

Report
Of the Committee on
Broadcasting & Information Media
on
Advertising & Visual Publicity

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COMMITTEE ON BROADCASTING AND INFORMATION MEDIA

ADVERTISING AND VISUAL PUBLICITY

INTRODUCTION

The working of the Directorate of Advertising and Visual Publicity has been examined by two Committees in recent years. The first examination, by the Study Team on Five-Year Plan Publicity, was confined to a review of its role in Plan Publicity. The second examination, conducted in 1965 by the Standing Sub-Committee on Planning and Implementation of the Central Advisory Committee for Advertising and Visual Publicity, was more comprehensive in scope and covered a review of the unit's professional competence and its procedures. We append to our report summaries of their main recommendations with which we are in broad agreement (Annexures I and II).

2. At the invitation of the Chairman, Shri S. Mulgaokar, Editor-in-Chief of the Hindustan Times joined the Committee as a member and participated in our deliberations.
3. Our Consultant, Shri P. Sanyal, gave us the benefit of his vast experience in advertising, also of his detailed knowledge of the working of the DAVP.

ORGANISATION

4. D.A.V.P. is headed by a Director drawn from the Central Information Service. He is supported by three Deputy Directors; one from the Central Information Service, who looks after advertising, one from the Central Secretariat Service, who looks after administration and the third a technical expert for visual publicity.
5. The Deputy Director (Advertising) has under him three sections:-
 - (1) The Media and Rates Section which maintains lists of approved newspapers and periodicals for Government advertisements and settles annually a rate for display and classified advertising with each newspaper.
 - (2) A Classified Advertising Section, and
 - (3) A Display Advertising Section which deals with advertisements so categorised, whether illustrated or not.
6. In addition the five Campaign Officers who plan campaigns and maintain liaison with the Ministries of Government work under his control and direction.
7. The Deputy Director (Administration), as his designation implies, deals with all administrative and financial questions.

8. The Deputy Director (Visual Publicity) is responsible for

- (1) The production branch which handles all printed publicity material with two Production Managers,
- (2) The Distribution Branch for the free distribution of all publicity material produced and
- (3) The Outdoor Publicity Section which produces and supplies material for hoardings, enamel boards, cinema slides, etc.

9. The Exhibition Division, which notionally works under the dual control of two Deputy Directors, is supervised by the Director himself. It organises exhibitions on the Five-Year Plans and for the Department of Tourism and the Ministry of Health and Family Planning. It also provides exhibits for exhibitions overseas of the Ministries of Commerce and External Affairs.

10. Two major questions require consideration; whether the present structure is suitable and whether the staffing policy is correct.

11. DAVP is an Attached Office of the Ministry of Information and Broadcasting. This sets its power and authority to function. Its status is the same as that of AIR, and is slightly better than that of the Films Division which is a subordinate office. We have already discussed in our earlier reports the disabilities that arise from the status accorded to different governmental organisations. We do not therefore propose to reproduce them except to say that without a larger delegation, DAVP will not be able to assume the role we envisage.

12. The non-administrative staff of the Directorate is obtained from the Central Information Service or recruited directly through the Union Public Service Commission. The twelve top posts in the Directorate are however included in the cadre of the Central Information Service.

13. The issue arises here also whether the specialised nature of DAVP's work can be efficiently performed by officers unfamiliar with its techniques. This is not to say that a few may not have flair for this type of work from whichever source selected; it is the principle which is in question. Secondly, there is no continuity in tenure as the officers are moved around to suit the requirements of the Central Information Service as a whole. We were told that in the last five years there have been seven changes in the incumbency of the post of Deputy Director (Advertising). We also find that the present Director who was appointed only in March 1966 has recently been permitted to join the Press Council of India. We stress that this routine treatment is inappropriate for a sensitive medium of mass communication. The exigencies of service should not prevail over the needs of the Unit.

THE FUNCTIONS OF DAVP

14. Our examination of documents and of witnesses, both officials of DAVP and others, revealed that its role needs a clearer and a more precise definition. The main issue is whether it should not be treated solely as a medium of mass communication and not encumbered with many minor unrelated functions. At present there is a blurring of concepts. DAVP is at once the agency for giving publicity through advertisements, posters, booklets, exhibitions, etc. to Five-Year Plans and other departmental activities, to inform and enlist public co-operation. It is also the agency for the following miscellaneous functions:

- (a) It is the clearing house for all classified and display advertisements issued by government agencies; in the latter case, it also designs the advertisements before placing them;
- (b) It selects newspapers and journals to be used for advertisements and fixes rates with them; and
- (c) It designs and places print jobs entrusted to it by Ministries and Departments.

15. The processing and placing of advertisements, whether classified or routine display material, require hardly any creative effort. This function has been assigned to DAVP presumably on the consideration that a single government agency to handle all advertisements would make for both efficiency and economy. As a result, this routine work has built up over the years. Fifty per cent of the total expenditure of the Directorate consists of payments to newspapers, periodicals, etc., for carrying advertisements. A breakdown of the approximate expenditure of Rs.95 lakhs in 1965-66 on advertisements shows that Rs.35 lakhs was spent on classified and Rs.60 lakhs on display advertisements. A part of the latter has only a semblance of display, confined mainly to lettering, and is basically classified advertisement. In terms of creative work, the incidence would be fifty-fifty.

16. One purpose of centralising the placing of advertisements was to earn the commission of 15 per cent paid by newspapers to advertising agencies. For classified advertisements, papers which are members of the Indian and Eastern Newspaper Society, and one which is not a member, do not give any commission. Smaller newspapers, in pressing need for revenue from government advertisements, perforce make a concession. This differential treatment does not accord with Government's avowed policy to help the growth of the smaller newspapers, particularly the Indian language papers, nor is it justified on other grounds. We recommend that all papers, irrespective of size and circulation should be given the same treatment.

17. The total commission obtained on classified advertisements in 1965-66 was Rs.30,000 on a total turnover of Rs.35 lakhs. This return is not commensurate with the expenditure of approximately Rs.3 lakhs (direct expenses Rs.39,500 and overheads Rs.2,69,000) incurred in the placing of classified advertisements.

18. We consider that on the analogy of the rate-contracts negotiated for bulk supplies to Government, DAVP or some other agency should settle the rates annually and communicate them to Ministries and departments concerned. A list of approved newspapers should similarly be supplied to them and amendments communicated from time to time. Having regard to the volume of advertisements placed by governmental organisations individually, it is unlikely that they would need any additional staff; in any event, they themselves draft their classified advertisements. We consider that decentralisation on the lines suggested would be more economical.

19. On display advertisements, the DAVP is allowed a commission of 15 per cent by all newspapers. The number of small display advertisements is considerable and makes demands on the time of the technical and creative staff out of proportion to their importance. This results in insufficient attention being given to major national campaigns which need their attention most. Analysing the figures again, we find that out of a total expenditure of approximately Rs.60 lakhs on display advertisements, Rs.34 lakhs related to national campaigns. The expenditure on staff and other items for non-campaign display advertisements is Rs.2.26 lakhs (direct expenses Rs.34,000 and overheads Rs.1,92,000). If DAVP were to give up work connected with minor display advertisements, it will have larger resources to give life and purpose to national campaigns. This adjustment need not result in loss of commission now earned. It should be possible to negotiate and settle that all government advertisements, whether placed by the DAVP, or the Ministries individually, would be eligible for the 15 per cent discount.

20. The production of printed publicity material of different types such as folders, posters, calendars, diaries, etc., is the second most important element in DAVP's total turnover. In 1965, it covered 300 print jobs, some of them in several languages and the total turnover was approximately Rs.38 lakhs.

21. Analysing the list of such printed material, we found that the bulk of it did not form part of any major campaigns. DAVP merely functioned as an agent for placing print orders. A number of small assignments involving expenditure of below Rs.10,000 each takes up a great deal of its time without compensating advantages. There is no commission or price advantage obtained by DAVP.

22. We understand that such jobs ~~are routed~~ through the Directorate as ~~budgetary provision~~ is not made in the estimates of the Ministries themselves for such routine publicity. They are bulked and included in the estimates of DAVP. This illogical procedure which does not give a true picture of departmental expenditure should now be given up.

23. The Director agreed with us that DAVP could with advantage give up both advertisement and printing work of a routine nature. This should be handled by the Ministries; it would incidentally remove their complaints of delays and difficulties in using the agency of DAVP.

24. It is admitted on all hands that DAVP's main role should be that of publicity consultant to government. It should work in close association with Ministries in conceiving and planning major campaigns and it should have freedom to suggest and even initiate such campaigns on its own in so far as they relate to plan publicity. This role needs detailed study, imagination and initiative and expert knowledge of techniques suited to the needs of such publicity efforts individually. It has been suggested that DAVP is not equipped to play this role effectively.

25. Opinion is divided whether the follow-up of designing and arranging the material to be actually put out should be entrusted to established advertising agencies in the country. Those who support separation give the analogy of commercial houses which have their own advertising department to decide in consultation with other departments the campaign to be launched, its concept and content, and the points to be highlighted. Thereafter, the specialised work of preparing the posters and other publicity material is entrusted to an expert advertising agency. They consider that these two functions should be kept distinct and separate and that their fusion would be neither economic nor efficient.

26. An additional point is that government regulations would come in the way of offering remunerations comparable to those available in advertising agencies and necessary to attract competent and acknowledged experts. Moreover, the regulations again will inhibit the growth of necessary initiative and independence.

27. It is also claimed that the use of an advertising agency would be more economical. The practice is for the agency to retain the 15 per cent commission it secures from newspapers, printers and others and to claim only the incidental expenses for reimbursement from its clients. The two together yield revenue sufficient to sustain the organisation and give a margin of profit. On this basis, the earnings of DAVP on a turnover of Rs.140 lakhs should be Rs.30,42,000 (Rs.21,00,000 would be the commission and Rs.9,42,000 the studio and other expenses which should legitimately be claimed from clients). But the expenditure incurred by DAVP on establishment, rent, electricity, etc. is of the order of Rs.42 lakhs. Far from

making a reasonable profit the DAVP actually incurs a loss of over Rs.10 lakhs per annum.

28. On the other hand, there is a body of opinion which supports the retention of this activity in a reorganised DAVP. The logic provided is that national campaigns should be closely controlled and directed by the State itself. They are concerned not with the vending of goods but of ideas and information. But it concedes that it might be an advantage to organise DAVP in two wings, one for planning and the other for execution.

29. Judgment on such an issue is difficult. On balance, we are inclined to the view that if DAVP were to be relieved of functions extraneous to its role as a medium of mass communication, it should be possible to reorganise it, with the available resources, to fulfil a dual role, though they might be kept distinct and separate with a common controlling and co-ordinating authority.

30. To give effect to this recommendation, it would be necessary to provide DAVP with competent staff capable of undertaking and interpreting the broader responsibilities we envisage. In particular, it needs strengthening at the higher levels by the induction of experts including research staff, to provide material and ideas essential for shaping the characteristics of a publicity campaign to further a particular objective. The consensus is that the present output of DAVP, whether a display advertisement, a poster, a leaflet or an exhibition, is not of the quality to inspire and motivate people. When its present activities are curtailed, it should be able to concentrate on this basic responsibility and improve the attraction and appeal of its output.

NATIONAL CAMPAIGNS

31. It should be obvious that in launching a national campaign, whether for family planning, intensive agricultural production or a literacy programme, a decision has to be taken on the medium of mass communication to be harnessed for the purpose and also to harmonise the use of more than one medium when needed. It is not desirable that each medium should take its own decision in isolation and go its own way. The need for co-ordination and dovetailing of one programme with another is insistent and a mechanism has to be devised to ensure that they are in step with each other. This alone will produce the impact needed.

32. It should be obvious that this essential function of co-ordination cannot be entrusted to or assumed by any single medium of mass communication. It has to be fulfilled by the Ministry of Information and Broadcasting itself. In fact, it should be its major responsibility. This would call for the creation of a small cell within the Ministry composed of experts in the various media of mass communication. We refrain from elaborating at this stage on how

~~best this co-ordination~~ could be effectively brought about. This we reserve for our final report on Coordination of the different Media of Mass Communication.

33. In the limited field of campaigns mounted by DAVP, those responsible for planning must obviously have considerable experience in drawing up the plans, co-ordinating the work of the artists, writers and others executing them and in evaluating the results. Our impression is that the Directorate is not equipped to fulfil these functions to any great extent. For one thing, the directing staff has to give time and attention to the supervision of ancillary functions of routine advertisements, for another it is not wholly competent to oversee and assess creative work and it lacks the necessary freedom.

34. In the present situation, campaigns are not properly planned, their details are not worked out systematically and in sequence, nor are they actively pursued. The campaign officers are now largely liaison officers between the Ministries and the Directorate's studio, print and other departments involved. In this inevitable process of being links in the chain of communication between the Ministries and DAVP, the main function of communicating with the masses gets lost.

35. The status of the campaign officers is not sufficiently high for the Ministries to attach any great importance to their suggestions nor are some of them knowledgeable enough to command respect and confidence. Most of them are birds of passage, migrants from the general pool of the Central Information Service. They do not get the time and opportunity, in their short spell in DAVP, to specialise and very few feel inclined to make an effort which would be of little value in later assignments. They are not given administrative powers commensurate with their responsibilities. Yet they are expected to publicise the activities of the Ministries and Departments.

36. Unlike the Information Officers of the Press Information Bureau they do not have direct access to Ministers and Secretaries. The Deputy Secretaries are about the highest level they ever reach. Thus the quality of briefing and guidance they receive is neither authoritative nor suitable. If the Ministries were to appoint consultants, as in the case of preparation of documentary films, and their role was properly defined, the campaign officers would have the necessary material and guidance to make their efforts more productive and purposeful. We would commend this arrangement for acceptance but would stress that this should be a cooperative effort and not an imposition of the will of the Ministries and that too at not a high enough level.

37. We understand that the campaign officers have no power to alter the texts provided by the client Ministries even when they are indifferently drafted and fail to convey the message intended. One suggestion is that they should be attached to

the Ministries as is the case with Information Officers. This would make them aware of the needs of the Ministries and involve them in the writing of texts in consultation with officers of status. It is worthwhile considering whether a limited experiment should not be conducted of placing campaign officers in the Ministries of Health, Agriculture and Education.

33. A small Planning and Review Board consisting of the Director, the Deputy Directors, the Campaign Officers, and Departmental Heads, would be a useful institution to give concentrated thought and attention to campaigns projected. It would also give the creative staff opportunity to put forward their suggestions and make the formulation of a campaign a combined exercise. Incidentally, it would make the assessment of their individual worth more realistic.

39. We suggest that each Deputy Director assisted by one or two Campaign Officers, and such other staff as is necessary, should be made responsible for three or four major campaigns. Thus, between them, they should be able to cover the entire range of the Directorate's major activities.

ADVERTISING

40. We have suggested earlier that DAVP should divest itself of the responsibility of placing classified advertisements and also display advertisements which do not need illustrations or special treatment.

41. Once this is done, attention can be concentrated on the re-designing of national campaigns to give them necessary regional appeal. Obviously they cannot be cast in the same mould, they have to be adapted to local needs. We consider that the extent of coverage is not so important as the manner of presentation. It would be best to select target areas for different campaigns and design display advertisements with local identification. It is also necessary to select newspapers, journals and magazines judiciously having regard to the material and the readers for whom it is intended. For example, a display advertisement relating to agricultural production should best be in language papers with good circulation in agricultural areas. This will limit the range of such advertisements, give economies, and yet be more effective.

42. We were told that as advertisements are put out in a routine way without regard to these considerations they tend to be little more than distribution of patronage to certain favoured newspapers.

43. Information obtained from the Audit Bureau of Circulation or the Registrar of Newspapers is not a suitable index for determining the distribution of advertisements. The Directorate should be in a position to conduct periodic readership surveys for material on which to draw up a list.

of papers to be used selectively for different purposes. It would also provide information on the response to advertisements in different papers and different regions.

44. We were told that the policy of government is to encourage small Indian language papers and newcomers by providing them with advertisement revenue. We have already mentioned that the levy of a discount from them on classified advertisements while foregoing the discount from larger and more prosperous papers is inconsistent with this policy. We should now add that advertisements should be so placed as to give a return on the expenditure incurred by reaching the people concerned. This should be the basic principle and not distribution of patronage, or largesse.

45. We have heard complaints that there is discrimination in favour of papers which support the government. It is a charge easy to make and difficult to refute. We consider that if policy is rationalised, and backed by the review we have suggested, there would be little scope for complaints and, if made, they could be easily met.

COPYWRITERS AND ARTISTS

46. Once a campaign has been planned, the responsibility to translate it into pictures and words devolves upon artists and copywriters. It is on their imagination and competence that the success of the campaign largely rests.

47. Copywriters in particular must have a feel of the language. They should be able to use it effectively to move people to action. They should have initiative and time to undertake research and study to provide a solid base for their writing. They should also have the capacity to edit what others write and they should be able to shape basic facts into attractive and effective publicity.

48. Experts hold the view that the standard of the copywriters in DAVP is not high. We are not in a position to assess their technical work but judging by the material put out we would agree that there is room for considerable improvement. There may be contributory causes which inhibit creative effort but by and large the quality of the output is not encouraging.

49. We would commend the suggestion that a small team of three copywriters should be formed by recruiting suitable people with larger experience of this type of work. This should give welcome relief as also character to the work of DAVP.

50. A major deficiency is in the preparation of publicity material in Indian languages. At present the base material is prepared in English and the language versions are indifferent literal translations. It should be obvious that to

have any appeal, language versions should be prepared independently. Until such time as this is possible, they should be suitable adaptations of the English version rather than mere translations. This can hardly be organised centrally and should best be undertaken in the regional centres. As it would not be possible for the Directorate to have units functioning in the different States and regions we consider that it would be appropriate to entrust the work of adapting the material in regional languages to the State Governments. While the planning of a campaign and the preparation of prototypes and other material should be the responsibility of the DAVP, all subsequent stages of their production and display should become the responsibility of the States. It would be for the States to decide whether to employ one or more copywriters on a whole-time basis or to use free lance copywriters.

51. We would deprecate the undue reliance on English for preparation of material, particularly that intended largely for rural areas. Some of us have come across posters and other material in English even in villages. This indicates that there is no forethought in planning and distribution of publicity material.

52. The considerations we have adduced for decentralisation of detailed work to the States apply with greater force in the case of preparation of posters. Unless the posters give a sense of local identification, they will not have the appeal or impact needed. We would, therefore, advocate that the States should be made responsible for re-designing posters and illustrations to give colour and appeal to the production.

53. Another aspect which requires attention is that there is no testing of copy before its use. Pre-testing is now considered essential for mass communication. A great deal of the present effort is wasted because the messages are not based on a study of public attitudes and opinions. We recommend that pre-testing should be undertaken, using the Institute of Mass Communication until such time as the Directorate is able to do pre-testing itself. Alternatively this responsibility may be entrusted to the State Governments.

54. Many of the artists working in the Directorate are considered by experts to be talented but for various reasons they do not or are not able to give of their best. We understand that indifferent briefing of artists is one of the major causes. The Campaign Officers and the Deputy Directors should be enjoined to brief the artist or visualiser suitably and inculcate in him a feeling of involvement. It is only thus that his latent creative talent would find an outlet and develop fully. We must also mention that the artists should be brought into conferences at the planning stage so that they can better appreciate the purpose of the campaign planned and contribute towards it.

55. It also appears that visualisation does not get the time and attention needed. The Art Executive is occupied with distribution of work and liaison with Campaign Officers, and is not able to give time to details such as the choice of typography. He should be made to realise that his responsibilities are more in the creative field than in maintaining contact.

56. For the photographs needed for exhibitions and other purposes, DAVP is dependent on the Photo Division of the Ministry. This Division functions mainly for the Press Information Bureau, and to some extent for the Publications Division. What its logical home should be is a matter we reserve for later consideration. We should however observe that the present bias for photographs with news value does not meet the requirements of DAVP, which are for feature photographs and for photographs for exhibitions. We were also told that the preservation and cataloguing of the photographs in the Photo Division is imperfect and it is not possible to trace photographs easily. We consider that it would be best to provide DAVP with a competent photographer and one or two assistants drawn from the present Photo Division or from outside. This would facilitate the production of the type of special photographs that the Directorate needs. The Directorate should build up its own library of photographs to be drawn upon as and when needed.

OUTDOOR PUBLICITY

57. The Directorate has at its disposal about 500 hoarding sites provided by the State Governments, but in actual practice about 200 are utilised. A few scattered hoardings carrying posters do not produce the impact sought. We consider that the effort should be concentrated in a few selected areas where they are likely to be widely seen. In the first instance, about 10 to 12 hoardings, suitably placed, should be organised in the capital of each State and arrangements made to replace the poster about every two months. Even when the subject remains the same, the approach in the posters should be varied to keep up interest and to produce a more lasting impact. If necessary, we would not be averse to the use of private agencies for organising poster campaigns on hoardings in the cities.

CINEMA SLIDES

58. Cinema slides are issued at present to about 4,000 cinema houses. The complaint is that the slides are not changed for months on end. It should be obvious that to produce an impression they should be changed at suitable intervals and the presentation varied. The slides shown should also relate to and be a part of any campaign which is on at the time.

THE PRODUCTION WING

59. This Wing is responsible for the printing of posters, folders, brochures, calendars and other material prepared in the Directorate by its own staff.

60. As in the case of advertisements, the pre-occupation of this unit seems to be with a large number of routine jobs which could be undertaken by the Ministries and Departments themselves without difficulty and additional staff. This Wing should hereafter concentrate on preparing posters and other material which form part of a major publicity campaign.

61. There should also be arrangements for supervising the printing of all the material to ensure quality and adherence to delivery schedules. As this is not being undertaken now, complaints arise frequently from the Union and State Ministries both in the quality of work done as also their timely distribution. More often than not, the date set for material needed for a particular purpose is not met. Usually it becomes available after several months when it can no longer be usefully distributed. Its production and distribution cost a great deal of money which is thus wasted. The Director of Advertising and Visual Publicity complains that/is the delay on the part of Ministries in furnishing necessary material that is mainly responsible for this. The Ministries seek to lay the blame on DAVP. Mutual recrimination leads nowhere. There should be proper pre-planning and co-ordination and/supervision of the presses if this meaningless drain on resources is to be effectively stopped.

62. The Director admits that there is inordinate delay in producing material particularly in Indian languages. But he explains in extenuation that the translation staff in his establishment is unable to cope with the volume of work which devolves upon it. There is only one Sub-Editor for each of the 13 languages and they are over-loaded with translation work. As a result the backlog is already considerable and there are no possibilities of coping with it. Secondly, under the present dispensation, regional units are responsible only for distribution of material. They are neither equipped nor able to undertake the checking and processing of material, which of necessity has to be printed in different centres. Thus ensues the time-consuming and expensive process of the material printed outside Delhi being sent to headquarters for approval and check at every stage until it is finalised.

63. The Director estimates that it takes usually three to four months, often much longer, to produce the language versions of the material after its issue in English. A contributory cause is default on the part of printing presses including the Government of India Press. It is hardly ever that delivery schedules are adhered to and,

as a consequence, large quantities of printed material have to be rejected though they have to be paid for. Only very small cuts are exacted as penalty. For example a pamphlet 'What We Stand For' on the Indo-Pak conflict was planned in October 1965. Copies in English were ready by November, the Hindi copies were distributed in December, copies in the other languages were delivered between January and March 1966 by which time they were out of date in view of the Tashkent Agreement. Out of a total print order of 6,18,000 as many as 4,25,000 had to be scrapped. Even in the case of an English issue, 50,000 copies of a folder, which had been printed by the Government of India Press, became redundant and had to be rejected as they were made available long after the required date.

64. Not unnaturally, the State Governments urge that these difficulties could best be got over by transferring to them the responsibility for producing and distribution. The Director, on the other hand, feels that if he had properly equipped and organised regional offices, he would be able to fulfil his responsibilities adequately and efficiently, perhaps better than the State Governments.

65. We have considered these two conflicting points of view and have come to the conclusion that it would be best in the interests of all concerned if the responsibility for re-designing the prototypes and getting them printed were entrusted to the State Governments. They would be in a better position to give local identification to posters and other material and also to use language which people would easily understand and assimilate.

66. This in a sense is a major issue and brings into focus the question whether in the matter of field publicity it would not be best to build up the State organisations and entrust to them responsibilities and functions which are discharged in parallel by central units. We rest content at this stage in posing the issue, but will deal with it more exhaustively in a later report dealing with Co-ordination of the Media of Mass Communication. We appreciate that this delegation of functions to State units would call for financial assistance to the State Governments. But, if a proper assessment is made, assistance may not be larger than the expenditure now incurred in maintaining the corresponding central units.

67. One problem of the production wing deserves special mention. We were told that the paper required by DAVP is indented for through the Chief Controller of Printing and Stationery who places orders on paper mills for its supply. Because of the inordinate delay involved in this procedure,

and because of the need to hold adequate stocks to meet all requirements, large quantities of paper are obtained which have to be stored with private printing presses, for want of accommodation in the Directorate's office, at a cost annually of Rs.1 lakh approximately as storage charges.

68. Unless the present arrangement of indenting through the Chief Controller of Printing and Stationery is modified, no improvements can be made. DAVP also complains that the quality of paper supplied is not up to standard or as good as that used by private agencies; no checks are possible over the stocks in storage to prevent leakage and misuse.

69. We suggest that DAVP should supply samples to the Controller of Printing and Stationery, who would name the paper mills which would be able to meet the quality and demand, and also indicate the rates to be paid. It should thereafter be the responsibility of DAVP to look after a function which is essentially its own. Delays inherent in using the Chief Controller as an intermediary in procurement would be thereby eliminated.

EXHIBITIONS

70. The exhibition wing is an important component of DAVP. On it devolves the responsibility for designing and producing exhibits, usually of the transportable type, used in exhibitions organised by DAVP itself and in other major exhibitions and fairs.

71. The language versions of the exhibits are prepared centrally and sent out to the field exhibition units, one in each State. These units are expected to organise exhibitions lasting for about seven to ten days in rotation in different centres in the States. The Directorate has also five mobile exhibition vans and two railway coaches. In addition to the field exhibition units, there is a specialised family planning exhibition unit.

72. Exhibitions have great educative value. They attract a large number of visitors and it is estimated that as many as 15 million view the exhibitions in a year. On this consideration, this medium should be given high priority. Obviously, when this wing was organised it was intended that it should play a purposeful role in mass communication. Nearly half the staff of DAVP - 256 out of 580 - is deployed in this wing. On a breakdown of the staff composition, we were surprised to find that only ten are engaged in what could be broadly described as creative work. The main effort has been concentrated in the field work. It should be obvious that unless the exhibits have been designed with imagination and appeal, they cannot have the impact needed.

73. The exhibition wing, we regret to say, does not receive the attention it ~~deserves from senior staff~~ of the Directorate whose pre-occupation seems to be with administrative work. As a result, the exhibition wing feels isolated and has no sense of belonging to the Directorate.

74. There are only two Exhibition Officers, one of whom is charged with the responsibility of planning and organising exhibitions, the other looks after the fabrication of the exhibits and their supply to the field units. By a proper adjustment of the staff and strengthening the creative section, it should be possible for the wing to organise at least two major exhibitions a year. Due to its pre-occupation with assignments outside its normal functions, the exhibition wing has not been able to mount even one major exhibition a year. The State Governments have repeatedly stressed the importance of exhibitions and the need for a larger coverage. Yet we find that the number of places in which exhibitions were held has declined from 821 in 1962-63 to 259 in 1965-66.

75. We also consider that in addition to larger exhibitions, comprehensive in scope, dealing with many facets of national development, smaller exhibitions concentrating on such subjects as family planning, agricultural production, etc., should be specially arranged. This would be possible if outside agencies are employed to fabricate the exhibits on the basis of designs and prototypes supplied by the exhibition wing. At present the routine mechanical work of reproducing exhibits absorbs the time of technical staff which should not be dissipated in this manner.

76. It has been suggested by some that the exhibition wing should be transferred to the Commerce Ministry and merged in its exhibition unit. Some others have suggested that it should appropriately become an integral part of the Directorate of Field Publicity. The first suggestion should be dismissed out of hand. The purpose of exhibitions organised by D.V.P is different and distinct from that for which the Commerce Ministry's unit functions. But there is a great deal to be said in support of the suggestion for its transfer to the Directorate of Field Publicity. By a suitable adjustment and re-organisation of this unit it should be able to absorb the exhibition wing; it would avoid also a duplication of effort resulting from the maintenance of more than one organisation for field duties. Even when field publicity has been delegated to the State Governments, the central co-ordinating agency, wherever located, should continue to be responsible for designing and planning exhibitions, including the preparation of prototypes.

77. We would reiterate that a proper balance between creative and administrative staff should be brought about in the exhibition wing and that it should be relieved of duties extraneous to its main function of giving proper publicity to the objectives of Five Year Plans. It was set up as a hand maid of the Planning Commission and it should give its whole attention to the propagation of the objectives and achievements of the planning effort.

78. The Vidyalankar Committee have pointed out that there should be many more mobile exhibition vans if the country is to be covered adequately. We agree with this view and would urge that despite financial difficulties, some addition should be made to the number available. This may be facilitated if the State Governments' co-operation is enlisted by providing one unit for each State.

EVALUATION

79. We have noticed a singular disinclination on the part of the authorities to undertake an evaluation of the impact of the activities of the various media of mass communication. In the case of All India Radio, audience research was at one time more or less given up. Even now, its re-introduction is on such a limited scale as to provide no reliable evaluation of programmes put out. We appreciate that in the case of documentary films and poster campaigns it would be difficult to devise a satisfactory and yet economical system of evaluation, but it would not be so in the case of exhibitions. A reliable record of the number of visitors to an exhibition, and provision for recording their impressions, would be an index of the appeal of the exhibitions.

80. We find ourselves unable to appreciate why money should be dissipated in effort which does not produce any tangible results. Unless some arrangements are made for evaluation, it would not be possible to ensure that resources are not wasted. It would also give a line on how activities should be re-adjusted to fulfil the purpose for which they have been initiated.

DISTRIBUTION

81. The distribution of material produced is another important aspect of DAVP's activities. This has been handled since 1955 by a distribution section, within the organisation, through regional centres. Earlier, material was supplied in bulk to Directors of Information of the States for distribution. As this did not prove satisfactory, a distribution section was set up which drew up a list of about 40,000 institutions, associations and officials arranged in 74 distinct categories to whom all publicity material is now mailed directly. They in turn are expected to arrange distribution to their constituents and others to give the widest possible publicity.

82. This is an improvement on the earlier arrangement but complaints still persist. They arise not only because of lapses on the part of the many agencies involved but also because the language versions are not produced in time for reasons we have already discussed.

83. We consider that the mailing list should be suitably enlarged and arrangements made to send out material directly on a selective basis to individuals interested in a particular study and campaign. For example, it would be useful to distribute material on family planning to doctors, nurses and midwives. Sectoral lists drawn up for special distribution should ensure more beneficial utilisation of the material produced.

84. This brings us to the question of what happens to the material distributed. There has been no survey, not even a limited random sampling, to ascertain whether those who receive supplies in bulk distribute them judiciously and in the manner intended, or at all. We were told that an attempt was made at one time to study the distribution arrangements in the Gurgaon district of the Punjab. It revealed that the Block Development Officers did not distribute the material when received but waited for the monthly meetings with village level workers to hand over to them bundles of accumulated material. There was no follow-up action. It seems to us that the DAVP considers its responsibilities are discharged with bulk distribution and similarly the field officers consider their responsibilities are confined to handing over material to their subordinate echelons.

85. The State Governments demand more publicity material on a wider range of subjects but do not seem to be concerned with their proper distribution and utilisation. We suggest that a pilot scheme on a particular aspect of the Five-Year Plan, say, increased agricultural production, in areas now selected for intensive effort, be undertaken by designing and distributing specially prepared material and simultaneously organising an impact study. This will provide a guide line for an appropriate approach to the presentation and distribution of material.

86. The Director of Advertising and Visual Publicity agrees with us that unless the distribution arrangements can be perfected and periodic checks instituted to ensure smooth working, there is little purpose in expending money and effort in mass production and distribution of material.

FINANCE AND ADMINISTRATION

87. We have mentioned earlier that DAVP is responsible for placing all advertisements for the various Ministries and Departments of the Government and also for printing

pamphlets, posters and other publicity material which they need. Its primary function, however, is to organise Plan Publicity.

88. Its basic role is that of a service agency and it should, therefore, be entitled to recover from the Ministries and Departments actual costs incurred on their behalf with the addition of a suitable percentage for overheads. But the budgetary procedure adopted does not provide for any recovery except from commercial departments and public enterprises.

89. The budget of DAVP in a sense consolidates the advertising and visual publicity expenditure of Government as a whole. In the first instance, the Ministries and Departments are required to prepare estimates of expenditure on advertisements and publicity and communicate them to the Ministry of Information and Broadcasting. A lump provision is made for Plan Publicity. The administrative expenditure of DAVP is estimated by the Ministry and is added to the other estimates to arrive at the total requirements. This departmental estimate is usually pruned down by the Finance Ministry before it is included in the Demand for Grants presented to Parliament. The cut imposed by the Finance Ministry may be a percentage or a lump sum cut. Although the DAVP distributes the cut between the various departmental estimates, the Ministries are not informed of the actual sums available for their advertisements and publicity material.

90. The estimates of Ministries are usually prepared on the basis of past allocations rather than on the basis of detailed plans for future publicity. It is not surprising therefore that these estimates prove unrealistic in execution. The departmental demands are usually met, whether there are any budget provisions or not, by encroaching on the lump sum provided for Plan Publicity. The facile explanation given is that all the departmental demands fall within the scope of plan publicity. If this be so, there would be no justification for providing separately for it.

91. We consider that to make the estimates more reliable the Campaign Officers should collaborate with the Ministries' activities at the preparatory stage and give details of expenditure required.

92. As we have mentioned earlier, under this arrangement the budget estimate of no Ministry or Department reflects its total liability. Even on considerations of proper budgeting and of control of allocations, the present procedure should be abandoned and all expenditure appertaining to a Ministry should be exhibited in its own estimates.

93. In consonance with our recommendations, the responsibility for placing advertisements and the printing of routine material should be assumed by the Ministries. This in itself will ensure a more rational system of budgeting.

A national campaign, when it relates to any particular Ministry, should also be included in its own estimates to receive the debit raised by DAVP on expenditure incurred on its behalf. It is only in regard to comprehensive campaigns which embrace the activities of more than one Department that budgetary difficulties may arise. But we consider that such a campaign should appropriately be considered as an item of Plan Publicity for which a provision should be made in the estimates of the Planning Commission. In other words, the budgeting should be so re-organised that the funds allotted to DAVP for functioning as the agency of Departments and Ministries would be offset by debits to be raised against them, including the administrative expenses of the Department.

94. We have stressed in our earlier reports that the activities of a medium of mass communication should be determined with reference to resources available and that the emphasis should be on quality rather than on quantity. Here also we feel that if sufficient resources are not available, the number of campaigns to be launched should be reduced but those taken up should be designed and executed efficiently.

95. We must also stress that the DAVP's accountability for every rupee spent on publicity must be enforced. Its expenditure is an investment from which the nation expects a return. The very fact that there has been no serious review of any single campaign to ascertain the results would show to what extent accountability is ignored at present.

96. Several administrative flaws in the working of the Directorate were also brought to our notice. We have already referred to the serious delays which occur in the production of material. Apart, however, from the extraneous difficulties which cause such delays, there are certain procedural defects which can be easily removed.

97. Because of carelessness in delaying the planning of certain jobs, even those which are of a fixed nature are taken up at the last minute, thus causing not only poor quality of production but also waste of funds since rush jobs entail extra payments. We refer to jobs such as those connected with annual events as, for example, Wild Life Week, which should obviously be planned a year in advance.

98. We have also been told that the staff of the DAVP is negligent in providing to the printers incomplete material at the time of calling for tenders. There are also frequent changes in the publicity programmes and jobs half done are left at an incomplete stage at considerable loss to the Government.

99. Delays in the payment of bills and hurried payment at the end of the financial year, without proper scrutiny, also lead to waste of funds. It has been suggested that in assigning

~~jobs to outsiders,~~ the interests of the organisations are not always safeguarded. For example, a printer who is on the DAVP's panel for obtaining printing work is sometimes on the Advisory Committees which selects printers. This is obviously improper.

100. A proper system of cost accounting is also necessary to ensure that DAVP works efficiently. Earlier we have shown that by criteria applied to commercial agencies DAVP is working at a considerable loss. Since DAVP does not have to show a profit, it can continue with an inflated cost structure at the tax-payer's expense. We consider that it must be required to run on business-like lines and its costs must be reduced by economy and rationalisation.

101. We find that the Special Inspection Unit of the Ministry of Finance had made several good suggestions for more efficient working but many of its recommendations were not acceptable to DAVP and have not, therefore, been implemented.

Staff

102. Between 1956 and 1961 DAVP's appropriations increased by over 100 per cent but the non-creative staff has absorbed the major portion of the increase. On the creative side five artists, five Campaign Officers and three Copywriters was all that was added. Even so, the Special Re-organisation Unit pointed out in 1965 that the Copywriters were engaged in minor administrative duties and not in copywriting for which they were ostensibly recruited. Annexure III gives the changes in the staff pattern over the years.

103. Secondly, the scale of salaries allowed to technical staff is out of line with that available in commercial employ (Vide Annexure IV). We are convinced that for DAVP to be an effective medium of mass communication, its control and organisation should rest in the hands of professionally competent people, and the recruitment policies should be suitably modified. This would imply that there should be direct recruitment to most of the posts, though there need be no bar to the appointment of serving officers from constituted Services.

104. We also consider that there should be an infusion of fresh talent by providing that half the posts in creative categories should be filled by people recruited on short-term contracts. This would provide for a two-way flow between DAVP and private advertising agencies. It may even be possible to bring about a closer association between the two and arrange periodic exchange of staff. A suitable system of incentives for good work should also be introduced.

Accommodation

105. The Directorate is housed in hutments in 'B' Block, Curzon Road, New Delhi, along with other institutions, including a girls' higher secondary school. The environs are not conducive to concentrated creative work. The maintenance of this war-time construction has been badly neglected over the years. It has been condemned more than once and its demolition cannot be deferred much longer. The maintenance costs are thus kept down to the minimum. Plaster peels off the ceiling and dampness creeps up the walls. Work in these uncongenial conditions is irritating and exhibits, photographs and other materials stored are damaged, sometimes beyond use. We consider that in the interests of efficiency and economy DAVP should be provided as early as possible with better accommodation and facilities.

Workshop

106. The workshop is in a small shed across the road. We understand that this shed was constructed only recently after a visit by the previous Minister of Information and Broadcasting. Such as it is, it is also cluttered up with timber and other bulky material. Access to machinery is difficult, there is hardly any elbow room and even to move around is quite an exercise. We found that a machine which was imported eight years ago has not been commissioned up to date. Similarly, two other machines which were procured from indigenous sources several months back are lying unused. The explanation given was that the quota of power allotted is insufficient and the necessary power connections have not been installed. The power shortage is so acute that it is not possible to operate simultaneously even the machines which are in use. We understand that the proposal to shift the workshop elsewhere has now been abandoned and arrangements are in hand for providing the power and transmission lines needed. Though the amount spent in procuring idle machines has not been very large, it reveals that there is hardly any forethought or planning in the working of DAVP or of co-ordination with the agencies responsible for provision of accommodation, power and other facilities.

107. We have already mentioned that the workshop fabricates not only prototypes for an exhibition planned but also re-produces them for distribution to different centres. Due to limitations of technical resources, this is a time-consuming process and delays the organisation of exhibitions. We also consider that the technical staff should concentrate on planning and designing prototypes and not be engaged in routine work of re-producing them, for which the workshop is not equipped in any case. We would recommend that copying work should with advantage and economy be farmed out.

Printing Work

108. To overcome difficulties which arise in getting printing work executed in time, DAVP suggested that it should be provided with a printing press of its own. We do not support this suggestion; the nature and type of printing work of DAVP requires an elaborate and expensive set-up which would not be justified on the basis of its work-load. If our suggestion for DAVP divesting itself of routine work is accepted, there would be hardly any need or justification for a separate printing press. Secondly, in accordance with our recommendations, the printing work in the regional languages should be placed with regional presses, using the agency of the State Governments for this purpose. To expedite printing work and for ensuring its quality, a list of suitable presses should be prepared and orders placed with those which have spare capacity at the time to meet the time schedule set. The rates previously paid would be an index for negotiations, but greater importance should be attached to orders being executed in time. A small saving in rates is more than offset by delays which often cause bulk rejections.

109. We are confident that the acceptance of the recommendations of the two earlier Committees, and the suggestions we have made of re-defining the role of DAVP, would convert it into an effective medium of mass communication, supporting and sustaining the effort of other media and agencies to inform, educate and motivate the people in the tasks of building a new India.

SUMMARY OF RECOMMENDATIONS

Functions of DAVP

1. The role of DAVP needs a clearer and a more precise definition. The Division should be treated solely as a medium of mass communication and not encumbered with many minor unrelated functions. (Para.14).
2. All newspapers, irrespective of size and circulation, should be given the same treatment in respect of commissions for classified advertisements. (Para.16).
3. The total commission earned by DAVP on classified advertisements falls far short of expenditure incurred for placing them. It would be more economical if Ministries and Departments were to place their classified advertisements direct. DAVP or some other agency should settle the rates with the papers annually and communicate them to Ministries and Departments concerned, along with a list of approved newspapers. (Paras.17 and 18).
4. If DAVP were to give up work connected with minor ~~display~~ advertisements which do not need special treatment, it will have larger resources to give life and purpose to National Campaigns. All Government advertisements, whether placed by DAVP or Ministries, should be eligible for the 15 per cent discount now earned. (Para.19).

5. No budgetary provision is made in the estimates of the Ministries for routine printed publicity. The estimates are bulked and included in those of DAVP. This illogical procedure, which does not give a true picture of departmental expenditure, should be given up. (Para.22).

6. Both advertisement and printing work of a routine nature should be handled by the Ministries themselves. It would incidentally remove their complaints of delays and difficulties. (Para.23).

7. DAVP's main role should be that of the publicity consultant to Government. It should work in close touch with Ministries in conceiving and planning major campaigns. (Para.24)

8. If DAVP were ~~be~~ relieved of functions extraneous to its role as a medium of mass communication and suitably strengthened, it should be possible for it, with available resources, to perform the dual role of planning and executing national campaigns. It would be an advantage to keep the two roles distinct with a common controlling and coordinating authority. (Paras. 25-29).

9. For this purpose the DAVP should be provided with competent staff, particularly at the higher levels, capable of undertaking and interpreting the broader responsibilities envisaged. (Para.30).

National Campaigns

10. For the national campaigns co-ordination of different media of mass communication is insistent, and a mechanism must be devised for the purpose to produce the impact needed. (Para. 31).

11. A small cell, composed of experts in the various media of mass communication, should be created in the Ministry of Information and Broadcasting to provide this co-ordination. (Para. 32).

12. The Campaign Officers do not have sufficiently high status. They do not have direct access to Ministers and Secretaries. The quality of briefing is, therefore, not authoritative. (Paras. 34-36).

13. To make them better aware of the needs of the Ministries the experiment of attaching Campaign Officers to the Ministries of Health, Agriculture and Education should be tried out. (Para. 37).

14. A small Planning and Review Board with the Director, Deputy Directors, the Campaign Officers and Departmental Heads as members should be set up to give concentrated thought and attention to campaigns projected. (Para. 38).

15. Each Deputy Director assisted by one or two Campaign Officers and other necessary staff should be made responsible for three or four major campaigns. (Para. 39).

Advertising

16. National campaigns should be so designed as to have necessary regional appeal. It would be best to select target areas for different campaigns and design display advertisements with local identification. Newspapers and magazines etc. should be judiciously selected having regard to the material and the readers for whom it is intended. (Para. 41).

17. The DAVP should conduct periodic readership surveys to have material on which to draw up the list of papers to be used selectively for different purposes. (Para. 43).

18. Advertisements should be so placed as to give a return on the expenditure incurred by reaching the people concerned. This should be the basic principle and not distribution of patronage or largesse. Only thus would it be possible to refute the charge of political discrimination. (Paras. 44-45).

Copywriters and Artists

19. There is room for considerable improvement in the work of DAVP's copywriters. To give character to work of DAVP, a small team of three copywriters should be formed by recruiting suitable people with larger experience. (Paras. 47-49).

20. To have any appeal, language versions of the publicity material should be prepared independently. Until such time as this is possible, they should be a suitable adaptation of the English version and not a mere translation. (Para. 50).

21. Undue reliance on English for preparation of material, particularly for rural areas, should be given up. (Para. 51).

22. While the planning of a campaign and the preparation of the prototypes should be the responsibility of the DAVP, all subsequent stages of their production and display should become the responsibility of the States. (Para. 52).

23. Pre-testing of the copy is essential and should be undertaken. (Para. 53).

24. To allow the artists and visualisers to appreciate and contribute towards the campaigns they should be suitably briefed and brought into conference at the planning stage. (Para. 54).

25. To meet the specialised needs of the DAVP, it should be provided with a competent photographer and one or two assistants drawn from the Photo Division or from outside. The Directorate should also build up its own library of photographs. (Para. 56).

Outdoor Publicity

26. A few scattered hoardings carrying posters do not produce the needed impact. The effort should be concentrated in the first instance, by placing 10 to 12 hoardings in each State Capital. Arrangements should be made to replace the posters every two months. Private agencies could be used if necessary for organising poster campaigns on hoardings in the cities. (Para. 57).

Cinema Slides

27. Cinema slides should be changed at suitable intervals and the presentation varied. They should also relate to and be a part of any campaign which is on at the time. (Para. 58).

The Production Wing

28. The Production Wing should concentrate on preparing posters and other material which form part of the major publicity campaigns. (Para. 60).

29. There should be proper pre-planning, co-ordination and supervision over the presses to ensure quality and adherence to delivery schedules. (Para. 61).

30. To avoid the delays in the issue of Indian language versions and the resultant waste of funds, the State Governments should be made responsible for re-designing prototypes and getting them printed. Such delegation would call for financial assistance to the State Governments but it may not be larger than the present expenditure on the Central Units. (Paras. 62-66).

31. To avoid the present uneconomical and unsatisfactory arrangements for obtaining and storing paper, the DAVP should be empowered to obtain supplies direct from paper mills at rates specified by the Chief Controller of Printing and Stationery. (Paras. 68-69).

Exhibitions

32. The medium of exhibitions should be given high priority, and the exhibits should be designed with greater imagination and appeal. At least two major campaigns should be launched every year. (Paras. 72-74).

33. In addition to larger exhibitions, smaller exhibitions on certain subjects should be arranged. (Para. 75).

34. By a suitable adjustment and re-organisation of the Directorate of Field Publicity, it should be possible for that unit to absorb the Exhibition Wing. It would avoid

duplication of effort resulting from the maintenance of more than one organisation for field duties. (Para. 76).

35. Even when field publicity has been delegated to the State Governments, the Central Co-ordinating Agency, wherever located, should continue to be responsible for designing and planning exhibitions, including the preparation of prototypes. (Para. 76).

36. A proper balance between creative and administrative staff should be brought about in the Exhibition Wing. (Para. 77).

37. This wing should be relieved of duties extraneous to its main function of propagating the objectives and achievements of the planning effort. (Para. 77).

38. Despite financial difficulties, there should be some addition to the number of mobile exhibition vans. This may be facilitated by enlisting the States' co-operation by providing one unit for each State. (Para. 78).

Evaluation

39. Without evaluation it is not possible to ensure that resources are not wasted. Such evaluation would also help re-adjustment of activities to fulfil their purpose. (Paras. 79-80).

Distribution

40. To meet the criticism regarding distribution of material, direct mailing lists should be suitably enlarged and arrangements made to send out material on a selective basis to those interested in a particular study or campaign. (Paras. 81-83).

41. A pilot scheme should be undertaken by designing and distributing specially prepared material and simultaneously organising an impact study. This will provide a guide line for an appropriate approach in the presentation and distribution of material (Paras. 84-85).

Finance and Administration

42. DAVP's basic role is that of a service agency and it should therefore be entitled to recover from the Ministries and Departments actual costs incurred on their behalf with the addition of a suitable percentage of overheads to make it viable. (Para. 88).

43. For the sake of proper budgeting and control of allocations, all expenditure, pertaining to a Ministry's publicity, should be exhibited in its own estimates. (Paras. 92-93).

44. If sufficient resources are not available, the number of campaigns to be launched should be reduced but those undertaken should be designed and executed more efficiently. (Para.94).

45. Delays in planning, negligence in providing the complete material to the printers at the time of calling for tenders, frequent changes in the publicity programmes, and leaving jobs incomplete, all lead to considerable loss to the Government. (Paras. 97-98).

46. A proper system of cost accounting is necessary to ensure that DAVP works efficiently. It must be required to run on business-like lines and its costs must be reduced by economy and rationalisation. (Para. 100).

Staff

47. The present weakness of the organisation is in the category of the creative personnel. While the DAVP's budget on staff has increased by 100 per cent between 1956-61, the non-creative staff has absorbed the major portion of this increase. (Para.102).

48. For DAVP to be an effective medium for mass communication, its control and organisation should be in the hands of professionally competent people. A modification of recruitment policies is necessary. (Para. 103).

49. There should be an infusion of fresh talent by filling half the posts in creative categories by people recruited on short-term contracts. (Para.104).

50. A suitable system of incentives for good work should be introduced. (Para. 104).

Accommodation

51. In the interest of efficiency and economy DAVP should be provided as early as possible with better accommodation and facilities. (Para. 105).

Workshop

52. The workshop is inadequate and machines are idle for want of power. There is hardly any forethought or planning in the working of DAVP or co-ordination with the agencies responsible for providing accommodation, power and other facilities. (Para. 106).

Printing

53. A list of suitable presses should be prepared and orders placed with those which have spare capacity to meet the time schedule. (Para. 108).

Sd/+ ASOK K. CHANDA Chairman

*(NATH PAI, M.P.) Member

Sd/- M.S. GURUPADASWAMY, M.P. "

Sd/- L.M. SINGHVI, M.P. "

Sd/- SMT. KAMALA CHAUDHRI, M.P. "

Sd/- S. HASAN ZAHEER "

Sd/- HAZARI PRASAD DWIVEDI "

Sd/- S. MULGAOKAR "

Sd/- MISS M. MASANI Secretary
24.9.1966

*On account of his illness,
Shri Nath Pai was unable to
participate in the meetings
and discussions on DAVP.

Summary of recommendations of the Study Team on
Five Year Plan Publicity on the working of the
Directorate of Advertising and Visual Publicity

1. Because of lack of facilities in the Directorate for readership surveys, audience and copy research, the effect of the publicity media such as posters, folders, hoardings, etc. has not been commensurate with the amount of investment. The establishment of the proposed communication research and Plan Publicity Evaluation and Intelligence Division would, to a great extent, rectify the drawbacks.
2. Publicity through exhibitions and out-door publicity media like hoardings, etc. should be exploited as it has proved to be effective.
3. Positive and direct messages should be conveyed in specific terms to different sections. At the moment persuasiveness is wanting in Plan and development advertisements.
4. The size, frequency of publication, layout and typography are the main factors responsible for the impact of the advertisement. More judicious selection should be made for insertion of advertisements in the periodical press.
5. The services of private advertising agencies should be utilised in an advisory capacity for major plan/publicity campaigns.
6. The lakhs of posters printed and supplied have been insufficiently and poorly displayed.
7. The posters should be produced imaginatively to make them attractive and intelligible to the people and for this artists and designers should be sent periodically on study tours to the urban and rural areas.
8. The Centre should produce posters in English and Hindi and the State Governments should be allowed to prepare the regional versions.
9. The production of printed literature for rural areas should be confined to illustrated folders and these should be sent directly to the panchayats for distribution.
10. The production of folders for urban areas should be aimed at the different sections that constitute the urban population.
11. The Panchayat Samitis should put up cement structures for large-sized hoardings in public places.

12. Metallic tablets should be displayed on all passenger trains and State-owned and private buses.
13. There should be provision for one mobile van for every six districts. These should be Central Units but working under the control of the State Directors of Information.
14. There should be two-coach exhibition units in each of the Railway Zones.
15. The exhibition trains should be commissioned, on the broad and metre-gauge systems, dedicated to Jawaharlal Nehru, the Prime Planner, projecting the cause of planning through his inspiring words.

Summary of the Report of the Standing
Sub-Committee of the Central Advisory
Committee for Advertising and Visual-
Publicity

Judging by the variety of jobs handled, DAVP's operations are far more intricate than those of any advertising agency in the country. Instead of being a model to private advertising agencies, DAVP's material has been uneven in quality and has lacked effectiveness, resulting in inadequate results from the large financial outlays.

DAVP is unable to fulfil its dual functions of an advertising agency for the Union Government, and a creative publicity agency for all Ministries (except Railways) and Departments, due to certain handicaps like its inability to render expert services. The lack of expertise in the staff makes client Ministries/Departments withhold from the DAVP the confidence which the existence of top level professional expertise within the DAVP can alone inspire. Also, there has been lack of continuity in the senior posts in the DAVP, and, expenditure on creative services has been utterly inadequate.

In order to meet the present inadequacies of DAVP, it should be improved structurally, Ministries should accept a disciplined and planned approach to publicity, and outside skills and expertise should be used to supplement DAVP's efforts.

A creative cell manned by top level professionals like Chief Copy-writers, Chief Visualisers and Production Consultants should be created. Such professionals should be recruited from outside on short term contracts.

The DAVP should be given a free hand in their selection. Such persons may be available for a pay range of Rs.2500-3000. Government should accept the working discipline of written documentation at every stage of the work, i.e.

- a) Policy brief
- b) Creative strategy
- c) Media strategy
- d) The Creative Expression Task
- e) Implementation

The top management cadre in DAVP should also be upgraded to retain specialist talent.

Machinery for collaborating with outside talent in connection with important publicity campaigns should be placed on a stable and organised basis. The present 'brain storming' sessions with outside talent should continue and other Media informed of the lessons learnt.

~~When an outside agency is employed to handle a complete campaign, the agency should be appointed for a reasonable period of time and suitably remunerated.~~

Print jobs produced by DAVP should be of the highest quality, specially those jobs which are designated as quality, prestige and overseas jobs. They should be classified into four categories.

Selection of printers for each category should be ~~rigidly controlled~~ and for this purpose at least two representatives of the All India Federation of Master Printers should be included in the present screening committee. Upgrading of a printer should be considered after trying him on not more than two jobs in a year. The top quality jobs should be given to 'A' Class printers only. They can, however, be given jobs of 'B' and 'C' class in case they have spare capacity.

A highly skilled Technical Production Consultant in the pay range of Rs.2500-3000, familiar with techniques of printing and able to demonstrate in person to the printers the requirements of the DAVP, should be appointed. His functions will include selection of material, specifications for paper, number of colours, particularly of illustrations, and supervision of important jobs on the spot and giving print order.

The Tender system should be modified. 'A' class printers should be called in the beginning of the year to discuss all possible jobs likely to be entrusted to them so that they understand the nature of the jobs and schedule their own programme accordingly. "Open-end-contracts" may then be negotiated. This would enable DAVP to pass on the jobs to those 'A' class printers who are free at specific times. The tender system may, however, continue for other jobs. The time schedule should be realistic. To avoid delay in paying printers' bills, a simpler accounting procedure should be laid down.

In addition to the commissioning of advertising agencies, individual writers and artists etc. should be commissioned at the rates suggested by the Committee. For this purpose a panel of artists and writers etc. should also be maintained.

Campaign Officers and other staff engaged in creative functions should be trained, with the help of leading advertisers, to acquaint themselves with the latest practices in marketing and advertising.

Distribution machinery should be examined on scientific lines and overhauled to bring about effective utilisation of publicity material.

Greater attention should be paid to Indian Language versions of the DAVP's material. Original thinking (along approved lines) in each language is called for. For this,

the post of translator should be upgraded and outside talent should be commissioned frequently.

A detailed study of the Exhibition Division should be undertaken with a view to improve its capacity and increase its effectiveness. Meanwhile, the following have been suggested:-

- a) Annual forward thematic planning
- b) Large workshop for better and faster preparation of exhibits
- c) A Section to prepare scale models of durable quality
- d) Production of miniature exhibition sets for loaning out to schools etc.
- e) Organisation of an exhibition nucleus service to provide States with sketches, etc.
- f) Organisation of impact Surveys with the help of governmental and non-governmental professional bodies.

ANNEXURE-- III

GROWTH PATTERN OF THE DAVP IN REGARD TO
BUDGET AND PERSONNEL

	<u>1956-57</u>	<u>1965-66</u>	<u>1966-67</u>
Budget	Rs. 61,30,000	Rs. 1,62,55,000	Rs. 1,39,68,000
PERSONNEL	<u>1956</u>		<u>1966</u>
Director	1		1
Deputy Director (Advertising, Visual Publicity)	1		2
Campaign Officer	-		5
Copywriter	1		4
<u>Studio</u>			
Art Executive	1		1
Assistant Art Executive	1		1
Senior Artists	11		16
Commercial Artists	-		1
Junior Artist	1		1
Photo Composing Machine Operator	-		1
Draftsman	-		4
<u>Advertising Wing</u>			
Media Executive	1		1
Assistant Media Executive	-		1
Assistant Director (Display)	1		1
Technical Assistants	@		7
Section Officer	2		2
Assistant	@		4
Lower Division Clerk	@		13
<u>Production Wing</u>			
Production Manager	1		2
Assistant Production Manager	2		4
Technical Assistants	@		14
Lower Division Clerk	@		5
<u>Out-door Publicity Wing</u>			
Out-door Publicity Officer	1		1
Technical Assistants	@		5
Upper Division Clerk	@		2
Lower Division Clerk	@		3

Contd...2/-

	<u>1956</u>	<u>1966</u>
<u>Distribution Wing</u>		
Distribution Officer	@	1
Asstt. Production Manager	@	3
Distribution Assistant	1	8
Senior Addressograph Operator	1	1
Junior -do-	1	1
Packer	8	22
Upper Division Clerk	@	4
Lower Division Clerk	@	11
<u>Translation Unit</u>		
Sub-editors	8	12
Language Typists	@	9
<u>Exhibition Wing</u>		
Exhibition Officer	2	2
Regional Exhibition Officer	4	5
Field Exhibition Officer	8	27
Exhibition Assistant	10	23
Projectionist	8	25
Chief Modeller	1	1
Assistant Engineer (Models)	1	1
Commercial Artist-(Exhibition)	1	1
Technical Assistant	@	3
Superintendent	1	1
Store-Keeper	1	2
Mechanic-cum-carpenter	1	10
Mechanic	1	5
Driver	1	5
Lettering Artist	1	2
Carpenter	1	2
Tin Smith	1	2
Head Mistry	1	2
Sprary Painter	1	1
Electrician	1	2
Cleaner	1	6
Helper	1	2
Chowkidar	1	41
Upper Division Clerk	@	4
Lower Division Clerk	@	20

	<u>1956</u>	<u>1966</u>
<u>General Administration</u>		
Deputy Director (Admn)	-	1 (Before 1957, one Gr. II Section Officer was in position)
Section Officer	2	2
Stenographer	2	10
Steno-typist	@	7
Assistant	@	10
Senior Gestetner Operator	@	1
Junior -do-	@	1
Scooter Driver	1	1
Hindi Assistant	1	1
Upper Division Clerk	@	7
Lower Division Clerk	@	47
Accounts Officer	2	3
Senior/Junior Accountant	5	8
Accounts Clerks	12	32
Jamadar	1	1
Daftry	12	17
Peon	21	40
Chowkidar	1	1
Sweeper	2	2
Sweeper-cum-farash	2	4

@ Data not available.

Comparative statement of salary scales (excluding perquisites)
in private advertising agencies and in DAVP

<u>Private Agencies</u>	<u>Salary</u>	<u>DAVP</u>	<u>Grades</u>
Senior Accounts Executive	Rs.2500 to Rs.3000	Director	Rs.1800-2000
		Deputy Director (Advertising)	Rs.1600-1800
Junior Accounts Executive and Assistants	Rs.1000 to Rs.1500	Campaign Officers	Rs.700-1250
		Media Executive	Rs.820-1150
		Asstt. Media Executive	Rs.400-800
		Asstt. Director (Display Release)	Rs.350-800
Head of Copywriting group, Copywriters, Scriptwriters	Rs.1500 to Rs.2500	Copywriter	Rs.350-800
Head of the Print Department	Rs.1000 to Rs.1500	Production Manager	Rs.700-1250
Assistants in Print Department	Rs.500 to Rs.1000	Assistant Production Manager	Rs.400-800
Head of the Out-door Section	Rs.1000	Outdoor Publicity Officer	Rs.620-900
Outdoor Assistants	Rs.500	Technical Assistants	Rs.325-575
Art Director	Rs.2500	Deputy Director (Visual) Art Executive	Rs.1100-1300 Rs.820-1150
Senior Visualiser	Rs.1500	Assistant Art Executive	Rs.400-950
Senior Finishing Artists	Rs.1200	Senior Artists	Rs.400-800
Junior Finishing Artists	Rs.700	Junior Artists	Rs.205-280
Senior Typographer	Rs.800		