

**MINISTRY OF INFORMATION
AND BROADCASTING
POLICY FOR GOVERNMENT
ADVERTISEMENTS**

189

**ESTIMATES COMMITTEE
1992-93**

TENTH LOK SABHA



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**LOK SABHA SECRETARIAT
NEW DELHI**

TWENTY FIRST REPORT ESTIMATES COMMITTEE (1992-93)

(TENTH LOK SABHA)

**MINISTRY OF INFORMATION AND BROADCASTING
POLICY FOR GOVERNMENT ADVERTISEMENTS**

**[Action Taken by Government on the recommendations
contained in the Eighth Report of Estimates Committee
(Tenth Lok Sabha)]**



Presented to Lok Sabha _____

30 MAR 1993

**LOK SABHA SECRETARIAT
NEW DELHI**

January 4, 1993/14 Pausa, 1914(S)

E.C. No. 1292

Price: Rs. 12.00

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Published Under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Seventh Edition) and printed by the Manager, P.L. Unit, Govt. of India Press, Minto Road, New Delhi.

Corrigenda to 21st A/T Report of E.C.
(10th LS)-Policy for Govt. Advertisements

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**COMPOSITION OF THE COMMITTEE ON ESTIMATES
(1992-93)**

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4. Shri R.C. Gupta — *Assistant Director*

INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this 21st Report on action taken by Government on the recommendations contained in the 8th Report of the Estimates Committee (10th Lok Sabha) on the Ministry of Information and Broadcasting—Policy for Government Advertisements.

2. The 8th Report was presented to Lok Sabha on 5th March, 1992. Government furnished their replies indicating action taken on the recommendations contained in the Report on 9th October, 1992. The Draft Report was adopted by the Committee on 4th January, 1993.

3. The Report has been divided in the following Chapters:—

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

4. An analysis of action taken by Government on the recommendations contained in the 8th Report of Estimates Committee (10th Lok Sabha) is given in Appendix. It would be observed that out of 17 recommendations made in the Report, 7 recommendations i.e. 41% have been accepted by the Government and the Committee do not desire to pursue 1 recommendation i.e. about 6% in view of Government's reply. Replies have not been accepted in respect of 5 recommendations i.e. about 30% and interim replies in respect of 4 recommendations i.e. 23% have been furnished by the Government.

NEW DELHI;
January 30, 1993

Magha 10, 1914(S)

MANORANJAN BHAKTA
Chairman,
Estimates Committee.

CHAPTER I

REPORT

This Report of the Committee deals with the action taken by Government on the recommendations contained in their Eighth Report (Tenth Lok Sabha) on the Ministry of Information and Broadcasting—Policy for Government Advertisements.

2. The Committee's Eighth Report (Tenth Lok Sabha) was presented to Lok Sabha on 5th March, 1992. It contained 17 recommendations. Action Taken Notes on all these recommendations were received from the Ministry of Information and Broadcasting on 9th October, 1992.

3. Replies to the recommendations and observations contained in the Report have broadly been categorised as under:—

(i) Recommendations which have been accepted by the Government:

Para Nos. 2.45, 2.46, 2.48, 2.50, 2.55, 2.57 and 3.34

(Total 7, Chapter II)

(ii) Recommendation which the Committee do not desire to pursue in view of Government's reply:

Para No. 3.38

(Total 1, Chapter III)

(iii) Recommendations in respect of which Government's replies have not been accepted by the Committee and which require reiteration:

Para Nos. 1.27, 1.29, 2.52, 2.59 and 3.33

(Total 5, Chapter IV)

(iv) Recommendations in respect of which interim replies have been furnished by the Government:

Para Nos. 2.54, 2.61, 3.36 and 3.37

(Total 4, Chapter V)

4. The Committee desire that final replies to the recommendations at Para Nos. 2.54, 2.61, 3.36 and 3.37 in respect of which only interim replies have been furnished, shall be submitted to them within a period of 3 months.

Bringing out a clear and articulate policy for Government Advertisements and its placement before Parliament

(Paras 1.27 & 1.29)

5. Expressing their concern over the fact that no formal policy for

Government Advertisements has been framed so far, the Committee had, in paragraph 1.27 of their Report, desired that a 'clear and articulate policy document may be brought out and placed before the Parliament within a period of six months'. The Committee had also desired to the Government to take expeditious decision on the recommendations of the P.I.O. Committee and called upon the DAVP to strictly function within the parameters of an explicit policy.

6. In their action taken note dated 9th October, 1992, the Ministry of Information and Broadcasting have stated that the Government had constituted a Committee under the Chairmanship of Principal Information Officer (PIO), to study the deficiencies of the Advertising Policy and to suggest suitable remedies on 6th July, 1987. That Committee has held wide ranging discussions with experts in the field of advertising and visual publicity as also the representatives of private agencies and after a detailed study of the various aspects of the issue, the Committee has made 'several crucial recommendations and most of the recommendations have been accepted and they are being implemented'. The Ministry of Information and Broadcasting have, in their reply to another recommendation at para 1.29, also informed the Committee that after rationalisation of advertisement policy based on the PIO's recommendations, DAVP is expected to function within the parameters of the modified policy on Press Advertisements.

7. The Committee are constrained to note that inspite of their specific recommendation for bringing out a clear and articulate policy document and placing it before the Parliament within a period of six months from the date of presentation of their 8th Report (Tenth Lok Sabha) on 5th March, 1992, the Ministry of Information and Broadcasting have simply informed the Committee, in general terms, the action taken on the recommendations of PIO's Committee. The specific recommendation of the Committee for bringing before the Parliament a clear and articulate policy on Government Advertisements has been clearly evaded. The Committee would like to express their unhappiness that a serious issue raised by the Committee is sought to be side-shapped in this manner. They expect the Ministry to respond to their recommendation in a straight and unambiguous manner. The Committee also reiterate their recommendation that a modified policy on Government Advertisements be placed before the Parliament without any further delay so that it is fully discussed before it is implemented.

Upgradation of professionals skills in DAVP

(Para 2.45)

8. In order to upgrade their professional skills and to improve the functioning of DAVP, the Committee in paragraph 2.45 of their Report had recommended that the Ministry should help the Directorate in developing sufficient expertise in producing advertisements of quality and

for that purpose, the DAVP should suitably train their staff. In this regard, the Committee also recommended that advertising personnel of DAVP should be encouraged to take 'sabbatical leave'.

9. In their reply dated 9th October, 1992, the Ministry of Information & Broadcasting have informed the Committee as under:—

“Government has advised Indian Institute of Mass Communications to develop and organise suitable training programmes to cater to the specific needs and requirements of DAVP professionals. In addition DAVP is exploring possibilities of locating suitable training institutions and organisations outside the Government system which could provide the necessary training inputs to upgrade the knowledge and skills of DAVP professionals. Besides, DAVP officers are being nominated for various programmes available under the Colombo Plan or for any other foreign courses which would be useful for the specific needs of DAVP. One Joint Director of DAVP is now participating in 'Practical Broadcast Course' being held under the Colombo Plan in the United Kingdom.

DAVP is already availing of every opportunity of exposing its professionals to the latest techniques and methods in the field of advertising and visual publicity, through participations in Seminars/ Workshops/ Training Courses. To cite some instances, DAVP professionals have attended the Seminars on 'Effective Campaign Development' and on 'Planning and Printing' organised by Delhi Advertising Club, a training course on 'Desktop Publishing and Laser Typesetting' conducted by Delhi Printers' Association and they are also being nominated for the course of 'Data Base Manager' to be organised by National Productivity Council in October, 1992.”

10. The Committee would like to know in detail about the training programmes developed and organised by the Indian Institute of Mass Communications to cater to the specific needs and requirements of DAVP professionals and training institutions and organisations outside the Govt. system which could provide the necessary training inputs to upgrade the knowledge and skills of DAVP professionals. The number of officers and staff trained so far and the funds allotted for training purposes during the last 5 years may also be intimated to the Committee.

11. The Committee may also be informed about action taken by the Government for encouraging advertising personnel of DAVP for taking 'sabbatical leave' in order to upgrade their professional skills.

Incentive Schemes for DAVP Staff

(Para 2.48)

12. The Committee had, in paragraph 2.48 of their Report, recommended that Government ought to make such arrangements for carrying

out motivational advertisements as would facilitate utilisation of the best creative talent available outside DAVP. Definite incentive schemes ought to be introduced to encourage talent from within DAVP as well.

13. In their action taken note dated 9th October, 1992, the Ministry of Information and Broadcasting had stated as under:—

“Due note has been taken of the Committee’s recommendation for compliance. However, it may be mentioned that DAVP is fully equipped in terms of creative professionals viz. Visualisers, Copy Writers to carry out motivational advertisements. But in situations, where the internal infrastructure is not adequate to meet the challenges of the task, outside talent is utilised. DAVP has been advised to draw up a suitable incentive schemes in consultation with Doordarshan and other media units.”

14. The Committee should be informed whether DAVP has drawn up suitable incentive schemes in consultation with Doordarshan and other media units and if so, the details thereof may be furnished to them expeditiously.

Follow-up and Monitoring of Campaigns and Complaints

(Para 2.50)

15. In paragraph 2.50 of their Report, the Committee had recommended that a comprehensive system of follow-up and monitoring be introduced in the functioning of DAVP in regard to advertisement campaigns as well as the complaints received from the newspapers/periodicals and the public in regard to advertisements or advertisement policy matters.

16. The Ministry of Information and Broadcasting have, in their Action Taken Note dated 9th October, 1992 stated that “DAVP has been advised to depute a Joint Director, Level Officer, who would follow-up and monitor advertisement campaigns as well as complaints from newspapers/periodicals”.

17. The Committee are unhappy at the casual manner in which their recommendations are being dealt with. In their view, it is not sufficient for the Ministry to intimate that DAVP has been advised to take a particular action but they should also ensure that concrete action has been taken in pursuance of their advice. The Committee would, therefore, like to know whether the officer has been deputed in the DAVP to follow and monitor advertisement campaigns/complaints received from newspapers/periodicals and the public in regard to advertisements or advertisement policy matters. If so, they may also be informed about the number of complaints received and final action taken on these complaints.

Publishing of quantum of advertisements and the amount paid

(Para 2.52)

18. The Committee had, in paragraph 2.52 of their Report, desired that

DAVP should evolve an effective, impartial and fair system of empanelment under which all genuine newspapers/journal feel encouraged to approach DAVP directly. They had further desired the Government to publish and incorporate in their annual report the quantum of advertisements and the total amount paid to each of the newspapers.

19. In their action taken note dated the 9th October, 1992, the Ministry of Information and Broadcasting have stated:—

“The criteria for empanelment has been further improved after incorporating PIO Committee’s recommendations so as to make it more objective and fair. It is expected that under the new system based on the revised guidelines, genuine newspapers/journals will feel encouraged to approach DAVP.

As regards publishing and incorporating in Annual Report of the Quantum of advertisements and total amount paid to each of the newspapers, it is submitted that the activities of DAVP in detail are invariably projected in the Report. It is considered that it will not be appropriate to publish the quantum of advertisements issued and amount paid to each newspapers/periodicals individually. The policy on Press Advertising clearly lays down that while a balanced placing of advertisement is aimed at, Government advertisements are not intended to be a measure of financial assistance to newspapers/journals. DAVP releases advertisements to the Press keeping in view publicity requirements and availability of funds. Expenditure on release of advertisements is like any other Government expenditure which is incurred in accordance with the laid down procedure to achieve the objectives within allocated funds. The quantum of advertisements and total amount paid to each of the newspaper in DAVP’s Annual Report will make it open to each newspaper what was its share in comparison to others without having access to other related information like the details of campaigns, the requirement of the advertisements etc. Placing of the advertisements in the newspapers can not be equated with distribution of loans and subsidy. For each advertisement media list is prepared keeping in view various factors like the special requirements of the clients, target readership and budgetary constraints. Therefore, it is felt that publicising and incorporating in the Annual Report the quantum of advertisements and total amount paid to each of the newspaper is not likely to serve any useful purpose.

Besides, the information between a newspaper and DAVP, operating under individual contracts, is treated as privileged communication and is not disclosed to the public as a matter of practice.

However, the information regarding each newspaper for the preceding year is always available with DAVP and is open to inspection by the audit parties or any other individual or group nominated by the Government for the purpose."

20. In so far as empanelment of newspapers for the purpose of granting advertisements is concerned, the Committee find the reply given by the Ministry too cryptic as it fails to explain in what manner the advertisement policy has been modified for the achievement of objective of impartiality. They would, therefore, like to be informed about the specific step taken in the matter.

21. The Committee also do not accept the reply given by the Ministry of Information and Broadcasting as in their opinion publishing the quantum of advertisements issued and amount paid to each newspapers/periodicals is expected to act as a check against misuse of power by the bureaucrats. Moreover, publishing such an information in DAVP's Annual Report will also result in openness of its activities. Keeping in view the above, the Committee reiterate their earlier recommendation that DAVP should publish and incorporate in their Annual Report the quantum of advertisements and the total amount paid to each of the newspapers.

Work Analysis of DAVP

(Para 2.54)

22. The Committee had, in paragraph 2.54 of their Report, strongly recommended that detailed work analysis of DAVP should be undertaken immediately and a reliable and properly correlated system of fixing physical and financial targets may be evolved to ensure that the Directorate functions with optimum efficiency and economy.

23. In their reply dated 9th October, 92, the Ministry of Information and Broadcasting has stated that "matter has been referred to the Internal Work Study Unit (IWSU) who are expected to undertake a detailed work analysis of DAVP shortly and make appropriate recommendations with regard to evolving a system of fixing targets etc."

24. The Committee would like to know whether IWSU has undertaken the detailed work analysis of DAVP and whether this Unit has given its recommendations in regard to fixing of physical and financial targets. The detailed recommendations alongwith the action taken by the Government should be forwarded to the Committee.

Content Analysis of Newspapers and Periodicals

(Para 2.59)

25. Recommending the content analysis of newspapers and periodicals which incite communal passion or offend socially accepted conventions of public decency and morals, on a more extensive, regular and systematic basis, the Committee had, in paragraph 2.59 of the Report, desired that the policy guidelines in this regard should provide disincentives of greater

persuasion. The Committee had also desired that the enforcement of policy guidelines in this regard should be more stringent.

26. In their Action Taken Note dated 9th October, 1992 the Ministry of Information and Broadcasting have stated as under:—

“The existing procedure is that as soon as DAVP receives tone and trend report from State Government/Union Territories or PIB indicating that a publication has been publishing material which incite or tend to incite communal passions or preach violence or offend socially accepted conventions of public decency and morals, action is taken immediately to suspend the use of the publication for releasing advertisements.

The suspension is, however, revoked when report is again received with indications of changed tone and trend of the publication. Since DAVP depends in such instances on PIB a report from PIB is also called.

As regards ensuring that the propagation of obscenity is not encouraged and laws relating to obscenity are not infringed, it may be stated that this Ministry has no method or scheme to ensure such matters in the print media. It is for the local law enforcing authorities to take care of such matters under the relevant law.”

27. The Committee are not satisfied with the reply of the Government which merely states the existing procedure for suspension of newspapers from the list of potential beneficiaries of Government advertisements and revocation of such suspensions. The Committee while reiterating their recommendation emphasize the need for more stringent action against newspapers/periodicals guilty of violating the relevant guidelines. The Committee are of the opinion that DAVP should not remain content with the action taken by the local law enforcing authorities in the matter but also take up content analysis of such newspapers and periodicals in time.

Growth of Healthy Press

(Para 3.33)

28. The Committee, in paragraph 3.33 of their Report, had inferred that the policy of promoting wider dispersion of media power and growth of healthy Press through the distribution of advertisements had failed to achieve its objective. The Committee had, therefore, urged the Government to immediately review this aspect of the policy and to introduce suitable corrective measures.

29. The Ministry in their reply have stated that the PIO Committee appointed on rationalisation of the Advertisement Policy, went into the whole gamut of issues and examined the deficiencies of the existing policy and has made suitable recommendations to remedy the situation. These recommendations have already been accepted. It is expected that

with the implementation of these recommendations, a healthier growth of Press is achieved.

30. The Committee are not satisfied with the reply as it does not indicate specifically the concrete action that has been taken in furtherance of the recommendation made by them. It would have been appropriate if the Ministry had specifically listed those recommendations of the Committee which, on their acceptance and their implementation by the Government, are likely to rectify the policy in this context. They desire the Government to make a clear and unambiguous statement on this aspect of the advertisement policy.

Advertisement Rate Structure

(Para 3.36)

31. In paragraph 3.36 of their Report, the Committee had desired the Government to take a final and expeditious view on the report of the Expert Committee and to evolve a more acceptable rate structure. They had further desired that while taking a final decision in the matter care should be taken to allow special rates to language newspapers published in remote and hilly areas including island territories and tribal belts besides those published by small linguistic groups keeping in view the inherent diseconomies of scale and consequentially higher costs and lower revenues in regard to such newspapers. There should be no discrimination in advertisement rates at the same level of circulation irrespective of the language of the newspaper.

32. In their Action Taken Note dated 9th October, 1992 the Ministry of Information and Broadcasting have informed the Committee as under:—

“A Rate Structure Committee headed by Chief Advisor (Cost) ministry of Finance, with Additional Secretary and Financial Advisor, Ministry of I&B, Joint Secretary (P), Ministry of I&B, as members, and Director General, DAVP (Convenor) is working out revised rate structure for advertisements in press and is already seized of the points referred to in the recommendation.”

33. The Committee would like to know whether the report of the Rate Structure Committee has since been received and if so, the recommendations made and the action taken by the Government thereon may be intimated to them expeditiously.

34. The Committee would like to express their unhappiness at the casual and evasive replies furnished by the Ministry of I&B to the specific recommendations made by the Committee in their Report. This has led the Committee to the conclusion that their recommendations on the subject have not been given the serious consideration which they deserve. The Ministry of I&B have tried to side track the issues raised by them rather than giving pointed replies to the recommendations made by the Committee.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation

(Para No. 2.45)

The Committee, however, recommend that functioning of DAVP should be streamlined to improve its performance. The Ministry should help the Directorate in developing sufficient expertise in producing advertisements of quality. For this purpose, DAVP should suitably train their staff. In this regard the Committee also recommend that advertising personnel of DAVP should be encouraged to take 'sabbatical leave' in order to upgrade their professional skills. The Committee also desire to be apprised of steps taken in this regard.

Action Taken

Government has advised Indian Institute of Mass communications to develop and organise suitable training programmes to cater to the specific needs and requirements of DAVP professionals. In addition DAVP is exploring possibilities of locating suitable training Institutions and Organisations outside the Government system which could provide the necessary training inputs to upgrade the knowledge and skills of DAVP professionals. Besides, DAVP officers are being nominated for various programmes available under the Colombo Plan or for any other foreign courses which would be useful for the specific needs of DAVP. One Joint Director of DAVP is now participating in 'Practical Broadcast Course' being held under the Colombo Plan in the United Kingdom.

DAVP is already availing of every opportunity of exposing its professionals to the latest techniques and methods in the field of advertising and visual publicity, through participations in Seminars/Workshops/Training Courses. To cite some instances, DAVP professionals have attended the Seminars on 'Effective Campaign Development' and on 'Planning and Printing' organised by Delhi Advertising Club, a training course on 'Desktop Publishing and Laser Typesetting' conducted by Delhi Printers' Association and they are also being nominated for the course of 'Data Base Manager' to be organised by National Productivity Council in October' 92.

[Ministry of I&B, O.M. No. 7/33/90—MUC dated 9-10-1992]

Recommendation

(Para No. 2.46)

The Committee also desire that Union Territories which are being administered directly by Government of India should be brought within the ambit of Government's policy directives on advertisements and DAVP should also cater to the requirement of administration in such Union Territories.

Action Taken

Steps to bring the union Territories under the ambit of DAVP have been initiated. The Ministry has taken up the matter with the Home Ministry (the Administrative Ministry for the Union Territories) to advise the Union Territories concerned to route their advertisements through DAVP.

[Ministry of I&B, O.M. No. 7/33/90—MUC dated 9-10-1992]

Recommendation

(Para No. 2.48)

The Committee recommend that Government ought to make such arrangements for carrying out motivational advertisements as would facilitate utilisation of the best creative talent available outside DAVP. Definite incentive schemes ought to be introduced to encourage talent from within DAVP as well.

Action Taken

Due note has been taken of the Committee's recommendation for compliance. However, it may be mentioned that DAVP is fully equipped in terms of creative professionals viz. Visualiser, Copy Writers to carry out motivational advertisements. But in situations, where the internal infrastructure is not adequate to meet the challenges of the task, outside talent is utilised. DAVP has been advised to draw up a suitable incentive scheme in consultation with Doordarshan and other media units.

[Ministry of I&B, O.M. No. 7/33/90—MUC dated 9-10-1992]

Recommendation

(Para No. 2.50)

The Committee recommend that a comprehensive system of follow up and monitoring be introduced in the functioning of DAVP in regard to advertisement campaigns as well as the complaints received from the newspapers/periodicals and the public in regard to advertisements or advertisement policy matters.

Action Taken

DAVP has been advised to depute a Joint Director level Officer who would follow up and monitor advertisement campaigns as well as complaints from newspapers/periodicals.

[Ministry of I&B, O.M. No. 7/33/90—MUC dated 9-10-1992]

Recommendation

(Para No. 2.55)

The Committee desire the Government to issue suitable instructions to all the Ministries/Departments to prepare appropriate communication plans under a time bound programme in consultation with Ministry of Information and Broadcasting so that the budgetary exercise in DAVP is taken up on a sound basis.

Action Taken

Suitable instructions in this regard have been issued to the various Ministries/Departments. In addition this Ministry has requested them to nominate Nodal Officers who would constantly interact with this Ministry/DAVP so as to formulate campaign plans in advance. Meetings of the Nodal Officers are being held for this purpose.

[Ministry of I & B, O.M. No. 7/33/90-MUC dated 9.10.1992]

Recommendation

(Para No. 2.57)

The Committee urge the Ministry to take immediate steps to simplify and streamline the system of billing and accounting in the Directorate by introducing computerisation of bills etc. and to place adequate staff at the disposal of DAVP for the purpose.

Action Taken

Necessary steps in this direction have been taken and a system has already been evolved to have all the advertising bills processed on Computer. Computerisation process is to be augmented in 8th Plan to cover the following:

- (1) Issue of advertisements
- (2) Selection of papers
- (3) Processing of bills
- (4) Monitoring of system

DAVP has also taken the help of NIC in its Computerisation programme.

[Ministry of I & B, O.M. No. 7/33/90-MUC dated 9.10.1992]

**Recommendation
(Para No. 3.34)**

The Committee also desire that list of small news papers be reviewed periodically to delete such newspapers which have failed to increase their circulation beyond a prescribed limit during a given period. Suitable relaxations should, however, be given, in this regard to language newspapers/periodicals published from remote areas such as North-East, Island Territories, tribal belts and hilly regions or by small linguistic groups. The Committee will also like the mechanism for verification of circulation figures to be strengthened with.

Action Taken

In pursuance of the recommendation of PIO Committee, the revised circulation criterion of minimum 2000 paid copies for issue of advertisements has already been implemented. As a result of this exercise, 531 publications where circulation was found to be less than 2000 were not issued contract for the year July, 92 — June, 93. However, for newspapers and periodicals published from remote areas a relaxation is made and their circulation have been accepted as 500 paid copies, as per the policy guidelines.

Regarding strengthening of the mechanism for verification of circulation it may be stated that DAVP generally accepts the circulation claim as verified by Chartered Accountants. It also refers cases to RNI for verifying circulation of newspapers, where about arises in course of checking the media particulars submitted by the publication at the time of renewal of yearly rate contract. DAVP also reviews from time to time the circulation reports from RNI and action is speedily taken to suspend the newspapers where RNI recommends that the circulation claim has been un-established. The circulation verified by Audit Bureau of Circulation (ABC) is also found to be quite reliable. It may be pointed out that under PRB Act only RNI is competent to check the circulation of newspapers by on the spot inspection and by adopting other prescribed procedure. DAVP maintains a close touch with RNI for verification of circulation figures.

[Ministry of I & B, O.M. No. 7/33/90-MUC dated 9.10.1992]

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT REPLIES

Recommendation

(Para No. 3.38)

The Committee note that no separate guidelines exist with regard to advertisements on television. They further note that DAVP undertakes production of video spots, quickies and documentaries relating to socially relevant issue like health, family welfare etc. on behalf of its client Ministries/Departments for being shown on Doordarshan. However, the Committee find that as against a campaign budget of Rs. 16 crores during 1989-90 a limited amount of Rs. 30 lakhs has been spent on this account. This indicates that this highly potent media is not being fully utilised. The Committee urge the Government to encourage greater use of Television as also video magazines and films in propagating socially relevant messages.

Action Taken

As for separate guidelines with regard to advertisements on television, it is stated that Doordarshan telecast video spots and quickies produced by many agencies including DAVP. DAVP, therefore, follows guidelines formulated by Doordarshan in this regard.

The position with regard to use of TV, Video magazines and film for propagating socially relevant messages has substantially improved and Government has been incurring substantial expenditure for production of video spots, quickies and documentaries relating to socially relevant schemes and screening through Doordarshan during the recent years. Till September, 1987, the budget for advertisements on Radio and Television was centralised in DAVP for all client Ministries/Departments. The demand for these media increased and the provision in DAVP budget rose from Rs. 14.38 lakhs in 1973-74 to Rs. 85.00 lakhs in 1986-87 and to Rs. 170 lakhs in 1987-88. But at the same time it was felt that the client Ministries/Departments did not financially control their requirements through DAVP and, therefore, in September, 1987, the Government decided to decentralise the budget for this activity and from 1988-89, the client Ministries/Departments concerned were asked to bear the cost of net expenditure incurred by DAVP to execute their jobs. Thus the client Ministries/Departments had to make budget provision in their respective Demand for Grants and DAVP was provided budget for jobs to be executed for the Ministry of I & B only. This is the reason why there was a limited provision of Rs. 30.00 lakhs only for 1989-90, whereas the total

jobs amounted to more than Rs. 177.00 lakhs. In 1991-92, DAVP undertook jobs of advertisements on Radio/Doordarshan amounting to more than Rs. 476 lakhs.

[Ministry of I & B, O.M. No. 7/33/90-MUC dated 9.10.1992]

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation

(Para No. 1.27)

The Committee find it surprising that in spite of the fact that crores of rupees are being spent every year, on account of Government advertisements, yet no formal policy has been framed so far. The Committee, therefore, desire that a clear and articulate policy document may be brought out and placed before the Parliament within a period of six months.

Action Taken

The Government had constituted a Committee under the Chairmanship of Principal Information Officer, to study the deficiencies of the Advertising Policy and to suggest suitable remedies, on 6th July, 1987. The terms of references of the Committee were as under :

- (a) To identify the suitability of different media for various types of advertisements/publicity;
- (b) To work out criteria for empanelment of the newspapers/publications and also for release of advertisements/publicity to them;
- (c) To suggest mode of production of advertisements/publicity and their release to various media;
- (d) To determine the weightage, if any, to be given to small, medium and language newspapers in the matter of release of advertisements/publicity;
- (e) To make recommendations about the advisability or otherwise of releasing advertisements to a chain of newspapers where not all editions but only some specific editions of the newspapers are prepared to accept the DAVP rate and the rate structure to be followed in such cases; and
- (f) To consider the feasibility of having differential rates for advertisements of educational value, for example, advertisements relating to leprosy eradication, family planning and dowry prohibition.

The Committee held wide-ranging discussions with experts in the field of advertising and visual publicity as also representative of private agencies. After a detailed study of the various aspects of the issue, the Committee

has made several crucial recommendations and most of the recommendations have been accepted and they are being implemented.

[Ministry of I & B, O.M. No. 7/33/90-MUC dated 9.10.1992]

Recommendation
(Para No. 1.29)

The Committee recommend to take an expeditious decision on the recommendations of the Principal Information Officer. They also desire that once the Government announces its policy, DAVP must function within the parameters of the policy.

Action Taken

Most of the PIO Committee's recommendations relating to rationalisation of advertisement policy are being accepted and are being implemented. Now DAVP is expected to function within the parameters of the modified policy on press advertisements based on PIO Committee's recommendations, which have been accepted.

[Ministry of I & B, O.M. No. 7/33/90-MUC dated 9.10.1992]

Recommendation
(Para No. 2.52)

The Committee desire that the Ministry should evolve an effective, impartial and fair system of empanelment under which all genuine newspapers/journals feel encouraged to approach DAVP directly.

Action Taken

The criteria for empanelment has been further improved after incorporating PIO Committee's recommendations so as to make it more objective and fair. It is expected that under the new system based on the revised guidelines, genuine newspapers/journals will feel encouraged to approach DAVP.

[Ministry of I & B, O.M. No. 7/33/90-MUC dated 9.10.1992]

Recommendation
(Para No. 2.52)

They also desire that DAVP should publish and incorporate in their Annual Report the quantum of advertisements and the total amount paid to each of the newspapers.

Action Taken

As regards publishing and incorporating in Annual Report the quantum of advertisements and total amount paid to each of the newspapers, it is submitted that the activities of DAVP in detail are invariably projected in the Report. It is considered that it will not be appropriate to publish the quantum of advertisements issued and amount paid to each newspapers/periodicals individually. The policy on Press Advertising clearly lays down that while a balanced placing of advertisement is aimed at, Government

advertisements are not intended to be a measure of financial assistance to newspapers/journals. DAVP releases advertisements to the press keeping in view publicity requirements and availability of funds. Expenditure on release of advertisements is like any other Government expenditure which is incurred in accordance with the laid down procedure to achieve the objectives within allocated funds. The quantum of advertisements and total amount paid to each of the newspaper in DAVP's Annual Report will make it open to each newspaper what was its share in comparison to others without having access to other related information like the details of campaigns, the requirement of the advertisements etc. Placing of the advertisements in the newspapers can not be equated with distribution of loans and subsidy. For each advertisement, media list is prepared keeping in view various factors like the special requirements of the clients, target leadership and budgetary constraints. Therefore, it is felt that publicising and incorporating in the Annual Report the quantum of advertisements and total amount paid to each of the newspaper is not likely to serve any useful purpose.

2. Besides, the information between a newspaper and DAVP, operating under individual contracts, is treated as privileged communication and is not disclosed to the public as a matter of practice.

3. However, the information regarding each newspaper for the preceding year is always available with DAVP and is open to inspection by the audit parties or any other individual or group nominated by the Government for the purpose.

[Ministry of I&B, O.M. No. 7/33/90-MUC dated 9.10.1992]

Recommendation (Para No. 2.59)

The Committee desire that the Government should take up content analysis of newspapers and periodicals on a more extensive, regular and systematic basis. They also desire that the Policy Guidelines in this regard should provide dis-incentives of greater persuasion. They would also expect the enforcement of policy guidelines to be more stringent. While taking action, consultations with Press Council of India should invariably be held. They also like Government to ensure that propagation of obscenity is not encouraged and laws relating to obscenity are not infringed.

Action Taken

The existing procedure is that as soon as DAVP receives tone and trend report from State Government/Union Territories or PIB indicating that a publication has been publishing material which incite or tend to incite communal passions or preach violence or offend socially accepted conventions of public decency and morals, action is taken immediately to suspend the use of the publication for releasing advertisements. The suspension is, however, revoked when report is again received with indications of

changed tone and trend of the publication. Since DAVP depends in such instances on PIB a report from PIB is also called.

As regards ensuring that the propagation of obscenity is not encouraged and laws relating to obscenity are not infringed, it may be stated that this Ministry has no method or scheme to ensure such matters in the print media. It is for the local law enforcing authorities to take care of such matters under the relevant law.

[Ministry of I&B, O.M. No. 7/33/90-MUC dated 9.10.1992]

Recommendation

(Para No. 3.33)

The Committee can not but infer that the policy of promoting through distribution of advertisements wider dispersion of media power and to achieve through this mechanism growth of healthy press, has failed to achieve its objective. The Committee, therefore, urge the Government to take an immediate review of this aspect of the policy and to introduce suitable corrective measures.

Action Taken

The PIO Committee appointed on rationalisation of the Advertisement Policy, went into the whole gamut of issues and examined the deficiencies of the existing policy and has made suitable recommendations to remedy the situation. These recommendations have already been accepted. It is expected that with the implementation of these recommendations, a healthier growth of Press is achieved.

[Ministry of I&B, O.M. No. 7/33/90-MUC dated 9.10.1992]

CHAPTER V

RECOMMENDATIONS / OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE AWAITED

Recommendation

(Para No. 2.54)

The Committee are dismayed to note such a state of affairs. The Committee strongly recommend that a detailed work analysis of DAVP should be undertaken immediately and a reliable and properly co-related system of fixing physical and financial targets may be evolved to ensure that the Directorate functions with optimum efficiency and economy.

Action Taken

The matter has been referred to the Internal Work Study Unit who are expected to undertake a detailed work-analysis of DAVP shortly and make appropriate recommendations with regard to evolving a system of fixing targets etc.

[Ministry of I&B, O.M. No. 7/33/90-MUC dated 9.10.1992]

Recommendation

(Para No. 2.61)

The Committee urge the Government to look into the difficulties being experienced by DAVP without any delay so that this organisation is strengthened for the fulfilment of its assigned role.

Action Taken

The functioning of DAVP and the difficulties faced by it are studied by the Internal Work Study Unit (IWSU), Ministry of I&B, Staff Inspection Units (SIU), Ministry of Finance, Method Study, Deptt. of Personnel from time to time and their recommendations are implemented. The IWSU is scheduled to undertake a study of Advertising Wing of DAVP during 1992-93. Their expertise will be fully utilised to identify difficulties faced by DAVP and steps will be taken to remove them.

[Ministry of I&B, O.M. No. 7/33/90-MUC dated 9.10.1992]

Recommendation

(Para No 3.36)

The Committee desire the Government to take a final and expeditious view on the report of the Expert Committee and to evolve a more acceptable rate structure. They, however, desire that while taking a final decision in the matter care should be taken to allow special rates to

language newspapers published in remote and hilly areas including island territories and tribal belts besides those published by small linguistic groups keeping in view the inherent diseconomies of scale and consequentially higher costs and lower revenues in regard to such newspapers. There should be no discrimination in advertisement rates at the same level of circulation irrespective of the language of the newspaper.

Action Taken

A Rate Structure Committee headed by Chief Advisor (Cost) Ministry of Finance, with Additional Secretary and Financial Advisor, Ministry of I&B, Joint Secretary (P), Ministry of I&B, as members, and Director General, DAVP (Convenor) is working out revised rate structure for advertisements in press and is already seized of the points referred to in the recommendation-

(Ministry of I&B, O. M. No. 7/33/90-MUC dated 9.10.1992)

Recommendation

(Para No 3.37)

The Committee further note that it is not incumbent on **autonomous** bodies and Public Sector Undertakings to route their advertisements through DAVP even though some of these bodies do route their advertisements through DAVP. The Committee are, however, dismayed to find that the Ministry of Information & Broadcasting are not aware of the differential rate between advertisements inserted by Public Sector Undertakings and the Government. The Committee feel that such information would be a relevant in put for reviewing and modifying advertisements policy. The Committee also find that in their 47th Report (Fourth Lok Sabha) on Public Relations and Publicity in Public Undertakings, the Committee on Public Undertakings had recommended that all commercially **non-competitive** Public Undertakings should route their advertisements through DAVP to get the benefit of concessional rates. The Committee have not been apprised about any review by the Ministry of Information & Broadcasting or by the Bureau of Public Enterprises as to whether these recommendations which have been accepted, are being followed. The Committee recommend that such a review should be undertaken now.

Action Taken

A new Rate Structure Committee based on PIO Committee's recommendations has already been set-up to go into the whole question of differential rates between advertisements inserted by Public Sector Undertakings and Government. The report of the Rate Structure Committee is

awaited. After the report is received, it will be examined in Consultation with the Bureau of Public Enterprises so as to make a uniform note structure applicable for all PSUs/Government departments.

[Ministry of I&B, O.M. No. 7/33/90-MUC dated 9.10.1992]

NEW DELHI;
January 30, 1993

Magha 10, 1914(S)

Manoranjan Bhakta,
Chairman,
Estimates Committee.

(Vide Introduction of the Report)

**ANALYSIS OF ACTION TAKEN BY GOVERNMENT ON THE
8TH REPORT OF ESTIMATES COMMITTEE
(10TH LOK SABHA)**

	Total number of Recommendations	17
I.	Recommendations/Observations which have been accepted by Government (Para Nos. 2.45, 2.46, 2.48, 2.50, 2.55, 2.57 and 3.34)	
	Total	7
	Percentage	41%
II.	Recommendation/Observation which the Committee do not desire to pursue in view of Government's replies (Para No. 3.38)	
	Total	1
	Percentage	6%
III.	Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee (Para Nos. 1.27, 1.29, 2.52, 2.59 and 3.33)	
	Total	5
	Percentage	30%
IV.	Recommendations / Observations in respect of which final replies are still awaited (Para Nos. 2.54, 2.61, 3.36 and 3.37)	
	Total	4
	Percentage	23%

LIST OF AUTHORISED AGENTS FOR SALE OF LOK SABHA SECRETARIAT PUBLICATIONS

Sl. No.	Name of Agents	Sl. No.	Name of Agents
ANDHARA PRADESH		UTTAR PRADESH	
1.	M/s. Vijay Book Agency, 11-4-477, Mylar, adda, Secunderabad-500361.	12.	Law Publishers, Sardar Patel Marg, P.B. No. 77, Allahabad, U.P.
BIHAR		WEST BENGAL	
2.	M/s. Crown Book Depot, Upper Bazar, Ranchi (Bihar).	13.	M/s. Manimala Buys & Sells, 123, Bow Bazar Street, Calcutta-1
GUJARAT		DELHI	
3.	The New Order Book Company, Ellis Bridge, Ahmedabad-380006. (T. No. 79065).	14.	M/s. Jain Book Agency, C-9, Connaught Place, New Delhi. (T. No. 351663 & 350606)
MADHYA PRADESH		15.	M/S. J.M. Jaina & Brothers, P. Box 1020, Mori Gate, Delhi-110006. (T. No. 2915064 & 230936)
4.	Modern Book House, Shiv Vilas Palace, Indore City. (T. No. 35289).	16.	M/s. Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi-110001. (T. No. 3315308 & 45896)
MAHARASHTRA		17.	M/s. Bookwell, 2/22, Sant Nirankari Colony, Kingsway Camp, Delhi-110009 (T. No. 7112309)
5.	M/s. Sunderdas Gian Chand, 601, Girgaum Road, Near Princes Street, Bombay-400002	18.	M/s. Rajendra Book Agency IV-DR, Lajpuri Nagar, Old, Double Storey, New Delhi-110024 (T. No. 6412362 & 6412131).
6.	The International Book Service, Deccan Gymkhana, Poona-4.	19.	M/s. Ashok Book Agency, BH-82, Poorna Shalimar Bagh, Delhi-110033.
7.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-400001.	20.	M/s. Venus Enterprises, B-2/85, Phase-II, Ashok Vihar, Delhi
8.	M/s. Usha Book Depot, 'Law Book Seller and Publishers' Agents Govt. Publications 585, Chira Bazar Khan House, Bombay-400002.	21.	M/s. Central News Agency Pvt. Ltd., 23/90, Connaught Circus, New Delhi-110001. (T. No. 344448, 322705, 344478 & 344508)
9.	M & J Services, Publisher, Representative Accounts & Law Book Sellers, Mohan Kunj, Ground Floor 68, Jyotiba Fuele Road, Naigaum-Dadar, Bombay-400014.	22.	M/s., Anshu Book Co., N-21, Connaught Circus, New Delhi.
10.	Subscribers Subscription Services India, 21, Raghunath Dadaji Street, 2nd floor, Bombay-400001.	23.	M/s. Book India Corporation Publishers, Importers & Exporters, L-27, Shastri Nagar, Delhi-110052. (T. No. 260631 & 714465)
TAMIL NADU		24.	M/s. Sangam Book Depot, 4278/4B, Murari Lal Street, Ansari Road, Darya Gani, New Delhi-110002.
11.	M/s. M.M. Subscription Agencies, 14th Murali Street (1st floor) Mahalingapuram, Nungambakkam, Madaras-600034. (T. No. 476558).		