



GOVERNMENT OF INDIA

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**REPORT OF THE COMMITTEE  
ON  
PUBLIC RELATIONS  
AND PUBLICITY  
IN  
PUBLIC UNDERTAKINGS**

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BUREAU OF PUBLIC ENTERPRISES  
MINISTRY OF FINANCE  
(Department of Expenditure)

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## CHAPTER I

### INTRODUCTION

The Committee on Public Undertakings (1968-69) submitted its 47th Report on Public Relations and Publicity in Public Undertakings to Parliament in April, 1969. The Committee recommended, *inter alia*, that "an expert committee should be appointed to make a detailed study of the organisational structure of the public relations and publicity units in the public undertakings and suggest guidelines for the set-up of such an organisation keeping in view the need to inform the public not only of the products marketed by it but also the functioning of the undertaking".

2. The Committee also suggested that the question of having a joint cadre of public relations officers and publicity officers for public undertakings in the same field or producing similar products or doing the same type of business be examined by the expert committee and that the advice of the expert committee be sought in regard to minimum qualifications and experience required for the posts in the public relations and publicity departments of public undertakings. The Committee also felt that it might be worthwhile to lay down certain broad guidelines and criteria for determining expenditure on publicity for all public undertakings.

3. Government accepted the Committee's recommendations and accordingly appointed a committee in December 1969. A copy of the Resolution No. BPE (I & R)29/69, dated December 26, 1969 is quoted below :

#### RESOLUTION

In view of the importance attached to public relations and publicity in public undertakings, Government have decided to constitute a committee which will consist of the following :

- |                                                                                                                             |                 |
|-----------------------------------------------------------------------------------------------------------------------------|-----------------|
| (1) Shri S. K. Ghose,<br>Joint Secretary to the Government of India,<br>Ministry of Information & Broadcasting.             | <i>Chairman</i> |
| (2) Shri M. L. Bhardwaj,<br>Principal Information Officer,<br>Ministry of Information & Broadcasting.                       | <i>Member</i>   |
| (3) Brig. Streenivasan,<br>Director,<br>Directorate of Advt. & Visual Publicity,<br>Ministry of Information & Broadcasting. | <i>Member</i>   |
| (4) Shri Shanker Mitra,<br>Chief Public Relations Officer,<br>Hindustan Steel Ltd.                                          | <i>Member</i>   |
| (5) Shri B. V. Ranganath,<br>Public Relations Manager,<br>Indian Oil Corporation Ltd.                                       | <i>Member</i>   |

(6) Shri Sanat Lahiri,  
Publicity Manager,  
Dunlop India Limited.

*Member*

(7) Dr. Raj K. Nigam,  
Editor, *Lok Udyog*,  
Bureau of Public Enterprises.

*Member- Secretary*

(ii) The following will be the terms of reference of the Committee :

- (a) to define and formulate clear public relations objectives of public sector undertakings;
- (b) to make a detailed study of present organisational structure of the public relations and publicity departments and to suggest guidelines for the setting up of such an organisation;
- (c) to examine the question of joint cadre for Public Relations Officers and Publicity Officers in undertakings in the same field or producing similar products or doing the same type of business;
- (d) to examine the question of minimum qualifications and experience for posts in public relations and publicity departments; and
- (e) to evolve guidelines or criteria in regard to expenditure on publicity.

(iii) The headquarters of the Committee will be at New Delhi.

(iv) The Committee will start functioning from 26-12-1969 and will submit its report within a period of six months from the date of its appointment.

Sd/- A. N. BANERJI  
*Additional Secretary to the Government  
of India and Director-General, Bureau of  
Public Enterprises.*

4. The Committee's term of appointment was extended till October 31, 1970 by Resolution No. BPE (I & R)29/69, dated June 25, 1970.

5. Shri S. Almeida, Public Relations Manager, Air India, was appointed to the Committee in May, 1970 vice Shri B. V. Ranganath who had proceeded on leave meanwhile.

6. The Committee held its first meeting in New Delhi on January 6, 1970. In all it held 22 meetings.

7. The Committee devised and circulated two separate questionnaires\*, one for public undertakings and the other for companies in the private sector.

8. A number of chief executives of public undertakings and companies in the private sector, eminent journalists and persons with specialised knowledge of public relations and advertising were invited to meet the Committee in New Delhi, Calcutta, Ranchi, Bombay, Madras and Bangalore. A list of persons who met the Committee is given in Annexure III.

The Committee wishes to place on record its sincere appreciation of the cooperation extended by organisations which replied to the questionnaires and persons who responded to the invitation to meet the Committee.

\* Given in Annexures I and II.

## CHAPTER 2

### DEFINITIONS

Under its terms of reference, the Committee was called upon "to define and formulate clear PR objectives of public sector undertakings" and also to suggest guidelines for the setting up of PR and Publicity Departments in these undertakings.

2. It is worthwhile to define clearly the meaning and scope of the terms "public relations", "publicity" and "advertising" for a clear understanding of the Committee's conclusions and recommendations in the light of the terms of reference.

#### **Public Relations and Advertising**

3. The British Institute of Public Relations has defined ["public relations" as "the deliberate, planned and sustained effort to establish and maintain mutual understanding between an organisation and its public". While basically "public relations" seeks to project the corporate image of an organisation both within and outside the organisation and may use institutional advertising as a tool to project this image, "advertising" concerns itself primarily with the selling of products and services of an organisation.

4. For the purpose of this Committee's recommendations, the term "public relations" will be used in the context of the above definition while "advertising" will denote promotional activities of the organisation for the sale of its products and services.

#### **Publicity**

5. The term "publicity" is a generalised expression, often used for public relations, advertising, information, promotion, etc. To avoid confusion, this report uses the specific terms "public relations" and "advertising" in preference to the generalised expression "publicity" as far as possible.

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## CHAPTER 3

### OBJECTIVES

The continued existence and growth of any public undertaking depends on the sanction of the people who are its owners. Therefore, every public undertaking has already a clear-cut duty marked out for it, to render to the public a full and frank account, at all times, of the state of its business, its progress and its problems. This public includes Government, Parliament and the people; the Press and other opinion moulders; the employees; the dealers and the customers; the local communities.

2. In this connection, it is relevant to quote what the Prime Minister said once : "... We advocate a public sector for three reasons : to gain control of the commanding heights of the economy; to promote critical development in terms of social gain or strategic value rather than primarily on considerations of profit; and to provide commercial surpluses with which to finance further economic development." On another occasion, the Prime Minister said : "The public sector must be run well, must produce results, must create new resources and we should try our utmost to give a new orientation to the public sector which should increase its efficiency and all round profitability."

These then are the broad objectives of the public sector as a whole. But it is important for Government to lay down management and public relations objectives in clear and specific terms for the public sector as a whole.

3. It is also essential to formulate clear and precise public relations objectives with reference to both the internal public, *i. e.*, the employees, and the external public before any public relations policy can be designed and plans and programmes drawn up. Most public undertakings have not yet formulated clear public relations objectives. The top management of every public undertaking has to accept the responsibility of public accountability. Hence, the need for a set of clear public relations objectives.

4. The public relations objectives of the public sector as a whole can be formulated precisely only after the management objectives of the public sector have been spelt out. But it is worthwhile to attempt a tentative formulation of public relations objectives for the public sector as a whole. These objectives could be :

- (a) (To create in the minds of the public a proper understanding and appreciation of the role of the public sector in the country's economy. To achieve this objective, there is need for a planned programme for a continuous flow of information through various mass media and also inter-personal communication. In such a programme, it is essential that the achievements as well as the shortcomings (including the extenuating reasons therefor, if any) of the public sector as a whole are conveyed to the public.
- (b) To provide guidelines to public undertakings in the formulation of their individual public relations policies. This is particularly

necessary as most undertakings do not have a public relations set up.

- (c) To ensure that the public relations activities of different public undertakings are in tune with the broad objectives of the public sector.

5. Each public undertaking should formulate its own management objectives within the parameters of the management objectives of the public sector as a whole, keeping in view the objects for which the particular undertaking has been set up.

6. The image of an undertaking in the eyes of its publics depends in the ultimate analysis, on its performance. Public relations cannot be a substitute for performance.

7. The Committee is in no position to define and formulate clear public relations objectives of each individual public undertaking in view of the varying size, diverse nature of activities, problems, future plans and present stage of development of different undertakings. Formulation of objectives of individual public undertakings has to be left entirely to the management of the undertakings concerned.

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## CHAPTER 4

### ORGANISATIONAL PATTERNS

The Committee received replies to its questionnaire from 65 public undertakings. Of these, only 20 have a public relations or publicity set-up of any kind. Two large public undertakings in the country, which have sizeable public relations departments and some other undertakings consider their present set-ups to be inadequate and feel the need to strengthen them.

2. One or more of the following reasons have been advanced by some of the undertakings which do not have a public relations or publicity set-up :—

- (a) the undertaking has been set up recently;
- (b) the undertaking began production recently and the setting up of a public relations or publicity set-up is under consideration;
- (c) the entire production of the undertaking is sold to a few companies in a particular industry and the management, therefore, feels there is no need for a public relations or publicity set-up;
- (d) the entire production of the undertaking is sold to another public undertaking which arranges for its marketing;
- (e) advertising for the product of the undertaking is the responsibility of a government department; and
- (f) advertising is not likely to yield any benefit because contracts have to be obtained through personal approach and the products manufactured have a ready market at present.

3. The reasons quoted above are only illustrative of the lack of appreciation of the role of public relations and advertising by the management of several public undertakings.

4. In the organisations which do not have a public relations or publicity set-up, such public relations/publicity work as is handled is the responsibility of different functionaries such as Secretary, Commercial Manager, Chief Marketing Officer, Administrative Officer. In one case, this responsibility is discharged by the Personal Assistant to the Managing Director. In most undertakings there is neither a job description nor a clear delineation of functions concerning public relations.

5. In those undertakings which have a public relations or publicity set-up, the broad pattern of functioning is as follows:—

- (a) Press relations, institutional advertising, and in many cases, product advertising.
- (b) production of house magazines and other company publications for employees, and external publics.
- (c) employee communication.
- (d) participation in exhibitions, fairs, etc.
- (e) Audio-visual programmes.
- (f) Organizing visits.

6. A few examples of the public relations/publicity set-up in public undertakings are given in Annexure IV.

7. It appears that in most of the undertakings which have a public relations set-up, the personnel manning the set-up are engaged in public relations functions only. They are not asked to perform non-public relations functions like looking after guest-houses, company transport, general libraries. This is as it should be.

8. The heads of public relations and publicity departments in different undertakings report to company executives at various levels. In some cases, they do not appear to have easy access to functionaries at the appropriate decision-making level. A few report to the Chief Executive directly. Some report to the Secretary or a Director. Yet others report to the Chief of Personnel Department, Administrative Officer, Chief Marketing Officer or Marketing Manager. The Chief of the Public Relations set-up can function effectively only if he reports to the proper decision-making level which should be part of top management.

9. For public relations to be effective, the Public Relations Officer must know not only what he is to propagate but why and in what context. His job is not only to secure public appreciation of sound performance through clarifications but also to counter unwarranted criticism by bridging information gaps and, where necessary, with rebuttals. He has to aim not merely at transient publicity but enduring credibility. To this end he will have to entertain the most probing enquiries from the Press and the public and frankly admit failures, and explain the reasons for such shortcomings. A public relations man can carry out this exacting role if and only if, he is kept fully and constantly informed of all that is happening in his undertaking, its achievements and failures, problems and prospects. He should be aware not only of the decisions but also the background thereof. It goes without saying that the Public Relations Officer himself should take the initiative and keep himself posted with all that is happening in the various departments of the undertaking. At the same time, the management should actively assist him in gathering information in order that he may effectively sift it and purvey all relevant information to the public of the undertaking.

10. In some organisations, particularly in the private sector, there are public relations committees consisting of the chief executive, selected heads of departments and the chief public relations executive to discuss such aspects of the company's operations as have public relations implications so that the public relations plans are designed properly. The top management of the public undertakings should consider the advisability of setting up such committees.

11. In view of the growing importance of employee-employer relations, communication with the employees is a crucial public relations responsibility. The head of the public relations department should be present at meetings where important decisions are taken concerning company policies and plans affecting employees.

12. Since employee morale on the one hand and industrial relations on the other are matters of public importance, the public relations executive at the appropriate level should be closely associated at various stages of negotiations with workers and decision-making. This would enable the

public relations executives not only to keep themselves fully informed but make effective use of the information in the interest of the undertaking.

13. It has been said that public relations is 90 per cent doing good and 10 per cent talking about it. Therefore, it is necessary that while the professional and technical aspects of public relations are the specific responsibility of the public relations organisation of an undertaking, it must be supported by other employees of the undertaking at all levels. Every employee is, in a way, a public relations officer for the company.

14. Each public undertaking must decide for itself the public relations or advertising set-up it needs to implement its public relations or advertising policies. There are different types of undertakings, particularly in so far as size and nature of their activities are concerned. The decision to set up a public relations and/or advertising organisation is, therefore, best left to the undertaking itself. Public relations and product advertising must be need-based so as to fulfil the specific needs of undertaking. Where there are or is likely to be separate units for public relations and advertising, these two units must work in close co-ordination avoiding wasteful duplication and contradiction. This is particularly necessary because the public image of a corporate body is also derived from its product advertising.

15. Inasmuch as most public undertakings do not, for one reason or other, have a public relations or advertising set-up, the Government should set up an independent and adequately staffed public relations consultancy organisation to advise public undertakings, when such advice is asked for, on public relations strategy and its implementation. Such an organisation would be particularly helpful to comparatively small undertakings which cannot afford a full-fledged public relations set-up.

16. This consultancy organisation can also play an advisory role in projecting the image of the public sector as a whole. There is no organisation now which effectively projects the total image of the public sector. The consultancy service can fill this gap.

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## CHAPTER 5

### JOINT CADRE OF PUBLIC RELATIONS OFFICERS

The Committee on Public Undertakings in its 47th Report on Public Relations and Publicity in public undertakings said:—

“During the evidence the Committee asked whether there could be a single cadre of Public Relations Officers and Publicity Officers for all the public undertakings who were in the same line or same field of industry. The reaction of the representatives of the undertakings was that it would not work because the publicity work differed according to the type of the undertaking and the target towards which publicity or public relations work was to be directed. They, however, stated that this required more detailed thinking.”

2. This Committee called for the comments of public undertakings on this aspect of its terms of reference. From the replies received, it appears that the proposal for a joint cadre is not acceptable to most of the undertakings. The reasons advanced by them against the proposal are:

- (a) these appointments in each undertaking must be developed as an integral part of the company cadre;
- (b) it may not be practicable because of differences in pay-scales and the varying needs of different undertakings;
- (c) public undertakings are autonomous bodies and a joint cadre may not be administratively feasible;
- (d) public relations and publicity officers should be wholly under the control of the undertaking; and
- (e) public relations men should acquire specialised knowledge of the working of the undertaking.

3. Some public undertakings, however, have welcomed the proposal for a joint cadre on the grounds that:—

- (a) it is desirable and necessary to avoid stagnation for the personnel and open up appropriate promotional avenues for them; and
- (b) it will provide for mobility of officers and give them valuable experience, widen their horizon and make them more effective.

4. The views expressed by the persons who were interviewed by the Committee were, by the large, against the constitution of a joint cadre. While endorsing the views quoted above, they laid stress on the paramount need to ensure the loyalty of public relations personnel to the organisation.

5. The example of the Industrial Management Pool which was constituted by the Government in 1958 as a joint cadre for management personnel is relevant in this context. That scheme does not seem to have worked out as anticipated. Presumably, that is why further recruitment to the Pool has been abandoned. A joint cadre for public relations personnel is likely to meet with a similar fate as it will inhibit top management of public undertakings in the matter of selection of public relations personnel.

6. The public relations personnel now working in different undertakings should have the opportunity to compete for higher posts in other undertakings. In case there is any undertaking which imposes any restraints on such applications, it would seem to be desirable to remove these restraints so that competent public relations officers who may be facing stagnation in a particular undertaking on account of non-availability of openings, may not suffer from a sense of frustration. If that is done, the main argument in favour of a joint cadre would disappear.

7. Besides, there is a great dearth of adequately trained and experienced public relations personnel in this country. Therefore, a joint cadre is not really feasible in the foreseeable future. The balance of advantage would, therefore, seem to lie in not going in for a joint cadre.

8. Comparatively small public undertakings may not be able to afford to employ experienced and skilled public relations personnel, particularly because of the paucity of such personnel and the demand for their services. Setting up an independent public relations consultancy organisation to service the public sector as a whole, particularly those undertakings which cannot afford a proper public relations set-up, will be a step in the right direction. Such an organisation will, of course, have to be staffed by experts who may have to be trained in suitable institutions abroad initially.

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## CHAPTER 6

### QUALIFICATIONS

Minimum qualifications for public relations personnel can be prescribed only in the context of the functions of the Public Relations Department. These may vary to some extent from undertaking to undertaking.

2. Public relations is a staff function which embraces both advisory and operational tasks. In the advisory role, the Public Relations Officer analyses employee attitudes and public opinion and advises both line and staff officers on the public relations aspects of organisational policies and problems. In the operational role, he handles the organisation's communications outside the line function with the basic aim of maintaining the continuity, the vitality and the healthy growth of the organisation.'

3. While discussing the organisational patterns of public relations in existing undertakings, the broad pattern of functioning of the public relations set-up has been outlined. These have to be stated now in greater detail so as to clarify the context in which the minimum qualifications for public relations personnel in different undertakings under different levels may be prescribed.

4. The functions of public relations personnel in an undertaking should embrace the following:—

- (a) Formulation and implementation of a planned and sustained public relations programme in pursuance of the management and public relations objectives of the undertaking.
- (b) Communication with employees through internal house journals, newsletters and such other public relations tools like films and posters.
- (c) Communication with external publics through external house magazines, brochures, pamphlets and other special publications.
- (d) Communication with Government and Parliament in specific areas of public relations activities such as publications, audio-visual programme, discussion-sessions, plant visits, and institutional advertising especially designed and directed towards these publics.
- (e) Two-way channel of communication whereby, apart from communicating with internal and external publics, feedback of information to top management must be ensured.
- (f) Writing, editing and publishing company literature.
- (g) Planning and organising audio-visual projects such as exhibitions and institutional film on corporate, industry or community themes in collaboration with other departments of the undertaking.
- (h) Press relations which include press conferences, informal press briefings, press tours, and issuing press releases and newsletters.
- (i) Institutional advertising including sponsored supplements and features.

- (j) Community relations as a specific social obligation and corporate responsibility of a public undertaking towards the local community. This might include extending the undertaking's activities for public good in such spheres as social welfare, education, transport and medical services.
- (k) Analysing and evaluating periodically, on proper scientific basis, the undertaking's public relations policies, programmes and activities, departmentally as also at the board level.

### Minimum Qualifications for Public Relations Officers

5. In its 47th Report on Public Relations and Publicity in public undertakings, the Committee on Public Undertakings expressed the view that "the top men in publicity organisations should, apart from the academic qualifications and flair for writing and speaking, have 5 to 10 years experience with some advertising agency, newspaper or advertisement department. They should be able to visualise the publicity campaigns and provide the necessary directions to the service agency for projecting a message or creating a better public image or promoting sales of products and services."

6. In recommending the minimum qualifications for public relations personnel, the realities of the Indian scene, that is, the availability of qualified and competent public relations practitioners have to be kept in view. There does not seem to be even a broadly uniform pattern of academic qualifications, professional training and experience among the existing public relations personnel in different undertakings. The following minimum qualifications are required for public relations officers in public undertakings:—

- (a) a good university degree, preferably in humanities;
- (b) the personality to communicate effectively with a variety of people inside and outside the organisation at various levels;
- (c) capacity for sustained hard work and ability to handle difficult human and organisational problems;
- (d) writing and editing of news items, features and articles, experience of working in an advertising agency; ability to write scripts and commentaries for films and broadcast; understanding of and ability to utilise various media of mass communication, *viz.*, Press, printed material (house magazines, pamphlets, leaflets and other company publications), radio, films, audio-visual programmes, etc.;
- (e) institutional training in public relations would be a very desirable qualification (though persons with such training are not likely to be available in sizeable number for some time yet); and
- (f) the persons who head a public relations set-up either in an undertaking or in a plant should have the quality of leadership and the skill to handle creative writers, visualisers and artists to get the best out of them.

7. At present there is no university or institution in the country offering a full-fledged course in public relations. The Indian Institute of Mass Communication or one of the all-India Institutes of Management or a university should institute one or more well-designed full-time courses in public relations to train a cadre of competent public relations personnel. The

services of the proposed public relations consultancy organisation should be utilised to offer practical training to these trainees.

8. Whatever be the qualifications of public relations officers, it is essential to provide them with on-the-spot training in the undertakings they work for and this is clearly a top management responsibility.

9. The Central Information Service can continue to be one of the sources for recruitment of public relations officers for the present.

### **Minimum Qualifications for Advertising Officers**

In view of the fact that advertising is a comparatively developed profession in the country, it should be possible for public undertakings to recruit advertising officers without much difficulty. The minimum qualifications for such officers should be:—

- (a) a good degree in humanities,
- (b) personality and leadership attributes,
- (c) experience in an advertising agency or in the advertising department of an organisation,
- (d) ability to appreciate the marketing problems of an undertaking and plan an advertising campaign involving various mass media like the press, cinema, commercial radio, printed material,
- (e) skill in liaising and co-ordinating advertising work with advertising agencies on the one hand and various departments and sales officers of the organisation on the other, and
- (f) of these, head of the advertising set-up should have the managerial ability to head a department, plan and control its work and expenditure.

10. Both in public relations and in advertising, there should be a periodic evaluation of the results by experts so as to derive the optimum benefit from the expenditure in terms of human and material resources.

11. In this connection, it would be relevant to refer to what the Committee on Public Undertakings recommended in its 47th Report on Public Relations and Publicity in public undertakings. It recommended, *inter alia*, "the public undertakings.....should also continuously analyse the effectiveness of their publicity media and campaigns in terms of sales promotion and projection of a better image of their products and service so as to channelise their limited resources to achieve the best results." The Committee went on to recommend that such a review should be made "at the level of the management once a quarter and at the level of Board of Directors once a year". Government have rightly accepted these suggestions.

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## CHAPTER 7

### GUIDELINES ON EXPENDITURE

In most undertakings the public relations objectives have not been formulated. Consequently, there is no proper basis for allocation of resources for public relations or advertising. Persons who gave evidence before the Committee suggested that while Government can set down guidelines for expenditure on public relations and advertising, such expenditure should be need-based.

2. The Committee on Public Undertakings in its 47th Report says:—

“The Committee agree that it is not desirable to lay down any uniform ratio of expenditure on publicity for all the public undertakings, as they are engaged in different types of activities and their customers vary from a handful to lakhs. The Committee feel that it may be worthwhile to lay down certain broad guidelines and criteria for co-relating the expenditure to the total sales revenue, etc., for specific groups of undertakings after a thorough and a detailed study by some specialised agency. The Committee suggest that this work may also be entrusted to the expert committee referred to in paragraph 2.12”

3. It is not possible for the Committee to evolve any practical guidelines for expenditure on public relations and advertising as the needs of different undertakings may vary considerably depending upon their size, nature of activities and problems. Even for the same undertaking, the needs may vary from time to time. The budget for public relations and advertising for every undertaking should be framed keeping in view its public relations and advertising objectives and on the basis of its plans and programmes. While wastage of resources must be scrupulously avoided, the genuine needs for advertising and public relations should be fully met subject, of course, to the overall financial constraints that the undertaking may be labouring under.

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## CHAPTER 8

### SUMMARY OF CONCLUSIONS/RECOMMENDATIONS CONTAINED IN THE REPORT

Government should lay down management and public relations objectives in clear and specific terms for the public sector as a whole.

2. Within the parameters of the management and the public relations objectives for the public sector as a whole, each public undertaking should formulate its own management and public relations objectives.

3. The image of an undertaking in the eyes of its publics depends in the ultimate analysis, on its performance. Public relations cannot be a substitute for performance.

4. The Chief of the public relations set-up can function effectively only if he reports to the proper decision-making level which should be part of top management.

5. For public relations to be effective, the Chief of the public relations set-up should be kept fully and constantly informed of all that is happening in his undertaking, its achievements and failures, problems and prospects. He should also take the initiative in the matter of gathering information.

6. The top management of the public undertakings should consider the advisability of setting up public relations committees consisting of the chief executive, selected heads of departments and the chief public relations executive for properly designing public relations plans.

7. Each public undertaking must decide for itself the public relations or advertising set-up it needs to implement its public relations and advertising policies. These two units should work in close co-ordination as the public image of a corporate body is also derived from its product advertising.

8. Government should set up an independent and adequately staffed public relations consultancy organisation to advise public undertakings on public relations strategy and its implementation. This organisation may also be utilised by the Central Government to project the total image of the public sector.

9. A joint cadre for public relations officers in public undertakings is neither necessary nor desirable.

10. The following minimum qualifications for public relations officers in public undertakings are recommended:

- (a) a good university degree, preferably in humanities;
- (b) the personality to communicate effectively with a variety of people inside and outside the organisation at various levels;
- (c) capacity for sustained hard work and ability to handle difficult human and organisational problems;

- (d) writing and editing of news items, features and articles; experience of working in an advertising agency, ability to write scripts and commentaries for films and broadcast; understanding of and ability to utilise various media of mass communication, viz., Press, printed material (house magazines, pamphlets, leaflets and other company publications), radio, films, audio-visual programmes, etc.;
- (e) institutional training in public relations would be a very desirable qualification (though persons with such training are not likely to be available in sizeable number for some time yet); and
- (f) the persons who head a public relations set-up either in an undertaking or in a plant should have the quality of leadership and the skill to handle creative writers, visualisers and artists to get the best out of them.

The following minimum qualifications for advertising officers in public undertakings are recommended:

- (a) a good degree in humanities;
- (b) personality and leadership attributes;
- (c) experience in an advertising agency or in the advertising department of an organisation;
- (d) ability to appreciate the marketing problems of an undertaking and plan an advertising campaign involving various mass media like the Press, cinema, commercial radio, printed material;
- (e) skill in liaising and co-ordinating advertising work with advertising agencies on the one hand and various departments and sales officers of the organisation on the other; and
- (f) of these, head of the advertising set-up should have the managerial ability to head a department, plan and control its work and expenditure.

11. To meet the demand for trained public relations personnel in the country, the Indian Institute of Mass Communication or one of the all-India Institutes of Management or a university should institute one or more well designed courses in public relations to meet the paucity of competent public relations personnel. The services of the proposed consultancy organisation should be utilised to offer practical training to these trainees.

12. The Central Information Service can continue to be one of the sources for recruitment of public relations officers for the present.

13. Both in public relations and advertising, there should be a periodic evaluation of the results by experts to derive the optimum benefit from the expenditure in terms of human and material resources.

14. It is not possible to evolve any practical guidelines for expenditure on public relations and advertising. The expenditure should be on the basis of the genuine needs of the undertaking for public relations and advertising.

- Sd—
1. S. K. Ghose
  2. M. L. Bhardwaj
  3. R. Streenivasan
  4. Shanker Mitra
  5. S. Almeida
  6. Sanat Lahiri
  7. Raj K. Nigam



## ANNEXURE I

### QUESTIONNAIRE FOR PUBLIC UNDERTAKINGS

1. What are the products that are manufactured in your undertaking or what are the services offered by your undertaking?
2. What was the total sales volume of your undertaking in the last three financial years? Please also give estimate for the current financial year.
3. (a) What was your public relations and publicity budget of your undertaking in the last three financial years? Please give provisions made in the budget for the current year.  
(b) Do you consider the current year budget for public relations and publicity adequate? If not, what are your suggestions?
4. (a) Please give details of the expenditure in terms of personnel, the various media used and expenditure incurred on each for the last three years.  
(b) Do you consider the existing personnel, programmes and activities of public relations or publicity of your undertaking adequate? If not, what are your suggestions for improvement?
5. Have you defined and formulated precise public relations objectives for your undertaking? If so, what are they?
6. (a) Please state broadly (with the help of a chart) your undertaking's organisational structure and indicate the place of Public Relations and Publicity Departments. Please give details of the structure of your public relations and publicity departments.  
(b) Also please indicate the job description of your public relations and publicity officers. Under whom do the public relations and publicity officers work and what are the levels of their reporting responsibilities?  
(c) Is your present public relations and publicity set-up adequate and if not, what changes would you suggest?
7. (a) Are the Public Relations Officers associated or involved in the formulation of policies and programmes of the undertaking? If so, how?  
(b) How are the Public Relations Officers kept informed of the policies and programmes of the undertaking?
8. (a) What are the qualifications and experience of different categories of Public Relations and Publicity Officers in your undertaking?  
(b) What are the programmes of induction, training and development that you undertake in regard to Public Relations Officers and Publicity Officers in your undertaking?  
(c) What, in your opinion, should be the minimum qualifications, experience and salary grades, for various positions in public relations and publicity departments in your undertaking?  
(d) Have you experienced any difficulties in recruiting suitable Public Relations and Publicity Officers and other staff in these departments? If so, what are they and what are your suggestions to overcome these?  
(e) Do you think that a joint cadre of Public Relations Officers and Publicity Officers for (a) the entire public sector or (b) for groups of undertakings engaged in the same field as yours, *i. e.*, producing similar products or doing the same type of work, is desirable and necessary?
9. Do you evaluate your public relations and publicity programmes periodically? If so, how often? Is the evaluation done by your own officers or with the help of an outside body? What action do you take on such reports?



## **ANNEXURE II**

### **QUESTIONNAIRE FOR COMPANIES IN THE PRIVATE SECTOR**

1. What are the products manufactured or services offered by your company ?
  2. What was the annual turnover during the last three years ?
  3. What was your Public Relations budget during the last three years ?
  4. What was your Advertising budget during the last three years ?
  5. What is the set-up in your public relations department and in your advertising department. Please indicate the organisational structure of these departments, and the job descriptions of the Public Relations Manager and the Advertising Manager. What are their salaries ?
  6. To whom do the Public Relations Manager and Advertising Manager report ?
  7. How are the Public Relations Manager and Advertising Manager associated with management decisions and how are they kept informed ?
  8. What are the qualifications and experience prescribed by your company for the appointment of Public Relations Manager and Advertising Manager ?
  9. What is the training imparted to them immediately after recruitment and at different times to develop their skills ?
  10. What research and evaluation programmes you undertake to evaluate your public relations or advertising efforts ? Are these programmes executed internally or with the help of an outside body ?
  11. Do you personally favour an integrated PR and Publicity (or Advertising) set-up and if so, why ?
  12. What are the duties of your PR and Advertising departments ?
-



### ANNEXURE III

## LIST OF PERSONS WHO GAVE ORAL EVIDENCE BEFORE THE COMMITTEE

#### 7th April, 1970, New Delhi

Professor P. N. Dhar,  
Director, Institute of Economic Growth,  
Delhi.

#### 8th April, 1970, New Delhi

1. Shri Pran Chopra,  
Editor, *The Citizen*,  
New Delhi.
2. S/Shri Chhedi Lal and I. Mahadevan,  
Chairman and Managing Director  
respectively of Modern Bakeries Ltd.

#### 22nd May, 1970, Calcutta

1. Mr. K. Hartley,  
Joint Managing Director,  
Indian Oxygen Ltd.
2. Dr. B. B. Ghosh  
Managing Editor, *Capital*.
3. Shri K. Rangachari,  
*The Statesman*.
4. Shri C. R. Irani,  
Managing Director,  
*The Statesman*.
5. Shri Bhaskar Mitter,  
Chairman, Andrew Yule & Company Limited.

#### 23rd May, 1970, Ranchi

1. Shri K. T. Chandy,  
Chairman, Hindustan Steel Ltd.
2. Shri C. Chalapati Rao,  
Chairman, Heavy Engineering Corporation Ltd.
3. Shri R. Prasad,  
Chairman and Managing Director,  
National Coal Development Corporation Ltd.

#### 24th May, 1970

1. Shri A. N. Haksar,  
Chairman, India Tobacco Company Ltd.
2. Shri P. Sanyal,  
Managing Director,  
Clarion McCann Advertising Services Ltd.
3. Shri S. Ghosal,  
Manager,  
Hindustan Thompson Associates Ltd.
4. Shri Saroj Datta,  
Joint Editor,  
*Amrita Bazar Patrika*.

**29th & 30th May, 1970, Bombay**

1. Shri J. J. Bhabha,  
Director,  
and Shri S. A. Sabavala,  
Tata Industries (Private) Ltd.
2. Shri Kamaljit Singh,  
Managing Director, Indian Oil Corporation.
3. Shri Ayaz S. Peerbhoy,  
President,  
Advertising Agencies Association of India.
4. Shri Keshub Mahindra,  
Chairman,  
Mahindra & Mahindra Ltd.
5. Shri S. K. Taparia and Shri G. R. Pongshe,  
State Bank of India.

**5th June, 1970, Madras**

1. Shri K. Ramdas Baliga,  
Commercial Manager,  
Tube Investments of India Ltd.
2. Shri John K. John  
Vice Chairman & Managing Director,  
E. I. D. Perry Ltd.
3. Shri J. G. Kumaramangalam,  
Managing Director, Neyveli Lignite Corporation Ltd.

**6th June, 1970, Bangalore**

1. Dr. S. M. Patil,  
Chairman and Managing Director,  
Hindustan Machine Tools Ltd.
2. Lt. Gen. A. C. Iyappa (Retd.),  
Managing Director,  
Bharat Electronics Ltd.

**14th July, 1970, New Delhi**

Shri V. G. Rajadhyaksha,  
Chairman,  
Hindustan Lever Limited.

**21st July, 1970, New Delhi**

1. Mr. D. J. R. Farrant,  
Managing Director,  
Glaxo Laboratories (INDIA) Ltd.
2. Shri B. G. Verghese,  
Editor-in-Chief,  
*The Hindustan Times*.
3. Shri S. Mohan Kumaramangalam,  
Chairman,  
Indian Airlines.

**25th July, 1970, New Delhi**

Shri T. A. Pai,  
Chairman,  
Life Insurance Corporation of India.

## ANNEXURE IV

### PUBLIC RELATIONS/PUBLICITY SET-UPS

#### Hindustan Steel Ltd.

The Chief Public Relations Officer enjoys the status of a Departmental Head and the Plant Public Relations Officers receive guidance from him in professional matters. The Chief Public Relations Officer reports to the Chairman through the Secretary of the Company while the Plant Public Relations Officers report to the General Managers through the respective Deputy General Managers/Commercial Managers. The Chief PRO also has direct access to the General Managers.

Functions of the Public Relations Officers generally include releases of press notes, production of all publicity material, arranging exhibitions and fairs, all matters relating to the Press and production of House Journal.

Hindustan Steel Ltd. does not have a separate publicity department. The Chief Public Relations Officer plans and coordinates institutional advertising campaigns and advises on sales publicity also. Public relations activity envisages employee communication also. Interplant visits by Press parties and parliamentary committees are centralised at the Company Headquarters.

The organisational structure relevant to Public Relations is given in *Annexure V*.

#### Heavy Electricals (India) Ltd.

Manager, Publicity and Public Relations is assisted by one Public Relations Officer, one Asstt. Public Relations Officer and three Asstt. Editors. The organisational structure of PR and Publicity and job description are given in *Annexure V*.

#### Neyveli Lignite Corporation

The Public Relations Department is functioning under the direct control of the Chief of Personnel and Administration and reports through one of the two Senior Personnel Officers. A Publicity Cell with a Photography Section has also been set up.

Public Relations Officer's functions include:—

- (i) Organising and participating in exhibitions, trade fairs, etc.;
- (ii) Release of advertisement to the Press;
- (iii) House Magazine;
- (iv) Guest Houses;
- (v) Arrangements of visits to factory.

The organisational structure is given in *Annexure V*.

#### National Coal Development Corporation

The Public Relations Officer is assisted by an Asstt. PRO. He works under Director (Admn.) who is a functional Director. The Public Relations Officer has direct access to the Chairman, Managing Director. The job description of PROs is:—

- (i) Press relations.
- (ii) Advertising.
- (iii) Publication of the House Journal, brochures, etc.
- (iv) Liaison with other organisations.

The organisational chart may be seen in *Annexure V*.

#### Indian Drugs and Pharmaceuticals Ltd.

This is a multi-unit organisation. It has a PR department at Headquarters (New Delhi) and Public Relations Officers at the plants at Rishikesh and Hyderabad. The Chief of the

PR and Publicity at the Headquarters is responsible to the Chairman and works in close collaboration with the Marketing Division.

Detailed description of duties has been set down for their PR organisation. Planning and execution of PR and publicity programmes and institutional publicity is done at the Headquarters PR department to achieve the public relations and publicity objectives of the company. Press coverage, press analyses, production of pamphlets and brochures, advertisements, information centre, keeping the management informed of the reactions to policies and decisions and anticipating PR problems, are done by the individual PROs at the plants. They also make arrangements for the VIPs' visits.

The organisational chart may be seen in *Annexure V*.

### **Hindustan Insecticides**

This company has two factories, one at Delhi and the other at Alwaye (Kerala). The public relations and publicity of the entire organisation is done at the head office in Delhi under the direct guidance of the Managing Director. The functions of PRO include:—

- (i) Advertisements and publicity;
- (ii) Public relation work;
- (iii) House Journal; and
- (iv) Other publications.

The organisational chart is given in *Annexure V*.

### **Indian Oil Corporation**

In Indian Oil Corporation, Public Relations Department is headed by a PR Manager. Under him there are four Public Relations Officers at Delhi, Madras, Bombay and Calcutta. Each refinery has also a Public Relations Officer. PR programmes and policies are co-ordinated by the PR Manager. PR Manager reports to Managing Director (Marketing).

The PR Manager is responsible for public relations, advertising and publicity campaigns for sales promotion, institutional advertising, editing and publication of house journals, relations with the Press and the dealers and participation in exhibitions.

Branch Public Relations Officers are responsible for public relations and sales programmes within their regions. They are placed in administrative control of the Branch Managers but functionally come under the Public Relations Manager.

The organisational chart is given in *Annexure V*.

### **Air India**

The Public Relations Division functions directly under the General Manager and the Assistant General Manager. This is a separate and independent unit attached to Head Office.

The Air India have full time public relations staff in New York and London. In places where they do not have PR staff, they employ PR consultants.

The PR Department at Head Office consists of PR Manager, Dy. PR Manager, two Asstt. PR Managers and one Information Officer.

The function of PR Department includes duties such as formulation of PR policies, projecting corporation's image through the media of mass communication, publication of house journals, press relations, production of brochures, pamphlets, calendars, etc.

The Publicity Section which functions under the Commercial Director forms part of Commercial Department. It is concerned with publicity matters for the entire system including allocation of budget. The functions of Publicity Manager are:—

- (i) Formulating a general publicity programme of Air India and particularly for publicity programme within India.
- (ii) For guiding and assisting all stations whenever necessary and is responsible for briefing the various publicity agents about Air India's policies and its implementation from time to time.

(iii) For advising and guiding on the decor of Air India offices throughout the world.

(iv) For planning the film production programme, and concerning himself with the commercial aspect of public relations and purchase of paintings, objects d'art, etc.

The organisational chart may be seen in *Annexure V*.

#### **Life Insurance Corporation**

This is basically a service organisation. The agents and the employees are expected to act as PR men to promote the PR objectives of LIC. These are: --

- (i) to create proper image of the Corporation amongst the policy-holders, the public and the employees;
- (ii) to place before the policy-holders and the public the progress of the institution and the role it plays in the developing economy of the country;
- (iii) to communicate with the public on the problems of the institution in dealing with the policy-holders, agents and employees and the steps taken by the institution to solve them;
- (iv) to feed-back management about the important developments which would be of interest to the organisation.

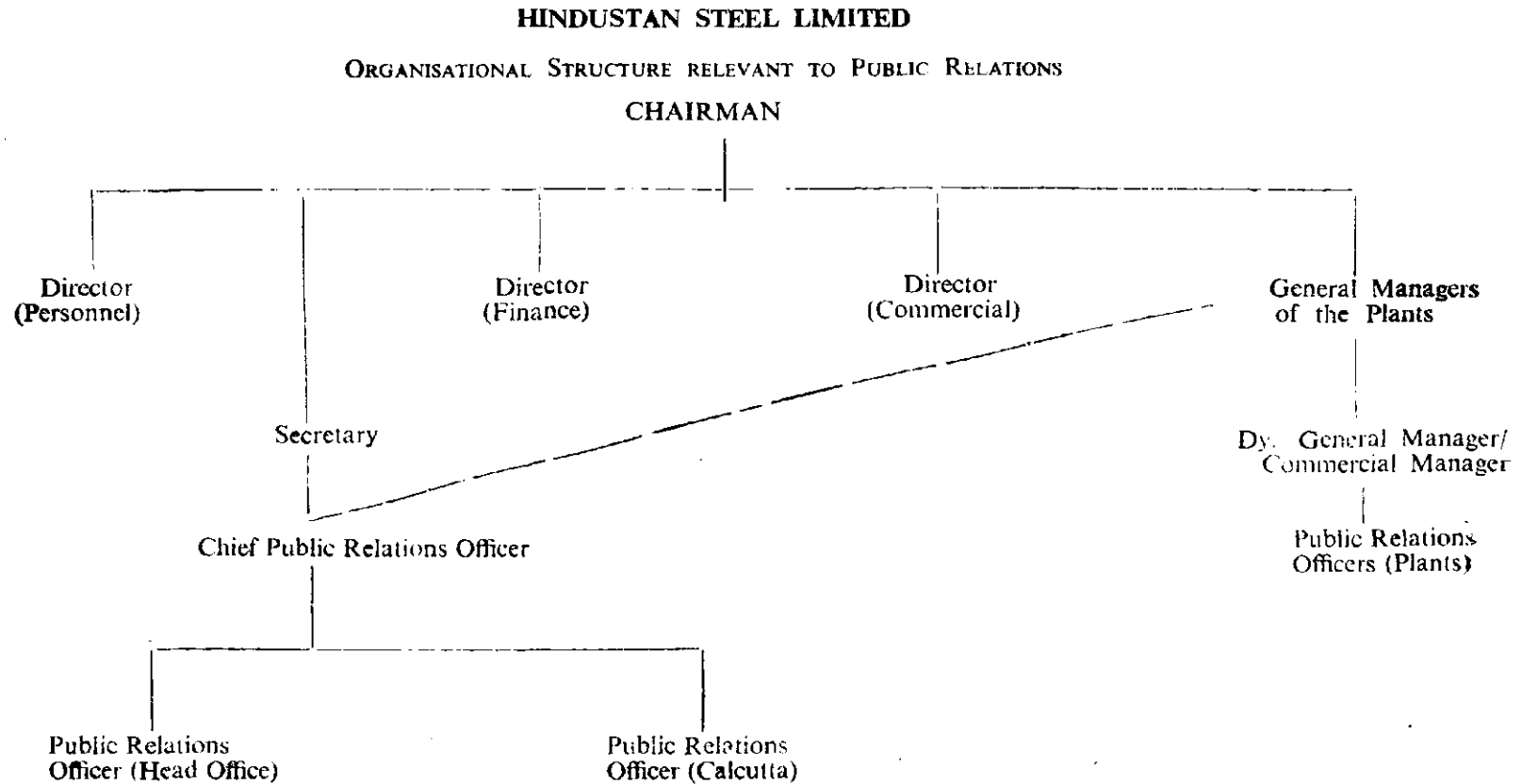
The organisational chart is given in *Annexure V*.

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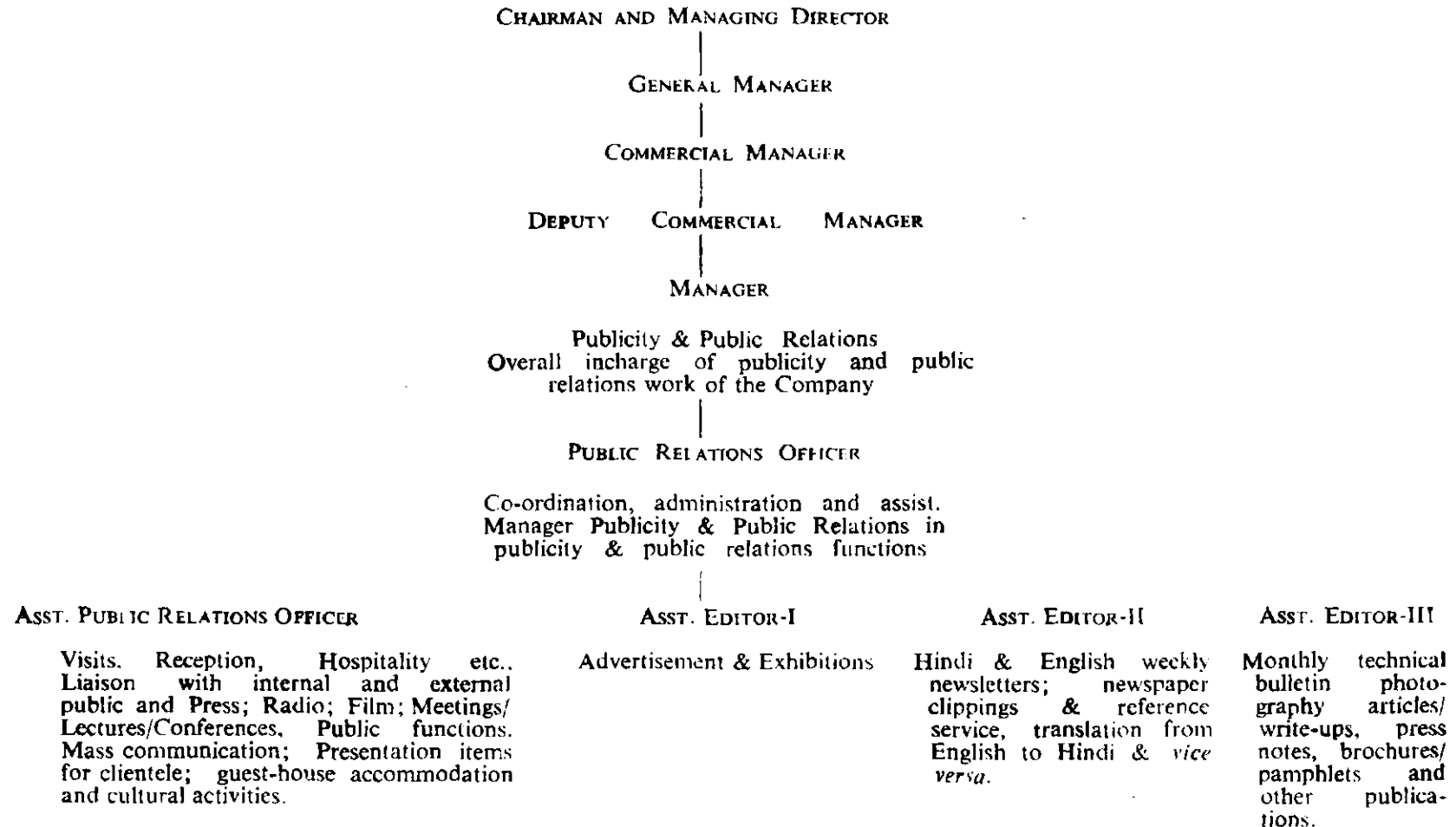
# ANNEXURE V

## ORGANISATIONAL CHARTS

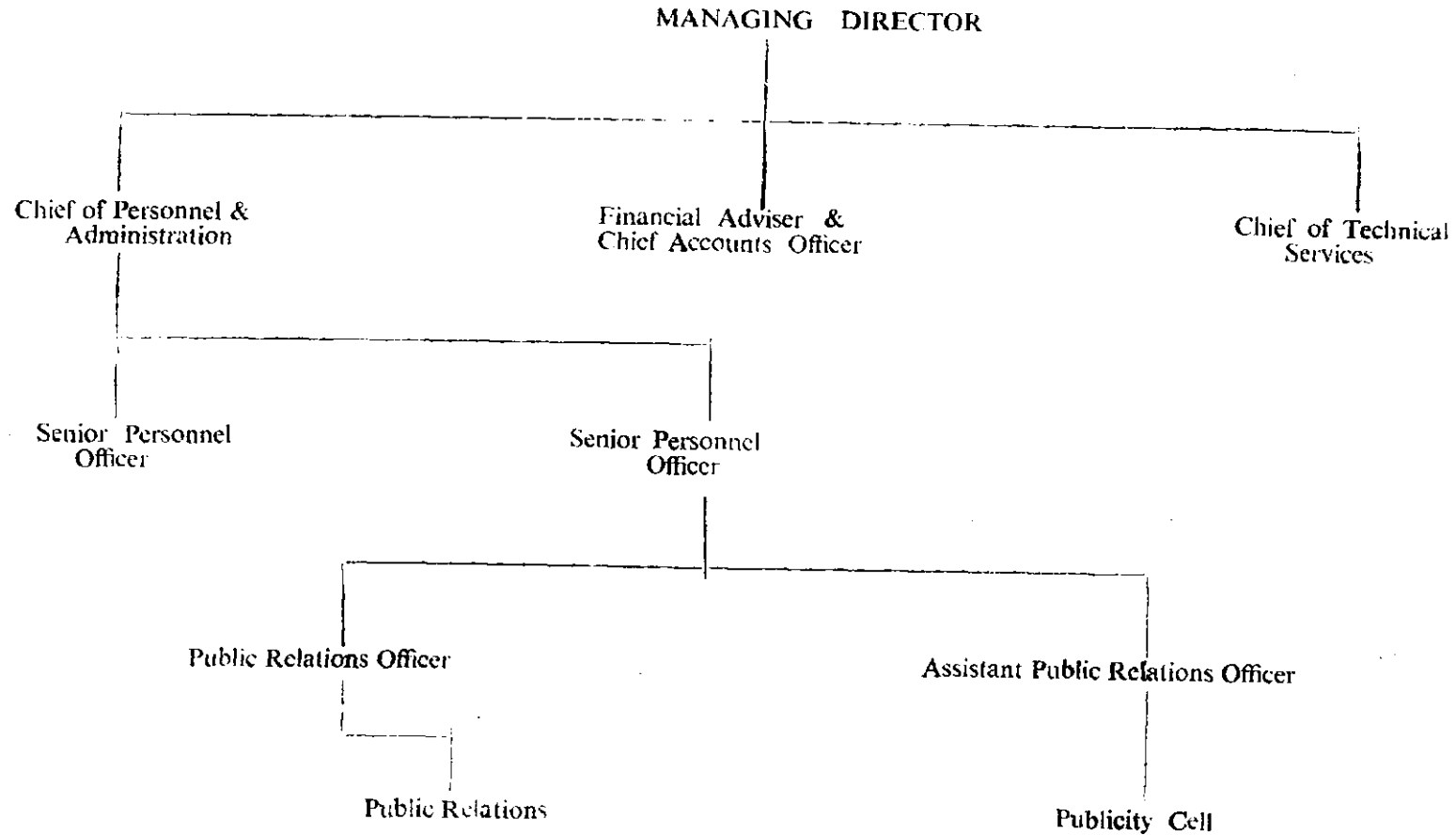


## HEAVY ELECTRICALS (INDIA) LTD.

### ORGANISATIONAL STRUCTURE OF PUBLICITY & PUBLIC RELATIONS



# NEYVELI LIGNITE CORPORATION LIMITED

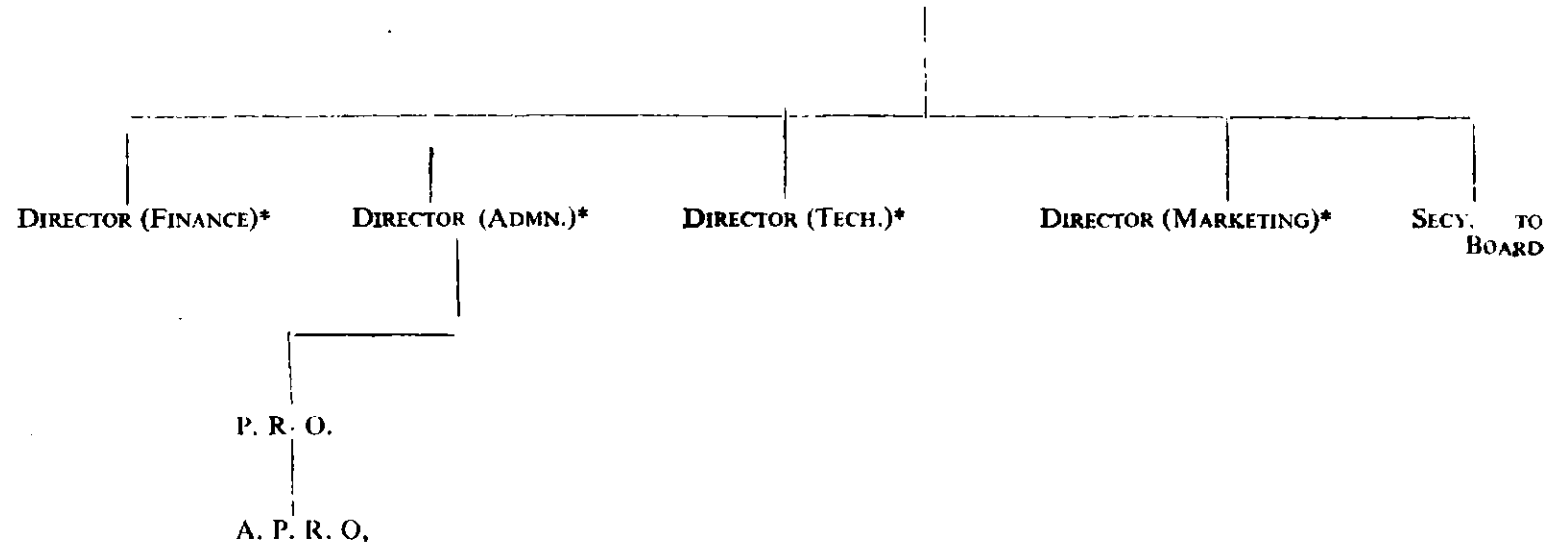


Conducting V.I.Ps. and other high dignitaries and parties like educational institutions, organised public bodies etc. Participation in exhibitions and production of a quarterly house organ like *Lignite Joythi*.

Issue of Press Releases, Press Handouts etc., and briefing the Press wherever necessary, releasing projects advertisements in the leading dailies through the advertising agencies.

# NATIONAL COAL DEVELOPMENT CORPORATION

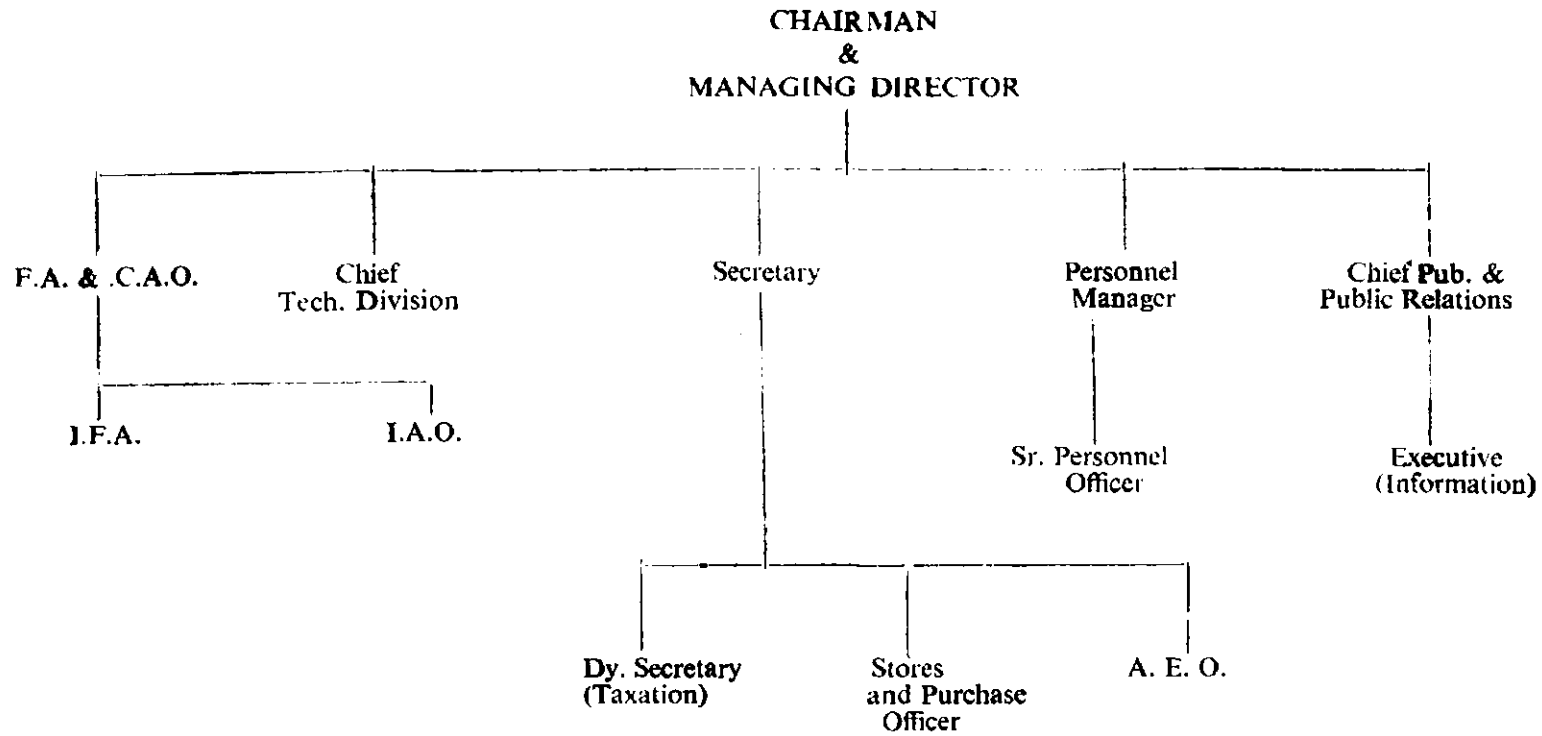
CHAIRMAN/MANAGING DIRECTOR



\*They are all Functional Directors.

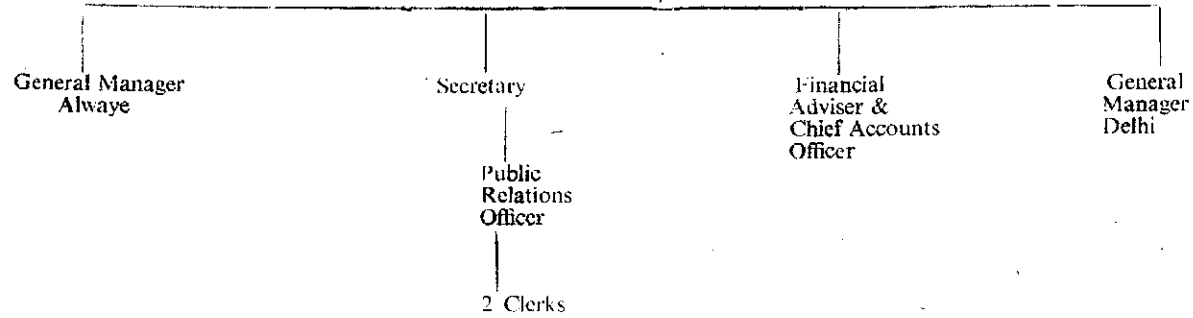
# INDIAN DRUGS AND PHARMACEUTICALS LTD.

## ORGANISATIONAL CHART FOR HEAD OFFICE

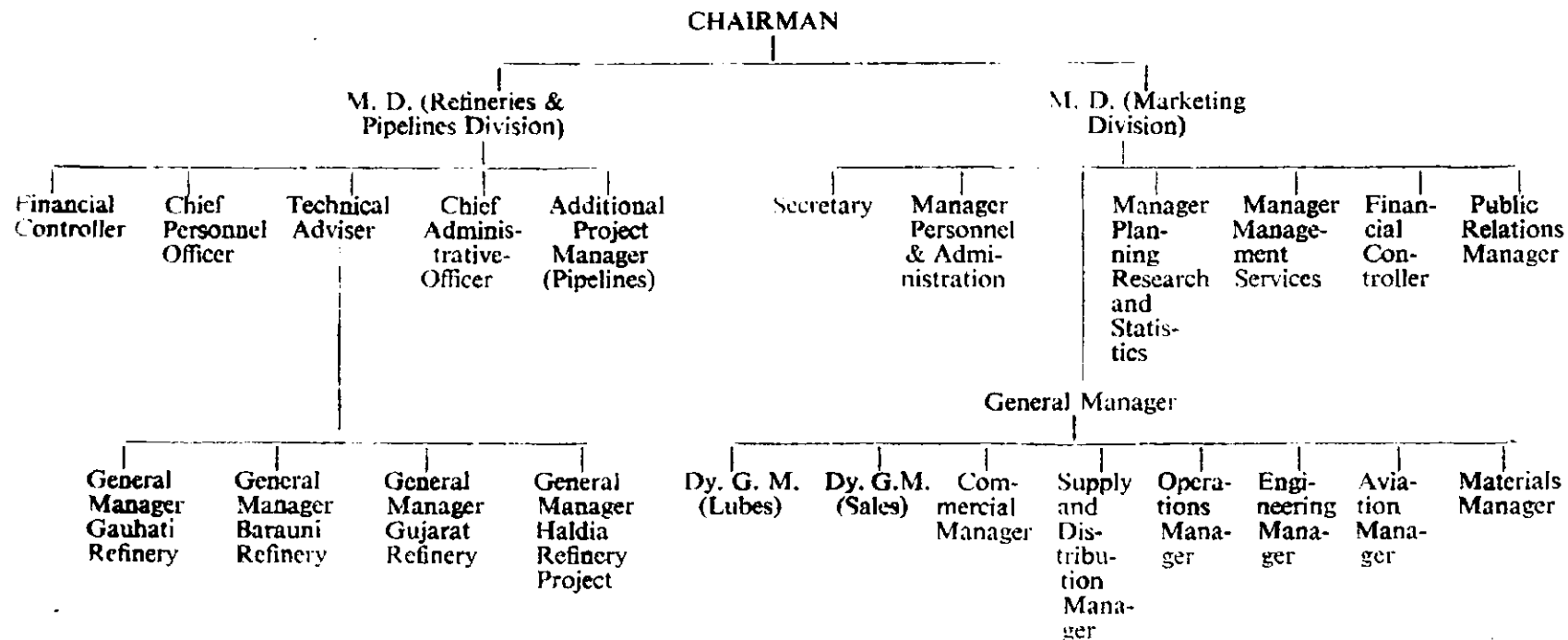


# HINDUSTAN INSECTICIDES LIMITED

## MANAGING DIRECTOR

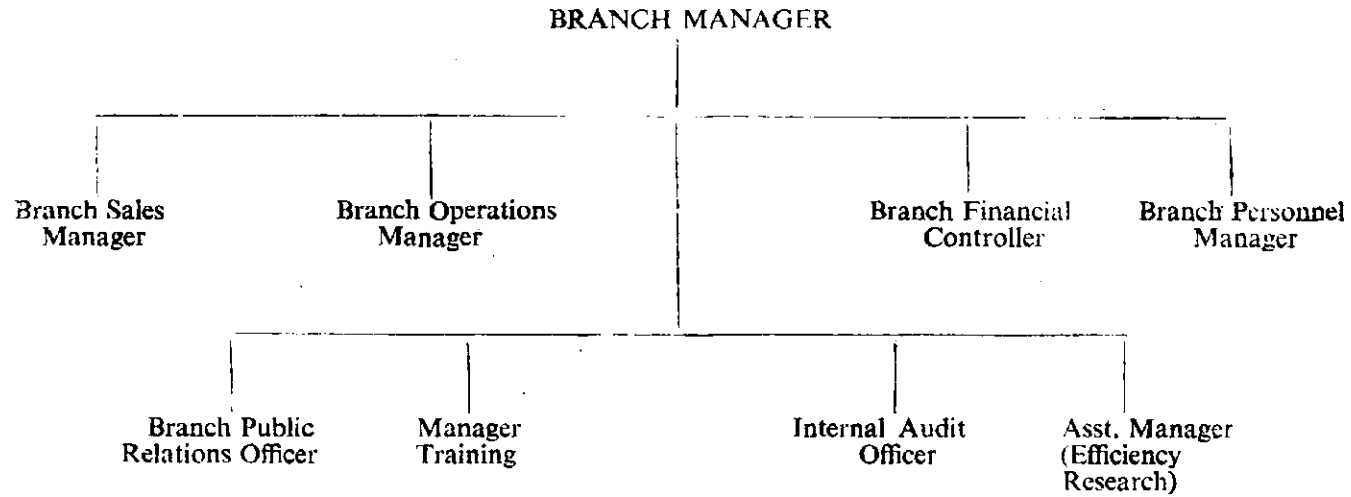


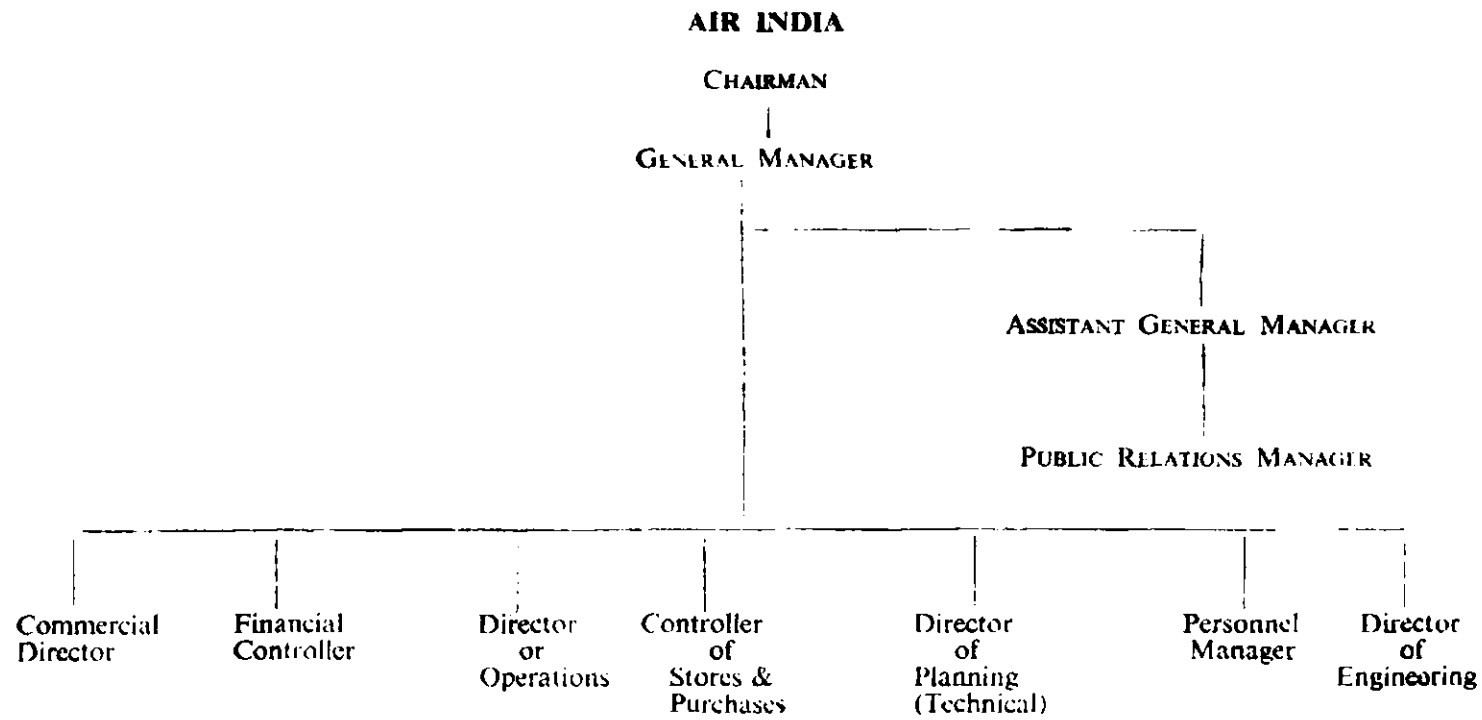
# INDIAN OIL CORPORATION



# INDIAN OIL CORPORATION

## ORGANISATIONAL SET-UP IN THE BRANCHES OF THE MARKETING DIVISION





**LIFE INSURANCE CORPORATION OF INDIA,**  
PUBLIC RELATIONS AND PUBLICITY SET-UP IN CENTRAL OFFICE, BOMBAY.

