

ESTIMATES COMMITTEE
(1978-79)

(SIXTH LOK SABHA)

TWENTY-THIRD REPORT

(MINISTRY OF INFORMATION & BROADCASTING)

**DIRECTORATE OF ADVERTISING AND
VISUAL PUBLICITY**



Presented to Lok Sabha on 22-12-1978

LOK SABHA SECRETARIAT
NEW DELHI

December, 1978/Pausa, 1900 (Saka)

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TWENTY-THIRD REPORT OF ESTIMATES
COMMITTEE (1978-79)

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ESTIMATES COMMITTEE

(1978-79)

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Shri K. S. Bhalla—*Chief Financial Committee Officer.*

Shri H. C. Bahl—*Senior Financial Committee Officer.*

INTRODUCTION

1. The Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Twenty-third Report on the Ministry of Information and Broadcasting—Directorate of Advertising and Visual Publicity.

2. The subject was taken up for examination by the Estimates Committee (1977-78). Necessary information was obtained and evidence of certain non-officials was taken by them. The Report, however, could not be finalised during 1977-78. The Committee (1978-79) decided to continue the examination of the subject.

3. The Committee took evidence of the representatives of the Ministry of Information and Broadcasting—Directorate of Advertising and Visual Publicity, Registrar of Newspapers for India, Directorate of Printing and Indian Institute of Mass Communication on 21 June, 5, 6 and 7 July, and 30 August, 1978. The Committee wish to express their thanks to the officers of the Ministry and the organisations concerned for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

4. The Committee also wish to thank the representatives of the Advertising Agencies Association of India, Indian and Eastern Newspaper Society, Indian Language Newspapers Association and the Audit Bureau of Circulation and S/Shri R. C. Dutt, ex-Secretary of the Ministry of Information and Broadcasting, K. K. Nair and H. J. D. Penna—Ex-Directors DAVP, Dr. Bhabatosh Datta, Chairman of the Committee on Newspapers Economics (1975) and eminent journalists—S/Shri J. C. Jain, C. G. K. Reddy, P. K. Roy and K. M. Mathew for submitting memorandum and for giving evidence and valuable suggestions.

5. The Committee also wish to express their thanks to all other individuals, institutions and organisations who furnished memoranda on the subject to the Committee.

6. The Report was considered and adopted by the Committee on 20 December, 1978.

7. For facility of reference the recommendations/observations of the Committee have been printed in thick type in the body of the Report. A summary of the recommendations/observations is appended to the Report (Appendix VII).

NEW DELHI;
December 21, 1978

Agrahayana 30, 1900 (S).

SATYENDRA NARAYAN SINHA,
Chairman
Estimates Committee.

CHAPTER I

INTRODUCTORY

A. Historical Background

1.1. After the outbreak of World War II the then Government of India felt the need for propagation of its views and this led to the appointment of a Chief Press Adviser who was made responsible for coordinating the work of the Bureau of Public Information under the Home Department, and of All India Radio under the Communication Department. He also kept a watch on the Press and Publicity schemes formulated by Director General of Information. Advertising was one of the responsibilities of the Chief Press Adviser. In June, 1941 a post of Advertising Consultant was created under the Chief Press Adviser.

1.2. On March 1, 1942 the Advertising Consultant's office became the Advertising Branch of the Department of Information and Broadcasting. After the expansion of its functions and activities, the Advertising Branch was declared an attached office of the Ministry of Information and Broadcasting with effect from October 1, 1955. It was also designated as Directorate of Advertising and Visual Publicity. (DAVP).

B. Functions and Responsibilities

1.3. Broadly speaking, the main functions of the Directorate are:

1. Planning, production and release of display advertisements and issue of classified advertisements.
2. Planning, production and distribution of printed publicity material, e.g., posters, folders, pamphlets, booklets, broad-sheets, calendars, etc.
3. Production and display of outdoor publicity material, e.g., neon-signs, multi-colour metal tablets, painted hoardings, cinema slides, etc.
4. Planning and organising of exhibitions.
5. Production and distribution of wall-newspapers in English, Hindi and ten regional languages.
6. Regulating accreditation of advertising agencies in the country.

1.4. The DAVP handles both the display and the classified advertisements and places advertisements in various newspapers and periodicals on behalf of Ministries and departments of the Government of India and their attached and subordinate offices and a number of autonomous bodies. Public Sector Undertakings utilise the services of DAVP mostly for classified advertisements except in some rare cases where the DAVP has been approached for organising some kind of sustained campaign. It also grants accreditation to advertising agencies which handle the business among others of public undertakings, nationalised banks, statutory bodies, Railways and autonomous Corporations.

1.5. These functions are carried out through the following Wings of the Directorate:

- (1) Campaigns and Research
- (2) 'Copy' Wing
- (3) Art Studio
- (4) Printed Publicity
- (5) Outdoor Publicity
- (6) Distribution
- (7) Advertising
- (8) Exhibition
- (9) Administration
- (10) Budget and Accounts.

The Directorate has also three Regional Distribution Centres, one each at Bombay, Calcutta and Madras and 37 Field Exhibition Offices all over India, including five mobile vans and two Exhibition coaches.

C. Budget

1.6. DAVP's budget is a composite one, being the sum total of the publicity grants approved by the client Departments and Ministries. Estimates of expenditure, calculated on the basis of annual publicity programmes drawn up by the Campaign Officer, are approved by the Departments and the Ministries concerned. But the actual financial provision is made in the budget of DAVP which is included in the Demands for Grants of the Ministry of Information and Broadcasting.

1.7. The Department of Family Welfare provides directly finance for publicity for the Family Welfare campaigns. A third source of funds is the advance deposits made by autonomous bodies for meeting the expenditure on their advertising/publicity work.

1.8. The budget and the expenditure on publicity are controlled by the Accounts Branch of DAVP, comprising five Accounts Sections.

each working under an Accounts Officer. The Chief Accounts Officer who is also Financial Adviser draws up the budget and regulates the expenditure.

1.9. The budget estimates and the actual expenditure of DAVP during the last three years were as follows:

(Rs. in lakhs)

Head of Disbursement	Budget estimates			Actual expenditure		
	Plan	Non-Plan	Family Welfare	Plan	Non-Plan	Family Welfare
1	2	3	4	5	6	7
<i>1975-76</i>						
1. Advertising . . .	2.00	160.00	..	..	166.06	5.50
2. Radio Spots . . .	..	14.00	..	..	19.98	5.30
3. Printed Publicity . .	5.20	40.00	..	0.50	32.29	3.06
4. Distribution expenses	2.00	5.60	..	0.47	23.66	..
5. Exhibitions . . .	5.00	13.00	..	..	14.98	3.42
6. Outdoor Publicity . .	3.00	13.00	..	2.83	8.62	7.06
7. Administration . . .	0.85	72.69	..	0.30	80.89	9.82
8. Material and Supplies	..	..	..	..	..	..
TOTAL . . .	18.05	318.29	28.52	4.10	346.48	32.26
<i>1976-77</i>						
1. Advertising . . .	1.00	158.00	..	..	261.23	8.43
2. Radio Spots . . .	..	18.00	..	..	24.53	5.56
3. Printed Publicity . .	4.00	40.00	..	2.34	64.93	9.80
4. Distribution expenses	1.57	9.50	..	2.17	26.25	..
5. Exhibitions . . .	1.75	16.00	..	3.16	17.52	5.23
6. Outdoor Publicity . .	5.66	15.00	..	7.73	18.54	7.98
7. Administration . . .	2.50	82.78	..	1.03	85.49	7.15
8. Material and Supplies	..	..	..	..	..	..
TOTAL . . .	16.30	339.23	23.00	16.43	498.49	43.53

1	2	3	4	5	6	7
<i>1977-78</i>						
1. Advertising . . .		211.00	..	..	248.49	..
2. Radio Spots . . .		30.00	..	..	26.34	..
3. Printed Publicity .	1.00	30.00		0.40	30.48	..
4. Distribution expenses	3.04	14.25	..	2.69	14.38	
5. Exhibitions .	2.67	17.00	..	5.44	15.39	
6. Outdoor Publicity .	6.73	18.00		6.78	17.88	..
7. Administration	5.56	84.75		3.22	88.08	..
8. Material & Supplies	..		..			..
TOTAL.	19.00	405.00	..	18.53	441.04	..

1.10. The working of DAVP was examined earlier by Estimates Committee in their 158th Report (1961-62) and 14th Action Taken Report (1962-63). The Public Accounts Committee presented their 173rd Report (Fifth Lok Sabha) on the subject in May, 1975 and the Action Taken Report thereon (50th Report) in December, 1977. The functioning of this organisation has also been commented upon in White Paper on Misuse of Mass Media during the Internal Emergency (August, 1977) and the First Interim Report of Shah Commission of Enquiry (March, 1978). The Committee have examined various aspects of the working of DAVP and have made suggestions to improve the functioning of this organisation in subsequent Chapters of this Report.

CHAPTER II ADVERTISING

A—General

2.1. As the Centralised publicity organisation of the Government of India, Directorate of Advertising and Visual Publicity (DAVP) places advertisements in various newspapers and periodicals on behalf of the Ministries and Departments of Government of India (Except Railways) and their attached and subordinate offices and a number of autonomous bodies. Prior to 1954, the Ministries concerned used to place 'classified' advertisements direct with the newspapers, and the 'display' advertisements were handled by the Advertising Consultant's Branch of the Ministry of Information and Broadcasting through advertising agencies. It was in August, 1954 that Government decided to centralise the issue of Government classified advertisements as well as display advertisements in the Advertising Consultant's Branch of the Ministry of Information and Broadcasting, which within one year, was redesignated as the Directorate of Advertising and Visual Publicity. After the centralisation of all advertisement work with the DAVP, this organisation started to function as an advertisement agency which also entitled it to a commission of 15 per cent on display advertisements. The issue of advertisements to newspapers/periodicals at present governed by the advertising policy announced in Lok Sabha in November, 1977 (as given in Appendix I).

2.2. The amount spent on advertisements during 1972-73 to 1976-77 for Central Government advertisements by Directorate of Advertising and Visual Publicity was as follows:—

1972-73	-	-	-	-	-	-	-	-	1,92,52,831
1973-74	-	-	-	-	-	-	-	-	1,52,73,944
1974-75	.	.	.	.	.	.	.	.	1,42,30,238
1975-76	.	.	.	.	.	.	.	.	2,20,68,897
1976-77	.	.	.	.	.	.	.	.	2,35,86,622

B—Media List

2.3. The DAVP maintains a list of newspaper/periodicals which satisfy the various conditions laid down in the advertising policy

and are thus eligible for issue of government advertisements. The total number of newspapers/periodicals on the media list (1978) finalised in accordance with the new advertising policy of Government is 1236. The language-wise and category-wise break-up is given in Appendix II.

2.4. In a memorandum submitted to the Committee, by a newspaper, it was suggested that there should be a joint committee of the representatives of Indian language Newspapers Association, All India Newspapers Editors Conference, Indian and Eastern Newspapers Society and DAVP so that merits of a publication and the reasons why DAVP wanted to include it in or exclude it from the media list could be thoroughly discussed. Another view was that the decision whether the newspapers should or should not be included in the approved list should be made by an independent authority like the proposed Press Council or some kind of Press Advisory Committee.

2.5. On the other hand, one of the associations of newspapers did not favour the suggestion of having a committee of representatives of press organisations to decide the question of inclusion of a newspaper in or exclusion of a newspaper from the media list, as that might result in creating ill-will among the constituent members of the organisations. In its view, the DAVP could have a departmental committee for this purpose.

2.6. The Ministry informed the Committee that the norms for inclusion of a newspaper in the DAVP media list had been spelt out in detail in the advertising policy (November, 1977) which was formulated after taking into consideration the views of the representative organisations of the newspapers like IENS and ILNA and those of the advertising agencies like AAAI and ISA. It was, therefore, not necessary to consult other bodies for inclusion of Newspaper/Periodicals in the Media List.

2.7. As regards the procedure for inclusion of a newspaper in the media list, the representative of the Ministry stated during evidence that at the end of a year DAVP as the papers which are on their media list to apply with media particulars like circulation, number of pages, etc. along with a certificate from a Chartered Accountant or the ABC (Audit Bureau of Circulation) as the case may be in support of their circulation. On receipt of these particulars, each case is examined for inclusion in the media list and decided at the level of Deputy Director (Advertising)/Director, DAVP. The newspapers concerned are thereafter informed whether their names have been included in the media list or not. The newspapers which

are not included in the media list are individually informed of the reasons for non-inclusion of their names in the list. They are also told that their cases could be reconsidered if they come up to the prescribed standard in a period of six months.

2.8. In reply to an enquiry whether the media list was made public, the representative of the Ministry stated during evidence:

“There is no problem in publishing the list. But the only thing is that we keep on revising it. Sometimes, some newspapers do not satisfy certain criteria. Publishing the list might create more problems than it might solve... But there is no difficulty in publishing it. There is nothing secret.”

2.9. The Committee note that for release of advertisements to newspapers, the DAVP maintains a media list containing the names of newspapers/periodicals which satisfy the various standards laid down in the advertising policy of Government. Newspapers borne on the media list are asked every year to apply afresh with necessary media particulars along with a certificate from a Chartered Accountant, or Audit Bureau of Circulation in support of their circulation. Each case for inclusion in the media list is decided at the level of the Deputy Director or the Director, DAVP. A newspaper which is not included in the media list is informed of the reasons for non-inclusion of its name in the list. The newspaper is also advised that the case could be reconsidered if it comes up to the standard within a period of six months. The Committee suggest that the qualifying standards prescribed by DAVP for inclusion of names of newspapers etc. in the media list should be widely publicised. This would help the newspapers/periodicals to make self-assessment and remove deficiencies before applying to DAVP for inclusion in the media list and also to maintain the standards to continue to be in the list.

2.10. The Committee feel that it will be better if instead of leaving the question of inclusion of a newspaper in, or its exclusion from, the media list to be decided by an individual officer (Deputy Director or Director), as at present, the system is institutionalised and a departmental body consisting of Director of Advertising and Visual Publicity, a representatives of Ministry of Information and Broadcasting, Principal Information Officer and Registrar of Newspapers in India constituted to draw the media list.

2.11. According to the Ministry, the media list is not published at present, but there is nothing secret about it. The publication of

the list, the Ministry feel, might create more problems than it might solve. The Committee feel that it should suffice if the media list as amended from time to time is kept in the office of DAVP to be made available to newspapers/periodicals for reference purpose.

C—Criteria for inclusion in the Media List for release of Advertisement

Prior to June, 1976.

“2.12. The following norms were laid down before June 1976 for approval of newspapers for issue of Government advertisements:—

- (ii) Effective circulation (normally papers having paid circulation below 1000 are not used. However in case of Urdu, Sindhi and specialist publications this circulation limit was reduced to 500 copies.
- (ii) Regularity in publication (normally a period of six months uninterrupted publication).
- (iii) Class of readership.
- (iv) Adherence to accepted standards of journalistic ethics.
- (v) Other factors such as pulling power, production standard, the languages and areas intended to be covered within the available funds.
- (vi) Advertisement rates which are considered suitable and acceptable for Government publicity requirements.

2.13. Political affiliation of newspaper is not taken into account in placing Government advertisements. Papers belonging to all political parties and supporting different shades of political opinion are used for Government advertisements. Advertisements are not issued, however, to such newspapers and periodicals as indulge in virulent propaganda inciting communal passions or preach violence, or offend socially accepted conventions of public decency and morals, thus undermining the basic national interests.”

Emergency Era.

2.14. During Emergency, the following new guidelines were issued by the Government:—

- “(i) The papers/periodicals must support national policies and objectives.

- (ii) Papers/periodicals which have supported disaffection or promoted violence or communal hatred or tensions will not be given advertisements.
- (iii) The papers/periodicals should observe accepted code of journalistic ethics.
- (iv) Note should be taken of cases of papers/periodicals which have been held guilty of contravention of any law relating to the contents of publications.
- (v) Clear weightage will be given to small and medium papers/periodicals.
- (vi) Weightage will be given to language papers/periodicals where circulation is the same, the rates will not be lower on ground of their being language papers/periodicals.
- (vii) Special weightage will be given to papers/periodicals being published from specially backward, border or remote areas.
- (viii) Special consideration will be shown to papers/periodicals published for women, youth and children and for the weaker section.

While circulation will be an important factor, it can at the most be only one of the criteria. The standing of a paper with the public is much more important.

Due regard may normally be given to regularity of publications."

April, 1977

2.15. These norms which were introduced during Emergency have been set aside. The following policy norms were introduced *w.e.f.* 16-4-1977:—

- "(i) To secure the widest possible coverage within the funds available.
- (ii) To cover readers from all walks of life particularly in the case of national campaigns where the message is meant for all citizens of our country.
- (iii) To reach only a certain section of society in the case of campaigns that appeal to a restricted class of readers.

(iv) In selecting newspapers and periodicals for different campaigns, due regard is paid to:

- (a) effective circulation (normally papers having a paid circulation below 1000 are not used);
- (b) regularity, in publication (normally a period of six months uninterrupted publication);
- (c) class of readership;
- (d) adherence to accepted standards of journalistic ethics;
- (e) other factors such as pulling power, production standards, the language and areas intended to be covered within the available funds; and
- (f) advertisement rates which are considered suitable and acceptable for Government publicity requirements.

2.16. The Government advertisements are not essentially or primarily a measure of financial assistance to newspapers. Keeping in view the publicity requirements and the availability of funds, a balanced and equitable issuance of advertisements is aimed at so as to ensure that papers with big circulation or members of chains or groups do not get the lion's share of Government's advertisements.

2.17. Political affiliation of a newspapers is not taken into account in placing Government advertisements. Papers belonging to all political parties and supporting different shades of political opinion are used for Government advertisements. Advertisements are not to be issued, however, to such newspapers and periodicals as indulge in virulent propaganda inciting communal passions or preach violence, or offend socially accepted conventions of public decency and morals, thus undermining the basic national interest.

2.18. Weightage or consideration should be given to the followings —

- a. Small and Medium newspapers and periodicals.
- b. Language papers and periodicals (where circulation is the same) with a view to ensuring that the rates will not be lower on the ground of their being language papers/periodicals.
- c. Papers and periodicals published in especially backward remote or border areas.

- d. Papers/periodicals published for women, Youth and Children and for the Weaker Section, not belonging to chains or groups or papers.
- e. Specialised, Scientific and technical journals.
- f. Newspapers facing serious financial difficulties;
- g. Any other category of newspaper deserving consideration on any special ground."

New advertisement policy (November, 1977)

2.19. These norms were further revised in the New Advertisement Policy announced in Parliament in November, 1977.

A copy of the new advertising policy is at Annexure I. The main changes introduced in the new advertising policy in regard to the norms for issue of Government advertisements are:—

- (i) only newspapers/periodicals with a minimum paid circulation of not less than 2000 with certain exceptions (as against 1000 earlier) are to be used.
- (ii) The newspapers/periodicals should have uninterrupted and regular publication for a period of not less than one year (as against six months earlier).
- (iii) The production standards, laying down the number of pages and print area for newspapers/periodicals have been specified.
- (iv) It has been specifically provided that in selecting newspaper for placing advertisements House magazines and Souvenir shall be excluded.
- (v) The category of papers for whom weightage or consideration has been provided include *inter alia* "any other category which Government may consider appropriate for special and *bona fide* reasons."

D—Regularity and Circulation

2.20. Newspapers/periodicals to be eligible for Government advertisements should satisfy the following conditions of regularity of publication and circulation:

"Newspapers/periodicals should have a minimum paid circulation of not less than 2,000. Relaxation will be made in the

case of the following:—

- (i) In the case of Urdu and Sindhi language papers and specialised, scientific and technical journals, the minimum paid circulation of 1000 will qualify for Government advertisements.
- (ii) In the case of Sanskrit papers and papers published especially in the backward, border and remote areas or in tribal languages or primarily for tribal readers, the minimum paid circulation of 500 will qualify for Government advertisements.

The newspapers/periodicals should have uninterrupted and regular publication for a period of not less than one year."

2.21. The advertising policy also provides that "for big and medium newspapers/periodicals, the circulation will be accepted on the basis of a certificate from a professional and reputed body or Institution. In the case of small newspapers/periodicals, the circulation figures should be certified by a registered Chartered Accountant. The Circulation figures, if proved incorrect will render the papers/periodicals ineligible for advertisements, besides any other action which Government may deem appropriate."

2.22. As regards the system adopted for verification of regularity of publications and the circulation figures, it has been stated by the Ministry that all the publications except daily newspapers are required to be sent to DAVP by the publishers while furnishing media particulars every year. The regularity of publication is checked by physical verification. In the case of dailies a certificate from Chartered Accountants/Audit Bureau of Circulation (ABC), serves the purpose.

2.23. As regards the circulation figures, the advertising policy provides that for big and medium newspapers/periodicals the circulation would be accepted on the basis of a certificate from a professional and reputed body or institution. In the case of small papers/periodicals the circulation figures may be certified by a Chartered Accountant. There are in all 1236 newspapers/periodicals on the media list of DAVP (1978) of which 115 are big, 190 medium and 931 small newspapers. It is seen that in the case of 5 big and 68 medium newspapers who are stated not to be members of the ABC, the Chartered Accountants' certificates of circulation have been accepted for the time being.

2.24. The Fact Finding Committee on Newspapers Economics (1975), pointed out that complaints had been received that circu-

lation figures of newspapers were often inflated by publishers to attract advertisements and also to get extra newsprint for illegitimate profit. Even in regard to certificates issued by the ABC the Fact Finding Committee stated as follows:

"The ABC's method of certifying circulation is dependent very largely on what the papers themselves provide. It is stated that there are surprise checks, but it is not clear to what extent the surprise element is maintained. Besides, once such a surprise check has been made, a newspaper can be practically certain that there will not be another surprise check in the next two or three years."

2.25. The Audit Bureau of Circulation however, submitted before the Estimates Committee that "the Fact Finding Committee's comments were found to have been made without adequate and proper appreciation of the Bureau's working in general and a system of surprise checks in particular. The system of surprise check has been in operation for 15 years now and not on a single occasion has either a newspaper publisher informed of it in advance nor has he anticipated it by the mere fact of its frequency. According to the Bureau's policy of surprise check, each publication is visited at least once in every five years and more often when considered necessary. There is no rigid and unalterable frequency prescribed for surprise checks. Publications are selected at random. The list compiled for this purpose is normally examined and approved by a single non-publisher (advertiser or advertising agency) office bearer of the Council (Bureau's Council of Management) and no publisher member can have access to it. The secrecy and the elements of surprise are scrupulously maintained. The procedure for surprise checks includes visit to the publisher's Press during printing runs for verification of printing capacity and actual distribution of copies. In addition, entire system of record keeping and the publisher's compliance with the Bureau's rules and procedures are also checked."

2.26. The Committee were informed by the representative of ABC during evidence that "the affairs of the ABC are guided and controlled by a Board of Directors who are honorary and this Board, is called the Council of Management, consists of 8 members from amongst the newspaper publishers and 4 each from amongst the advertisers and Advertising Agency members'. It is also noted that many public sector undertakings like Hindustan Machine Tools Ltd., Indian Airlines, Life Insurance Corporation, Indian Telephone Industries Ltd. etc. are members of the ABC. But none of them is on the Council of Management of the ABC. Asked

about the reasons for it, the representative of the ABC stated during evidence:

“The Bureau is a public limited company and its directors are elected according to the provisions of the Companies Act. No representative from the public sector companies has so far sought election to the Council.”

2.27. As regards the correctness of the circulation figures obtained through institutions like ABC or as certified by the Chartered Accountants, the Ministry have stated that DAVP “have no machinery to check the correctness of circulation certified by Chartered Accountants, or the ABC. The new advertising policy, however, provides for penalties for giving wrong circulation figures. Also in cases, when RNI conducts enquiries and declares the circulation unestablished, the paper is removed from the DAVP media list.”

2.28. The Press and Registration of Books Act, 1867 envisages, among other things the following functions of the Registrar of Newspapers for India:

- (i) Keeping a watch on the regularity of publications.
- (ii) Obtaining from publishers annually data on circulation, ownership and other matters.

The Act empowers any Officer duly authorised by the Press Registrar to have access to the premises and to any relevant records or documents relating to the newspaper for purposes of obtaining any information required to be furnished under the said Act.

2.29. According to the Ministry RNI is also asked to give its assessment of circulation, the purpose being to cross check the circulation figures. Apart from the cases referred to RNI for verification, the RNI also assesses the circulation of various newspapers from time to time on his own.

2.30. The Registrar of Newspapers of India, however, stated during evidence before the Committee that his organisation did not have adequate machinery to check the regularity of publications and to verify the circulation figures. As regards checking of regularity of publications he stated as under:

“It is obligatory for every newspaper which is registered to send a copy of its publications. It should be sent to the Press Registrar’s office if it is a paper in English, Hindi, Urdu, Sindhi or bilingual. Other papers are supposed to

come to the PIB office which is also a part of the Ministry of Information and Broadcasting. I am told that there are nine PIB offices which have been entrusted with the responsibility of receiving copies of such publications and it is they who send us a regularity certificate. But then, again their complaint is that they do not have even separate staff for that and so even the certificate is not coming on a very regular basis. In our office, we get daily English, Hindi, Urdu papers about 3000 in all, and these include dailies and other newspapers/periodicals. There may be some newspapers which may not be sending us their copies. We take up with them; they start sending and may stop again. I am not authorised to take any drastic action. Prosecution needs enormous staff."

2.31. In regard to verification of circulation figures the Committee were informed that out of 14531 newspapers/periodicals, on the records of RNI at the end of the year 1977, the number of newspapers taken up for check during the last three years (1975 to 1977) was as follows:

1975	799	..
1976	888	
1977	483	

2.32. The low figure of newspapers taken up for checking in 1977 was stated to be due to the fact that out of five posts of Circulation Officers and one post of Senior Circulation Officer, there were only two Circulation Officers and the rest of the posts were lying vacant for the major portion of the year.

2.33. The Registrar of Newspapers for India also stated in evidence before the Committee "the Calcutta post has been lying vacant since February, 1977. We normally get people on deputation from Defence Accounts, Railway Accounts. It is problem to get suitable persons... There will be two vacancies in the next three months, one in Delhi and another in Bombay and we have requested the Auditor General to send us nominees. I do not know how long it will take. I think we must have our own permanent staff, not deputationists. We should have direct recruitment with specific qualification with accounts background etc. There should be some channel of promotion."

2.34. The number of cases in which the figures certified by the Chartered Accountants or the ABC were found to be higher than the circulation assessed by the RNI were stated to be as follows:—

Year	Number of cases in which the circulation certified by the ABC/Chartered Accountant found higher.	Number of cases in which the circulation certified by the Chartered Accountant was declared as 'Un-established'
1975	120	22
1976	106	30
1977	25	14

2.35. The Ministry have also stated that out of newspapers whose circulation has been checked by RNI during the last three years 73 were members of ABC and out of these in 3 cases the circulation as certified by RNI was lower than circulation found by ABC.

2.36. The Committee were informed that a copy of the assessment report in relation to each newspaper whose circulation was checked by RNI circulation team was sent to the DAVP for necessary action.

2.37. The representative of the Ministry admitted during evidence that the office of the Registrar of Newspapers for India was not adequately equipped to perform its task to the utmost satisfaction in view of a very high number of newspapers published in the country.

2.38. On the Committee enquiring whether the RNI should not concentrate on checking circulation figures of those newspapers which were included in the media list of the DAVP, the representative of the Ministry stated:—

"I think that should be the approach because after all we have to see what is the objective. We will try and devise some kind of a system."

2.30. The Committee note that one of the conditions laid down in the new advertising policy is that the newspapers/periodicals to be eligible for Government's advertisements should have a minimum paid circulation of not less than 2000, with a few exceptions, and it should have uninterrupted and regular publication for a period of not less than one year—The regularity of publication of newspapers/journals other than daily newspapers is checked by physical verification by DAVP; but in the case of daily newspapers DAVP has no machinery of its own to verify the regularity of publication and it depends, for this purpose, on the certificates of Chartered Accountants/Audit Bureau of Circulation (ABC). The Committee notice that the Registrar of Newspapers for India who has a statutory duty in this regard also does not have an adequate machinery or arrangement to check the regularity of publication of newspapers etc. Press Information Bureau who is under mutual arrangement responsible to furnish certificates of regularity of publication of newspapers in languages other than English, Hindi, Urdu, Sindhi does not furnish such certificates to the Press Registrar regularly.

The Committee would like that a regular system of checking the regularity of publication of newspapers etc., should be evolved and the responsibility for checking the regularity of publication of daily newspapers may be categorically placed on RNI and PIB and their areas of responsibility clearly and precisely defined and arrangements made to ensure that each agency discharges its responsibility promptly and furnishes the necessary certificates to the DAVP/ RNI at regular intervals.

2.40. The Committee also note that DAVP does not have any machinery to check the correctness of circulation figures certified by Chartered Accountants or the Audit Bureau of Circulation. Under the advertising policy, for big and medium newspapers/periodicals, the circulation is acceptable on the basis of certificates from a professional and reputed body or institution and in the case of small newspapers/periodicals the circulation figures are required to be certified by registered Chartered Accountants. According to the Fact Finding Committee on Newspaper Economics (1975) the circulation figures of newspapers were often found inflated by the publishers of the newspapers to attract advertisements. The Registrar of Newspapers for India also assesses the circulation of various newspapers from time to time on his own or on references received from the DAVP for the purposes of cross check. But even the RNI, according to his own admission, does not have adequate machinery to verify the circulation figures. It is seen that out of 14531 newspapers/

periodicals on the records of RNI at the end of year 1977, RNI verified the circulation figures of only 799 papers in 1975, 888 papers in 1976 and 483 papers in 1977. The RNI discovered that in the case of 120 newspapers, etc. in 1975, 106 in 1976 and 25 in 1977 the circulation figures certified by the Audit Bureau of Circulation or Chartered Accountants were found to be higher. In view of this the Committee feel that the DAVP should not depend merely on the certificates of Audit Bureau of Circulation or Chartered Accountants. As there are only 1236 newspapers/periodicals on the approved media list of DAVP (1978) and the RNI appears to have machinery to verify circulation figures of 800 to 900 newspapers/periodicals every year, the Committee see no difficulty in RNI being charged with the responsibility of verifying the circulation figures of all or most of the newspapers etc., on the media list of the DAVP every year on priority basis. The Committee suggest that a separate cell may be created in RNI under a sufficiently senior officer with audit background for conducting the verification of circulation figures of newspapers and periodicals.

2.41. The Committee are concerned to note that in a good number of cases the circulation figures certified by the Audit Bureau of Circulation and the Chartered Accountants were not found correct. They would suggest that all such cases should be pointedly brought to the notice of the Executive Body of Audit Bureau of Circulation and the Institute of Chartered Accountants and they should be asked to take suitable action in the matter.

2.42. The Committee find that contrary to guidelines laid down in the advertising policy that for big and medium newspapers/periodicals the circulation should be acceptable on the basis of certificates from a professional and reputed body or institution, the DAVP has, in the case of 5 big and 68 medium newspapers, accepted the certificates of circulation issued by Chartered Accountants and has not insisted on production of certificates from a professional body like Audit Bureau of Circulation. This is not proper. The Committee would like that in the case of such big and medium newspapers as are unable to produce certificates from a professional body like ABC, DAVP should have a cross-check made through RNI on a priority basis before accepting the circulation figures of such newspapers.

E—Advertisements on Political Considerations

2.43. The new advertising policy of the Government (November, 1977) provides, *inter alia*, that "the primary objective of Government

advertising is to secure the widest possible publicity coverage. Political affiliations will not be taken into account in placing Government advertisements.

***A balanced and equitable placing of advertisements, is aimed at Government advertisements are not intended to be a measure of financial assistance”.

2.44. The advertising policy in force prior the June, 1976 also provided that:—

“Like all press advertisements, Government advertisements are also meant to reach a particular class of people and fulfil certain basic objectives. Each of the Government campaigns has a specific purpose to perform. The Government advertisements are therefore not essentially or primarily a measure of financial assistance to newspapers.

Political affiliation of a newspaper is not taken into account in placing Government advertisements. Papers belonging to all political parties and supporting different shades of political opinion are used for Government advertisements.”

2.45. One of the new guidelines issued during the Emergency however, provided that “the papers/periodicals must support national policies and objectives.”

2.46. According to the White Paper on Misuse of Mass media during the Internal Emergency “after July, 1975, newspapers and periodicals were screened and classified as hostile or friendly and advertising became a matter of political patronage. This patronage was exercised by the Ministry as shown by a note recorded by the then DAVP late Shri N. Sethi on December 2, 1975. The relevant portions read as follows:—

“Government’s policy hitherto, which had been reiterated time and again in Parliament by successive Ministers, was that ‘political affiliation’ is not taken into account in placing Government advertisements.”

“DAVP has so far been excluding newspapers from the media lists on instructions from MIB or the Ministry. These instructions are mostly received orally. DAVP has not taken any action on its own to exclude newspapers from the media list.”

It further says that there were certain papers which were unduly favoured. On June 1, 1976 the DAVP recorded that:

"MIB has desired that rate increase demanded by the *National Herald* should be agreed to as it was reasonable. He also desired that advertisement release should be stepped up to *Navjivan*, Lucknow and *Quami Awaz*, Lucknow."

2.47. The White Paper has further pointed out that "a large number of papers were supported by advertisements in order to promote the "positive publicity campaign". PIB instructed the DAVP that newspapers should be used whose names would be recommended by the various offices even if they were not on the approved list. A Hindi paper called *Durandesh* which was said to be Progressive was given UPSC advertisements at higher than normal rates from 1975-76 onwards.

2.48. Instructions were given to DAVP by the Ministry to step up advertisements from March 1977 to the following newspapers:

Aljamiat, Urdu daily.

Savera, Urdu daily.

Dastani-watan, Urdu daily, and

Paigam, Urdu daily.

2.49. The Committee note that advertisements were withheld from a large number of newspapers/periodicals on political consideration during 1974-75, 1975-76 and 1976-77.

The White Paper has also pointed out that "in September, 1976, a decision was taken in the Ministry which meant to influence the private advertising firms into toeing Government line. It was decided that the possibility of the approved advertising agencies agreeing to stop advertisements to newspapers/journals delisted by DAVP should be 'tactfully' explored by the DAVP. In furtherance of this, the then Minister also took a meeting of private advertising agencies in January, 1977, at which meeting the representatives of the advertising agencies are stated to have agreed to abide by the Government's decision."

2.50. Summing up his findings on the question of patronage to newspapers, the Commission of Enquiry headed by Justice J. C. Shah observed in its first interim report that "Contrary to the policy enunciated by the Government on the floor of Parliament, political

considerations were taken into account while releasing advertisements. The Government during this period utilized its advertising policy as a source of financial assistance or denial of financial assistance to newspapers etc. in complete variance with the policy which it had enunciated on the floor of the Parliament. Newspapers and journals which were critical of the Government policies were denied advertisements whereas others... which were regarded as being supporters of Government policies were given advertisement beyond their legitimate due."

The Commission further observed that "the liberal grant of advertisements to the so-called friendly periodicals raised the total expenditure of DAVP advertisements on newspapers from Rs. 1,42,30,238 in 1974-75 to Rs. 2,20,68,897 in 1975-76 and to Rs. 2,79,45,942 in 1976-77. During the same period 89 newspapers and periodicals were denied advertisements mostly on political grounds for varying lengths of time."

Advertisements in Souvenirs

2.51. According to White Paper on Misuse of Mass Media during the Internal Emergency, "Souvenirs, particularly those of the ruling party were subscribed to at exorbitant rates by the DAVP. . . . As a result, the expenditure on souvenirs went up from Rs. 1.94 lakhs in 1974-75 to Rs. 5.48 lakhs in 1975-76 and Rs. 5.60 lakhs in 1976-77." It is however, noticed that the new advertising policy of the Government (November, 1977) provides that 'House magazines and souvenirs shall be excluded' for placing the Government advertisements.

2.52. The Committee note that the new advertising policy (November, 77) provides that political affiliations of newspapers/periodicals will not be taken into account in placing Government advertisements and Government advertisements will not be intended to be a measure of financial assistance. They find that the advertising policy in force prior to April, 1977, also contained similar provisions. But in spite of that, during the Emergency, as pointed out by the Shah Commission, "contrary to the policy enunciated by Government on the floor of the Parliament political considerations were taken into account while releasing advertisements" and that "the Government during this period utilized its advertising policy as a source of financial assistance or denial of financial assistance to newspapers etc."

2.53. The Committee cannot over emphasize the fact that, the primary objective of Government advertising should be to secure

the widest possible publicity coverage and the Government advertisements should not be released or denied on political or financial considerations. What is vital is that these norms should be scrupulously followed in letter and spirit in actual practice and newspapers etc., should be selected for release of Government advertisements only on merits and not for political patronage. In order to guard against any covert or overt attempt to deviate from these wholesome norms in future, the Committee would like, that if any newspaper/periodical is ever removed from the approved media list of DAVP on any ground, its name together with reasons for removing it from the list should be published in the Annual Report of the Ministry for the information of Parliament.

2.54. The Committee note that during the Emergency, newspapers were excluded from the media lists on "oral" instructions from the Minister of Information and Broadcasting or the Ministry. This should never happen. Having set up a professional body like DAVP and having laid down a comprehensive advertising policy for the guidance of the DAVP, the committee see no justification why the Ministry should pressurise the DAVP, and that too covertly, into favouring or punishing individual newspapers. The Committee strongly recommend that the Ministry should not issue 'oral' instructions to the DAVP in regard to matters falling within the latter's jurisdiction and DAVP should not act on such 'oral' instructions, if ever issued, unless these are confirmed in writing.

2.55. The Committee note that during the Emergency the DAVP released advertisements to souvenirs at exorbitant rates as a result of which expenditure on souvenirs went up from Rs. 1.94 lakhs in 1974-75 to Rs. 5.48 lakhs in 1975-76 and Rs. 5.60 lakhs in 1976-77. The new advertising policy, however, provides that 'House magazines and souvenirs shall be excluded' for placing Government advertisements. This is a step in the right direction and the committee hope that the DAVT will follow this guideline in letter and spirit while releasing advertisements.

F—Advertisements to Newspapers/periodicals which incite communal passions etc.

2.56. Another norm laid down in the present advertising policy is that 'advertisements will not be issued to newspapers and periodicals which incite communal passions or preach violence or offend socially accepted conventions of public decency and morals.'

2.57. This provision is similar to the following provision in the previous advertising policy:

“Advertisements are not issued, to such newspapers and periodicals as indulge in virulent propaganda inciting communal passions or preach violence, or offend socially accepted conventions of public decency and morals, thus undermining the basic national interests.”

2.58. The Committee were informed that the use of following 12 papers was barred for Government advertisement prior to Emergency on ground of scurrilous or obscene or communal writings:

1. Mother India, English Monthly, Bombay.
2. Kathal, Tamil Monthly, Madras.
3. Marathwada Times, Eng. | Marathi Weekly, Aurangabad.
4. Lokalok, Hindi Monthly, Delhi.
5. Mujahid, Gujarati, F.N. Surat.
6. Sobat, Marathi Weekly, Poona.
7. Marmik, Marathi Weekly, Bombay.
8. Shoor Shipai, Marathi Weekly, Bombay.
9. Masurashram Patrika, English Monthly, Bombay.
10. Hayat-e-Millat, Urdu Daily, Bombay.
11. Confidential Adviser, English Monthly, New Delhi.
12. Thaniniram, Malayalam Daily, Trivandrum.

2.59. According to the Ministry, the advertisements to the aforesaid 12 papers were suspended on the basis of assessment of their contents made by Government. It was found at that time that these newspapers were habitually indulging in scurrilous or obscene writings or were preaching communal views. The assessment used to be made by a scrutiny committee consisting of Principal Information Officer, DAVP and Joint Secretary concerned in the Ministry of Information and Broadcasting.

2.60. It has also been stated that in the case of the following 12 papers their applications for Government advertisements were rejected during the Emergency under this clause on political considerations:

1. Navachetha Sandesh, Hindi Weekly, Patna.
2. Uttarayam, Hindi Weekly, Haldwani.
3. Bihar Dak, Hindi Weekly, Patna.
4. Kalpant, Hindi Fortnightly, Delhi.

5. Bhabhak, Hindi Fortnightly, Ajmer.
6. Samastipur Samachar, Hindi Fortnightly, Samastipur.
7. Kodagh, Tamil Monthly, Nagarcoil.
8. Padaipu, Tamil Monthly, Madras.
9. Pratipakash, Hindi Weekly, New Delhi.
10. Deenbandhu, Marathi Weekly, Poona.
11. Sangoli, Tamil Fortnightly, Salem.
12. Assislar Thuraivan, Tamil Fortnightly, Madras.

2.61. Further, the use of the following 8 papers was discontinued under instructions of Ministry for their alleged obscene writing on 2nd August, 1976:

1. Jai Desh, Varanasi.
2. Alai Quai, Tamil Daily, Madras.
3. Sakal, Marathi Daily, Bombay/Poona.
4. Geetha, Malayalam Daily, Cochin.
5. Malai Nadu, Malayalam Weekly, Quillon.
6. Kerala Kanstayam, Malayalam, F.N., Kamaji/Gurby.
7. Shakthi, Kannada Daily, Coorg.
8. Street, Malayalam Monthly, Trivandrum.*

2.62. The Ministry have stated that Government had taken this decision during the Emergency on the ostensible ground of their indulging in obscene writings. After the Emergency, when the Government decided to revert to *status-quo-ante* it was found that these eight papers had actually been singled out for political reasons. Advertisements were resumed to them excepting 'Street' a Malayalam monthly which had ceased publication.

2.63. As regards the remaining 24 papers, the Committee were informed that following the lifting of the Emergency, DAVP called for media particulars from all the 24 papers. Of this, the following supplied their particulars:

- (1) Deenabandhu, Marathi Weekly, Poona.
- (2) Kalpant, Hindi Fortnightly, Delhi.
- (3) Samastipur Samachar, Hindi Fortnightly, Samastipur.

*Suspended for extra Territorial loyalties.

2.64. On examination of the particulars regarding circulation, regularity of publication and standards of production, it was found that these papers did not fulfil the minimum requirements under the advertising policy. They could not, therefore, be included in the DAVP's media list. Recently, the particulars had been received from Sobat, Marathi Weekly, Pune, and on examination it had been found that the particulars were in conformity with the requirements of the policy. It was proposed to be included in the DAVP's list. The remaining papers had not supplied their particulars.

2.65. As regards the machinery set up by DAVP to keep a watch on newspapers/periodicals inciting communal passions or preaching violence or offending socially accepted conventions etc. the Ministry stated that "before and during the Emergency the practice in DAVP was to make a reference to the State Government concerned whenever a newspaper applied for advertisements. When a report was received from the State Government about the contents, a further reference was made to the PIB if anything objectionable was found in the State Government's report concerning the paper. If the PIB report also confirmed that the writings were objectionable from the point of view of incitement of communal passions or writing of obscene or of scurrilous nature then DAVP brought the matter to the notice of the Government along with their own comments. In some cases the State Governments or the PIB on their own also made a reference to DAVP. The Ministry added that under the new advertising policy newspapers which apply for enlistment are required to send copies of their issues for a whole year. These are scrutinised to the extent possible. But in the past nine months since the new policy was laid down no case of newspaper that could be barred on the ground of incitement of communal passions or preaching violence or offending socially acceptable conventions of public decency or moral has come to the notice. It cannot, however, be ruled out that some newspapers may indulge in communal passions or offend socially acceptable conventions, public decency and moral. The machinery at DAVP's disposal for a continuous monitoring of newspapers from this point of view is practically nil. Some procedure has to be laid down under which DAVP would get information from PIB about the activities of newspapers which may be indulging in objectionable publications of a communal or obscene nature. The question is stated to be under examination and a procedure is proposed to be laid down in due course.

2.66. The new advertising policy lays down inter alia that advertisements will not be issued to newspapers and periodicals which incite communal passions or preach violence or offend socially accepted

conventions of public decency and morals. A similar provision was made in the advertising policy in force during the Emergency. The Committee note that during the Emergency on the ground of "alleged obscene writing" the use of eight newspapers for Government advertisements had been discontinued with effect from 2nd August, 1976 under instructions from the Ministry. After the Emergency, it was found that these eight newspapers had been singled out "for political reasons" and advertisements were thereafter resumed to them (excepting to one Malayalam monthly which had ceased publication then).

There are, however, no clear cut parameters laid down to evaluate the newspapers/periodicals from this angle. Besides, the machinery at DAVP's disposal for a continuous monitoring of the newspapers from this point of view is admittedly 'nil'. In order to avoid the possibility of misuse of this provision, the Committee suggest that the guidelines as to what constitutes objectionable matter of communal or obscene nature should be spelt out precisely in easily intelligible language not only for the benefit of the newspapers but also for the guidance of the official machinery which may be called upon to pronounce its opinion on such matters.

2.67. The PIB should be made responsible for furnishing information to DAVP about such newspapers etc. as are, prima facie, found to be indulging in objectionable writings of communal or obscene nature. On receipts of such information from PIB or State Governments or through its own sources, DAVP should place it before the Departmental body consisting of representatives of DAVP, RNI, PIB and Ministry, as recommended in para 2.10 for their considered opinion and take action in the light thereof.

2.68. The Committee also recommend that the paper which is denied advertisements on this ground should have the right of appeal to an independent body to be designated by the Government.

G—Weightage to Newspapers/periodicals

2.69. The Advertising Policy lays down that small, medium and big newspapers/periodicals shall be categorised as under:—

- (i) Small—upto 15,000 of circulation;
- (ii) Medium—Between 15,000 and 50,000 of circulation;
- (iii) Big—Above 50,000 of circulation.

2.70. It also provides that a balance and equitable placing of advertisements is aimed at Government advertisements are not intended to be a measure of financial assistance. In pursuance of broader social objectives of Government, however, weightage or consideration will be given to:—

- (a) Small and medium newspapers and periodicals.
- (b) Language newspapers and periodicals.
- (c) Specialised scientific and technical journals.
- (d) Papers and periodicals being published especially in backward remote or border areas.
- (e) Any other category which Government may, consider appropriate for special and bonafide reasons.

2.71. The 'broader social objectives' proposed to be achieved by giving weightage to the small, medium and language newspapers were stated to be 'to encourage the growth of healthy journalism which seeks to enlighten the people in all walks of life and the backward and remote areas.'

2.72. As regards the reasons for giving weightage to small, medium and language newspapers, the Ministry have stated that "besides the nationally accepted objective of helping the small entrepreneurs, it has to be noted that small, medium and Indian language papers are useful media in conveying the message (e.g. family welfare) to the intended audience."

2.73. As regards the nature of weightage given to these papers, the Ministry have stated that a built-in-weightage in the rate structure has been provided for small and medium newspapers/periodicals and language newspapers periodicals. As regards specialised scientific and technical journal and papers and periodicals published especially in backward remote and border areas, they are shown consideration in the form of relaxation of norms for inclusion in the media list. Consideration is also shown in release of advertisements to all these categories keeping in view the publicity requirements.

Weightage to Small and Medium Newspapers

2.74. The following statement shows the expenditure incurred by DAVP on Advertisements in Small, Medium and Big Newspapers/Periodicals during the years 1972-73 to 1976-77.

Year	Small		Medium		Big	
	Expenditure	%age to the total expenditure	Expenditure	%age of the total expenditure	Expenditure	%age to the total expenditure
	Rs.		Rs.		Rs.	
1972-73	52,19,903	27.11	44,95,003	23.35	95,38,025	49.54
1973-74	37,26,479	24.40	40,00,980	26.19	75,46,483	49.41
1974-75	36,41,819	25.59	37,78,615	26.56	68,00,804	47.85
1975-76	70,96,877	32.16	63,24,676	28.66	86,47,244	50.18
1976-77	87,16,611	36.96	57,21,931	24.26	91,48,080	58.78

2.75. The Fact Finding Committee on Newspapers Economics (1975) observed in their report that "if Government advertisement are placed in a small paper simply because it is small or if a system of rotation is used in regard to papers, the Government does not get full value for their outlay it makes on advertisement. If the distribution of Government advertisements is used as an instrument of offering aid to small papers, the quantum of aid for any paper is small and the real purpose of advertisements is lost." The Fact Finding Committee felt that "The policy of Government regarding allocation of, and payment for, official advertisements should be re-examined and that Government aid to newspapers should be more direct than the indirect subsidy through ineffective advertisement outlay."

2.76. In several memoranda received by the Committee, different views were expressed in regard to weightage to small and medium newspapers. In a memorandum received from one of the language newspapers it was stated that "language newspapers of small and medium circulation categories should be given preference in allocating space. They reach the masses of the people and their per copy readership is generally larger than the highbrow readership of English papers".

2.77. An association of language newspapers also stated that:—

“The Association is of the view that weightage be given. In the year 1975-76 the share of small newspapers in display advertisements was 39.60 per cent while they accounted 46.1 per cent of the total circulation. The share of medium newspapers in display advertisement was 24.17 per cent while they accounted 19.1 per cent of the total circulation. The share of big newspapers in display advertisement was 36.23 per cent while they accounted 34.8 per cent of the total circulation. It is evident from this that due weightage has not been given to small and medium newspapers. The Association feels that DAVP should rectify the percentages of expenditure on display advertisements.”

2.78. In several other memoranda received by the Committee, it has been pointed out that the policy of giving weightage to small and medium newspapers in the release of advertisement is not correct.

In one of the memoranda it had been stated—

“In one area—advertising—what has been called broader social objectives of Government have been forcibly married to what is very strictly a commercial operation. This is an incompatible alliance and I feel that a substantial proportion of Government funds for advertising is going to waste.”

2.79. Another memorandum from one of the advertising agencies association stated that—

“The notion that small papers should be or can be sustained by doles of advertising money is also not shared by most agency people.

Small papers have a very definite role to play, and we believe they should be given encouragement of lasting value—by means of loans for technical inputs, consultancy service on better management and improvement of editorial skills and so on.”

2.80. In his evidence before the Committee, one of the journalists stated—

“I believe that any assistance or any social objective if it is to be achieved, should be done more directly and more openly rather than through advertising. It should be through

other means, either direct subsidy or better facilities for financing themselves and things like that. I do not mean to say that the small newspapers should not get advertisement. There are a number of rural newspapers which do not get any advertisement through DAVP inspite of protestations. But advertisement should not be used as a sort of subsidy direct or indirect."

2.81. The witness was also of the view that the figures furnished by Government in regard to advertisements given to small, medium and language newspapers did not give the real picture. In the name of encouraging small newspaper a lot of money had been pumped into small newspapers but not to all small newspapers. Most often some newspapers, which were published by people who had political influence got advertisements.

2.82. In a memorandum to the Committee, a premier Society of Newspaper which claims to represent 'all newspapers—large, medium and small', stated:

"It is the considered view of the Society that advertising policy is not an appropriate vehicle to channel assistance to small and medium newspapers. To categorise newspapers into small, medium and large for the purpose of DAVP, the government is clearly wanting the role of supporting or not supporting certain sections of the Press. Needless to say, that this is contrary to both the letter and spirit of objectivity and the concept of the Freedom of the Press which is enshrined in our constitution. No small newspaper worth the name would like to remain small indefinitely, but the whole thrust of government policy today, including the policy pursued in respect of advertisements, gives a small publication a reason to remain small indefinitely. The same is true, *mutatis mutandis*, of specialised professional journals. Once the policy suggested above is implemented, this question will not arise as advertising will be treated purely on a professional basis. Those releasing advertisements will be more conscious of the value they received for their money. This would not result in small and medium newspapers being unfairly deprived of advertising. With the economic policy of the new government emphasising rural and small-scale enterprise, there will be an increasing shift in advertising reaching the small towns and rural areas where small and medium newspapers will play a vital role.

In other words, it is not desirable that the government should find ways to help the small and medium newspapers under the garb of DAVP support. Its intention may be laudable but the practical results will be very undesirable. If one Government starts under this pretext to support small and medium newspapers, the other can very easily penalise them on the ground that they are not fulfilling the requirements of the Government. Therefore, the entire approach has to change. If the Government wants to encourage small and medium newspapers, some other method should be adopted. But utilising DAVP for this purpose is not proper. It may be termed as 'unconstitutional' also because it discriminates between various classes of newspapers."

2.83. During evidence before the Committee, the representative of the Society stated:—

"It is nobody's case that smaller newspapers do not need assistance. They do; that assistance can come in different directions. It is already there in the shape of giving them cheaper newsprint. By dishing out advertisements an unnecessary dimension has been given and it has made it possible for the kind of aberrations that we had; they are documented in the White Paper recently published."

2.84. In this connection, the Ministry stated that apart from the consideration in the matter of release of advertisements to small and medium newspapers, a number of facilities are being provided to these newspapers in the matter of newsprint allocation and Press Information Bureau's Services (Appendix III). Besides a proposal to offer financial help to small and medium newspapers on easier terms is under consideration.

2.85. The representative of the Ministry also admitted during evidence that to provide other facilities to small newspapers was another method of encouraging the growth of smaller newspapers. He added "I will quite candidly say it has tremendous merit."

2.86. The Advertising Policy of Government provides that "the primary objective of Government advertising is to secure the widest possible publicity coverage. . . . The Government advertisements are not intended to be a measure of financial assistance." After making this general statement, the Advertisement Policy also lays down that "in pursuance of broader social objectives of Government, however,

weightage or consideration will be given" to small, medium, language, specialised, technical papers or papers being published specially in backward, remote or border areas. There is an obvious ambivalence in the Advertisement Policy of the Government inasmuch as the idea of "weightage or consideration" does not seem to harmonise with the primary objective of Government's advertisement which is stated to be "to secure the widest possible publicity coverage" and that Government's advertisement "are not intended to be a measure of financial assistance."

According to the Policy the "weightage or consideration" is sought to be given "in pursuance of broader social objectives of Government." Elaborating the "broader social objectives of Government," the Ministry have stated that the objectives are "to encourage the growth of healthy journalism which seeks to enlighten the people in all walks of life and the backward and remote areas." The Committee feel that this is too vague a description of "broad social objectives" as it does not indicate any relationship between 'growth of healthy journalism' and release of Government advertisements.

2.87. The Committee note that the Advertising Policy has specified the relaxations which are to be shown to small and language papers in the matter of release of Government advertisements. The minimum qualifying circulation figure in the case of certain small and language newspapers has been fixed at a much lower level than that for other papers and concessions have also been given in production standards to certain papers. The Committee note that besides giving the relaxations outlined in the Policy itself, a "built-in-weightage in the rate structure" has been provided to small, medium and language newspapers etc. While the Advertising Policy has recommended weightage or consideration to such papers in general terms, it has not indicated the exact nature and extent of weightage or consideration that should be given to them. Whether weightage should be in selection of newspapers for release of Government advertisement, or in the allocation of advertisement space or in the matter of rates is left to be determined by DAVP or the officers of the Ministry in their discretion. This, in the opinion of the Committee, is not advisable as such an unregulated discretion can lead to misuse and may not serve the underlying object.

2.88. In the light of what has been stated above the Committee feel that the Advertising Policy of the Government leaves many loopholes and contains ambiguous and conflicting statements. They recommend that the Policy should be spelt out in comprehensive and

clear terms and the nature, extent and range of weightage laid down in precise language so as to guard against the possibility of any mis-interpretation or distortion at implementation stage.

2.89. The Committee note that while there is general appreciation of the need to encourage small and medium newspapers, opinion is divided on the method of encouraging and assisting them. A section supports weightage in allocation of space for language newspapers of small and medium circulation as, "they reach the masses of the people and their per copy readership is generally larger than the high-brow readership of English papers". Another section feels that "advertising policy is not an appropriate vehicle to channelise assistance to small and medium newspapers." Instead of giving them subsidy direct or indirect" through Government advertisements, it has been suggested that small papers should be given "encouragement of lasting value by means of loans for technical inputs, consultancy services on better management and improvement of editorial skills and so on."

2.90. The Committee feel that, as the primary objective of Government advertising is to secure "the widest possible publicity coverage" and not to render "financial assistance to newspapers", selection of newspapers etc. for publication of Government advertisements should be made with the aforesaid objective of securing the widest possible publicity coverage" and not for any other consideration. Where the underlying objective of achieving widest publicity for Government campaigns or other advertisements can be achieved through newspapers of any of the three categories, (small, medium or big), consideration should be given to small and medium newspapers.

2.91. The Committee are of the opinion that small and medium newspapers, particularly language newspapers, have an important role to play and are the most effective media of publicity for certain types of Government campaigns (like family welfare, fertilisers) etc. But the selection of small and medium newspapers should be made on their suitability and capacity to carry the message to the target audiences and not simply because they are small or medium, otherwise the real purpose of advertisement will be lost and the Government advertisement would become an instrument of financial assistance in the hands of officers of DAVP which is liable to be misused.

2.92. The Committee are glad to note that a number of facilities are being provided in the matter of newsprint allocation and Press

Information Bureau's services (Appendix III) and a proposal to offer financial help to small and medium newspapers on easier terms is stated to be under consideration. The Committee would like the Government to study the difficulties of small and medium newspapers, particularly those relating to printing machinery, skilled personnel, newsprint, credit needs and PIB Services, and give them encouragement and assistance of lasting value in resolving these difficulties with a view to strengthening their competitiveness and facilitating their growth from small to medium and medium to large category and enabling them to stand on their own feet in due course.

The Committee would suggest that a finance corporation be set up for meeting the credit needs of small newspapers. The nationalised banks may also be advised to help the small newspapers in meeting their short and long term financial needs.

H—Weightage to other Categories

2.93. According to one of the provisions in the new Advertising Policy "weightage or consideration will be given to any other category of papers which Government may consider appropriate for special and bonafide reasons." The Committee enquired whether this clause did not give wide discretionary powers to the officers concerned to show favours to some papers. The representative of the Ministry stated during evidence that "there is always a saving clause which is not for malafide reasons. The weightage or consideration has been provided for any other "category of papers" and not for any individual paper. There can possibly be a situation where a category or class of papers needs consideration. However, they had not used this provision at all so far."

2.94. The Committee are not satisfied with the arguments advanced by the Ministry for assuming powers under the Advertising Policy to give weightage or consideration to any other category of papers which Government may consider appropriate for special and bonafide reasons." Needless to say, such wide discretionary powers in the hands of officers are liable to be misused to show favours to newspapers in the matter of release of Government advertisements and grant of higher rates. The Committee suggest that the Advertising Policy should clearly specify all the categories of newspapers/periodicals to whom weightage is intended to be given and should not leave any scope for misuse of power of grant of weightage which is inherent in the aforesaid provision of the Policy.

I—Advertisements to Language Newspapers

The following statement shows the quantum and amount of advertisements issued to newspapers/periodicals in different languages during the period 1976-77

	Classified										Total			
	No. of papers	Ins.	Space Col. X cm	Amount Rs.	No. of papers	Ins.	Space Col. X cm	Amount Rs.	Ins.	Space (col. X cm)	Amount Rs.	%		
1. English	143	19,196	4,11,863	47,59,986	396	7,123	4,94,244	39,08,132	26,259	27.81	8,68,107	19.68	86,72,118	36.76
2. Hindi	237	19,483	4,48,441	27,86,659	744	11,144	8,15,025	31,44,719	94,397	26.04	12,62,466	28.71	59,91,378	29.14
3. Urdu	83	7,076	2,51,949	7,21,449	420	8,816	6,34,650	16,54,121	15,892	16.82	9,06,599	20.60	21,75,370	9.22
4. Punjabi	19	1,541	45,457	1,85,340	94	1,672	1,19,371	3,71,370	3,213	3.40	1,64,828	3.75	55,6710	2.36
5. Sindhi	3	199	7,851	33,701	9	249	13,751	47,517	448	0.47	21,582	0.49	81,218	0.34
6. Bengali	22	2,033	55,618	7,48,714	149	1,779	1,80,354	5,62,755	3,812	4.04	1,85,987	4.23	12,91,469	5.48
7. Assamese	10	490	10,150	37,504	17	327	23,731	69,292	817	0.87	32,881	0.75	1,06,796	0.45
8. Oriya	6	610	20,383	38,925	14	348	24,233	94,722	958	1.01	44,618	1.01	1,89,647	0.76
9. Marathi	57	3,255	98,127	4,73,234	141	1,794	1,30,631	4,10,478	5,019	5.31	2,29,738	5.22	8,86,712	3.75
10. Gujarati	34	2,435	397,317	5,89,031	106	1,233	89,775	3,36,943	3,688	3.88	1,87,092	4.25	9,23,974	3.92
11. Tamil	23	1,796	55,016	2,69,321	85	966	65,785	2,19,414	2,782	2.92	1,28,861	2.75	4,88,535	2.07
12. Telugu	15	1,174	40,427	2,24,329	63	934	71,609	2,45,426	3,108	3.23	1,12,036	2.53	4,59,755	1.99
13. Malayalam	22	1,429	66,231	8,41,854	69	965	69,514	4,56,523	5,164	2.61	2,29,276	3.09	12,09,395	5.31
14. Kannada	51	1,611	49,681	241,729	64	959	67,398	2,43,240	3,120	2.82	1,28,861	2.82	4,86,177	2.05
15. Mizo & Khasi	11	104	1,779	5,110	8	95	814	2,24,329	1,99	0.02	9,022	0.17	26,699	0.09
16. Konkani	1	2	32	46	4	46	3,716	1,12,125	48	0.05	3,716	0.09	6,444	0.03
17. Sanskrit	5	6	34	872	6	82	5,726	1,12,125	88	0.09	6,072	0.14	13,425	0.06
Total	722	53,940	16,55,643	1,19,89,604	2,399	38,552	27,44,287	1,15,97,018	94,472	101.00	43,59,930	101.00	2,55,11,622	100.00

2.96. It will be seen from the above statement that the newspapers/periodicals in English language got more than one third of the amount of advertisement.

2.97. In this connection, an association of language newspapers represented to the Committee that "according to the 'Press in India 1976', out of the total circulation of 3,38,22,000 copies, the English language newspapers/periodicals claim a circulation of 79,38,000 i.e., 23.5 per cent. The Indian languages newspapers/periodicals enjoy 76.5 per cent of the total circulation and that the DAVP should keep in mind that ever increasing circulation of language newspapers' periodicals and see that at least 76.5 per cent of the allocation in value is spent on Indian language newspapers/periodicals."

2.98. One of the non-official witnesses, however, stated before the Committee that "I would not suggest any pre-determined ratio... If you merely fix a rates that would be too rigid. On the other hand if you take into account the people sought to be reached, the choice would be in favour of the language newspapers, smaller and the medium one. For example I have seen full or half page advertisements in the top class English papers about agricultural insecticides or about irrigation pumps. A full page advertisement in a large metropolitan paper costs a fantastic amount of money. Such advertisements were merely a waste."

2.99. The Committee were informed by the Ministry that in so far as newspapers/periodicals on the media list of DAVP were concerned, the circulation of English newspapers was 49,74,845 which meant a percentage of 20.98. The circulation of language newspapers on the other hand was 187,36,715 which meant a percentage of 79.02. In terms of number of papers used, the percentage of English and language newspapers was 16.5 : 83.5. In terms of percentage of space utilisation, the English Press got 19.68 per cent space and language newspapers 80.32 per cent. In terms of amount, there was, of course, a slight increase and the percentage was 36.76 for English and 63.24 for language newspapers.

2.100. The Ministry have given the following reasons for English newspapers getting more share of advertisements:

- (i) English newspapers are located in urban and metropolitan areas with wider circulation which help in catering to special targeted audience for classified advertisements like tenders, recruitment etc. which account for 70 per cent of DAVP's total insertions;
- (ii) small and medium newspapers which are mostly in languages are located in rural and mofussil places to which normally the advertisements relating to mass campaigns are released;

- (iii) the rates of English newspapers are comparatively much higher than the rates of language newspapers;
- (iv) most of these language newspapers in circulation do not qualify for Government advertisements though taken together their circulation is quite substantial.

2.101. The Estimates Committee in their 158th Report (March 1962) had suggested that in order to allay any misgivings on the part of the public or the press about distribution of advertisements, the Ministry might include details regarding the number of papers used for advertising, the space consumed and the expenditure incurred (language-wise) for classified and display advertisements separately in its Annual Report. The Committee pointed out that this recommendation was accepted by Government, but the required information was not being given in the Annual Report of the Ministry. The representative of the Ministry admitted during evidence that language-wise break-up was not being given in the Annual Report and stated 'we have made a note of it'.

2.102. The Committee note that the amount of expenditure on advertisements issued to English newspapers was higher than that on advertisements published in any other language group of papers and accounted for more than one third of the total advertisements outlay (36.76 per cent) of the DAVP during 1976-77. Even the number of "Insertions" in English newspapers was more (27.81 per cent) than that in any other language group of papers. Explaining the reasons for the English newspapers getting more share of advertisements in terms of money and insertions, the Ministry have stated that, this is due, among other things, to more classified advertisements like tender notices, recruitment notices, being published in the English newspapers because of their wide circulation in metropolitan and urban areas and higher rates. The Committee are informed by an unofficial expert in newspapers economics that full or half page advertisements on agricultural insecticides and irrigation purposes had been published in top class English newspapers and such insertions according to him were "merely a waste". This is borne out by the case study made by the Committee (para 2.109-2.110) in regard to the issue of an advertisement on "use of fertilisers".

2.103. The Committee strongly feel that bias in favour of English newspapers, just because they have wider circulation in metropolitan areas, should cease and advertisements which are not intended or useful for English readership should not be published in English newspapers. Recognising the growing importance of Indian languages, it will be in the fitness of things if the language newspapers get their due share of Government's advertisements as a matter of course. The Committee recommend that clear guide-

lines should be laid down in regard to the types of advertisements which should be issued to English newspapers and those which should go to language newspapers.

2.104. As far back as 1962 the Estimates Committee in their 158th Report had suggested that, in order to allay any misgivings on the part of the public or the Press about distribution of advertisements, the Ministry might include details regarding the number of papers used for advertising, the space consumed and the expenditure incurred (language-wise) for classified and display advertisements separately in their Annual Report. The Committee are unhappy to note that although the recommendation was accepted by Government, the required information is not being shown in the Annual Report of the Ministry. The Committee desire that the reasons for not implementing the accepted recommendation should be investigated and necessary steps taken to include this information in the Annual Reports of the Ministry regularly in the future.

J—Release of Advertisements

2.105. The advertising policy provides that in selecting newspapers for placing advertisements, the following considerations will be taken into account within the funds available:

(a) To aim at coverage of readers from different walks of life particularly in the case of national campaigns.

(b) To reach specific sections of people depending upon the message of advertisements.

2.106. Non-officials witnesses who appeared before the Committee expressed the view that each message was addressed to certain audience and that audience had to be identified. The media list for any advertisement had to be chosen keeping in view the target readership. One of the non-officials stated before the Committee:

"We cannot have criteria which can be applied uniformly for all types of advertisements. The broad criteria would be the profile of the audience whom you want to reach, whether you want to reach the people in the rural area, or you want to reach the people in the metropolitan areas, the agriculturists or the businessmen, the highly educated or the not-so-well-educated. These are, broadly the criteria that have to be used. Even in the commercial world, they first ask the advertiser whom they want to reach. Similarly, Government should ask itself as to what is the audience they want to reach. Then they can select a set of newspapers which can deliver this message to that particular audience. That should be the criterion."

2.107. In regard to the procedure of selection of newspapers for the release of advertisements, the representative of the Ministry stated during evidence:

"There are two types of advertisements. One is "classified" which includes advertisements of the type of tender notices, recruitment notices, auction, accommodation wanted and the like and the other category is "display" advertisements like family welfare, untouchability, national integration prohibition, national saving, income tax and other development kind of activities of different departments. The selection of papers is done keeping in view the target audience and the availability of fund. Papers, according to periodicity, language and size, are taken into consideration and there is a system of rotating advertisements in various campaigns type of advertisements. For each individual campaign, specific media lists are prepared."

2.108. It was, however, noticed from the information given by the Ministry that there were no guidelines laid down either by the Ministry or the DAVP in regard to the selection of newspapers/periodicals for the release of various types of advertisements. The Director of Advertisements & Visual Publicity stated during evidence:

"We have guidance also from the client, the Ministries tell us when to release advertisement. They tell us that they have a particular audience in mind. They provide some basic guidance—the target groups that they have in mind. Government wants to avoid discrimination. Where in each case money is available to cover all the language papers it is rotated. All the States are taken into consideration. But if funds are limited then naturally the target area will also be reduced."

2.109. It was noticed that one of the advertisement relating to "use of fertilisers" was released by DAVP to 35 papers; the language-wise and area-wise break up of these papers and the expenditure incurred thereon was as follows:

Language-wise break-up	No of papers used	Expenditure incurred Rs.
1	2	3
English	12	16,750
Hindi	10	11,060
Bengali	2	3,080
Malayalam	1	2,600
Telugu	3	1,600

1	2	3
Marathi	1	1,500
Kannada	2	1,360
Punjabi	2	1,100
Urdu	2	1,000
TOTAL	35	40,000

Area-wise break-up	No. of papers used	Rs.
Metropolitan	10	28,600 (71.5%)
Metrosail	24	500 (28.5%)
Rural	1	10,9900 —
	35	40,000

2.110. On being asked to state the reasons for selecting 12 English papers for this advertisement and whether these English knowing people living in urban areas were interested in fertilizers. The representative of the Ministry stated during evidence "this is a very valid argument. All this is based on the discussion with the client Ministry." When the Committee pointed out that the DAVP was an expert organisation dealing with the subject and it should not take orders from the advertisers (Ministries) in such matters the representative of the Ministry stated "that is true, that is how it should be considered."

Readership Survey

2.111. In order to ensure that the media list for any advertisement is drawn up on a scientific basis, the Estimates Committee had suggested as early as 1961-62, in their 158th Report that 'readership survey should be arranged to be carried out by the Directorate of Advertising and Visual Publicity'.

2.112. The recommendations was accepted by Government and they stated that "it has been decided that the DAVP, whenever considered necessary, should undertake surveys for publicising a particular scheme or conducting publicity campaigns."

2.113. The Public Accounts Committee also referred to the absence of any meaningful and comprehensive readership survey in paragraph 1.54 of their 173rd Report (1974-75) and recommended that "it is imperative that Government should have a suitable machinery to critically and scientifically appraise the type of readership covered by papers so that advertisements could be so placed to get the best return for the outlay."

2.114. Accepting the recommendation of the Public Accounts Committee, Government had stated:—

“There is no denying the fact that a comprehensive report on the Indian Press giving profile of the readership of various newspapers, periodicals, etc. could be useful data for drawing out media lists on scientific basis. This, however, is a stupendous project. The Ministry has a Directorate of Evaluation for feedback studies. We have also adequate expertise located in the Indian Institute of Mass Communication for such studies. The recommendation of the Committee is accepted in principle and a survey will be made.”

2.115. From the information furnished by the Ministry the Committee find that no readership survey on a country-wise basis has been attempted so far. In the private sector, the Operational Research Group at Baroda had conducted a survey but this covered only a section of the Press and in any case it has become out dated now. A fresh Survey is stated to be in the offing. It was sponsored by some newspapers and the Advertising Agencies Association of India but this also has a limited scope because it has been organised purely from the point of view of sale of products by and large in urban centres. The Ministry have, however, stated that in pursuance of the recommendation of the Public Accounts Committee the Indian Institute of Mass Communication “is separately conducting readership surveys in Himachal Pradesh, Harayana, Punjab and Kerala.” Its report was expected to be come available by the end of 1978.

2.116. The main objectives of this survey are stated to be:

- (i) to study comprehensively the profile of readership of various dailies and periodicals to help DAVP in drawing its media lists on a scientific basis.
- (ii) To identify readership characteristics in terms of frequency of exposure, periodicity, extent of exposure per copy/issue both for language and national press.
- (iii) To study whether the advertisements issued by DAVP reach the desired readers and if it is not so, how the exposure of DAVP advertisements to the target readers could be improved.
- (iv) To study the effective reach of small, medium and big newspapers for specific national campaigns taken up by DAVP from time to time.
- (v) To guage the exposure of respondents to different media in addition to the press medium.

- (vi) To study the profile of the channel (dailies and periodicals) by collection and analysis of mechanical data such as ownership/non-ownership of printing press, type of paper used, distribution channels, advertisement policy, rates etc.

2.117. In reply to an enquiry whether Indian Institute of Mass Communication proposed to extend the survey to other states, it was stated that at the moment they had no plans to take up any other study.

2.118. The Advertising Policy provides that in selecting newspapers in placing advertisements, one of the considerations should be to reach the specific sections of the people, depending upon the message of advertisement. It has been brought to the notice of the committee that in a number of cases, selection of newspapers for release of Government's advertisements had not been made in accordance with the aforesaid basic consideration. The advertisement relating to "use of fertilizers", which one would expect to be published in papers having rural readership was strangely enough published in as many as 12 English newspapers (out of 35 newspapers used for this campaign) and over 70 per cent of the expenditure on this advertisement was on papers from metropolitan towns. This clearly shows that the system of selection of newspapers for release of Government's advertisements by DAVP leaves much to be desired.

2.119. The Committee note that there are no guidelines laid down either by the Ministry or by DAVP in regard to selection of newspapers for the various types of Government's advertisements. The Committee would like that comprehensive guidelines should be laid down by DAVP for the benefit of its officers so that they do not select newspapers for release of Government's advertisements on an ad hoc basis or at random but do so, as specified in the advertising policy, in a systematic manner to reach the target audience.

2.120. The Committee regret to note that even though they had made a recommendation as far back as in 1962, in their 158th Report, that readership survey of newspapers used for Government's advertisements should be arranged to be carried out by DAVP, no such survey has been carried out so far. It is only recently that a readership survey has been entrusted to the Indian Institute of Mass Communication which is carrying out a sample survey in the States of Himachal Pradesh, Haryana, Punjab and Kerala only. Its report was expected to be received by the end of 1978. The Committee are of the view that no advertising agency, much less than DAVP, can do justice to the task of selecting newspapers for any publicity campaign on behalf of its clients without having full knowledge

about the reach and class of readership of the newspapers on the media list. The Committee hope that, in the interest of planning better and more systematic publicity campaigns, DAVP will make full use of the results of readership survey being carried out by the aforesaid Institute in drawing up the media list for release of Government advertisements. They would also like that after the report of survey being made in the States of Himachal Pradesh, Haryana, Punjab and Kerala is received and evaluated, the Ministry should have similar surveys made in other States also. The Committee hope that the readership surveys will be scientific and comprehensive and Government would give the Institute adequate support.

2.121. The Committee are informed that the selection of newspapers for the release of advertisement on "use of fertilisers" was based on the discussion held with the client Ministry. In the opinion of the Committee DAVP being an expert and professional organisation in this field, it should not take orders in this matter from the client Ministries/Departments who may not have adequate knowledge about the reach or readership of various newspapers. The client Ministries should be asked to indicate the target audience or areas whom they would like their advertisements to reach. The actual selection of newspapers for each advertisement should be made by DAVP in the light of target audience and areas indicated by the advertisers and in doing so it should be guided solely by its own professional skill and experience and seek to get the widest publicity within the allotted funds and the best value for the public money.

H—UPSC Advertisements

Budget Provisions

2.122. A large position of DAVP advertisements consists of UPSC advertisements. As mentioned in the minutes of the meeting held on 30th June, 1977 with Chairman, UPSC regarding Media List for UPSC advertisements, the budget provisions for UPSC advertisements for the year 1977-78 was Rs. 55 lakhs. The Ministry was of the view that if the existing media list of UPSC advertisements is maintained the expenditure might go up from Rs. 55 lakhs to Rs. 75 lakhs.

Media List

2.123. The language-wise break-up of the newspapers on the media list for UPSC advertisements besides employment news is

stated to be as follows:—

Language	No. of papers on media list
English	30
Hindi	29
Urdu	26
Gujarati	9
Marathi	7
Malayalam	6
Bengali	4
Punjabi	4
Kannada	4
Tamil	4
Telugu	3
Oriya	3
Sindhi	2
Assamese	2
Manipuri	1
TOTAL	134

2.124. As regards the criteria for release of UPSC advertisements it is seen from the Minutes of the meeting held on 7th June, 1978 that the Joint Secretary, Ministry of Information and Broadcasting informed Chairman, UPSC that "by and large the Ministry of Information and Broadcasting are following the advertisement policy approved by the Government of India. However, he agreed that special consideration is given to the recommendations of the Commission because of its Constitutional status and functions regarding coverage of UPSC advertisements in special areas/languages." The Chairman, UPSC also observed in that meeting that 'if and when any changes are required to be done (in the UPSC media list) they should be done after consultation with the Commission.'

2.125. It was also decided in the same meeting that "as regards UPSC advertisements in the Employment News... a condensed version may be given. The condensed version should be prepared with the help of DAVP experts.

2.126. It is also seen from a letter dated 4th March, 1978 from the Secretary UPSC to the Director, DAVP that the UPSC had been suggesting the names of individual newspapers for inclusion in the UPSC media list. The letter mentioned above stated in this connection as follows:—

"We find that Paigame Nehru, Quomi Tarana and Taoos, the three Urdu Dailies from Patna which were agreed for inclusion in the media list for UPSC advertisements in

the meeting held on 20th January, 1978 have been excluded from the List while 'Hamara Nara and Sathi' the two Urdu dailies from Patna have been included. We do not know the circumstances in which this deviation has been made. We would like to be enlightened about it."

2.127. It came to the notice of the Committee that a UPSC advertisement in English script for some All India Services had appeared in a language newspaper of Delhi. As to the reasons for publishing advertisement in English script in a language paper, the Committee were informed that the UPSC did not want the English version to be translated into other regional languages. A Hindi translation is, however, supplied by the Commission itself which is being released to Hindi papers for the last several years.

2.128. Asked about the rationale for releasing advertisement in English script in a language paper in a metropolitan town like Delhi, the representative of the Ministry stated during evidence:

"In the case of UPSC advertisement if I may say so, there is an element of trying to extend the advertisement to as large number of papers as possible... That advertisement even in English would serve their purpose. An element of treating, nursing and helping the smaller newspapers, is very much there for UPSC advertisements also. Large chunk of advertisement comes from UPSC."

2.129. The Committee find that UPSC advertisements are published in 134 newspapers/periodicals of various languages in the country. They also find that the UPSC advertisements are likely to cost Rs. 75 lakhs to the exchequer in the current year (1978-79) which means an average expenditure of Rs. 1½ lakhs on each advertisement every week. The Committee were informed by the representative of the Ministry during evidence that in the case of UPSC advertisements "there is an element of trying to extend advertisements to as large number of papers as possible" and that "an element of treating, nursing and helping the smaller newspapers is very much there" in the case of these advertisements. From this the Committee cannot but conclude that the expenditure on UPSC advertisements is so high because UPSC advertisements, are being published to nurse and help smaller newspapers even though it may not be necessary to do so on merits. This, the Committee feel, is contrary to the advertising policy of Government which lays down that "Government advertisements are not intended to be a measure of financial assistance". In the opinion of the Committee, the expenditure on UPSC advertisements which is rather high, can be greatly reduced without affecting the range of publicity

if the selection of newspapers is made on merits and with the aim of covering all areas and all languages groups, while at the same time keeping in mind the need to avoid over-publicity in any language or area. They would like that the Government should review the media list for UPSC advertisements from this angle and reduce the number of newspapers on the list to the minimum required to carry the advertisements in all parts of the country.

2.130. The Committee would like the Government to examine whether the purpose of giving adequate publicity to UPSC advertisements cannot be achieved economically and effectively as follows:—

- (1) Detailed versions of UPSC advertisements may be published only in Employment News (English) and its language editions. For this purpose the Employment News should be published in various regional languages and given wide publicity.
- (2) In other newspapers on the media list (as revised and reduced in the light of the Committee's recommendations in the preceding para), only an outline of each advertisement, which may contain names, number and pay scales of posts advertised, may be published alongwith a reference to the issue of the Employment News in which full details of posts appear.

2.131. The Committee are informed that whereas, by and large the Ministry are following the advertisement policy approved by Government of India in regard to publication of Government's advertisements, "special consideration" is given to the recommendation of the UPSC because of its constitutional status and functions regarding coverage of UPSC advertisements in special areas/languages. According to the procedure settled by UPSC, it is seen that if and when any changes are required to be made in the media list for UPSC advertisements, these are to be made by DAVP after consultation with the Commission. The Committee find that the UPSC has been recommending names of individual newspapers for inclusion in the media list for its advertisements. From its letter dated 4 March, 1978, addressed by Secretary, UPSC to Director, Advertising and Visual Publicity, it appears, that, at the meeting held with DAVP on 20 January, 1978, the Commission, desired three Urdu dailies from Patna to be included in the media list for UPSC advertisements. The Committee find that these three papers do not find a place even in the main media list drawn up by DAVP in accordance with norms laid down in Advertising Policy. The Commission had asked the DAVP to indicate the circumstances in which these three papers were not included in the media list for UPSC advertisements. The Committee feel that it

will be in the fitness of things if instead of suggesting names of individual newspapers for inclusion in the media list, which course is fraught with the risk of including even such papers in the media list as may not even qualify for inclusion in the general media list of DAVP (as is borne out by the aforesaid example) the UPSC identifies the areas which in its opinion are not covered adequately by the existing media list and thereafter leaves it to the professional expertise of DAVP to suggest suitable newspapers for inclusion in the list. This will be in consonance with the procedure suggested by the Committee for selection of newspapers for any campaign or advertisement by DAVP on behalf of other Ministries and Departments (Para 2.121).

L—Social Purpose Advertisements

2.132. It has been suggested to the Committee that in the case of 'social purpose' advertisements, newspapers may be required to give a certain percentage of advertisements space free of charge.

2.133. Giving his views in this regard, a journalist of long standing stated in evidence before the Committee:

"I will go along with it. This actually happens in every case, may not be in an organised fashion, but *ad hoc* it has been happening. Advertisements of general public interest are done free to the Government by the newspapers. I do not see why it should not be done. It has been done in other countries; it is continuously done. Anything of public interest, we will give advertisements free. There are newspaper associations and societies which decide on the business aspects of the newspaper. They could be asked, and I am sure they would cooperate in any effort like this."

2.134. Replying to the question whether there should be any percentage fixed for it, he added:

"It should be *ad hoc*. During the times of war or emergency, not the emergency we had recently, the percentage must be higher. At a time when everybody is prepared to sacrifice, even the private individuals, the newspapers should also say "we will give 25 per cent of our space free." During normal times, it should be on the basis of need."

2.135. The editor of a widely circulated language paper stated in this connection:

"That could be done. All newspapers did for Andhra Pradesh flood relief or for T.B. or for Red Cross Society. That was

done by all papers. It is always possible for DAVP to do it. We are prepared to offer this facility to all nation building activities depending on the viability of the newspaper. Some papers may not agree but DAVP should not dictate to us."

2.136. The representative of the association of Indian Language Newspapers expressed the view:

"We feel that 'social purpose' is a very wide term, which can be differently interpreted. Therefore, while we agree to it in principle, if anything is really needed in this direction, there should be a proper committee in which all newspaper organisations should be represented. They can decide on what should be done. Take the emergency during the last Indo-Pak War. At that time, the newspapers did offer free advertisement space. But it should not be stretched too far. The association of newspapers should be associated while deciding 'what is relevant.'"

2.137. The representative of a premier Society of the newspapers stated in this connection:

"...On every occasion, whenever, there was national need, whether it was Bangladesh crisis or the Prime Minister's Relief Fund and so on and so forth, newspapers had been requested and they had been immediately given free space and this applies to small, medium and large newspapers of all languages without exception. My submission is that newspapers are not short of patriotism. It is already being done."

2.138. The Committee are glad to learn that on occasions of national calamities or whenever it was necessary for a national cause, newspapers have displayed a high sense of patriotism and have published 'social or national purpose' advertisements free of charge and they are agreeable to the suggestion to publish such advertisements in the future also. In order that the generous response of newspapers in this regard is channelised and availed of systematically, the Committee suggest that the Ministry should, in consultation with the representative associations of newspapers, define the broad parameters of 'social or national purpose' advertisements, and determine the frequency of and space for such advertisements and other modalities to give effect to this commendable suggestion. Such campaigns should be organised with the voluntary cooperation of newspapers.

CHAPTER III

RATE STRUCTURE

A—Fixation of advertisement rates

3.1. Until February 1977, DAVP had been negotiating as per Government decision, appropriate economic rates for advertisements with various newspapers. It was paying a uniform rate considered reasonable for both display and classified advertisements. In a policy statement in Parliament on May 30, 1967, Government said "Newspapers are free to fix their rates. The DAVP will make use of such organs whose rates are suitable and acceptable from the point of publicity requirements." The advertisements rates however, continued to be negotiated because some newspapers whose commercial rates were not found reasonable or suitable agreed to accept cut rates. Suitability of advertisement rates was assessed on the basis of universally accepted principles of circulation, standing, class of readership, standard of production, place of publication and rates available of similar, other publications.

3.2. The Public Accounts Committee (1974-75) in their 173rd Report made the following recommendations regarding advertisement rates:

"The Committee would like the Government to examine the entire question of fixing the mill rate keeping in view the size of newspaper/periodical with reference to its circulation, language, place of publication and the impact it has on public mind. Government may lay down uniform rates for newspapers/periodicals published from the same station in the same language and having more or less the same circulation. The Public Accounts Committee also suggested that in determining a national rate for advertisements, Government should also take into consideration the news coverage by the newspaper as compared to the space devoted to the advertisements.

3.3. In the light of these recommendations and following the persistent demands by newspapers for a general increase in their rates, the Government constituted a Rate Structure Committee in 1976 to study the existing Rate Structure and suggest improvements. The Committee consisted of the Joint Secretary (Finance), Ministry of Information and Broadcasting the Chief Costs Accounts

Officer, Ministry of Finance and the Director, DAVP. A rate structure for different categories of newspapers/periodicals on the basis of the Committee's recommendations, was enforced from February 1, 1977.

3.4. Under this rate structure, a special weightage was allowed: (i) upto Rs. 5 per single col. centimetre to newspapers/periodicals published from specially backward, border and remote areas; those published exclusively for children, youth, women and weaker sections of the community; those promoting sports, art, culture, science and other technical and specialised subjects; and (ii) upto Rs. 10 to newspapers/periodicals which "subserve social objectives and national policies" and to those deserving such help.

3.5. According to the White Paper on Misuse of Mass Media during internal emergency. "From February 1, 1977 a wholesale upward revision of rates took place" . . . The upward revision was based on the recommendations of the Advertisement Rates Structure Group. . . . The group was required to make its recommendations under certain policy directives laid down by the Minister. The original minutes of the meeting of the group have been corrected by the Minister in his own hand. This itself was a grave deviation from the normal practice. He has particularly added that among the papers which are to be promoted and encouraged were those which "support and promote national policies of socialism, secularism and democracy and which obey the accepted professional Code of Journalistic Ethics. It was decided that special weightage up to Rs. 10 per single column centimetre should be given at the discretion of the Ministry to those papers which supported national policies. This gave the Minister wide powers to give patronage to those papers which supported the Government." From the information furnished by the Ministry, it is seen that there have been cases where special rates were paid to some newspapers on the following reasons:

- (i) 316 newspapers were given weightage from Rs. 1 to Rs. 10 p.c.m. for 'subserving social objectives and national policies.'
- (ii) 127 newspapers/periodicals published from specially backward, border and remote areas, those published exclusively for children, youth, women and weaker sections of the community, those promoting sports, art, culture, science and other technical and specialised subjects were given special weightage.
- (iii) Rates of following newspapers were increased under the instructions of former Minister of Information and Broadcasting.

1. Amrita Bazar Patrika, Calcutta.
2. National Herald, Delhi, Lucknow.
3. Qaumi Awaz, Lucknow.
4. Navjeevan, Lucknow.
5. Socialist Bharat, Delhi.
6. Sab Sath, Delhi.
7. Socialist India, Delhi.

3.6. The White Paper has pointed out that in the case of one magazine the increase in rates given in February, 1977 'went far beyond the maximum limit of Rs. 10 per single column centemetre which the Minister was entitled to give in his discretion to papers' subserving national policies. Such increase was not given to any other paper. (Para 16, page 55 of white paper).

3.7. The Shah Commission of Inquiry in its first interim report has also pointed out an instance where rates per page for Souvenirs of a political party were increased after they had been agreed upon and the souvenirs printed. The rate which was originally fixed at Rs. 1000 per page was increased to Rs. 2000 per page while submitting the bill. The Private Secretary of the then Minister of Information and Broadcasting 'instructed the DAVP to make the payment at the enhanced rates. He stated that he had instructed the DAVP after he had consulted the Minister.'

3.8. It has been stated by the Ministry that "since it was found that the provisions in the rate structure (February, 1977) had been misused and large increases in rates have been given to a number of newspapers during the Lok Sabha election period, the Government set aside this rate structure and the (Rate Structure) Committee was asked to study the matter afresh. Following its recommendations, the present rate structure was brought into force from May 1, 1977."

It has been further stated that:—

"The rate structure provides for weightage of Rs. 2.50 to all small and medium newspapers and a 15 per cent additional weightage to all Indian language papers upto a circulation of one lakh. It takes into account the level of circulation, cost of production, including the principal cost relating to newsprint and provides for a 10 per cent margin of profit."

3.9. The salient features of the new rate structure are stated to be:—

- (i) All discretionary provisions which were used to discriminate against newspapers on political grounds have been removed.
- (ii) Built-in weightage has been provided for small and medium papers.
- (iii) A further weightage has been provided for language papers upto a circulation of one lakh.

Several non-officials in their Memoranda as well as in evidence before the Committee expressed the view that the DAVP should accept the lowest commercial rates of the newspapers for Government advertising instead of fixing its own rates. The representative of an association of advertising agencies stated in his evidence before the Committee:—

“Advertising agencies role and function is to evaluate and assess individual publications' worth *vis-a-vis* advertiser's objective related to the cost. It is not competent to say what the rate of particular paper should be. Some newspapers are prepared to accept lower rates for Government advertisements as they think that Government advertisements give them prestige, large circulation etc. But the lower rates should be voluntary and not forced on the newspapers by DAVP.”

3.10. On this point, the representative of one of the large newspapers group also stated before the Committee:—

“The DAVP, like any other commercial advertiser, has the right to look at the rate of a newspaper or periodical and say “your rate is too much, it does not give my money its worth, I will not advertise with you”; it is perfectly justified, perfectly right. But to break up their established rate would completely ruin their economy. Once the DAVP is given a concession, it will have to be given to the State Governments, public sector undertakings and banks. Then what remains? Therefore, you are doing a gross injustice to the newspaper industry by breaking their established commercial rates. I say so not for my interest but in the interest of small newspapers because DAVP has been known to put down small newspapers into reducing their already ridiculous rates to 50 per cent.”

3.11. The representative of a leading Society of newspapers informed the Committee that there was nothing in the advertisement policy which gave any guideline as to how the rate structure was evolved. No body in the newspaper world knew on what basis the various rates had been determined. Perhaps, what they had tried to do was to average out the various costs of various newspapers and by a 'rule of thumb' they had arrived at the average figures. In his view, each newspaper was different from any other. He added that it was agreed in 1956 that the newspapers would give to the Government the lowest commercial rates irrespective of the nature of the advertisement. Further, 15 per cent commission was allowed to the DAVP on the basis that they were bulk advertisers almost like an advertising agency. The witness added that this was a public document freely arrived at and no attempt had been made by Government to repudiate it.

3.12. The Ministry have stated that there was no agreement as such but certain principles were discussed and the papers recognised Government's special status. The actual position is that there was no such binding on the part of the Ministry to accept the lowest commercial rate. Only those rates were accepted which were found suitable for issue of Government advertisements. Papers which could not secure government advertisement on their own rates offered to accept rates as considered reasonable by the DAVP. The newspapers freedom to fix their rates has not been affected in any way. It has been found, in practice, the Ministry have added, that newspapers often charge exorbitant rates disproportionate to their circulation. Besides, the Public Accounts Committee which suggested fixation of uniform rates for newspapers/periodicals placed in more or less identically position (Para 1.27, 173rd Report), the Fact Finding Committee also came across complaints of disproportionately high advertisement rates charged by certain newspapers."

3.13. Under the new scheme of rate structure introduced since May, 1977, the DAVP does not determine or fix rates of advertisements but makes offers of advertisement rates to newspapers/periodicals which they are free to accept or reject.

3.14. As regards the basis on which the rates have been worked out for Government advertisements, the cost Accounts Officer of the Ministry of Finance, who was one of the Members of the Rate Structure Committee stated, before the Committee that the Rate Structure Committee started with the basic assumption that if there was a rationality in the newspapers themselves fixing the rates, the Committee would like to know what it was. But it could not

get any guidance from any of the newspapers in this regard. On the other hand, they had before them the following observations of the Fact Finding Committee on Newspapers Economics:

“From the data collected by the Committee, it was apparent that there was no uniformity of Mille rates charged by different newspapers for advertisement space. Dailies such as the Times of India of Bombay, the Statesman of Calcutta, the Hindustan Times of Delhi and the Hindu of Madras were obviously monopolies so far as the advertisement rates were concerned and their rates were relatively high. Each of these dailies presumably fixed its rate based on “what the traffic will bear.” There was no evidence to show that these rates were based on reasonable costs of production and distribution and a fair rate of return. In the case of a few other local monopolies also, high advertisement rates appear to have been similarly fixed. Other dailies particularly the medium and smaller newspapers, have perforce to fix the advertisement Mille rates low.”

3.15. Further, there was no means with DAVP or any other organisation to satisfy themselves whether the rate quoted by a newspaper was the lowest. Therefore, the Rate structure Committee felt that the DAVP needed some guidance on a rational basis. The Committee went into the question ‘whether the newspapers who quote rates for a particular paper do earn a reasonable profit and whether it is commensurate with the cost of producing the service.’ They broke down the cost elements of rendering the service. Obviously, the major element was the newsprint cost. Then they examined a representative number of daily newspapers to find out what is the relationship between the newsprint cost and all other costs. From the information available from published records and from the office of the Registrar of Newspaper for India, they worked out the relationship between the newsprint costs, and all other costs that were incurred by individual papers and then summarised them into averages for each group of newspapers. It was found that in the case of language newspapers, the other costs (expressed in terms of the percentage of newsprint costs) were 50 per cent of those in the case of English language papers. Over and above, this, they provided for a 10 per cent margin of profit. The rate structure further provided weightage of Rs. 2.50 p.c.cm. to all small and medium newspapers and a 15 per cent additional weightage to all Indian language papers upto a circulation of one lakh. It was added that

the rate structure laid down by the Committee was meant to be only a guidance to the DAVP to judge whether the rate quoted by newspapers was reasonable or not. On the basis of these guidelines, the DAVP has worked out the rates for individual newspapers.

3.16. The Committee enquired as to what was the difficulty in disclosing to a newspaper the basis on which Government worked out the rate. The representative of the Ministry stated:

“The private advertisers have their market rates about which we know nothing, how it has been internally worked. The same theory applies to us also. Now, in practice, I can see some difficulties, because if you disclose this, then there can be all kinds of representations which will involve all kinds of controversies. We are quite convinced that as far as the rate is concerned, it is correctly worked out.”

3.17. Asked whether internally there was any system to check that the formula has been correctly applied and correct rate has been calculated, the Director DAVP stated:

“We have an internal system of check and if a newspaper complains, then it is gone into at the higher level and we satisfy ourselves that there is nothing wrong in calculation. In several cases, the newspapers quote a higher rate than what they are entitled under our own formula and when we quote that rate, they accept it.”

3.18. Asked about the position in cases where a newspaper quotes lower rates, the witness stated “if a newspaper itself is offering its space at lower rates, naturally Government should not waste more money.”

3.19. It had come to the notice of the Committee that a writ petition had been filed by the Statesman challenging the authority of the DAVP to fix rates for advertisements. Asked about the salient points of the case, the Ministry have stated that in a writ petition filed before the Calcutta High Court on June 23, 1978 the Statesman has challenged (a) the competence of the DAVP to offer any advertisement rates for Government advertisements. (b) the memorandum issued by Government on June 23, 1976 under which public sector undertakings are expected to follow the media list and the advertisement rates of the DAVP. The petitioners have alleged that the memorandum is designed to control newspapers the Central Government has no power or authority to fix any advertisement

rates, the rates are arbitrary, unreasonable and unfair and the advertisement policy of the Government is also discriminatory. The Court is reported to have issued an interim injunction directing DAVP not to issue further orders or circulars to the public sector undertakings in pursuance of the memorandum.

3.20. The Committee note that in a statement in Parliament in 1967, it had been stated that "the newspapers are free to fix their rates. DAVP will make use of such organs whose rates are suitable and acceptable from the point of publicity requirements." However, till February, 1977, DAVP had been negotiating appropriate economic rates for advertisements with various newspapers because some newspapers whose commercial rates were not found reasonable or suitable agreed to accept cut rates.

3.21. Representatives of newspapers organisations and a number of other non-official witnesses who appeared before the Committee expressed the view that DAVP instead of fixing its own rates should accept the lowest commercial rates of the newspapers. The Ministry have, however, contended that it has been found in actual practice that newspapers often charge exorbitant rates, disproportionate to their circulation. The Fact Finding Committee on Newspapers Economics had also observed that certain dailies "presumably fixed its rates based on what the traffic can bear". "There was no evidence to show that these rates were based on reasonable costs of production and distribution and a fair rate of return."

3.22. The Committee note that this matter was also examined by the Public Accounts Committee (1974-75) which in their 173rd Report recommended that the Government should examine the entire question of fixing the mille rate keeping in view the size of newspaper/periodical with reference to its circulation, language, place of publication and the impact which it has on public mind and lay down uniform rates for newspapers/periodicals published from the same station in the same language and having more or less the same circulation. Pursuant to this recommendation and following the persistent demand by newspapers for a general increase in the rates, the Government constituted a Rate Structure Committee in 1976 to study the existing rate structure and suggest improvements. The rate structure recommended by this Committee was enforced from February, 1977 but as the provisions of this rate structure had, according to the Ministry, been misused during Lok Sabha elections (1977), the Rate Structure Committee was asked to study the matter

afresh. A new rate structure as suggested by this Committee was brought into force from May, 1977 and this is the rate structure in vogue at present. The rate structure laid down by the Committee is meant to be only for guidance of the DAVP to judge whether the rate quoted by newspaper is reasonable or not. On the basis of these guidelines the DAVP has worked out the rates for individual newspapers. The rate structure provides for weightage of Rs. 2.50 p.c.cm. to all small and medium newspapers and a 15 per cent additional weightage to all Indian language papers upto a circulation of one lakh. It takes into account the level of circulation, cost of production, including the principal cost relating to newsprint and provides for a 10 per cent of margin of profit. According to the Ministry the DAVP does not determine or fix rates of advertisements but makes offers of advertisement rates to newspapers/periodicals which they are free to accept or reject.

3.23. The Committee understand that a writ petition has been filed before the Calcutta High Court by one of the newspapers challenging the competence of the DAVP to offer any advertisement rates for Government advertisements. As the matter is sub-judice the Committee would not like to comment at this stage on the question of advertisement rates offered by DAVP to newspapers/periodicals.

3.24. The Committee note that the rate structure which was introduced with effect from February, 1977, (since replaced) gave wide powers to the Ministry to give patronage to those newspapers which supported the Government. They find that in the case of a magazine the increase in rates given in February, 1977, went far beyond the maximum limit of weightage which the Government were entitled to give to papers subserving national policies. The Committee are glad to note that the flaw in that rate structure was removed and the new rate structure brought into force with effect from May, 1977, does not give any discretionary power to the Ministry or to the DAVP to discriminate for or against any newspaper on political grounds. Certain built-in-weightages have been provided for small and medium newspapers and language newspapers but these will be given uniformly to all the newspapers falling in that category. The Committee stress that even in future, before making any changes in the rate structure, if and when necessary, it should be ensured that the rate structure lays down only uniform criteria applicable to all newspapers regardless of political affiliation and that it does not vest any discretion in any executive officer to raise or reduce advertisement rates on political or other extraneous considerations.

3.25. The Committee are informed by the Ministry that advertisement rates of seven newspapers were increased in February, 1977 under instructions from the then Minister of Information and Broadcasting. The Committee feel that it was not proper. The Ministry should issue clear policy guidelines for the benefit of DAVP and leave the question of fixation of rates of individual newspapers to be dealt with by Director of Advertising and Visual Publicity in the light of the guidelines. The Ministry should take cognizance of the matter only if there is any complaint of discrimination or favouritism.

B. Advertisement rates for language newspapers

3.26. The Fact Finding Committee on Newspapers Economics stated in their Report (1975):

“The Committee feels that the rates offered by the Government should be non-discriminatory. There is no reason why a Government advertisement issued in an Indian language paper should earn less for the paper than is earned by the same advertisement appearing in an English language paper with the same level of circulation. It has been argued before us that the Government policy of encouraging the development of Indian languages should be extended to newspapers also and the Government should take the lead in treating all papers, whether English or Indian languages on the same basis.”

3.27. In reply to the recommendation made by the Public Accounts Committee (1974-75) in their 173rd Report (Para 1.49) that with the growth of papers and periodicals in national and regional languages greater percentage of advertisement in terms of space and value should be given to national and regional language papers, the Ministry of Information and Broadcasting informed that Committee in July, 1976 that “no discrimination in the rates of advertisements is made on the ground of language of the paper/periodicals”. The Public Accounts Committee in their Action Taken Report (Fiftieth Report—1977) reiterated that “it is essential that no Indian language newspaper or periodical finds itself at a disadvantage when pitted against English language publications of a comparable character.”

3.28. The Policy norms introduced by Government with effect from 16-4-1977 provide that weightage or consideration should be

given among others to language papers and periodicals (where circulation is the same) with a view to ensuring that the rates will not be lower on the ground of their being language papers periodicals.

3.29. The new advertising policy (November 1977) is silent on the question of relationship of rates between English and language newspaper|periodicals. It has been brought to the notice of the Committee that the advertisement rates paid to language newspapers are generally lower than those paid to English newspapers with comparable circulation. An association of Indian Languages Newspapers has represented to the Committee that "the DAVP should offer the same rate to a language newspaper having a matching circulation of an English language newspaper without reservation as such a step would enable the language newspaper to improve its standard further.

3.30. As regards the reasons for the DAVP giving lower rates to language newspapers one of the ex-Directors of DAVP stated in his evidence before the Committee that "the reason is historical. The English papers had built themselves up much earlier and they had stabilised themselves to certain advertisement rates. The language papers themselves did not claim the same rate."

3.31. In this connection, a non-official witness stated during evidence that "unfortunately, the DAVP—that is where I say between policy and performance there is a wide gap in Government's activities—talks about encouraging language newspapers but at the same time, they want to bottle them down to a rate which is much lower...."

3.32. As regards the plea that language newspapers themselves demanded lower rates, the witness added that, "Language newspapers themselves know that higher rate will not be accepted. So, they go and say, "All right; I will do it for this much." Because of this attitude, so many results flow. Because they do not have enough money, they cannot pay the staff as high as English newspapers... Naturally, the competent people are not forthcoming. So, there is a chain reaction."

3.33. The Chairman of Fact Finding Committee on Newspapers Economics (1975) stated in his evidence before the Committee that "we found that the English newspapers were quoting higher rates while Indian languages newspapers were themselves quoting lower rates to the Government. The Government wants to develop Indian languages but the Government may say that because the Indian language newspapers are themselves willing to accept lower rates,

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why they should be given higher rates? I do not think that it is a proper attitude to be taken by the Government. In a University or College the same scales are applicable to all teachers, irrespective of their subjects. The Government should not discriminate between a Hindi and English newspaper”.

3.34. Explaining the reasons for giving lower rates to language newspapers, the Ministry stated that “the cost or production of language papers is less as compared to English paper. Language newspapers themselves charge lower commercial rates than their counter-parts in English.” The Ministry added that “the new rate structure provides for a weightage to language papers upto a circulation of one lakh but not beyond that.”

3.35. On the question of lower rates for language newspapers, the Chief Cost Accounts Officer of the Ministry of Finance, stated during evidence that that introduction of parity between the rates of English language papers and other language papers “would create another problem for the Government to tackle”. Elaborating this point, he added that “the major newspapers who are already making large profits may become major beneficiaries”, as would be evident from the following data:

Group of newspapers	Circulation of newspapers	
	English language	Other language
Times of India Group	3,12,000	3,61,000
Indian Express Group	4,16,000	4,51,000
Hindustan Times Group	1,54,000	1,56,000

3.36. He further added that “we have come to the conclusion that bulk of the benefit (in the case of parity of rates) will only go to newspapers which are already making large profits. Therefore, the real benefit will not go to the small newspaper group whom we try to help.”

3.37. A perusal of the rates worked out by DAVP under the new rate structure (May 1977), shows that the rates for Government advertisement offered to Indian language papers and also to English language papers are generally lower than their lowest commercial rates.

3.38. The Committee note that the Fact Finding Committee on Newspapers, Economics had observed that the rates offered by the

Government should be non-discriminatory and there is no reason why a Government advertisement issued in an Indian language paper should earn less for the paper than is earned by the same advertisement appearing in an English language paper with the same level of circulation'. The Ministry had informed the Public Accounts Committee (50th Report, 1977) that "no discrimination in the rates of advertisements is made on the ground of language of the paper/periodical". But in spite of this assurance, the fact remains that the advertisement rates paid to Indian language newspapers are lower than those paid to English newspapers with comparable circulation. Explaining the reasons for giving lower rates to Indian language newspapers, the Ministry have stated that "the cost of production of language papers is less as compared to English papers. Language newspapers themselves charge lower commercial rates than their counterparts in English." The Committee are not convinced by the argument advanced by the Ministry in justification of giving lower rates to language newspapers. It is a matter of common knowledge that they ask for lower rates because they know higher rates will not be accepted and they have no other option to accept lower rates for advertisements without which they cannot subsist even if these be at lower rates. The Committee are also not convinced by the argument advanced by the Chief Cost Accounts Officer of the Ministry of Finance that introduction of parity between rates of English and language newspapers "would create another problem for the Government to tackle" in the sense that "bulk of the benefit will only go to (big groups of) newspapers which are already making large profit" and "therefore the real benefit will not go to the small newspapers groups..." This, in the opinion of the Committee, is not much of a problem as it can and should be ensured at the stage of selection of media list for any campaign that large groups of papers do not monopolise allocation of Government advertisements to the detriment of small and medium papers.

3.29. The Committee feel that a time has come when instead of justifying perpetuation, even in the changed circumstances, of the practice of inequality of rates on the ground of lower production costs, Government should view this question from a larger angle of encouraging the growth of national languages newspapers and end rate discrimination against them to help them come at par with the English press in the matter of production standards. The Committee are aware that Government have decided to give them 15 per cent weightage in rates over and above the economic rate worked out under the new rate structure but this seemingly generous step has not gone far enough to give them even their commercial rates, in

all cases, let alone matching rates with the English newspapers. The Committee strongly urge the Government to take bold initiative to undo this wrong to the language press at the earliest. While introducing parity of rates, it may be ensured that, where the same advertisement is published in both English and language newspapers and where the translated version of advertisement in language paper occupies more space than the English version, the amount payable for the advertisement published in a language paper does not exceed that for the same advertisement in an English newspaper with similar circulation and standard.

C—Revision of Rates

3.40. It had been represented to the Committee that DAVP took long time in approving the revised rates submitted by the newspapers. In his evidence before the Committee the representative of one of the Groups of Newspapers stated:

“The standard practice of newspapers is that they can increase their rate by giving three months’ notice. So far as DAVP is concerned, DAVP accepts the revision of rates only once in a year. If I give a notice of three months to DAVP, DAVP will take its own time to consider my rates. They do not pay retrospectively; they pay retrospectively from April of that year, when they take a decision in July or August. Now my rates are lying with DAVP for the last two years and they have not done anything about it during the last two years. They say Government is revising its policy. When the revision comes, we will apply the yardstick.”

3.41. Asked about the reasons for the delay in approving the revised rates, the Ministry informed that newspapers were required to give a clear notice of three months, to be received in the DAVP before the 31st December every year, for any upward revision in rates to be considered for application during the ensuing financial year. Normally, rates of all newspapers/periodicals are finalised within a period of three months except where newspapers do not submit complete details. The new-rate-structure, effective from May 1, 1977 was finalised in December, 1977. In the six months, January—June, 1978, after the rate structure was finalised, DAVP has disposed of 85 per cent of cases for 1977-78 and other 40 per cent of cases pertaining to 1978-79. Practically, all rates are expected to be disposed of by the end of July, 1978 barring those where the data is incomplete or is lacking.

3.42. The Committee find that although the rates are normally required to be finalised within a period of three months, in 15 per cent of the cases the advertisement rates effective from May 1, 1977, were not finalised even till June, 1978. The delay in the approval of the rates has been attributed to the fact that the new rate structure was ready only in December, 1977. They hope that, as assured, all the rates for 1978-79 have been finalised by now. The Committee desire that it should be ensured that the applications for revision of rates are disposed of within the prescribed period of three months and rates applicable during the ensuing financial year settled well before the commencement of the year. The Committee would like that in case the DAVP is unable to finalise the advertisement rates of any newspaper within the prescribed period of 3 months, it should apprise the paper of the reasons for delay at the earliest.

D—Delay in Payment of Bills

3.43. It had been represented to the Committee that there had been delays in making payment of bills by DAVP. A representative of Newspapers stated in his evidence before the Committee that the bills were sent to DAVP, but payments were not received upto six months. It has pointed out that most of the advertising agencies cleared their bills within 90 days because they had a strict schedule with the Indian and Eastern Newspapers Society. If they did not pay bills within the prescribed period, the newspaper reported to the society who would take up the matter and discredit the agency if there was a continuous default.

3.44. The Ministry have stated in a written reply that as per the norms existing in the newspaper industry the payment becomes due to the various newspapers and periodicals within 75 days from the end of the month during which the advertisement appeared. According to these norms the normal period of payment works out to 90 days. So far as the DAVP is concerned payment is generally made in 60 days, where bills are received complete in all respects i.e. duly supported by voucher copies, mentioning particulars of the release order etc. Efforts are made by the DAVP to make payment in all cases to the publications at least one month earlier than the normal trade practice of 90 days. During 1976-77, however, the Directorate undertook abnormal publicity relating to 'Emergency' and '20-Point Programme' which were un-budgeted items and as a result of which their budget was exhausted earlier and payment to newspapers was held up practically for about four months for want of funds.

3.45. The Committee have also been informed that the present position is that of the total number of 3604 bills on hand on 31-3-1978 in DAVP the number of bills pending for payment on 1-6-1978 were 216 as per details given below:—

(a) Over two months	48
(b) Over three months	124
(c) Over six months	44
(d) Over one year	Nil
TOTAL	216

3.46. The total amount of the 216 pending bills was Rs. 8,96,467.53; as against the total amount of Rs. 7.66 lakhs of the bills on hand on 31-3-1978. The percentage of bills paid within sixty days is thus stated to be over 90 per cent.

3.47. The Ministry have also stated that the reasons for delay in some cases is that client Ministries and Departments issue display and classified advertisements directly in urgent cases where time does not allow them to route the advertisements through DAVP. In such cases they endorse a copy of release order to the DAVP for issue of confirmatory order. It has been noticed that in several cases DAVP does not receive the copies of such orders issued directly to the newspapers by the clients in time, resulting in inter-departmental correspondence and some delay in payment of bills to the newspapers.

3.48. The other reasons attributable for the delay in payment are as under:

- (i) Non-settlement of the rates.
- (ii) Non-receipt of Voucher copy with the bills.
- (iii) Non-receipt of Release orders.
- (iv) Incomplete particulars furnished by the Newspapers.

3.49. As regards remedial measures taken to improve the position it has been stated that recently a system has been introduced under which the Accounts Branch collects everyday from the Media Branch all the release orders/regularisations orders to avoid delay in transit and resultant delay in payment. In cases where the bills have been received from the Press, the Media Department is immediately contacted to regularise the advertisement where the advertisements have been published directly by the Press on the request of the

clients. The Media Department has recently advised the clients/ Departments not to release the Advertisement direct. In cases where direct release is inevitable due to the paucity of time etc., they have been told that they should immediately furnish the copy of the letter to DAVP for immediate regularisation. There is some improvement in payment position as a result of the above corrective measures.

3.50. The Committee note that there have been delays in making payments of bills by DAVP. Although, according to DAVP, the payment is generally made in 60 days, as on 1 June, 1978, there were 216 bills for Rs. 89,647 pending for more than two months, 44 of which were pending for over six months. Certain corrective measures are stated to have been taken by the Directorate to improve the position. The Committee suggest that periodically, say, once in a month, all cases in which payment of bills is not made within the period of two months should be reviewed by the Director, DAVP, so that the bottlenecks, if any, in making payment of bills could be identified and remedial measures taken at higher level to overcome them.

3.51. The Committee would like that in case of delay for more than the normal period of 60 days, the reasons for delay should be communicated to the newspaper concerned so that the paper can also take such remedial steps not only in the case of bills pending at that time but also for future to ensure expeditious payment.

E—Non-payment delay due to late insertion of advertisements

3.52. It has been represented to the Committee by certain newspapers that advertisements are not received from DAVP sufficiently before the desired date of publication. The language newspapers have also to translate the matter which takes time. In such circumstances, if the publication is delayed, the DAVP refused payment of bills on account of late publication of advertisements.

3.53. The Ministry have informed the Committee that the necessary minimum time is given to a newspaper to publish an advertisement. The time gap is generally 4 to 5 days after the receipt of the advertisements. Deadlines are invariably indicated in the publication of time bound advertisements. In other cases the period is indicated, indicating the final date. The Ministry have added that the delay in publication is condoned, if the purpose of advertisements is not defeated. But in some cases late insertions of advertisements defeat the very purpose of such advertisements which are time

bound, like inviting tenders, recruitment notices special time bound announcements and the like.

3.54. From a statement furnished to the Committee in regard to cases in which DAVP refused to pay the bills of language newspapers during 1977-78 on the ground of late insertion of advertisements, (Appendix IV). It is noticed that out of 54 cases, in 40 cases the time gap between the date on which advertisement was sent to the paper and the date on which it was required to be published was less than 5 days. In 20 cases, the time gap was two days or even less. These included cases of newspapers which are published from far flung areas, like Imphal and Jorhat. In one instance an advertisement to a outstation newspaper the advertisement was ordered to be released on 8th September, 1977, and the newspaper was strangely required to publish it in the issue dated 9th September, 1977.

3.55. It transpired during evidence that there was no scheduling for the despatch of advertisements so as to ensure that the advertisements to be sent to remote areas are despatched first. The Director DAVP stated that 'the advertisements are sent out simultaneously to all the papers.' The representative of the Ministry admitted that "it is quite possible that this (late despatch of advertisements for outstation papers) had happened because of the usual mechanical kind of receipt and despatch. We shall try to enquire into it and see that for insertion of advertisements a reasonable time is given to them."

3.56. The Committee find that there have been large number of cases in which the bills of newspapers for advertisements were rejected on the ground of late insertion of advertisements by newspapers. They note that the late publication of advertisements has been due to inadequate time allowed to newspapers to publish such advertisements. Though it is stated by the Ministry that there is time gap of 4-5 days for publication of an advertisement after its receipt by the paper, it is noticed that out of 54 cases in 1977-78 in which the bills of newspapers were rejected on this ground, in 40 cases the time gap between the date of release order in DAVP's office and the date on which the advertisement was required to be published by the paper was less than 5 days. In 20 cases the time gap was 2 days or even less; these included cases of newspapers published from far flung places like Imphal and Jorhat. Such instances lead the Committee to the conclusion that the date of publication of an advertisement is indicated on the release order in a mechanical manner without caring to calculate whether the text of

the advertisement would reach the newspapers in time for it to publish it in the issue of the specified date.

3.57. The Committee have been informed that certain remedial measures have been taken to give ample notice to the newspapers in respect of advertisements issued by DAVP. The Committee would like DAVP to review the entire system of release and despatch of advertisements so as to ensure that, in indicating the date of publication of an advertisement, a reasonable time-gap, making due allowance for transit time, is given between the date of release and the date of expected receipt of the advertisement in the newspapers office and that there is proper scheduling in the despatch of advertisements so that the advertisements intended for newspapers in far off areas are despatched first.

3.58. The Committee emphasize that newspapers should be allowed adequate time to publish advertisements after their receipt and in the case of time bound advertisements, not only dead-lines for publishing these advertisements should be invariably indicated in the release order but it should also be ensured that these are released and despatched well in time.

3.59. The Committee would like that all those bills which have been rejected during 1977-78 or after on account of alleged late insertion of advertisements should be reviewed with a view to ensuring that no newspaper is penalised for late publication of advertisements for no fault on its part.

CHAPTER IV

PRINTED PUBLICITY

A.—Printing of publicity material

4.1. One of the functions of the DAVP is the planning production and distribution of printed publicity material e.g., posters, folders, pamphlets, booklets, bread-sheets, calenders, etc. The Printed Publicity Wing of DAVP is headed by a Deputy Director. Five Printed Publicity Sections working under two Production Managers are responsible for the production of all printed publicity material. DAVP enjoys the facility of entrusting the printing of its material to private printing presses on its panel on the basis of tenders. It maintains separate panels of printers for (a) Offset printing, (b) Letterpress printing, (c) Silkscreen printing and (d) Diary making. Firms are considered for these panels by the Panel Advisory Committee constituted by the Government. It consists of the following members:—

- (1) Director of Advertising and Visual Publicity
- (2) Director of Publication Division
- (3) Director of Printing
- (4) Deputy Secretary, Ministry of I & B
- (5) A representative of the ITDC.

4.2. The panel is drawn up by the Expert Committee under an elaborate system of selection after investigations and inspection to verify the bona-fide of the applicant printers around the country and is revised from time to time. The DAVP has laid down the minimum equipment for empanelment. Apart from the equipment the printers are categorised as A, B and C on the basis of the quality of their workmanship judged from their sample. The inspection of the firms is conducted by DAVP.

4.3. The panel of the printers is normally revised once a year, but if sufficient number of applications for enlistment/upgrading are received, the revision takes place earlier. The last revision by the Panel Advisory Committee was done on 15-2-1978.

4.4. The total value of jobs entrusted by DAVP to private printers during the last 3 years was as under:—

	(Rs. in lakhs)
1975-76	41.49
1976-77	78.62
1977-78	70.11
TOTAL	190.22

4.5. As per the printing and binding rules, DAVP is required to refer all the cases to the Directorate of Printing for their acceptance or otherwise. Jobs can be assigned to Panel printers when the Directorate of Printing is unable to accept these for execution through the Government of India Presses. The following statement shows the number of jobs which were got executed through Government presses and private printers during the last 3 years:

Year	No. of jobs executed through private printers	Through Govt. Presses
1975-76	345	5
1976-77	583	5
1977-78	268	8

4.6. It has been stated by the Ministry that 'every tender floated by the DAVP is also endorsed to the Directorate of Printing asking them if the job can be executed in any of the Government presses. If the job is accepted by the Directorate of Printing, material is passed on to the respective Government presses. Where no such intimation is given, the job is entrusted to a private printer on the basis of the lowest valid quotation.' It has been further stated by DAVP that "for some time past, no certificate to the effect that the job cannot be undertaken by the Government press is being received from the Directorate of Printing, although we are in every case asking for such certificate. However, in rare cases of very urgent jobs, ordered to be completed within a day or two, it has not been possible to make such references to the Directorate of Printing."

4.7. According to a clarification made by DAVP subsequently, out of 268 jobs reportedly got executed through private printers during 1977-78, only 253 jobs, were referred to the Directorate of Print-

ing (10 were executed through regional centres of DAVP Bombay, Calcutta and Madras as they were in regional languages only; 2 were executed on repeat orders and 3 were assigned to private printers due to utmost urgency).

4.8. From a joint note submitted by DAVP and Directorate of Printing it is seen that 216 references covering 253 jobs were made to the Directorate of Printing during 1977-78. Out of these 216 references the Directorate of Printing actually received only 189 references. It has been stated that 'the possible explanation for the non-receipt of 27 references could be that these references were either lost in transit or misdelivered, etc.' It was after loopholes in the procedure were pointed out by the Committee during evidence that the Ministry appear to have reviewed it and laid down the following procedure to ensure cent per cent receipt of references:—

- (i) All references in future will be addressed to the concerned Deputy Director (Ptg.) by name; and
- (ii) Directorate of Printing will give replies in all cases which will be addressed by name to the Deputy Director (PP) in the DAVP.

4.9. Out of 189 references actually received by the Directorate of Printing, replies were received by DAVP in 27 cases only. As regards the time allowed to the Directorate of Printing to send the replies, the Ministry have stated that 'normally 10 days are allowed to the Directorate of Printing to intimate whether the job could be undertaken by them. This is the time allowed to private printers for quoting their rates for the DAVP jobs. However, in cases of urgent jobs the time allowed is reduced to 2 to 3 days keeping in view the time available for the production of the job. The same time is allowed to the panel printers also.

4.10. The Directorate of Printing, however, furnished a statement showing 75 cases where sufficient time was stated to have not been given by DAVP for proper scrutiny of jobs and sending replies regarding acceptance or otherwise. It has been stated that 'in some cases the references were received after the last date for sending the reply had expired and in some cases time allowed for giving replies was less than 24 hours. In view of the short notice given to us and also the ultimatum given by the DAVP that in case no reply was received within the prescribed date, it would be presumed by them that no Government Press was in a position to undertake the job and that the Directorate of Printing had no objection to the same being got done by private printers, no replies were sent in these cases.

4.11. In reply to a question whether in cases where no reply was received, the Directorate of Printing was contacted to ascertain the position before entrusting the job to the private printers, the Ministry of Information and Broadcasting replied in the negative.

4.12. Out of 189 references received by the Directorate of Printing, acceptance for 16 jobs was sent to DAVP. The number of jobs actually executed were 8 only. The reasons for not executing the other 8 jobs are given in detail in Appendix V. It is seen that in two cases jobs which could be executed by the Government Presses, were not awarded to them on the ground that the reply was delayed. In one of these cases reference made to the Directorate of Printing on 20th September, 1977, was received by them on 21st September and the DAVP wanted a reply on 21st September, 1977. Acceptance was sent to DAVP on 24-9-1977 to which DAVP replied on 27-9-1977 that due to late reply DAVP assigned this job to a private press because of urgency of the matter.

4.13. In reply to an enquiry whether the Government of India Presses can undertake various kinds of printing jobs at present entrusted by the DAVP to private presses, the Directorate of Printing have stated that the Government of India Presses can undertake printing of all kinds of jobs like booklets, brochures, folders, leaflets, posters, publications, forms, etc. in mono or multi-colours both by letter press and offset processes. Facilities for block making are also available in three Government of India Presses. However, special type of jobs involving special operations like spiral binding, die cutting, plastic covering, silk screen printing, etc. and also multi-lingual jobs required to be printed at the same time and place cannot be undertaken. Government of India Presses undertake the printing of Government publications, periodicals, gazettes from the various Ministries/Departments including Lok Sabha and Rajya Sabha Secretariats and some of these jobs are to be executed on top priority basis. Therefore, if sufficient time is allowed, some of the DAVP jobs can be undertaken for printing at the Government of India Presses. It has however been added that although, time limit is prescribed by the DAVP for supply of proofs and printed copies of their jobs in their references sent to the Directorate of Printing for scrutiny, the date by which the materials/manuscripts of the jobs will be supplied to the Press is not mentioned. Due to incomplete information/details, it becomes difficult for the Government of India Presses to commit whether these jobs will be executed within the time limit prescribed.

4.14. Detailed statements showing the percentage of utilisation of capacity of the various machines in the Government of India Presses during 1976-77 as furnished by the Directorate of Printing is given in Appendix VI. It is seen therefrom that the percentage of utilisation of the capacity in terms of machine hours was much below the capacity.

4.15 To a question whether the State Government Presses had been approached to print DAVP jobs in regional languages, the Ministry have stated in a note that it has not been the DAVP's practice so far to approach any State Government for printing. Recently, however, the Orissa Government have been approached to find out the possibility of their Directorate of Printing undertaking the printing of Oriya wall Newspaper.

4.16. The Committee note that for carrying out publicity through printed material, DAVP gets material like posters, folders, pamphlets, booklets etc., published through Government presses as well as from private printers on their panel. As per rules the DAVP is required to refer all the jobs to the Directorate of Printing and jobs can be assigned to private printers only if the Directorate of Printing is unable to accept these for execution through Government of India Presses. The Committee find that, during 1977-78, out of 216 references stated to have been made by DAVP to Directorate of Printing, 27 references were not received in the Directorate of Printing; these were stated to have been "either lost in transit or misdelivered etc." In a number of cases, the time given to Directorate of Printing for reply, which under the existing procedure should be 10 days in the case of normal jobs and 2-3 days in the case of urgent jobs, was not sufficient; in some cases the references were received by the Directorate of Printing after the last date had expired and in some others the time allowed was less than 24 hours. In the absence of reply within the prescribed time, the procedure provided that it was to be presumed by DAVP that Government of India Presses were not in a position to undertake the jobs.

4.17. Against the background of this procedure when it is seen that during the last 3 years as many as 1196 jobs (costing over Rs. 190 lakhs) were got executed through private printers as against only 17 done by Government Presses, and this happened at a time when Government presses were working below capacity, the Committee cannot but feel that there is something seriously wrong in the way references were made by DAVP to Directorate of Printing and orders placed with private printers. It is rather strange that communications sent by one Government office to another at the

same place (Delhi) were lost in transit or misdelivered or received by the latter too late for reply. The Committee cannot but take serious note of the fact that nearly 90 per cent of the DAVP jobs were entrusted to private printers at a time when Government presses were working below capacity. They would like that the circumstances in which the jobs were entrusted to private printers in the last 3 years, be investigated with a view to fixing responsibility.

4.18. The Committee find that it was only after loopholes in the procedure had been pointed out by them during evidence that the procedure was revised and now references are required to be sent to a designated officer in Directorate of Printing by name and the Directorate of Printing is also required to send replies in all cases by name to a designated officer in DAVP. The Committee regret that the procedure in this regard was not reviewed by DAVP of its own accord even when it was known to DAVP that almost all the jobs (1196 out of 1213 during the last 3 years) had gone to private printers. They would like the Ministry/DAVP to keep all such procedures under constant review and plug the loopholes as soon as these come to notice.

4.19. The Committee would like to emphasise that practice of making a reference to Directorate of Printing should not be viewed as a mere formality but followed in all seriousness. Directorate of Printing should be given the prescribed time in every case to scrutinise the job and to send reply. A job may be entrusted to a private printer only after the Directorate of Printing intimates that it cannot take it up for execution in a Government Press within the time available. Both the Directorates being in Delhi, in case of delay in reply, it should not be difficult for DAVP to take up the matter at the highest level with the Directorate of Printing before concluding that the Government presses are unable to do the job.

4.20. The Committee would like that all such jobs as are not accepted by Directorate of Printing for execution through Government presses should be brought to the notice of the Ministry of Works and Housing at periodical intervals for their review and for such remedial measures as may be considered necessary.

4.21. The Committee have been informed by the Directorate of Printing that except or some special types of jobs, Government of India Presses can undertake printing of all kinds of jobs like booklets, brochures, folders, leaflets, posters, publication forms, etc., in mono or multi colours both by letter press and off-set processes. The

Committee suggest that if the present capacity and equipment of the Government of India Presses are found to be inadequate to undertake the printing jobs of the DAVP, the question of improvements in Government of India Presses for this purpose may be considered keeping in view the relative cost and quality of work by Government of India Presses and the private printers.

4.22. The Committee are informed that it has not been the practice in DAVP to approach State Governments for printing of material in regional languages though recently it has approached the Orissa Government for a job. The Committee would like the DAVP to ascertain the ability and spare capacity in State Government's printing Presses to execute DAVP's jobs in regional languages and draw up a panel of available Presses for the purpose. They would suggest that if found feasible and time permits, the State Government's Presses on the panel should also be consulted before awarding any regional language job to a private printer.

B—Quality of Publicity Material

4.23. It has been stated in a memorandum to the Committee that the quality of production of material brought out by the DAVP "is poor distribution haphazard and its costs are very high." The Ministry have, however, contended that it would not be correct to say that the printed material brought out by DAVP is poor and is produced at a high cost. Rates paid by DAVP are quite economical. The Ministry have, however, agreed that there is always scope of improving the quality of production. It has been stated that in the matter of quality (physical aspects of all printed publicity material), adequate steps are being taken to check the material at different stages of production with a view to raising the standard. If at all the quality has suffered, it has on account of the urgency with which the material is asked for by the client departments and the limited choice that the DAVP has in the selection of the photographs, transparencies, illustrations etc. Besides, a very little time allowed for designing and limited time given for press work effects the quality of production.

4.24. The Committee were informed that operational Groups had been set up to go into the details from planning stage to the execution of individual jobs to take care of all the aspects. Later on, the Ministry informed the Committee that "as an experimental measure, operation groups were set up. It was found that they did not serve the purpose for which they were intended and they have been discontinued, particularly on account of the fact

that several technical requirements involved in printed publicity jobs could not be decided by such a group. Measures have been taken to have internal group discussions between the technical officers who are all well qualified and experienced so as to evolve correct and full specifications for print jobs keeping in view the quality, speed and economy."

4.25. The Committee attach great importance to the quality of the publicity material printed and distributed by the DAVP. The Committee feel that the objective of carrying the message to the people through such material can be served only if not only the script but also the quality of printing and production is of high order. As the quality admittedly suffers if adequate time is not given by the client departments to DAVP for designing and printing, the Committee would like DAVP to impress upon all the departments concerned the need to give it due time for planning, designing and printing a job in the interest of better quality production and not to ask it to do the job in a rush. Except in a case of real urgency, DAVP should generally not agree to do a job under pressure in the interest of its own reputation.

4.26. The Committee note that the operational groups set up on an experimental basis to go into all aspects of production from planning stage to execution have been wound up as they did not serve the purpose, and the system of internal group discussion between technical officers to ensure quality of production has been introduced. The Committee feel that unless a careful watch is kept at every stage of a job and unless a system of monitoring of the printed material by a panel of experts not directly connected with the production of the material is followed and lessons learnt from such monitoring DAVP may find it difficult to bring about any significant improvement in the quality of production of printed material. In the opinion of the Committee something more serious than mere "internal group discussions" is required to be done to ensure that material produced by DAVP is consistently of high standard.

C—Delay in printing of material in South Indian Languages

4.27. In the case of printed publicity jobs the language type settings and paste-ups were got done through various outstations private agencies. This according to DAVP caused great delay with the result that there was a time lag of several months between the production of material in English and the date by which this was printed in regional languages.

4.28. Explaining the reasons for the time lag the DAVP stated that it was due to the following reasons:—

- (i) There is only one Asstt. Editor for each language who is to translate, proof-read and re-edit etc. the copy matter of printed publicity, Advertising, Out-door Publicity, Exhibition Division, etc. etc.
- (ii) Since there are no proof-readers at Regional Centres, all proofs are called at Delhi for checking here.
- (iii) Since Client Ministries/Deptts. modify and amend the text in English/Hindi, the manuscripts in regional languages have necessarily to be amended resulting in calling proofs here more than once which consequently result in unavoidable delays.
- (iv) Some-times, even the lay-out and positioning of texts and illustrations have to be revised and re-arranged by the Studies at the Headquarters which necessitate calling the art works, proofs etc. here."

4.29. In order to reduce this time lag it was proposed to set up type setting units for regional languages at Madras, Calcutta and Bombay. To begin with an experimental type-setting unit in the four South Indian languages was approved to be set up in Madras in 1973-74. Subsequently, the Government decided to shift this unit to Delhi in 1974-75. This decision was stated to have been taken mainly due to administrative reasons. Since it was a new set up it was felt that there will be several organisational problems if it was left in the charge of a single junior officer. It was, therefore, decided to move the set up to Delhi where DAVP had the advantage of a number of technical officers and greater coordination with different units. The set-up has been subsequently integrated by including English and Hindi type-setting required for display advertisements and art work which were prepared by the Studio located in the Headquarter at Delhi only.

4.30. In the process of shifting and setting up the unit at Delhi types in all the four South Indian languages were lost resulting in a loss of about Rs. 8000/-. The investigation of the loss and fixing the responsibility took considerable time due to normal procedures. The unit has already started functioning in Tamil and Malayalam in addition to English and Hindi.

4.31. The Committee have been informed that by and large all the regional language printing work is done at each of the three

regional centres of DAVP at Bombay, Calcutta and Madras. The tenders have however, to be issued in all cases from Delhi and the regional offices are only responsible for supervision of the printing work, and distribution of the material in regional languages. Proposal for decentralisation of production of regional languages versions is already under consideration of the Government, which includes proof checking also.

4.32. The Committee find that in order to reduce the time lag between the production of publicity material in English/Hindi and the South Indian languages, setting up of a type setting unit at Madras for the four South Indian languages was approved in 1973-74. It was, however, subsequently decided to move the type setting unit to Delhi. The unit has started functioning in Delhi only recently. The Committee are informed that now a proposal to decentralise the production of regional language version of publicity material produced by DAVP is under consideration of the Government. In the circumstances, the Committee wonder whether the earlier decision to shift the type setting unit to Delhi was taken after careful consideration of all the aspects. The Committee would like the Ministry to go into the merits of the original proposal to locate the type setting unit in Madras, its subsequent shifting to Delhi and the fresh proposal on decentralisation of this work and see that the location of regional language units is decided in the interest of expeditious production of material and high standard of printing in regional languages with the minimum of time lag and not on any extraneous considerations.

4.33. The Committee are not happy to note that there is delay of several months between the production of material in English, Hindi and the printing in regional languages. They have not been informed as to what extent the time-lag has been out short by the shifting of type-setting unit in four regional languages from Madras to Delhi and other measures reported to have been taken. The Committee would like the problem to be studied by the Ministry/DAVP and ways and means found to ensure that material in regional languages is produced without any delay.

D—Distribution of publicity material

4.34. The Distribution Branch of DAVP, both at the headquarters at New Delhi and at Regional Centres namely, Bombay, Calcutta and Madras, is responsible for the distribution of publicity material produced by the Directorate.

4.35. The Ministry have stated that before the DAVP was re-organised as a fullfledged Directorate in 1955, distribution was handled by the printers themselves, under instructions from the then prevailing organisation. In fact, even when a Distribution Section was set up in the DAVP in 1955, it handled only bulk distribution. This was done through no more than 50 institutional agencies. The major change which has come about over the years in the distribution of DAVP material is that the bulk of such material is sent by direct mail to individual addresses. The total number of addresses on the mailing list in 1977-78 was over 8 lakhs.

4.36. A wide variety of categories of recipients is stated to be included in the mailing list. They cover both officials and non-officials, individuals, and organisations, non-resident Indians living abroad, urban and rural schools, professional bodies like bar Associations, Chambers of Commerce and rural communications channels such as Panchayats, Head Masters of Primary Schools, social workers, cooperative societies, etc. The Ministry of Health and Family Welfare and the National Savings Organisations have, however, their own field organisations and they prefer sometimes to undertake the distribution themselves. They only indicate the agencies to which bulk supplies should be made by DAVP and DAVP carries out these instructions.

4.37. The Ministry have further stated that quite often DAVP material is printed in different places besides Delhi. Whenever this happens, distribution of the material is to some extent decentralised and is done through regional distribution centres which have been opened in Bombay, Calcutta and Madras. Distribution instructions however, are issued from Delhi.

4.38. According to the Ministry the advantages of the direct mailing system are that the organisation is now able to choose individuals or categories of individuals to whom any single publicity material will be relevant. For instance information about agricultural policies and practices can now be selectively sent to Programme Administrators. Extension Officers and individuals as well as agencies engaged in the task of increasing farm output. Similarly, information about industrial legislation can now be sent to management personnel, trade union leaders and even to workers direct. Considering that the distribution of any single publicity material is limited by the print order, there is great scope in the present system to so manage the distribution that the greatest possible impact may be had even with a limited print order. There is very limited chance of this material being lost to

the addressees or piling up somewhere without further distribution as did happen previously when the bulk distribution system was being followed.

4.39. The following statement shows the position in respect of number of copies printed, distributed, in stock and disposed of etc.:

	1975-76 (in lakhs)	1976-77 (in lakhs)	1977-78 (in lakhs)
1. The total number of copies printed during the last three years, including material produced by outdoor publicity wing.	669.56*	813.65*	405.25*
2. Number of copies distributed during the last three years.	467.46	689.72	619.59
3. In Stock—Balance materials left over as on 31st March, 1978.		31,97,462 copies	
4. Disposed of—Number of copies		About 6 lakh copies	
5. Amount realised through the disposal of printed publications.		Rs. 22,946,00 approx.	

*The following client departments undertook distribution of printed material produced on their behalf, directly by themselves. This account for the material not produced and distributed by DAVP :—

- (i) D.G., P & T (for majority of the jobs).
- (ii) Deptt. of Science & Technology.
- (iii) Director, Publications Division.
- (iv) National Savings Organisation (some jobs).
- (v) Railway Board.
- (vi) Deptt. of Family Welfare (some jobs).

4.40. Explaining to the reasons for large number of copies (31,97,462) being in stock on 31st March, 1978, the Ministry have stated that undistributed material showing as balance at the end of the year is rather a normal phenomenon inasmuch as approx. 5 per cent copies of all publicity material are required to be kept in stock to meet ad hoc/individual/unforeseen demands as also the materials received at the fag end of the financial year may have to remain in stock for distribution to be taken up early in the next financial year.

4.41. As regards the reasons for disposing of 6 lakh copies of publicity material, it has been explained that material on national campaigns was not considered good for distribution in the overall changed complexion of campaigns.

4.42. In reply to a question whether any review has been made of the list of addresses maintained by DAVP to keep it up-to-date, it has been stated that the address library now possess over 8 lakh addresses. Up-grading and review of address is a continuous process. Within the limitations of Manpower reviews are undertaken from time to time by picking up a particular category of address for review. To quote an example, the address library had about 20,000 addresses of High|Higher Secondary Schools in 1975-76 which were reviewed in 1977-78. Fresh lists were obtained with the help of Ministry of Education to up date the old addresses. The addresses in 1977-78 went upto 35,000. Similar reviews are taken up from time to time depending upon the availability of manpower, time-schedule and other circumstances calling for immediate review. It is also stated that the percentage of undelivered mail in respect of Direct Mail despatches are barely 1 per cent which reflects the correctness and workability of the present mailing list. DAVP plans to increase the mailing list to 15 lakhs by 1983.

4.43. On being asked whether there was any machinery to verify that the material reached the genuine readers and whether the comments and reactions of the readers were invited by DAVP, the Secretary of the Ministry stated during evidence before the Committee:—

“I don't think we have followed this particular practice of sending out letters and asking for reactions; but we have been receiving replies from many people that the literature was received by them. Some comments have been received from time to time.

4.44. In reply to another question, the Secretary of the Ministry stated:—

“I am conscious of the gap between what we wish to do and what our agency may be able to do. It is my responsibility to see that we try to improve our efficiency and narrow that gap. In early fifties, we started with distribution to 50,000 addresses. We have now reached upto 8 lakhs. In the Sixth Plan, when we propose to strengthen the machinery, we will go upto 14 lakhs. All this calls for strengthening of the organisation. We must not forget that ours is a large country and 14 lakh addresses are not a large proportion of the total number of people we have.

We do not have a wide network of field agencies. There is, therefore, a proposal to have regional offices in the major centres in the Sixth Plan. We have an exhibition network which is spread out but that also does not reach

for enough. One agency of the Central Government which does reach out into the interior is the field Publicity Unit and to the extent we can use that agency for displaying printed publicity material, we should do so."

4.45. It has been mentioned in the Annual Report, (1977-78) of the Ministry that the Directorate of Field Publicity with its 221 mobile fields units, spread all over the country is engaged in publicising the government policies and programmes at the grass root level. Field units undertake tours of rural, semi-rural, tribal and border areas and organise film shows, group discussions, seminars, exhibitions and song and drama programmes.

4.46. *The White Paper on Misuse of Mass Media during the Internal Emergency* has pointed out that 'one of the ways in which expenditure greatly increased was by sending publicity material by air freight instead of by post. The result was that while in 1974-75 the postal expenditure was Rs. 1.35 lakhs, it became Rs. 12.01 lakhs in 1975-76 and Rs. 13.68 lakhs in 1976-77.' As regard the reasons for air freighting material instead of sending it by ordinary post, the Ministry have stated that "the resort to Air Mail despatches was made apparently with a view to speed up despatch and ensure quick delivery as per instructions of the Ministry. Besides there were verbal instructions from the late Director... material is now sent by post/rail."

4.47. The Committee find that the DAVP undertakes distribution of over 6 crore copies of various kinds of publicity material annually and at present, has a mailing list containing over 8 lakh addresses. It is, however, surprising that no review has ever been made by the DAVP to ascertain whether the material does in fact reach the target audience and is found to be useful by them. The Committee feel that the DAVP should not only draw up mailing list for each category of material keeping in view the target audience but it should also satisfy itself that the material is actually received by the addressees and they are interested in it. They, therefore, suggest that the DAVP may, through the suggestion card system, ascertain periodically from the persons/institutions concerned their reactions to the material sent to them and their suggestions to improve the quality or distribution of the material. DAVP should also try to find out through this system whether or not all those individuals/institutions who are on the mailing list for a particular category of publications, are still actively interested in receiving the publication and drop those names from the list which may not send any response to the enquiry. The Committee would also urge that if this system is to serve any useful purpose, there is need to take

proper and prompt follow up action in the light of the reactions and suggestions of the readers.

4.48. The Committee note that another media unit of the Ministry of Information and Broadcasting, namely, the Directorate of Field Publicity, with its 221 mobile field units, spread all over the country, is stated to be engaged in publicising the government policies and programmes at the grass root level. Field units undertake tours of rural, semi-rural tribal and border areas and organise film shows, group discussions, seminars, exhibitions and song and drama programmes. The Committee consider that the services of Field publicity units can be utilised with advantage for the distribution of printed publicity material.

4.49. The Committee note with regret that there was a large increase in postal expenditure on sending publicity material during 1975-76 and 1976-77 as instead of sending it by ordinary post, resort to Air Mail despatch was made "as per instructions of the Ministry and verbal instructions" from the ex-Director resulting in phenomenal increase in postal expenditure from Rs. 1.35 lakhs in 1974-75 to Rs. 13.68 lakhs in 1976-77. The Committee desire that the Ministry may review the circumstances in which they instructed DAVP to despatch publicity material by air mail/freight in such a large quantity and see whether such a high expenditure on air mail/freight was at all justified. The Committee would like the Ministry to inform them of the reasons and circumstances necessitating despatch of material by air mail at such high cost. They would like the Ministry to draw lessons from the past experience and lay down guidelines to ensure that utmost economy is exercised by DAVP in the matter.

4.50. The Committee are informed that updating and review of addresses on the mailing list is a continuous process and this task is undertaken for each category of addressees from time to time. It is seen that DAVP proposes to increase the mailing list from 8 lakhs at present to 15 lakhs by 1983. The Committee are informed that this calls for strengthening of the organisation and a proposal to have a net work of field agencies in the Sixth Plan is under the consideration of the Ministry. The Committee would like that before opening new regional centres for distribution of publicity material, the Ministry should examine as to what extent the re-deployment of present distribution staff, re-organisation of the existing distribution machinery and streamlining of the existing procedure can meet the requirements of additional work load and also to what extent the services of the field officers of the Directorate of

Field Publicity can be utilised for distribution of publicity material.

E. Wall Newspapers

4.51. The DAVP produces wall-newspapers in English, Hindi and ten regional languages. The date of commencement of the publication in each language and the number of copies printed are as under:—

	Present print order	Date of commencement
English	11,950	20-1-1970
Hindi	10,450	Do.
Urdu	4,200	Do.
Tamil	5,000	16-1-1971
Bengali	7,100	5-1-1971
Marathi	5,000	26-1-1971
Malayalam	2,500	15-6-1974
Khasi	1,500	22-6-1974
Garo	1,500	17-2-1976
Manipuri	1,500	20-1-1976
Gorakhal	1,500	16-8-1976
Jusba	4,000	8-6-1975

4.52. It is proposed to extend the Wall Newspaper to the remaining languages as well as to Sikkimese in the next plan.

4.53. As regards the criteria laid down for the production and distribution of wall newspapers, it has been stated that this depends upon the assessment of the utility of this media in any particular region.

4.54. The annual expenditure sanctioned for the production of wall-newspapers as per the budget estimates for 1977-78 was Rs. 2,66,000/-.

4.55. It has been stated in a memorandum to the Committee that "the primary aim of the Wall Newspapers was to inform and motivate the masses specially in rural areas through success stories of the common man. Unfortunately, the right type of stories are not forthcoming from the field publicity staff. It is therefore necessary to entrust this coverage to private journalists on assignment and timely payment". The Ministry of Information and Broadcasting

have, however, stated that Wall Newspapers contain success stories; week after week....any story received from private parties can always be accepted and paid for as in the case of any other journals.

4.56. In reply to an enquiry whether any review had been made to assess whether this publication was fulfilling the object for which it was started, the Ministry have stated "this Directorate has not prepared any paper on the subject."

4.57. The Committee note that the DAVP produces wall newspapers in English, Hindi and ten regional languages and it was proposed to publish it in other regional languages in the Sixth Plan. The expenditure sanctioned for the production of wall newspapers during 1977-78 was of the order of Rs. 2.66 lakhs. It is, however, surprising that even though the wall newspaper is being published for the last 8 years, no review has been made so far to determine whether this publication is fulfilling the objects for which it was started. The Committee feel that it is high time that a proper valuation is made of the pattern and impact of the wall newspapers on the target audience with a view to making improvements.

CHAPTER V

PERFORMANCE AND ORGANISATIONAL SET-UP

A. Role of DAVP

5.1. The main functions of the DAVP have been enumerated in para 1.3 of this Report. Briefly, the DAVP has over the years established three main channels of publicising Government policies. These are advertising through newspapers, preparation and production of different kinds of printed publicity material, and organisation of exhibitions involving visual projection of Government policies and programmes. In addition, the DAVP has been entrusted with the task of accreditation of advertising agencies in the country.

(i) Advertising

5.2. One of the main functions of DAVP is planning, production and release of classified as well as display advertisements to newspapers/periodicals on behalf of the Ministries and Depts. of Government of India (except Railways) and their attached and subordinate offices and a number of autonomous bodies. It has been stated in a memorandum submitted to the Committee by an association of advertising agencies that 'the DAVP should increasingly and as soon as possible revert to the role of Directorate of Information and Propaganda and divest itself gradually and completely of direct advertising agency functions. These functions could be passed on to the professional advertising agencies.'

5.3. Another non-official, publicity expert, has also expressed the view that "the DAVP should revert to its original role of being an advertiser's representatives, the advertiser in this instance being Government. It should cease to be an advertising agency because this service can be provided at much less expense to the Exchequer, by private agencies."

5.4. The Ministry have, however, contended that DAVP has grown to a mature organisation over the last 30 years. Initially, the volume of Government advertising was limited. It functioned as what has been described as "advertisers representatives but, with the growth and development of Governmental activities through the planning process, dependence upon private agencies became a handicap and proved expensive".

5.5. The aforesaid suggestion that DAVP should cease to be an advertising agency for Government advertisements, the Ministry have stated, is based on the assumption that private agencies cost less. According to the Ministry "this is not true." The Ministry have also stated that while private agencies charge from clients for services rendered in the preparation of advertisements copy and art work, DAVP renders such services free of cost.

5.6. The Secretary of the Ministry stated during evidence that "if Government is wise in having an advertisement department of its own and if it handles all its advertisements centrally, then they can derive financial advantage out of having its recognised advertising agency.....As an advertising agency it takes advantage of the commission that newspapers give. If it were not to perform that function, then that money would not be saved by Government."

The Committee have been informed that DAVP earns commission on three categories of advertisements—press advertising, outdoor publicity and radio spots. Press advertising itself falls into three categories—UPSC advertisements, display advertisements and classified advertisements. While there is no commission charged on classified advertisements, DAVP get 15 per cent commission on UPSC advertisements, which fall in the display category with another 10 per cent commission as a discount for the guaranteed series of advertisements round the year every week.

5.7. On display advertisements other than UPSC, DAVP get 15 per cent commission. During 1977-78 on a total of Rs. 3 crores, expenditure incurred on press advertising the commission earned by DAVP was Rs. 43.80 lakhs. For outdoor publicity and Radio spots, which together account for an expenditure of Rs. 87 lakhs the commission was Rs. 6.24 lakhs and Rs. 6.36 lakhs respectively. On a total expenditure on advertising of Rs. 3.87 crores the commission thus earned comes to Rs. 56.67 lakhs.

5.8. As against the above commission earnings the total expenditure incurred during the same year 1977-78 was Rs. 31.70 lakhs—a figure calculated on the basis of appropriate advertisements of costs relating to advertising.

5.9. It has been stated in a memorandum to the Committee by a premier society of newspapers that "all commercial advertising emanating from Government should be left to the respective departments who would have a better idea of the target audience that sought to be reached by a particular advertising campaign. They

would also be able to deal more effectively with competition that they face for their products and services from other organisations."

5.10. In this connection, the Secretary of the Ministry stated during evidence that "conceptually the fact that advertising of government is centralised enables the Governmental agency to invest in skills and professional expertise of the kind that would be required to produce works of quality. Each individual Ministry would neither be able to afford nor would have the aptitude to do that."

5.11. The Committee note that one of the functions of DAVP is the release of classified as well as display advertisements to newspapers/periodicals on behalf of the Ministries and Departments of Governments of India (except Railways) and their attached and subordinate offices. A view has been expressed before the Committee that "DAVP should revert to the original role of being an advertiser's representative, the advertiser in this instance being Government. It should cease to be an advertising agency because this service can be provided at much less expense to the Exchequer, by private agencies." It has also been suggested that instead of centralising the release of advertisements in DAVP, all commercial advertising emanating from Government should be left to be handled direct by the respective Departments. The Ministry have, however, pointed out that the DAVP provides this service at lesser cost to the client ministries/Departments, as unlike private agencies, DAVP renders services like preparation of advertisement copy and art work free of cost. Further, as an advertising agency, it takes advantage of the commission that newspapers pay. After meeting its administrative expenses, there is net saving to the DAVP out of the commission it receives. The centralisation of advertising work in DAVP also enable Govt. to invest in required skills and professional expertise to produce works of quality. Individual ministries would neither be able to afford nor would have the aptitude to do that.

5.12. The Committee feel that all Government advertisements should continue to be handled and processed by a Government organisation, as at present, and the services of private agencies need not be used for the purpose. They also feel that balance of advantage lies in centralising the work in an expert body like DAVP rather than leaving it to each Ministry/Department to deal with newspapers, directly in the matter.

(ii) *Printed Publicity and Exhibition*

5.13. The DAVP has also been entrusted with the planning, production and distribution of printed publicity material and planning

and organising of exhibitions. It is noticed that there are other units under the Ministry of Information and Broadcasting which are also engaged on these activities. Thus, in regard to publications and other printed publicity material, besides DAVP, the Publications Division of the Ministry also publishes books, journals and pictorial albums in Hindi, regional languages and English to educate and inform the public. Similarly for exhibitions, in addition to DAVP, the Directorate of Field Publicity, with its 221 mobile field units, spread all over the country is also engaged in publicising the Government policies and programmes at the grass root level *inter alia* through organisation of exhibitions. To a question whether there is overlapping in the organisation of exhibitions both by DAVP and the Directorate of Field Publicity, the representative of the Ministry stated during evidence:—

"I am personally of the view that there is some over-lapping and it has to be properly sorted out so that exhibition and Field publicity are effectively dovetailed into each other. The Field publicity method is a kind of package which they deliver to the audience wherever they go; there is film show, posters, and exhibition is only a small component of the total display, while DAVP has an entirely specific exhibition wing and to that extent probably it is more exhibition oriented. As to the present structure, whether that itself should be changed I cannot say, but possibly there is room for experimentation and mixing up."

5.14. The Draft Five Year Plan 1978—83 has mentioned that "attempt will be to reduce the multiplicity of groups engaged in publicity work and integrating them closely with the field publicity units." Asked about the action taken in this regard the Committee have been informed by the Ministry that as a first step towards the implementation of the observation made in the Plan 1978—83 document, studies were undertaken to identify the areas of possible overlap with a view to reducing the multiplicity of groups engaged in publicity work under the Ministry. As a result of these studies, the following areas of possible overlap have been identified:—

(i) Publicity through the medium of Song & Drama, by the Song & Drama Division/Field Publicity.

(ii) Bringing out of publications (and other printed publicity material), by DAVP/DPD.

- (iii) Organising exhibitions, by DAVP/DFP.
- (iv) Work connected with circulation statistics of newspapers and other allied work by RNI/DAVP.
- (v) Need for continuing Photo Division as a separate unit.

5.15. The question of entrusting indepth studies to departmental or outside agencies to enable the Government to take a final decision is stated to be currently under examination.

5.16. The Committee are informed that studies made by the Ministry have revealed that there is over-lapping in regard to certain functions performed by DAVP like bringing out of publications and other printed material, organisation of exhibitions and work connected with circulation statistics of newspapers and other allied work. Thus, both the DAVP and the Publications Division of the Ministry are engaged in bringing out publications and other printed publicity material. Similarly, exhibitions are being organised by both the DAVP and the Directorate of Field Publicity. The work connected with circulation statistics of newspapers and other allied work is also being looked after both by Registrar of Newspapers for India and the DAVP. The Ministry have stated that the question of entrusting indepth studies to departmental or outside agencies to enable the Government to take a final decision in the matter is under examination. The Committee feel that now when the fact of over-lapping of functions has been established and admitted by the Ministry, the reported move to undertake further "in depth studies" through departmental or outside agencies before taking action looks like a dilatory step and is not at all necessary. The Committee would like that the Ministry should take a decision in the matter without further delay and so re-allocate the work among various Departments that there should be only one agency to do a particular job.

(iii) *Accreditation of advertising agencies*

5.17. Another function entrusted to D.A.V.P. is accreditation of advertising agencies. The purpose of accreditation of advertising agencies is stated to be (1) to ensure the technical competence, expertise and financial stability of the Advertising Agencies which handle the business, among others of public undertakings, nationalised banks, statutory bodies, Railways and autonomous corporations; (2) to ensure that the accredited agency gives such orientation as is necessary to the social content of the campaigns and image of the Undertakings (3) to apply the rates of newspapers approved by DAVP on the advertisements issued by such accredited agencies handling accounts of public undertakings.

5.18. In a memorandum to the Committee, a non-official has stated that the DAVP 'should cease to be an agency for accrediting advertising agencies because such accreditation by the DAVP is wholly unnecessary. Public Sector undertakings should be able to choose advertising agencies on their own.'

5.19. An association of the advertising agencies also stated in this connection that:

"If at all recognition of advertising agencies is a must, there already exist other bodies who grant recognition after considering both the professional competence and financial viability of advertising agencies. We feel that this arrangement is adequate and the public sector corporations should find no difficulty in choosing the agencies that are already accredited by bodies in the communication field rather than looking to the DAVP to duplicate the screening and accrediting function."

"In fact it is the Association's considered view that recognition of advertising agencies should be confined to the certification of their professional competence. This certification again should not be entrusted to some body engaged in one or other facet of the communication field. Instead the task of certification should be left to an independent, non-statutory body of eminent personalities drawn from the entire communications field."

5.20. The representative of the association stated in evidence before the Committee:

"DAVP is not only doing competitive advertising as an advertising agency, it is also a media owner, it is also a rate fixer, it is also an accreditation granter and these functions in our opinion are functions which to some extent are mutually contradictory and try to impinge one upon the other function. For example how can DAVP recognise another competitive agency? How can that advertising agency be the owner of media? I feel that the role of DAVP is not what it should really be."

5.21. It has been represented to the Committee by another non-official organisation that advertising agencies are already accredited with a Government recognised body, the Indian and Eastern Newspapers Society (IENS) and there is no usefulness or purpose of a further accreditation procedure.

5.22. The Ministry have expressed the view that the purpose of accreditation by DAVP and IENS are different. IENS is concerned with the Member Papers and Member Advertising Agencies. DAVP's accreditation of advertising agencies is aimed at ensuring professional standards and fair practices for Central and State Governments as well as Public Undertakings.

5.23. In regard to the question of having an independent body for certification of the professional competence of advertising agencies, the Ministry have stated "if an Advertising Council is set up, it should be a statutory body. It is necessary that this body should be able to enforce its decisions on the Members."

5.24. The Committee find that another function entrusted to DAVP is accreditation of advertising agencies. The purpose of accreditation is to ensure technical competence, expertise and financial stability of the private advertising agencies which handle the publicity business of public undertakings, nationalised banks, statutory bodies, railways and autonomous corporations. It has been suggested to the Committee by some non-official organisations and experts that advertising agencies are already accredited with a Government recognised body, viz., Indian and Eastern Newspapers Society (IENS) and there is no usefulness or purpose of a further accreditation by DAVP. It has also been suggested that public sector undertakings should be able to choose advertising agencies on their own. The Ministry have, however, pointed out that the accreditation by IENS is confined to their member advertising agencies whereas the DAVP accreditation is aimed at ensuring professional standards and fair practices by all advertising agencies who deal with Central and State Governments as well as public undertakings.

5.25. The Committee feel that there is nothing wrong if the Government makes an independent evaluation of the technical competence and financial stability of private advertising agencies before allowing them to handle publicity business of public sector undertakings, Railways and autonomous corporations. Nor is there anything wrong if such an evaluation, which is what accreditation means, is required to be done by a Department like DAVP which has the necessary skill and expertise in this field. In fact the centralised

procedure of accreditation, as at present, simplifies the task of advertising agencies inasmuch as they do not have to prove their credentials before each of the large number of public sector undertakings and other corporations but are accepted by them on the basis of the accreditation granted by the Central body.

5.26. The Committee feel that, as recommended by them in regard to drawing up of an approved media list of newspapers (para 2.10), in this case also, it will be better if instead of leaving the question of grant of accreditation to an advertising agency to an individual officer of DAVP, as at present, the system is institutionalised and a Accreditation Council consisting of representatives of DAVP, Ministry of Information and Broadcasting, user organisations (Railways, public sector undertakings etc.) and non-official experts is set up to consider the applications of the advertising agencies for accreditation.

B—Evaluation

5.7. Stressing the need for proper evaluation of advertising and other publicity done by DAVP an ex-Director of DAVP stated during a sidence before the Committee:—

‘DAVP is told to start a campaign and it does. But no evaluation is done on that. Any advertising agency should do the evaluation of the campaign and any evaluation must be by certain specialists in the field. It should not be by Government Officers. Because even now the evaluation is done, but it is not done in a scientific way. It is done by an organisation known as Field Publicity Directorate of the Ministry of Information and Broadcasting. There again they are low level officers i.e. Junior level Officers. They will be grade II officers. When they give a report they are always anxious to give a report, that will please the client, the Government. Therefore when an evaluation is done, I would like to have it done by an independent organisation.’

5.28. Asked whether any evaluation of advertising and other publicity is done by DAVP on a regular basis to judge its effectiveness; the Ministry have stated that so far no evaluation of advertising and other publicity work done by DAVP has been carried out on a regular basis. There is no built-in evaluation machinery in the absence of which information received in the nature of feedback from the Field Units of the Directorate of Field Publicity and the Field Exhibition Units of DAVP provides some information as to the effectiveness of the publicity. Replies received from recipients of publicity material also provide some clue as to the distribution and

the impact of the material. It is, however, realised that all this is inadequate and does not represent in any manner a proper evaluation of the effectiveness of DAVP's publicity.

5.29. The Ministry have informed the Committee that recently the Indian Institute of Mass Communication was asked to conduct a survey of the reach and impact of DAVP advertisements and the Institute has already completed its study in three Northern States Punjab, Haryana and Himachal Pradesh. It is now engaged in a similar study in the State of Kerala. It is proposed to assign similar studies to the Institute regarding the impact of specific campaigns organised by the DAVP for instance, in regard to the Family Welfare and National Savings. It is also proposed to issue letters to the recipients of different publicity material asking for their comments and reactions.

5.30. In the Rolling Plan, there is a scheme for evaluation on a regular basis of the impact of the DAVP campaigns. Such evaluation will be done both departmentally and extra-departmentally by independent research organisations. It is also proposed to introduce the concept of pre-testing of programmes.

5.31. The Committee regret to note that although it is now more than two decades that the DAVP was established, so far no evaluation of advertising and other publicity work done by DAVP has been carried out on a regular basis. It has been receiving some information in the nature of feed back from its field exhibition units and from the field units of the Directorate of Field Publicity, but as admitted by the Ministry, 'all this is inadequate and does not represent in any manner a proper evaluation of the effectiveness of DAVP's publicity'. The Committee have been informed that recently, at the instance of the Ministry, the Indian Institute of Mass communication has conducted a survey of the reach and impact of DAVP advertisements in Punjab, Haryana and Himachal Pradesh and it is conducting a similar study in Kerala. Some more studies are proposed to be entrusted to the aforesaid Institute. Further (there is a scheme in the Rolling Plan for evaluation on a regular basis of the impact of the DAVP campaigns both departmentally and extra-departmentally by independent research organisations. The move to have the effectiveness of DAVP's publicity evaluated through an independent agency, though belated, is welcome. The Committee would like that such an evaluation of DAVP's publicity campaigns should be made on a regular basis and follow-up action to improve the reach and impact of the publicity campaigns taken promptly in the light of the evaluation reports.

C—Future set up of DAVP

5.32. The DAVP is at present an attached office of the Ministry of Information and Broadcasting. In a memorandum to the Committee, an Ex-Director of DAVP stated:

“DAVP though an important media is not given the role it deserves. It is treated as a department to bestow patronage and in recent years to develop the ruling party’s image through governmental activities. With a view to reducing abuse of power and improving its output, DAVP must be made an autonomous corporation and function on commercial lines like any agency.

The Chairman of the Corporation should be a person from the top advertising, newspaper managerial or journalistic profession with no ties to private business or ambitions of a political career. The Managing Director should be a person of proved merit in the communication media field.

Initially, all the advertising, of the public sector could be entrusted to this autonomous corporation specially of the bigger units like Air India, Indian Airlines, Shipping Corporation, Hindustan Steel, Oil Companies BHEL and pharmaceutical units. On a review of the working of this Corporation after two years a decision could be taken to transfer all Government business to it”.

5.33. He also stated during evidence that sometime back when the Government thought of taking over public sector advertising, it was suggested that we should have a public autonomous corporation which would deal initially with public sector advertising. Initially, the intention was to have a Corporation to deal with public sector advertising only. But after a couple of years after reviewing its working it could take over the whole DAVP. He also stated that “DAVP should not be treated as a Government department. Whatever we may say, particularly in recent years it is being treated as a department to give patronage to certain papers that play the tune of the government. If DAVP is to fulfil its role, it must be allowed to treat advertising on purely commercial and utility considerations. But political pressures come from Ministers sometimes from

high officials like Secretaries. It is difficult for a junior official to resist these pressures. If there is a public autonomous corporation, the pressure will be less."

5.34. During his evidence before the Committee a journalist of long standing also stated that he would prefer the DAVP to be an autonomous body.

5.35. Asked about the views of the Ministry in this regard, the Secretary of the Ministry stated during evidence:

"Ordinarily, if it were only a function of advertising, as an advertising agency, as compared with the private advertising agencies, the alternative of an autonomous Corporation could have been seriously thought of. But unfortunately we have to look at the total mandate of the DAVP. DAVP cannot be expected to look at itself as a commercial organisation because primarily its purpose is to publicise the policies and programmes of Government through this particular medium."

He added that:

"Let us try to identify the advantages which we would overcome by having resort to the system of autonomous corporation. We would have an advantage in terms of greater flexibility of operations, greater flexibility in creating posts, hiring people, not being tied down to the Ministry of Finance rules and regulations as also those of Personnel and Administrative Department. They do try to tend sometimes to slow down the work. I have a lot sympathy with the autonomous corporations but DAVP should not be viewed basically as an advertising agency."

5.36. In a note furnished subsequently, the Ministry have stated that an activity analysis of the DAVP would bring into focus the complexities of its close involvement with Government departments. In order that a host of developmental activities and programmes are blended into a harmonious format, DAVP necessarily has to imbibe the feel of these programmes through a continuous and organic contact with not only departments and ministries but with the Government as a whole. It is through this intimate exposure that the publicity material acquires authenticity. In its extended dimension, it takes the shape of a visual projection through exhibitions.

5.37. It is here that the main points of difference of DAVP functioning as a Government department in contrast to functioning as an autonomous corporation emerge. The attributes of a autonomous

corporation emphasise distance, detachment and a subjective ethos. In other words, an autonomous structure would deprive the DAVP of the close to-skin proximity essential to acquire comprehension of a continuously evolving Government ethos. Distance would jeopardise the status of DAVP with the user departments. The projection of Government policies and programmes is distinct from the consumption-oriented high pressure 'hard sell' of a product. To carry the Government message to a highly stratified audience as in India, publicity has to operate slowly at several levels of communication. It cannot be, by its very nature a one shot projection. It has to be continuous, and has to create an enduring appeal to elicit from the audience an involvement which underlines the basic objectives of this projection. Such a message must go down as a Government message to gain acceptance. A Government message conveyed through an autonomous agency may have a smooth and acceptable passage but it would lack the force and impact of the governmental stamp in the consciousness of the people. To that extent, there is a danger of its being diluted in transmission.

5.38. With the growth of mass media, the tools of the trade have undergone a radical change. In the evergrowing all pervasive influence of the power of the suggested word, the greatest persuasion is the fact that the word is the word of the Government.

5.39. Even a less artistic presentation of a governmental programme very often has a greater power and acceptance than the most imaginative and artistic presentation concealing the core of the message as that of the Government. This great advantage cannot be sacrificed in favour of any frills as would, indeed be sacrificed if greater importance is given to other operational considerations.

5.40. As regards the segment involving DAVP's activities in the fashion of an advertising agency, an autonomous structure would presuppose a smooth, commercial type of activity free from bureaucratic constraints. It would also imply mobility as regards induction of artistic and creative personnel. In the context of the role of the DAVP as an agent responsible for projecting the subtleties of the ever-evolving Governmental policies and programmes and being responsive to them and in order to inculcate essential capability for projecting Governmental message there is some advantage in experienced and dependable government hands manning the professional posts. This is the existing framework of DAVP where all but 37 professional posts are held by personnel permanent and exclusive to the organisation. The Department provides this profes-

sional expertise opportunities of growth. The remaining 37 posts are manned by personnel drawn from an institutionalised cadre of media men who bring with them a rich repertoire of the techniques in the art of communication as well as a complete understanding of Government's requirements.

5.41. There are, admittedly, constraints in a departmental set up. But, over the years, the constraints are being overcome, to an extent, by innovations. The P & T Board is one such instance. All the financial administrative and policy-making powers of a Ministry are vested in this Board giving it a great deal of operational manoeuvrability and within an essentially departmental set up. This is, of course, essential for an operation of the scale and magnitude of the P&T Services, involving lakhs of personnel and hundreds of crores of rupees of expenditure. In contrast, DAVP has to be a close knit organisation with adequate financial and administrative powers to manage its resources and material. In the current scheme of financial delegation, these powers are substantially available to the DAVP. There is scope for increasing these powers so that operational efficiency may be greatly increased. However, given the unique requirements of governmental publicity with its own involvement of very close liaison with all the Ministries, these needs would seem to be best served by a Government Department with requisite financial and administrative powers.

5.42. The DAVP has been entrusted with numerous functions of divergent nature. It acts as an advertising agency for the Ministries and Departments of the Government in which role it earns a commission of 15 per cent from newspapers on display advertisements which, according to the information given to the Committee, is more than the expenditure incurred on the advertising wing of the DAVP. This obviously is a commercial function which this Department performs. At the same time it has certain non-commercial and regulatory functions like production and distribution of printed publicity material on behalf of Government, carrying out of outdoor publicity, organisation of exhibitions and accreditation of advertising agencies.

5.43. It has been brought to the notice of the Committee that DAVP has been used in recent years "to develop the ruling party's image through Governmental activities". The White Paper on Misuse of Mass Media (August 1977) referred to cases (pages 52 to 54) in which certain papers were unduly favoured in the matter of quantum of Government advertisements and advertisement rates under instructions from the Ministry. Shah Commission has also mentioned in its Interim Report I (para 6.58) that "newspapers and journals

which were critical of Government policies were denied advertisements whereas others... which were regarded as being supporters of Government policies were given advertisements beyond their legitimate due." It has been suggested to the Committee by a non-official witness that "with a view to reducing abuse of power and improve its output, DAVP must be made an autonomous corporation and function on commercial lines like any agency". Opposing the suggestion to convert DAVP into an autonomous corporation the Secretary of the Ministry stated during evidence that ordinarily if it were only a function of advertising, as an advertising agency as compared with private advertising agencies, the alternative of an autonomous corporation could have been seriously thought of... DAVP cannot be expected to look at itself as the commercial organisation because primarily its purpose is to publicise the policies and programmes of Government through this particular medium." Subsequently the Ministry in a note stated that "an autonomous structure would deprive the DAVP of the close-to-skin proximity essential to acquire comprehension of a continuously evolving Government ethos..." The Ministry added that a Government message "must go down as a Government message to gain acceptance. The Government message conveyed through an autonomous agency may have a smooth and acceptable passage but it would lack the force and impact of the Governmental stamp in the consciousness of the people". The Ministry, however, admitted that there are "constraints in a departmental set up. But over the years the constraints are being overcome to, an extent, by innovations."

5.44. After giving a careful thought to the matter, the Committee have come to the conclusion that if the Advertisement Wing of the DAVP which performs purely commercial function of handling publication of Government advertisements in newspapers on commission basis has to fulfil the role assigned to it efficiently and objectively and get the best value of Government money spent on advertisements, it should be separated from other wings of the DAVP which perform purely non-commercial functions of arranging publicity to Government policies and programmes and set up as an autonomous, organisation headed and staffed by competent professionals with full autonomy in day-to-day working within the overall policy framework laid down by the Government. This arrangement will not only insulate the Advertisement Wing from political and official pressures and ensure against its possible misuse for political purpose but also give it the necessary freedom from the constraints inherent in a departmental set up which, in the opinion of the Committee, is very vital for the success of a commercial activity like the one in which this Wing is engaged in. This arrangement will also not disturb the

"close-to-skin proximity" considered essential to comprehend "Government ethos" by the other wings of DAVP or dilute the "force and impact of the Government stamp" on the campaigns launched by these wings to publicise the policies and programmes of Government as these wings will, even after separation of Advertisement Wing, continue to function as a Government Department under the existing set up.

5.45. The Committee would like this autonomous organisation to handle all the advertising business of the Government departments as at present. The Committee have no doubt that a stage would come when after the proposed organisation proves its professional competence, it would be able to compete with other advertising agencies in the field and progressively extend its reach to the Railways, other Government organisations and public sector undertakings.

D. Professional Expertise

5.46. Several non-officials in their memoranda as well as in evidence before the Committee suggested that the DAVP should be directed and staffed by competent and experienced people. One of the non-officials stated in his memorandum to the Committee:—

"I feel strongly that the person in charge i.e. Director should have a professional/publicity and advertising background with proven experience in order to discharge his responsibilities and functions effectively. This perhaps is not always the case as the Director is generally recruited from within the Government and as such is not an advertising specialist, but rather a governmental career man with broad governmental administration experience as a criteria for his selection and a person who more often than not looks upon the appointment as temporary watershed and possibly stepping stone to other higher office in his service career."

5.47. An association of advertising agencies also stated in their memorandum:

"On the whole such advertising that we do see of the DAVP in the newspapers and hoardings leaves much to be desired. It is certainly not professional either in terms of clarity in communicating specific objectives or in terms of all the ties. In our opinion instead of the present policy of manning a Directorate with people drawn from other apparently allied departments (like the Press Information Bureau), it is essential that the Government creates a central cadre of qualified trained people to man the key DAVP posts."

5.48. Another non-official expressed the view that:

“The senior staff of the DAVP have no special expertise or experience to fulfil any of these functions’ entrusted to the DAVP nor do they have any permanent interest in the organisation or its work.”

5.49. On the question of the Director being a Governmental career man rather than an advertising specialist, the Ministry have stated that “Basically the point is whether we want a generalist in the field of mass communication or a specialist in the field of advertising. The former, specially, with experience of man management, would be more suitable than the latter because the specialist skills are also available in the various technical divisions.”

5.50. In regard to the availability of professionally skilled and experienced officers in the various wings of the DAVP, the Ministry have stated that out of about 1,000 posts in DAVP as many as 950 are manned by officers experienced in the various wings of the organisation. They have grown with DAVP and will continue to be available with DAVP. There are no transfers in the case of these officers.

5.51. Of the remaining 50 posts some are concerned with house-keeping functions which are performed by personnel from the Central Secretariat Service without any injury to the professional efficiency of DAVP. There are 37 Central Information Service personnel who are manning the posts of Campaign Officer, Copy Writer, Assistant Editor, etc. besides some directional posts. These personnel, by the nature of their recruitment, training and expertise, are fitted to perform these professional functions within the scheme of governmental publicity. The Ministry have taken a policy decision that the officers of the Central Information Service seconded to different Media Units should be posted for a sufficiently long time with these Units. This policy applies to DAVP also.

5.52. Pointing out during evidence that the DAVP staff was quite good and that DAVP had developed professionalised approach in its working, the representative of the Ministry stated that a professional journal ‘Ad Age’ on advertising had selected one of the DAVP’s advertisement as advertisement of the month. The Committee were also informed that the DAVP produced materials had also won awards.

5.53. On the question of professional expertise of DAVP the Secretary of the Ministry stated during evidence:

“The attempt is and has been to man its skilled and professional

posts with skilled men... But whether we have fully come up to high standards of expectation is another question. I am not satisfied myself."

5.54. The Committee find that non-official experts in the field of advertisement have doubts about professional skill and expertise available in the DAVP to carry out the functions entrusted to it. It has been suggested that instead of the present policy of manning the Directorate with people drawn from other apparently allied departments (like the Press Information Bureau), the Government should create a central cadre of qualified trained people to man the key DAVP posts.

5.55. The Ministry have stated that out of about 1000 posts in DAVP as many as 950 are manned on a regular basis by officers who are experienced in the various wings of the organisations and who have grown with DAVP. The officers belonging to Central Information Service, at present, numbering 37, by the nature of their recruitment, training and expertise, are fitted to perform professional functions within the scheme of governmental publicity and they are "posted for a sufficiently long time". As regards the quality of work done by DAVP, the Committee have been informed that a DAVP advertisement has been selected as an advertisement of the month" by a professional journal and DAVP produced material has also won awards.

5.56. The Committee feel that the Government should have a close look at the quality and standard of the professional staff working in DAVP and identify the areas in which there is deficiency of professional expertise and initiate measures like training of existing personnel and induction of professional experts according to a well-planned programme so as to upgrade the level of efficiency of work and quality of output. Such an upgradation of efficiency and quality will be all the more necessary in the advertisement wing which will have to function in competition with private agencies for the expansion of its business after it is converted into an autonomous organisation.

5.57. The Committee would also like to point out that as the importance of Radio and Television is fast growing as powerful and popular media of advertisements, DAVP would do well to develop professional expertise to design and produce advertisements for these media.

NEW DELHI;
December 21, 1978.
Agrahayana 30, 1900(S).

SATYENDRA NARAYAN SINHA,
Chairman,
Estimates Committee.

APPENDIX I

MINISTRY OF INFORMATION AND BROADCASTING

Advertising Policy of the Government

The Directorate of Advertising and Visual Publicity, which is the centralised publicity organisation of the Government of India, places advertisements in various newspapers and periodicals on behalf of Ministries and Departments of the Government of India and their attached and subordinate offices and a number of autonomous bodies. The primary objective of Govt. advertising is to secure the widest possible publicity coverage. Political affiliations will not be taken into account in placing Government advertisements. Advertisements will not be issued, however, to newspapers and periodicals which incite communal passions or preach violence or offend socially accepted conventions of public decency and morals.

2. A balanced and equitable placing of advertisements is aimed at, Government advertisements are not intended to be a measure of financial assistance. In pursuance of broader social objectives of Govt. however, weightage or consideration will be given to:

- (a) Small and medium newspapers and periodicals;
- (b) Specialised, scientific and technical journals;
- (c) Language newspapers and periodicals;
- (d) Papers and periodicals being published especially in backward, remote or border areas;
- (e) Any other category which Govt. may consider appropriate for special and bonafide reasons.

3. Small, medium and big newspapers/periodicals shall be categorised as under:

- | | |
|-------------|--|
| (i) Small | - Upto 15,000 of circulation |
| (ii) Medium | - Between 15,000 and 50,000 of circulation |
| (iii) Big | Above 50,000 of circulation. |

4. In selecting newspapers for placing advertisements, the following consideration will be taken into account within the funds available:—

- (a) To aim at coverage of readers from different walks of life, particularly in the case of national campaigns.

- (b) To reach specific sections of people depending upon the message of advertisements.
- (c) To use only newspapers/periodicals with a minimum paid circulation of not less than 2000 copies. Relaxation will be made in the case of the following:
- (i) In case of Urdu and Sindhi language papers and specialised, scientific and technical journals, the minimum paid circulation of 1,000 copies will qualify for Govt. Advertisements.
- (ii) In the case of Sanskrit papers and papers published especially in the backward, border and remote areas or in tribal language or primarily for tribal readers, the minimum paid circulation of 500 copies will qualify for Government advertisements.
- (d) The newspapers/periodicals should have uninterrupted and regular publication for a period of not less than one year.
- (e) To use only genuine newspapers which circulate news or writings on current affairs; likewise to use only standard journals/periodicals on science, art, literature, sports, films, cultural affairs, etc.
- (f) House magazines and souvenirs shall be excluded.
- (g) 'Pulling-power', production standards and the language and areas that are intended to be covered.
5. In regard to production standards, the following specifications shall apply:

A daily newspaper should have a minimum of four pages daily and should be having size not less than 45 cms 7 standards column width or equivalent printed space. Weeklies and Fortnightlies should have the following size and number of pages:

Print area not less than	Minimum number of pages
30 cms— 4 cols	6 or equivalent printed space
20 cms - 3 cols	12
30 cms - 2 cols.	24

Periodicals other than weeklies and fortnightlies should have the following size and number of pages:

Size	Minimum number of pages
20 cms × 3 cols.	32
15 cms × 2 cols.	40

Exceptions will be made only in the case of newspapers/periodicals being published in tribal language or for tribal audience.

6. For big and medium newspapers/periodicals, the circulation will be accepted on the basis of a certificate from a professional and reputed body or Institution. In the case of small newspapers/periodicals the circulation figures should be certified by a registered Chartered Accountant. The Circulation figures, if proved incorrect, will render the papers/periodicals ineligible for advertisements, besides any other action which Govt. may deem appropriate.

7. ADVERTISEMENTS RATES:

The rate-structure for Government advertisements will be based on the principles enunciated above.

APPENDIX II*(Vide para 2.3)**Break-up of newspapers/periodicals on the media list of DAVP language wise and category wise.*

Language	Big	Medium	Small	Total
English	37	49	190	276
Hindi	24	38	236	298
Urdu	4	8	158	170
Punjabi . . . . .	..	3	40	43
Sindhi . . . . .	..	1	10	11
Marathi	12	11	76	99
Gujarati	12	14	43	69
Malayalam	10	11	25	46
Kannada	3	7	17	27
Bengali	4	15	66	85
Assamese . . . . .	..	1	9	10
O-riya . . . . .	..	3	10	13
Tamil	6	17	35	58
Telugu	3	12	16	31
Total no. of papers	115	190	931	1236

APPENDIX III

(Vide para 2.84)

STATEMENT CONTAINING THE MAIN BENEFITS OTHER THAN IN THE MATTER OF ADVERTISEMENTS PROVIDED TO SMALL/MEDIUM NEWSPAPERS/PERIODICALS

The following facilities have been provided to the small and medium newspapers to help them in their growth:

- (i) Small and Medium newspapers having entitlement upto 300 tonnes are allowed to take any proportion of their quota in Nepa newsprint or imported newsprint. Nepa newsprint is cheaper than imported newsprint on high sea sales and STC's buffer stocks.
- (ii) Small newspapers, whose entitlements are too small to be covered by the arrangement of direct delivery on high sea sales, can club their entitlement and take the newsprint on high sea sales through either the State Small Industries Development Corporation or any other such corporation functioning in the States or through authorised agents acting on their behalf.
- (iii) The limit of 25 metric tonnes in one lot for the import of newsprint on high sea sales from Canada has been brought down to 10 metric tonnes, thus, enabling a large number of small newspapers to avail of high sea sales facilities.
- (iv) Newspapers with circulation of up to 2000 copies per publishing day need not submit Chartered Accountant's Certificate along with their application for allotment of newsprint.
- (v) Newspapers which closed down or could not apply for newsprint during Emergency will be treated as old newspapers for the allotment of newsprint and thus their previous entitlement will be maintained.
- (vi) Newspapers which are being printed on sheets, have been provided with an additional quantity of 10 per cent for conversion of reels into sheets. Mostly small newspapers are printed on sheets and, as such, this benefit goes to small newspapers.

- (vii) New newspapers/periodicals are not required to furnish bank guarantee along with application. New newspapers/periodicals will be allowed an initial quota to cover four months requirement on the basis of circulation of 10,000 copies of 8 standard pages (dailies) and 16 standard pages (periodicals).
- (viii) The withdrawal of 5 per cent import duty on newsprint announced by Government in 1977 provides substantial relief to all categories of newspapers.
- (ix) Small and Medium newspapers/periodicals having circulation below 50,000 copies per publishing day have been exempted from Central Excise duty @ 1 per cent *ad valorem*. This will give a great financial relief to all medium and small newspapers.
- (x) To encourage the small newspapers, the Press Information Bureau has a number of services. Indepth stories written in simple and capsule form covering developments in agriculture, industry, science and technology and social sciences are being prepared every month and released to all the major languages. A digest of news is issued by the regional/branch offices of the Bureau in the languages of the region.
- (xi) Photo and ebonoid blocks are also supplied to the small newspapers. The ebonoid supply, started in 1964, serves papers which cannot afford the cost of block making.
- (xii) A new photo service in the form of "Charba" was started in September, 1971, to help and encourage Urdu papers printed by litho process. "Charba" is the impression of Zinc block on a specially treated paper meant for reproduction.
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APPENDIX IV

(Vide para 3: 54)

Statement of cases in which DAVP refused to pay the Bills of Language Newspapers on the ground of Late insertion of Advertisement.

S. No.	Names of Newspapers	Types of Advs. issued to them	Dates on which advs. were recd. from the Agent Ministers	Dates on which these were sent to the papers	Dates on which these were reqd. to be published	Actual Dates of Publication
1	2	3	4	5	6	7
1.	Atkai Patrika, Jullunder	Tender Notice	21-11-78	539(94)/77 dt. 23-11-77	25-11-77	28-11-77
2.	Ranjit, Patiala	Do.	21-11-77	Do.	25-11-77	27-11-77
3.	Daily Suraj, Ludhiana	Do.	21-11-77	Do.	25-11-77	1-12-77
4.	Jaihedar, Delhi	Do.	25-10-77	538(29)/77 dt. 29-10-77	31-10-77	2-11-77
5.	Jai Hind, Rajkot	Do.	13-5-77	532(26)/77 dt. 14-5-77	19-5-77	27-5-77
6.	Sanmarg, Calcutta	Do.	18-6-77	532(49)/77 dt. 18-6-77	25-6-77	27-6-77
7.	Hindu, Aimer	Do.	8-11-77	683(978)/77 dt. 15-11-77	12-11-77	25-11-77
8.	Jalte Deep, Jodhpur	Do.	8-11-77	Do.	18-11-77	30-11-77

9.	Rooplekha, Calcutta.	Do	9-10-77	683(827)/77 dt. 11-10-77	16-10-77	29-10-77
10.	Vishwamitra, Calcutta	Do.	7-10-77	683(824)/77 dt. 11-10-77	14-10-77	19-10-7
11.	Eenadu, Vijayawada	Do.	8-3-78	643(232)/77 dt. 10-3-78	14-3-78	18-3-78
12.	Gandiva, Varanasi	Di play	3-3-78	77/592 dt. 4-3-78	13-3-78	14-3-78
13.	Ranchi Express, Ranchi	Do.	3-3-78	Do.	13-3-78	14-3-78
14.	Deshbandhu, Raipur	Do.	3-3-78	Do.	13-3-78	14-3-78
15.	Vishwamitra, Kanpur	Do.	3-3-78	Do.	13-3-78	14-3-78
16.	Janshakti, Patna	Do.	3-3-78	Do.	13-3-78	14-3-78
17.	Aljamiat, Delhi	Do.	21-11-77	77/343 dt. 24-11-77	12-12-77	15-12-77
18.	Yugdharna, Nagpur	Do.	16-3-78	77/614 dt. 18-3-78	23-3-78	24-3-78
19.	Jai Desh, Varanasi	Do.	16-3-78	Do.	23-3-78	24-3-78
20.	Daily Milap, Delhi	Do.	16-3-78	Do.	23-3-78	24-3-78
21.	Aftab, Srinagar	Do.	16-3-78	Do.	23-3-78	24-3-78
22.	Rehnuma-e-Karnataka, Bangalore	Do.	16-3-78	Do.	23-3-78	24-3-78
23.	Musalman, Madras	Do.	16-3-78	Do.	23-3-78	24-3-78
24.	Swadesh, Indore	Do.	16-3-78	Do.	23-3-78	24-3-78
25.	Panchjanya, Delhi	Tender Notice	25-6-77	307(6)/77 dt. 4-7-77	12-7-77	24-7-77
26.	Yugdharna, Nagpur	Do.	13-12-77	307(19)/77 dt. 15-12-77	17-12-77	19-12-77
27.	Prajatantra, Impthal	Do.	13-12-77	Do.	17-12-77	20-12-77
28.	Alai Ossi, Madras	Do.	8-2-78	307(59)/77 dt. 10-2-78	13-2-78	16-2-78

29.	Sandesh, Jamnau	.	.	.	.	.	307(30)/77 dt. 2-3-78	5-3-78	7-3-78
30.	Yugbharma, Jabalpur	.	.	.	.	Do.	Do.	5-3-78	7-3-78
31.	Dainik Janambhoomi, Jorhat	.	.	.	.	Display	304/5/77 dt. 19-1-78	21-1-78	5-2-78
32.	Samrita Karnataka, Hubli	.	.	.	.	Tender Notice	710/963/77 dt. 15-2-78	20-2-78	27-2-78
33.	R-hnum a-c-Karnataka, Bangalore	.	.	.	.	Do.	690/En-93/77 dt. 21-11-77	24-11-77	28-11-77
34.	Indore Samachar, Indore	.	.	.	.	Do.	711/201/77 dt. 28-10-77	1-11-77	6-11-77
35.	Vishwamitra, Calcutta	.	.	.	.	Do.	690/194/77 dt. 24-1-78	28-1-78	10-2-78
36.	Dharitri, Bhubaneshwar	.	.	.	.	Do.	635/222/77 dt. 20-5-77	24-5-77	27-5-77
37.	Deshdoot, Allahabad	.	.	.	.	Do.	63 5/795/77 dt. 1-9-77]	4-9-77	9-9-77
38.	Ranjit, Patiala	.	.	.	.	Do.	635/834/77 dt. 8-9-77	9-9-77	13-9-77
39.	Dail, Sandesh, Jammu	.	.	.	.	Do	635/281/77 dt. 15-9-77	19-9-77	30-9-77
40.	Vishwa Bandhu, Patna	.	.	.	.	Do.	635/971/77 dt. 29-9-77	4-10-77	13-10-77
41.	Quami Jung, Rampur	.	.	.	.	Do.	635/1029/77 dt. 11-10-78	13-10-77	16-10-77
42.	Dainik Rahi, Sagar	.	.	.	.	Do.	635/1049/77 dt. 12-10-77	16-10-77	24-10-77
43.	Rooplekha, Calcutta	.	.	.	.	Do.	635/1037/77 dt. 11-10-77	21-10-77	29-10-77
44.	Janambhoomi Jorhat	.	.	.	.	Do.	635/1167/77 dt. 27-10-77	30-10-77	3-12-77
45.	Bikaner Express, Bikaner	.	.	.	.	Do.	635/300/77 dt. 4-6-77	7-6-77	13-6-77
46.	Dainik Parvatiya, Nainital	.	.	.	.	U. P. S. C.	560/54/77 dt. 11-2-78	18-2-78	24-2-78

47.	Ranchi Express, Ranchi	.	.	.	Do.	1-4-77	560/2/77/ dt. 2-4-77	9-4-77	11-4-77
48.	Daily Aftab, Srinagar	.	.	.	Do.	5-5-77	560/7/77 dt. 7-5-77	14-5-77	17-5-77
49.	Daily Azad, Bangalore	.	.	.	Do.	6-9-77	560/26/77 dt. 9-9-77	17-9-77	20-9-77
50.	Shivalik Sandesh, Chandigarh	.	.	.	Do.	5-5-77	560/7/77 dt. 11-5-77	14-5-77	17-5-77
51.	Nutan Saurashtra, Rajkot	.	.	.	Do.	5-5-77	Do.	14-5-77	17-5-77
52.	Eswathi, Vishakapatnam	.	.	.	Tender Notice	20-2-78	635/1827/77 dt. 23/24-2-78.	1-3-78	7-3-78
53.	Daily Sandesh, Jammu	.	.	.	Do.	29-12-77	683/1198/77 dt. 31-12-77	3-1-78	10-1-78
54.	Lokvani, Bangalore	.	.	.	Do.	20-1-78	635/1653/77 dt. 27-1-78	31-1-78	2-2-78

NOTE I : The advertisements at Serial Nos. 7 and 8 were received from the Ministry concerned on November 8 but, subsequently, there were four holidays on account of Diwali, Second Saturday and Sunday, which delayed the issue of the advertisement.

NOTE II : The advertisement at Serial No. 31 was received on January 11, 1978 but because it was display advertisement, it took some days to prepare the art work.

APPENDIX V

(Vide Para 4.12)

Reasons for non-execution of 8 jobs of DAVP by Directorate of Printing during 1977-78.

- (i) Reference No. 5|2|77-PP-II, dated 6-4-1977 for the printing of "Pay here" poster was received from DAVP on 7-4-1977 and reply was desired by 11-4-1977. Acceptance was sent on 16-4-1977. DAVP had intimated on 25-4-1977 that the job could not be assigned due to the delayed reply sent to DAVP.
- (ii) Reference No. 6|2|77-PP-II, dated 8-7-1977 for the printing of "National Philatelic Museum P & T Booklet" was received from DAVP on 11-7-1977 and the reply was desired by DAVP by 18-7-1977. Acceptance was sent to DAVP on 19-7-1977. DAVP sent the Press Requisition and the manuscripts on 26-7-1977. But this job was returned to DAVP on 9-8-1977 by the Press concerned because of non-availability of Gillsans type faces in the Press.
- (iii) Reference No. 3|1|77-PV, dated 20-7-1977 for the printing of "India Country Report—Brochure" was received on 21-7-1977 and the reply was wanted by 22-7-1977 (12 Noon). Reply was sent on 1-8-1977 accepting this job. DAVP had intimated on 12-8-1977 that acceptance was received by DAVP when they were half-way through the job and as such they could not entrust the job. Government of India Press had informed on 22-8-1977 that it was not economical to do this job in the Government of India Press because of non-availability of smaller size printing machines. Hence DAVP were informed on 1-9-1977 that DAVP may get this job executed under their own arrangements.
- (iv) Reference No. 11/12/77-PPV, dated 29-9-1977 for the printing of "KAFTZ—Brochure" was allotted to the Government Press on 1-8-1977 but due to the reasons indicated

against item (iii) above, DAVP was informed on 1-9-1977 that they may also get this job executed through a private press.

- (v) Reference No. 4|21|77-PPIV, dated 12-9-1977 regarding printing of "Nirodh poster" was received by Dte. of Printing on 13-9-1977 and reply for acceptance was sent to DAVP on 20-9-1977. In the acceptance letter DAVP was asked to give more time to execute this job by supplying the required paper. On mutual discussion, it is learnt that in view of the urgency, the job was executed by DAVP.
- (vi) Reference No. 5|5|77-PPV, dated 9-9-1977 received by Dte. of Printing on 13-9-1977 was replied on 24-9-1977 accepting the job for the printing of "POSB—Booklet". DAVP informed on 27-9-1977 that they would send the material as soon as it was ready. But now it is understood that the client is yet to supply materials for this job and, therefore, did not send the requisition and manuscripts.
- (vii) Reference No. 8|1|77-PPIV, dated 20-9-1977 for printing of "Air Force Brochure" was received on 21-9-1977 and the reply was desired by DAVP on 21-9-1977. Acceptance was sent to DAVP on 24-9-1977 to which DAVP replied on 27-9-1977 that due to late reply DAVP assigned this job to a private press because of urgency in the matter.
- (viii) Reference No. 11|1|77-PPV, dated 22-9-1977 for the printing of "Guide to Delhi Zoo—folder" was received on 23-9-1977 and reply was desired by DAVP by 5-10-1977. Acceptance was sent on 26-9-1977. DAVP has now intimated that the client is yet to supply the material for production.
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APPENDIX VI

(Vide para. 4.14)

Percentage of Utilisation of capacity of various Government of India Presses during the year 1976-77.

LINO MACHINE

Name of Press	*Capacity in terms of machine hours	@Percentage of utilisation.
1. KSR Unit, Santragachi	31582 hours	44.3%
2. Simla	21744 ,,	56.6%
3. Minto Road, New Delhi	124277 ,,	56.6%
4. Nasik	37468 ,,	59.4%
5. Faridabad	38681 ,,	56.2%
6. Coimbatore	21785 ,,	69.8%
7. Ring Road, New Delhi	44415 ,,	68.9%

*Capacity of a Press in terms of Machine hours.

This figure represents the machine hours arrived at on the basis of the actual strength of operators available during the year to operate Machines.

@Percentage of utilisation

This figure represents the actual productive period and does not include the hours lost due to (i) absenteeism of workers, (ii) machine stoppages due to mechanical and electrical defects, cleaning of machines, power failure and for other miscellaneous reasons.

Percentage of utilisation of capacity of various Govt. of India Presses during 1976-77.

MONO KEY-BOARD MACHINES

Name of Press	*Capacity in terms of Machine hours	@Percentage of utilisation
1. KSR Unit, Santragachi, Howrah	31046 hours	49.8%
2. Simla	22704 ,,	63.6%
3. Minto Road, New Delhi	85356 ,,	32.3%
4. Nasik	43370 ,,	71.9%
5. Faridabad	40247 ,,	75%
6. Coimbatore	20468 ,,	79.55%
7. Ring Road, New Delhi	59546 ,,	73%
8. Temple Street, Calcutta	2189 ,,	68.5%
9. Nilokheri	4598 ,,	57.5%
10. Santragachi, Howrah	3892 ,,	50.5%

*Capacity of a Press in terms of Machine hours.

This figure represents the machine hours arrived at on the basis of the actual strength of operators available during the year to operate the machines.

@Percentage of utilisation

This figure represents the actual productive period and does not include the hours lost due to (i) absenteeism of workers, (ii) machine stoppages due to mechanical and electrical defects, cleaning of machines, power failure and for other miscellaneous reasons.

Percentage of utilisation of capacity of various Government of India Presses during 1976-77

MONO CASTING MACHINES

Name of Press.	*Capacity in terms of Machine hours	@Percentage of utilisation
1. "KSR" Unit, Santragachi, Howrah .	66161 hours	58.8%
2. Simla	40512 ,,	73.7%
3. Minto Road, New Delhi	106421 ,,	52.4%
4. Nasik	69145 ,,	62.2%
5. Faridabad	69228 ,,	64.7%
6. Coimbatore	36986 ,,	76.9%
7. Ring Road, New Delhi	20256 ,,	57.2%
8 Temple Street, Calcutta	} NOT AVAILABLE	
9. Nilokheri		
10. Santragachi, Howrah	12060 ,,	57.1%

*Capacity of a Press in terms of Machine hours.

This figure represents the machine hours arrived at on the basis of the actual strength of operators available during the year to operate the Machines.

@Percentage of utilisation.

This figure represents the actual productive period and does not include the hours lost due to (i) absenteeism of workers, (ii) machine stoppages due to mechanical and electrical defects, cleaning of machines, power failure and for other miscellaneous reasons.

Percentage of utilisation of capacity of various Government of India Presses, during |
1936-77.

PRINTING MACHINES

Name of Press	*Capacity in terms of Machine hours	@Percentage of utilisation
1. KSR Unit, Santragachi, Howrah	109343 hours,	44.6%
2. Simla	48960 ,,	81.2%
3. Minto Road, New Delhi		
Flat-bed Machines	208611 ,,	58.6%
Photolitho Machines	45307 ,,	42.7%
4. Nayik		
Flat-bed Machines	156417 ,,	67.4%
Rotary Machines	20994 ,,	77.3%
Photolitho Machines	42733 ,,	87.6%
5. Faridabad	117726 ,,	78.2%
6. Gangtok	12375 ,,	72.5%
7. Coimbatore	97508 ,,	84.2%
8. Ring Road, New Delhi	125423 ,,	71.4%
9. Aligarh		
Flat-bed Machines	95448 ,,	63.6%
Rotary Machines	38424 ,,	61.1%
10. Temple Street, Calcutta—		
Flat-Bed Machines	126340 ,,	74.6%
Rotary Machines	8151 ,,	81.1%
11. Nilokheri	69243 ,,	75.2%
12. Santragachi		
Flat-bed Machines	63473 ,,	63.4%
Rotary Machines	47732 ,,	60.2%
13. Koratty	51533 ,,	73.5%

Capacity of a Press in terms of Machine hours

This figure represents the machine hours arrived at on the basis of the actual strength of operators available during the year to operate the Machines.

@Percentage of utilisation

This figure represents the actual productive period and does not include the hours lost due to (i) absenteeism of workers, (ii) machine stoppages due to mechanical and electrical defects, cleaning of machines, power failure and for other miscellaneous reasons.

APPENDIX VII

(Vide Para 7—Introduction)

Summary of Recommendations/Observations contained in the Report

S. No.	Para No.	Summary of Recommendations|Observations
(1)	(2)	(3)
1	2.9	The Committee suggest that the qualifying standards prescribed by DAVP for inclusion of names of newspapers etc. in the media list should be widely publicised. This would help the newspapers/periodicals to make self-assessment and remove deficiencies before applying to DAVP for inclusion in the media list and also to maintain the standards to continue to be in the list.
2	2.10	The Committee feel that it will be better if instead of leaving the question of inclusion of a newspaper in, or its exclusion from, the media list to be decided by an individual officer (Deputy Director or Director), as at present, the system is institutionalised and a departmental body consisting of Director of Advertising and Visual Publicity, a representative of the Ministry of Information and Broadcasting, Principal Information Officer and Registrar of Newspapers in India constituted to draw the media list.
3	2.11	The Committee feel that it should suffice if the media list as amended from time to time is kept in the Office of DAVP to be made available to newspapers/periodicals for reference purpose.
4	2.39	The Committee would like that a regular system of checking the regularity of publication of newspapers etc., should be evolved and the

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responsibility for checking the regularity of publication of daily newspapers may be categorically placed on Registrar of Newspapers for India and Press Information Bureau and their areas of responsibility clearly and precisely defined and arrangements made to ensure that each agency discharges its responsibility promptly and furnishes the necessary certificates to the DAVP/RNI at regular intervals.

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2.40

The Committee also note that DAVP does not have any machinery to check the correctness of circulation figures of newspapers certified by Chartered Accountants or the Audit Bureau of Circulation. Even the Registrar of Newspapers for India according to his own admission, does not have adequate machinery to verify the circulation figures. It is seen that out of 14531 newspapers/periodicals on the records of RNI at the end of year 1977, RNI verified the circulation figures of only 799 papers in 1975. 888 papers in 1976 and 433 papers in 1977. The RNI discovered that in the case of 120 newspapers, etc. in 1975, 106 in 1976 and 25 in 1977 the circulation figures certified by the Audit Bureau of Circulation or Chartered Accountants were found to be higher. In view of this the Committee feel that the DAVP should not depend merely on the certificates of Audit Bureau of Circulation or Chartered Accountants. As there are only 1236 newspapers/periodicals on the approved media list of DAVP (1978) and the RNI appears to have machinery to verify circulation figures of 800 to 900 newspapers/periodicals every year, the Committee see no difficulty in RNI being charged with the responsibility of verifying the circulation figures of all or most of the newspapers etc., on the media list of the DAVP every year on priority basis. The Committee suggest that a separate cell may be created in RNI under a sufficiently senior officer with audit background for conducting the verification of circulation figures of newspapers and periodicals.

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| 6 | 2.41 | The Committee are concerned to note that in a good number of cases the circulation figures certified by the Audit Bureau of Circulation and the Chartered Accountants were not found correct. They would suggest that all such cases should be pointedly brought to the notice of the Executive Body of Audit Bureau of Circulation and the Institute of Chartered Accountants and they should be asked to take suitable action in the matter. |
| 7 | 2.42 | The Committee find that contrary to guidelines laid down in the advertising policy that for big and medium newspapers/periodicals the circulation should be acceptable on the basis of certificates from a professional and reputed body or institution, the DAVP has, in the case of 5 big and 68 medium newspapers, accepted the certificates of circulation issued by Chartered Accountants and has not insisted on production of certificates from a professional body like Audit Bureau of Circulation. This is not proper. The Committee would like that in the case of such big and medium newspapers as are unable to produce certificates from a professional body like ABC, DAVP should have a cross-check made through RNI on a priority basis before accepting the circulation figures of such newspapers. |
| 8 | 2.52
&
2.53 | The Committee cannot overemphasize the fact that, the primary objective of Government advertising should be to secure the widest possible publicity coverage and the Government advertisements should not be released or denied on political or financial considerations. What is vital is that these norms should be scrupulously followed in letter and spirit in actual practice and newspapers etc., should be selected for release of Government advertisements only on merits and not for political patronage. In order |

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to guard against any covert or overt attempt to deviate from these wholesome norms in future, the Committee would like, that if any newspaper/periodical is ever removed from the approved media list of DAVP on any ground, its name together with reasons for removing it from the list should be published in the Annual Report of the Ministry for the information of Parliament.

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2.54

The Committee note that during the Emergency, newspapers were excluded from the media lists on "oral" instructions from the Minister of Information and Broadcasting or the Ministry. This should never happen. Having set up a professional body like DAVP and having laid down a comprehensive advertising policy for the guidance of the DAVP, the committee see no justification why the Ministry should pressurise the DAVP, and that too covertly, into favouring or punishing individual newspapers. The Committee strongly recommend that the Ministry should not issue "oral" instructions to the DAVP in regard to matters falling within the latter's jurisdiction and DAVP should not act on such 'oral' instructions, if ever issued, unless these are confirmed in writing.

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2.55

The Committee note that during the Emergency the DAVP released advertisements to souvenirs at exorbitant rates as a result of which expenditure on souvenirs went up from Rs. 1.94 lakhs in 1974-75 to Rs. 5.48 lakhs in 1975-76 and Rs. 5.60 lakhs in 1976-77. The new advertising policy, however, provides that 'House magazines and souvenirs shall be excluded' for placing Government advertisements. This is a step in the right direction and the committee hope that the DAVP will follow this guideline in letter and spirit while releasing advertisements.

(1)	(2)	(3)
11	2.66	<p>The new advertising policy lays down <i>inter alia</i> that advertisements will not be issued to newspapers and periodicals which incite communal passions or preach violence or offend socially accepted conventions of public decency and morals. There are, however, no clear cut parameters laid down to evaluate the newspapers/periodicals from this angle. Besides, the machinery at DAVP's disposal for a continuous monitoring of the newspapers from this point of view is admittedly 'nil'. In order to avoid the possibility of misuse of this provision, the Committee suggest that the guidelines as to what constitutes objectionable matter of communal or obscene nature should be spelt out precisely in easily intelligible language not only for the benefit of the newspapers but also for the guidance of the official machinery which may be called upon to pronounce its opinion on such matters.</p>
12	2.67	<p>The PIB should be made responsible for furnishing information to DAVP about such newspapers etc. as are, <i>prima facie</i>, found to be indulging in objectionable writings of communal or obscene nature. On receipt of such information from PIB or State Governments or through its own sources, DAVP should place it before the Departmental body consisting of representatives of DAVP, RNI, PIB and Ministry, as recommended in para 2.10 for their considered opinion and take action in the light thereof.</p>
13	2.68	<p>The Committee also recommend that the paper which is denied advertisements on this ground should have the right of appeal to an independent body to be designated by the Government.</p>
14	2.86	<p>There is an obvious ambivalence in the Advertisement Policy of the Government inasmuch</p>

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as the idea of "weightage or consideration" does not seem to harmonise with the primary objective of Government's advertisement which is stated to be to secure the widest possible publicity coverage and that Government's advertisement "are not intended to be a measure of financial assistance."

According to the Policy the "weightage or consideration" is sought to be given "in pursuance of broader social objectives of Government." Elaborating the "broader social objectives of Government," the Ministry have stated that the objectives are "to encourage the growth of healthy journalism which seeks to enlighten the people in all walks of life and the backward and remote areas." The Committee feel that this is too vague a description of "broad social objectives" as it does not indicate any relationship between 'growth of healthy journalism' and release of Government advertisements.

2.87

While the Advertising Policy has recommended weightage or consideration to small medium and language papers in general terms, it has not indicated the exact nature and extent of weightage or consideration that should be given to them. Whether weightage should be in selection of newspapers for release of Government advertisement, or in the allocation of advertisement space or in the matter of rates is left to be determined by DAVP or the officers of the Ministry in their discretion. This, in the opinion of the Committee, is not advisable as such an unregulated discretion can lead to misuse and may not serve the underlying object.

2.88

The Committee feel that the Advertising Policy of the Government leaves many loopholes and contains ambiguous and conflicting statements. They recommend that the Policy should

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		<p>be spelt out in comprehensive and clear terms and the nature, extent and range of weightage laid down in precise language so as to guard against the possibility of any misinterpretation or distortion at implementation stage.</p>
15	2.89 and 2.90	<p>The Committee note that while there is general appreciation of the need to encourage small and medium newspapers, opinion is divided on the method of encouraging and assisting them. The Committee feel that, as the primary objective of Government advertising is to secure "the widest possible publicity coverage" and not to render "financial assistance to newspapers", selection of newspapers etc. for publication of Government advertisements should be made with the aforesaid objective of securing "the widest possible publicity coverage" and not for any other consideration. Where the underlying objective of achieving widest publicity for Government campaigns or other advertisements can be achieved through newspapers of any of the three categories (small, medium or big), consideration should be given to small and medium newspapers.</p>
16	2.91	<p>The Committee are of the opinion that small and medium newspapers, particularly language newspapers, have an important role to play and are the most effective media of publicity for certain types of Government campaigns (like family welfare, fertilisers) etc. But the selection of small and medium newspapers should be made on their suitability and capacity to carry the message to the target audiences and not simply because they are small or medium, otherwise the real purpose of advertisement will be lost and the Government advertisement would become an instrument of financial assistance in the hands of officers of DAVP which is liable to be misused.</p>

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17	2.92	<p>The Committee would like the Government to study the difficulties of small and medium newspapers, particularly those relating to printing machinery, skilled personnel, newsprint, credit needs and PIB Services, and give them encouragement and assistance of lasting value in resolving these difficulties with a view to strengthening their competitiveness and facilitating their growth from small to medium and medium to large category and enabling them to stand on their own feet in due course. The Committee would suggest that a finance corporation be set up for meeting the credit needs of small newspapers. The nationalised banks may also be advised to help the small newspapers in meeting their short and long term financial needs.</p>
18	2.94	<p>The Committee are not satisfied with the arguments advanced by the Ministry for assuming powers under the Advertising Policy to give weightage or consideration to any other category of papers which Government may consider appropriate for special and bona fide reasons. Needless to say, such wide discretionary powers in the hands of officers are liable to be misused to show favours to newspapers in the matter of release of Government advertisements and grant of higher rates. The Committee suggest that the Advertising Policy should clearly specify all the categories of newspapers/periodicals to whom weightage is intended to be given and should not leave any scope for misuse of power of grant of weightage which is inherent in the aforesaid provision of the Policy.</p>
19	2.102 and 2.103	<p>The Committee note that the amount of Expenditure on advertisements issued to English newspapers was higher than that on advertisements published in any other language group of papers and accounted for more than one third of the total advertisements outlay (36.76 per</p>

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cent) of the DAVP during 1976-77. Even the number of "Insertions" in English newspapers was more (27.81 per cent) than that in any other language group of papers. The Committee strongly feel that bias in favour of English newspapers, just because they have wider circulation in metropolitan areas, should cease and advertisements which are not intended or useful for English readership should not be published in English newspapers. Recognising the growing importance of Indian languages, it will be in the fitness of things if the language newspapers get their due share of Government's advertisements as a matter of course. The Committee recommend that clear guidelines should be laid down in regard to the types of advertisements which should be issued to English newspapers and those which should go to language newspapers.

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2.104

As far back as 1962 the Estimates Committee in their 158th Report had suggested that, in order to allay any misgiving on the part of the public or the Press about distribution of advertisements, the Ministry might include details regarding the number of papers used for advertising, the space consumed and the expenditure incurred (language-wise) for classified and display advertisements separately in their Annual Report. The Committee are unhappy to note that although the recommendation was accepted by Government, the required information is not being shown in the Annual Report of the Ministry. The Committee desire that the reasons for not implementing the accepted recommendation should be investigated and necessary steps taken to include this information in the Annual Reports of the Ministry regularly in the future.

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2.118

The Advertising Policy provides that in selecting newspapers in placing advertisements,

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one of the considerations should be to reach the specific sections of the people, depending upon the message of advertisement. It has been brought to the notice of the Committee that in a number of cases, selection of newspapers for release of Government's advertisements had not been made in accordance with the aforesaid basic consideration. The advertisement relating to "use of fertilizers", which one would expect to be published in papers having rural readership was strangely enough published in as many as 12 English newspapers (out of 35 newspapers used for this campaign) and over 70 per cent of the expenditure on this advertisement was on papers from metropolitan towns. This clearly shows that the system of selection of newspapers for release of Government's advertisements by DAVP leaves much to be desired.

2.119

The Committee note that there are no guidelines laid down either by the Ministry or by DAVP in regard to selection of newspapers for the various types of Government's advertisements. The Committee would like that comprehensive guidelines should be laid down by DAVP for the benefit of its officers so that they do not select newspapers for release of Government's advertisements on an *ad hoc* basis or at random but do so, as specified in the advertising policy, in a systematic manner to reach the target audience.

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2.120

The Committee are of the view that no advertising agency, much less DAVP, can do justice to the task of selection newspapers for any publicity campaign on behalf of its clients without having full knowledge about the reach and class of readership of the newspapers on the media list. The Committee hope that, in the interest of planning better and more systematic publicity campaigns, DAVP will make full use of the results of readership survey being carried out

(1)	(2)	(3)
		<p>by the Indian Institute of Mass Communications in drawing up the media list for release of Government advertisements. They would also like that after the report of survey being made in the States of Himachal Pradesh, Haryana, Punjab and Kerala is received and evaluated, the Ministry should have similar surveys made in other States also. The Committee hope that the readership surveys will be scientific and comprehensive and Government would give the Institute adequate support.</p>
23	2.121	<p>In the opinion of the Committee DAVP being an expert and professional organisation in this field, it should not take orders in the matter of selection of newspapers for release of advertisements from the client Ministries/Departments, who may not have adequate knowledge about the reach or readership of various newspapers. The client ministries should be asked to indicate the target audience or areas whom they would like their advertisements to reach. The actual selection of newspapers for each advertisement should be made by DAVP in the light of target audience and areas indicated by the advertisers and in doing so it should be guided solely by its own professional skill and experience and seek to get the widest publicity within the allotted funds and the best value for the public money.</p>
24	2.129	<p>The Committee find that UPSC advertisements are published in 134 newspapers periodicals of various languages in the country. They also find that the UPSC advertisements are likely to cost Rs. 75 lakhs to the exchequer in the current year (1978-79) which means an average expenditure of Rs. 1½ lakhs on each advertisement every week. The Committee were informed by the representative of the Ministry during evidence that in the case of UPSC advertisements "there is an element of trying to extend advertise-</p>

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ments to as large number of papers as possible" and that "an element of treating, nursing and helping the smaller newspapers' is very much there" in the case of these advertisements. From this the Committee cannot but conclude that the expenditure on UPSC advertisements is so high because UPSC advertisements are being published to nurse and help smaller newspapers even though it may not be necessary to do so, on merits. This, the Committee feel, is contrary to the advertising policy of Government which lays down that "Government advertisements are not intended to be a measure of financial assistance". In the opinion of the Committee, expenditure on UPSC advertisements which is rather high, can be greatly reduced without affecting the range of publicity if the selection of newspapers is made on merits and with the aim of covering all areas and all language groups, while at the same time keeping in mind the need to avoid over-publicity in any language or area. They would like that the Government should review the media list for UPSC advertisements from this angle and reduce the number of newspapers on the list to the minimum required to carry the advertisements in all parts of the country.

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2.130

The Committee would like the Government to examine whether the purpose of giving adequate publicity to UPSC advertisements cannot be achieved economically and effectively as follows:—

- (1) Detailed versions of UPSC advertisements may be published only in Employment News (English) and its language editions. For this purpose the employment news should be published in various regional languages and given wide publicity.

(1)	(2)	(3)
		(2) In other newspapers on the media list (as revised and reduced in the light of the Committee's recommendations in the preceding para), only an outline of each advertisement, which may contain names, number and pay scales of posts advertised, may be published alongwith a reference to the issue of the Employment News in which full details of posts appear.
26	2.131	The Committee find that the UPSC has been recommending names of individual newspapers for inclusion in the media list for its advertisements. The Committee feel that it will be in the fitness of things if instead of suggesting names of individual newspapers for inclusion in the media list, which course is fraught with the risk of including even such papers in the media list as may not even qualify for inclusion in the general media list of DAVP the UPSC identifies the areas which in its opinion are not covered adequately by the existing media list and thereafter leaves it to the professional expertise of DAVP to suggest suitable newspapers for inclusion in the list.
27	2.138	The Committee are glad to learn that on occasions of national calamities or whenever it was necessary for a national cause, newspapers have displayed a high sense of patriotism and have published 'social or national purpose' advertisements free of charge and they are agreeable to the suggestion to publish such advertisements in the future also. In order that the generous response of newspapers in this regard is channelised and availed of systematically, the Committee suggest that the Ministry should, in consultation with the representative associations of newspapers, define the broad parameters of 'social or national purpose' advertisements, and determine the frequency of and space for such adver-

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tisements and other modalities to give effect to this commendable suggestion. Such campaigns should be organised with the voluntary cooperation of newspapers.

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3.22

The Committee note that the question of rates was examined by the Public Accounts Committee (1974-75) which in their 173rd Report recommended that the Government should examine the entire question of fixing the mille rate keeping in view the size of newspaper/periodical with reference to its circulation, language, place of publication and the impact which it has on public mind and lay down uniform rates for newspapers/periodicals published from the same station in the same language and having more or less the same circulation. Pursuant to this recommendation and following the persistent demand by newspapers for a general increase in the rates, the Government constituted a Rate Structure Committee in 1976 to study the existing rate structure and suggest improvements. A new rate structure as suggested by this Committee was brought into force from May, 1977 and this is the rate structure in vogue at present. The rate structure laid down by the Committee is meant to be only for guidance of the DAVP to judge whether the rate quoted by newspaper is reasonable or not. On the basis of these guidelines the DAVP has worked out the rates for individual newspapers. According to the Ministry, the DAVP does not determine or fix rates of advertisements but makes offers of advertisement rates to newspapers/periodicals which they are free to accept or reject.

3.23

The Committee understand that a writ petition has been filed before the Calcutta High Court by one of the newspapers challenging the competence of the DAVP to offer any advertisement rates for Government advertisements. As the matter is sub-judice the Committee would not

(1)	(2)	(3)
		like to comment at this stage on the question of advertisement rates offered by DAVP to newspapers/periodicals.
29	3.24	The Committee note that the rate structure which was introduced with effect from February, 1977, (since replaced) gave wide powers to the Ministry to give patronage to those newspapers which supported the Government. The Committee are glad to note that the flaw in that rate structure was removed and the new rate structure brought into force with effect from May, 1977, does not give any discretionary power to the Ministry or to the DAVP to discriminate for or against any newspaper on political grounds. The Committee stress that even in future, before making any changes in the rate structure, if and when necessary, it should be ensured that the rate structure lays down only uniform criteria applicable to all newspapers regardless of political affiliation and that it does not vest any discretion in any executive officer to raise or reduce advertisement rates on political or other extraneous considerations.
30	3.25	The Committee are informed by the Ministry that advertisement rates of seven newspapers were increased in February, 1977 under instructions from the then Minister of Information and Broadcasting. The Committee feel that it was not proper. The Ministry should issue clear policy guidelines for the benefit of DAVP and leave the question of fixation of rates of individual newspapers to be dealt with by Director of Advertising and Visual Publicity in the light of the guidelines. The Ministry should take cognizance of the matter only if there is any complaint of discrimination or favouratism.
31	3.38	The Committee note that the Fact Finding Committee on Newspaper Economics had observed that 'the rates offered by the Government

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should be non-discriminatory and there is no reason why a Government advertisement issued in an Indian language paper should earn less for the paper than is earned by the same advertisement appearing in an English language paper with the same level of circulation'. The Ministry had informed the Public Accounts Committee (50th Report, 1977) that "no discrimination in the rates of advertisements is made on the ground of language of the paper/periodical". But in spite of this assurance, the fact remains that the advertisement rates paid to Indian language newspapers are lower than those paid to English newspapers with comparable circulation.

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The Committee feel that a time has come when instead of justifying perpetuation, even in the changed circumstances, of the practice of inequality of rates on the ground of lower production costs, Government should view this question from a larger angle of encouraging the growth of national languages newspapers and end rate discrimination against them to help them come at par with the English press in the matter of production standards. The Committee strongly urge the Government to take bold initiative to undo this wrong to the language press at the earliest. While introducing parity of rates, it may be ensured that, where the same advertisement is published in both English and language newspapers and where the translated version of advertisement in language paper occupies more space than the English version, the amount payable for the advertisement published in a language paper does not exceed that for the same advertisement in an English newspaper with similar circulation and standard.

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3.42

The Committee find that although the rates are normally required to be finalised within a period of three months, in 15 per cent of the

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cases the advertisement rates effective from May 1, 1977, were not finalised even till June, 1978. The delay in the approval of the rates has been attributed to the fact that the new rate structure was ready only in December, 1977. They hope that, as assured, all the rates for 1978-79 have been finalised by now. The Committee desire that it should be ensured that the applications for revision of rates are disposed of within the prescribed period of three months and rates applicable during the ensuring financial year settled well before the commencement of the year. The Committee would like that in case the DAVP is unable to finalise the advertisement rates of any newspaper within the prescribed period of 3 months, it should apprise the paper of the reasons for delay at the earliest.

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The Committee note that there have been delays in making payments of bills by DAVP. The Committee suggest that periodically, say, once in a month, all cases in which payment of bills is not made within the period of two months should be reviewed by the Director, DAVP, so that the bottlenecks, if any, in making payment of bills could be identified and remedial measures taken at higher level to overcome them.

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3.51

The Committee would like that in case of delay for more than the normal period of 60 days, the reasons for delay should be communicated to the newspaper concerned so that the paper can also take such remedial steps not only in the case of bills pending at that time but also for future to ensure expeditious payment.

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3.56

The Committee find that there have been large number of cases in which the bills of newspapers for advertisements were rejected on the ground of late insertion of advertisements by newspapers.

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| | | They note that the late publication of advertisements has been due to inadequate time allowed to newspapers to publish such advertisements. |
| 3.57 | | The Committee have been informed that certain remedial measures have been taken to give ample notice to the newspapers in respect of advertisements issued by DAVP. The Committee would like DAVP to review the entire system of release and despatch of advertisements so as to ensure that, in indicating the date of publication of an advertisement, a reasonable time-gap, making due allowance for transit time, is given between the date of release and the date of expected receipt of the advertisement in the newspapers office and that there is proper scheduling in the despatch of advertisements so that the advertisements intended for newspapers in far off areas are despatched first. |
| 36 | 3.58 | The Committee emphasize that newspapers should be allowed adequate time to publish advertisements after their receipt and in the case of time bound advertisements, not only deadlines for publishing these advertisements should be invariably indicated in the release order but it should also be ensured that these are released and despatched well in time. |
| 37 | 3.59 | The Committee would like that all those bills which have been rejected during 1977-78 or after on account of alleged late insertion of advertisements should be reviewed with a view to ensuring that no newspaper is penalised for late publication of advertisements for no fault on its part. |
| 38 | 4.16 | The Committee note that for carrying out publicity through printed material, DAVP gets material like posters, folders, pamphlets, booklets etc., published through Government presses as well as from private printers on their panel. |

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As per rules the DAVP is required to refer all the jobs to the Directorate of Printing and jobs can be assigned to private printers only if the Directorate of Printing is unable to accept these for execution through Government of India Presses. In the absence of reply within the prescribed time, the procedure provided that it was to be presumed by DAVP that Government of India Presses were not in a position to undertake the jobs.

4.17

Against the background of this procedure when it is seen that during the last 3 years as many as 1196 jobs (costing over Rs. 190 lakhs) were got executed through private printers, as against only 17 done by Government Presses, and this happened at a time when Government presses were working below capacity, the Committee cannot but feel that there is something seriously wrong in the way references were made by DAVP to Directorate of Printing and orders placed with private printers. It is rather strange that communications sent by one Government office to another at the same place (Delhi) were lost in transit or misdelivered or received by the latter too late for reply. The Committee cannot but take serious note of the fact that nearly 99 per cent of the DAVP jobs were entrusted to private printers at a time when Government presses were working below capacity. They would like that the circumstances in which the jobs were entrusted to private printers in the last 3 years be investigated with a view to fixing responsibility.

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4.18

The Committee find that it was only after loopholes in the procedure had been pointed out by them during evidence that the procedure was revised and now references are required to be sent to a designated officer in Directorate of Printing by name and the Directorate of Printing is also required to send replies in all cases

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by name to a designated officer in DAVP. The Committee regret that the procedure in this regard was not reviewed by DAVP of its own accord even when it was known to DAVP that almost all the jobs (1196 out of 1213 during the last 3 years) had gone to private printers. They would like the Ministry/DAVP to keep all such procedures under constant review and plug the loopholes as soon as these come to notice.

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4.19

The Committee would like to emphasise that practice of making a reference to Directorate of Printing should not be viewed as a mere formality but followed in all seriousness. Directorate of Printing should be given the prescribed time in every case to scrutinise the job and to send a reply. A job may be entrusted to a private printer only after the Directorate of Printing intimates that it cannot take it up for execution in a Government press within the time available. Both the Directorates being in Delhi, in case of delay in reply, it should not be difficult for DAVP to take up the matter at the highest level with the Directorate of Printing before concluding that the Government presses are unable to do the job.

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The Committee would like that all such jobs as are not accepted by Directorate of Printing for execution through Government presses should be brought to the notice of the Ministry of Works and Housing at periodical intervals for their review and for such remedial measures as may be considered necessary.

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4.21

The Committee suggest that if the present capacity and equipment of the Government of India Presses are found to be inadequate to undertake the printing jobs of the DAVP, the question of improvements in Government of India Presses for this purpose may be considered keeping in view the relative cost and quality of work

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		by Government of India Presses and the private printers.
43	4.22	The Committee are informed that it has not been the practice in DAVP to approach State Govts. for printing of material in regional languages though recently it has approached the Orissa Government for a job. The Committee would like the DAVP to ascertain the ability and spare capacity in State Government's printing presses to execute DAVP's jobs in regional languages and draw up a panel of available presses for the purpose. They would suggest that if found feasible and time permits, the State Government's presses on the panel should also be consulted before awarding any regional language job to a private printer.
44	4.25	The Committee attach great importance to the quality of the publicity material printed and distributed by the DAVP. As the quality admittedly suffers if adequate time is not given by the client departments to DAVP for designing and printing, the Committee would like DAVP to impress upon all the departments concerned the need to give it due time for planning, designing and printing a job in the interest of better quality production and not to ask it to do the job in a rush. Except in a case of real urgency, DAVP should generally not agree to do a job under pressure in the interest of its own reputation.
45	4.26	The Committee feel that unless a careful watch is kept at every stage of a job and unless a system of monitoring printed material by a panel of experts not directly connected with the production of the material is followed and lessons learnt from such monitoring DAVP may find it difficult to bring about any significant improvement in the quality of production of printed material. In the opinion of the Committee something more serious than were "internal group discussions" is required to be done to ensure that

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		material produced by DAVP is consistently of high standard.
46	4.32	<p>The Committee find that in order to reduce the time lag between the production of publicity material in English/Hindi and the South Indian languages, setting up of a type setting unit at Madras for the four South Indian languages was approved in 1973-74. It was, however, subsequently decided to move the type setting unit to Delhi. The unit has started functioning in Delhi only recently. The Committee are informed that now a proposal to decentralise the production of regional language version of publicity material produced by DAVP is under consideration of the Government. In the circumstances, the Committee wonder whether the earlier decision to shift the type setting unit to Delhi was taken after careful consideration of all the aspects. The Committee would like the Ministry to go into the merits of the original proposal to locate the type setting unit in Madras, its subsequent shifting to Delhi and the fresh proposal on decentralisation of this work and see that the location of regional language units is decided in the interest of expeditious production of material and high standard of printing in regional languages with the minimum of time lag and not on any extraneous considerations.</p>
47	4.33	<p>The Committee are not happy to note that there is delay of several months between the production of material in English/Hindi and the printing in regional languages. They have not been informed as to what extent the time-lag has been out short by the shifting of type-setting unit in four regional languages from Madras to Delhi and other measures reported to have been taken. The Committee would like the problem to be studied by the Ministry and ways and means found to ensure that material in regional languages is produced without any delay.</p>

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| 48 | 4.47 | <p>The Committee find that the DAVP undertakes distribution of over 6 crore copies of various kinds of publicity material annually and at present, has a mailing list containing over 8 lakh addresses. It is, however, surprising that no review has ever been made by the DAVP to ascertain whether the material does in fact reach the target audience and is found to be useful by them. They, therefore, suggest that the DAVP may, through the suggestion card system, ascertain periodically from the persons/institutions concerned their reactions to the material sent to them, and their suggestions to improve the quality or distribution of the material. DAVP should also try to find out through this system whether or not all those individuals/institutions who are on the mailing list for a particular category of publications, are still actively interested in receiving the publication and drop those names from the list which may not send any response to the enquiry. The Committee would also urge that if this system is to serve any useful purpose, there is need to take proper and prompt follow up action in the light of the reactions and suggestions of the readers.</p> |
| 49 | 4.48 | <p>The Committee note that another media unit of the Ministry of information and Broadcasting, namely, the Directorate of Field Publicity, with its 221 mobile field units, spread all over the country, is stated to be engaged in publicising the government policies and programmes at the gross root level. The Committee consider that the services of Field Publicity Units can be utilised with advantage for the distribution of printed publicity material.</p> |
| 50 | 4.49 | <p>The Committee note with regret that there was a large increase in postal expenditure on sending publicity material during 1975-76 and 1976-77 as instead of sending it by ordinary post, resort to Air Mail despatch was made "as per</p> |

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instructions of the Ministry and verbal instructions" from the ex-Director resulting in phenomenal increase in postal expenditure from Rs. 1.35 lakhs in 1974-75 to Rs. 13.68 lakhs in 1976-77. The Committee desire that the Ministry may review the circumstances in which they instructed DAVP to despatch publicity material by air mail freight in such a large quantity and see whether such a high expenditure on air mail freight was at all justified. The Committee would like the Ministry to inform them of the reasons and circumstances necessitating despatch of material by air mail at such high cost. They would like the Ministry to draw lessons from the past experience and lay down guidelines to ensure that utmost economy is exercised by DAVP in the matter.

51 4.50

The Committee are informed that updating and review of addresses on the mailing list is a continuous process and this task is undertaken for each category of addressees from time to time. It is seen that DAVP proposes to increase the mailing list from 8 lakhs at present to 15 lakhs by 1983. The Committee are informed that this calls for strengthening of the organisation and a proposal to have a net work of field agencies in the Sixth Plan is under the consideration of the Ministry. The Committee would like that, before opening new regional centres for distribution of publicity material, the Ministry should examine as to what extent the re-deployment of present distribution staff, re-organisation of the existing distribution machinery and streamlining of the existing procedure can meet the requirements of additional work load and also to what extent the services of the field officers of the Directorate of Field Publicity can be utilised for distribution of publicity material.

52 4.57

The Committee note that the DAVP produces wall newspapers in English, Hindi and ten regional languages and it was proposed to publish

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it in other regional languages in the Sixth Plan. It is, however, surprising that even though the wall newspaper is being published for the last 8 years, no review has been made so far to determine whether this publication is fulfilling the objects for which it was started. The Committee feel that it is high time that a proper evaluation is made of the pattern and impact of the wall newspapers on the target audience with a view to making improvements.

53 5.11 The Committee note that one of the functions of DAVP is the release of classified as well as display advertisements to newspapers/periodicals on behalf of the Ministries and Departments of Government of India (except Railways) and their attached and subordinate offices. A view has been expressed before the Committee that "DAVP should revert to the original role of being an advertiser's representative, the advertiser in this instance being Government. It should cease to be an advertising agency because this service can be provided at much less expense to the Exchequer, by private agencies."

5.12 The Committee feel that all Government advertisements should continue to be handled and processed by a Government organisation, as at present, and the services of private agencies need not be used for purpose. They also feel that balance of advantage lies in centralising the work in an expert body like DAVP rather than leaving it to each Ministry/Department to deal with newspapers directly in the matter.

54 5.16 The Committee are informed that studies made by the Ministry have revealed that there is over lapping in regard to certain functions performed by DAVP like bringing out of publications and other printed material, organisation of exhibitions and work connected with circulation statistics of newspapers and other allied work.

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The Ministry have stated that the question of entrusting indepth studies to departmental or outside agencies to enable the Government to take a final decision in the matter is under examination. The Committee feel that now when the fact of over lapping of functions has been established and admitted by the Ministry, the reported move to undertake further "in depth studies" through departmental or outside agencies before taking action looks like a dilatory step and is not at all necessary. The Committee would like that the Ministry should take a decision in the matter without further delay and so re-allocate the work among various Departments that there should be only one agency to do a particular job.

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The Committee find that another function entrusted to DAVP is accreditation of advertising agencies. It has been suggested to the Committee by some non-official organisations and experts that advertising agencies are already accredited with a Government recognised body, viz. Indian and Eastern Newspapers Society (IENS) and there is no usefulness or purpose of a further accreditation by DAVP. It has also been suggested that public sector undertakings should be able to choose advertising agencies on their own.

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The Committee feel that there is nothing wrong if the Government makes an independent evaluation of the technical competence and financial stability of private advertising agencies before allowing them to handle publicity business of public sector undertakings, Railways and autonomous corporations. Nor is there anything wrong if such an evaluation, which is what accreditation means, is required to be done by a Department like DAVP which has the necessary skill and expertise in this field. In fact the centralised procedure of accreditation, as at present, simplifies the task of advertising agencies

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56	5.26	<p>inasmuch as they do not have to prove their credentials before each of the large number of public sector undertakings and other corporations but are accepted by that on the basis of the accreditation granted by the Central body.</p> <p>The Committee feel that, as recommended by them in regard to drawing up of an approved media list of newspapers (para 2.10), in this case also, it will be better if instead of leaving the question of grant of accreditation to an advertising agency to an individual officer of DAVP, as at present, the system is institutionalised and a Accreditation Council consisting of representatives of DAVP, Ministry of Information and Broadcasting, user organisations (Railways, public sector undertakings, etc.) and non-official experts is set up to consider the applications of the advertising agencies for accreditation.</p>
57	5.31	<p>The Committee regret to note that although it is now more than two decades that the DAVP was established, so far no evaluation of advertising and other publicity work done by DAVP has been carried out on a regular basis. The Committee have been informed that recently, at the instance of the Ministry, the Indian Institute of Mass Communication has conducted a survey of the reach and impact of DAVP advertisements in Punjab, Haryana and Himachal Pradesh and it is conducting a similar study in Kerala. Some more studies are proposed to be entrusted to the aforesaid Institute. Further there is a scheme in the Rolling Plan for evaluation on a regular basis of the impact of the DAVP campaigns both departmentally and extra-departmentally by independent research organisations. The move to have the effectiveness of DAVP's publicity evaluated through an independent agency, though belated, is welcome. The Committee would like that such an evaluation of DAVP's publicity campaigns should be made on a regular basis and follow-up action to improve the reach and impact</p>

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of the publicity campaigns taken promptly in the light of the evaluation reports.

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5.42

The DAVP has been entrusted with numerous functions of divergent nature. It acts as an advertising agency for the Ministries and Departments of the Government in which role it earns a commission of 15 per cent from newspapers on display advertisements which, according to the information given to the Committee, is more than the expenditure incurred on the advertising wing of the DAVP. This obviously is a commercial function which this Department performs. At the same time it has certain non-commercial and regulatory functions like production and distribution of printed publicity material on behalf of Government, carrying out of outdoor publicity, organisation of exhibitions and accreditation of advertising agencies.

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It has been brought to the notice of the Committee that DAVP has been used in recent years "to develop the ruling party's image through Government activities". It has been suggested to the Committee by a non-official witness that "with a view to reducing abuse of power and improve its output, DAVP must be made an autonomous corporation and function on commercial lines like any agency". The Ministry in a note stated that "an autonomous structure would deprive the DAVP of the close-to-skin proximity essential to acquire comprehension of a continuously evolving Government ethos...." The Ministry added that a Government message "must go down as a Government message to gain acceptance. The Government message conveyed through an autonomous agency may have a smooth and acceptable passage but it would lack the force and impact of the Government stamp in the consciousness of the people". The Ministry, however, admitted that there are "constraints in a departmental set up. But over the

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years the constraints are being overcome to, an extent, by innovations."

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After giving a careful thought to the matter, the Committee have come to the conclusion that if the Advertisement Wing of the DAVP which performs purely commercial function of handling publication of Government advertisements in newspapers on commission basis has to fulfil the role assigned to it efficiently and objectively and get the best value of Government money spent on advertisements, it should be separated from other wings of the DAVP which perform purely non-commercial functions of arranging publicity to Government policies and programmes and set up as an autonomous, organisation headed and staffed by competent professionals with full autonomy in day-to-day working within the overall policy framework laid down by the Government. This arrangement will not only insulate the Advertisement Wing from political and official pressures and ensure against its possible misuse for political purpose but also give it the necessary freedom from the constraints inherent in a departmental set up which, in the opinion of the Committee, is very vital for the success of a commercial activity like the one in which this wing is engaged. This arrangement will also not disturb the "close-to-skin proximity" considered essential to comprehend "Government ethos" by the other wings of DAVP or dilute the "force and impact of the Government stamp" on the campaigns launched by these wings to publicise the policies and programmes of Government as these wings will, even after separation of Advertisement Wing, continue to function as a Government Department under the existing set up.

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The Committee would like this autonomous organisation to handle all the advertising business of the Government departments as at pre-

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sent. The Committee have no doubt that a stage would come when after the proposed organisation proves its professional competence, it would be able to compete with other advertising agencies in the field and progressively extend its reach to the Railways, other Government organisations and public sector undertakings.

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The Committee find that non-official experts in the field of advertisement have doubts about professional skill and expertise available in the DAVP to carry out the functions entrusted to it. The Committee feel that the Government should have a close look at the quality and standard of the professional staff working in DAVP and identify the areas in which there is deficiency of professional expertise and initiate measures like training of existing personnel and induction of professional experts according to a well-planned programme so as to upgrade the level of efficiency of work and quality of output. Such an upgradation of efficiency and quality will be all the more necessary in the advertisement wing which will have to function in competition with private agencies for the expansion of its business after it is converted into an autonomous organisation.

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The Committee would also like to point out that as the importance of Radio and television is fast growing as powerful and popular media of advertisements, DAVP would do well to develop professional expertise to design and produce advertisements for these media.