

COMMITTEE ON PUBLIC UNDERTAKINGS **(1969-70)**

(FOURTH LOK SABHA)

SIXTY-FOURTH REPORT

**Action taken by Government on the recommendations
contained in the Forty-seventh Report of the
Committee on Public Undertakings
(Fourth Lok Sabha)**

PUBLIC RELATIONS AND PUBLICITY IN PUBLIC UNDERTAKINGS



**LOK SABHA SECRETARAT
NEW DELHI**

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CORRIGENDA

SIXTY-FOURTH REPORT OF THE COMMITTEE ON
PUBLIC UNDERTAKINGS (1969-70) ON ACTION
BY GOVERNMENT ON THE RECOMMENDATIONS
CONTAINED IN THE FORTY-SEVENTH REPORT OF
THE COMMITTEE ON PUBLIC UNDERTAKINGS
(FOURTH LOK SABHA) ON PUBLIC RELATIONS
AND PUBLICITY IN PUBLIC UNDERTAKINGS.

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COMMITTEE ON PUBLIC UNDERTAKINGS
(1969-70)

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14. Shri Rajendra Pratap Sinha
- **15. Shri Dattopant Thengari

SECRETARIAT

Shri S. C. Mookerjee—*Deputy Secretary.*

Shri M. N. Kaul—*Under Secretary.*

* Appointed Chairman w.e.f. 10th December, 1969 vice Shri G. S. Dhillon, resigned.

** Ceased to be member w.e.f. 3-4-1970 consequent on his retirement from Rajya Sabha.

STUDY GROUP VI ON ACTION TAKEN REPORTS
(1969-70)

1. Shri B. C. Pattanayak—*Convener*
- *2. Shri Dattopant Thengari—*Alternate Convener*
3. Shri T. A. Patil—*Member*
4. Shri G. S. Reddi—*Member*
5. Shri N. K. Bhatt—*Member*

* Ceased to be member w.e.f. 3-4-1970 consequent on his retirement from Rajya Sabha.

INTRODUCTION

I, the Chairman, Committee on Public Undertakings have been authorised by the Committee to submit the Report on their behalf, present this Sixty-fourth Report on the action taken by Government on the recommendations contained in the Forty-seventh Report of the Committee on Public Undertakings (Fourth Lok Sabha) on Public Undertakings.

2. The Forty-seventh Report of the Committee was presented to Lok Sabha on the 30th April, 1969. Government furnished their replies indicating the action taken on the recommendations contained in that Report on the 17th November, 1969 and 6th March, 1970.

3. The replies of Government to the recommendations contained in the aforesaid Report were considered and approved by the Committee on the 10th April, 1970. The Committee authorised the Chairman to finalise the Report and present it to Parliament.

4. The Report has been divided into the following five Chapters :—

- I. Report
- II. Recommendations that have been accepted by Government.
- III. Recommendations which the Committee do not desire to pursue in view of Government's reply.
- IV. Recommendations in respect of which replies of Government have not been accepted by the Committee.
- V. Recommendations in respect of which final replies of Government are still awaited.

5. An analysis of the action taken by Government on the recommendations contained in the Forty-seventh Report of the Committee is given in Appendix III. It would be observed therefrom that out of 26th Recommendations contained in the Report, 77% have been accepted by Government and the Committee do not desire to pursue 4% of the recommendations in view of Government's reply. Final replies in respect of 19% of the recommendations are still awaited.

M. B. RANA,
Chairman,
Committee on Public Undertakings.

NEW DELHI;
April 28, 1970.

Vaisakha 8, 1892(S)

CHAPTER I

REPORT

Recommendations (Sl. Nos. 3, 4, 6, 7, and 10)—Paragraphs 2.12, 2.14, 2.33, 2.34 and 3.11.

In their recommendations in paras 2.12, 2.14, 2.33, 2.34 and 3.11 of the Forty-Seventh Report, the Committee on Public Undertakings recommended that an expert Committee should be appointed to make a detailed study of the following matters :—

- (i) The expert Committee should make a detailed study of the organisational structure of the Public Relations and Publicity units in the Public Undertakings and suggest guide-lines 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. The set up should be business like and compact and provide the requisite expert assistance to the top management in the art of disseminating information and attending promptly to public complaints.**
- (ii) The expert Committee may examine 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 same type of business.**
- (iii) The top men in publicity organisations should 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.**

In order to achieve this, the Committee recommended that the minimum qualifications and experience required for the posts in Public Relations and Publicity departments of the public Undertakings might be laid down by Government in consultation with the Union Public Service Commission who have experience of recruiting such officers for commercial departments of Government. The advice of the expert committee might also be taken.

- (iv) It might be worthwhile to lay down certain broad guide lines and criteria for co-relating the expenditure to the total sales/ revenue etc. for specific groups of undertakings after a thorough and detailed study by some specialised agency. This work might also be entrusted to the expert committee.**

2. Although the Bureau of Public Enterprises have accepted the above recommendations of the Committee on Public Undertakings, and expert committee has not* yet been appointed.

3. The Committee regret to note the delay in the appointment of the expert committee and desire that immediate steps should be taken to refer the above matters to the expert committee for advice.

* The Bureau of Public Enterprises have, at the time of factual verification of the Report, pointed out thus :—

“..... However, it may be stated that Government had already appointed in December, 1969 an Expert Committee in pursuance of the recommendations contained in the Committee's 47th Report (*vide* serial Nos. 3, 4, 6, 7, and 10) which were accepted by the Government.”

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Serial No. 1)

The Committee regret to note that replies to the questionnaire had been received upto the time of the oral evidence only from 44 undertakings mentioned in Appendix I. The examination of the subject would have been more purposeful if the replies from all the undertakings had been received. The Committee expect that in future the public undertakings would promptly supply the information desired by the Committee. (Paragraph 1.3)

Reply of Government

Noted. The Public Undertakings have already been addressed in this regard. It has been impressed upon them that information asked for by the Committee of Parliament should be supplied readily and promptly, as and when it is called for.

[Ministry of Finance, Bureau of Public Enterprises O.M. No. BPE(I&R) 29/69, dated 17th November, 1969].

Recommendation (Serial No. 2)

The Committee feel that Conference of Public Relations Officers ought to be held periodically, say once in three years. Conclusions reached ought to be circulated to the Ministries/undertakings and where necessary follow-up action ought to be initiated. (Paragraph 2.10).

Reply of Government

Accepted. The two conferences that the Government have so far held on PR have been convened at an interval of two years. The Government proposes to follow this practice in the future as well. The conclusions/recommendations of such conferences as in the past will continue to be circulated to the Ministries/Public Undertakings and follow-up action wherever necessary would also be taken.

[Ministry of Finance, Bureau of Public Enterprises O.M. No. BPE(I&R) 29/69, dated 17th November, 1969].

Recommendation (Serial No. 5)

The Committee are not fully convinced with the arguments put forward by the representatives of selected undertakings/Ministries in favour of having separate officers for each undertaking in Delhi. As admitted by them the work required to be done was more or less of chasing the papers

in Government departments for which specialised or technical knowledge was not required. The Committee, therefore, feel that there should be no insuperable difficulty in having a common liaison office for the public undertakings in the same field of industry or under the same Ministry. The Committee have noticed that a few undertakings are actually following this practice, viz., Neyveli Lignite Corporation are utilising liaison office of National Coal Development Corporation for their liaison work.

The Committee recommend that in the interest of economy combined liaison office for a group of undertakings in the same field or line of industry or under the same Ministry may be constituted. (Paragraphs 2.22 and 2.23).

Reply of Government

Accepted. Government agree that there is need to effect economy in the expenditure on maintaining liaison office in Delhi. To achieve this object, it has been decided to explore the feasibility of having common liaison offices, wherever possible, for groups of undertakings.

[Ministry of Finance, Bureau of Public Enterprises O.M. No. BPE(I&R) 29/69, dated 17th November, 1969].

Recommendation (Serial No. 8)

The Committee note that by and large the public undertakings are adopting all the available media for their publicity campaigns. The Committee, however, feel that the public undertakings should pay due attention to institutional publicity to project a better image of the services they are rendering to the public. They 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. (Paragraphs 3.5).

Recommendation (Serial No. 9)

The Committee suggest that such a review may be made at the level of the management once a quarter and at the level of Board of Directorate once a year. (Paragraph 3.6).

Reply of Government

Government agree to the Committee's suggestion that institutional publicity has to receive greater attention by the public undertakings as they constitute an important part of the economy of the country. There is also the need to organise PR Research to ensure that desirable results are obtained. The Government also accept the suggestion of the Committee

that the public undertakings should undertake a review of the effectiveness of their publicity media campaigns once a quarter at the level of management and annually by the Board of Directors. Ministries will be addressed to bring the Committee's recommendations in this regard to the notice of the public undertakings under their administrative control for necessary action.

[Ministry of Finance, Bureau of Public Enterprises O.M. No. BPE(I&R) 29/69, dated 17th November, 1969].

Recommendation (Serial No. 11)

The Committee further recommend that the expenditure on public relations and Publicity should be shown separately in the accounts of the public undertakings. The expenditure on staff or establishment employed in the undertaking for this work should also be shown distinctly. (Paragraph 3.12).

Reply of Government

Government accept the recommendations. Total expenditure on public relations and publicity and expenditure on staff and establishment in the public undertakings will be shown as a note to the profit and loss account of the undertakings.

[Ministry of Finance, Bureau of Public Enterprises O.M. No. BPE(I&R) 29/69, dated 17th November, 1969].

Recommendation (Serial No. 12)

The Ministry of Information and Broadcasting in their O.M. dated the 22nd April, 1965 had instructed that commercially non-competitive undertakings should route their advertisements through the Directorate of Advertising and Visual Publicity in order to get the benefit of the concessional rates. The Committee find that a small percentage of the undertakings are only complying with these instruction. The Ministries have neither taken any positive steps for compliance of these instructions by the undertakings nor watched the progress of implementation of these instructions by the undertakings that are following them. The Committee recommend that Government should ensure the implementation of these instructions by all the commercially non-competitive public undertakings. The progress of implementation of these instructions should also be periodically reviewed by the administrative Ministries in order to see their compliance and also to remove any difficulties that might be encountered by the undertakings in carrying out these instruction. (Paragraph 3.39).

Reply of Government

The needs and requirements of commercially non-competitive undertakings, corporation, agencies etc. in the public sector are limited mostly

to tender notices, recruitment advertisements etc. 51 non-competitive bodies are, at present, routing their advertisements to newspapers through the Directorate of Advertising and Visual Publicity. Administrative Ministries/Departments are again being* requested to advise all bodies/undertakings under this category under them to invariably use the agency of the D.A.V.P. for the release of their advertisements.

(Ministry of I&B O.M. No. 30/27/69-MRC/DAVP, dated 6th March 1970)

Recommendation (Serial No. 13)

Regarding the commercially competitive undertakings, the Committee feel that they should also, as far as possible and practicable, use the agency of the Directorate of Advertising and Visual Publicity for their advertisements. They should select the private advertising agencies for handling their publicity work out of the panel of the approved advertising agencies maintained by the Directorate of Advertising and Visual Publicity under the instructions of Government. While sending their enquiries for display advertisement and other publicity work to private advertising agencies they should endorse a copy thereof to the Directorate of Advertising and Visual Publicity in order to enable him to send his quotations in case he is able to undertake the work (Paragraph 3.40).

Reply of Government

A circular letter [No. 30/27/69-MR&C(DAVP)] was issued on 21st July 1969 by the Ministry of Information and Broadcasting to all Ministries/Departments, requesting them to issue a directive to all undertakings under their administrative control to utilise the services of only those advertising agencies which are borne on the panel of Directorate of Advertising and Visual Publicity. The panel now consists of only such agencies as are owned, controlled and managed entirely by Indians and has been drawn up after due verification by the Directorate in regard to their technical competence and financial stability according to norms drawn up for the purpose. The D.A.V.P. on behalf of the Ministry of Information and Broadcasting are pursuing the implementation of this recommendation with the undertakings. A copy of the letter of 21st July, 1969, is attached. (Appendix I).

* The Ministry of Information & Broadcasting have, at the time of factual verification of the Report, pointed out thus :—

"In this Ministry's reply to recommendation at S. No. 12, it has been stated that administrative Ministries/Departments were again being requested to advise all commercially non-competitive bodies/undertakings under them to invariably use the agency of the D.A.V.P. for the release of their advertisements. It may be mentioned that a circular letter has been issued in this regard on 4th April, 1970."

The recommendation is mainly directed to commercially competitive public undertakings whose enquiries, when received by the D.A.V.P. are being attended to with due care and attention.

(Ministry of I&B O.M. No. 30/27/69-MRC/DAVP, dated 6th March 1970.)

Recommendation (Serial No. 14)

The Committee feel that greater emphasis needs to be laid on institutional publicity for educating the general masses particularly in the rural areas where most of the population lives, about the aims, objects and achievements of the public sector undertakings. This goal can best be achieved if this work is entrusted to a single centralised agency. The Committee hope that the Directorate of Advertising and Visual Publicity which possess the necessary expertise and experience would be able to give the requisite satisfaction and project a proper image of the public sector. For this purpose, as has been pointed out by the Committee in the subsequent chapter, greater use will have to be made of the regional and language newspapers in the small and medium categories. (Paragraph 3.41).

Reply of Government

Necessary action is being taken in this regard. Directorate of Advertising and Visual Publicity has issued to English and Hindi Newspapers an advertisement entitled "Who Owns the Public Undertakings." A brochure on the subject produced by D.A.V.P. in these languages is being mailed to persons and organisations on request. The response has been encouraging. Similar advertisements in newspapers published in other languages will be issued when the brochures in the respective languages are ready. Other institutional advertisements are being designed. In these campaigns, greater use will be made of small medium papers in regional languages.

(Ministry of I&B O.M. No. 30/27/69-MRC/DAVP, dated 6th March 1970.)

Recommendation (Serial No. 15)

It hardly needs to be emphasised that the Directorate of Advertising and Visual Publicity also should improve its quality of services so as to win the confidence of its customers through competitive rates and quality of work.

(Paragraph 3.42)

Reply of Government

Steps are being taken to strengthen the Directorate of Advertising and Visual Publicity and to streamline its functioning with a view to ensuring greater efficiency and more prompt service to its various client organisations.

(Ministry of I&B O.M. No. 30/27/69-MRC/DAVP, dated 6th March 1970.)

Recommendation (Serial No. 16-19)

The Committee regret to note that the Government have not ensured systematic compliance of the instructions issued by them in September, 1956 in pursuance of the Rajya Sabha Resolution directing the public undertakings to show preference to Indian-owned or Indian-controlled advertising agencies. It appears that most of the undertakings were not even aware of the instructions issued by the Government.

The Committee, therefore, recommend that the existing policy in regard to showing preference to Indian-owned and Indian-controlled agencies in the matter of releasing advertisements by the public undertakings and also that the advertising agencies should be selected from the panel of such approved agencies prepared by the Directorate of Advertising and Visual Publicity from time to time, should be again specifically brought to the notice of all the Public Undertakings for implementation.

The Committee regret to note that the Ministries have not been sending Annual Reviews to the Ministry of Information and Broadcasting regarding the implementation of instructions issued by it in pursuance of the resolution passed by the Rajya Sabha in 1956.

The Committee further regret that the Ministry of Information and Broadcasting after issuing the instructions failed to watch their implementation or take any steps to effect their compliance (paragraphs 3-56—3-59).

Reply of Government

The instructions issued earlier in regard to the implementation of the Rajya Sabha Resolution of May 4, 1956, have been reiterated in Secretary, Ministry of I&B's Circular letters of 21st July 1969 and 6th November 1969 and all Ministries concerned have been requested to issue a directive to Undertakings under them to implement fully the Resolution. Quarterly reports have been called for from all Ministries concerned. Reviews have so far been received in respect of 48 undertakings.

(Ministry of I&B O.M. No. 30/27/69-MRC/DAVP, dated 6th March 1970).

Recommendation (Serial No. 20)

The Committee recommend that the public undertakings should furnish yearly reports to the controlling administrative Ministries indicating therein as to how far they had implemented these instructions. The Ministries in their turn should send those reports to the Ministry of Information and Broadcasting who should highlight the conclusions in their Annual Report. (Paragraph 3.60).

Reply to Government

Noted for compliance.

(Ministry of I&B O.M. No. 30/27/69-MRC/DAVP, dated 6th March, 1970).

Recommendation (Serial No. 21-24)

The Committee are surprised to find from the replies given by some of the important undertakings that they were not aware of the instructions and policies of the Government in regard to making increased use of the Hindi/ language or regional newspapers, and setting apart of a suitable amount of budget for giving advertisements to small and medium newspapers."

This would indicate that no effective steps have been taken by the Government and the undertakings to implement the policy of the Government.

The Committee, therefore, recommend that the existing policy in regard to making increasing use of Hindi and regional language newspapers for advertisements should be brought to the notice of all the public undertakings who should be directed to follow it.

"The Committee feel that institutional publicity can be well done through such newspapers without in any way affecting the business interests of the undertakings. The Hindi, and regional language newspapers may be used more for display advertisements in the case of the undertakings which have to reach the rural and regional areas for popularising their products or services." (Paragraphs 4.20—4.23).

Reply of Government

A circular letter (No. 30/27/69-MRC/DAVP) was issued to all Ministries on 6th November 1969 bringing the recommendations of the Committee to their notice and requesting them to keep a close watch to ensure that the Government's policy in regard to the use of Indian language and small/medium newspapers is implemented by the Undertakings under their control. Ministries have been requested to furnish a report to the Ministry of I & B every year so that a thorough review can be made. A copy of the circular letter is attached. (Appendix II).

(Ministry of I&B O.M. No. 30/27/69-MRC/DAVP, dated 6th March 1970).

Recommendation (Serial No. 26)

The Committee further recommend that all the undertakings should mention in their annual reports the extent to which they had implemented the Government policies. The Ministries on their part should also keep a closer watch to ensure that the Government policies are being followed by the undertakings not only in letter but also in spirit. The Ministries should furnish reports to the Ministry of Information and Broadcasting who should review the matter thoroughly and state the conclusions in their Annual Report (Paragraph 4.25).

Reply of Government

Noted for compliance.

(Ministry of I&B O.M. No. 30/27/69-MRC/DAVP, dated 6th March, 1970)

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES

Recommendation (Serial No. 25)

The Committee also recommend that the desirability of fixing of a minimum percentage of advertisements, in terms of value as well as space, to be given to small and medium newspapers by all the undertakings might be examined. The percentage, if fixed, might be reviewed from time to time taking into consideration the increasing circulation of regional and language newspapers. (Paragraph 4.24).

Reply of Government

As already stated, necessary instructions have been issued regarding the increasing use of small and medium newspapers published in Indian languages. No minimum percentage of the total advertisements has been suggested by this Ministry as this may not achieve the objective the Committee have in view, viz., *a steady and continuous increase* in the proportion of advertisements released to small and medium newspapers. Besides, it is presumed that the administrative Ministries concerned will ensure that a suitable percentage will be fixed by every undertaking for the purpose. The position will be reviewed from time to time.

(Ministry of I&B O.M. No. 30/27/69-MRC/DAVP, dated 6th March, 1970).

CHAPTER IV
RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF
GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE
COMMITTEE

Nil

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT ARE STILL AWAITED

Recommendation (Serial No. 3)

The Committee recommend 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 but also the functioning of the undertaking. The set-up should be businesslike and compact and provide the requisite expert assistance to the top management in the art of disseminating information and attending promptly to public complaints (Paragraph 2.12).

Reply of Government

Accepted. The Government agree to the appointment of an *Ad hoc* Expert Committee to go into the questions raised in paras 2.12, 2.14, 2.33, 2.34 and 3.11 of the Report.

(Ministry of Finance, Bureau of Public Enterprises O.M. No. BPE (I&R)/29/69 dated 17th November, 1969).

Recommendation (Serial No. 4)

The Committee suggest 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 same type of business may be examined by the expert committee referred to in paragraph 2.12 above (Paragraph 2.14).

Reply of Government

Government agree to the suggestion that the question of joint cadre of Public Relations Officers and Publicity Officers may be examined by the Expert Committee to appoint which Government have accepted the recommendation of the Committee. *Prima facie* the setting up of joint cadre of officers appears to pose several technical and administrative difficulties but all the pros and cons will be examined by the expert Committee.

(Ministry of Finance, Bureau of Public Enterprises O.M. No. BPE (I&R)/29/69 dated 17th November, 1969).

Recommendation (Serial No. 6)

The Committee are of 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 news-

paper or advertisement department. They should be able to visualise directions to the service agency for projecting a message or creating a better public image or promoting sales of products and services (Paragraph 2.33).

Recommendation (Serial No. 7)

In order to achieve this the Committee recommend that the minimum qualifications and experience required for the posts in the Public Relations and Publicity departments of the public undertakings may be laid down by Government in consultation with the Union Public Service Commission who have experience of recruiting such officers for commercial departments of Government. The advice of the expert Committee recommended in para 2.12 may also be taken. (Paragraph 2.34).

Reply of Government

The Government accept the suggestion of the Committee that it is essential to lay down the qualifications and experience required of the PR officers in Public Undertakings. This question will be referred to the Expert Committee for their advice. Final decision will be taken in the matter by the Government after the receipt of the views of the Expert Committee.

(Ministry of Finance, Bureau of Public Enterprises O.M. No. BPE (I&R)/29/69 dated 17th November, 1969).

Recommendation (Serial No. 10)

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 (Paragraph 3.11).

Reply of Government

Accepted. The question will be referred to the expert Committee to make a study how far it is feasible to lay down guidelines even in broad terms governing the expenditure on publicity.

(Ministry of Finance, Bureau of Public Enterprises O.M. No. BPE (I&R)/29/69 dated 17th November, 1969).

Comment of the Committee

Please See Chapter I

NEW DELHI,
April 27, 1970.
Vaisakha 7, 1892(S).

M. B. RANA,
Chairman,
Committee on Public Undertakings.

APPENDIX I

(vide reply to Recommendation at Sl. No. 13, page 6)

Copy of the D.O. letter No. 30/27/69-MRNC/DAVP dated 21st July, 1969 sent by Secretary, Ministry of Information & Broadcasting to Secretaries of All Ministries/Depts.

Dear Sir,

You are no doubt aware of the resolution relating to foreign advertising agencies, passed by the Rajya Sabha on 4th May, 1956 and accepted by Government. I quote below the text of the resolution,:

“That having regard to the stronghold of foreign owned and foreign-controlled advertising agencies in the business of advertising in the country this House is of opinion that with a view to encourage Indian controlled and owned advertising agencies, Government should show preference to Indian-controlled and Indian-owned advertising agencies in the matter of advertising done by Railways, Government Companies, Statutory Corporations, Public Service Commissions and such other concerns, including advertising done by Government in general”.

2. This has been re-inforced by the 47th report of the Committee on Public Sector Undertakings.

3. In pursuance of the 1956 resolution, instructions were issued by the Ministry of Information and Broadcasting (enclosed) requesting nationalised undertakings, statutory bodies, autonomous corporations, etc. to show preference to Indian advertising agencies in entrusting their advertising accounts. It was also emphasised that in giving business to Indian agencies, the selection of agencies should be confined to the panel prepared from time to time by the Directorate of Advertising and Visual Publicity. This panel is maintained by the DAVP who follows certain criteria the financial position of the agency, standard of professional conduct, resources that are available in the agency, etc.

4. Unfortunately, the instructions issued earlier were not followed in many cases, and it has been unofficially estimated that Rs. 3 to 4 crores worth of advertising is put out by Government-controlled sources and that 60% of it even now goes to firms which are in effect foreign controlled.

5. The Indian advertising agencies have been representing against this state of affairs, and have further suggested that, keeping in view the individual need of each organisation, increased use should be made of Indian language newspapers.

6. The DAVP have re-examined his panel of approved advertising agencies and will shortly prepare a fresh one after effecting due changes in the norms of accreditation. In the new panel only those advertising agencies which are owned and controlled entirely by Indians will find place.

7. Meanwhile, an interim list has been prepared keeping in view these considerations and is enclosed. It may please be treated as the approved list till changed, and public-sector undertakings etc. may select any agency or agencies from this list. If any deviation outside the list is sought in special cases, it should be done with the concurrence of DAVP.

8. The agencies listed have all been duly verified by the DAVP for their technical competence and financial stability. DAVP would also ensure that the selected advertising agency has the necessary resources and skill and in cases of bad work will delist them. DAVP will further ensure that the selected agency projects and gives such orientation as is necessary to the social content of the campaigns and the image of public sector undertakings. Some undertakings, etc. may have to advertise abroad and, in such cases DAVP will make sure that the agency concerned has made necessary arrangements to carry out campaigns economically and effectively outside India.

9. I would now request you to issue a directive to all corporations, undertakings, agencies, etc. under your Ministry/Departments to implement fully the Rajya Sabha Resolution of 1956, which has now been endorsed by the Lok Sabha Committee on Public Undertakings (*vide* para 3.57 of their 47th Report) in the manner outlined above, and to report to DAVP every quarter, beginning on 1-10-1969 the compliance of this.

10. The question of "non-competitive" Government undertakings, corporation etc. is also being re-examined and we shall revert to this subject shortly.

Yours sincerely,
Sd/- K. K. DASS

To

Secretaries of all Ministries/Departments.

ANNEXURE I

DIRECTORATE OF ADVERTISING & VISUAL PUBLICITY

(MEDIA, RATE & COORDINATION SEC.)

List of Approved Advertising Agencies

A. Govt. Advertising Agency

D.A.V.P., 'B' Block,
Curzon Road, New Delhi.

B. Indian Owned Advertising Agencies :

1. M/s. National Advertising Service Pvt. Ltd., 13, Sir P.M. Road, Bombay-1.
2. M/s. L. A. Stronach & Co. (India) Pvt. Ltd., 15, Graham Road, Bombay-1.
3. M/s. Everest Advertising Pvt. Ltd., Kitab Mahal, 192, Dr. D. Naroji Road, Bombay-1.
4. M/s. Sista's Pvt. Ltd., 25, Sir, P. M. Road, Bombay-1.
5. M/s. Advertising & Sales Promotion Co. P.35, Indian Exchange Place, Calcutta-1.
6. M/s. Publicity Forum, 16, Rajinder Nath Mookerjee Road, Calcutta-1.
7. M/s. Shipli Advertising Ltd., Shabibagh House, 13, Wittet Road, Ballared Estate, Bombay-1.
8. M/s. Efficient Publicities, Pvt. Ltd., 19, Woods Road, Mount Road, Madras-2.
9. M/s. Alpha Advertising Services, 5/2, Garstin Place, Calcutta-1.
10. M/s. Progressive Publicity Service, 14, Bentinok Street, Calcutta-1.
11. M/s. Indian Publicity Bureau Service, 6/2, Madan Street, Calcutta-13.
12. M/s. New Fields Advertising Pvt. Ltd., 3/4A Asaf Ali Road, New Delhi.
13. M/s. Madras Advertising Co. Pvt. Ltd., 200, Mount Road, Madras-2.
14. M/s. National Publicity Service, A-6, Connaught Place, New Delhi-1.
15. M/s. Interads Advertising Pvt. Ltd. 4/24-A, Asaf Ali Road, New Delhi-1.
16. M/s. Asian Advertising, H-35, Connaught Circus, New Delhi-1.
17. M/s. Phonesix Advertising Pvt. Ltd. Vansittari Row, Calcutta-1.
18. M/s. Sekai Pvt. Ltd., Ishwar Bhawan, 3rd Floor, Flat No. 12, 'A' Road, Churchgate, Bombay-1.
19. M/s. Gayways Publicity Pvt. Ltd., 35, Punchkuin Road, New Delhi-1.
20. M/s. Moulies Advertising Service, 42, Whites Road, Madras-14.
- 21.*M/s. Inter Publicity Pvt. Ltd., Ballard House Mangalore Street, P.B. No. 544, Bombay-1.
- 22.*M/s. Praibha Advertising, Prabhat Road, Poona.
23. M/s. F.D. Stewart Pvt. Ltd., 38, Whites Road, Madras-14.
24. M/s. Press Syndicate, Readymoney Bldg., Appolo Pier Road, Bombay-1.
- 25.*M/s. Marketing Advertising Associates, Pvt. Ltd., P.B. No. 10050, 143, Mahatma Gandhi Road, Bombay-1.

*Inclusion on D.A.V.P. panel is provisional

26. M/s. B. Dattaram & Co.,
Ready Money Mansion,
43, Veer Nariman Road,
Bombay-1.
- 27.*M/s. Criterion Publicity Pvt. Ltd.,
19, Woods Road, Mount Road,
Madras-2.
- 28.*M/s. Sobhagya Advertising Service,
Jeevan Sahakar (II Floor),
Sir P. M. Road, Fort,
Bombay-1.
- 29.*M/s. Pratap Advertising Agency,
8-B, Jurdal Trust Bldg.,
Asaf Ali Road,
New Delhi-1.

Latest addition

- *M/s. NIMAS, Bombay.
- *M/s. Aiyars Advtg. & Marketing Pvt. Ltd., Bombay.
- *M/s. Alfred Allan Advtg., New Delhi.

*Inclusion on D.A.V.P. panel is provisional.

ANNEXURE II

D.O. No. 7/6/56-AB

GOVERNMENT OF INDIA

MINISTRY OF INFORMATION & BROADCASTING

NEW DELHI-2, the 29th September, 1956

Dear

You are no doubt aware that with reference to the recommendations made by the Estimates Committee in paragraph 31 of their Sixteenth Report, discussions were held by us with representatives of various Ministries during the course of which it was agreed that at this stage the general lines of

Minutes of meetings held on 1-5-56 and 21-5-56 forwarded under their Ministry No. 7-5-56-AB, dated 18-5-56 and 30-5-56 respectively	Not enclosed
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policy may be laid down for guidance. Accordingly I am enclosing herewith a note which contains the directive principles which it was decided by common consent should be followed by statutory bodies, nationalised undertakings, autonomous corporations, etc. in the matter of advertising, a subject for which this Ministry is primarily responsible. We shall be grateful if necessary instructions are issued to the bodies concerned under the control of your Ministry.

Yours sincerely,
Sd./- P. M. LAD

ANNEXURE III

MINISTRY OF INFORMATION & BROADCASTING

(Enclosure to Ministry of Information & Broadcasting
D.O. No. 7/5/56-AB dated 29th September 1956)

A note defining directive principles to be followed by statutory bodies, nationalised undertakings, autonomous bodies etc. in the matter of advertising

On the basis of the minutes of the meeting held on 21st May, 1956 and the report of the Sub-Committee appointed for the purpose the following Directive principles in the matter of advertising by nationalised undertakings, statutory bodies, autonomous corporations etc. are recommended for adoption :—

- (i) While releasing advertisements through advertising agencies, preference should be shown to Indian advertising agencies' as

recommended by the Resolution passed by Rajya Sabha on 4th May, 1956 accepted by Government. The Resolution is reproduced below :—

“that having regard to the stronghold of foreign-owned and foreign-controlled advertising agencies in the business of advertising in the country; this house is of opinion that with a view to encourage Indian controlled and owned advertising agencies in the matter of advertising done by Railways, Government Companies, Statutory Corporations, Public Service Commissions and such other concerns, including advertising done by Government in General.”

- (ii) In giving business to Indian advertising agencies the selection of such agencies should be confined to the panel prepared from time to time by the Director of Advertising and Visual Publicity on the basis of the standard and extent of their business.
- (iii) Advertisements in foreign countries, if they become necessary, should be routed through Indian Advertising agencies.
- (iv) In giving advertisements to newspapers the general policy in respect of such advertising as has been settled by the Ministry of Information and Broadcasting with reference to circulation, standards of production and journalistic standards should be followed. The details may be obtained from the Director of Advertising and Visual Publicity.
- (v) Keeping in view the individual need of each organisation, increased use should be made of Indian language newspapers for advertisements.

An annual review of the implementation of these principles should be sent to the Ministry of Information and Broadcasting at the beginning of each financial year.

ANNEXURE IV

D.O. No. 31/6/67-MP&C/DAVP

SECRETARY,
INFORMATION & BROADCASTING,
GOVERNMENT OF INDIA.

30-12-1967

To

Secretaries to all Ministries.

Dear

The Indian Advertising Agencies Board, have, in a recent communication to the Minister of Information and Broadcasting, expressed concern

about the use of foreign-owned advertising agencies such as J. Walter Thompson, Grants Advertising, Bensons and so on by some of the public sector undertakings, for handling advertising. They have also demanded that in the interest of the growth of Indian-owned advertising agencies and in terms of the Rajya Sabha Resolution of May, 1956, such advertising should be entrusted to Indian-owned agencies instead.

2. As you are aware, following the Rajya Sabha Resolution of May, 1956 which directed Government Departments as well as the public sector undertakings and other autonomous bodies to show preference to Indian-owned advertising agencies while placing their advertising accounts, the Ministry of Information and Broadcasting had, in a letter in September, 1956 addressed to all Ministries of the Government of India, requested them to direct all the public sector undertakings and such other bodies to show preference to Indian owned advertising agencies in the matter of entrusting their advertising business. We will once again request you to draw the attention of these undertakings and such other bodies to the need for strictly adhering to this principle of preference to Indian advertising agencies.

3. The Ministry of Finance, Department of Economic Affairs, have, in their O.M. No. F. 10/44/66-EF(Inv.) of September, 21, 1956, already asked the public sector undertakings not to entrust their advertising account to non-Indian agencies without prior approval of the Department of Economic Affairs. Normally, the public sector undertakings are expected to select an agency borne on the panel of the DAVP and also to follow the same advertisement tariff. The DAVP maintains such a panel of advertising agencies, both foreign-owned and Indian-owned. The Agencies are included in the panel after due screening and personal enquiry by the DAVP. The examination takes into account the standing, technical capacity and financial position of each agency. I am enclosing for your information a copy of the panel of advertising agencies maintained by the DAVP.

4. While the Rajya Sabha Resolution of May, 1956, does not entirely preclude a foreign advertising agency from being used by a public sector undertaking or such other body, the appointment of a foreign agency can be thought of only if there is overwhelming justification for the appointment of these companies to handle their publicity and that too with the prior approval of the Ministry of Finance. Even in such cases, we would like the public sector undertakings to make increasing use of such Indian agencies as have facilities to handle advertising in some of the foreign markets or area. The DAVP is in a position to assist and advise the undertakings in this matter. It would, therefore, be in the fitness of things that a public Sector undertaking should always consult the DAVP while entrusting their advertising accounts to an advertising agency, whether Indian or foreign.

5. Another matter to which I would like to draw your attention is the Government's declared policy of encouraging the growth of small and

medium newspapers and periodicals. Although Government is committed to make increasing use of the small and medium papers for its own advertising, with the limited advertising budget of about Rs. 80 lakhs at the disposal of the DAVP, the small papers do not benefit much. The private advertising budget on the contrary amounts to nearly Rs. 30 crores a year which largely goes to the big newspapers. The small papers do not attract much commercial advertising as they are said to lack media value for their advertising.

6. It cannot however, be denied that the small and medium papers often penetrate into regions and classes of readers where the big and sophisticated publications do not reach. For companies like family planning, national savings and certain types of classified advertisements, the small and medium papers may certainly be used with advantage. They also deserve encouragement in the interest of the development of a diversified press. The public sector undertakings have been set up not for purely commercial ends but to serve certain social purposes and to promote the social directives of the Constitution and the State. The public sector image is also required to be projected to the masses through the small and medium papers. It is, therefore, in the fitness of things that a part of the advertising budget of the public sector undertakings should be set apart for encouraging the growth of the small and medium papers to which the Government is already committed.

7. I would, therefore, request you to ask all the public sector undertakings and such other bodies under your control to :—

- (a) consult the DAVP in selecting their advertising agencies who will handle their accounts for the financial year beginning April 1, 1968; and
- (b) set apart a suitable proportion of their advertising budget for advertisements in the small and medium papers. The DAVP maintains a comprehensive list of such papers and he will be glad to make available these lists to the public sector undertakings or their advertising agents for their reference and use in this connection.

Yours sincerely,
Sd./- A. MITRA

APPENDIX II

(Vide copy to Recommendation at Sl. Nos. 21-24, page 9)

Copy of the D.O. letter No. 30/27/69-MRC/DAVP, dated November 6, 1969 sent by the Secretary, Ministry of Information and Broadcasting to the Secretaries of all the Ministries/Department.

Please refer to my D.O. letter of even No. of July, 21, 1969 regarding the engagement of advertising agencies by public sector undertakings.

2. The circular O.M. No. 10/40/66-EF(Inv.), dated the 25th September, 1969, issued by the Ministry of Finance, Department of Economic Affairs, may have created an impression* that public undertakings could also use, for their advertising and publicity, erstwhile foreign-owned and foreign-controlled agencies who have now associated Indian majority capital. This is not so. The Department of Economic Affairs have issued their O.M. from the point of view of foreign investment and the provisions of the Foreign Exchange Regulation Act, and have made it clear that there is no objection to their engagement if such a step is found necessary and is on merits justified. After taking into account this and all relevant factors, I conveyed to you Government's decision regarding employment of only such advertising agencies as are owned and controlled entirely by Indian nationals and are borne on D.A.V.P.'s panel. A copy of the interim panel of advertising agencies eligible for engagement by the public sector undertakings was also enclosed with my letter. It may, therefore, again be specifically impressed upon public sector undertakings under your Ministry that they should utilise the services of only agencies included in the panel of DAVP.

3. To ensure complete implementation of the Rajya Sabha Resolution of 1956, now endorsed by the Lok Sabha Committee on Public Undertakings, the norms for accreditation of advertising agencies to the DAVP have been revised. These have been included in a hand book which incorporates the form of a Declaration and a Questionnaire-cum-Application which all advertising agencies seeking employment by public undertakings are required to fill in. A copy of this booklet is being sent directly to the Secretaries of all public undertakings also. The accreditation norms have been revised to ensure that the agencies finally included in the DAVP's panel have the necessary skill and the financial resources to competently handle the advertising accounts of nationalised undertakings, statutory bodies, autonomous corporations, etc. Until such time as the revised panel is made available to you for onward transmission to the public undertakings under your

* The position has been clarified in a subsequent O.M. issued by the Department of Economic Affairs.

administrative control, all undertakings may please be directed to confine the selection of advertising agencies to the interim panel which consists entirely of wholly Indian-owned and Indian-controlled advertising agencies. LPE Aiyars does not feature in the interim panel. However, this agency has now terminated its foreign collaboration and may therefore be considered for employment on a provision basis pending finalisation of repatriation of its capital.

4. In my letter of the 21st July, I had requested that the public undertakings under your control may be directed to report to DAVP every quarter, beginning on 1st October, 1969, the compliance of the Rajya Sabha Resolution, 1956 regarding the use of only completely Indian-owned and controlled agencies. Since this subject is likely to come up during the next session of Parliament opening on the 17th November, the public undertakings may please be directed to send their first quarterly report to the DAVP immediately if they have not done so already

5. The Lok Sabha Committee on Public Undertakings has also drawn Government's attention to the fact that some of the important public sector undertakings have not been following the instructions and policies of Government in regard to making increased use of Indian language newspapers and setting apart a suitable amount of their advertising budget for release of advertisements to medium and small newspapers.

6. In a Note circulated to all Ministries/Departments in September, 1956 setting out the Directive Principles to be followed by statutory corporations, nationalised undertakings, autonomous corporations, etc., in a matter of advertising, it was laid down, *inter alia*, that keeping in view the individual needs of each organisation increased use should be made of Indian language newspapers. A further circular was issued in December, 1967 requesting the Ministries/Department to ask the public sector undertakings and other such bodies under their control to set apart a suitable proportion of their advertising budget for advertisements in the small and medium news papers. In paragraph 5 of my letter of the 21st July, 1969, your attention was again drawn to this aspect.

7. I shall be grateful if your Ministry would keep a close watch to ensure that the Government policy in regard to the use of Indian language and small/medium newspapers is implemented by the undertakings under your control. Your Ministry is requested to furnish a report to the Ministry of Information and Broadcasting every year so that a thorough review can be made and the conclusions stated in the Annual Report of the Ministry of Information and Broadcasting.

Yours sincerely,
Sd./- K. K. DASS

APPENDIX III

(Vide para 5 of Introduction)

Analysis of action taken by Government on the recommendations contained in the Forty-seventh Report of the Committee on Public Undertakings (Fourth Lok Sabha)

Total number of recommendations made	26
Recommendations that have been accepted by Government (Vide recommendations at Sl. Nos. 1, 2, 5, 8, 9, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, and 26)	
Number	20
Percentage to total	77%
Recommendations which the Committee do not desire to pursue in view of Government's reply (Vide recommendation at Sl. No. 25)	
Number	1
Percentage to total	4%
Recommendations in respect of which replies of Government have not been accepted by the Committee	
Number	Nil
Percentage to total	Nil
Recommendations in respect of which final replies of Government are still awaited (Vide recommendations at Sl. No. 3, 4, 6, 7 and 10)	
Number	5
Percentage to total	19%

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
	DELHI				
24.	Jain Book Agency, Connaught Place, New Delhi.	11	33.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.	68
25.	Sat Narain & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi.	3	34.	People's Publishing House, Rani Jhansi Road, New Delhi.	76
26.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	9	35.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.	
27.	J. M. Jaina & Brothers, Mori Gate, Delhi.	11	36.	Hind Book House, 82, Janpath, New Delhi.	95
28.	The Central News Agency, 23/90, Connaught Place, New Delhi.	15	37.	Bookwell, 4, Sant Narakari Colony, Kingsway Camp, Delhi-9.	96
29.	The English Book Store, 7-L, Connaught Circus, New Delhi.	20		MANIPUR	
30.	Lakshmi Book Store, 42, Municipal Market, Janpath, New Delhi.	23	38.	Shri N. Chaoba Singh, News Agent, Ramlal Paul High School Annexe, Imphal.	77
31.	Bahree Brothers, 188, Lajpatrai Market, Delhi-6.	27		AGENTS IN FOREIGN COUNTRIES	
32.	Jayana Book Depot, Chaparwala Kuan, Karol Bagh, New Delhi.	66	39.	The Secretary, Establishment Department, The High Commission of India House, Aldwych, LONDON, W. C.—2.	59

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