodical tours, and also provide guidance, advice and information on problems as they arise. (c) The duration of the programmes should

S. Ref. to  
No. Para No.

be extended and adequate provision should be made in the Fourth Plan for the purpose. (d) The timings of the broadcasts should be fixed according to the requirements of regions and seasons, based on broader-based consultations. (e) The number and scope of mobile field units of AIR should be increased and their working, including visits to less accessible areas, toned up. (f) Solutions should be found to the difficulties in more extensive broadcasts to Adivasi areas and transmission and listening facilities in border areas should be given priority consideration.

75. 5.19 The Community Listening Scheme, though implemented at a slow pace, has made the rural listeners the most widespread, organised and receptive patrons of AIR programmes. The Radio Rural Forums have the potential to help the decision-making process at the village level to gain momentum. Above all, a State-owned radio system should cater to the informational, educational and entertainment needs of the rural masses.
76. 5.22 The proposal to increase community listening sets by 1.75 lakhs in the current Plan should be implemented early. In the Fourth Plan a 100 per cent coverage in respect of both transmission and community listening facilities should be aimed at.
77. 5.23 A systematic survey of replacement requirements of community sets should be instituted immediately with quick follow-up action. The Centre should bear 50 per cent of the cost of replacement of condemned sets. The local communities have necessarily to bear a part of the cost and should build up replacement funds over ten years.
78. 5.24 Manufacturing defects have been detected in community sets even at initial delivery. Steps should be taken to ensure that no such lapses occur in future.
79. 5.26 All demands for the sets should be met; the Centre should either ensure expeditious delivery or permit States to arrange supplies on their own.
80. 5.26 Government-subsidised schemes providing domestic sets to rural communities should be abandoned. But Government the Fourth Plan a 100 per cent coverage in respect of both value on community sets, which would involve extra cost which should be borne by the communities.
81. 5.27 From 1964-65 only transistorised sets should be supplied under the Community Listening Scheme, which offer many advantages.
82. 5.28 The feasibility of setting up a radio manufacturing plant in the public sector should be examined.

S. Ref. to  
No. Para No.

83. 5.31 The capacity of the single supply firm on contract to Government for dry battery packs for community listening sets should be augmented, or contracts should be given to other firms also to improve the supply position.
84. 5.32 Short-term training courses on handling and maintenance of the sets should be organised and a sense of responsibility inculcated in those who handle them.
85. 5.33 State Governments should lay down and enforce satisfactory procedures for inspection and report on the working of the community sets.
86. 5.34 All India Radio should arrange, with State Government cooperation, for a model scheme of in-service training for mechanics.
7. 5.35 In view of the meagre resources of State Information Departments, the Central Government should accept in principle the proposal to share a part of the maintenance expenditure, the actual quantum to be agreed upon between the Central and State Governments.
88. 5.38 The Radio Rural Forums programme deserves a first priority Plan publicity.
89. 5.39 The membership of the Forums should be more broadbased than at present; mostly the advanced sections of the rural community alone are the members today.
90. 5.40 The informational and instructional broadcasts in the programme should be followed up by distribution of relevant literature and demonstration by Block staff.
91. 5.43 Special cells should be set up in State Information Departments to collect and classify all relevant data for ready reference and quick access to information needed for Forum programmes.
92. 5.44 The District Publicity Officers should supervise the work of Block officers in respect of organising and activating the Forums.
93. 5.45 The Chief Organiser, the official responsible for organising and energising the Forums, should be a fairly senior officer working on a full-time basis, and assisted by deputies and officers of the Central Directorate of Plan Publicity Evaluation and Intelligence.
94. 5.46 The Third Plan target of 25,000 Forums should be achieved; in the Fourth Plan a Forum should be established in each of the two lakh Panchayats in the country. Chairmen and Conveners of the Forums should be imparted short-term training in discussion procedures and follow-up action.

S. Ref. to  
No. Para No.

- Block Officers should show keener interest in the Forums, responsible development department officers should work as liaison officers and Zilla Parishad and Panchayat members should be responsible for creating awareness of the implications of the Forum scheme.
95. 5.50 Government of India should take up with State Governments and management associations the question of compulsory provision of wireless sets in industrial establishments and speedy implementation of the Industrial Listening Forums Scheme, recommended at a 1962 seminar in Ahmedabad, for the benefit of the industrial working class. All India Radio should also extend the wire broadcasting service to workers' colonies in major industrial centres. Labour representatives' comments and views should also be broadcast in the programmes.
96. 5.52 Courses on development planning should form an integral part of school curriculum. Special broadcasts on planning for schools should be organised and listening facilities provided in high schools on the Farm Forums model.
97. 5.53 Serious-minded student youth should be brought into Radio clubs, their interest in the clubs sustained and a general knowledge paper on Plans, based on the broadcasts, prescribed.
98. 5.54 AIR should establish organised listening groups in small towns and semi-urban areas where the listeners are the most receptive audience for Plan publicity.
99. 5.55 Television, a powerful medium, but still in experimental stage in Delhi only, should be extended to the country in the foreseeable future.

## SECTION 6

## FILM

100. 6.1 Film-going in urban areas has become almost a national habit.
101. 6.2 As a medium of communication, film has an important and substantial part in developmental programmes.
102. 6.3 Film has an emotional appeal; added to it is the glamour attached to film stars. No film, including the ones carrying social purpose, has proved as much a box office success as those featuring popular stars.
103. 6.11 The demand for more extensive exhibition of documentaries, newsreels and other films is widespread both in rural and urban areas.
104. 6.12 Commercial exhibition of documentaries, newsreels, etc., in Bombay, Madras and Delhi has been very popular and should be extended to other urban centres. University

S. Ref. to  
No. Para No.

- Film Councils should also be pressed into service and film clubs formed all over the country; documentary festivals should also be organised. The law of compulsory screening of approved films should be enforced strictly wherever it may now be violated.
105. 6.15 While the best among the Films Division's documentaries can stand international comparison and competition, the rest are works of less than imaginative art.
106. 6.16 Eminent producers should be engaged in producing more Films Division's documentaries than has been done so far.
107. 6.18 & 6.19 Subjects of documentaries are determined by the sponsoring Ministries and thereby tend to project personalities and events rather than national concepts, objectives and achievements. There is considerable scope for improvement of scripts and in the quality of their translation into regional languages.
108. 6.20 A portion of the documentaries should have a regional complexion.
109. 6.21 Spoken language of the people should be employed more liberally in commentary writing, and the reading should be less rapid.
110. 6.23 Colour films on development subjects are in great demand. Cartoon films create great impact and should be produced in larger numbers.
111. 6.24 The proposed colour processing laboratory for the Films Division should be set up in the near future.
112. 6.27 Half of the Films Division's annual documentary production should be shot in the different States, which need not be dubbed in all languages; each such documentary should be produced in the majority language of a State for exhibition in that State only. The other half may be produced as in the past but with emphasis on diverse regional coverage.
113. 6.29 The production wing of the Films Division should be decentralised to secure wider coverage of different regions.
114. 6.30 & 6.31 Newsreels should contain news of local interest for exhibition in the local areas. A monthly or two-monthly newsreel should also be produced for exhibition in rural areas.
115. 6.32 At least two feature-type documentaries should be produced annually.
116. 6.33 Private producers should be commissioned to produce feature films of educative and entertainment value under some guarantee scheme. Film industry may also contribute its share to the national effort by stars offering honorary

S. Ref. to  
No. Para No.

services or on token payment for starring in films of this category.

117. 6.36

Film strip production should be taken on hand soon.

118. 6.37

The number of documentaries on tribal life should be increased as also the requirements of border areas met.

SECTION 7

#### FIELD PUBLICITY

119. 7.1 to  
7.6

The objective of field publicity is laudable. The aim of Central organisation is to provide a national ideological base to the common man's understanding of planned development.

120. 7.7

Public reaction consensus is that the performance of field units has been neither adequately impressive nor fully purposeful. The smallness of the Central organisation, the paucity of its resources, the indifferent skill of personnel and lack of adequate control and supervision of the field programmes have conditioned its performance.

121. 7.10

At least half the film shows organised by the field units are held in urban areas or within easy reach of such centres. Distribution over districts is erratic, uneven, irrational, the less accessible areas being neglected. Introductory remarks are not informative on the themes of the films and their linking with the national objectives. Selection is indifferent.

122. 7.11

In the selection and organisation of song and drama functions, the performance of the officers has not been satisfactory.

123. 7.12

Oral communication, which should have been the main means of publicity aided by film, song and drama performances, has generally been relegated to the background.

124. 7.13

The quality and content of oral communication leave scope for anxiety and concern. The main handicaps appear to be inadequate knowledge and appreciation of local conditions and problems and inability to assimilate and utilise the guidance material received.

125. 7.14

Little preparation and thought is bestowed on themes and content of symposia and seminars. Regional Officers, better equipped for organising the activities, have little time as they are preoccupied with headquarters duties and routine inspection.

126. 7.15

Some definite achievements have been made in respect of programmes directed to women and children.

127. 7.16

Selection of personnel has generally not been according to the standards of competence, zeal and enthusiasm necessary.

S. Ref. to  
No. Para No.

128. 7.17 The status and the hard life of field officers resulting from the nature of their duties has also contributed to their poor performance.
129. 7.18 Regional Officers do not contribute much to the planning and projecting of publicity. Coordination with other agencies also leaves much to be desired.
130. 7.19 The Regional Officer should control all the Central media units in a State and actively associate with the planning of Plan publicity.
131. 7.20 In the reorganised set-up proposed, the Director will be one of the principal advisers to the Director-General of Plan Publicity, in his new role as the Director of Plan Publicity Evaluation and Intelligence.
132. 7.21 State-Central coordination is based largely on personal equation than on an institutionalised basis.
133. 7.23 The main cause of the unproductive effort of field publicity has been the dyarchical approach to conceptual and organisational aspects.
134. 7.27 From the viewpoint of physical means of publicity, in relation to the millions to be reached, there is no duplication of effort between the Central and State organisations. There is diffusion rather than duplication of effort.
135. 7.28 Central personnel have more freedom to perform their primary task of publicity than the State personnel who have multiple demands to satisfy.
136. 7.30 State Governments have meagre facilities while capacity of the Centre to operate in the field is limited; joint responsibility and participation is the answer.
137. 7.31 The custody and display of publicity aids should be entrusted to the school teacher or panchayat secretary.
138. 7.32 At the Block level, publicity should be the principal charge of the Social Education Officer who should be responsible to the District Publicity Officer in this regard.
139. 7.33 Field units, one in every five Blocks, should be set up with mobile cinema vans to organise more cinema shows in the rural areas. The Publicity Supervisors, in charge of the units, should organise song and drama activities and secure services of local leaders for oral communication of publicity. For this, all existing Central and State vans, which will be sufficient for the purpose, should be placed under State Directorates of Information which should be the channels of all field publicity, Central or State.
140. 7.34 The District Field Publicity Officer should be entrusted chiefly with supervision, inspection, guidance and direction

S. Ref. to  
No. Para No.

- of Publicity Supervisors and Social Education Officers. among other related activities.
141. 7.36 Half the number of Central units should be retained for special assignments in strategic areas or for other special occasions. They should be under the charge of the Regional Director of Plan Publicity. The remaining half should be taken over by the Directorate of Plan Publicity Evaluation and Intelligence as its field units.
142. 7.37 Publicity functionaries at all levels working in the field should have common designations.
- SECTION 8** **SONG AND DRAMA**
143. 8.10 Song and drama, touching the deepest emotions of the illiterate millions, is a matchless medium of propagating planned development.
144. 8.11 It is difficult to reach the masses without utilising this medium which has the advantage of personal, intimate and additional appeal.
145. 8.12 The medium's limitation is that it can be only supplemental to other media, as its appeal is emotional rather than personal and its purpose is to inspire rather than inform.
146. 8.13 Incompetently written and produced dramas can produce no desired effect. A great majority of the dramas produced by registered troupes fall in this category.
147. 8.14 Good scripts have not been available. To rectify this, more attractive terms to playwrights, who have shown a lack of involvement in national reconstruction, and less insistence on carrying direct messages in the scripts are some of the steps required to be taken.
148. 8.15 The procedures for approving scripts should be further simplified, composition of the scripts committees should be reviewed and public spirited citizens with interest in theatre should be brought to serve on the committees.
149. 8.16 &  
8.17 The quality of registered troupes is below standard. Good performers are generally attracted to perform in the cities. Also, there is an inter-departmental competition in commissioning the troupes. A standardised fee should be determined and the Song and Drama Division should raise the maximum of its fee payment. Amateur and college dramatic clubs should be subsidised for a limited number of performances. State Government troupes should also be commissioned on subsidy basis.
150. 8.18 A local theatrical group should be formed for every 15 Blocks with a nominal Central financial grant, first on a pilot basis and later extended to the whole country if the results so warrant.



S. Ref. to  
No. Para No.

151. 8.19 Song and drama activities, currently being organised through the Regional Offices of the Directorate of Field Publicity, should be organised through qualified officers of the State Information Directorates.
152. 8.20 Drama Festivals should be organised on a regional basis throughout the country under Central auspices with co-operation of State Governments concerned.
153. 8.21 The Central Drama Troupe, while efficient in itself, has not been able to satisfy the requirement of experimenting with new plays and evolving standards for private troupes to follow. It should be transferred to one of the neighbouring Hindi-speaking States under the Sponsored Drama Troupes Scheme.
154. 8.22 The Departmental Troupe for U.P. and Bihar should also be transferred to either U.P. or Bihar. Also, the Centrally sponsored troupes scheme, a sound publicity venture, should be implemented soon.
155. 8.23 At least one ballet should be produced every year and staged in different parts under Central auspices.
156. 8.24 The song and drama publicity of the Centre should revert to its original scope—organisation of performances through villagers, States and Block organisations. The Centre should assist the State Information Departments through finance and technical guidance for the purpose.
157. 8.25 The Director of Song and Drama should be attached to the Central Publicity Planning Group as Adviser to the Director-General of Plan Publicity to assist him in planning and directing the song and drama programmes in the country.

## SECTION 9

## ADVERTISING AND VISUAL PUBLICITY

158. 9.4 Publicity through display advertisements, posters, folders, etc., has not yielded results commensurate with the investment made. A principal drawback of the Directorate has been the absence of survey and research which would be rectified by the proposed Communication Research and Plan Publicity Evaluation and Intelligence Divisions.
159. 9.5 Exhibitions and outdoor publicity have been effective and should be exploited more extensively.
160. 9.8 Persuasiveness has been found wanting in Plan and development advertisements.
161. 9.9 Improvements in advertisements need to be made in regard to size, frequency, layout and typography. More judicious selection should be made for advertising in the periodical Press.

- | S. No. | Ref. to Para No. |   |
|--------|------------------|---|
| 162.   | 9.10             | The services of private advertising agencies should be utilised, in an advisory capacity for major publicity campaigns. The DAVP should also be empowered to commission outside talent for major campaigns.   |
| 163    | 9.14             | A wide section of the people can be reached through the Indian language, rather than the English, papers.   |
| 164.   | 9.15             | Government should review its advertising policy so as to encourage a positive role in development publicity in newspapers.  |
| 165.   | 9.18             | The lakhs of posters printed and supplied have been insufficiently and poorly displayed.  |
| 166.   | 9.19             | The posters should be produced imaginatively to make them attractive and intelligible to the people.  |
| 167.   | 9.20             | Regional language posters should be produced by State Directorates of Information. Posters in English should be displayed only in cities and large towns. The existing type of posters should not be distributed in rural areas and only hoarding-size posters should be displayed there. |
| 168.   | 9.21             | Printed literature for rural areas should be confined to illustrated folders, which should be directly despatched to the Panchayats. For urban areas, different folders should be produced for different sections of the population.  |
| 169.   | 9.23             | Big-sized cement hoardings should be put up in all Panchayat Samiti headquarters; large hoardings should also be set up at most-frequented public places and select prints on railway trunk routes.   |
| 170.   | 9.24             | Metallic tablets should be displayed on all passenger trains and on State-owned and private buses.  |
| 171.   | 9.27             | One mobile exhibition van should be provided for every six districts, during the Fourth Plan. These should be Central units but should operate under control of the State Directors of Information.   |
| 172.   | 9.29             | Two-coach exhibition units should be provided on each Railway Zone.   |
| 173.   | 9.30             | Two exhibition trains should be commissioned on the broad gauge and metre gauge systems dedicated to Jawaharlal Nehru, 'the Prime Planner', and projecting the cause of planning through his inspiring words.   |

## SECTION 10

## PRESS

- |      |      |   |
|------|------|---|
| 174. | 10.9 | The Press Information Bureau's most favoured clients are metropolitan newspapers centred round Bombay, the Madras and Delhi, but their coverage of Government publicity material is the smallest. |
|------|------|---|

- | S. No. | Ref. to Para No |  |
|--------|-----------------|--|
| 175.   | 10.11           | The Press in State capitals and other cities has given better coverage to developmental news, but even so it is not adequate to the needs. A more liberal allotment of newsprint and an extensive development news service should be provided to this sub-metropolitan Press.  |
| 176.   | 10.12           | The future of newspaper as a medium of mass communication lies in a systematic development of the metropolitan Press. But it is faced with a number of limiting factors and weaknesses.  |
| 177.   | 10.14           | The periodical Press; an important avenue, has not been properly utilised.   |
| 178.   | 10.16           | Generally, the language Press is adequately served by the Bureau. However, the material, seemingly prepared for the English Press, is not translated properly to be intelligible to the readers of this section of the Press. The language services should be freed from the bondage to the service in English, and strengthened.  |
| 179.   | 10.17           | The feature service should be reoriented to serve as an imaginative service.   |
| 180.   | 10.20           | (i) In regard to the metropolitan and sub-metropolitan papers, the PIB should arrange unconducted tours for individual correspondents. The Bureau, in cooperation with the Community Development organisation, should issue a fortnightly digest of rural and small town development news for use by newspapers. A background and reference service should be provided. A feature service of high quality should be organised by the Bureau for use by a select number of papers on exclusive basis. The Principal Information Officer should establish close liaison with leaders of the profession to ensure that a sense of pride in achievement is cultivated among readers.<br><br>(ii) For the non-metropolitan Press, the Bureau should arrange a special regional photo-cum-feature service, a background and reference service, mailing of literature to correspondents in cities and districts, a fortnightly round-up on Plan and its progress, and a photo panel service for Sunday Magazine sections. |
| 181.   | 10.21           | The organisational side of the Bureau should be improved.  |
| 182.   | 10.22           | The Photo Division should be enabled to plan and project photo publicity for the Plans.  |
| 183.   | 10.23           | Government, through the Zilla Parishads, should start small weekly newspapers of educative value dedicated to local needs, first on a pilot basis and later extended to the country, if found useful.  |

S. Ref. to  
No. Para No.

## SECTION 11

## PUBLICATIONS

184. 11.9 Disciplinary requirements of Government service have conditioned the literary effort of Government publicists, resulting in an apologetic approach to publicity.
185. 11.10 The bewildering variety of reading requirements and tastes of different sections of the community and the failure to plan the publicity literature in accordance with the requirements of the target audiences have resulted in the relative ineffectiveness of the publications to create the necessary impact.
186. 11.11 Printed publicity can have a deep and lasting impact.
187. 11.12 Publications take time to issue, lack intimacy and personal touch and, therefore, the impact gets diluted.
188. 11.13 The language and content of the Publications Division's 'popular' pamphlets directed to audiences of various levels are little different from one another and are of poor production value. The Division should evolve a more scientific assessment of the reading tastes through the proposed Planning Group of the Division.
189. 11.14 Printed publicity for rural areas is a waste of effort and resources. Extensive survey and research into the vocabulary of village literates is needed for satisfactory results. The bulk distribution of the publicity material as now produced should be discontinued in rural areas. The resources should be diverted to printed publicity among people with higher literacy. Literature for neo-literates should, however, be produced.
190. 11.15 The impact on the fairly educated class in urban areas has been encouraging; distribution arrangements among these sections should be improved.
191. 11.16 Government should take immediate steps to ensure that the publications are displayed prominently and utilised properly in schools and colleges. Plan literature should also be made compulsory supplementary reading in schools and colleges.
192. 11.17 & Regional language publications are brought out in an irrational order of preference, much later than their English versions, and with much lower production standards.  
11.18
193. 11.19 There is little original writing in the Publication Division's regional language publications, which should, except for Hindi, be entrusted to State Governments.
194. 11.20 While the priced publications are of good production value, the unpriced Plan publications are not so, and need to be improved in this respect also.

S. Ref. to  
No. Para No.

195. 11.21 The Central Government should consider publishing *Yojana* in all regional languages and its free distribution should be more liberal. Also Plan publicity should be channelled through one journal, *Yojana* being suitable for this purpose.
196. 11.22 The number and periodicity of pictorial albums should be stepped up.
- SECTION 12 PUBLICITY FOR COMMUNITY DEVELOPMENT, PANCHAYATI RAJ AND SAHAKARI SAMAJ
197. 12.1 The scope of study of publicity of Community Development, Panchayati Raj and Sahakari Samaj included the adequacy of lines of communication, suitability of literature, its utilisation, the extent of integration of publicity programmes, and the relative effectiveness of the different media of information.
198. 12.2 Every aspect of the approach indicated has been fully covered in the earlier sections of the Report.
199. 12.4 The purpose of the publicity conducted has been to educate the official and non-official workers in the planning and execution of the Community Development, Panchayati Raj and Sahakari Samaj movements.
200. 12.8 The success of the Community Development, Panchayati Raj and Sahakari Samaj Movements is of crucial importance to the future of democracy in India. Only a dedicated effort by official and non-official workers can redeem our leaders' pledges to the people during the freedom struggle.
201. 12.9 The successful working of the programmes needs not only attainment of physical targets of production but also inculcation of a clear perception of social aims, values and aspirations.
202. 12.10 Neither of these aims has been secured even partially so far. Publicity has not provided a vision of the future nor generated a sense of identity with the action processes under way.
203. 12.11 The prospects for a more fruitful publicity effort are bleak without the development official machinery being involved in the pattern of publicity operations. At all levels of developmental hierarchy there is hardly any realisation of the valuable assistance offered by the communication process.
204. 12.12 The impact of publicity in rural areas has been more than in urban areas. The association of elected elements with the development process at Panchayat, Block and District levels has facilitated a better appreciation of the Plans. Their services should be enlisted in a determined way, particularly in oral communication.

S. Ref. to  
No. Para No.

205. 12.13 The Panchayati Raj training courses do not lay any emphasis on the role of publicity. Flow of literature is neither regular nor sufficient. The training centres should be fully pressed into service in propagating the philosophy and objectives of the Movements. Comprehensive training in publicity aims and techniques and effective utilisation of material should be imparted to trainees.
206. 12.14 Heavy reliance has been placed on the use of 'printed word' publicity in rural areas, where it is a wasteful effort. Such material is useful in urban and semi-urban areas.
207. 12.15 Folder is the only type of printed literature which should be widely distributed. Calendars, Panchangs, etc., may also be useful.
208. 12.16 Posters and broadsheets have not proved of much utility. Flash cards are relatively more effective.
209. 12.17 Radio is the most productive means of communication with the rural masses. 'Exhibition' is another powerful medium.
210. 12.18 Heavy emphasis has been placed on publications in English. Regional language editions are literal translations containing little original writing.
211. 12.19 The widescale distribution of publicity literature should be discontinued and only organised institutions should be supplied with this material. Print orders for English publications should be drastically reduced.
212. 12.20 Attractive and informative folders should be printed in large numbers and distributed widely. At least five copies of each folder should be the target for every Panchayat. The number of titles of literature pertaining to the Panchayati Raj and Sahakari Samaj movements should be stepped up.
213. 12.21 Manuals and guide books are good. Their utilisation by Block officials and village level workers, however, leaves much to be desired. The periodical inspection reports on their work should include provision for comment and assessment of their knowledge and use of these manuals and guide books.
214. 12.22 The indiscriminate distribution of English publications including collections of speeches, conference proceedings, etc., is not fruitful; their distribution below the district level should be discontinued. But brief summaries containing important facts, decisions, lines of action, etc., should be distributed at the Block level.
215. 12.23 *Kurukshetra* and *Panchayati Raj* have established their value, and are widely read. But all publicity could be channelled through one journal printed in all regional languages. *Yojana* should be that journal.

- | S. No. | Ref. to Para No. |  |
|--------|------------------|--|
| 216.   | 12.24            | Hoarding-size posters should be installed at Block headquarters. Panchayat Samitis should set up cement structures and Central and State Governments should supply posters to suit the size of hoardings.  |
| 217.   | 12.25            | It is desirable and feasible to have one mobile cinema for every five Blocks. The target for the Fourth Plan should be a mobile cinema van for every three Blocks and for the Fifth Plan one van for each Block.   |
| 218.   | 12.26            | Film strips should be produced and, as their production gains momentum, each Block should have a film strip projector.   |
| 219.   | 12.27            | Radio is the most powerful medium in rural areas. The importance of working the Community Listening and Radio Rural Forum schemes should be forcefully brought home to the official workers of Community Development and elected representatives of Panchayati Raj Movements.  |
| 220.   | 12.28            | Publicity material reaches the Block headquarters, but is not fully distributed to the ultimate targets. The display of posters is disappointing. The material should be directly mailed to responsible officials like Panchayat Secretary or School Teacher. The Social Education Officer should make inspection of actual utilisation and report to appropriate authorities. |
| 221.   | 12.29            | Social education and publicity go together. The Social Education Officers or the Education Extension Officers should be redesignated as Extension Officers (Publicity) and suitable training should be imparted to them particularly in organising Radio Rural Forums.   |
| 222.   | 12.30            | The Study Team on Information and Community Centres has made recommendations regarding Information Centres and we endorse them.  |
| 223.   | 12.31            | The blueprint of an integrated publicity machinery has been provided in the section on "Coordination".   |

## APPENDICES

APPENDIX	PAGES
A. RESOLUTIONS OF THE GOVERNMENT OF INDIA	153—155
B. QUESTIONNAIRES ON PLAN PUBLICITY THROUGH FILMS, BROADCASTS, SONG AND DRAMA, ADVERTISING AND VISUAL PUBLICITY, PUBLICATIONS AND MOBILE UNITS, MAILED TO NON-OFFICIALS AND OFFICIALS	156—168
C. TOTAL, CATEGORY-WISE AND MEDIA-WISE, DESPATCH AND RECEIPT OF MAIL QUESTIONNAIRES	169—175
D. QUESTIONNAIRES ISSUED TO HEADS OF MEDIA UNITS AND REGIONAL OFFICERS UNDER THEM	176—188
E. STATES/UNION TERRITORIES, DISTRICTS AND PLACES VISITED	189—192
F. QUESTIONNAIRES ISSUED TO DEVELOPMENT COMMISSIONERS AND REGISTRARS OF COOPERATIVE SOCIETIES IN THE STATES	193—194



## APPENDIX A (I)

### GOVERNMENT OF INDIA

#### MINISTRY OF INFORMATION AND BROADCASTING

\* \* \* \* \*

*New Delhi, the 3rd April, 1963.*

### RESOLUTION

*No. 9(70)/59-PP*—The Government of India have been considering for some time the question of undertaking an assessment of the impact of various programmes of publicity for the Five Year Plans which is carried on through different media of mass communication under this Ministry. The Departments which are dealing with such publicity are the Directorate of Field Publicity, the All India Radio, the Press Information Bureau, the Directorate of Advertising and Visual Publicity, the Films Division, the Publications Division, the Photo Division and the Song and Drama Division. Public co-operation and public opinion constitute the principal force behind planning in any country. Government have accordingly decided to set up a Study Team to make a detailed study of the impact of the measures taken to publicise the Plan and to report to Government about steps which should be taken for better utilization of the existing staff and resources. The Team will also examine the question of the more effective utilization of the publicity and audio-visual material produced by the Ministry of Community Development and Co-operation and distributed for the purpose of propagating the philosophy and objectives of Panchayati Raj, Sahakari Samaj and Community Development movements.

2. The Study Team will consist of the following members:—

- |  |           |
|--|-----------|
| (1) Shri Amar Nath Vidyalankar, M.P.,<br>44, Model Town, Hoshiarpur.   | —Chairman |
| (2) Shri Radha Nath Rath,<br>Ex-Finance Minister, Orissa,<br>"Gopabandhu" Bhavan,<br>Bakshi Bazar, Cuttack-1.            | —Member   |
| (3) Shri P. Ranga Reddi,<br>Ex-Planning and Development Minister,<br>Andhra Pradesh,<br>Giddaluru, Kurnool Distt. (A.P.) | —Member   |
| (4) Shri Rohanlal Chaturvedi,<br>Chaturvedi Kuncha,<br>Etah (U.P.)   | —Member   |
| (5) Shri S. M. Joshi,<br>199/4, Tilak Road,<br>Poona-2.  | —Member   |

Dr. A. R. Baji, Deputy Director, Research and Reference Division, Ministry of Information and Broadcasting, will act as Secretary of the Team.

3. The Terms of Reference of the Study Team will be :—

To study and report on :—

- (1) The Plan Publicity being carried on by different Media Units of the Ministry of Information and Broadcasting and its impact on the public with a view to improving its efficiency and broadening its impact, with particular reference to the following aspects :—
  - (i) Arrangements for publicity;
  - (ii) Coordination of activities between :
    - (a) the different Media Heads of the Ministry;
    - (b) the Centre and the States; and

- (2) The utilization of the publicity and audio-visual material produced by the Government of India for the purpose of propagating the philosophy and objectives of Panchayati Raj, Sahakari Samaj and Community Development movements,

and to recommend to the Government ways and means for the better utilization of the publicity programmes undertaken by the Ministry of Information and Broadcasting and the Ministry of Community Development and Cooperation.

4. The Headquarters of the Study Team will be located in New Delhi, c/o Ministry of Information and Broadcasting, Government of India.

5. The payment of travelling allowance (including daily allowance) to the non-officials will be regulated in accordance with the instructions contained in the Ministry of Finance (Department of Expenditure)'s Office Memorandum No. F. 6(26)-EIV/59, dated the 5th September, 1960, as amended from time to time.

6. The Team will evolve its own procedure.

7. The Team will commence its work as soon as possible, and submit its report within a period of six months.

#### ORDER

Ordered that a copy of the above Resolution be published in the *Gazette of India* and communicated to all Ministries of the Government of India, the State Governments, the Planning Commission, the Prime Minister's Secretariat, the Cabinet Secretariat, the Private and Military Secretaries to the President of India.

(Sd). NAWAB SINGH

*Secretary to the Government of India*

**APPENDIX A (ii)**

**GOVERNMENT OF INDIA  
MINISTRY OF INFORMATION & BROADCASTING**

*New Delhi-1, the 10th July, 1963.*

**RESOLUTION**

*No. 9(70)/59-PP*—It has been decided that Dr. A. R. Baji, Deputy Director, Research and Reference Division, Ministry of Information and Broadcasting and Secretary of the Study Team set up *vide* this Ministry's Resolution No. 9(70)/59-PP dated the 3rd April, 1963, will be Member-Secretary of the Team.

**ORDER**

Ordered that a copy of the above Resolution may be published in the *Gazette of India* and communicated to all Ministries of the Government of India, the State Governments, the Planning Commission, the Prime Minister's Secretariat, the Cabinet Secretariat, the Private and Military Secretaries to the President of India.

(Sd.) D. KRISHNA AYYAR  
*Deputy Secretary to the Government of India*

APPENDIX B (i)

For Non-officials

QUESTIONNAIRE TO EVALUATE FIVE YEAR PLAN PUBLICITY THROUGH FILMS

1. Place
2. Date of Exhibition
3. (i) Reactions to films produced by the Ministry of Information and Broadcasting
  - (a) Indian Panorama (colour)
  - (b) An Example to Follow
  - (c) Saga of Service
  - (d) Models Save Millions
  - (e) Taj Mahal (Colour)
  - (f) The Happy Islands } For Andaman & Nicobar Islands only
  - (g) Nagarjunakonda } For Andhra Pradesh only
  - (h) (i) Assam }  
(ii) Hidden Treasure } For Assam only
  - (i) People of the Naga Hills } For Naga Hills only
  - (j) (i) N.E.F.A. Part I }  
(ii) N.E.F.A. Part II } For N.E. Frontier Agency only
  - (k) (i) Janna Mitta }  
(ii) Growing Metropolis } For Delhi only  
(iii) Research in Agriculture }
  - (l) (i) Operation Kandla }  
(ii) Folk Songs of Gujarat Part I } For Gujarat only  
(iii) Folk Songs of Gujarat Part II }
  - (m) (i) Himachal }  
(ii) Holiday in the Hills } For Himachal Pradesh only
  - (n) (i) Festival of Kashmir }  
(ii) Jhelum }  
(iii) The Big Change } For Jammu & Kashmir only  
(iv) Symbol of Achievement }  
(v) Glimpses of Jammu }
  - (o) (i) Adivasis }  
(ii) Ujjaini } For Madhya Pradesh only  
(iii) Chambal }  
(iv) Madhya Pradesh }  
(v) Mandu }
  - (p) (i) Konkan }  
(ii) Lokmanya Tilak } For Maharashtra only  
(iii) Mandu }  
(iv) The Story of Dr. Karve }  
(v) Koyna Project }  
(vi) Bounty from Bunds }  
(vii) Milk for Millions }
  - (q) (i) The Temple of Belur and }  
Halebid } For Mysore State only  
(ii) Dr. Visvesvaraya }
  - (r) (i) Orissa, the Land and People }  
(ii) Buddhist Heritage of Orissa } For Orissa only  
(iii) Konarak } For Konarak only
  - (s) Chambal } For Rajasthan only

- (t) (i) The Periyar }  
 (ii) Kerala } For Kerala only
- (u) Bhakra Nangal }  
 (ii) Where did you see these? } For Punjab only  
 (i) In a Cinema House  
 (ii) Elsewhere
- (iii) (a) Did you like the films? Yes/No  
 (b) Did you find them interesting or dull? Interesting/Dull  
 (c) Were they informative and instructive? Informative/Instructive/Both  
 (d) Would you like to see more such films? Yes/No  
 (e) What are the points you did not like in the films?
- (f) Theme not adequately conveyed  
 (ii) Presentation poor  
 (iii) Commentary too fast  
 (iv) Sound not properly modulated  
 (v) Language not understood  
 (vi) Background music inadequate
4. Any other features and observations
5. Any suggestions for improvement (other than technical) of the films

NOTE.—For question 3(iii) (a) (b) (c) (d) strike out whatever is not applicable.

*Signature*

*Address*

*Date*

#### APPENDIX B (ii)

For Non-official

#### QUESTIONNAIRE TO EVALUATE LISTENER REACTIONS TO FIVE YEAR PLAN PUBLICITY BROADCASTS ON A I R

1. (a) Please state whether you have listened to any broadcast items about the Five Year Plan

Yes ( )  
 No ( )

(Please put a cross mark (x) against Yes or No, as the case may be)

- (b) If you have, please state :

- (i) The Station/Stations listened to.....  
 (ii) Date of listening last.....  
 (iii) Type/Types of broadcasts heard :  
 (whether it was a talk, discussion,  
 interview, play, etc.)  
 (iv) Language/Languages of the broadcasts heard.....

2. (a) Were the Five Year Plan publicity programmes heard by you easy to follow ?  
Please put cross mark(x) against the answer that applies .-
- (i) were easy to follow ( )
  - (ii) not too easy to follow ( )
  - (iii) very difficult to follow( )
- (b) If these were not easy to follow, please say why :
- (i) could not understand the language ( )
  - (ii) bad pronunciation ( )
  - (iii) the script was difficult to follow ( )
  - (iv) other reasons..... ( )
3. Were the programmes interesting ?
- (i) Very interesting ( )
  - (ii) Somewhat interesting ( )
  - (iii) Not at all interesting ( )
4. We present Five Year Plan publicity material in various forms such as talks, dialogues, documentaries, songs etc. These are listed below. Please indicate by cross marks (x) the types of programme you would like to listen to ; other items may be left unfilled.
- (i) Talks ( )
  - (ii) Dialogues ( )
  - (iii) Discussions ( )
  - (iv) Documentaries ( )
  - (v) Radio plays ( )
  - (vi) Songs ( )
  - (vii) Stories ( )
5. AIR presents the Plan in all its aspects. Which of the following subjects interest you most ?
- (i) Agriculture and Animal Husbandry ( )
  - (ii) Basic and Organised Industry ( )
  - (iii) Cottage and Subsidiary Industry ( )
  - (iv) Trade and Commerce ( )
  - (v) Banking and Finance ( )
  - (vi) Communications ( )
  - (vii) Community Projects, NES, Rural Reconstruction ( )
  - (viii) Social Welfare ( )
  - (ix) Education ( )
  - (x) Other subjects of interest.....
6. Do you think that you have added to your knowledge about the Plan by listening to AIR broadcasts ?
- (i) Yes ( )
  - (ii) No ( )
  - (iii) Can't say ( )
7. Suggestions for making the broadcasts more popular and entertaining:
- Signature \_\_\_\_\_  
Address \_\_\_\_\_  
Date \_\_\_\_\_

APPENDIX B (iii)

For Non-officials

QUESTIONNAIRE TO EVALUATE PLAN PUBLICITY THROUGH SONG AND DRAMA

Please answer the questions below after witnessing any programme of Five Year Plan Publicity and discussing it with others in the audience.

1. Name:

Address: Name of Town/Village :

District :

State :

Occupation:

2. Please State:

(a) the place of performance

(b) nature of performances witnessed (i.e. Play, Kavi Sammelan, Mushaira, Songs, Ballad, Puppet Play, Folk Dance, Harikatha, Burrakatha, etc.).

The following questions are meant to ascertain the reaction of the audience in your area to the Five Year Plan publicity programmes put out by the Song and Drama Division. For each question several answers are given. Please put a check mark (✓) against the answer which comes nearest to the answer you would give)

1. (a) Did you find the programmes easy to follow?

(i) Very easy to follow ( )

(ii) Somewhat difficult to follow ( )

(iii) Very difficult to follow ( )

(b) If these were not easy to follow, please indicate why.

(i) Could not understand the language/dialect ( )

(ii) Could not enjoy the local colour of the performance ( )

(iii) Could not appreciate the theme ( )

(iv) Any other reason ( )

2. Were the programmes interesting?

(i) Very interesting ( )

(ii) Somewhat interesting ( )

(iii) Not at all interesting ( )

3. Did you enjoy the programmes?

Yes/No

4. Do you think that you have added to your knowledge about the Plan by attending the programmes?

Yes/No

(a) Did you notice anything of special attraction in the programmes? If yes, please say what. If not, please leave the space blank.

(b) Was there anything in the programmes which provoked curiosity or a desire to understand more? If so, what was it? If not, please leave the space blank.

(c) Did you notice anything positively annoying about the programmes? If so, please state the reasons. If not, please leave the space blank.

8. In your opinion, which particular form of entertainment will be popular in your area? Please cancel the others.

- (i) Drama
- (ii) Poetic symposium
- (iii) Harikatha and Burrakatha.
- (iv) Folk ballads
- (v) Puppet show
- (vi) Opera
- (vii) Nautanki, Daskatha, etc.

9. If you have any suggestions regarding its improvement, modifications, please give here.

NOTE.—For questions 5 and 6, strike out whatever is not applicable.

*Signature*

*Address*

*Date*

#### APPENDIX B (iv)

For Non-Officials

#### QUESTIONNAIRE TO EVALUATE PLAN PUBLICITY THROUGH ADVERTISING AND VISUAL MEDIA

##### Display Advertisements:

- (a) Have you been noticing the advertisements about Government's activities, such as Five Year Plan, National Savings, Handloom Fabrics, Handicrafts, etc. in the daily newspapers/periodicals?
- (b) Do you consider the advertisements

Yes/No

- (i) informative?
- (ii) persuasive?
- (iii) effective?

##### Printed Publicity:

- (a) Have you seen publicity posters on Handloom Fabrics, National Savings, Five Year Plan, Family Planning India etc. displayed in your locality?
- (b) Do you find the illustrations
- (c) Have you recently read any of the folders/booklets issued by the Directorate of Advertising and Visual Publicity in connection with India's development? If so, give the names?
- (d) Do you find the folders/booklets

Yes/No

- (i) attractive?
- (ii) effective?
- (iii) poor?

Yes/No

- (i) informative?
- (ii) easily understandable?
- (iii) attractive?
- (iv) useless?

##### Outdoor Publicity:

- (a) What impression does a hoarding (a large metallic board) with a picture and message as BUY HANDLOOM FABRICS, INVEST IN NATIONAL SAVINGS, HELP THE PLAN, put up at railway stations and road crossings, on transport buses or at important places create in your mind?



- (b) (i) Do you stop to look at it (ii) ignore it  
(iii) think about it?

(i)  
(ii)  
(iii)

**Exhibitions:**

- (a) Have you seen a Five Year Plan exhibition?  
If so, where?  
(b) Did it

(i) interest you?  
(ii) bore you?  
(iii) increase your knowledge  
(iv) create a desire in your  
mind to visit it again?

**Distribution:**

- (a) Do you get publicity material issued by the  
Directorate of Advertising and Visual  
Publicity?  
(b) Do you get the material

(i) regularly?  
(ii) seldom?  
(iii) not at all?

- (c) Do you

(i) read it?  
(ii) lend it to others?  
(iii) throw it away as waste-  
paper?

*Signature*

*Address*

*ate*

**APPENDIX B (v)**

For Non-officials.

**QUESTIONNAIRE TO EVALUATE FIELD PUBLICITY DONE BY THE MOBILE UNITS. FIVE  
YEAR PLAN PUBLICITY**

1. (a) Have you attended programmes arranged  
by a Field Officer/Mass Contact Officer/  
Publicity Organiser, Ministry of Infor-  
mation and Broadcasting? Yes/No.  
(b) If so, please mention the type/types of  
programme attended  
Film show/Lecture/Discussion group  
(c) Where were the programmes held?
2. Do you find these programmes interesting and infor-  
mative? Yes/No.
3. Do these programmes generally consist of film shows  
only or do they also include lectures, discussion  
groups, etc?
4. Which type do you find more interesting and informative?  
(i) Film show  
(ii) Lecture  
(iii) Discussion group
5. Have you any suggestions for improving the programme?

*Signature*

*Address*

*Date*

**APPENDIX B (vi)**

For Non-officials

**QUESTIONNAIRE TO EVALUATE PLAN PUBLICITY THROUGH BOOKS, PAMPHLETS, MAGAZINES, ETC.**

1. Have you read any of the books, pamphlets, magazines and pictorial albums on the Five Year Plan issued by the Publications Division, Ministry of Information and Broadcasting? Yes/No
2. (a) Do you find these publications useful, interesting and informative? Yes/No  
 (b) (i) Are the publications written in simple language? Yes/No  
 (ii) Are they suitably illustrated? Yes/No  
 (iii) Are they well printed? Yes/No
3. Which kind of literature on the Plan do you prefer— books, pamphlets, magazines or pictorial albums?
4. (a) Have you read YOJANA, the fortnightly journal in Hindi and English issued by the Publications Division? Yes/No  
 (b) Do you think that YOJANA serves the purpose of popularising the Five Year Plan? Yes/No
5. (a) KURUKSHETRA (English and Hindi) and GRAM SEVAK (English and Hindi), the journals issued by the Publications Division, are devoted to the Community Development Programme. Have you read these? Yes/No  
 (b) If so, do you think any of these serves the purpose? Yes/No
6. What do you think of the prices charged for the publications on the Plan produced by the Publications Division? Please tick off the answer.  
(i) Too high  
(ii) Too low  
(iii) Reasonable
7. Are the publications easily available in your area? Yes/No
8. Have you any suggestions for their improvement? If so, state them.

Signature

Address

Date

**APPENDIX B(vii)**

For Officials

**QUESTIONNAIRE TO EVALUATE FIVE-YEAR PLAN PUBLICITY THROUGH FILMS**

1. Have you attended any of the film shows in which any of the following documentaries were exhibited? If so, which and at what place?
  1. In a cinema house
  2. Elsewhere
  - (a) Indian Panorama (colour)
  - (b) An Example to Follow
  - (c) Saga of Service

- (d) Models Save Million
- (e) Taj Mahal (colour)
- (f) The Happy Islands } For Andaman & Nicobar Islands only
- (g) Nagarjunakonda } For Andhra Pradesh only
- (h) (i) Assam }  
(ii) Hidden Treasure } For Assam only
- (i) (i) People of the Naga Hills } For Naga Hills only
- (j) (i) N.E.F.A. Part I }  
(ii) N.E.F.A. Part II } For N.E. Frontier Agency only
- (k) (i) Jamia Millia }  
(ii) Growing Metropolis }  
(iii) Research in Agriculture } For Delhi only
- (l) (i) Operation Kandla }  
(ii) Folk Songs of Gujarat Part I }  
(iii) Folk Songs of Gujarat Part II } For Gujarat only
- (m) (i) Himachal }  
(ii) Holiday in the Hills } For Himachal Pradesh only
- (n) (i) Festival of Kashmir }  
(ii) Jhelum }  
(iii) The Big Change }  
(iv) Symbol of Achievement }  
(v) Glimpses of Jammu } For Jammu & Kashmir only
- (o) (i) Adivasis }  
(ii) Ujjaini }  
(iii) Chambal }  
(iv) Madhya Pradesh }  
(v) Mandu } For Madhya Pradesh only
- (p) (i) Konkan }  
(ii) Lokmanya Tilak }  
(iii) Mandu }  
(iv) The Story of Dr. Karve }  
(v) Koyna Project }  
(vi) Bounty from Bunds }  
(vii) Milk for Millions } For Maharashtra only
- (q) (i) The Temples of Belur & Halebid }  
(ii) Dr. Visvesvaraya } For Mysore State only
- (r) (i) Orissa, the Land and People }  
(ii) Buddhist Heritage of Orissa }  
(iii) Konarak } For Orissa only
- (s) (i) Chambal } For Rajasthan only
- (t) (i) The Periyar }  
(ii) Kerala } For Kerala only
- (u) Bhakra Nangal } For Punjab only

(i) Did you discuss with members of the audience the reactions after the shows ?

Yes/No

(ii) Were reactions you noticed or heard during the shows favourable or not? Favourable/Unfavourable

3. What improvements would you suggest in the light of audience reactions?
- (i) Subject
  - (ii) Presentation
  - (iii) Sound—Voice of the Commentator
  - (iv) Language
  - (v) Background Music

*Signature*

*Designation & Address*

*Date*

APPENDIX B (viii)

For Officials

QUESTIONNAIRE TO EVALUATE LISTENER REACTION TO FIVE YEAR PLAN PUBLICITY BROADCASTS ON AIR

1. (a) Please state whether you have listened to any broadcast items about the Five Year Plan? Yes ( )  
No ( )  
(Please put a check mark (✓) against Yes or No as the case may be)
- (b) If you have, please state:
- (i) The Station/Stations listened to.....
  - (ii) Type/Types of Broadcast heard (Whether they were talks, discussions or plays, etc.).
  - (iii) Language/Languages of the Broadcast....  
(The following questions are meant to ascertain the reaction of the listeners in your area to the Five Year Plan Publicity broadcasts put out by AIR. For each question several answers are given. Please put a check mark (✓) against the answers which comes nearest to the answer you would give.)
2. Do you think that such broadcasts are widely listened to in your area ? Yes ( )  
No ( )
3. (a) Did the listeners find the programmes
- (i) very easy to follow? ( )
  - (ii) Somewhat difficult to follow? ( )
  - (iii) Very difficult to follow? ( )
- (b) If they were not easy to follow, please indicate why?
- (i) Could not understand the language ( )
  - (ii) Could not follow the dialect ( )
  - (iii) Due to bad pronunciation ( )
  - (iv) The script was too difficult to follow ( )
  - (v) Any other reasons ( )
4. Were the programmes interesting ?
- (i) Very interesting ( )
  - (ii) Somewhat interesting ( )
  - (iii) Not at all interesting ( )
  - (iv) Can't say ( )

5. Did the listeners enjoy the programmes?
- (i) Most of them enjoyed ( )
- (ii) Some of them enjoyed ( )
- (iii) Few enjoyed ( )
- (iv) Don't know ( )
6. We present Five Year Plan Publicity material in various forms such as talks, dialogue, documentary etc. They are listed here. Please indicate by check mark (✓) items that are popular in your area. If you are not familiar with a type or if you think that listeners dislike it, please leave the brackets blank.
- (i) Talks ( )
- (ii) Dialogues ( )
- (iii) Discussions ( )
- (iv) Documentary ( )
- (v) Feature ( )
- (vi) Story-telling ( )
- (vii) Radio Plays ( )
- (viii) Songs ( )
7. If you have any suggestions about the programmes regarding their improvement, modification, repetition, please give here.

*Signature*

*Designation & Address*

*Date*

#### APPENDIX B (ix)

For Officials

#### QUESTIONNAIRE TO EVALUATE PLAN PUBLICITY THROUGH SONG AND DRAMA

1. Have you attended any programmes organised by the Song and Drama Division of the Ministry of Information and Broadcasting? Yes/No
2. Place of programmes :
3. (a) Was the attendance at these programmes small/large/adequate? Small/large/adequate
- (b) Do you think that the programmes were well attended in relation to the population of the area?
4. Did the programmes create the proper impact or were these received without being understood or followed?
5. Do you think that the programmes added to the knowledge of the audience about the Plan?
6. Did the programmes have any obvious primary effect of being found interesting, uninteresting, annoying, satisfactory, etc., or any other general reaction?
7. If the programmes had not been followed or fully followed, was it due to any difficulties regarding the language or dialect or due to the bad production on the part of the artistes or bad script or unsuitability of script?
8. Any suggestions regarding improvement, modification in the script or performance.

*Signature*

*Designation & Address*

*Date*

APPENDIX B (x)

For Officials

QUESTIONNAIRE TO EVALUATE PLAN PUBLICITY THROUGH  
ADVERTISING AND VISUAL MEDIA

Display Advertisements

- (a) What in your opinion is the general public reaction to the Government of India display advertisement in newspapers ?
- (b) Do you think they help to
  - (i) inform ?
  - (ii) mould ?
  - (iii) educate public opinion ?

Printed Publicity

- (a) Are the posters issued by the Directorate of Advertising and Visual Publicity on Handloom Fabrics, National Savings, Five Year Plan, Family Planning, India etc. received and displayed in your area ?
- (b) Do they help to arouse popular interest ?
- (c) Are folders, booklets and other printed publicity material on India's development, issued by the Directorate of Advertising and Visual Publicity, read by the people in your area ?
- (d)
  - (i) Are they properly distributed ?
  - (ii) Widely read ?
  - (iii) Liked or disliked ?

Outdoor Publicity

- (a) What reactions do the hoardings (large metallic boards with a picture and a message) displayed at important road crossings or put up in transport buses have in your area ?
- (b)
  - (i) Do people look at them ?
  - (ii) Ignore them ?
  - (iii) Talk about them ?

Exhibitions

- (a) Do Five Year Plan exhibitions attract large crowds in your area ?
- (b) Would you like them to be held
  - (i) Sparingly ?
  - (ii) more often ?
  - (iii) in more places ?

Distribution

- (a) Is the supply of publicity material adequate and regular in your area ?
- (b) Do people read it ?
- (c) Display it ?
- (d) Throw it away ?
- (e) Need more of it ?

*Signature*

*Designation & Address*

*Date*

## APPENDIX B (xi)

### QUESTIONNAIRE TO EVALUATE PLAN PUBLICITY THROUGH BOOKS, PAMPHLETS, MAGAZINES, ETC.

1. (a) Are the books, pamphlets, magazines, and pictorial albums on the Five Year Plan issued by the Publications Division of the Ministry of Information & Broadcasting available to the public in your district/block/area of operation ?  
Yes/No  
(i) Widely  
(ii) Not at all  
(iii) Only by a few  
(b) If so, are these publications read by the people ?
2. What is the general reaction to these publications ?  
(i) Favourable  
(ii) Unfavourable  
(iii) Indifferent
3. What kind of literature on the Plan do the people prefer—Books, Pamphlets, Magazines or Pictorial Albums ?
4. (a) What is the extent to which YOJANA the fortnightly journal in English and Hindi, is read in your district/block/town/area of operation ?  
(i) Nil  
(ii) Limited  
(iii) Wide  
(b) Do you think the YOJANA is serving the purpose of popularising the Five Year Plan ?  
Yes/No  
(c) If not, why ?
5. (a) What is the extent to which KURUKSHETRA and GRAM SEVAK (English and Hindi) read in your area ?  
(i) Nil  
(ii) Limited  
(iii) Wide  
(b) Do you think KURUKSHETRA and GRAM SEVAK are serving the purpose of popularising the Community Development Programme ?  
Yes/No  
(c) If not, why ?
6. Judging from your observations of the popular response, do you think the prices charged for the publications on the Plan produced by the Publications Division are  
(i) too high ?  
(ii) too low ?  
(iii) reasonable
7. Do you come to know quickly about the release of new publications ?  
Yes/No
8. What are your suggestions, if any, for improving the publications from the point of view of their impact on the reader ?

*Signature*

*Designation & Address*

*Date*

APPENDIX B (xii)

QUESTIONNAIRE TO EVALUATE FIELD PUBLICITY DONE BY THE MOBILE UNITS,  
FIVE YEAR PLAN PUBLICITY

1. (a) Have you attended any programme arranged by a Field Officer/Mass Contact Officer/ Publicity Organiser of the Ministry of Information and Broadcasting ? YES/NO  
(b) If so, please mention the type/types of programme attended.  
(i) Film show  
(ii) Lecture  
(iii) Discussion group  
(c) Where was the programme held ?
2. (a) Do you find these programmes interesting and informative ? YES/NO  
(b) Do you think the programmes succeeded in adding to the knowledge of the audience about the Plan ? YES/NO
3. Was there anything in the programmes which provoked curiosity or a desire to understand more? If yes, please say what; if not, leave the space blank.  
(i)  
(ii)  
(iii)
4. Was there anything in the programme which irritated you ? If so, what was it? If not, please leave the space blank.  
(i)  
(ii)  
(iii)
5. In your opinion, are the activities of these units supplementing/ duplicating the efforts of the State Government ?
6. Have you any suggestions for improving the programme ?

*Signature*

*Designation & Address*

*Date*



APPENDIX C (i)

TOTAL DESPATCH AND RECEIPT OF QUESTIONNAIRES

	Non-officials		Officials	
	Despatch	Receipt	Despatch	Receipt
Andhra Pradesh .. .. .	1,405	57	594	43
Assam .. .. .	955	31	179	17
Bihar .. .. .	2,066	126	1,107	61
Gujarat .. .. .	1,218	53	227	44
Jammu and Kashmir .. .. .	240	12	104	13
Kerala .. .. .	1,037	69	130	32
Madhya Pradesh .. .. .	2,135	203	443	80
Madras (I Round) .. .. .	1,868	255	167	15
(II Round) .. .. .	1,680	278	—	—
Maharashtra .. .. .	1,818	104	372	47
Mysore .. .. .	4,035	542	288	26
Orissa .. .. .	787	62	412	19
Punjab .. .. .	2,402	128	351	24
Rajasthan .. .. .	1,283	85	251	28
Uttar Pradesh (I Round) .. .. .	3,835	365	399	108
(II Round) .. .. .	3,991	469	—	—
West Bengal (I Round) .. .. .	2,408	186	150	14
(II Round) .. .. .	2,079	196	—	—
A. & N. Islands, Nagaland, NEFA & Pondicherry .. .. .	21	—	46	—
Delhi .. .. .	600	29	16	2
Himachal Pradesh .. .. .	557	53	46	9
Manipur .. .. .	199	38	2	—
Tripura .. .. .	130	10	11	4
<b>TOTAL ..</b>	<b>36,749</b>	<b>3,351</b>	<b>5,295</b>	<b>586</b>

APPENDIX C (ii)

CATEGORY-WISE DESPATCH OF QUESTIONNAIRES  
(Non-officials)

	Educa- tionists	Journal- lists	Social workers	Local bodies	Misc.	Legis- lators	Total
Andhra Pradesh ..	193	16	300	434	10	452	1,405
Assam .. ..	313	12	163	340	3	124	955
Bihar .. ..	800	23	209	529	16	489	2,066
Gujarat .. ..	156	46	340	511	—	165	1,218
Jammu & Kashmir	50	7	43	26	3	111	240
Kerala .. ..	137	17	271	456	2	154	1,037
Madhya Pradesh ..	376	28	239	1,030	32	430	2,135
Madras (I Round)	955	—	84	500	6	323	1,868
(II Round)	955	158	85	476	6	..	1,680
Maharashtra ..	562	105	546	184	16	405	1,818
Mysore .. ..	2,509	31	212	964	10	309	4,035
Orissa .. ..	216	5	99	281	16	170	787
Punjab .. ..	938	24	256	928	18	238	2,402
Rajasthan .. ..	390	15	122	537	11	208	1,283
Uttar Pradesh ..							
(I Round) ..	1,231	—	53	1,897	35	619	3,835
(II Round) ..	1,734	266	53	1,903	35	—	3,991
West Bengal							
(I Round) ..	1,727	—	215	85	8	373	2,408
(II Round) ..	1,729	83	175	84	8	—	2,079
A & N Islands, Nagaland, NEFA &							
Pondicherry ..	—	—	18	—	—	3	21
Delhi .. ..	319	70	99	12	5	95	600
Himachal Pradesh	51	1	28	426	2	49	557
Manipur .. ..	157	—	7	—	—	35	199
Tripura .. ..	107	1	7	—	—	15	130
<b>TOTAL ..</b>	<b>15,605</b>	<b>908</b>	<b>3,624</b>	<b>11,603</b>	<b>242</b>	<b>4,767</b>	<b>36,749</b>

APPENDIX C (iii)

CATEGORY-WISE RECEIPT OF QUESTIONNAIRES  
(Non-Officials)

	Educa- tionists	Journa- lists	Social workers	Local bodies	Misc.	Legis- lators	Total
Andhra Pradesh .. ..	18	—	9	22	8	—	57
Assam .. .. .	11	—	8	8	4	—	31
Bihar .. .. .	47	—	11	52	7	9	126
Gujarat .. .. .	11	—	11	27	1	3	53
Jammu and Kashmir ..	4	—	2	1	1	4	12
Kerala .. .. .	18	—	17	24	6	4	69
Madhya Pradesh .. ..	34	—	8	138	12	11	203
Madras (I Round) ..	143	14	9	45	39	5	255
(II Round)	154	7	4	46	67	—	278
Maharashtra .. .. .	43	4	13	18	11	15	104
Mysore .. .. .	381	—	4	70	85	2	542
Orissa .. .. .	39	—	2	13	6	2	62
Punjab .. .. .	51	2	4	67	3	1	128
Rajasthan .. .. .	33	—	7	38	5	2	85
Uttar Pradesh(I Round)..	100	10	5	86	51	13	365
(II Round) ..	215	15	4	196	39	—	469
West Bengal (I Round) ..	123	3	12	6	36	6	186
(II Round) ..	125	5	14	5	47	—	196
A & N Islands, Nagaland, NEFA & Pondicherry	—	—	—	—	—	—	—
Delhi .. .. .	15	1	7	1	2	3	29
Himachal Pradesh ..	2	—	3	44	2	2	53
Manipur .. .. .	32	—	1	2	3	—	38
Tripura .. .. .	6	—	—	—	4	—	10
<b>TOTAL ..</b>	<b>1,605</b>	<b>61</b>	<b>155</b>	<b>1,009</b>	<b>439</b>	<b>82</b>	<b>3,351</b>

APPENDIX C (iv)

CATEGORY-WISE DESPATCH OF QUESTIONNAIRES  
(Officials)

	Distt. Publicity Officers	Regional and Field Officers	BDOs & S.E.Os.	PIB Officers	AIR Officers	Films Division Officers	DPD Officers	Development Commissioners	Total
Andhra Pradesh ..	20	7	561	2	2	1	—	1	594
Assam .. .. .	36	5	133	2	2	—	—	1	179
Bihar .. .. .	60	6	1,036	1	2	—	1	1	1,107
Gujarat .. .. .	38	4	179	2	3	—	—	1	227
Jammu and Kashmir ..	2	8	89	2	2	—	—	1	104
Kerala .. .. .	18	7	100	2	2	—	—	1	130
Madhya Pradesh ..	86	7	345	1	2	1	—	1	443
Madras .. .. .	10	5	144	2	2	2	2	—	167
Maharashtra .. ..	88	5	270	3	3	2	—	1	372
Mysore .. .. .	18	5	260	1	2	1	—	1	288
Orissa .. .. .	110	5	292	3	1	—	—	1	412
Punjab .. .. .	18	5	324	2	1	—	—	1	351
Rajasthan .. .. .	27	7	213	1	1	1	—	1	251
Uttar Pradesh .. ..	51	6	334	2	2	2	2	—	399
West Bengal .. ..	19	4	120	1	1	3	2	—	150
A & N Islands, Nagaland, NEFA & Pondicherry .. ..	—	1	41	—	—	—	—	4	46
Delhi .. .. .	—	1	5	1	6	2	—	1	16
Himachal Pradesh ..	12	2	30	—	1	—	—	1	46
Manipur .. .. .	—	1	—	—	—	—	—	1	2
Tripura .. .. .	2	—	9	—	—	—	—	—	11
<b>TOTAL ..</b>	<b>615</b>	<b>91</b>	<b>4,485</b>	<b>28</b>	<b>35</b>	<b>16</b>	<b>6</b>	<b>19</b>	<b>5,295</b>

APPENDIX C (v)

CATEGORY-WISE RECEIPT OF QUESTIONNAIRES  
(Officials)

	Distt. Publicity Officers	Regional and Field Officers	BDOs & SEOs	PIB Officers	AIR Officers	Films Division Officers	DPD Officers	Development Commissioners	Total
Andhra Pradesh ..	3	1	38	—	—	1	—	—	43
Assam .. ..	3	3	11	—	—	—	—	—	17
Bihar .. ..	1	1	59	—	—	—	—	—	61
Gujarat .. ..	6	2	35	—	—	—	—	1	44
Jammu and Kashmir ..	—	5	8	—	—	—	—	—	13
Kerala .. ..	—	6	26	—	—	—	—	—	32
Madhya Pradesh ..	8	2	69	—	1	—	—	—	80
Madras .. ..	—	—	15	—	—	—	—	—	15
Maharashtra .. ..	6	3	36	1	1	—	—	—	47
Mysore .. ..	1	2	23	—	—	—	—	—	26
Orissa .. ..	7	1	11	—	—	—	—	—	19
Punjab .. ..	2	5	17	—	—	—	—	—	24
Rajasthan .. ..	3	1	24	—	—	—	—	—	28
Uttar Pradesh .. ..	10	1	94	2	1	—	—	—	108
West Bengal .. ..	—	3	9	—	—	2	—	—	14
A & N Islands, Nagaland, NEFA & Pondicherry ..	—	—	—	—	—	—	—	—	—
Delhi .. ..	—	1	1	—	—	—	—	—	2
Himachal Pradesh ..	—	—	8	—	—	—	—	1	9
Manipur .. ..	—	—	—	—	—	—	—	—	—
Tripura .. ..	2	—	2	—	—	—	—	—	4
<b>TOTAL ..</b>	<b>52</b>	<b>37</b>	<b>486</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>—</b>	<b>2</b>	<b>586</b>

APPENDIX C (iv)

CATEGORY-WISE DESPATCH OF QUESTIONNAIRES  
(Officials)

	Distt. Publicity Officers	Regional and Field Officers	BDOs & S.E.Os.	PIB Officers	AIR Officers	Films Division Officers	DPD Officers	Development Commissioners	Total
Andhra Pradesh ..	20	7	561	2	2	1	—	1	594
Assam .. .. .	36	5	133	2	2	—	—	1	179
Bihar .. .. .	60	6	1,036	1	2	—	1	1	1,107
Gujarat .. .. .	38	4	179	2	3	—	—	1	227
Jammu and Kashmir ..	2	8	89	2	2	—	—	1	104
Kerala .. .. .	18	7	100	2	2	—	—	1	130
Madhya Pradesh ..	86	7	345	1	2	1	—	1	443
Madras .. .. .	10	5	144	2	2	2	2	—	167
Maharashtra .. .. .	88	5	270	3	3	2	—	1	372
Mysore .. .. .	18	5	260	1	2	1	—	1	288
Orissa .. .. .	110	5	292	3	1	—	—	1	412
Punjab .. .. .	18	5	324	2	1	—	—	1	351
Rajasthan .. .. .	27	7	213	1	1	1	—	1	251
Uttar Pradesh .. .. .	51	6	334	2	2	2	2	—	399
West Bengal .. .. .	19	4	120	1	1	3	2	—	150
A & N Islands, Nagaland, NEFA & Pondicherry .. .. .	—	1	41	—	—	—	—	4	46
Delhi .. .. .	—	1	5	1	6	2	—	1	16
Himachal Pradesh ..	12	2	30	—	1	—	—	1	46
Manipur .. .. .	—	1	—	—	—	—	—	1	2
Tripura .. .. .	2	—	9	—	—	—	—	—	11
<b>TOTAL ..</b>	<b>615</b>	<b>91</b>	<b>4,485</b>	<b>28</b>	<b>35</b>	<b>16</b>	<b>6</b>	<b>19</b>	<b>5,295</b>

APPENDIX C (v)

CATEGORY-WISE RECEIPT OF QUESTIONNAIRES  
(Officials)

	Distt. Publicity Officers	Regional and Field Officers	BDOs & SEOs	PIB Officers	AIR Officers	Films Division Officers	DPD Officers	Development Commissioners	Total
Andhra Pradesh ..	3	1	38	—	—	1	—	—	43
Assam .. ..	3	3	11	—	—	—	—	—	17
Bihar .. ..	1	1	59	—	—	—	—	—	61
Gujarat .. ..	6	2	35	—	—	—	—	1	44
Jammu and Kashmir ..	—	5	8	—	—	—	—	—	13
Kerala .. ..	—	6	26	—	—	—	—	—	32
Madhya Pradesh ..	8	2	69	—	1	—	—	—	80
Madras .. ..	—	—	15	—	—	—	—	—	15
Maharashtra .. ..	6	3	36	1	1	—	—	—	47
Mysore .. ..	1	2	23	—	—	—	—	—	26
Orissa .. ..	7	1	11	—	—	—	—	—	19
Punjab .. ..	2	5	17	—	—	—	—	—	24
Rajasthan .. ..	3	1	24	—	—	—	—	—	28
Uttar Pradesh .. ..	10	1	94	2	1	—	—	—	108
West Bengal .. ..	—	3	9	—	—	2	—	—	14
A & N Islands, Nagaland, NEFA & Pondicherry ..	—	—	—	—	—	—	—	—	—
Delhi .. ..	—	1	1	—	—	—	—	—	2
Himachal Pradesh ..	—	—	8	—	—	—	—	1	9
Manipur .. ..	—	—	—	—	—	—	—	—	—
Tripura .. ..	2	—	2	—	—	—	—	—	4
<b>TOTAL ..</b>	<b>52</b>	<b>37</b>	<b>486</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>—</b>	<b>2</b>	<b>586</b>

APPENDIX C (vi)

MEDIA-WISE PERCENTAGE OF RECEIPT OF QUESTIONNAIRES  
(Non-Officials)

	Films	Broad- casts	Song & Drama	Adver- tising and Visual Publicity	Publica- tions	Mobile Units
Andhra Pradesh ..	2.20	3.91	2.09	3.77	3.56	3.23
Assam .. ..	2.19	2.94	1.57	3.14	2.72	2.62
Bihar .. ..	3.40	5.08	4.07	5.37	5.52	4.69
Gujarat .. ..	2.95	3.53	2.55	3.90	3.78	3.53
Jammu and Kashmir	3.75	3.75	2.92	4.16	4.17	4.17
Kerala .. ..	4.05	5.59	3.58	6.55	5.98	5.50
Madhya Pradesh ..	6.18	7.35	5.86	8.57	7.73	7.64
Madras (I Round) ..	9.00	10.00	0.60	11.00	10.60	9.70
(II Round) ..	13.56	12.91	10.17	14.22	11.54	13.33
Maharashtra .. ..	4.29	4.73	2.53	5.11	5.17	4.71
Mysore .. ..	11.89	12.07	9.81	12.91	12.29	11.67
Orissa .. ..	5.59	6.61	5.78	7.35	6.73	6.48
Punjab .. ..	2.83	4.25	3.00	4.62	4.37	4.16
Rajasthan .. ..	4.91	5.53	4.13	6.00	6.00	4.83
Uttar Pradesh						
(I Round) ..	5.00	7.40	5.40	8.50	7.10	4.10
(II Round) ..	10.69	9.94	7.49	10.27	9.84	4.58
West Bengal						
(I Round) ..	4.90	6.10	0.80	7.00	4.60	5.30
(II Round) ..	6.44	6.97	5.72	8.41	7.79	6.83
A & N Islands, Nagaland, NEFA & Pondicherry .. ..	—	—	—	—	—	—
Delhi .. ..	3.50	3.50	1.83	4.33	4.17	2.33
Himachal Pradesh ..	7.89	8.62	9.16	9.33	9.16	9.16
Manipur .. ..	10.55	14.57	17.59	18.09	14.57	10.55
Tripura .. ..	5.59	8.13	6.50	8.13	7.32	6.55



APPENDIX C (vii)

MEDIA-WISE PERCENTAGE OF RECEIPT OF QUESTIONNAIRES  
(Officials)

	Films	Broadcasts	Song and Drama	Adverti- sing and Visual Publicity	Publi- cations	Mobile Units
Andhra Pradesh ..	6.57	7.07	5.39	7.07	7.07	7.24
Assam .. ..	5.59	8.38	4.47	6.15	8.94	8.94
Bihar .. ..	4.88	5.24	5.15	5.33	5.24	5.14
Gujarat .. ..	12.34	18.06	16.74	14.10	18.06	18.06
Jammu & Kashmir ..	12.50	11.54	12.50	10.58	12.50	11.54
Kerala .. ..	11.54	24.62	17.69	21.54	24.62	24.62
Madhya Pradesh ..	14.22	16.70	15.80	17.16	17.61	18.06
Madras .. ..	8.90	8.90	7.70	8.90	8.90	8.90
Maharashtra .. ..	10.21	11.56	11.29	10.21	12.63	12.63
Mysore .. ..	9.03	8.33	9.03	9.03	9.03	9.03
Orissa .. ..	4.37	4.37	4.37	4.61	4.61	4.61
Punjab .. ..	6.27	5.98	6.84	6.27	6.84	6.84
Rajasthan .. ..	8.76	10.36	5.58	9.16	10.76	11.16
Uttar Pradesh ..	24.30	24.50	15.50	26.50	26.50	22.60
West Bengal .. ..	9.30	8.60	8.00	8.00	8.00	7.30
A & N Islands, Naga- land, NEFA, & Pondicherry ..	—	—	—	—	—	—
Delhi .. ..	6.25	12.50	12.50	12.50	12.50	12.50
Himachal Pradesh ..	19.56	19.56	19.56	17.83	19.56	19.56
Manipur .. ..	—	—	—	—	—	—
Tripura .. ..	27.27	36.36	36.36	36.36	36.36	36.36

## APPENDIX D (i)

### QUESTIONNAIRE ISSUED TO DIRECTOR-GENERAL, ALL INDIA RADIO

1. What is your assessment of the role of broadcasting vis-a-vis other media in carrying the message of the Plan in the language and symbols of the people ?
2. Are you satisfied that the Radio is being fully utilised for the propagation of the economic and social goals and achievements of planned development ?
3. Considering the powerful nature of the medium of broadcasting, what other special steps would you envisage as being necessary to make its impact wider and to broaden the understanding and co-operation of the people ?
4. Do you find justification for Central planning and co-ordination of multi-media publicity campaigns to make a powerful impact ? Is there any machinery used for this purpose ? If yes, what are its precise functions and how efficiently are they being carried out ?
5. Why has the outlay on schemes of All India Radio been comparatively small, considering the powerful nature of radio as a medium of mass communication ?
6. There were only about 26 lakh broadcast receiver licences in force at the end of the year 1961. Is any consideration being given to increase the number substantially in the next few years ? Is there any programme to increase domestic production of sets ? If yes, is there any proposal for producing cheap sets ?
7. Have you any proposal under consideration for increasing the number of community sets ? When are you likely to reach the target of at least one set for each village in the country ? Is there any effort to provide sets at least for 75 per cent of the villages in view of your medium-wave plan ?
8. What have been the main handicaps in the implementation of the Community Listening Scheme ? What is your solution to the problem of maintenance ? Will a 50 per cent subsidy to the States on this count alone provide the answer ? Is there any proposal to establish maintenance centres or appoint maintenance staff ?
9. Apart from the queries you have been receiving from the Radio Rural Forums, has there been any attempt to find out if the advantages of the scheme, outlined in the evaluation report of the Tata School, are being realised in other States also ?
10. What is the machinery you have for promptly answering such a large number of queries from the Farm Forums ? What arrangements do you have for securing and classifying information for this purpose ?
11. The Rural Forum Scheme has expanded nearly five-fold in three years from 1959 to 1962. Has the expansion been at the cost of efficiency ? Do the whole-time Chief Organisers have adequate trained staff for the purpose of keeping the Forums active. ?
12. What is your general assessment of the response of the State Governments in respect of this Scheme and that of Community Listening ? How do you propose rectifying any difficulties that may be standing in the way of fulfilling the role assigned to them ?
13. Do you have any machinery to ensure that listening groups are receiving the full benefit of your programmes ? Do you receive specific requests or complaints from these clubs and groups ? Do you have on your staff officers with knowledge of the requirements of these groups for planning programmes aimed at them ? If not, how do you plan the content of these programmes ?
14. Have you any indication of the reactions of State Governments to your proposal for a State-level Committee to advise on the organisation and upkeep of Industrial Listening Forums ? Is the poor response in any way connected with the quality of your programmes ?
15. Your scheme for Features is highly significant for Plan publicity. How soon do you expect it to be fully in operation ?

16. Equally interesting and significant is your suggestion for 'Information Post Programmes'. What steps have you taken to secure the cooperation of the Planning Commission and other Ministries for regular and speedy supply of authentic information ?
17. It is encouraging to know that you propose a FYPP Cell for assisting your Director, Five Year Plan Publicity. Will the Cell have only the function of administrative co-ordination or do you propose that it be a real planning Cell for programmes directed towards the propagation of the Plan ?
18. The arrangements you have for coordination with other media units appear to have been carefully formulated. Are there any special difficulties which need to be overcome ? Have you any suggestions for further improving them ?
19. How adequate and efficient are the facilities extended to you by other Ministries of the Government of India ? Is the proposed arrangement for periodical meetings with Chief Editor of 'Yojana' and Information Officer, Planning Commission, a real substitute for an 'Information Cell' in the Planning Commission ? What is the set-up you envisage for this 'Information Cell' ?
20. 'Annexure I' shows that more than one-fourth of the programmes broadcast were 'Talks'. There is a view that straight talks are not generally welcomed by listeners ? Is it not true that most of these talks are broadcast by officials or university and college teachers and are usually dull and unimaginative ? What is your considered view in the matter ?
21. Programmes based on 'Songs', 'Features' and 'Dramas' have been found extremely popular. This has not been reflected in the composition of the broadcasts indicated in Annexure 'I'. Would you consider suitable changes to provide for a more extensive use of these popular forms ?
22. There is also a general feeling that scripts should be more attractively written. Do you agree ?
23. What proportion of your scripts are written by persons who are not regular employees of AIR ? Do you find the scripts written by them more attractive and imaginative ? Are you satisfied with the available talent in the country for writing interesting scripts ? Have you any scheme for providing orientation courses for attractive broadcast scripts ?
24. Most of your feature programmes have been devoted to major economic development programmes. Should not greater attention be paid to the social aspect of our developmental activities ?
25. Have you any evaluation organisation ? Has your Listener Research Unit undertaken any surveys of Plan programmes ? Do you feel the need for a regular evaluation organisation in your Ministry for continuous assessment of the impact of Plan programmes ?

#### APPENDIX D (ii)

##### QUESTIONNAIRE ISSUED TO CONTROLLER, FILMS DIVISION

1. The film, we have been told, has the most powerful mass impact and yet this medium has failed to come up to acceptable standards because the quality of production and projection of ideas have not been very satisfactory. What are your comments ?
2. Are you satisfied that the documentaries carry the message of the Plan in the language and symbols of the people ? If this has not been achieved to the extent desired, what are the main difficulties and how do you propose overcoming them ?
3. Have you made any assessment of the impact created ? What were your comments and views on the conclusions arrived at in the evaluation through a mail questionnaire carried out by the Research & Reference Division in UP, West Bengal and Madras ?

4. The view has been expressed that documentaries with national themes will have greater appeal if projected in the regional setting and with regional interest. Do you share this view? If the answer is in the affirmative, what steps have been taken to meet this point of view?
5. Films having a direct bearing on improvement of village conditions and agriculture have great appeal to rural audiences. What proportion of your documentaries is devoted to such themes?
6. What are your views on the proposal that at least half the number of documentaries in a year are allotted to the different regions and produced with local colour and regional interest and released only in those languages and not all the 12 languages? Do you think that such a proposal would partly meet the popular demand for more documentaries of regional interest?
7. It has been observed that the Films Division should concentrate on documentaries showing how people's lives are being affected by developmental activities. The inference is that such films are not being produced at present and the emphasis is on personalities and projects rather than the lives of the common people. What are your comments?
8. The suggestion has been made that to produce documentaries of high artistic quality, eminent persons from the industry should be invited and given complete freedom in production. Are there any significant objections to accepting this suggestion?
9. There is a persistent popular demand for more colour films? Are there any plans to meet this demand? If there are any difficulties, what are they?
10. Story form of narration, introduction of dialogues, interviews with villagers have been recommended by rural audiences in preference to straight commentaries. Field officers have also suggested that scripts should be written in simpler language and commentators should read slowly and clearly. Have any steps been taken to implement these recommendations?
11. Do you receive regular reports from field officers or comments from the cinema-going public? Is there any machinery in your Division to take note of some of these useful suggestions and act on them? Samples of action based on such suggestions may kindly be furnished.
12. Is there a group of script writers, producers and directors who provide the basic ideas in planning documentaries for popularising the Plan and developmental activities?
13. What are the administrative difficulties—finance, staff, information sources, etc.,—in the way of a more efficient harnessing of the expert talent available to you?
14. Do you have any liaison with the organisations in the private sector? Do you exchange experiences with them? Does the private sector in your field have anything useful to offer to you for improving the quality and impact of your documentaries for Plan publicity?
15. You have observed that your production programme is drawn up in consultation with Ministries and other interested organisations. Which are these 'other interested organisations'? What does the consultation consist of? Do you get active and timely cooperation from Ministries in regard to furnishing of background material?
16. What are the criteria applied in drawing up a list of approved producers?
17. What are the principles involved in determining films for commercial distribution and non-commercial distribution? Who are the persons who determine the themes of films for non-commercial distribution?
18. Have your newsreel cameramen any instructions as to the coverage of the Plan and developmental activities?
19. Are there any special difficulties—administrative and otherwise—which need to be attended to in order to enable the Division to produce more and better documentaries?
20. Please furnish brief notes on :
  - (i) How many cartoon films and film strips have been produced? How many of them are devoted to Plan themes?

- (ii) To what extent educational, instructional and tourist films provide coverage to Plan and developmental activities ?
- (iii) What is the composition of the Film Advisory Board and what are the criteria they apply in selecting 'approved films' ?
- (iv) Targets and achievements during the First and Second Plan periods on the same lines as shown for the Third Plan period.
- (v) How many 'feature film documentaries' have been produced so far and any plans for producing them in larger numbers ?
- (vi) Your views and comments on the formation of a joint cadre for the photographers of the Films and Photo Divisions.
- (vii) Prospects for promotion to your technical staff and comparison of their pay scales, etc. with those obtaining in the private sector.
- (viii) Subject-wise classification of films of Plan interest produced during the First and Second Plan periods and those proposed for the Third Plan period.
- (ix) Scheme for construction of newsreel/documentary exhibition halls in important centres and possibilities of reviving the scheme ?
- (x) Source-wise break-up of the income and item-wise expenditure for each year since the inception of the IPP.

#### APPENDIX D (iii)

##### QUESTIONNAIRE ISSUED TO DIRECTOR OF FIELD PUBLICITY

1. The functions of Regional Officers have been stated to be (i) supervision of field work, (ii) keeping the Ministry regularly informed of the degree of public response and of the requirements of each area, (iii) offering suggestions for improvement of services and, (iv) handling distribution of material produced by other media units. Please tell us your own general assessment of the manner in which your Regional Officers have fulfilled each one of these functions, especially (ii) and (iii).
2. You describe your organisation as Multiple-Media Agency. Does it mean that there are no activities which you initiate on your own ?
3. If the answer is in the negative, what are the activities that your Officers undertake and how effectively have they been carried out ?
4. What is the mechanism for collaboration with other agencies—official and non-official—who are operating in the field ? Are you satisfied with the degree of response you have had from these agencies ? If not, what are the main difficulties ?
5. It has been said that the content of a normal field programme is dependent on the nature of the audience that is to be approached. Please tell us as to how you determine what particular media or combination of media suits a particular audience ? Have you evolved some broad guide lines for your Officers in this respect ?
6. What are the general reactions to the themes of the documentary films and the manner in which they are treated ? What are the comments they have in regard to commentary, script, music, etc. ? Do film strips have a better appeal ?
7. What are your views on the conclusions arrived at on the programmes organised on behalf of the Song and Drama Division in the survey carried out by the Research and Reference Division ?
8. We have been told that talks and discussions are not generally popular in the rural and semi-urban areas. What is your experience in the matter ?

9. What has been the general nature of the response of university and school students in regard to the programmes arranged by you specially for them? What is the general trend of critical reaction, if any?
10. Could you broadly assess the degree of success attained by your Field Units in organising programmes for different sectors of population, particularly women and children?
11. Your note does not indicate that any special approach is necessary for Adivasi and Backward areas. What are the practical problems in this connection which need to be tackled?
12. You state that the main approach of the Field Organisation is to help generate an all-India outlook. Are audiences, particularly in the rural and the semi-urban areas, capable of drawing a distinction between an all-India outlook and a local outlook? Is it your view that State Field Organisations are incapable or unwilling to project the All-India angle in the publicity that they undertake?
13. From the actual experience of your Field Officers, are the manpower and other resources at the disposal of a Field Unit adequate? What are the chief difficulties which need to be overcome?
14. In drawing up your 'Talking Points', what is the help and assistance you get from the Planning Commission or the Ministries of the Government of India and from the Media Units of the Ministry of Information and Broadcasting?
15. Do you subscribe to the view that there is need for an organisation or a working group of senior officers whose function it is to provide the basic thinking, planning and guidance for important programmes of publicity to be undertaken on an all-media basis?
16. In the field camps that you have organised what has been the contribution of group discussions of your own officers? Did any valuable suggestions for improvements emanate from these discussions?
17. There is a point of view that the Centre need not work in the field directly but utilise State organisations for field work. What are your views on this subject in the light of your experience in the past and the reported recommendations of the Special Re-organisation Unit of the Ministry of Finance?

#### APPENDIX D (iv)

##### QUESTIONNAIRE ISSUED TO DIRECTOR, SONG AND DRAMA IV

1. What is your experience with the Inter-Media Standing Committee for co-ordination of publicity programmes? Has the Committee been mainly preoccupied with administrative matters or has it been able to function as a central planning working group?
2. Do you envisage the need for a small group of competent and knowledgeable officers providing the basic thinking and planning for all major publicity programmes?
3. Can any other media replace the song and drama medium at any stage in the future in view of its personal, intimate and traditional appeal?
4. How often does the Director go out on tour? What precisely are the directing and supervising functions he undertakes when he goes on tour?
5. How often are plays by villagers themselves organised? Please furnish figures, if any.
6. How many standard theatrical equipment sets do you have today? Is the number satisfactory?
7. How successfully has the scheme of subsidising State Government song and drama activities been functioning? How many plays—State and year-wise—have so far been organised?

8. Has the original target of at least three shows per month in each linguistic region been reached in all the States? Appendix 'B' shows a very uneven performance by the different regions? What are the reasons for this?
9. How many popular plays or plays of outstanding merit—language-wise basis—been translated so far? What criteria do you apply for determining their 'popularity' and 'outstanding merit'?
10. Is there not a heavy concentration on one single popular folk medium like 'Burrakatha' etc. in some of the States? Why do they not have a more diversified programme?
11. How many composers have you been able to attract so far?
12. The number of 'other category' programmes has been going up at the expense of the extremely popular folk medium of 'Drama'. Can this be justified from the point of view of popular appeal?
13. Can you furnish the Quarterly Programme Schedules furnished by the Regional Officers for the current and next quarter of the financial year? Are these schedules generally adhered to? If not, what are the difficulties and has any effort been made to overcome them?
14. Does not the composition of Script Committees suggest that delay occurs in approving scripts? What is the mechanism to ensure speedy approval?
15. What is the criterion applied for determining the artistic merit of troupes seeking registration?
16. Certain languages are poorly represented in the list of approved plays shown at Appendix 'L'. The same is the case with plays made available to different regions shown at Appendix 'M'. Why?
17. Why are centrally-sponsored drama troupes confined to the Hindi region only? Is there any special justification for a departmental troupe for U.P. and Bihar?
18. 'Ballet' is an attractive form of entertainment and education. Are any efforts being made to use this form more extensively? Is there any dearth of local talent or training facilities? Are there any proposals to exploit this medium more fully?
19. What is the progress of the schemes for the Third Plan, particularly that relating to training of Folk Entertainment Parties?
20. Are you satisfied with the existing co-ordinating arrangements with Media Units and State Governments? If not, what are the main drawbacks? How do you propose overcoming them?
21. What are your reactions to the general conclusions arrived at in the Survey of the programmes, organised by you, conducted by the Research & Reference Division?

#### APPENDIX D (v)

##### QUESTIONNAIRE ISSUED TO DIRECTOR OF ADVERTISING & VISUAL PUBLICITY

1. Do Ministries/Departments fully accept your advice as the technical expert in the design and production of publicity material for them? In case of difference of opinion, who has the last word?
2. What cooperation do you get from Ministries/Departments in regard to furnishing of up-to-date data?
3. Are the subjects and themes for publicity material chosen by you or by the Ministries/Departments or in consultation with each other? If it is in consultation, what regular machinery do you have for the purpose? At what officers' level do you and your officers have to deal with in the Ministries/Departments? Is this satisfactory?

9. What has been the general nature of the response of university and school students in regard to the programmes arranged by you specially for them? What is the general trend of critical reaction, if any?
10. Could you broadly assess the degree of success attained by your Field Units in organising programmes for different sectors of population, particularly women and children?
11. Your note does not indicate that any special approach is necessary for Adivasi and Backward areas. What are the practical problems in this connection which need to be tackled?
12. You state that the main approach of the Field Organisation is to help generate an all-India outlook. Are audiences, particularly in the rural and the semi-urban areas, capable of drawing a distinction between an all-India outlook and a local outlook? Is it your view that State Field Organisations are incapable or unwilling to project the All-India angle in the publicity that they undertake?
13. From the actual experience of your Field Officers, are the manpower and other resources at the disposal of a Field Unit adequate? What are the chief difficulties which need to be overcome?
14. In drawing up your 'Talking Points', what is the help and assistance you get from the Planning Commission or the Ministries of the Government of India and from the Media Units of the Ministry of Information and Broadcasting?
15. Do you subscribe to the view that there is need for an organisation or a working group of senior officers whose function it is to provide the basic thinking, planning and guidance for important programmes of publicity to be undertaken on an all-media basis?
16. In the field camps that you have organised what has been the contribution of group discussions of your own officers? Did any valuable suggestions for improvements emanate from these discussions?
17. There is a point of view that the Centre need not work in the field directly but utilise State organisations for field work. What are your views on this subject in the light of your experience in the past and the reported recommendations of the Special Re-organisation Unit of the Ministry of Finance?

#### APPENDIX D (iv)

##### QUESTIONNAIRE ISSUED TO DIRECTOR, SONG AND DRAMA IV

1. What is your experience with the Inter-Media Standing Committee for co-ordination of publicity programmes? Has the Committee been mainly preoccupied with administrative matters or has it been able to function as a central planning working group?
2. Do you envisage the need for a small group of competent and knowledgeable officers providing the basic thinking and planning for all major publicity programmes?
3. Can any other media replace the song and drama medium at any stage in the future in view of its personal, intimate and traditional appeal?
4. How often does the Director go out on tour? What precisely are the directing and supervising functions he undertakes when he goes on tour?
5. How often are plays by villagers themselves organised? Please furnish figures, if any.
6. How many standard theatrical equipment sets do you have today? Is the number satisfactory?
7. How successfully has the scheme of subsidising State Government song and drama activities been functioning? How many plays—State and year-wise—have so far been organised?



8. Has the original target of at least three shows per month in each linguistic region been reached in all the States? Appendix 'B' shows a very uneven performance by the different regions? What are the reasons for this?
9. How many popular plays or plays of outstanding merit—language-wise basis—been translated so far? What criteria do you apply for determining their 'popularity' and 'outstanding merit'?
10. Is there not a heavy concentration on one single popular folk medium like 'Burrakatha' etc. in some of the States? Why do they not have a more diversified programme?
11. How many composers have you been able to attract so far?
12. The number of 'other category' programmes has been going up at the expense of the extremely popular folk medium of 'Drama'. Can this be justified from the point of view of popular appeal?
13. Can you furnish the Quarterly Programme Schedules furnished by the Regional Officers for the current and next quarter of the financial year? Are these schedules generally adhered to? If not, what are the difficulties and has any effort been made to overcome them?
14. Does not the composition of Script Committees suggest that delay occurs in approving scripts? What is the mechanism to ensure speedy approval?
15. What is the criterion applied for determining the artistic merit of troupes seeking registration?
16. Certain languages are poorly represented in the list of approved plays shown at Appendix 'L'. The same is the case with plays made available to different regions shown at Appendix 'M'. Why?
17. Why are centrally-sponsored drama troupes confined to the Hindi region only? Is there any special justification for a departmental troupe for U.P. and Bihar?
18. 'Ballet' is an attractive form of entertainment and education. Are any efforts being made to use this form more extensively? Is there any dearth of local talent or training facilities? Are there any proposals to exploit this medium more fully?
19. What is the progress of the schemes for the Third Plan, particularly that relating to training of Folk Entertainment Parties?
20. Are you satisfied with the existing co-ordinating arrangements with Media Units and State Governments? If not, what are the main drawbacks? How do you propose overcoming them?
21. What are your reactions to the general conclusions arrived at in the Survey of the programmes, organised by you, conducted by the Research & Reference Division?

#### APPENDIX D (v)

##### QUESTIONNAIRE ISSUED TO DIRECTOR OF ADVERTISING & VISUAL PUBLICITY

1. Do Ministries/Departments fully accept your advice as the technical expert in the design and production of publicity material for them? In case of difference of opinion, who has the last word?
2. What cooperation do you get from Ministries/Departments in regard to furnishing of up-to-date data?
3. Are the subjects and themes for publicity material chosen by you or by the Ministries/Departments or in consultation with each other? If it is in consultation, what regular machinery do you have for the purpose? At what officers' level do you and your officers have to deal with in the Ministries/Departments? Is this satisfactory?

4. Do Ministries/Departments make an effort to follow up the distribution and display of material by keeping you informed of reactions, if any ?
5. What is the role of Information Officers attached to Ministries/Departments vis-a-vis advertising and visual publicity ?
6. Do you have in your organisation a cell or a group of officers who provide the basic ideas for themes keeping in view the needs and circumstances of the target audience ?
7. When you talk of 'people' in referring to the objectives of Plan publicity, whom do you have in mind—the people in the abstract or specific sections of the community who need to be approached in a manner within their mental reach and understanding—when designing the content of your publicity material ?
8. Have you worked out any workable criteria to determine the precise manner or mode of promoting popular enthusiasm and public co-operation ?
9. Can it be said that designers and producers of publicity material tend to project their own background and to interpret themes in symbols and language beyond the comprehension of the less developed sections of the community ?
10. Is it not true to say that the language versions of material produced are generally faithful copies of the basic English model ? How successful have been your efforts to employ local idiom and local symbols in preparing your language copies ?
11. Is it necessary for you to have the services of trained social psychologists to give point, direction, meaning and purpose to the publicity material produced ?
12. Do you recommend that the officers in charge of designing material be sent on periodical study tours, particularly in the rural and tribal areas and the slum and labour sections in urban areas, for deriving inspiration and ideas for more effective publicity ?
13. What is your assessment of the general impact of the media you control relative to the other media on the different sections of the community ?
14. What are the administrative difficulties—finance, staff, information sources, etc.—in the way of more efficient harnessing of the expert talent available to you ?
15. Do you have any liaison with the organisations in the private sector ? Do you exchange experiences with them ? Does the private sector in your field have anything useful to offer to you for improving the quality and impact of your publicity material ?
16. How effective is the coordination secured with the Planning Commission ? What sort of contacts—level, usefulness or otherwise—do you have with the Commission ? How do you assess the facilities available in the Commission for furnishing up-to-date information ?
17. Is there need for an efficient machinery to secure efficient co-ordination with other media units and the Ministry ? How effective is the Committee for Direction and Co-ordination in Plan Publicity ? Does it make an effort to plan and execute major campaigns through different media in a concerted manner ?
18. How effective has been the co-ordination with State Government organisations ? If there have been any difficulties, what are they and what are the possible ways of overcoming them ?
19. How useful and valid are the reports you receive from the field officers ? Apart from increasing demand for supplies, is there any other yardstick to measure the impact of the measures undertaken by you ?
20. Have the surveys conducted by the Research and Reference Division served a useful purpose, however general and broad their scope might have been ? Do you recommend the establishment of an adequately-staffed unit for the purpose of periodic evaluation ? If yes, would you like it to be a separate organisation or to be attached to one of the existing units ?
21. What were the probable reasons for material not reaching persons till 1955 ? Has an effort been made to ensure that the factors contributing to the 'unsatisfactory' arrangements were eliminated in the new arrangements ?

13. Is the publicity staff attached to your officers functioning as Directors in the Ministries a part of the publicity staff of your Ministry ? If not, what is the justification for such an arrangement when publicity is the responsibility of the Ministry of Information & Broadcasting ?
14. How often are Divisional meetings held ? What common aspects of publicity for the allied Ministries are discussed at these meetings ?
15. Why has no effort been made to revive the post of DPIO for Planning Commission ? Has publicity for the Planning Commission not suffered on this count ?
16. What is the setup of the Public Opinion Analysis Unit and what are its functions ? Are you satisfied that the staff sanctioned is adequate for this purpose ?
17. Do your branch offices function as mere agencies for distribution and translation of material produced by headquarters or do they originate any publicity material pertaining to the region concerned ?
18. Is the translation they undertake a literal translation or an effort is made to adapt it ?
19. Can samples of plan publicity undertaken—stories, features, etc.—by your Information Officers since 1963 be made available ?
20. The importance of the Plan and the programme of economic and social development in the context of the Chinese aggression has been highlighted by our national leaders. Why is it then that there has been a general slowing down of Plan publicity ?
21. What is the nature of oral briefings ?
22. How many conducted tours were undertaken since 1953 ? What is the composition of the journalists taken on such tours ? Is the language and regional Press adequately represented ? What has been the outcome ? How many write-ups have resulted from such tours ?
23. What is the role of Information Centres ? Any idea of the type of persons visiting these centres and the type of information sought by them ?
24. Can a language-and region-wise breakup of the newspapers and periodicals receiving your services be made available ?
25. Can samples of features and photographs relating to plan subjects be made available ? Is it possible to classify the subjects covered ?
26. Can a language and region-wise break-up of newspapers and periodicals receiving your ebonoid and photo services be made available ?
27. Which are the 46 centres at which your panel service publicity has been undertaken ?
28. Have accredited photographers been able to give adequate publicity for the Plans ?
29. What use is made of your clippings service by Ministries ?
30. Can a list of Community Development Information Centres receiving your services be made available ? What type of material is sent to them ?

#### APPENDIX D (vii)

##### QUESTIONNAIRE ISSUED TO DIRECTOR, PUBLICATONS DIVISION

1. Could you please generally define the nature and extent of the impact of the 'printed word' for carrying the message of the Plan to every home ?
2. Does the medium that you employ for creating a better understanding of the Plan and developmental activities suffer from any inherent drawbacks compared to the other media ? If so, in what respects ?

22. What were the practical difficulties in implementing the proposal for 50 per cent expenditure being met by the Centre ?
23. Is your distribution branch adequately equipped for undertaking distribution to the block level ? If not, what are the deficiencies ? Has the additional responsibility been matched with adequate staff and resources ?
24. What was the basis of selection for distribution to "selected categories" of addresses ?
25. Is there any inspection machinery for ensuring that the material sent to Block Development Officers is actually and properly distributed ?
26. What are the factors taken into count in determining the "type of material" in framing distribution lists ?
27. What has been the quantitative nature of the requests received for supply of material ? To what extent are these requests met ?
28. Could some specimens of the appreciation letters received be furnished to the Team ?
29. Have there been complaints from the public or public organisations about either the quality or distribution and display aspects ?

#### APPENDIX D (vi)

##### QUESTIONNAIRE ISSUED TO PRINCIPAL INFORMATION OFFICER

1. What is your assessment of the role of the Press vis-a-vis other media in carrying the message of the Plan in the language and symbols of the people ?
2. What is the role of the Indian Language Press in this vital process ? Are you satisfied that they have actively cooperated in this essential task ?
3. Do you subscribe to the view that there is need for a central planning and coordination of multi-media publicity campaigns to make a powerful impact ? Is there any machinery now for this purpose ? If so, how efficient is it ?
4. Considering the fact that the future of the Press as a medium of mass communication lies with the small newspapers, particularly in non-metropolitan areas, what special services or assistance would you provide for them other than what is being done at present ?
5. Cannot the functions now being carried out by your regional and branch offices be entrusted to the State publicity organisations ? What is the justification in principle and in practice for you to operate in the field ?
6. Your background note admits that detailed statistics in regard to the different services you perform are not available in many respects ? Considering the vital role of your organisation, would it be desirable to organise a system whereby data regarding the publicity measures being undertaken could be readily available ?
7. Your officers are stated to function as advisers to Government on matters pertaining to publicity through the Press. How successfully has this function been carried out ?
8. How often are your officers called upon to explain and interpret policies as spokesmen for Government ?
9. What is the nature of the public relations work your officers undertake ?
10. Can samples of public reactions report be made available ? How often are such reports submitted and in what form ?
11. What is the special machinery you have for providing source material for publicity ?
12. What are the special circumstances for certain Ministries having officers of the rank of DPIO ? Do they render more important or higher functions than what an IO does ?

3. When you prepare the 'printed word' programmes of publicity, do you have in mind the people in the abstract or the different sections of the community for whom they are meant ? Is there any attempt made to produce different types of material on the same subject in keeping with the level of understanding of the different sections of the community ?
4. The Planners have indicated that the message of the Plan is to be conveyed in the language and symbols of the people and in the context of their needs and problems. This would mean a good deal of careful and imaginative planning of publicity material. What is the machinery you have in your Division for this very necessary, imaginative and careful planning of publicity through the 'printed word' ?
5. Is there not a tendency on the part of those who prepare this material to project their own educational and social background into the content ? If this is not true, how adequately equipped are your Editors with knowledge of the particular backgrounds of the different sections of the community ?
6. There is a general impression that materials put out make dull reading. Is there an validity in this complaint ? If the answer is in the affirmative, is it due to the style or content of the materials produced ?
7. How do your Editors organise their work ? Do they undertake any independent reading or investigation or merely depend on material furnished by the Ministries and Departments of Government ?
8. If they do any independent reading or investigation, what facilities do you have for providing them with necessary literature ? If they depend mostly on material furnished by the Ministries, is any adequate attempt made to assess the usefulness of the material ? Could we have samples of material furnished by Ministries and the final form in which the pamphlet has been published ?
9. Once the year's programme is finalised in consultation with the other Ministries, is there an attempt to assign the work among officers on the basis of knowledge of the subjects ? Do officers show a sustained interest in the subjects specialised by them through reading of non-governmental literature on the subjects ?
10. Is there a small working group in your Division to plan the content of pamphlets and provide competent guidance and direction to the Editors ? Do you feel the need for such a group ?
11. You state that publicity is undertaken in regional languages other than Hindi "to the appropriate extent". What is the criterion that you apply to determine the appropriate extent ?
12. The production of pamphlets in regional languages other than Hindi does not compare well with the production in English and Hindi. Are there any specific reasons for this ? Is there need for your Division to undertake any production of material in the regional languages at all ? Can this work not be entrusted to the State Governments ?
13. Are your regional language versions mere literal translations of the basic English copy or is an attempt made to adapt it to suit the language and idiom current in the linguistic regions ?
14. Have you employed the services of distinguished and popular writers for bringing out publicity literature ?
15. Do the publications for the Tourist Department come under the Plan Publicity schemes ? If the answer is in the affirmative, are the arrangements with the Tourist Department satisfactory from every point of view, particularly from the point of view of the freedom given to your Editors to initiate, plan and execute programmes of publicity for the Department ?
16. Why is not the *Yojana* being brought out in the different regional languages ? Is it due to the belief that a journal like the *Yojana* has no purpose to fulfil outside the Hindi region ?
17. Is it justifiable to say that a similar view can be taken of the other Plan journals like *Kurukshetra* and *Panchayati Raj* ?

18. Could you illustrate by citing suitable examples the different types of literature aimed at the well-educated sections of the reading public, readers with ordinary education, school students and neo-literates ?
19. Please cite examples of the efforts of the Division to bring out in different regional languages "an imaginative presentation of Planning". How does the presentation differ from the other types of literature produced by you ?
20. Are you satisfied with the existing coordination arrangements as between the Media Units, with the Ministries of the Government of India and the State Governments ? Are there any difficulties that you have encountered and how do you propose overcoming them ?
21. Your note does not give us any idea whatsoever of the distribution arrangements. What are these and what machinery do you have to ensure that literature produced by you reaches the people for whom it is intended quickly ?
22. What are the appropriate targets to whom your distribution is directed ? Have you had any complaints either from individuals or from organisations or from State Governments about the inadequacy of your distribution arrangements ?
23. Are you satisfied with the adequacy of the print order for Plan publicity literature ? Is there not a general demand for your publications being made available in larger numbers ? What efforts have you made to meet this demand ?
24. Your note has not paid sufficient attention to statistical information. Could you please provide data progressively through the Plan years in respect of (i) budget allocation and expenditure on Plan schemes, (ii) pamphlets in English, Hindi and other regional languages, (iii) print order and distribution/sale ? It will also be appreciated if lists can be prepared of your pamphlets and other literature produced for publicising the Plan in English, Hindi and other regional languages. A few sample copies of these as well as of journals may be furnished to the Team for study. If you have received any commendatory or critical public reactions in writing or through surveys, please let us have samples of the same.

#### APPENDIX D (viii)

##### QUESTIONNAIRE ISSUED TO STATION DIRECTORS, ALL INDIA RADIO

1. Have Plan broadcasts from your station been successful in propagating the economic and social goals and achievements of planned development in the language and symbols of the people ?
2. What measures would you recommend for widening the impact of broadcasts and for broadening the understanding and cooperation of people ?
3. It has been observed that financial allocations for plan publicity broadcasts are extremely inadequate. What is your estimate of an allocation for your station that would be reasonably adequate ?
4. Some keen radio listeners have felt that the radio must be more extensively utilised for rural listeners. The implication is that urban listeners have a greater share of the programmes at present. What, therefore, in your opinion should constitute a full-fledged service to rural listeners ?
5. What is your practical solution to the problem of maintaining community listening sets ?
6. Are you receiving the full cooperation of the State Government in implementing the Community Listening Scheme ? Apart from the problem of maintenance, what other difficulties are to be overcome to enable the scheme to fulfil its purpose ?

7. What is the general indication of the response of the State Government to the establishment of a State-level Committee for the organisation and upkeep of Industrial Listening Forums ? What are the reasons for the response to these Forums not being as rewarding as in the case of Farm Forums ?
8. How many listening clubs do you have attached to your station ? Has there been any progress in regard to the clubs for rural women ? How successfully are these clubs functioning ?
9. Do you have any special problems of co-ordination with media units in your station and with the State Government ?
10. Please furnish a statement of programmes broadcast on Five Year Plan Publicity from your station in the same manner as furnished by D.G., A.I.R. in Annexure I.
11. Talks have not proved to be popular. What can be done to make them more interesting while being informative ?
12. Are there any special features of programmes broadcast from your station which have proved extremely popular and which you would recommend for adaptation by other stations of A.I.R. ?

#### APPENDIX D (ix)

##### QUESTIONNAIRE ISSUED TO REGIONAL OFFICERS, FIVE YEAR PLAN PUBLICITY

1. What is the method of investigating public reactions and special requirements of your region which you adopt for reporting to Government ? In the directives and guidance that you receive is any effort made to act on your findings and recommendations ?
2. What important suggestions have you so far made for the improvement of services ? Are you satisfied with the response to these suggestions ?
3. What measures do you adopt for promoting non-official cooperation in your programmes ? Is the response satisfactory ? In what ways can this cooperation be augmented ?
4. What factors determine your recommendations for registering song and drama troupes with the Song & Drama Division ? How do you coordinate with State officials in this matter ?
5. Is an adequate remuneration the only reason why you are not able to enlist the assistance of distinguished playwrights ? What can be done to enlist their cooperation in the cause of planned economic and social development ?
6. Are there any practical difficulties that stand in the way of putting across the ideology or basic aim of planning, viz., a socialist egalitarian society ? Are the difficulties due to inadequate direction and guidance from above or to other factors ?
7. Is the coordination with other Central media organisations and State organisations in the field satisfactory in organising exhibitions and Plan Weeks and participation for publicity in *melas*, fairs and festivals ? If not satisfactory, in what specific respects is the coordination found wanting ?
8. Is the village or small town theatre in your region sufficiently advanced ? Do your programmes suffer for want of suitable dramatic talent and folk media ?
9. How do rural audiences react to talks and discussions ? They have not proved to be very popular and yet they have to be utilised ? What improvements would you suggest to make them interesting while being informative ?
10. Is your experience of programmes for university and college students a happy one ? What steps would you recommend to make the critical approach of this segment of population a more constructive one ?

11. What are the special problems of publicity in the Adivasi regions in your region ? How do you propose tackling them ?
12. Your organisation has to project an all-India outlook. How do you do this in the case of rural and semi-urban audiences who are not generally capable of drawing a distinction between an all-India outlook and a regional outlook ?
13. What are your concrete suggestions for adequate manpower and other resources for your field units ?
14. Are there any special valuable experiences in the field that you and your officers have had which could be commended to officers in other regions ?

#### APPENDIX D (x)

##### QUESTIONNAIRE ISSUED TO REGIONAL AND BRANCH OFFICERS, PRESS INFORMATION BUREAU

1. Has the Indian language Press actively cooperated in carrying the message of the Plan and developmental activities ? In what respects do you think it has failed to do so ? What are the reasons for the same ?
2. Are the needs of the small newspapers, particularly in the non-metropolitan areas, being adequately served by your services ? What other special services would you like to extend to them to make them play an effective role in publicising the Plan and developmental activities ?
3. Do you submit periodical 'Press reactions survey' reports to headquarters ? If the answer is in the affirmative, how often is it done, and could some samples of such reports be furnished ?
4. Does your office function merely as an agency for distribution and translation of material produced by headquarters or does it originate any publicity material pertaining to the region concerned ? If the answer is in the affirmative to the latter question, what is the type of material originated and could some samples be furnished ?
5. Is the translation undertaken of material sent from headquarters a literal translation or a free translation ? Have newspapers any comments to make on the translation ? Can samples of English originals and translations in Indian languages be furnished ?
6. Will you please furnish samples of 'Features' and 'Success Stories' initiated by you and sent to headquarters ? Have any of these not been utilised by headquarters ? If the answer to the latter question is in the affirmative, what were the reasons for it ?
7. Has the regional and language Press in your area been adequately represented in the conducted tours organised by headquarters ? Have the write-ups based on conducted tours been adequate, quantitatively and qualitatively ?
8. Is the Information Centre in your State fulfilling the purpose for which it has been established ? Any idea of the type of persons visiting these centres and the type of information sought by them ?
9. Can you please furnish category-and subject-wise analysis and titles of news and feature releases put out by your Regional Office between January 1963 and June 1963 ?
10. Can you please furnish a list of suggestions, if any, made to headquarters during the period January 1963 to June 1963 regarding the programme of public news and feature—for Plan and developmental activities ?



**APPENDIX E**

**STATES/UNION TERRITORIES, DISTRICTS AND PLACES VISITED**

State/Union Territory	Date of Visit	Districts Covered	Places Visited*
<b>ANDHRA PRADESH</b>	17-7-63 to 23-7-63	1. Krishna 2. Khammam 3. Warangal  4. Karimnagar 5. Chittoor 6. Cuddapah 7. Kurnool 8. Mahbubnagar 9. Visakhapatnam 10. East Godavari 11. West Godavari 12. Hyderabad	1. Vijayawada 2. Gannavaram 3. Kondapalli 4. Mylavaram 5. Tiruvur 6. Wyra 7. Tanikella 8. Khammam 9. Lebrati 10. Varadannapet 11. Warangal 12. Karimnagar 13. Gajulamandyam 14. Tirumalai 15. Tirupati 16. Devapatla 17. Sandepalli 18. Rayachoti 19. Cuddapah 20. Mydukuru 21. Battalur 22. Nandyal 23. Pandyam 24. Sugalithanada 25. Orvakal 26. Kurnool 27. Peddapadu 28. Mahbubnagar 29. Kotireddipalli 30. Shadnagar 31. Shivarampalli 32. Waltair 33. Anakapalle 34. Yellamanachili 35. Payakaraopeta 36. Gollaprolu 37. Tuni 38. Karapa 39. Kakinada 40. Rangampeta 41. Rajahmundry 42. Kovvur 43. Gopalapuram 44. Koyyalagudem 45. Kannapuram 46. Puliramagudem 47. Eluru 48. Hyderabad.
<b>ASSAM</b>	12-10-63 to 21-10-63	1. Cachar 2. Lakhimpur 3. Sibsagar 4. Garo Hills 5. Goalpara 6. Kamrup 7. United Khasi and Jaintia Hills 8. United Mikir and North Cachar Hills	1. Jorhat 2. Silchar 3. Karimganj 4. Diphu 5. Rangiya 6. Abhayapuri 7. Kekanikuchi 8. Tinali 9. Mirza 10. New Palasbari 11. Rampur 12. Vijayanagar 13. Kukurmara 14. Chayagaon 15. Boko-Bangaon 16. Rangjuli 17. Tura 18. Dibrugarh 19. Sibsagar 20. Joysagar 21. Momai Tamuli 22. Charing 23. Padumoni 24. Golaghat 25. Devgaon 26. Bokakhat 27. Tezpur 28. Gobra 29. Mangaldoi 30. Sipajhar 31. Gauhati 32. Shillong.

\*Places visited have been shown for each State as a whole and not necessarily in the sequence of the districts given in the preceding column.

APPENDIX E—Contd.

State/Union Territory	Dates of Visit	Districts Covered	Places Visited*
MADHYA PRADESH	20-12-63	1. Gwalior	1. Gwalior 2. Bhopal 3. Sehore 4. Ashta 5. Sonkach
	to	2. Bhopal	6. Dewas 7. Mandwa 8. Indore 9. Ujjain 10. Bilaspur
	25-12-63	3. Sehore	11. Bodri 12. Bhila 13. Bartori 14. Simega 15. Raipur
		4. Dewas	16. Durg 17. Satna 18. Rewa 19. Amarpatan 20. Maihar
		5. Indore	21. Katni 22. Sihora 23. Jabalpur.
		6. Ujjain	
		7. Bilaspur	
		8. Raipur	
		9. Durg	
		10. Satna	
		11. Rewa	
		12. Jabalpur	
MADRAS	5-7-63	1. South Arcot	1. Cuddalore 2. Alappakam 3. Neyveli 4. Mayuram
	to	2. Thanjavur	5. Moovalur 6. Tiruvidaimarudur 7. Kantamangalam
	10-7-63	3. Tiruchirapalli	8. Gangaramapalayam 9. Narasinganur 10. Gingee
		4. Ramanathapuram	11. Alampundi 12. Sokuppam 13. Kumbakonam
	AND	5. Madurai	14. Agraharam 15. Thanjavur 16. Orathannd 17. Pudhur
		6. North Arcot	18. Pattukkottai 19. Tiruvonam 20. Karambakudi
	12-7-63	7. Coimbatore	21. Tiruvarankulam 22. Selvanathapuram 23. Pudukkottai
	to	8. Nilgiris	24. Kandanoor 25. Pallathoor 26. Sakkottai 27. Devakottai
	17-7-63	9. Chingleput	28. Tirupattur 29. Sivaganga 30. Padmethur
		10. Madras	31. Poovanthi 32. Varichiyur 33. Madurai 34. Vadipatti
		35. Gandhigramam 36. Panchampatti 37. Dindigul	
		38. Manikandam 39. Tiruchi 40. Kilpanathur 41. Usambadi	
		42. Thuringapuram 43. Kalasappakkam 44. Polur 45. Arni	
		46. Arcot 47. Vellore 48. Kangaya Nallur 49. Wallajah	
		50. Velam 51. Sholingur 52. Arkonam 53. Coimbatore	
		54. Perianaikenpalayam 55. Karmadai 56. Thisaltalayam	
		57. Thimmanatty 58. Ootacamund 59. Coonoor 60. Perur	
		61. Kinathukidaru 62. Pollachi 63. Udumalpet 64. Perundurai	

\*Places visited have been shown for each State as a whole and not necessarily in the sequence of the districts given in the preceding column.

APPENDIX E—Contd.

State/Union Territory	Dates of Visit	Districts Covered	Places Visited*
			65. Thadamalayam 66. Thanchoni 67. Karur 68. Paramathi 69. Villupuram 70. Nammakal 71. Morur 72. Bhavani 73. Paddamalayam 74. Avanashi 75. Sirukaveri Pakkam 76. Mangaral 77. Uttiramerur 78. Pakkam 79. Achirupakkam 80. Tiruporur 81. Chitrailsapakkam 82. Tirukkalikundram 83. Madras.
MAHARASHTRA .. ..	28-5-63 to 3-6-63	1. Bombay 2. Poona	1. Bombay 2. Poona 3. Mali Mala.
MYSORE .. ..	3-6-63 to 9-6-63	1. Bangalore	1. Bangalore 2. Kengeri 3. Jakkur.
PUNJAB .. ..	5-11-63 to 12-11-63	1. Ambala 2. Karnal 3. Hoshiarpur 4. Kangra 5. Gurgaon 6. Ludhiana 7. Jullundur 8. Amritsar 9. Patiala 10. Sangrur 11. Hissar 12. Rohtak 13. Gurgaon	1. Chandigarh 2. Nilokheri 3. Singhpura 4. Sihonmajra 5. Haveli Khurd 6. Rupar 7. Anandpur Saheb 8. Kalsera 9. Una 10. Hoshiarpur 11. Gagret 12. Dera Gopipur 13. Dharamsala 14. Kangra 15. Kotla 16. Pathankot 17. Sarna 18. Gurdaspur 19. Batala 20. Badheri 21. Desu Majra 22. Kotla Shamajpur 23. Adhiana 24. Otlan 25. Goraya 26. Jullundur 27. Rayya 28. Jandiala 29. Tarn Taran 30. Naushera Punuan 31. Banur 32. Dharangarhi 33. Patiala 34. Nandanpur 35. Khurana 36. Sangrur 37. Dirbha 38. Jamalpur Safikhan 39. Bolewa 40. Tirgrana 41. Bhiwani 42. Kalanaur 43. Rohtak 44. Kharakhoda 45. Bahadurgarh 46. Gurgaon.
RAJASTHAN .. ..	2-9-63 to 9-9-63	1. Bharatpur 2. Alwar 3. Jhunjhunu 4. Sikar 5. Jodhpur 6. Bikaner 7. Ajmer	1. Bharatpur 2. Kumbhar 3. Deeg 4. Nagar 5. Alwar 6. Thana Ghazi 7. Sili Sadh 8. Sarsika 9. Shahpura 10. Neem Ka Thana 11. Khetri 12. Chirawa 13. Pilani 14. Jhunjhunu 15. Nawalgarh 16. Sikar 17. Govindgarh 18. Rasisar 19. Bhamatsar 20. Nokha Mandi 21. Sinod 22. Soyala 23. Kherapa 24. Bhavi 25. Bilara 26. Bar 27. Kota 28. Talera 29. Bundi 30. Hindogi 31. Deoli

\*Please visited have been shown for each State as a whole and not necessarily in the sequence of the districts given in the preceding column.

**APPENDIX E—Concl'd.**

State/Union Territory	Dates of Visit	Districts Covered	Places Visited*
		8. Kota 9. Bundi 10. Tonk 11. Bhilwara 12. Chittorgarh 13. Udaipur 14. Jaipur	32. Kekri 33. Kanai kalan 34. Champaneri 35. Bijainagar 36. Jhalia 37. Hurda 38. Saveri 39. Mandal 40. Bhilwara 41. Suwana 42. Chittorgarh 43. Saeti 44. Bhadesar 45. Doongla 46. Udaipur 47. Bujda 48. Bhadgaon 49. Thoor 50. Jaipur.
UTTAR PRADESH .. ..	14-12-63 to 20-12-63	1. Lucknow 2. Moradabad 3. Bareilly 4. Budaun 5. Aligarh 6. Agra 7. Varanasi 8. Ghazipur 9. Ballia 10. Azamgarh 11. Jaunpur 12. Allahabad 13. Gonda 14. Basti 15. Gorakhpur	1. Lucknow 2. Moradabad 3. Bareilly 4. Budaun 5. Kasganj 6. Sikandra Rao 7. Aligarh 8. Agra 9. Pandepur 10. Ghazipur 11. Ballia 12. Azamgarh 13. Doharighat 14. Jaunpur 15. Naini 16. Allahabad 17. Jhanjri 18. Dardra Kanugo 19. Khurasia 20. A:hokpur 21. Wazirganj 22. Nawabganj 23. Bhabangavana 24. Harraiya 25. Mahadeori 26. Narayanpur 27. Basti 28. Sarauli 29. Mansir 30. Deoriaganga 31. Gorakhpur.
MANIPUR .. .. .	23-10-63 to 24-10-63	Manipur	1. Imphal 2. Churachandpur
NORTH EAST FRONTIER AGENCY	10-10-63 to 11-10-63	N.E.F.A.	1. Along
TRIPURA .. .. .	21-10-63 to 23-10-63	Tripura	1. Agartala 2. Jirania

\*Places visited have been shown for each State as a whole and not necessarily in the sequence of the districts given in the preceding column.

## APPENDIX F (i)

### QUESTIONNAIRE ISSUED TO DEVELOPMENT COMMISSIONERS

1. Can it be stated that there is a general awareness of the political, social and economic implications of the Community Development, Panchayati Raj and Cooperative Movements ?
2. To what extent is this general appreciation and understanding due to the instructional informative and educative publicity and audio-visual aid material pressed into the service of the Movements ?
3. Has the distribution and display of this material helped in creating an appreciation of the individual role and opportunities and social obligations of citizens in national planned development ?
4. Is the present supply of material adequate ?
5. Is the machinery for the distribution and display of this material in the rural areas adequate ?
6. Are the officers entrusted with the task of distribution and display of this material fulfilling their duties ?
7. If there is reason to believe that the material is not being utilised for the purpose intended and is not reaching the people for whom it is intended, what are the causes for it and how do you propose ensuring that the material is effectively used for the purpose for which it is produced ?
8. Is it possible to place the responsibility for publicity in the blocks on one single officer in the block and make him responsible to the Publicity Department of the State ?
9. Is the publicity and audio-visual aid material meeting the requirements of the rural population from the point of view of contents and presentation ?
10. Is the material adequately conveying the message of the Movements in terms which the individuals, local communities and different sections of the community can understand and appreciate ?
11. What is the relative effectiveness of the radio, films, audio-visual aids, printed material, exhibitions, etc., in reaching the rural masses ?
12. Are the extension officers rendering guidance and assistance which they are expected to do ? Are the instructions contained in the Manuals being followed ? If there is reason to believe that this is not being done satisfactorily, how do you propose ensuring that this is done ?

## APPENDIX F (ii)

### QUESTIONNAIRE ISSUED TO REGISTRARS OF COOPERATIVE SOCIETIES

1. How many Co-operative Societies are there in your State ? What are the types of Societies ? What is their membership ? How are they functioning ?
2. Are the Societies receiving sufficient literature on the subject of Cooperation by way of pamphlets, magazines, posters, folders, etc. ?
3. Is the literature being adequately distributed and displayed, particularly in the rural areas ?

4. Is there any reason to believe that the material is not being utilised for the purpose intended and is not reaching the people for whom it is intended? If the answer is 'yes', how are we to ensure that the material does reach the people for whom it is intended?
5. If the material is reaching the people, can it be said that there is a general awareness of the political, social and economic implications of the Co-operative Movement?
6. To what extent is the general appreciation and understanding due to the instructional, informative and educational character of the publicity and audio-visual material placed into the service of the Movement?
7. Has publicity for Cooperation through different media helped in creating an understanding of the scope of the Movement covering a much wider field than the establishment of credit societies or seed and fertiliser societies?
8. What suggestions you have to offer for stepping up the publicity and making it more effective?