

**PUBLIC RELATIONS AND COMMUNICATION IN
DEVELOPMENT ADMINISTRATION :
A STUDY OF THE INSTITUTIONAL STRUCTURES
AND THEIR WORKING IN WEST BENGAL**

**THESIS SUBMITTED FOR THE DEGREE OF DOCTOR OF
PHILOSOPHY IN ARTS (Ph. D.)**

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Preface and Acknowledgement

With an ever-increasing task of a government committed to the goals of modernization and development, the need for public relations and communication between public officials and citizens becomes more urgent. The growing recognition of the power of public opinion, the imperative of a democratic government to report to its citizens and the need for enlisting citizens' participation and support for the cause of development and good administration necessitate the practice of public relations in government and administration now-a-days. In order to obtain compliance with administrative policies and evoke citizens' cooperation and participation in the process of development, administration has to make every effort for identifying the goals and objectives of administration with those of its citizens.' In the United States, the public relations function has been established much earlier in government than in any other field of practice although with less effectiveness. In contrast to government practice in the United States, the British

government has placed more emphasis on public opinion research to guide its programmes. The value of public opinion survey as a means of making government responsive to the views of its citizens is also recognized in Canada with the establishment of government public relations machinery in that country in the year of 1970. In India, the practice of public relations at the governmental level - Central or State - is yet to be recognized.

The practice of public relations, which is a continuous and problem-solving process, involves four basic steps ; fact finding and feedback; planning and programming; action and communication; and evaluation. The third step - action and communication - is the main thrust in any public relations programme. Public relations involve the skilful use of the art of communication in the interest of informing the people and influencing public opinion. The advancements and innovations in communication technology have made it the nerve centre in the process of development. Since the mid-seventies, in the Third World Countries, most of the development strategies are aimed at enriching the quality of life of the rural poor. In the new conceptualization of rural development, the new function of communication has been conceptualized as enlisting more and more participation in the development-process on a co-equal basis of knowledge-sharing. Thus, in the eighties, the role of communication has been viewed as fundamentally two-way, interactive and

participatory at all levels.

In India, both at the centre and in almost all the states, there are elaborate arrangements for the dissemination of government information. At the centre, there is the Ministry of Information and Broadcasting which is entrusted with the task of giving effective media exposure to all the activities of government, particularly in the developmental arena. The Ministry makes use of both the mass media and the indigenous channels of communication to reach the people with the messages of development, and tries to persuade the rural people by way of creating awareness among them to change their attitudes and behaviour and follow the directed course of action. In West Bengal, there is the Department of Information and Cultural Affairs which discharges functions of a similar nature. These are essentially downward communication flows from the government agencies to the citizens, and are highly prescriptive. However, along with this one-way, top down communication approach, some scanty and piecemeal efforts are being made for introducing an alternative bottom-up communication approach that will make participation real and less directed by the government agencies. The experiment with Radio Rural Forums is a case in point.

Agriculture and Health constitute two important areas of activity where the execution of every programme aimed at improving the quality of life of the rural people requires

a climate of belief among whom the programme is to be executed and for the creation of this climate of belief, effective communications between the government agencies and the target groups are the vital prerequisites. In West Bengal, apart from the Department of Information and Cultural Affairs, the Department of Agriculture, as well as the Department of Health and Family Welfare, have their own arrangements for the dissemination of information to specific audiences and target groups. The departments make use of different media of mass communication along with providing extension services to those among whom the programmes are to be executed. The successful execution of the programmes depends on the working of the process of communication among the target groups. The present study is an attempt to examine first the structural arrangements of the communication networks both at the centre and in the state of West Bengal for the dissemination of information among the rural people and, secondly, the working and effectiveness of the process of communication among the villagers in selected areas of government activity, e.g, agriculture and health.

This is an occasion to express gratitude and acknowledge indebtedness to all those persons whose advice and assistance helped me to complete the work. I am immensely grateful to Professor Mohit Bhattacharjee for his encouragement and the

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CHAPTER I

Introduction

CHAPTER I

Introduction

A. Significance of the Proposed Study

The concept of public relations which originated in business and industry, and was then taken over by the U.S and British governments, particularly during the World War II, for engineering widespread public support in favour of their deeds and actions, was finally adopted by the governments of these countries to win over people's consent and sanction for administrative actions in the post-war period of reconstruction. It was realized from the outset that governments, when delivering goods to the people, needed the techniques of communication and the public relations machinery to inform people of government activities and to persuade them that the objectives and intentions of the government were identical with the interests of the people. In India, this realization came much later in the sixties when a number of public sector undertakings created

the office of Public Relations Officer in their organizations. However, in most of these enterprises, public relations is accorded a very low status in the administrative hierarchy, and it is little more than an ornament for the organization. It is more so in government departments where bureaucracy is bound by rules and precedents and shows little concern for change and innovation. Nevertheless, with the increasing tempo of Five Year Plans, the government departments were conferred with a new development-orientation with emphasis on self-development and participation, and as a corollary of this fact, the importance of public relations and communication gained momentum in administration. Public relations in government is justified on the assumption that a democratic government is obliged to report to its citizens, and that effective administration requires citizens' participation and support. Its practice at the governmental level evokes active cooperation of the people in action -programs, compliance in regulatory programs and support for administration's policies.¹ Unfortunately, this consciousness about the need for public relations and effective communication between the administration the citizens is not, as yet, felt seriously by the government departments. The low ebb in the successful implementation of public relations programmes in government can be attributed to the fact that most government programmes emphasize information -dissemination and neglect fact-finding and feedback as well as planning and programming.

B. Objectives of the Proposed Study

While the prospect of the practice of public relations in administration is rather unpromising in India in general and in West Bengal in particular, action and communication as a step in public relations practice is well in operation through an administrative effort to disseminate government information among the people and to evoke their participation, particularly in rural development programmes. In West Bengal, there is a complex network of administrative structures vertically and horizontally interlinked, performing the role of communicators between the governments and their people. The constituent units of the Ministry of Information and Broadcasting have their regional district and sub-divisional level offices for propagating the development-oriented policies and programmes of the central government, particularly among the rural audience. These units are expected to make an extensive use of the media of mass communication placed at their disposal for the dissemination of government information among the rural people with the objectives of arousing awareness and creating favourable attitudes towards government policies and programmes, and finally, soliciting people's participation in the programmes of rural development. Therefore, one of the objectives of the proposed study is to find out to what extent these constituent units of the Ministry of Information and Broadcasting are working successfully in facilitating

two-way communication between the government and the people and promoting meaningful understanding between them.

The Government of West Bengal, too, has its own network for communicating with its people in matters pertaining to development, particularly in the rural sector. Since the late seventies, there has been a concerted effort by the Government of West Bengal for bringing all the communication aspects of the government functions in all their dimensions under the supervision and control of one department, namely, the Department of Information and Cultural Affairs. The Department is supposed to act as a communication link between all the developmental departments of the state government and the people to whom the developmental messages are to be addressed. A realistic assessment of the actual and potential role of the Department of Information and Cultural Affairs in the process of communication, in improving social awareness towards administrative policies and programmes, in evoking people's involvement and participation, and in performing the function of an effective feedback mechanism in the systemic framework constitutes another major objective of the proposed study.

Apart from the Department of Information and Cultural Affairs, the departments like those of Health and Family Welfare and Agriculture whose functions are developmental in nature and instrumental in the process of development and modernization of rural Bengal, have their own structural and

administrative arrangements for the dissemination of information among the rural masses about new innovations and practices in their respective fields of activities. These Departments use the various media of mass communication like posters, folders, brochures, booklets, exhibitions, films, and to a limited extent, electronic media like transistors, radio sets and television for transmitting the message of development to the rural audience. At the same time, along with these media of mass communication, a large number of field workers e.g. Krishi Prajukti Sahayaks in the Department of Agriculture, or Health Assistants in the Department of Health and Family Welfare, are employed by these Departments for doing extension work among the villagers. These people, working at the grass-root level, are supposed to act as intermediaries between the technical experts and the villagers by way of translating the development messages into simple, local idioms, easily comprehensible by the illiterate villagers. Thus, both the mass media and the traditional and interpersonal media of communication are put to use by the Departments for informing and educating the rural masses in new techniques and practices in their respective fields of activities. Therefore, another primary objective of the proposed study is to make an empirical assessment of the working of the process of communication among the village people in selected fields of Health and agricultural activities, and to see how far and to what extent the villagers have got access to different media of

communication, the relative ability of the different media in successfully communicating the content of the message to the rural people, along the level of their understanding, as well as the results of the communication efforts.

C. Research Questions

Keeping these objectives in mind, the present study seeks to answer the following questions :

- (1) Whether and to what extent the different units of the Ministry of Information and Broadcasting are working successfully for promoting, facilitating and consolidating meaningful understanding and empathy between the government and the people.
- (2) Whether and to what extent the Department of Information and Cultural Affairs in West Bengal has been successful in performing its role as the principal administrative machinery for development-support-communication in rural areas.
- (3) How far and to what extent the people in the sampled villages have had access to the media of communication — mass media, little media as well as interpersonal media of communication.
- (4) How far and to what extent the media of communication

— mass media, little media and interpersonal media of communication — have been successful in the sampled villages in communicating correctly the message or the content of communication relating to specific programmes in the fields of Agriculture as well as Health and Family Welfare.

- (5) How far and to what extent the efforts in such development-support communication in the sampled villages relating to specific programmes in the fields of Agriculture as well as Health and Family Welfare, have yielded tangible results in terms of changing the behaviour of the beneficiaries and persuading them to apply the latest technologies in the respective development-sectors.

D. Methodology of the Proposed Study

The Research Design

The practice of public relations in business and administration endeavours to identify organizational goals and interests as identical with those of its clients. It is a concerted effort and a process involving several phases of planning and action. Communication is a major step in the public relations process that itself is treated as a complex process with several parts and stages. The revolution in

communication technology and the new approach to communication in the context of development has made it the nerve centre of government activities. The search, therefore, was for a research design that would allow a study of the process of communication in the implementation of development programmes in the selected areas of government activity.

The developing countries in the so-called Third World display some common characteristics in terms of widespread illiteracy, unequal distribution of wealth, predominantly agriculture-based economy and unabated rural poverty and unemployment. The governments in these countries are faced with the challenge of improving the lot of the poor masses living in villages through a number of developmental programmes and projects. In the wake of political independence and plans for development in India, the expectations of the people about the ability of the government had been very high. There have been pressing demands upon the state to provide leadership and to act as the change-agent providing the necessary stimulus in bringing about socio-economic and cultural transformation in the country. However, it is true that no effective developmental plan or programme can be carried out by the government alone. The growth and the role of voluntary organizations are crucial in the process of social development as they can relieve the government of some of its burdens and responsibilities and at the same time help to provide a mechanism of social control over

bureaucracy. The changed role of voluntary organizations in bringing about socio-economic transformation in rural India by way of developing the innate faculties of human beings, filling up the communication gap between the planners and implementers, and initiating a participatory model of development, is well-recognized by the government and the planners of development that highlight the importance of voluntary organization as the eyes and ears of the beneficiaries, the weaker sections of the society who have been left out of the mainstream of the development activities. Nevertheless, the role of government, often aided by the voluntary organizations, in planning and implementation of anti-poverty and minimum needs programmes in the field of rural development, simply cannot be overlooked.

Agriculture is the main focus of rural economic development. But apart from agriculture, there are other areas for delivering goods and services to the rural masses. It was therefore, considered proper to concentrate on the study of the process of communication in agriculture and health, and the focus was on government-initiated communication, with other organizations playing the supportive and complementary role.

For a clear understanding of the new role of communication in rural development, the study needed to be conducted at the micro level. Hence, the study was done in the village

setting - at the bottom of the structure - and in the selection of villages, two things were kept in mind. One was the distance of the village from the nearby urban centre. If the village is far away from an urban centre and inaccessible, the communication network will not be easily available. Another was the socio-economic background of the villagers. People with higher socio-economic status, with more formal education, with higher reading and comprehension capabilities, with economically better-off positions and better social contact, cannot be the targets of rural development programmes. Instead, the programmes get their real meanings only in relation to the lower strata, the illiterate, uninformed and downtrodden segments of the rural community. Hence two villages were selected, one for studying the process of communication and its impact on the implementation of agricultural programmes and practices, and the other for carrying out a similar study in the field of health. The villages were not far away from the urban centres; channels of communication-electronic, interpersonal as well as other media of mass communication - were available in the villages; and, secondly, most of the villagers represented the lower strata of the society economically as well as socially.

Further, the federal character of the Indian state paves the way for the functioning of two parallel networks of communication by the central and the state governments. Although the dissemination of information and the integration

of development with communication is not the activity of a single department or ministry, yet, the Ministry of Information and Broadcasting in the Central government and the Department of Information and Cultural Affairs in the case of West Bengal are especially designed for initiating the dialogue between the benefactors and the beneficiaries in a participatory model of communication. Their organizational networks, the ways of their functioning and the techniques at their disposal required examination for an understanding of the nature of communication between the government and the people in the context of development.

The research design of the study thus, allowed to :

- (i) examine the communication networks of the Ministry of Information and Broadcasting at the Centre and the Department of Information and Cultural Affairs in the State of West Bengal;
- (ii) study the media exposure and the level of understanding of the people at the micro level in selected fields of development i.e., health and agriculture;
- (iii) assess the effectiveness of communication among the beneficiaries of development.

Method of Data Collection

The study was done in two parts. For the first part of the study, which was mainly exploratory in nature, reliance was made primarily on documentary sources such as the annual reports, periodic official publications, reports of the different committees and commissions, official notifications and manuals and other published and unpublished source - materials. Nevertheless, the data collected from these documentary sources had been supplemented by way of adopting the empirical survey method of personal interview based on structured, as well as open-ended, unstructured questionnaire.

For the second part of the study, the data were collected solely and completely by using the personal interview method of survey research. A structured questionnaire was administered among the sampled respondents for obtaining information relevant for the present study.

At the macro level of the study, an insight was given into the process of communication between the government and the people both at the Centre and in the State of West Bengal in the context of development and people's participation in the development process. It had thus become necessary to identify the structures within the governments that were expected to initiate and sustain the process of communication both at the centre and in the state of West Bengal and to examine in depth the modes of their working and the techniques

at their disposal. The Ministry of Information and Broadcasting in the Central government and the Department of Information and Cultural Affairs in West Bengal were singled out as the nodal agencies with necessary infrastructure that stretched down the local levels for the dissemination of government information and initiation of the process of two-way communication between the government and the people. The first part of the study was thus exclusively concerned with examining the nature and style of functioning of these two agencies.

This part of the work was done mostly on the basis of documentary sources. Nevertheless, the method of collecting information through personal interviews with officials, based on structured as well as unstructured questionnaire, had also been used along with documentary sources, particularly where documentary sources had been proved inadequate to reveal the real picture about the functioning of the government departments and agencies in giving communication support to development programmes among the target groups in the rural community. The Publication Division of the Ministry of Information & Broadcasting has a number of annual publications like India, Mass Media in India or Annual Report. These publications were found portraying the lists of works done by the Ministry throughout the year. The reportings in these publications are stereotype and given the particular style of their writing, they neither reflect the processes

nor capture the essence of the dynamics of interactions between the government and the people. These are at best attempts to present a chart of what has been done by the government in numerical terms and have little research value. Nevertheless, government's concern about the problem of communication and the potential role of the mass media in rural development has been reflected at least in the constitution of the different working groups and study teams at different points of time to go into the examination of the actual and potential role of different media from the point of view of two-way participatory model of communication. The reports submitted by these working groups like the Report of the Committee on Broadcasting and Information Media, 1966, Verghese Committee Report on the Autonomy of Akashvani and Doordarshan, 1978, Report of the Working Group for Software Planning for Doordarshan, 1984, Report of the Working Group on National Film Policy, 1980, Report of the Press Commission, 1982, had been found immensely helpful for the purpose of the study.

The real difficulty arose when an attempt was being made to examine the role of the State government in West Bengal in this participatory model of development and communication. Since 1977, there had been a serious move towards the centralization of all activities pertaining to government's interaction with the people in a single department. Accordingly, the Department of Information and

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Cultural Affairs had been expanded in terms of its organizational structure as well as its functions and responsibilities, and was endowed with an increasing importance in the context of rural development. But while it had been possible to discern the changes that had taken place in the structural arrangements of the Department from the official notifications issued from time to time, the problem that had been experienced in the course of this study related to the functioning of the Department. There was neither any official document specifying the areas of operation of the Department or detailing its activities, nor any regular publication issued by the Department mentioning its success or failure in initiating and accelerating the process of communication between the government and the people. The Directors of the Department themselves admitted the shortcomings. The only source of information that was available was the annual budget speech of the concerned minister before the Legislative Assembly. The speech outlines a chart of the work done by the Department throughout the year and specifies information about the expansion of the infrastructure during the coming financial year. The whole exercise is done as a matter of routine. It neither reflects the perceptions of the government about the essence of communication in the new concept of participatory development, nor specifies the efforts made, and the constraints faced by the government in the operationalization of community participation in the process of development.

In the light of the foregoing scenario, it was felt that the most fruitful approach would be to collect the perceptions and views of the officials. This would perhaps help to get a clear picture about the mode and style of work of the Department among the target groups and individuals within the rural community. Consequently, personal interview was seen as the most appropriate way of obtaining data for the study. Further, apart from the Department of Information & Cultural Affairs which is the nodal agency for initiating interaction and sustaining the process of two-way communication between the government and the people, the Department of Agriculture, as well as the Department of Health and Family Welfare have their own arrangements for disseminating information to their clients about policies and programmes in their respective fields of activity. For instance, there is one Chief Publicity and Public Relations Officer in the Directorate of the Department of Agriculture. The CP & PRO maintains his own office staff and is in total charge of deciding on the policies relating to maintenance of cliental relationship with the farmers. At the district level, there are District Agricultural Information Officers and this hierarchical structure is stretched down to the lowest level of administration. Thus in the blocks, there are the Krishi Prajukti Sahayak. It was felt that the perceptions and opinions of the officials who were taking part in the formulation of policies dealing with the

communication aspect of any activity, either in the Department of Agriculture or the Department of Health and Family Welfare, were as important as those of the Department of Information & Cultural Affairs. Hence the respondents were taken from all the three departments and included those officials who were responsible for determining policies regarding the techniques and modes of communication with the people.

The second part of the study was aimed at examining the communication network as it was operating within the rural community and the communication effect in modifying the behavioural pattern of the people in the context of rural development. Here the focus of study was shifted from the macro level to the micro level of inquiry into the changes in the perceptions, attitudes and behaviour of those who were at the receiving end of development. Consequently, a survey research method of personal interview with a structured questionnaire was chosen as the principal source of data collection for this part of study. Since the study was conducted at the village level, it was thought fitting to approach the respondents with the same set of questions so that differences in responses could be fully attributed to the actual differences among the respondents. The selection of the district for the study was determined by the convenience of the researcher to get sufficient time for field survey as the work was done in the free time after fulfilling all the official

responsibilities and commitments of the researcher. There are twelve development blocks in the Darjeeling district of which four are in the plains. The blocks in the hills were excluded primarily because of their inaccessibility. The transport system is miserably poor. The villages are scattered over the hills and most of the villages donot have even any approach road. For a lady researcher, it was quite impossible to reach those inaccessible areas. The second constraint was the language-barrier. The villagers speak Nepali in their local accent which is very difficult to comprehend. The final selection of blocks was, however, made by using the lottery method of random selection. To keep the sample size adequately representative of the universe, finally, two villages were selected, one for studying the process of communication and its impact in the implementation of agricultural programs and practices and another for carrying out a similar study in the field of health. The selection of village within the selected block in each case was made by using a table of random numbers.

Content of Interview Schedule

In all, there were three groups of respondents. While the first group of respondents consisted of the officials from the Departments of Information & Cultural Affairs, Agriculture and Health and Family Welfare, the second and

third groups of respondents included the villagers who were selected for interview to study the process of communication in the fields of agriculture and health respectively. Consequently, three set of questionnaires were framed and administered. The first set of the questionnaires included both structured and unstructured questions that were framed for interviewing the officials. The major aspects of the interview were structured in the questionnaire in three parts. The first part dealt with some general questions which were put before all the officials for obtaining information regarding the style and mode of functioning of the concerned departments in initiating and sustaining communication and in building rapport with the people, the use of the media by the departments, the content of communication and the responses of the people. The second part included some questions on which opinions were sought only from the officials of the Department of Information & Cultural Affairs. This part included questions regarding the objectives of the Department of Information & Cultural Affairs, the changing role of the department as well as the importance of the Department in the changed context. The third part of the questionnaire was meant for the officials of the Department of Agriculture and the Department of Health and Family Welfare. The thrust of the questions in this part was on recording the perceptions and opinions of the officials of these departments about the importance that was given to the

Department of Information & Cultural Affairs under the new approach towards mass mobilization and communication, the dimensions of interaction and conflict between the Departments of Agriculture and Health and Family Welfare on the one hand and the Department of Information & Cultural Affairs on the other, and the resultant success or failure of the new approach.

For the purpose of interviewing the villagers who constituted the second and the third groups of respondents, two separate sets of questionnaire, one relating to agriculture and the other for health and family welfare activities, were framed. The questionnaire included, apart from questions on the general profile of the respondents, those for getting information in specific areas of query. Thus questions were put for an understanding of the working of the process of communication i.e., the access of the respondents to different media and their level of understanding of the content of communication in relation to age, sex, education, occupation, caste and religion, the knowledge of the respondents about specified agricultural and health development programmes and the sources of their knowledge and the results of the different programme campaigns.

The Interview

The interviews were in general held in very cordial and congenial atmosphere. To meet the requirements of the study, the officials were interviewed first. Each interview began with an explanation of the purpose of study. In each interview, the respondent was given a copy of the questionnaire first. By and large, the respondents spent a few minutes reading the questionnaire, asked for clarifications on some points and then started with any question that seemed most relevant to them. The actual filling of the questionnaire was personally done by the interviewer. Most of the respondents welcomed the study; the respondents belonging to the Department of Information & Cultural Affairs, in particular, were most fascinated and became proud about the importance of the work their Department was entrusted with. However, a few of the respondents refused to give interview on the pretext of paucity of time and excessive workload. Some others failed to keep appointments, for reasons not explained or known.

In general, each interview lasted 30 minutes. Some of the respondents prolonged their discussions, narrating their own experiences as officials of the Departments. Nevertheless, these discussions at times brought to light some important information regarding interdepartmental conflicts and lack of interdepartmental cooperation, particularly because of the policy of centralization of all publicity and

media-related activities in the Department of Information and Cultural Affairs. On the whole, the respondents were very frank and willing in their deliberations, and some of them even helped with some unpublished official documents which were otherwise inaccessible to an outsider.

Interviewing the villagers was quite a different experience. It was quite obvious that the idea of social science research was completely beyond the understanding of the villagers. They were curious about the work even when the purpose of the study was honestly explained to them. Nevertheless, they came forward and co-operated with the researcher, and this was made possible only by way of mixing with them freely and establishing a rapport before approaching them with a questionnaire as such. To get access to the villagers, first, a few days were spent only roaming in the villages, sometimes accompanying the Health Assistant or the KPS, and talking with the Panchayat members, the village leaders, the elderly people in the villages, and even the housewives. They offered tea and were in fact so simple that it took just a little time to be close to them. It was only when such a rapport was established that the villagers were individually approached with the questionnaire, and they ultimately found it a pleasure to answer the questions they were asked. As most of the villagers were not able to read the questionnaires, the researcher had to translate them and sometimes to elaborate them for their clear understanding. Some of them even

came forward and asked whether their names were included for interview. The villagers were very frank and free in giving reply to the questions. They revealed what they knew and although the questionnaire was mainly structured, a patient hearing was given to what they said out of their own experiences.

Data Processing and Analysis

The three sets of questionnaires that were prepared for interviewing the three groups of respondents included both open-ended and close-ended questions. The data gathered from close-ended questions were readily amenable to statistical analysis. Hence, the data that were obtained from the structured questions were first classified into categories and then arranged in the form of tables. Finally, the data were analyzed and measured to find out the relationship between the dependent variables and a set of independent variables and attributes.

For the purpose of measurement, reliance was made on the chi-square test. Considering the small size of the sample the .05 level of probability (P) was accepted as the standard of significance. The null hypothesis was retained in each case where P was greater than this level. The tests have been done by an electronic computer which is virtually error-free.

The open-ended questions, on the other hand, provided information that helped to improve upon the interpretation that was given with the help of data obtained from the documentary sources.

Locale of the Study

Darjeeling, the northernmost district of Jalpaiguri Division, is located between $27^{\circ}13'05''$ and $26^{\circ}27'10''$ North latitudes and $88^{\circ}53'00''$ and $87^{\circ}59'30''$ East longitudes. It roughly resembles an inverted wedge bounded in the west by Nepal, in the north by Sikkim, a constituent State of the Indian Union, in the east by Bhutan and Bangladesh, and in the south by three Indian districts, Uttar (North) Dinajpur and Jalpaiguri of West Bengal, and Purnea of Bihar.

The district has derived its name from its headquarters. The word Darjeeling came from Dorjeling — 'dorje' standing for the ecclesiastical sceptre or the double-headed thunder-bolt which the Lama holds in his hand during service and 'ling' meaning place. It was a Buddhist monastery that once stood on the Observatory Hill overlooking Mall, the nerve centre of the town.

The district covers an area of 3,149.0 sq.kilometers. It consists of a portion of the outlying hills of the lower Himalayas and a stretch of territory lying along their base

known as the Terai. The mean elevation of the Terai is 300 feet above sea level while some of the hills within the district rise to more than 10,000 feet.

Besides the Teesta, which is the master stream of the district, the Mahanadi, the Balasone, the Jaldhaka and the Great Rangit are the other major rivers of the district. The Teesta which forms a part of the district boundary, leaves the district just after it comes down and enters into the plains. The Great Rangit is its chief affluent. The Mahanadi, or the Mahananda as it is known in Bengali, flows over the plains of the district along with its principal right bank tributary, the Balasan, and forms the principal river basin in the plains.

The climate of the district is conditioned by its position in relation to the Tibetan land mass, the wide differences in altitudes, the powerful effect of the monsoons against the Himalayan barrier, and the peculiar configuration of the neighbouring mountains. Spring and autumn are the most liked and comfortable seasons in the district, while the monsoon is a period of incessant rain. The local climate depends largely on the elevation which varies from 1000 feet in the Terai to 12,000 feet in the northern part of the district. In the Terai and the lower valleys, the climate is similar to that of the adjoining districts in the plains of Bengal and Bihar. In summer, from March to May, the heat in the plains and low valleys is as oppressive as in other

Sub-Himalayan districts of West Bengal.

Of the four sub-divisions of the district, Siliguri, comprising the plains and the Terai portion of the district was made a sub-division in 1907. It covers an area of 837.4 sq.kilometers and has the largest population. This is due to the fertility of its soil and the widespread industrial and commercial activities in and around the Sub-division. According to the 1981 Census, Siliguri, covering only 26.59 per cent of the total area of the district, accounted for 46.16 per cent of the total population while the percentage of rural population in this sub-division fell below the district average, the rate of literacy was lower compared with the percentage of literates in the district. According to the 1981 Census, the percentage of total workers in the district was 36.24, while that of Siliguri sub-division was 34.97. Of the total workers in Siliguri, 19.9 per cent were cultivators and 13.79 per cent were agricultural labours.

Table 1.1
Darjeeling and Siliguri : Certain Descriptive Statistics

	Darjeeling	Siliguri
Area (in km)	3,149.0 sq.km.	837.4 sq.km.
Population	1,024,269	4,72,897
Percentage of urban to total population	27.54	34.48
Percentage of literacy to total population	42.47	39.21
Percentage of Scheduled Caste population	14.25	20.97
Percentage of Scheduled Tribe population	14.75	19.13
Percentage of rural to total population	72.45	65.51

Source : Census of India, 1981.

There are four developmental blocks within the Siliguri sub-division, viz. Matigara, Naxalbari, Phansidewa and Kharibari. Of the two blocks, Matigara and Kharibari, which were selected for the study, Matigara is nearer to Siliguri urban township. The block covers an area of 39832.72 acres bounded in the east by Siliguri, in the north by Kurseong, in the West by Naxalbari block and in the south by Phansidewa block. According to the Block Record of the 1991 Census, the block has a total population of 77,543, of which 40,935 are males and 36,608 females. Of the total population, 38.69 per cent belong to scheduled castes and 10.54 per cent to scheduled tribes. The percentage of the literates is 53.03. There are five Gram Panchayats in the block with a total number of 65 mouzas. In the case of twenty mouzas, fifty per cent or more than fifty per cent of the total population belong to the scheduled castes. Of the total population, 6.49 per cent are cultivators and 4.95 per cent agricultural labours. The river Mahananda and its principal tributary Balasan are flowing across the block.

The block headquarters is located at Atharakhai (Sib-
mandir) on the National Highway 31, and there is regular bus service that connects the place with the subdivisioinal town. The metalled approach roads from the Highway or from the local roads linked the offices of all the five Gram Panchayats with the sub-divisional township. There are one Primary Health Centre, three high schools and a host of Primary and nursery schools in the block.

Kharibari, the other block that had been selected for study, is the farthest block in terms of its distance from the Siliguri sub-divisional headquarters. It covers an area of 13159.6 hectares, and is bounded by Phansidewa block in the east, Naxalbari block in north Nepal in the west and Bihar in the south. According to the Block Record of the 1991 Census, the block has a total population of 59,473 of which 30,982 are males and 28,491 females. Of the total population, 56.8 per cent belong to the scheduled castes and 18.17 per cent to scheduled tribes. The percentage of the literates in the block is 31.64. There are four gram panchayats in the block with a total number of seventy one mouzas. Of the total population, 18.51 per cent are cultivators and 12.61 per cent are agricultural labours. The block head-quarters is located at Kharibari and private as well as state-owned buses are plying between Siliguri and Kharibari at regular intervals. There are one Rural Hospital and two Primary Health Centres in the block. The number of high schools are four.

E. Overview of Literature

While the study of public relations as an institutionalized practice to influence opinion through responsible performance has received attention, particularly at the local government level and public sector undertakings, the role of

communication in development has received considerable attention among the scholars. As the objective of this section is to make a brief critical survey of initiative undertaken by the western and Indian scholars in this wide arena of public relations and communication research, the attempted exercise is done by classifying the available literature on the subject in four categories :

- (a) literature on communication by Western scholars.
- (b) literature on communication by Indian scholars.
- (c) literature on public relations by Western scholars.
- (d) literature on public relations by Indian scholars.

The Second World War can be considered as the turning point in the shift in communication theory and research. Harold Lasswell,² in his model of communication effects, discarded the Libertarian theory of public communication which emphasized the latent rationality in men and women and came with an innovative formula of mass media effects : WHO says WHAT in which CHANNEL to WHOM and with what EFFECT ? Based on this conceptualization, David K. Berlo³ developed his SMRC model that explained communication as a linear and one-way process always flowing from the source of communication to a passive receiver.

While the earliest theoretical models on media effects conceptualized the impact of mass media as direct, powerful and uniform on individuals, Lazarsfeld Berelson and Gaudet,⁴

in their study of the 1940 US Presidential election, pointed to the minimal impact of mass media and discovered that "certain people in every stratum of a community serve relay roles in the mass communication of election information and influence". This was the notion developed by Katz and Lazarsfeld⁵ in the two-step flow theory of communication. It was suggested that in every society one segment of the community which was more exposed to the media acted as opinion leaders in influencing others in the community. In a similar way, Klapper⁶ suggested that the mass media acted more as agents of reinforcement than as causal agents of behavioural or attitudinal change in individuals.

Carl Hovland and colleagues⁷ did a pioneering work in the area of communication and persuasion. Their research findings undermined the great power of mass media and showed that people responded to persuasive messages in selective ways. To Hovland, the communication effects of mass media were being restricted by several factors like the social categories to which people belonged, their individual characteristics and social relationships. John McNelly,⁸ on the contrary, saw mass communication as neither a simple injection into an entire population nor a neat two-step flow from mass media to opinion-leader to the general public, but rather as the complex, multi-stage, multi-directional process. McCroske⁹ pointed out two dimensions of communication : (a) transmission vs. stimulation and (b) purposeful vs. accidental. From the social development point of view,

stimulation and purposeful communication are the most important and significant. Campbell¹⁰ spoke of three purposes of communication - informative, persuasive and entertainment.

The role of communication in the process of modernization and development was first stressed in the writings of Daniel Lerner, Wilbur Schramm and Everett Rogers. Daniel Lerner,¹¹ viewed communication as 'the great multiplier in the development of new ideas, attitudes and knowledge'. In Lerner's model, mass media were both an index and an agent of modernization. Underdevelopment was perceived as a cultural problem, and the interpersonal networks of communication which were considered as supportive of traditional structures and indigenous cultures were treated as anti-development. So mass media were hailed to wean people away from traditional culture and structures and draw them towards the modern system. Lerner noted that the process of modernization began when something 'stimulates the peasant to want to be a free-holding farmer, the farmer's son to want to learn reading, so he can work in the town, the farmer's wife to stop bearing children, the farmer's daughter to want to wear a dress and do her hair.'¹² In a similar vein, Schramm¹³ recommended that the task of mass media of information and the new media of education was to speed and ease the long slow social transformation required for economic development, and, in particular, to speed and smooth the task of

mobilizing human resources, behind the national effort. Schramm's observation indicates that the structure of communication in a particular society is directly related to the stage of development of that society. Modernization and development was seen by Rogers¹⁴ as "the process by which individuals changed from a traditional way of life to a more complex, technologically advanced and rapidly changing style of life". Communication was, therefore, visualized as the important link through which new exogenous ideas could be diffused for bringing about necessary change in the knowledge, attitudes and behaviour of individuals.

Juan Diaz Bordenave¹⁵ made a perceptive analysis of the western theoretical models of communication and their relevances in the process of modernization and development in the third world countries. He started with a critical analysis of the early models of communication as one-way, top-down and linear, and called this the 'transmission mentality', a conceptualization that did not incorporate the transactional or the multi-dimensional nature of communication. In the marketing and agricultural extension models, he viewed communication as transmission of information and persuasion having pre-occupation with effects that came to be extensively used in the developing countries in rural development programmes. However, he pointed to the incompatibility of the western models with the problems and needs of the developing countries where the main barriers to development are not

psychological and attitudinal, but mainly structural, and a restructuring of society is a prerequisite to development.

In a similar way, Larry Shore¹⁶ mentioned the need to consider communication not as a simple independent variable, but as both a dependent and an independent variable in a complex set of relationships with social economic and political structures and processes. The limited access and exposure of the rural poor who are supposed to be the prime beneficiaries of development to media resources, the quality and content of messages, and the time and space accorded to developmental information in the mass media, are the crucial constraints in development communication in the third world countries. Shore pointed out that in the developing countries, mass media gave less preference to developmental information than trivial and non-developmental subjects.

Everett Rogers, whose work was seminal in diffusion of innovations research, pointed out that social-structural constraints that had produced unequal distribution of resources among different segments of population, had invariably favoured adoption of innovations by individuals with higher socio-economic status, thus widening the socio-economic benefits and communication gap. Being concerned with the more equitable distribution of socio economic benefits as the goal of development activities, Rogers came out with a new communication strategy in terms of (a) using the traditional mass media as credible channels to reach the most

disadvantaged audiences, (b) identifying the opinion-leaders among the disadvantaged segments of the total audience and concentrating development activities on them (c) using change-agent aides selected from this audience to work for development agencies, (d) providing means for this audience to participate in the planning and execution of development activities and in the setting of development priorities (e) establishing special development agencies that work with this audience, like the Small Farmers Development Agency (SFDA) in 1970 in India to provide agricultural information and credit only to small-sized farmers, and (f) producing and disseminating communication messages that are of need and interest to the downtrodden and the deprived.¹⁷ While observing the pro-elitist bias of the modern mass media, Rogers cited the perceptions of some scholars, especially Latin American, who perceived mass media in their nations as an exploitative relationship with the U.S.-based multinational corporations, especially through advertising the commercial products, and stressed the need to examine the relationship between the institutional structures of the media, elitist in ownership and control, and their impact on the media content.

Among the Latin American scholars, Beltran¹⁸ and Fjes¹⁹ also examined the relevance of western communication models with elitist bias to the socio-economic, political and cultural conditions of the so-called third world countries

and pointed to the need for evolving a new approach for the mass media to address to the people of the third world nations. Peter Golding²⁰ highlighted the need for a qualitative approach for the measurement of media message preferences in relation to media exposure.

During the seventies and the eighties, scholars and researchers accorded a new role to communication with emphasis on self-development, participation and two-way communication. Paulo Freire,²¹ who first introduced the concept of conscientization in participatory communication, opined that the goal of participation would be conscientization of peasants about the extremely unequal social, political and spatial structures in their societies so as to enable them to identify their real needs and problems and to plan for their overcome. Ascroft and Masilela²² have come out with a new communication model which envisages knowledge-sharing on a co-equal basis between the benefactor and the beneficiary. It is fundamentally two-way, interactive and participatory at all levels. Nair and White²³ also propose a transactional model that would very well complement Ascroft's model of communication. The transactional process is a two-way persuasion process where the development communicator and the target group interact over a period of time to arrive at a consensual agreement. In this proposed model, the development support communicators are the inter-

mediaries who are expected to bridge the communication gap between the technical specialists and the users by way of translating the technical knowledge and ideas into messages that would be comprehensible to users.

The studies and researches by the Indian scholars in the field of communication are marked by their heavy dependence on the western models and by the absence of indigenous models for understanding Indian reality. Among those who have made some significant contribution to the study of communication in India, mention should be made of S.C.Dube²⁴, Y.V.L.Rao²⁵ and Kusum Nair.²⁶ Dube has dealt with the beliefs, habits, attitudes and values of the people as they affect the process of communication in his study of two villages of western Uttar Pradesh. He has concluded that communication, which is probably the most essential part of the programme of community development, has proved to be the weakest, and suggested 'a more dynamic approach using not only the language and idiom but also the themes that will stir the masses'. Y.V.L Rao has provided the background to the problems of development from the communication angle in a comparative study of two Indian villages in Andhra Pradesh. J.C.Mathur²⁷ has discussed the role of the mass media in the context of development. The study by Kivlin, Prodipto Roy, Frederick Fliegel and Lalit K.Sen²⁸ projected a two-nation comparative analysis on the level of knowledge trial and adoption of certain agricultural, health and family planning

practices. The importance of interpersonal communication in the diffusion of innovation in rural societies has been dealt with by Lalit K. Sen.²⁹ Damle³⁰ has studied the differences of modern ideas and kinds of knowledge in seven villages. C.R. Prasada Rao and K. Ranga Rao³¹ have studied the village communication channels in three villages in Andhra Pradesh.

Shinghi and Mody³² have carried out a communication experiment on the basis of an assumption that in developing countries like India, the better-off segments of the society, because of their higher levels of knowledge, capital and social contact, achieve greater effects from exposure to most interpersonal and mass media information sources, thus widening the socio economic benefits gap between the 'haves' and the 'have nots', and observed that such a knowledge or communication effects gap can be reduced or even eliminated by using proper communication strategies. Mehra Masani³³ has pointed to the inadequate consideration given to the media message content due to the largely urban control of media production and the absence of programming in regional language or major dialects in most of the developing nations and concluded that "unless policies are changed, the services expanded and decentralized, there is little chance of the mass media playing a significant role in bringing about rural change". Myron Weiner³⁴ has also recognised the role of mass communication in arousing political awareness in a society.

"There is considerable evidence", he says, "that the spread of education, increased transportation and communication between urban centres and the hinterland and the spread of newspapers and radio - all serve to arouse a greater awareness of the effect of government policies on individual citizens."³⁵

In the late seventies and the early eighties, notable works were done by Krishan Sondhi,³⁶ M.V.Desai,³⁷ M.R.Dua,³⁸ N.K.Jaiswal,³⁹ B.Kuppuswamy,⁴⁰ Sachidananda and N.N.Jha,⁴¹ Arvind K Sinha,⁴² I.P.Tewari,⁴³ Binod C. Agrawal,⁴⁴ P.R.R. Sinha, N.V.Kolte and H.P.S.Arya.⁴⁵ Two other works deserve mention : one by Paul Hartmann, B.R.Patil and Anita Dighe,⁴⁶ and the other by M.Seetharam.⁴⁷ While Hartman and others assess the actual and potential role of the mass media to the process of development in the Third world in general and India in particular, based on intensive anthropological studies in the five villages in three Indian states, Seetharam has made an attempt to ascertain the structure and process of participation by citizens in rural development activities with special reference to the Integrated Rural Development Programmes (IRDP) in a particular block in Andhra Pradesh. The importance of communication in rural development is also highlighted by S.N.Ray.⁴⁸ Ray has tried to explore the supportive role of communication in the process of development, particularly the contemporary reconceptualised rural development scenario, and pointed to India's failure in

evolving a conceptual framework in the field of development support communication.

The study of the practice of public relations in government first received attention in the United States, particularly at the local government level. Edward L. Bernays,⁴⁹ who did the pioneering work in the field of public relations practice, regarded it as a vital tool of adjustment, interpretation and integration between individuals, groups and society.

Sam Black⁵⁰ dealt with different aspects of public relations practice. He clearly pointed out the distinction between public relations and press relations, and observed public relations as both an advisory and an executive function. Howard Stephenson⁵¹ described public relations as the art of convincing people that they should adopt a certain attitude or pursue a certain course of action usually associated with management. Paul Burton⁵² observed that public relations personnel, by keeping abreast of the mainstream of public thought, could and should assist management in predicting reaction to and the effectiveness of major decisions.

Stephen Heald⁵³ highlighted the importance of public relations in government and observed that every member of the staff from the messenger to the senior officers in each ministry was, in fact, engaged in public relations function.

Pan Dodd Eimon⁵⁴ stressed the need for good public relations in the successful running of public organizations like public schools and municipal governments.

John E. Marston,⁵⁵ while observing that public relations is a means of influencing citizens and of obtaining their cooperations, upheld the importance of public relations practice in government, democratically elected. Charles S. Steinberg,⁵⁶ while underlining the importance of public opinion in a democratic society, concluded that the purpose of public relations techniques, applied through the mass media, was to inform people and influence public opinion through an intelligent presentation of facts. Frank Jefkins⁵⁷ stated that public relations consisted of all forms of planned communication, outwards and inwards, between an organization and its publics for the purpose of achieving specific objectives concerning mutual understanding.

Scot M. Cutlip and Allen H. Center⁵⁸ examined the reasons behind the failure of public relations practice in government. James L. MacCamy⁵⁹ in his book pointed out that the bureaucrats engaged in administrative publicity as surely as business men did.

Schoenfeld⁶⁰ used the term public relations communication as distinct from public relations. Public relations communication, according to him, is the act of planning and producing the written, spoken and pictorial messages that form the pulse of a public relations program, the objective

being to help develop favourable attitudes towards the organization on the part of the individuals that compose the public.

In India, although a number of serious attempts have been made to examine the role of communication and the problems of people's participation in the accomplishment of rural development programmes, and the attitude of the Indian people towards government and the process of modernization, literature on public relations is very scanty and inadequate. The concept of public relations and its practice, particularly in the public sector undertakings, has been dealt with by J.M.Kaul,⁶¹ Nita Sanghvi,⁶² K.Srinivasan,⁶³ and V.N. Dhekney.⁶⁴ Srinivasan has explained public relations as the continued process of keying policies, services and actions to the best interests of those individuals and groups whose confidence and goodwill an individual or institution covets; and secondly, as the interpretation of those policies, services and actions to assure complete understanding and appreciation. The concept has also found favour in the writings of R.K.Chatterjee⁶⁵ and D.S.Mehta.⁶⁶ Mehta has made a comprehensive study of mass media and public relations in India.

Among articles and papers, mention must be made of A. N. Jha,⁶⁷ J.M.Kaul,⁶⁸ A.J.Palimkar,⁶⁹ Dalip Singh,⁷⁰ and B.N. Abasie-Kong.⁷¹ B.S.D. Baliga⁷² has examined how public

relations can aid administration. Shyam Ratna Gupta⁷³ has analysed problems of government publicity and described the institutional arrangements for publicity. M.Jadolkar⁷⁴ has dealt with public cooperation in the context of the plans. The relationship between the administration and the public has been dealt with by P.S.Jha.⁷⁵

Thus, as the brief overview of the existing literature, attempted above, suggests, most of the studies in the field of communication have been made on the role of mass media in the context of development. The whole literature is marked by the conspicuous absence of any serious study on small media-based communication in India between the government and the people in general, and in West Bengal in particular. In West Bengal, since the late seventies, the administrative departments that are especially charged with the rural development programmes, have been giving a new dimension to their work by way of putting more emphasize on self-help, grass-roots participation, socio-cultural development and two-way communication. Communication, particularly small media-based, including interpersonal communication, is widely expected to help positively in unfolding the new world of development among the rural masses. This has led to a reorientation in the study of the role of communication in rural development. Unfortunately, this aspect of communication as a step in any public relations campaign and the role of administration in the process of development, is

left almost unnoticed by the scholars in West Bengal. The present study is a sincere attempt to fill up this research gap in an important segment of development policies, programmes and activities.

F. Plan of Study

The study consists of seven chapters. The opening chapter outlines the significance and objectives of the study and the research design for the study. Starting with the objectives of the study, it goes on to expound the research questions and discusses the methods of enquiry for the study including the method of data collection. Content of interview schedules, interview, and data processing and analysis. It also incorporates a review of the literature in this area of study. Chapter 2 deals with the theoretical framework for the study of public relations and communication in the context of development, especially rural development. It analyses the concept of public relations in all its ramifications,- the origin of the concept in management science and the subsequent introduction of its practice in government and administration. Finally, it examines the role of communication both as a step in public relations practice and in a participatory model of development in the context of third world countries. Chapter 3 discusses the role of the Ministry of Information and Broadcasting as the

nodal agency in disseminating information among the rural masses, creating awareness among them and evoking their participation in the process of development. It is an attempt to examine the working of the different media units at the disposal of the Ministry from the point of view of their actual and potential role in facilitating the two-way communication between the government and the people. Chapter 4 analyses the institutional structure and the operation and performance of the Department of Information and Cultural Affairs in the Government of West Bengal as the central agency in initiating and sustaining communication between the government and the people in the context of rural development. Chapter 5 and 6 present the findings of the empirical investigation into the working of the process of communication among the villagers in terms of their access to different media of mass communication, their ability to comprehend the meanings of messages communicated through these media, the relative importance of different media in the dissemination of developmental information and the communication effects in two related fields of development i.e., health and agriculture. The final chapter presents the summary and conclusions of the study by highlighting the nature and effectiveness of communication, and offering some suggestions for future researchers as well as public policy makers in the government.

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CHAPTER II

Theoretical Framework

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(A) Significance of Public Relations :

The need to speed up the process of development and change makes it imperative for the administration to become a catalyst of change in the prevailing socio-political culture. The success of a democratic system and of the entire developmental programme rests basically on a sound and healthy citizen-administration relationship which will ensure a responsible, responsive, open and communicative administration on the one hand, and an alert, informed and articulated citizen-response, on the other. The effective functioning of a democratic polity is to be tested by the degree of availability of the relevant flow of information, the quality of decisions made on the basis of such information, and the smooth working of the feedback mechanisms. Such a democratic polity can witness a higher degree of

popular participation only when it is provided with a high degree of social awareness, which, in turn, depends to a large extent, on the proper and effective utilization of the media of mass communication. Advancement in technology achieved by the western countries has brought about a far-reaching change in the techniques of communication and the mass media which can accelerate, even if indirectly, the tempo of change and the pace of development. All social change involves tension. The flow of information is of the greatest importance in regulating the level of social tension. Communication, thus, acts as a kind of temperature-controlling agency.¹ While citizen-administration relationship may largely be an incidence of the prevailing level of socio-political culture and system of values that will govern its operational style and pattern, it is nevertheless necessary to consider what steps could be taken at the institutional, organisational and procedural levels to facilitate smooth and healthy communication and understanding between the two partners in the democratic process. A successful public relations machinery ought to establish and realise a rapport with the community on the basis of shared values, rather than confine itself to the mechanical task of publicity and propaganda.

Mere information regarding public policies and state actions is not enough. Government must make every effort to generate and foster a positive attitude towards its policies

in order to ensure a high degree of popular participation and compliance, without which all the developmental efforts will become counter-productive. The basic objective should be not merely dissolution and isolation of the area and spheres of misunderstanding and conflict, but establishment of legitimacy and credibility for the entire institutional complex that the policies and processes of development come to signify.

W.A. Robson, therefore, very aptly describes 'public relations' as a movement from the provision of factual material to the realm of persuasion, of propaganda, of a conscious attempt to influence.²

(B) Definition, Concept and Practice of Public Relations

Bernays defines public relations as a three-fold activity which consists of (1) information given to the public; (2) persuasion directed at the public to modify attitudes and actions; (3) efforts to integrate attitudes of an institution with its publics and of the publics with those of institution.³ To Bernays, Public relations activity is vital for ensuring public support and understanding in a world of competition. According to Bernays, four specific steps have to be taken in formulating a public relations programme : (1) formulation of objective; (2) analysis of the public attitude towards the industry and the services it renders; (3) a study of this analysis with a view to keynoting the approach to the public

in terms of action by the industry; this is to be followed by the formulation of policy and a program for educating the public; and (4) the carrying out of this program by dramatizing it through various media of communication.⁴

Prof. Edward J. Robinson, in his book "Communication and Public Relations", treats public relations as 'an applied social and behavioural science' and points out that the execution of any public relations programme on the part of an organization should involve four different steps : first, the measurement, evaluation and interpretation of the attitudes of various relevant publics; second, assisting management in defining objectives for increasing public understanding and acceptance of the organization's products, plans, policies and personnel; third, equating these objectives with the interests, needs and goals of the various relevant publics; and fourth, the development, execution and evaluation of a programme to earn public understanding and acceptance.⁵

The British Institute of Public Relations defines public relations as "the deliberate, planned and sustained effort to establish and maintain mutual understanding between an organization and its public."⁶ According to this Institute, the precise functions of the public relations department of any organization are, in the first place, to present the organization to explain the services provided in such a way that the public will easily understand them and take interest in

them; secondly, to explain to the public any new policy or change of policy in order to enlist as far as possible a general acceptance of and cooperation in such decisions; thirdly, to help the public to formulate its opinion and determine its wants on an informed basis; fourthly, to ensure that anything the organization presents to the public through any of the media of publicity is sound for its purpose and seemly in its form; fifthly, to help the organization to keep in touch with the movements of public opinion; and lastly, to protect the organization against unserved or ill-informed attack from outside.⁷

The fundamental objective of public relations practice is, thus, to develop and encourage attitudes and behaviour which will help to develop mutual understanding between the organization and its publics.⁸ Public relations recognizes a long-term responsibility and can succeed only when the basic policy is ethical and the means used are truthful. In fact, a successful use of public relations techniques, instead of bolstering up a weak policy, may only expose its weaknesses. Besides, public relations must always be positive in demonstrating the facts in order to secure belief and co-operation since denials of facts do not convince the public.

A good public relations campaign requires a sound basic policy and the application of sound publicity techniques to achieve the desired goal. The achievement of this end involves a set of functional or operating procedures which

include : (1) a study of the prevailing climate of opinion based on research data; (2) an interpretation of these data and findings in terms of their meaningful impact on the management function; (3) based on this interpretation, a setting up of policies and programs which will relate the management function favourable to the public interest; (4) a program of information to the public about these policies by means of the mass media of communication.⁹ A public relations program in action, then, attempts, first, to relate the policies of the organization to the best interest of the publics involved, and second, to devise ways and means of telling the public involved about these policies and activities by utilizing all available and relevant media of communication. Sound relationship with the public depends on the performance that satisfies the public, and the communication of such satisfactory performance. Performance, coupled with interpretation and communication, move public opinion. Public relations is not sailing with the winds of public opinion, but rather, navigating an institution through them. It requires a sure and sensitive reading of the changing environment.

The organized practice of public relations to bring about a harmonious adjustment between an institution and its Publics is a continuous and problem-solving process that involves four basic steps : fact-finding and feedback; planning and programming; action and communication; and evaluation.¹⁰ The first two steps, i.e., fact-finding and planning,

distinguish public relations from publicity. Bertrand R. Canfield classifies public relations functions into five categories : research, planning, coordinating, administration and production.¹¹ Research includes opinion surveys of the various publics of an organization. The general objectives of research include probing basic attitudes, measuring actual opinions, identifying leaders of opinion, reducing costs by concentrating upon the most valid targets, testing themes and media, timing, discovering the strength of antagonistic views, achieving two-way communication, revealing trouble before it develops and using opinion research as a communication tool in itself.¹² Public relations as a concerted effort to influence people's opinion in accordance with pre-established objectives demands a thorough knowledge of the climate of public opinion. In order to understand the patterns of attitude and behaviour of individuals, public relations practitioners have thus come to rely heavily on the methods and techniques of motivational research.¹³

The practice of public relations, thus, begins with fact-finding and feedback. Failure on the part of an organization to successfully monitor public opinion is likely to result in organizational disaster. Organizations, like biological organisms, must carry out surveillance of the environment if they wish to survive in the face to external hazards. Thus, every organization needs public relations for monitoring public opinion which is considered as not only the first step

in public relations but the most important and the most difficult one. Public relations serves as the link between an organization and its publics so that the organization may be responsive to its publics. Public relations, instead of being confined to the role of information-giving, should assume the role of information-seeking.¹⁴ In order to ascertain public opinion towards an organization accurately, the public relations activities of the organization must be based on methodological and systematic research to pinpoint the publics, discover their leaders and learn their values, viewpoints and language. These values and viewpoints can be learned only through systematic and sympathetic listening. Thus communication starts with listening. Many wrong decisions are made today because of inaccurate assessment of public attitudes and opinions, rather than of willful disregard of them. Research in public relations practice has two basic purposes : first, the collection and collation of facts used in planning a course of action and in determining channels and content of the informational program; and second, exploration of basic attitudes, opinions expressed and information held by members of an organization's public. The research process includes, first, a definition of the problem. Once the problem is defined, the second step would involve the identification of the publics and their inter-relationships, as well as the best ways of reaching and influencing them.¹⁵

The second step in the public relations process is planning and decision-making. After the attitudes, ideas, opinions and reactions of the publics have been measured, and the problem has been defined accurately, the task of the public relations practitioners is to determine first public relations objective on the basis of the stated objective of the organization, and then, keeping in view the public relations objective, strategic decisions can be made concerning plans of action in the form of projects or programs. Thinking in terms of strategy is at the heart of public relations planning. A strategy is a plan to use selected means in predetermined ways to attain the desired result.¹⁶ Formulation of a public relations program is not an easy job. A written public relations program aimed at specific objectives, with projects designed to achieve those goals, helps the administration to make sure that the public relations effort is consistent with the institution's goals. Paul Burton points out seven basic steps that are common in formulating nearly all programs. These are : (1) preliminary research; (2) isolation of problems; (3) establishment of policy; (4) extended or depth research; (5) determination of objectives; (6) development of a plan of action and (7) execution of the plan.¹⁷ Frank Jefkins offers a public relations planning model that comprise six definite steps : (1) appreciation of the situation; (2) definition of objectives; (3) definition of publics; (4) choice of media and techniques; (5) budget; and (6) evaluation of results.¹⁸

The third step in the public relations practice is action and communication. Once the problem has been defined, the publics are identified, and the program has been worked out, the next step is to decide on the content and channels of communication best suited to gain the intended audience's attention and cooperation. Communication and action make up the main thrust in a program. To communicate effectively, the sender's words and symbols must mean the same thing to the receiver that they do to the sender.¹⁹ There are three basic elements in communication : the source or sender, the message or the content of communication and the destination or the receiver. Effective communication requires efficiency on the part of all three. The communicator must have adequate information and credibility in the eyes of the receiver. The credibility of the communicator depends on his expertness and trustworthiness. High credibility increase the probability of favourable attitude change and low credibility lessens it. Secondly, the message must be within the receiver's capacity to comprehend and it must motivate the receiver's self-interest and cause him to respond. To reach its target, the message must (1) be salient to the receiver - that is, it must possess a "psychological closeness"; and (2) be pertinent, that is, it must relate to the discrimination a person makes when he is evaluating alternatives.²⁰ Thirdly, people are inclined to receive communications that are favourable or congenial to their

predispositions. The desires, attitudes, wishes and expectations of the receiver, when he is receiving a message, are a much more important determinant of communication impact than the content of the message.

The final step in the process is evaluation of the impact of a communication program. Evaluation leads logically back into fact-finding and feedback. In a continuing program, it is difficult to separate the two aspects of public relations research. Extensive feedback is essential to an effective communication program. One of the weaknesses of contemporary practice is the lack of evaluation to measure the success or failure of a program.

Evaluation may take one of the two forms - pretesting before launching an expensive campaign, and posttesting that will uncover the mistakes that need not be repeated.²¹ Unread leaflets, unheard broadcasts, unviewed films - however abundantly and skillfully produced - have no chance of influencing an audience that is not there. Volume of output does not guarantee that an audience is reached. Dissemination does not equal communication.

A specific program's effectiveness can be evaluated by measuring in terms of four dimensions. They are audience coverage, audience response, communication impact and process of influence.²² The real test of a communication program is its result. In addition to observation of results apparently

obtained, the impact of a program can be measured by other methods such as the focussed interview, impact analysis and experimental studies.

(C) Origin of the Concept and Practice of Public Relations

The awareness of public opinion in the business world began to develop in the late 1880's when big business houses were under attack for their serious national abuses in the American liberal democracy that was challenged to meet a crisis created by the economic, technological and social changes of the latter half of the nineteenth century. Business, as a result, adopted a type of public relations that could better be described as publicity which was concerned principally with the task of whitewashing the deeds of businessmen without any alteration of its conduct whatsoever.²³ As the 20th century made its headway, the phrase "the public be damned", that characterized the period between 1865-1900, as William Vanderbilt, head of the New York Central, uttered that phrase in 1879, was to give way to "the public be informed" realization of Ivy Lee, a public relations counsel.²⁴ The American Telephone and Telegraph Company was a pioneer in the field of public relations as it was one of the first firms to take the help of outside public relations counsel in handling the information of the company with a view to correcting the misunderstanding or lack of knowledge

on the part of the public.²⁵ Although the term 'public relations' was hardly used before 1920, it was Theodore Newton Vail, President of the American Telephone and Telegraph, who first used the term as early as in 1908 to emphasize its informational aspect.²⁶

At the governmental level, public relations found its way during World War I. However, publicity as a part of public relations practice had long been used by the American Presidents to uphold their leadership, and Theodore Roosevelt was a veteran in dealing with the press. Only one week after the United States entered the World War I, on April 6, 1917, the Committee on Public Information was set up under the direction of George Creel.²⁷ The Committee collected news from all available government sources and distributed them through all the existing channels of mass communication like posters, advertising, exhibits, pamphlets, newspapers, envelope stuffers, etc. However, public relations activities during the war never reached their full potentialities due to the lack of proper coordination, and war publicity, to a great extent, was based on propaganda. Nevertheless, the war demonstrated the fact that all kinds of organizations - business houses, private institutions, universities or government organizations - needed the public they dealt with and that favourable public attitudes could only be developed through dissemination of information and persuasion.²⁸

The concept of public relations gained a new dimension between 1919 and 1929 through a growing feeling that words alone were not enough. Words had to be backed by deeds and business. In order to command lasting public support, business must take into account the public relations aspect of its deeds at the policy-making level. Public relations is not a one-way traffic in which leadership manipulates the public and public opinion. It is a two-way channel in which leadership and the public find integration with each other.

Public relations as a management function received a new treatment in 1938 when Paul Garrett considered it as an essential management function within a large corporation with every management policy or action having a public relations aspect. Garrett pointed out, "If the American business system is to preserve the right to continue its contributions to the general welfare, it must learn to interpret itself in deeds and in words that have meaning to others than itself."²⁹

John W. Hill defined the function of corporate public relations as "the management function which gives the same organized and careful attention to the asset of good will as is given to any other major asset of the business."³⁰ T.J. Ross explained public relations, first, as the recognition on the part of an individual, a company or an institution, of the principle of living up to one's public responsibilities and seeking to deserve, to obtain and to protect a favourable public attitude; second, as an active policy and function of management

involving all sorts of practical decisions of everyday business; third, in terms of techniques that are used to articulate the policy; and fourth, in terms of the activities of the public relations counsels associated with individuals, corporations or any other organization.³¹ Thus corporate public relations is a function of management which helps a company establish and maintain a good name for itself and its products or services through professional communication techniques.

Fortune, the magazine of businessmen, took cognizance of public relations in 1938 when one of its articles pointed out that America's favourite subject of attack was business and American people were never sold on business, particularly the modern industrial variety. The article concluded with the prediction that the supposed cure for this situation was what the businessman called public relations. In an article on "Business and Government", it warned that American business could avoid committing suicide only by practising sound public relations.³²

The period from 1929 to 1941 marked a great turning point in the history of public relations. As a result of the stock market crash of 1929 and the subsequent depression, public relations has greatly enlarged its activities. Business realised that in addition to selling its products under the unfavourable conditions of economic decline, it needed also and above all to sell itself to the public, to explain its

contributions to the entire economic system.³³ The growing awareness of the nature and importance of public relations was further evidenced by the active interest shown in the field by newspapers, magazines, universities, social scientists, research organizations and political parties.

As the decade came to an end, Europe was already engaged in World War II and both the American and British governments were engaged in the public relations activities for widespread public support in favour of their deeds in a scale never thought of before.

In Britain, public relations practices began to be recognized in the nineteen thirties. The thought that relations with the public were of vital importance tended to mature first in those organizations where a major sector of the general public could be identified as of commercial importance. Service corporations like London Transport and national promotional bodies like the Empire Marketing Board, were among the first to adopt public relations thinking and practice in Britain.³⁴

However, like in the United States, public relations activities in Britain were also highlighted and became the direct concern of the British government during World War II. War suddenly enlarged the need to inform the people of the objective and progress of the nation's battle in greater details through the press and radio, posters and pamphlets

and films and lecture tours.³⁵ After the war, both in the central and the local governments, this concept of informing the people for favourable public attitudes and support for their deeds remained and gained new dimensions in the context of changing social attitudes that called for a sense of responsibility and responsiveness on the part of the official. The governments are thus felt to be more directly accountable to the electorate.

(D) Public Relations and Communication

The practice of public relations is related directly to the process of mass communication and of opinion formation. Mutual understanding that constitutes the basic objective of any public relations programme requires a two-way communication. Public relations is the communication and interpretation of information and ideas from an institution to its public and the communication of information, ideas and opinions from those publics to the institution in a sincere effort to establish a mutuality of interest and thus achieve the harmonious adjustment of an institution to its community.³⁶ Public relations involves the skillful use of the art of communication in the interest of informing and influencing public opinion. Communication is a process by which an individual, the communicator, transmits stimuli, usually verbal symbols, to modify the behaviour of other individuals who are the communicatees.³⁷

An effective communication requires : (1) the communicator, i.e., the person who initiates the process; (2) the communicatee, that is, the recipient (3) the content of the communication - the communique and (4) the effect achieved by the communication. Thus, the act of communicating, in a public relations sense, involves the relaying or transmitting of a sign or symbol — verbal, written or pictorial — from a specific source to a specific audience or receiver by means of any one or all of several media that act as channels for the transmission of the symbols - newspapers, magazines, books, radio, television, motion pictures, or direct speech — for the express purpose of influencing the opinion and actions of the receiving individual or group, i.e., the public.³⁸ An act of communication directed at influencing public opinion is successful, if it accomplishes the original public relations objective of motivating public opinion to some overt act. In other words, communication is successful when the effect produced by the communique is that intended by the communicator. If communication is faulty, all attempts to inform, persuade and integrate are likely to be wasted. To be effective, communication should be designed for the situation, time, place and audience. It means careful selection of media and technique as well as words and symbols. The same words and symbols may have different meanings for different people. Besides, there may be barriers - social, age, language, political or economic - to the understanding and clarity of message. The meaning of the message may be

distorted in course of its transmission from the source to the receiver. Beyond the strategic planning of the public relations campaign, therefore, is the problem of what to communicate (the content of the message), how to communicate (by publicity release, speech, press interview or some other instrument), and where to communicate (by one or more of the media - press radio, television and others). However, public relations is not identical with the art of mass communication since it includes both the art of communicating that relies upon the technical resources of mass media and the communication content. A public relations campaign, in practice, involves four different phases of its execution ; analysis, interpretation, implementation and action, and the techniques of public relations, such as publicity and advertising, employ mass media more frequently at the final or action phase of the campaign.³⁹

Mass media have become vital centres for the transmission of knowledge, the dissemination of facts and the directing of various emotional appeals to influence public opinion. Successful public relations, in the pragmatic or publicity stage, is the presentation of the facts in terms of sufficient dramatic or emotional appeals to influence public opinion affirmatively. Mass media are, thus, intrinsic to the very practice of public relations, since they are the avenues through which public relations content goes forth from source to receiving audience.

Cutlip and Center worked out the 7c's of communication as credibility, context, content, clarity continuity and consistency, channels and capability of audience.⁴⁰ Communication should start with a climate of belief, the climate built by the performance of organization, be it a business concern or the government. A communication program must square with the realities of its environment. The context should confirm, and not contradict the measure and provide for participation and playback. The message to be communicated should have meaning for the receiver and be put in simple terms so that the receiver can understand what the sender wants to make him understood. Communication is an unending process. It requires repetition to achieve penetration and takes into account the capability of the audience. Communications are most effective when they require the least effort on the part of the recipient.

Communication has acquired special relevance in the context of national development where the mass media are supposed to act as agents of social change. Development implies certain progressive change in the old order and traditional value system. Development broadly connotes a process which seeks to rebuild and restructure traditional societies with reference to the goals of nation-building and social-economic and technological progress. It involves transformation of old values, modification of behavioural patterns, change in traditional loyalties, establishment of

effective institutions, and the emergence and distribution of new functions required to effectuate new social purposes.⁴¹ Its basic characteristic is systematic societal change and an increasing capacity of society to deal effectively with its problems of adaptation, integration, pattern-maintenance and tension-management and goal-attainment.⁴² In this process of transformation, mass media can play a useful role in bringing about substantial changes in the attitudes, values beliefs and social norms. During the fifties and the sixties, when the modernization paradigm held the field and dominated the thinking and public policies of the developing countries committed to rapid socio-economic and political development, the mass media were hailed as indices and agents of modernization,⁴³ and the traditional media, as they were the products of the indigenous culture, were considered as antidevelopment. But the concept of development has changed quite dramatically since the seventies, from the earlier definitions that stressed economic growth obtained through industrialization and urbanization, to social development involving not just economic but social, political and cultural elements, which has as its goal the improvement in the quality of life of all or the majority of people through equity in distribution of information and other benefits of development, and active participation of people at the grassroots. Everett Rogers summarizes this new concept of development as 'a widely participatory process of social change in a society, intended

to bring about both social and material advancement (including greater equality, freedom and other valued qualities) for the majority of the people through their gaining greater control over their environment.⁴⁴ He characterised it as the passing of the dominant paradigm.

Rural development requires a holistic, comprehensive and an integrated approach towards all-round development of the rural areas by way of bringing about necessary institutional, structural and attitudinal changes, and making the optimum utilization of all available resources with the ultimate objective of improving the quality of life of the rural people. In India, programmes for rural development require a participatory rural community where information flows not only downward from government to the people but also upward from people to the government and across horizontally among the people. The integration between development and communication and the communication support to development is an essential part of development programmes and must be built into them. The communication-gap that has been created because of the erstwhile one-way communication from the uninformed experts to the uneducated and ignorant people below has resulted in serious distortions in the perceptions of development. An integrative, interactive and participatory model of communication can only help to build bridges between the experts, the development planners and administrators on the one hand and the rural masses who are supposed to be the beneficiaries

of development on the other.

In the economic arena, for example, development is largely a matter of increasing productivity that primarily begins with agriculture, even though rural development is far broader in concept and range than were agricultural development. Changes in agricultural practices in traditional societies often shake the total pattern of life as, to the people in a traditional society, agriculture is not only a means of livelihood but the way of life they are contended with. The introduction of any new agricultural innovation in such a society must be considered not only in terms of increased productivity, but also in terms of the extent to which it would affect the life of the cultivator, his beliefs and values. This calls for an in-depth knowledge of the culture of people among whom the changes are to be introduced and the use of the media of communication in a calculated way both for informative and persuasive purposes, because, any wrong step in their use may be counterproductive.

The task of communication in invoking the desired changes is to ensure a regular flow of information about new innovations, to focus on the need for changes, the methods and means to bring about changes and the raising of aspirations of the people for a better way of life or what is called of promoting empathy among the people.⁴⁵ However, mass media are seldom sufficient to produce direct changes of attitudes or

behaviour on their own, and the influence of persons or groups with whom the individual is in direct contact is a crucial factor in determining individual behaviour. Only when mass media channels are mixed with interpersonal channels and with organizations in the village, social development in the sense of freeing men from all economic, technological, political and cultural impoverishment and servitude can take place.⁴⁶

The newer concepts of development, emphasize, inter alia, the preserving and sustaining of local traditional cultures and the use of the indigenous channels of communication or the folk media that are intimate with the people at the grass-roots, highly participatory and have greater potentiality for integration with the modern mass media. The folk media, if employed judiciously, can very well serve as vehicles for disseminating development-oriented messages and are credible channels for promoting planned changes in the attitudes and behavioural patterns of the rural masses.

The influence of mass communication was once viewed as operating by a 'two-step flow' process;⁴⁷ the more aware members of groups tend to be most readily reached by the media and these 'influentials' or opinion 'leaders' in turn were instrumental in spreading the message to others. In other words, the main function of mass communication was to create the awareness of a possible innovation among the audience, while the development of favourable attitudes and

finally the adoption of the new practice depend primarily upon the response of influentials in the group. Although this two-step flow theory has got some utility in the explanation of the communication process, it does not adequately explain what happens in a multi-step, multidirectional process. Schramm has pointed out that in most cases of communication there is no two-step flow from media to leader to follower.⁴⁸

Schramm outlined three important functions of communication - the watchman, decision-maker and teacher functions - within a society, be it traditional or modernizing.⁴⁹ While the first group of functions is performed by the mass media directly, with regard to the second group of functions, they can help only indirectly. The third group of functions can be handled directly in part and partly in combination with interpersonal communication. Acceptance of the communication message goes at least through five stages; awareness, interest, evaluation, trial and adoption.⁵⁰ This is termed as the diffusion process by which new ideas are spread to members of a social system - the mass media have their greatest impact in creating awareness and evoking interest. In the later stages, however, face-to-face and personal relationships play an important role in accepting the ideas.

Another important factor in making communication successful is to ensure understanding participation in

decision-making on social change, particularly where group norms are involved. A crucial mistake in the implementation of many development programs in developing countries is the failure in securing understanding cooperation of the people. Communication is a two-way process. It involves giving as well as receiving information and direction. While this fact has been recognized in defining the role of the Community Development Projects as agents of communication and change, in actual practice the projects have tended to assume the role of the giver and the village people have mostly been at the receiving end.⁵¹

In the new concepts of development, self-development and participation are regarded as central to the development process. The role of communication in the self-development efforts is to provide technical information about development problems and possibilities and about appropriate innovations in response to the articulated needs of the people and the emphasize is on lateral, horizontal and bottom-up flows of communication.⁵² The role of development agencies is essentially limited to performing a service function in terms of collecting technical information and making them available to the users whenever necessary and not a prescriptive one. The goal of participatory development approach is to conscientize people so that they may be able to identify their needs and problems and decide on the course of action to solve them. Communication channels in this approach are

to be used to generate a dialogue to help people talk together and understand each other. Diaz Bordenave outlined the functions of communication media in these participatory efforts as to (i) help in the development of a community's cultural identity; (ii) act as a vehicle for citizens' self-expression; (iii) facilitate problem-articulation; and (iv) serve as tools for diagnosis of the community's problems.⁵³ Today, the role of communication in development activities is being visualized as encouraging and facilitating more and more participation by the beneficiaries on a co-equal basis of knowledge-sharing⁵⁴ with technical experts. Since its original conceptualization by the Comparative Administrative Group (CAG) in the early 1960s, in the U.S.A, which was based on the modernization paradigm and the diffusion of western values and technology, the concept of development administration has changed radically over the last four decades, and rural development, in its holistic meaning, has become a matter of major concern, with its emphasis on decentralized and participatory processes of planning and implementation, distributive justice and transformation of the traditional system. Thinking in the field of communication has also moved beyond the conventional patterns towards ensuring participatory rural community. The enactment of the constitution (73rd Amendment) Act, 1992 relating to panchayats has come to incorporate and assert this new perception, legitimising the involvement of the panchayat institutions and the people at various levels for implementing the rural development programmes.

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CHAPTER III

Organizational Machinery of Public Relations and
Communication in India

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A. Introduction

A nation, in its initial stage of development, begins with a communication system that reveals two distinct levels - the urban or elite level and the village or mass level.¹ In all the developing countries, mass media are less available outside the cities. Moreover, even when they come to the villages, they are not of and for the villages, since rural and small town newspapers and local radios are uncommon in developing countries because of high cost problems, widespread illiteracy, inadequate roads and postal services, lack of electricity, and, at the same time, lack of technically trained personnel outside the cities to do such work as repairment of radio receivers or operation of film shows. Therefore, it is the urban newspapers and the city or the national radios that come to the villages. They are in no way concerned with what are taking place in the villages,

and are not very responsive to the needs of the village people.

In the developing countries, there is an unfortunate tendency to attach greater importance to electronic media of mass communication and to neglect traditional methods of interpersonal communication. Communication through the mass media rarely makes any direct impact leading to value or behavioural changes. The message, coming through the media, have to be interpreted and evaluated through the channels of interpersonal communication. Interpersonal communication explicates the messages transmitted through the mass media within the traditional cultural framework and idiom. The credibility of the message transmitted through the mass media as well as that of mass media themselves thus depends to a large extent on their acceptance by the interpersonal network of communication.

Moreover, mass media in developing countries, because of their restricted character and operation, do not have adequate feedback mechanism and face-to-face communication in these societies can best act to feed the responses of the people back from the periphery to the Centre. Thus, what is needed in countries like India for successful communication of development messages is a happy blending of three separate components of the total communication effort, viz. face-to-face communication, traditional media and mass media.

Since the early fifties, the Government of India had been busy carrying through a large number of nation-building programmes for which popular support and mass participation were needed to a large extent. The task of national integration and economic development in the shape of the Five Year Plans required the government to explain its policies and programmes to the people, to evoke popular cooperation and participation, and to keep the people informed of the progress of development programmes. In other words, public cooperation and public opinion constitute the principal force and sanction behind planning.² The Plan, has, therefore, to be carried into every home in the language, idiom and symbols of the people and expressed in terms of their common needs and problems. It is essential to organise a programme of cooperative action in which the press, writers and artists, universities and educational institutions, down to the village schools and associations representing professional and other interests, may work hand in hand with elected representatives of the people and with public servants throughout the country. All available methods of communication have to be developed and the people approached through the written and spoken word no less than through radio, films, song and drama. Above all, steps have to be taken to provide literature and information to the people in simple language on a scale equal to the needs of the country.³

Keeping these needs in view, the Second Five Year Plan made an elaborate arrangement for creating better understanding and appreciation of the significance and objectives of the plan under its 'Integrated Publicity Programme for Plan Publicity'. The theme 'Help the Plan-Help Yourself' was projected through all media.⁴ A sum of Rs. 6 crores had been provided in the states and Rs. 7 crores at the Centre for plan publicity. The programmes of the Ministry of Information and Broadcasting and of state governments were carefully coordinated. They had been so framed as to provide an effective machinery for publicity of the Plan, having regard to the relative effectiveness of the different media and the necessity of a uniform pattern of publicity organization in the country through decentralization and greater coordination with states and participation by non-official bodies. The programmes included setting up of a chain of information centres throughout the country, provision of literature on different aspects of the Plan, films, audio-visual aids, organization of mobile vans for field publicity, exhibitions, community receiving sets, and books and journals.⁵

B. Machinery for Public Relations and Communication in the Government of India.

The Ministry of Information and Broadcasting is designed as the nucleus for publicity and information activity of all

the ministries under the Government of India, and is responsible for all official policies in this field. The Ministry works through a number of media units, important among which are All India Radio, Doordarshan, Press Information Bureau (PIB), Films Division, Publication Division, Directorate of Advertising and Visual Publicity (DAVP), Directorate of Field Publicity (DFP) and Song and Drama Division (SDD).

Keeping in mind that 'the accelerated tempo of various development activities in the country called for greater attention to publicity as an instrument of popular instruction and education',⁶ the Integrated Publicity Programme was drawn up in 1953 covering the Five Year Plan, Community Development Project and the Basic and Social Education. Consequently, the Directorate of Field Publicity as a separate executive unit was constituted in 1959 in the Ministry of Information and Broadcasting to give adequate coverage of all rural and other developmental programmes through all available media including film shows, songs and drama programmes, oral communication programmes like talks, group discussions, debates, symposia, seminars, as well as display and distribution of printed materials. The Directorate of Field Publicity first came into existence in the form of Mobile Publicity Units in 1953. Its main objective at that time was to give adequate publicity to the Five Year Plans and it was named as Five Year Plan Publicity Organization. The Directorate is the largest rural-oriented publicity set

up of the Ministry of Information and Broadcasting and a medium of interpersonal communication reaching millions of people in all parts of the country. The field personnel of DFP interpret to the people the policies and programmes of the government in their local languages, and during the course of their interaction with the people, get spontaneous feedback. This dissemination of information and collection of feedback has made DFP a distinctive mass media. It is a three-tier organization. Besides its headquarters at New Delhi, it has at present twenty-two regional offices and two hundred fiftyseven field publicity units. Every field publicity unit is equipped with a vehicle, cine equipment, a generator, public address equipment, a transistor and a tape recorder. During 1989-90, the units organized 71,000 film shows, arranged 10,000 song and drama programmes, 48,000 photo exhibitions, and held 73,000 oral communication programmes, and covered an audience of over 6.1 crores from different segments of society.⁷

It was felt that mass media like the press, film radio or television alone could not reach the message of planning and programmes of socio-economic significance to the people, majority of whom are illiterate and living in villages, and that the effective communication in rural areas must take care of the use of indigenous communication channels like song and drama and other traditional cultural media like fairs and festivals. In 1954, the Song and Drama Division

was set up in the Ministry to utilize traditional media including folk-songs, folk-plays, dramas and other cultural programmes for promoting Plan-consciousness amongst the people. The programmes are organized through forty-three departmental troupes spread all over the country and five hundred private parties registered with the Division.⁸ The Song and Drama Division presents special drama programmes mostly through the agencies of the Directorate of Field Publicity. Several Central and State agencies are also used for arranging programmes in the field.

Directorate of Advertising and Visual Publicity (DAVP)

The Directorate of Advertising and Visual Publicity in the Ministry of Information and Broadcasting is responsible for the production and distribution of materials for Five Year Plan Publicity and for various departmental schemes. It is the central agency of the Government of India for giving adequate publicity coverage of the policies, programmes and performances of all the ministries, departments and autonomous bodies at the Centre. It utilizes the widest range of communication media such as press advertising, printed publicity material like posters, folders, brochures, booklets, wall-hangers, etc., outdoor publicity items like hoardings, cinema slides, wall-paintings and transit advertising on buses, tramcars and railway coaches. The Directorate organized major multi-media publicity campaigns on such general

subjects as health and family welfare, agriculture and rural development, the 20-Point Programme, 1986, national integration and communal harmony, environment and eradication of social evils like untouchability, dowry and drug-abuse.⁹

It is one of the biggest advertising agencies in the country using over 3000 newspapers and periodicals for both classified and display press advertising.¹⁰ Press advertising as a medium of Plan publicity was first used by the DAVP in 1955-56 when three display advertisements were made by it in about 300 newspapers. Government advertisements are informative in the sense that they seek to inform people about the policies and programmes of the government and the services which the government offers. Viewed in this way, it is the display advertisements that are more important for the purpose of publicity of developmental programmes. However, the DAVP spends more money on classified advertisements. Between April and December, 1989, the Directorate issued 13,812 Press advertisements of which only 912 were display advertisements.¹¹

Government advertisements in most cases are stereotype and unattractive, and fail to catch the attention of readers due to lack of imagination in preparing the text of advertisements. Moreover, as pointed out by the Vidyalankar Committee, the nature of readership has not been taken into consideration while placing advertisements in different newspapers and journals. More advertisements are placed in English newspapers than in the vernacular ones that have penetration,

although to a lesser extent, into the villages. There is little attempt by DAVP to assess the impact of the advertisements among the readers.

The Exhibition Division, which is a part of the DAVP, has been set up under the Integrated Publicity Scheme in 1953 for putting up Five Year Plan stalls in important exhibitions and for the supply of exhibition materials for display to the organizers of exhibitions in and outside the country. The Directorate has forty field exhibition units spread all over the country, including six mobile vans and two exhibition rail coaches. These seem to be too inadequate to cover the entire country. Between April 1987 and March 1988, the Directorate organized 600 exhibitions throughout the country.¹² The major thrust of the exhibitions was to promote communal harmony and national integration, and to project the benefits under the Revised 20-point Programme. During the year 1989-90, a total number of 360 exhibitions were arranged by the Directorate throughout the country spreading over 2188 exhibition-days. These exhibitions attracted over 1.06 crore visitors of whom over 60 per cent were rural people.¹⁴ The two important exhibitions that were designed and produced for countrywide display as part of the communication Plan, 1989-90, were 'Development and Democracy at Peoples' Doorstep' and 'Bharat Mahan'.

The total amount spent by DAVP during this period for outdoor publicity was to the tune of Rs. 60 lakhs.¹⁴ Besides catering to motivational publicity campaign, the Directorate

is making an increasing use of electronic media to reach more people through the production of different motivational programmes for telecast and broadcast.

Publication Division

The Publication Division of the Ministry of Information and Broadcasting brings out books, journals and pamphlets for the purpose of providing information to the citizens about Indian history and culture, keeping them informed of the activities of the Central government, publicizing the objectives and achievements of the Five Year Plans, informing people about places of tourist interest, and keeping other countries informed about India. It also publishes 'literature of national significance' and brings out other publications of 'educative and cultural value'. Under the Integrated Publicity Programme, the Publication Division brings out a substantial amount of plan publicity material relating to irrigation, agriculture, industries, animal husbandry, family planning, community development and other similar topics.

The Division brings out 21 journals in English, Hindi and all other major Indian languages. These include 'Aikal' that serves the cultural and literary interests of the people, 'Yojana', carrying messages of the Five Year Plans, Kurukshetra, a monthly journal in English and Hindi devoted to the projection of the national plans and achievements in

the fields of rural reconstruction and cooperation, 'Bal Bharati', a journal produced for children, and 'India Perspective'.

However, in view of widespread illiteracy, books and journals have limited impact in arousing popular interest in government activity and in encouraging participation in developmental programmes compared to visual and audio-visual media, particularly in the rural areas, where participation is more solicited in programmes like community development. Again, while the majority of the rural masses cannot read, the urban people do not bother to read. Moreover, the nature of publicity materials and their presentation fails to catch the attention of the readers and to create any interest among them.

Akashvani (AIR)

It is true that mass media like radio, television or films, cannot directly bring about any change in social relationships or prevailing customs and practices, particularly where such changes require understanding participation of the people in group decision-making process.¹⁵ The conventional 'bullet theory' which was so popular during the 1960s, now stands rejected in favour of a more indirect, facilitating and supportive role in development, presently

termed Development Support Communication. However, they can help accomplish such changes by arousing the conscience of the people about the need of changes and developing their interest. The acceptance of new ideas involves, beside awareness and interest, several other steps like evaluation, trial and adoption.¹⁶ Nevertheless, television or films, because of their visual ability, can exhibit a programme of demonstration that may well serve as a stimulus to the people for evaluation and trial of the new practice. But radio cannot do that.

In India, broadcasting is placed under the exclusive monopoly of the Centre, and the Ministry of Information and Broadcasting is in charge of determining the policy guidelines of AIR. At the time of Independence, there were nine AIR stations of which six remained in India. However, recognizing the potentialities of radio as a medium of communication within the shortest possible time, the Ministry of Information and Broadcasting drew up an eight-year plan for broadcasting at an estimated cost of about Rs. 364 lakhs as part of the post-war development programme.¹⁷ By 1950, the number of stations had risen to 25, and the total output rose from 26,342 hours per annum in 1947 to over 60,000 hours in 1950. The programmes were broadcast in all the regional languages, and the medium-wave service was available to about 21 per cent of the country's population, and covered about 12 per cent of the area.¹⁸

The First Five Year Plan provided a sum of Rs. 4.94 crores for the development of broadcasting. This formed barely 0.21 per cent of the total outlay. There were 25 stations that covered 31 per cent of the country's area and 4.6 per cent of the population by 1956.¹⁹ The total annual hours of programmes had risen to about 1,00,000. The facilities for rural listening were extended, and about 14000 community listening sets were provided. The National Programme of Talks and Discussions was started.

Table 3.1
Plan Figures on Broadcasting (Rs. in crores)

	Allocation	Expenditure
Pre-plan (1948-57)	3.64	-
First Plan (1951-56)	4.94	2.19
Second Plan (1956-61)	8.00	5.67
Third Plan (1961-66)	14.00	7.64
Three Annual Plans (1.4.66 to 31.3.69)	14.67	10.08
Fourth Plan (1969-74)	68.0116 (45.1020 for Sound 22.9096 for T.V)	27.12 (15.67 for Sound 11.45 for T.V)
Fifth Plan (1974-79)	89.38 (38.40 for Sound 50.98 for T.V)	-
Sixth Plan (1980-85)	209.33 (122.38 for Sound) 86.95 for T.V)	-
Seventh Plan (1985-90)	1401.47 (660.50 for Sound 740.97 for T.V)	924.62 (as on 31.3.89) (417.10 for Sound 507.52 for TV)

During the Second Five Year Plan, a sum of Rs. 5.67 crores was spent on broadcasting. Three new stations were opened and 55 per cent of the population and 37 per cent of the country's area were brought within the reach of medium-wave broadcasting.²⁰ Among the important developments were the inauguration of Vividh Bharati in 1957 - a programme of light entertainment, the formation of Radio Rural Forums and the launching of an experimental television service.

The outlay on broadcasting during the Third Five Year Plan was Rs. 7.64 crores and the Plan incorporated some of the decisions of the Administrative Radio Conference (General 1959) that called for the expansion plan of providing medium-wave and short-wave transmitters. The auxiliary broadcasting centres were set up with medium-power transmitters but with only limited studio facilities to extend the coverage of existing stations. At the end of the Third Five Year Plan, the Akashvani network comprised 34 principal stations, 17 auxiliary Centres, 26 Vividh Bharati Centres, four studio Centres and 49 receiving Centres with 82 medium wave and 28 short wave transmitters, with an aggregate power of 1991 Kw. The programmes covered about 75 per cent of the population and 60 per cent of the country's area.²¹ Farm and Home units were started at 10 selected radio stations. Rural programmes were introduced from all Akashvani Stations in 1965.²²

During the three Annual Plans immediately following, the medium-wave service was further strengthened by

commissioning 11 more broadcasting Centres. A sum of Rs. 10.08 crores was allocated for broadcasting during this period.²³ During the Fourth Five Year Plan, a sum of Rs. 27.12 crores was invested in broadcasting, including Rs. 11.45 crores spent on television. However, in 1969, government decided to discontinue the Community Listening Scheme in all parts of the country except the State of Jammu & Kashmir, on the recommendation of the Working Group for the Fourth Five Year Plan. Nevertheless, more and more Farm and Home Units were set up in subsequent years for planning and producing programmes on agriculture and allied subjects, for rural listeners. By 1989, the number of such units rose to 85.²⁴ Apart from Farm and Home units, twenty-two Family Planning programme units were established in 1967 at various stations for intensive family planning campaigns. Subsequently, fourteen more units were added and the units were converted into Family Welfare units to give wide coverage of the entire activity in the field of Health.²⁵ By the end of 1989, the country had got 98 radio stations covering 84 per cent of the area and 95 per cent of the population. On completion of the Seventh Plan, the country was expected to have 205 broadcasting centres covering 97.50 per cent of population spread over 91.00 per cent area of the country.²⁶

Within the wider and overriding objective of promoting national integration and mass awareness towards developmental

programmes, broadcasting is generally accepted as serving three major functions, namely, entertainment, information and instruction. A survey of functions reveals that the first two receive the major attention and enjoy the preponderant share of Akashvani's total hours of programming, and it is in the area of instruction and creating awareness that broadcasting has not so far made the kind of impact it is expected to do.

Table 3.2

Composition and Duration of Akashvani's Programmes

<u>Composition</u>	<u>Duration</u>				
	Approximate percentage				
Types of Programmes	1971	1972	1973	1974	1976
Music	43.6	43.0	42.2	41.4	38.0
Drama	4.0	4.0	4.0	3.7	4.3
News	22.5	22.7	22.5	22.9	23.5
Talks, Discussions etc.	6.2	6.9	8.00	9.1	11.2
Women	1.5	1.4	1.4	1.4	1.4
Rural	6.2	6.2	6.2	6.1	6.0
Educational	2.5	2.4	2.4	5.0	2.6
Publicity	1.7	1.8	1.8	2.3	2.1

It is clear from Table 3.2 that more than 40.00 per cent of the Akashvani's total hours of programming are enjoyed by programmes of Music and Drama. News, mainly political, gets the second major attention, while educational and extension

programmes get a meagre share of the total hours of broadcasting. In 1982, music constituted 36.00 per cent of the total hours of Akashvani's broadcasting, and in 1985, the corresponding percentage was 38.43.

If broadcasting is to receive a high place in the nation's scale of priorities, it can do so only if it is seen to be playing a vital and essential supportive role in the development-goals of the nation. Both in terms of its physical presence and programme content, the emphasis of broadcasting will have to shift from its largely urban-elitist moorings to the rural and semi-urban areas and to the poor. As mass media, these must truly be media of and for the masses rather than retain a predominately class or urban-elitist bias.

The prime task of broadcasting in all societies is to provide entertainment. People buy radio or television receivers primarily for entertainment and only secondarily to be informed. However, as societies develop, the informational component in radio programming tends to rise steadily.

The print media are relatively elitist and urban-oriented as they are read by the educated people and, with the possible exception of Kerala, newspapers are published and circulated within the radius of urban centres. Radio and television, on the other hand, are not handicapped by the barrier of literacy and provide a means of instant

communication to the listeners of distant regions and remote areas.

Akashvani at present broadcasts 273 bulletins everyday for a duration of about 37 hours in its Home, External and Regional services.²⁷ In addition to that, special news bulletins, commentaries and interviews with important persons are also presented by it. Radio news bulletins have a function different in scope and treatment as they seek to give to the listeners only the more important news within the time limit. At the same time, the credibility of radio news depends on the qualities of objectivity, accuracy and reliability of information broadcast by it. Apart from general news, Akashvani and Doordarshan have a special responsibility to encourage development news reportage and the coverage of special areas like health, education, agriculture farming, rural development and so on. Likewise, along with national news coverage, there is equal need for local news gathering and community news that can be broadcast only through the establishment of local radio stations.

The importance of broadcasting lies in its uses as an educational and extension medium and as an aid to development. All development efforts involve an awareness among the people of the possibility of change and motivating people to adopt new methods and improved technologies. The supportive role of broadcasting in communication is of considerable

importance in view of its extraordinary reach and immediacy at very low-unit cost. Yet, it is in this field that the performance of radio as well as its budgetary allocation has remained relatively poor. Out of the total Akashvani budget of Rs. 44.55 crores in 1976-77, Rs. 16.6 lakhs were allocated for health and family welfare extension, and Rs. 38 lakhs for agriculture.²⁸

The success of extension-programme depends to a large extent on the kind of message to be delivered, the selection of audience and the allotment of time. In other words, extension broadcasting has to be highly location-specific and this can be ensured only with the establishment of a large network of low-power local stations.

In India, rural broadcasting was initiated for the first time from Allahabad as far back as in 1935.²⁵ Since 1950, it has been made a regular component of programming. A major impetus to rural broadcasting came with the initiation in 1956 of the Radio Rural Forums in Maharashtra.³⁰ Under a pilot project undertaken jointly by AIR and UNESCO, 150 villages were selected in five Marathi-speaking districts around Pune. In each of these villages, listening-cum-discussion groups of twenty people were formed to hear, discuss and respond to farm programmes broadcast from Akashvani, Pune. Community radio sets were distributed by the State Government. The project met with a great measure of success and the programme was extended. On 31 December, 1971, there

were 25,817 Radio Rural Forums throughout the country.³¹ But inevitably, with the extension of programme, the quality suffered. Both the Vidyalankar Committee and the Chanda Committee pointed out that prompt and precise answers to questions posed by members of the Forums were not given by the government department. This attitude on the part of the administration marred the enthusiasm of the farmers.

Another serious attempt in the use of mass media for intensive agricultural development was made with the establishment of Farm and Home Units of Akashvani to support the Intensive Agricultural Development Programme. A Farmers Training and Functional Literacy Programme was launched under the joint auspices of the Ministries of Agriculture, Education and Information and Broadcasting through the Farm and Home Units under a Farm Radio Officer. Like the Radio Rural Forum under the FTFL programme, ten to twenty farmers constitute a Charcha Mandal or discussion group under a group leader. By 1977, 48000 Charcha Mandals have been established in approximately 146 districts.³² An evaluation of the FTFL Scheme by the Ministry of Education highlights a number of problems such as inadequate coverage of the rural poor, want of planning from below, insufficient resources and incomplete utilization, the functional literacy component having languished relatively to farmers training and lack of coordination. The Varghese Committee Report recommended that the FTFL programme should be developed and expanded towards the

ultimate objective of becoming a countrywide 'Farmers Open University' of which the principal features should be the equalisation of opportunity for the rural poor, and that it should organize production-cum-learning as part of agricultural development with emphasis on participation rather than teacher-domination.³³ At present, a daily programme on hardcore agriculture is broadcast for 45 to 55 minutes from 85 Farm and Home Units located in different stations. Besides, thirty-one stations broadcast a special programme called the Farm School on the 'AIR' where instructions and guidance on farming are provided to listeners. Programmes for the rural listeners should be presented in simple language and style so that they can compel attention and sustain interest.

Another important area in which broadcasting has a distinctive role to play is health and family welfare. Family welfare programmes are planned and produced by 36 Family Welfare Units at various stations of the AIR. Almost all stations broadcast family welfare and health programmes in a general way. On an average, 7,800 programmes on family welfare are broadcast over Akashvani each month.³⁴ Besides talks on health care that attract less attention of the listeners because of their stereotype character, education on health awareness, such as on personal hygiene, environmental sanitation, child rearing, elements of nutrition, and general family education can be imparted by interweaving

with other programmes for sustaining interest among the listeners. Moreover, in view of physical and natural diversity and differences in climatic conditions in our vast country, the health broadcasts need to be location-specific if the message is to make an impact. Radio can also play an important supportive role for training the large cadres of non-professional health workers throughout the country. However, through the participatory programmes, radio can very well act as a medium of two-way communication horizontally among people and vertically between the people and government.

Doordarshan (Television)

As a medium of communication in a country like India with a low rate of literacy and wide socio-economic and cultural diversities, television is more powerful than radio with greater educational and informational value for audiences particularly in rural area, in view of its audio-visual qualities and instant impression on viewers. Although it is relatively more expensive, which is why the government was initially reluctant to spend huge amount of money on the television service, its visual impact makes it much more effective in the process of social change and modernization. In 1966, the Chanda Committee recommended, "we are firmly convinced that the time has come when its essentiality should

no longer be questioned and its introduction on a massive scale no longer deferred. We envisage and recommend a plan to give a countrywide coverage by a television network in a period of about seven years".³⁵

The first television service of the AIR was started in September, 1959, in Delhi on an experimental basis under the financial aid from UNESCO. The primary aim of this pilot project was to study the use of television as a medium of education, rural uplift and community development. It covered urban and rural areas of Delhi within a radius of twelve to fifteen miles. The programmes were for community viewing and were telecast twice a week for one hour a day. During the first year, twenty-one T.V sets were provided to community centres and each of these centres formed a teleclub. It was only from August 15, 1965, that a regular daily service of television was started. By 1989, Doordarshan established a network of 500 transmitters of varying power covering 76 per cent of the population.³⁶ There were eighteen programme originating Kendras and on the completion of all the Seventh Plan Schemes, such centres were expected to be raised to forty-eight with a total number of 545 transmitters providing coverage to 84 per cent of the population.³⁷

Several projects were undertaken by Doordarshan from time to time for special categories of audiences, e.g.,

either for popularising better agricultural practices, or for imparting educational instruction. Between January and March, 1960, two important projects were undertaken by the T.V unit of the AIR with the help of UNESCO and the Ford Foundation. An assessment committee formed by the Indian Adult Education Association for assessing the effect of these projects came to the conclusion on the basis of data collected from a sample of 418 members of 20 teleclubs that "the special telecasts resulted in statistically significant shifts in information, attitudes and behaviour. The members of the experimental group increased their mean score on information, attitude and behaviour questions to a very considerable extent".³⁸ Another project on improved agricultural practices was inaugurated on January 26, 1967. The plan was to set up eighty teleclubs each consisting of fifteen to twenty farmers in the villages around Delhi. The programmes were telecast twice a week. Evaluating the project, Sarwar Latif pointed out the immediate reasons that prevented the programmes to be really effective. The short duration of the programmes as well as their failure to take into account the immediate interests of the villagers were the major weaknesses of the programmes.³⁹

The Satellite Instructional Television Experiment [SITE], launched in August, 1975, opened a new epoch in the history of expansion of National Television Service. Now the space satellite has made it possible to telecast throughout the country, including the remote and neglected areas,

common national programmes that are expected to help develop a sense of commonness and national awareness among the people with diverse languages, cultures, habits and practices. At the same time, the generalised and centralized programming at the national level lacks localness and the identification of programmes with the local environment. As a result, it lacks effective feedback. The weakness of such centrally conceived programmes is significantly evident in the hardcore areas of agriculture, health and family planning and education. As television can convey more information because of its visual content through demonstration and dramatization, an innovative and skilful use of this medium can be proved more effective and useful in the world of communication.

The Report of the Working Group for Software Planning for Doordarshan penetrated deep into this problem and came out with 'an Indian version of the Communication Revolution'⁴⁰ that would allow greater scope for area-specificity and audience-sensitivity in programme coverage along with performing the integrating role within the broad national framework. It pointed out the discrepancies between the developmental programmes lacking communication support and the powerful communication medium like Doordarshan not being used for the developmental task. In a developing country like India, television has a distinctive role to play as a promoter of development and education, far different from that of acting only as a medium for entertainment and

recreation. Thus it can perform the dual function of a development communicator and an educator. As a communicator in the process of development, its function is to disseminate information about development programmes and new technologies to the target groups for achieving high levels of productivity and wellbeing. At the same time, by way of playing its role as an educator, Doordarshan can help people prepare themselves for adopting new values, institutions and outlook and absorbing the shocks of changes due to sudden exposure to new ways of life. With the objective of making Doordarshan problem-oriented, development-oriented and entertainment-cum-enrichment oriented, suited to the needs of a developing country, the Working Group advocated for (i) decentralized district-level stations based on low cost production equipment; (ii) field-operated electronic equipment for area-specific, people-based and problem-oriented programme production and (iii) community viewing⁴¹ and called for adopting a different kind of approach where the community viewers would be the targets of Doordarshan programme-making.

Film

The primary purpose of films is to entertain, and private film-makers concerned mainly with profit-making can hardly be expected to produce films that can yield rich

results in the process of contribution to modernization, and development. Although India is now leading the world in the production of films, producing over 800 feature films and 3000 short films annually, most of the films produced in the private sector are feature films. But as a medium of mass communication, the films have a distinctive role to play in informing and educating the people, motivating them to participate in developmental programmes and bringing about changes in their attitudes and behaviour. Recognizing the potentialities of this medium, the Government of India created in 1947 the Films Division as a subordinate office in the Ministry of Information and Broadcasting for the production and distribution of films, including newsreels, documentaries and other films for disseminating information about government policies and programmes and educating people in social and cultural values.

The importance of films as a medium of government publicity was first realised during World War II when a Film Advisory Board was constituted in June 1940 to produce and distribute films for war propaganda described as Information Films of India. The Films Division came into existence in December, 1947, and Information Films of India was replaced by Documentary Films of India.

The Films Division is the largest single documentary film producing unit in India and one of the largest of its kind in the world. The documentaries produced by the Films

Division cover subjects ranging from art and culture, monuments and mountains, science and technology, government and citizenship, to national development including agriculture, forestry, community development, health and hygiene and Five Year Plan projects. Beside producing films on its own, the Films Division gets films produced by outside producers on a contract basis. Films are produced in English and in most of the Indian languages including Assamese, Bengali Gujarati, Hindi, Kannada, Malayalam, Marathi, Oriya, Punjabi, Tamil, Telegu and Urdu. During April-December 1989, the Films Division produced in all 46 documentaries, short films and featurette films. Among these, 32 films were produced departmentally, and 14 films through independent producers on contract.⁴² Documentaries, if presented in simple languages in the form of a complete story in which the audience feels some kind of identification with characters on the screen, can leave a lasting influence on the minds of the people in rural areas. In this way, the film can be the most effective means of informing people of the developments in particular sectors and motivating them to participate in the mainstream of development.

Apart from documentaries, the Films Division produces news magazines and 16 mm feature films for rural audiences in rural languages, cartoon films and educational-cum -instructional films for agriculture, defence, family welfare and for all other Departments of the Government of India.

News magazines are the presentation of current events, national and international, in a straightforward manner. As a matter of fact, they are important sources of information, but they do not fulfil the other requirements of communication, such as motivation and persuasion. During 1989, the Films Division produced 18 news magazines.⁴³ Short films of one hour duration, which are produced by the Films Division in its two Regional Production Centres at Calcutta and Bangalore, can prove to be very useful and instructive for rural masses depending on the selection of themes and their skillful presentation, combined with some sort of amusement to the audience. However, unless there is a proper distribution system, the objective behind the production of these rural-based featurette films can never be achieved, however high the quality of the films may be. The distribution system should be such as to facilitate, for the particular audiences for whom the films are produced, the chances of viewing them. This can best be ensured if these films are distributed more for non-commercial use, particularly through the Directorate of Field Publicity, than under the compulsory exhibition scheme.

Press Information Bureau (PIB)

Another important office attached to the Ministry of Information and Broadcasting is Press Information Bureau

(PIB) which acts as a link between the government and the public through the press— informing the public about the policies, programmes and activities of the government and keeping the government in touch with the main trends of public opinion. The functions of PIB are to advise the Ministries and Departments at the Centre on the manner and the content of dissemination of government information, to provide press representatives with information sought from the government, and to keep the government informed of the public reaction in respect of governmental policies, programmes and performance as reported in the press. The Bureau issues news releases, background material and photographs to over 7,000 newspapers directly from its headquarters in New Delhi as well as through its branch offices in all the States and most of the Union Territories. This is much larger than the number of newspapers served by the news agencies. However, the materials supplied by the Bureau are in most cases of little use to the newspapers because of their indifferent quality written in dull official language and based on inadequate information. The Chanda Committee, while examining the degree of utilization of the Bureau's services by the press, pointed out that out of the thirty-seven newspapers in English and Indian languages examined, only two used more than 50 per cent of the material received, four used 20 to 30 per cent, eight used 10 to 20 per cent and fourteen used even less than 10 per cent.⁴⁴

Moreover, as pointed out by the Second Press Commission, despite the fact that Indian language and small newspapers need the services of PIB more than big English newspapers, a press release issued in English takes three to five days to be translated and issued in Indian languages, and this is received very late by Indian language and small newspapers.⁴⁵ The functioning of PIB is suffering from other short comings too. The utility of PIB is considerably reduced because of the narrow view it has taken of its role as spokesman of the Ministries of the Central Government, rather than as an efficient and reliable source of information about the performance and achievements of the government as well as its problems and failures. It often tends to function as trumpeters and drum-beaters of the government, and even of individual ministers, instead of acting as an official agency for giving full and rounded information to the public through the press.

The Second Press Commission recommended a total reorganization of the PIB in such a way as to help the small newspapers and Indian language press get its news releases and background materials of important news events as promptly as to make its timely use. To ensure quick news service to the press, the Commission recommended that the PIB should function day and night. The efficiency of PIB is further affected adversely due to the indifferent attitude shown towards the Information Officers by the various Ministries.

The Information Officers of the PIB attached to different Ministries are treated as outsiders by the Ministries and are not welcome to participate in the decision-making discussion in the various ministries. As a result, the Information Officers do not get themselves involved in the work of the Ministries they are attached to. In line with the recommendations of the Chanda Committee and the Study Team of the ARC headed by K. Santhanam, the Second Press Commission also spoke in favour of purposeful involvement of the functionaries of PIB in the decision-making process of the various ministries, so that they can explain the policies and programmes initiated by the Ministries in a more effective manner.⁴⁶

The press is expected to play a useful role in making the process of development widely participatory through reporting of the reasons for success as well as for failure of various development programmes affecting the lives of the common people and thus helping opinion-formation. A survey of newspaper contents conducted by the Second Press Commission brought out the proportion of space devoted and prominence given by dailies to news pertaining to development in such fields as health, family welfare, industry, science and technology, agriculture, education and public utilities.

Table 3.3

Percentage of Front-Page Space Devoted to Different Themes
in Daily Newspapers

Language	Development	Conflicts & tensions	Politics
Assamese	7.3	13.3	46.7
Bengali	12.4	32.1	30.0
English	12.2	21.3	31.1
Gujrati	5.5	31.9	21.6
Hindi	9.1	21.1	27.0
Kannada	13.1	15.8	29.5
Malayalam	8.8	25.6	45.0
Marathi	12.0	20.2	30.6
Oriya	14.1	13.5	33.6
Punjabi	7.4	14.8	22.2
Sindhi	6.8	18.2	40.0
Tamil	7.3	20.7	31.5
Telegu	17.2	10.6	32.2
Urdu	4.8	25.2	28.4

Table 3.3 indicates that the front pages of newspapers in all languages are dominated, in varying proportions by politics and reports of conflicts and tensions, and that news pertaining to development gets the least space among the three.

Indian Press is free, but it has a limited access. It has an urban and middle-class base that limits its contribution

towards making the process of development widely participatory. Literacy is a barrier in India that restricts the circulation of newspapers largely to the urban areas, although the Indian Press, despite its urban and middle class moorings, often embarks on reporting the problems and prospects of the Indian villages. However, despite the fact that only a small section of rural population can go through the newspapers, development information can reach the intended beneficiaries most of whom are illiterate and do not have the purchasing power, through the interaction of the literates with the illiterates, of the well-to-dos with the poor.

C. An Assessment

In spite of the fact that the Ministry of Information and Broadcasting has an elaborate arrangement for disseminating information to the people, its success in creating general awareness among the people and motivating them for participation in the process of development registers a low profile, and this is evident in the indifferent attitude shown by people towards administrative initiative. There are several reasons for this trend. Although there are a number of media units at the disposal of the Ministry, the infrastructures for their effective use are so inadequate and the resources so limited that they cannot be put to use effectively for getting maximum publicity of government efforts.

Excessive bureaucratization is another factor responsible for reducing the effectiveness of government publicity effort. This is clearly evident in the production and distribution of films, posters and other publicity materials. The grip of bureaucratic control leaves little freedom for the producer of films and the artists designing posters to make use of their creativity in making films, posters or other publicity materials. Moreover, low remuneration offered by the Government does not attract the talented and experienced men in these fields. Besides, because of the lack of coordination between the media units and other Government Departments, the officials in charge of the media units fail to take stock of the actual requirements of the various ministries in the field of publicity.⁴⁷ This happens due to the lack of access of the technocrats to the policy-making bodies. The I.A.S generalists, who monopolise the decision-making power by virtue of their top positions in the administrative hierarchy, do not have the specialised knowledge and qualities that are indispensable for planning good publicity campaigns. As a result, most of the productions of the Ministry are unattractive, conventional and lack creativity, be it in the making of films, designing posters and other visual publicity materials or giving advertisements.⁴⁸

Added to these, there is little scope of assessing audience response to the publicity efforts made by the

different media units of the Ministry due to the lack of resources and shortage of personnel. Most of the media are concentrated in the urban areas, and rural masses are seldom taken into consideration while designing programmes for the mass media, thereby making conspicuous the class character of the so called mass media. Because of the low rate of literacy, the access of newspaper as a medium of information is still limited to urban-educated people. Besides, the circulation of newspapers falls sharply outside the cities because of poor conditions of roads and transport. However, in spite of these difficulties, it happens that one or two copies of newspapers reach the areas where the village people gather, e.g., bazars and markets, and there are often a few persons who readout newspapers to other villagers and thus become an important source of information. But what is distorted in the process is the interpretation that gives context to the messages delivered through the printed media. Television is yet to become a medium of mass communication as it involves high-cost technology for the establishment of nationwide network of telecasting stations. Moreover, the high cost of television sets keeps them beyond the purchasing power of the majority of the people in India. Film as a medium of communication is used more for the purpose of entertainment than for dissemination of information. Documentaries which can best be used as an instrument for instruction and motivation towards purposive attitudinal changes and

participation are far away from this objective because of excessive bureaucratization. Radio alone has come to be recognized as a true medium of mass communication.⁴⁹ It is able to reach the people in remote villages far off from cities and towns, breaking the barrier of literacy, and is at the same time far cheaper than television. But its effectiveness depends, inter-alia, on the use of this medium with more talent and imagination.

No doubt, special use of mass communication has been made to a large extent by the Directorate of Advertisement and Visual Publicity through the posters, hoardings and other materials of visual publicity full of development information, as well as by the Directorate of Field Publicity travelling with films in mobile vans to remote villages. But such efforts tend to be too little and too scattered. In most cases, the posters and leaflets do not reach down the hierarchy and mobile vans with films on development topics do not come often enough to the distant villages. As a result, the impact of mass media inevitably drops off farther from the cities.

Periodic surveys for assessing the impact of programmes in either evoking the interests of the people or motivating them for participation to bring about desired changes are absent in almost all the units of mass media under the Ministry of Information and Broadcasting except a few

unsuccessful attempts made from time to time either by the Directorate of Advertisement and Visual Publicity or by the Audience Research Units of All India Radio. Thus, in the absence of proper evaluation of programmes, decisions on future policies and information campaigns suffer from objectivity and precision, thereby making communication through mass media seldom effective.

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CHAPTER IV

The Machinery for Public Relations and Communication in
West Bengal Government

CHAPTER IV

The Machinery for Public Relations and Communication in West Bengal Government

A. Publication Relations and Communication : The Pre-Independence Position

In West Bengal, which is a constituent unit on the Indian federation, having similar governmental structure and administrative process as at the federal centre, the Department of Information and Cultural Affairs is performing functions almost similar to those discharged by the Ministry of Information and Broadcasting at the Centre. The Department had its genesis in the early thirties or even before that when a publicity cell attached to the Home (Political) Department used to communicate the news concerning the various departments to the press.¹

The Department of Publicity and Information was created in 1944, its organization and functions being outlined on

the recommendation of A.H. Joyce, Information Officer, India Office, with some modifications necessitated by the prevailing political situation in (the then) Bengal at that time. Joyce, in his report to the Home Secretary, Govt. of India, made it clear that (a) all 'news' should be communicated to the press through the Publicity Bureau (Press Offices) and (b) in all departments, none, except the Honourable Member-in-charge and the Secretary, should be accessible to press correspondents and representatives of press associations.² The Member-in-charge might however, authorise a joint secretary for this purpose. The wave of nationalism at that time sparked off open hostility to government, and the press came closely to uphold the cause of nationalism. To confront this anti-government attitude, the Department was endowed with an additional responsibility to subvert this nationalistic feeling by presenting before the people a constructive idea of nation-building not only through its publicity work but also through propaganda.³ The Department was functioning under two wings, one for publicity and the other for propaganda and distribution, each under the charge of a deputy director. The deputy director of publicity was also the editor of publications. The Department brought out two Bengali publications, viz, Bengal Weekly and 'Banglar Katha' for publicity campaign among the rural people. The Deputy Director of Propaganda, who was in charge of distribution of pamphlets and other publications had under him district organizers, one each for the districts and

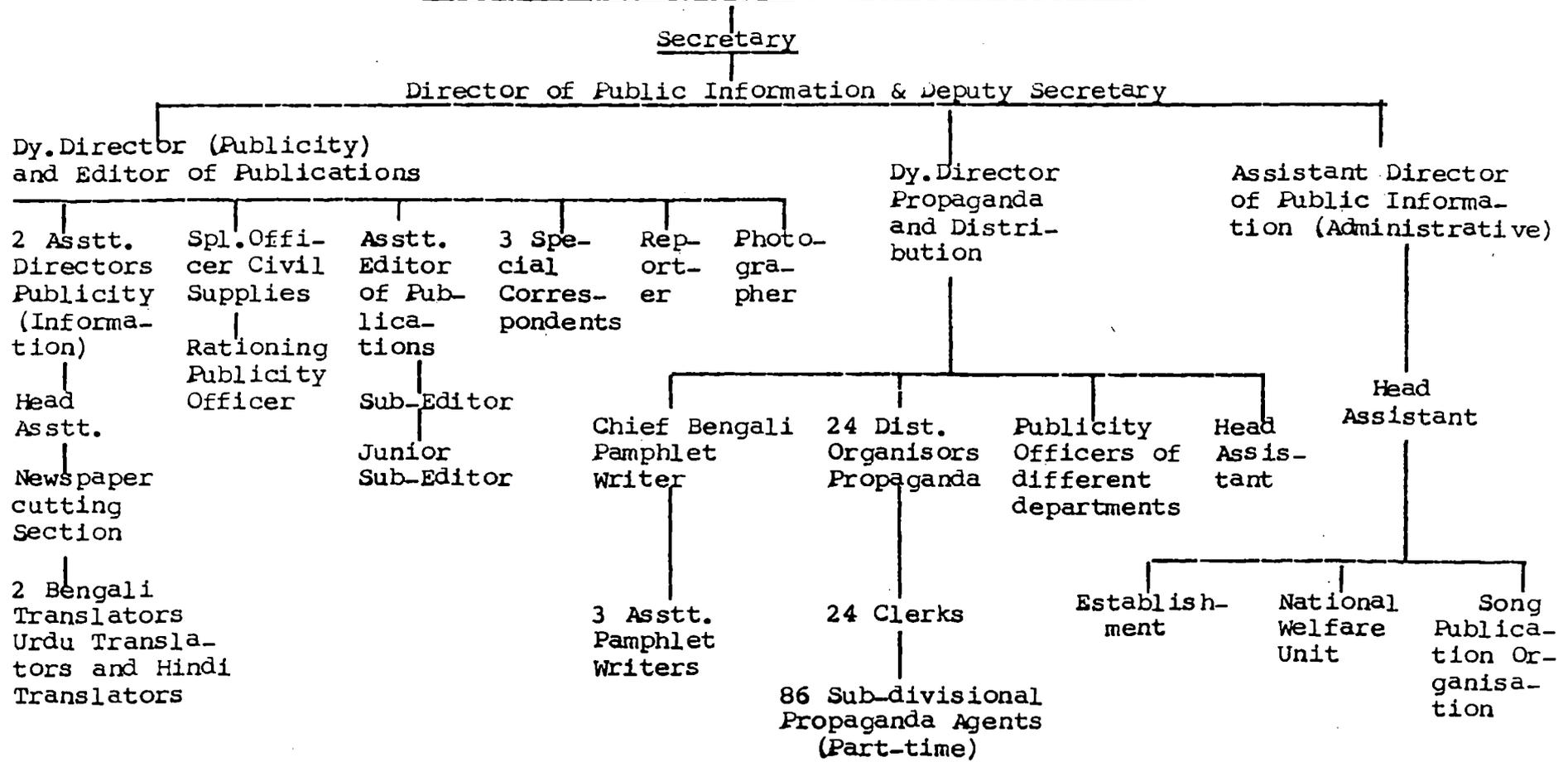
part-time sub-divisional propaganda agents. The structure of the Department will be made clear from Chart 4.1.

B. Post-Independence Developments and Working

This structural and functional arrangement for the Department of Publicity and Information continued till 1950 when the Department was renamed as the Home (Publicity) Department. The new set-up of the Home (Publicity) Department separated the Secretariat part of the organization from its Directorate comprising the technical staff.⁴ In order to carry on intensive publicity campaign of all government activities among the rural people, the Department adopted a three-level working structure at the state, district and sub-divisional levels. At the state level, there was the State Rural Publicity Organization with the Chief Rural Publicity Officer to supervise the work of the district and sub-divisional publicity organizations, fulfil their requirements, and give necessary guidance to their work. The state organization was (i) to take policy-decisions for the district and sub-divisional publicity organizations and direct their activities. (ii) to produce such materials as literature, films, etc. for supply to the district and sub-divisional organizations and (iii) to maintain machinery and equipment.

Chart 4.1

Minister-in-charge of Publicity and Information



The District Publicity Officer was in charge of district publicity organization. The functions of the district organization, which was equipped with an audio-visual unit, were to exhibit films supplied by the state organization, broadcast radio programmes, give lectures and organise public meetings and group gatherings and distribute literature and medicines. Moreover, the unit was to make periodic tours to contact and seek cooperation from the leading persons in the execution of programmes, to invite official agencies associated with the task of development, and to explain to the local people the problems of the locality and their role in the solution of these problems.

The sub-divisional publicity organization comprising one or more sub-divisional officers was under the control and supervision of District Publicity Officer (DPO), its primary task being to extend assistance to the district publicity organization in the detailed execution of the policies. Thus, a chain of command with regard to the execution of policies was maintained through out these three levels. To this organizational set up, a little change was added during 1952-53 when three regional publicity officers were appointed at three divisional headquarters to supervise and provide necessary guidance to DPO and SPO and thereafter, the post of the Chief Rural Publicity Officer was converted into a post of Deputy Director who was to look after the rural publicity work.

The Department underwent a fundamental change in its organizational structure in 1965 when it was again renamed as 'Department of Information and Public Relations' with two divisions - Information Division and Public Relations Division headed by two directors, but under one secretary.⁵ The duties and functions of the Department were classified under two heads, to be run by two separate divisions, as follows :

Public Relations Division

Information Division

1. Ceremonies and functions

- a. State ceremonies
- b. State functions and conferences
- c. State hospitality
- d. State receptions.

2. Visits

- a. VIP visits from abroad
- b. Foreign delegations
- c. Visits of Indian VIP's
- d. Public meetings and functions sponsored by government.

3. Films

- a. Film Production
- b. Film Advisory Board
- c. Film Publicity censorship

1. Press

- a. Advertisement
- b. Press release
- c. Press Photography
- d. News agency.

2. Publications

- a. Periodicals
- b. Casual publications
- c. Annual Administrative report.

3. Radio

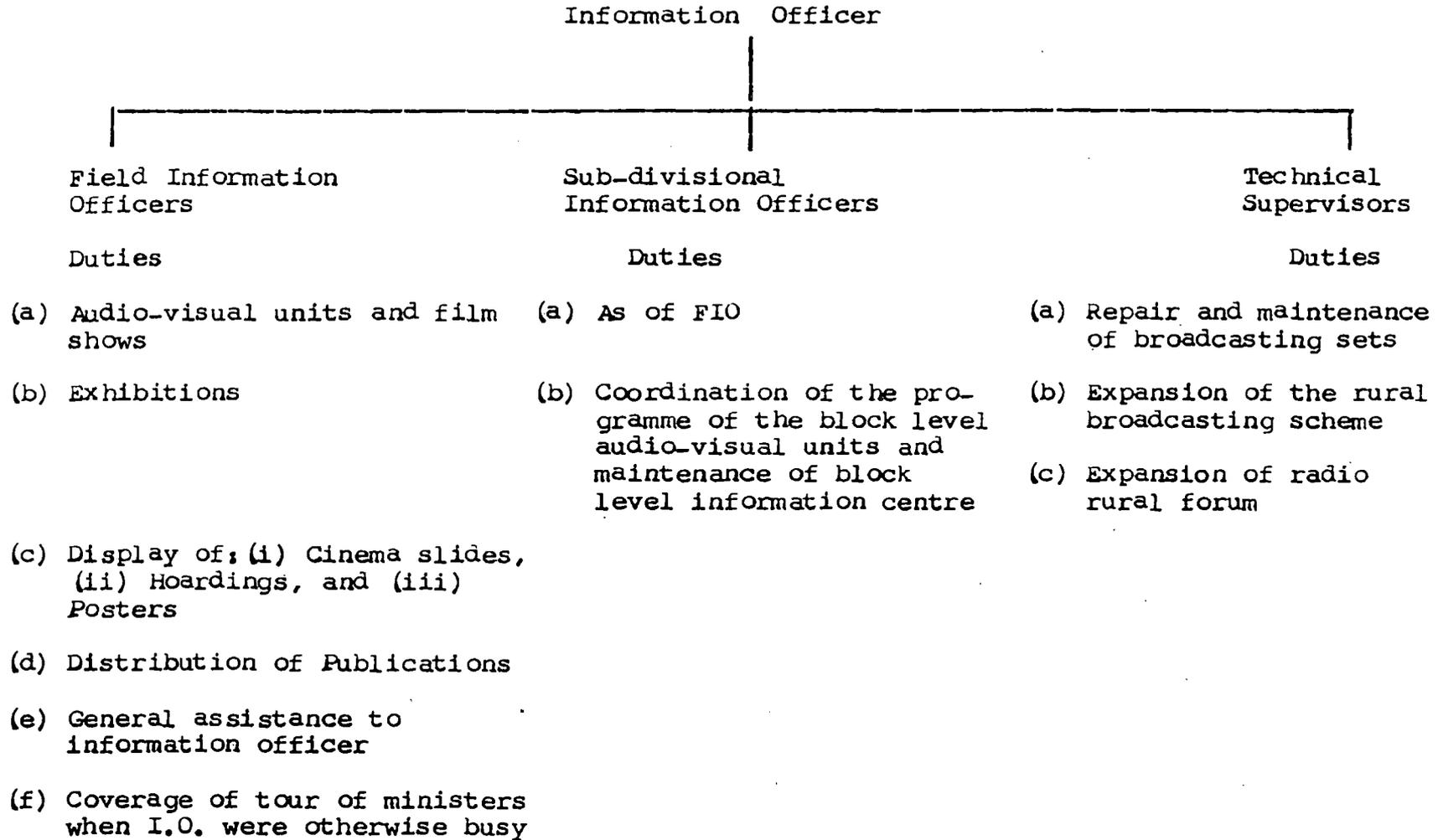
- a. Radio talks
- b. Radio features
- c. Radio news bulletins.

- d. International film festival
 - e. Matters relating to film industry
 - f. Film shows through commercial circuits.
4. Entertainment
- a. Folk entertainment sections
 - b. Cultural programme
 - c. Inter-state cultural exchange programme
 - d. Musical records, tape records.
4. Field Information
- a. Audio-visual units
 - b. Exhibitions
 - c. Information centres
 - d. Rural broadcasting.
5. Teleprinter service
- a. Teleprinter service at Calcutta
 - b. Teleprinter service at Delhi.

However, as a consequence of this division, the new set-up did not last long and in 1967, the divisions were merged under one director who was the ex-officio deputy secretary of the department.⁶ Besides, the set-up at the district level was rearranged with the recruitment of a number of information officers who were put in charge of the districts. The DPOs and SPOs were renamed as Field Information Officers (FIO) and Sub-Divisional Information Officers (SDIO) respectively. The new set-up at the district level was as shown in Chart 4.2. However, within a few years, this

Chart 4.2

THE NEW SET-UP AT DISTRICT



arrangement at the district underwent a further change with the withdrawal of the information officer and the FIOs and SDIOs were redesignated as District Information and Public Relations Officer and Sub-Divisional Information and Public Relations Officer. Meanwhile, the scope of its activities was gradually wrinkled in view of its relatively low importance in the whole administrative process, particularly during the period from 1967 to 1976. During this time, much of the information and public relations work of the different departments of the state government was carried on by the concerned departments themselves.

C. Public Relations and Communication Since 1977

A major break through came in the structure as well as functional content of the Department after 1977. One of the measures taken by the government was to centralise all the information and public relations work of the state government in the Department of Information and Public relations and to use the Department as the chief vehicle in bringing about changes desired in the social and cultural spheres in West Bengal. It was very aptly realized by the government that a revitalized citizen-administration relationship, which is the key to the success of a democratic system, demands, as one of its prerequisites, an enriched cultural level for its citizens and this led the government to get distinctly defined programmes for encouraging healthy cultural pursuits

in the state.⁷

Keeping in view this objective, the government introduced a number of reforms in the structure of the Department in 1978. The Department was redesignated as the Department of Information and Cultural Affairs.⁸ The cultural affairs portion of the Education Department and the Archaeological Directorate of the Public Works Department were taken out and tagged with this department. The department was divided into five wings : viz. (i) information wing (ii) cultural wing (iii) film wing (iv) administrative branch and (v) language branch.

The Director of Information is in charge of the Information wing. He is the ex-officio joint secretary or deputy secretary as the case may be. The cultural wing and the film wing are headed by two separate directors who enjoy the rank of ex-officio Deputy Secretary in the Department. The Department in addition to performing the functions similar to those discharged by the Ministry of Information and Broadcasting at the centre, is called upon to discharge functions similar to those of the protocol Division of the Ministry of External Affairs in respect of visits of the foreign dignitaries and delegations. State hospitality and state ceremonies are also a special charge of this department. Above all, keeping in view the conception of regional growth and development in terms of culture and language, the

Department is being endowed with an ever increasing responsibility in the field of culture and education aimed at promoting cultural activities reflecting the rich heritage of the state and the aspirations of its people. Now 'the main task of this Department is to reach the details regarding the policies and activities of the Government to all sections of the people and to help in the formulation of its subsequent courses of action through a correct review of the reactions and opinion of the people. To win the trust and cooperation of the people for a smooth conduct of public affairs has been the goal of this department.⁹

(i) Information Wing

The public relations and publicity part of the activities of the department is carried out by the information wing. The objective of the department in its information wing is to project the correct image of the government to the people, to propagate the policies and programmes of the government among the people for ensuring and evoking greater political awareness and people's participation and to remove any misunderstanding about government policies that might have been cropped up in the minds of the people. It is also the task of this wing to evolve methods and techniques to assess the response of the people to the policies and programmes of the government. The department under this wing maintains press relations, decides on advertisement

policy, holds exhibitions, produces and distributes literature, strengthens rural information set ups, receives VIPs and foreign delegations and partakes in state hospitality and reception.¹⁰

Press Relations

The Department of Information and Cultural Affairs is the normal exclusive channel for communication to the press either by way of press notes, unofficial notes, special handouts or articles of the plans, policies and activities of the state government. Apart from press releases, publicity is also obtained through conducted press tours and press conferences called by the chief minister and other ministers to explain and elucidate major policy-decisions from time to time. For better press relations and news coverage, there is a News Bureau under this Department.¹¹ The chief of News Bureau holds the rank of a Joint Director. Besides, there are a Deputy Chief of News Bureau of the rank of a deputy director and a host of Information Officers. The posts of these information officers are vital in the entire set-up as they are the contact points between this Department and all other departments under the state government. The News Bureau maintains liaison with the different departments through the information officers attached to these departments. The duty of the Information Officer attached to a particular Department is to keep himself always in touch with

the minister, secretary and other senior officers of the concerned Department, roam about freely in every division and section of the Department, collect news for press release and pursue the officials to give background materials for news stories. Besides, there is a press room in the Writers' Building for the reporters and journalists, and the Information Officer attached to a particular Department is responsible for making arrangement for 'Meet the Press' programme of the minister-in-charge of the concerned Department. He should stand by him during the meeting, and help him with supplying the required materials in hand. The role of the Information Officer on such occasions is very significant, as he is supposed to be skilled in handling a press meeting and is expected to master and control the situation even by stepping into the conversation with one or two well-chosen remarks to clarify the point or bring the discussion back to the objectives, since his minister, even if efficient in his work, may not be expert in dealing with the press.

The News Bureau, besides collecting news, background materials, photographs and pictorial features of important development activities and major official events from different departments, receives news also from district and sub-divisional Information Officers whose functions at the district and sub-divisional levels bear some proximity to those carried out by the Information Officers at the headquarters. The news and other materials, thus accumulated,

are catered to the public through press and other media like radio or television in the form of press notes, unofficial notes, special handouts or feature articles.

Apart from this, the Bureau arranges press conferences attended by ministers when the news to be issued to the press cannot be adequately covered by a press note and where the government is willing to impart additional background information and to answer queries from press. Press conferences are generally arranged on important events relating to policies, programmes and activities of the government having bearing on the wellbeing of the people. There are a few occasions, like the installation of a government project, inauguration of a programme or observance of state ceremonies, in which ministers explain the stand of the government on important issues and development activities, and publicity is obtained on such occasions through conducted press tours sponsored by this section.

A summary of the day's news and views in the press and also important news received over the News Agency teletypeprinters are daily distributed to the various government departments in the form of a bulletin "The Press Today".¹²

Advertisement

Advertisement is pointed communication, the point being to sell a product, a service or an idea.¹³ The major

advantage of advertisement is that it enables the sponsor to tell his story in his own words when he chooses and to the audience he selects. But at the same time, the citizen instantly recognises this as paid pleading. However, as a tool of effective public relations programme, advertisement has proved its efficacy. Government advertisements are to a large extent informative as the object of the Government campaigns in most cases is to sell an idea or to tell its achievements in particular fields of development. Sri Provash Phadikar, a former Minister-in-charge of the Department of Information and Cultural Affairs, said during his budget speech before the Assembly on April 18, 1984, "our advertisement policy is always guided by a democratic outlook".¹⁴

The Government ensures that newspapers should receive government advertisements on the basis of their circulation, standard and readership. A policy for giving greater attention and allotting a large quota of advertisements to the small newspapers and other literary and cultural journals in the districts has been adopted by the Government.¹⁵ Besides normal classified advertisements, the Department of Information and Cultural Affairs issues a large number of display and campaign advertisements each year on agriculture, small savings, health and family welfare, education etc. The intention behind the various schemes of press advertising campaign is to create public opinion in favour of government plans, programmes and activities. For the purpose of using

the medium of press advertising in the journals published from the districts, there are District Press Advertising Advisory Committees in all the districts. The function of these committees is to prepare an approved panel of papers and journals to which government advertisements can be released.¹⁶ The annual allotment on advertisement during 1984-85 was to the tune of Rs. 1 crore 10 lakhs.¹⁷ In 1985-86, this amount increased to Rs. 1 crore 39 lakhs and the total number of display and classified press advertisements issued during this year was 4044.¹⁸ In the budget of 1991-92, an amount of Rs. 2 crores was earmarked for spending on advertisements.¹⁹

Exhibition

Exhibition constitutes a very important medium of field publicity today. Because of its greater visual appeal, exhibition has been a regular feature of the activities of the Information and Cultural Affairs Department. The object of frequently holding exhibitions is to explain to the general public through charts, posters, maps, photographs, models, etc., the various welfare and development plans, projects and activities of the government, the peculiar problems of the state and government efforts in successfully tackling them. The exhibitions held at the instance of the government may be either informative or educative. Taking into account the intensity of mass appeal through this

medium of visual publicity, an exhibition section with a number of artists and technicians was set up by the Home (Publicity) Department as early as in 1954.²⁰ During the succeeding years, the Section successfully organized and participated in a large number of exhibitions at the state and national levels in and outside the state. After 1977, this Section was revamped to meet the new challenges in the social, cultural and economic spheres, particularly in the rural areas, and a Deputy Director was held in charge of this section.²¹ Besides, there are one Information Officer, Exhibition Officers, artists, helpers, and other auxiliary staff. Apart from producing posters on general themes, this Section produces poster sets on particular themes of educative and informative value, e.g., National Integration and Rabindranath or History of the Evolution of Human Life, etc.²²

In the rural areas, exhibitions are mostly organized by the voluntary organizations, and the Exhibition Section participates by way of supplying the exhibited materials to them. Posters prepared by this Section on different subjects like agriculture, health and family welfare, small savings, co-operation, anti-violence, etc. are also displayed and exhibited in the rural areas through the district and sub-divisional Information Officers. During the year 1983-84, the Exhibition Section organized 95 exhibition in all.²³ The number of exhibitions organized and participated by

this Section during 1984-85 and 1985-86 were 58 and 92 respectively.²⁴ The annual grant on exhibition for the year of 1984-85 was Rs. 18 lakhs, while in 1991-92, the amount increased to 35 lakhs.²⁵

Publications

As a part of the centralized scheme, the task of printing, publishing and distributing periodicals, pamphlets, leaflets, etc. in different languages on behalf of the state government is entrusted to this Department. The Department brings out journals, annual administrative reports and other casual and non-periodical publications for the purpose of keeping people informed of the important events and happenings throughout the state, the initiatives taken by the government in different spheres of rural development, and summary of important news and reports of important speeches and statements made by the ministers relating to the plans, programmes and achievements of their respective Departments. The contents of the journals published by the Department also include articles on outstanding national and international personalities and events by non-official authors and thus fulfil the literary needs of the people. The Department publishes a number of weekly, fortnightly and monthly journals in six different languages (Bengali, English, Hindi, Urdu, Nepali and Santhali) e.g. Paschim Banga, West Bengal,

Maghrebi Banga, Pachim Bangla, Paschim Bangal, Panchayati Raj, Lok Banga.²⁶ In addition to regular periodicals and journals, the Department also brings out a large number of brochures, booklets, pamphlets and leaflets in Bengali, English and Hindi dealing with the problems and activities of the various departments every year. The annual allotment on publications during 1984-85 was Rs. 52 lakhs.²⁷ In 1985-86, an amount of Rs. 80 lakhs was spent on publications. During this period, the Department published 38 pamphlets in different languages containing publicity materials relating to the activities of various Departments. In all, a total number of 18,27,300 copies of pamphlets and 27,31,500 leaflets were brought out by the Department during this year.²⁸ The financial outlay on publications during 1991-92 was fixed at Rs. 2 crores.²⁹

The distribution of this huge quantity of publications is also one of the important activities of this Department. Apart from the distribution of publications, both periodical and casual, of the state government, the distribution section is also in charge of distributing the publicity materials received from the various ministries of the Government of India from time to time. Leaflets, booklets, pamphlets, brochures and journals are also distributed through the district and sub-divisional Information Officers to different organizations in rural areas like clubs, libraries, educational institutions, and in group gatherings, as part of the rural publicity campaign by the Department.

Rural Information

West Bengal, like the rest of India, lives in villages. It is, therefore, necessary to strengthen the rural information set-up.³⁰ The Department has an extensive rural information network at the district and sub-divisional levels to cope with the problem of face-to-face communication through extension work. In the absence of facilities for an upward flow of information, mass media have become one-way channels and cannot ensure people's involvement in the programme. It is the officials who can provide information to the people, help them to be organized and involved in the programmes for development, attend to their problems, and inform the Government about the reactions of the people to its programmes. For the purpose of carrying out the extension work among the rural people and strengthening the rural information network, the Department after 1977 initiated a plan of getting one Field Information Assistant for each district and one field worker in each development block. In 1989, there were altogether ninety field workers in ninety development blocks.³¹

The rural information set-up of the Department is equipped with audio-visual units for intensive field publicity campaigns among the rural people. In 1989, there were 104 audio-visual units in the districts through which documentary films, film strips and educative slides were shown in the

rural areas.³² Generally, the district and sub-divisional Information Officers address the people during the projections of such films and explain to them the major policies and activities of the government. The information officers also meet and address people in villages in small groups. To have better infrastructural facilities for the dissemination of information about government policies and programmes among the rural people through exhibition, film-shows, cinema slides, public meetings and group discussions, the distribution of pamphlets and leaflets and the organization of cultural programmes, the information centres have been set up at the district and sub-divisional levels and the emphasis is on initiating and carrying on intensive public relations campaign in an organized form among the rural people through these institutionalized structures.

For the purpose of providing facilities for mass listening of the special rural and school programmes broadcast by All India Radio, the Department, under its extended community listening scheme, distributes radio-sets with free repair and servicing facilities to voluntary organizations like clubs, libraries and educational institutions. Till 1986, 3,890 radio-sets have been installed in different districts and 622 Radio Rural Forums are in operation under this Department.³³ Besides, the Department also distributes television sets to various social and cultural organizations. Under this programme, the Department has distributed 320 television sets.

(ii) Cultural Wing

The Department of Information and Cultural Affairs in its cultural wing cherishes the objective of creating an enriched cultural environment, which will serve as a background, to shape the attitudes, beliefs and values of the people towards social, economic and political phenomena. The activities and performances of the Department in the cultural arena were initiated as early as in 1954-55 when a Folk Entertainment Section was set up by the Home (Publicity) Department.³⁴ The purpose of this Section was to develop and make use of the traditional media of folk song, drama and folk dance for the purpose of entertaining the rural people, strengthening their national character, and improving the level of their social consciousness. It was also intended to help in reviving the cultural and artistic tradition of West Bengal. Between 1953 and 1958, this Section had several units, namely and drama unit, the dance unit, the music unit and the tarja unit. The function of these units was to travel throughout the state and stage dramas, dance-dramas and tarja performances. After 1965, when the Department was renamed as the Department of Information and Public Relations, this Section was placed under the direct control of the Deputy Director of Public Relations who was assisted by an Administrative Officer and an adviser.³⁵

A major change in the objective and functioning of the Department in its cultural sphere came after 1977 when the Department was redesignated as the Department of Information and Cultural Affairs, and the cultural part of the activities of the Department was entrusted to a separate wing under the control of a Director.³⁶ It was correctly felt that mere dissemination of information about the policies, programmes and activities of the government would not evoke a sense of participation and involvement among the rural people unless they were educated through the process of communication. Communication is reciprocal, and effective communication between the government and the people needs, inter-alia, a higher level of social and political awareness among the people, since people must have the ability to comprehend the message communicated. A skillful use of the traditional media of communication like folk song, folk dance, drama or jatra, along with the enrichment of the cultural environment, can promote social and political consciousness of the people, and very well serve the purpose of communicating the development messages to the rural people. In the field of folk-art and culture, the Department organizes folk cultural festivals and workshops at district, division and state levels with the help of Panchayats. A journal on folk culture, 'Lokshruti', is also published by the Department and the state level Folk Culture Institute tries to fill up the void in the matter of conservation of and research in

folk art and culture. Similarly, cultural centres have also been set up in the tribal belt for the preservation and promotion of tribal culture.³⁷ The expansion of Folk Entertainment Section, the setting up of two additional Lokranjan Units, one at Siliguri and the other with the adivasis at Jhargram, and a Nepali song and Drama Unit at Darjeeling explicate the expanding horizon of activity of the cultural wing of the Department of Information and Cultural Affairs.

(iii) Film Wing — Film is the most potent and emotionally penetrating medium of visual and aural communication. It has movement, sound, and colour, and the messages can be conveyed realistically. The Government of West Bengal under the aegis of the Department of Publicity and Information, had started producing short or feature films, particularly to combat anti-violence and anti-government attitudes since the inception of the Department in 1944. These films were exhibited through the National Welfare Units and Public Relations Committees.³⁸ After 1950, publicity of government policies, programmes and activities among the rural people through film-shows came to be recognized as one of the most important tools of communication and the Home (Publicity) Department of the Government of West Bengal, like the Film Division of the Ministry of Information and Broadcasting, Government of India, began to produce and exhibit documentary films covering a wide range of subjects in consultation with the

various departments of government. These films were shown through the Department's audio-visual units in the districts and sub-divisions. Apart from the Department's own production, the Government also used to purchase documentaries produced by private film makers. Subsequently, the documentary films produced by the state government as well as the private parties were exhibited in the cinema houses along with the documentaries and newsreels produced by the Government of India on fifty-fifty basis.³⁹

Between 1977 and 1981, the Film wing of the Department produced thirty seven documentaries, nine children's films and one newsreel per month.⁴⁰ During 1984-85 three documentaries and eleven newsreels were produced by the Department. An amount of Rs. 71 lakhs was earmarked for the production and exhibition of films during 1984-85.⁴¹ In 1991-92, this amount came down to Rs. 55 lakhs.⁴²

With the changes in the structure and functions of the Department at the state level, aimed at centralization of all the public relations and publicity works of the government and promotion of a healthy culture, the organizational set-up at the divisional and district level was also revamped with the expectation of making it the most effective instrument of implementing the programmes of the Department. At the divisional level, the posts of Regional Publicity Officers were converted into the posts of Deputy Directors.

The duty of the Deputy Director at the divisional level is purely of administrative and supervisory nature and his prime responsibility is to coordinate the functions of the district and sub-divisional Information Officers.

It was apparent from the very beginning that official documents, notes and reports, outlining the nature of jobs and responsibilities of field officers working at the lowest level of official hierarchy and among the village people were absolutely non-existent. But, at the same time, for a clear understanding about the role of the Department in initiating and sustaining the process of communication between the government and the people, an assessment and evaluation of job performance of these officials, particularly of the SDIO, is of decisive importance. Hence, realizing the practical difficulties in such a venture, a complete reliance was made on personal interview with the concerned officials. Although a semi-structured questionnaire was used for interviewing the officials, they were encouraged to speak on their own, and a patient hearing was given to them while they were elaborating their experiences, perceptions and views about their job.

(D) Sub-Divisional Information Officer (SDIO)

The office of the SDIO at the bottom of the organizational hierarchy constitutes the key unit in the entire gamut

of administrative set-up. The rapid technological development of the present century has unquestionably brought about a revolution in the media of mass communication that have become vital centres for the transmission of knowledge, the dissemination of facts and the direction of various emotional appeals to influence public opinion. But communication is usually a two-way process involving stimulus and response. Mass media in the absence of an upward flow of information serve basically as one-way channels. Extensive feedback is essential for an effective communication programme, and this can be ensured through personal and group interactions, in addition to other impersonal media of mass communication. The SDIO stationed at each sub-division having jurisdiction over a number of blocks and being assisted by block level field works, is the driving force towards the attainment of the twin objectives of getting the people involved in the process of administration and enriching the cultural level of the masses.

The first and foremost duty of the SDIO is to disseminate information about government policies and programmes. But mere dissemination of information is not enough. Information may be diffused through press, television, radio, the motion picture and the printed materials. But information so diffused cannot ensure involvement on the part of the people, nor can facilitate evaluation of the responses and reactions of the people towards the policies and

programmes of the government. Thus, the success of government public relations activities depends largely on the use of such tools of communication as personal visit, meeting with the group leaders, group discussion, public speaking, etc. and this brings to the forefront the vital role that the SDIO would have to play as a perfect government-public relations practitioner. The chief objective of his function is to educate people about the policies and programmes of the government and to motivate them to action. Thus it is basically an extension work. Communication is meaningless if it fails to register the desired effect on its audience.

In each sub-division, the SDIO is required to perform a number of routine works. The SDIO acts as the press relations officer of the government at the sub-divisional level. As a press relations officer, it is his duty to collect news regarding the implementation of government programmes and projects and people's involvement in them for publicity through press and radio at the local and state levels. In order to perform his duty effectively and efficiently, the SDIO must have friendly access to all the government departments, voluntary organizations and associations, as well as to the local people. The SDIO collects news, summarizes them and sends them to local press and the press reporters as well as to the state level newspapers. Apart from direct service to the press, the SDIO transmits

important news items to the chief of the News Bureau so that the News Bureau may use these news in preparing press notes issued every afternoon for ensuring coverage in the national newspapers.

In every sub-division, the SDIO is equipped with an audio visual unit to organize at least fifteen filmshows every month with the objective of popularizing government policies and programmes among the rural people. The films are produced by the film production unit under the supervision of the Film Wing of the Department in the form of both Newsreels and documentaries. Before arranging a film-show, the SDIO makes a preliminary survey of the locality, finds out the village leaders whom the villages respect and trust, makes every possible effort to make them convinced in the objectives and programmes of government and motivates them to action. This method is based on the principle of 'work with people' instead of 'work for the people'. In this way, the Information Officers get the help of village leaders in mobilizing the support of the village people. Besides, the communication system in village is working wherever the villagers meet. Through scores of channels like fairs, bazars, bathing ghats, harvest fields, temples, news of film-show spread swiftly throughout the village. The villagers gather to see the movie and the SDIO and his staff use it as a platform to propagate government policies and programmes for development in various fields. An interval during the

projection of the film gives the SDIO an opportunity to speak on development plans and programmes and the citizens' role in carrying out these programmes. The villagers are also asked to speak on the occasion. The selection of speakers from the audience, however, requires great care so that a wrong selection may nip the entire mission in the bud.

Exhibitions in rural areas are mostly organized by the voluntary organizations, clubs or schools in cooperation with the district or sub-divisional information offices. The SDIO supplies the exhibited materials to the voluntary organizations for display and extends necessary help and cooperation. The themes of exhibition may be classified into two categories : informative and educative. There are some sets of exhibits that display the objectives, policies, plans and programmes of the government whose sole purpose is to create mass awareness and involvement in development programmes; there are others for highlighting the cultural level of the people and educating them in such subjects as national integration, rural development or social reform.

Thus, communication is most effective in face-to-face relations with people. The SDIO with his field workers may properly make use of this direct contact method⁴³ to understand the interests, problems, felt needs and attitudes of the people. Moreover, direct communication with the people makes it possible for the communicator to judge the success of communication by the latter's reaction. The SDIO under

the present system uses this method to a limited extent in the form of group talks on common problems of the people and their solution with the help of different development schemes of the government. Here, the office of the SDIO serves as a service agency for the other departments of government by way of carrying to the people the schemes of development of different departments like health and Family Planning, Agriculture, Education and so on.

(E) An Assessment

There is no doubt that the revamped organizational set-up of the Department of Information and Cultural Affairs, with its wide administrative network down to the block level, provides the necessary infrastructural facilities for ensuring a continuous, candid and persuasive two-way communication between the government and the people. The elaborate arrangements that have been made for the dissemination of information and for reinvigorating the cultural heritage of the state points to the bold attempt made by the state in this direction. But what is missing in the grandeur and fanfare is the real objective and the basic purpose of communication in development. First of all, although the government was thinking in terms of centralization of public relations and publicity works of all the departments, a number of departments like Agriculture and Community Development or Health

and Family Welfare, that are pursuing the programmes of development among the rural people, have their own arrangements for whatever public relations and publicity works they do in their respective fields of activity and in fact, do not like the idea of centralization. They maintain that keeping in view the specialized technical nature of jobs of their departments, it is not prudent to leave public relations and communication functions to the Department of Information and Cultural Affairs which is a common-service department. For instance, The Chief Publicity and Public Relations Officer of the Department of Agriculture, when asked about the necessity and use of having a Public Relations Cell in the Department of Agriculture in the context of centralization of activities, got infuriated and replied. "Are they agricultural specialists" ? Besides, the open-ended discussion with the respondents during the interviews revealed that there was ambiguity and overlapping between the public relations and publicity activities of the other departments and those pursued by the Department of Information and Cultural Affairs. Identical functions are performed by the departments lacking coordination and integration in their works. This is apparent not only in the decision-making process at the higher echelons of administration, but also at the bottom level where field-level functionaries are carrying out extension works among the rural people. For example, a health assistant who is the extension worker of

the Department of Health and Family Welfare, does not even know the field worker of the Department of Information and Cultural Affairs.

Secondly, there are also doubts and misgivings about the content of information. The information disseminated by the Department mostly projects the performance of the government as a political party in power and the basic objective of public relations and communication and the necessity of it in government for transmitting development message to the rural people is almost non-existent.

Since 1977, when the Department changed its nomenclature, and was designated as the Department of Information and Cultural Affairs, the cultural aspect of its activity received a jolt and special attention was given for enriching the cultural environment of the state and preserving the rich cultural heritage of its people. For the preservation and promotion of traditional arts and culture like folk-song, folk-dance, drama, music, painting and sculpture, several programmes like extension of financial assistance to individuals and institutions working in these fields, setting up of centres with full government assistance for the purpose of research and development in different fields of arts and culture, institution of awards for excellency in these fields, preservation of arts by way of setting up museums and art galleries, have been initiated by the Department. Notwith-

standing the fact that the efforts are praiseworthy, they prove the urban inclination in the activities of the Department while the majority of people live in the villages. The more disheartening part is that the government does not make the right use of these traditional media whose importance is universally acknowledged now-a-days in a participatory model of development. These traditional media have immense potentiality to bring to the people the messages of development in their own language and that is yet to be realized by the Department. This is chiefly due to lack of knowledge and training in modern use of the media of communication in the newer concepts of development. The interview with the officials clearly revealed that the people who were handling the media were guided by time-worn official rules and procedures. One will be struck at seeing the level of their ignorance about new innovations in the field of communication.

As a corollary of the fact it may also be pointed out that every exercise in the department is stereotype. In matters of advertisement, the Department spends more money on classified advertisements which are part of routine administrative works of government, and do not generally have any informative value. Moreover, in the absence of detailed readership survey, it is difficult to assess the impact of such advertisements. Similarly, publications of the Department which mostly contain articles on important events or life and work of outstanding personalities, serve to some

extent the literary interests of educated urban people, but from the point of view of creating a climate of understanding among the rural masses and establishing a rapport between government and the people, these publications have failed to produce the desired result.

Above all, effective communication, which is a two-way process, requires organized feedback mechanisms for assessing the responses of the people towards government policies and programmes. But in the absence of requisite infrastructural arrangements and for poor extension service, evaluation of the impact of communication is a neglected field in the functioning of the Department.

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CHAPTER V

Communication in Rural Development in West Bengal : Role
and Working in Public Health Programmes: Results of Field
Survey

CHAPTER V

Communication in Rural Development in West Bengal ; Role and Working in Public Health Programmes;Results of field Survey

Introduction

Development administration involves carrying out planned change in the economy (in agriculture or industry, or the capital infrastructure supporting either of these) and to a lesser extent, in the social services of the state (especially education and public health).¹ Countries like India that have embarked on an all-out effort of social transformation must take this into account in the process of development of their social and cultural lives along with their concern with the growth of material production. The acceptance and indiscriminate adoption of western technology and scientific knowledge in the countries of the third world without giving adequate consideration to the abilities of the social structures of those countries to temper the absorption of this impact has

led in many a countries to the erosion of the elements of indigenous cultures and values and the sapping of the vitality of social structures. As a result, it leads to growing economic inequalities and social injustice. To curb this tendency, there is an immediate need to refashion development strategies in order to ensure social justice for all.

Health constitutes one of the important components of overall economic and social development. The study jointly undertaken by the ICSSR and ICMR observed that health is a function, not merely of medical care, but of the overall development of society - cultural, economic, educational, social and political.² The International Conference on Primary Health Care, organized jointly by the WHO and UNICEF at Alma Ata in the USSR in 1978 argues that any distinction between economic and social development is untenable. Economic development is necessary to achieve most social goals and social development is necessary to achieve most economic goals. Indeed, social factors constitute the real driving force behind development. The purpose of development is to permit people to lead economically productive and socially satisfying lives".³ The Declaration further recommended that "government (should) encourage and ensure full community participation through effective propagation of relevant information, increased literacy and the development of the necessary institutional arrangements through which individuals families and communities can assume responsibility for their health and well-being."⁴

A. Administration of Public Health Programmes in India

The Constitution of India specifies the allocation of responsibilities between the Union and the States in the three lists in its Seventh Schedule. Public health as an area of State responsibility is included in the State List. The health-related subjects in the Concurrent List are lunacy and mental deficiency, adulteration of food stuffs, etc., population control and family planning, medical education, the medical profession and vital statistics. Nevertheless, the Centre has taken a lead in the development of public health through the instrumentality of Central planning.

The district in India is the locus of all developmental activities, and it is at this level that the citizen experiences the presence and operation of the state government. Public health, which is commonly bracketed among the administration tasks of district administration, is technical in nature and requires considerable autonomy. Generally, the Chief Medical Officer of Health is in overall charge of medical and public health administration of the district. He is assisted in the performance of his function by a number of Deputy Chief Medical Officers. In the Darjeeling district in which the present study has been conducted, there are three Deputy Chief Medical Officers looking after administration, control of malaria and registration of birth and death, family welfare and maternity and child health respectively. With the

introduction of Multi-Purpose Rural Health Programme, further decentralization in the administration of health services at its operational level has taken place and the Block has come to be recognized as the nucleus in the operation of the new multi-purpose development programme in health. The Block Medical Officer of Health is in charge of the entire effort in the field of community health and medical care. He, is, however, assisted in this gigantic task by a number of officials holding independent responsibilities of different segments of the programme. The structure of health administration at the Block level can be clearly understood from the organizational chart 5.1.

B. Selection of Locale of Study

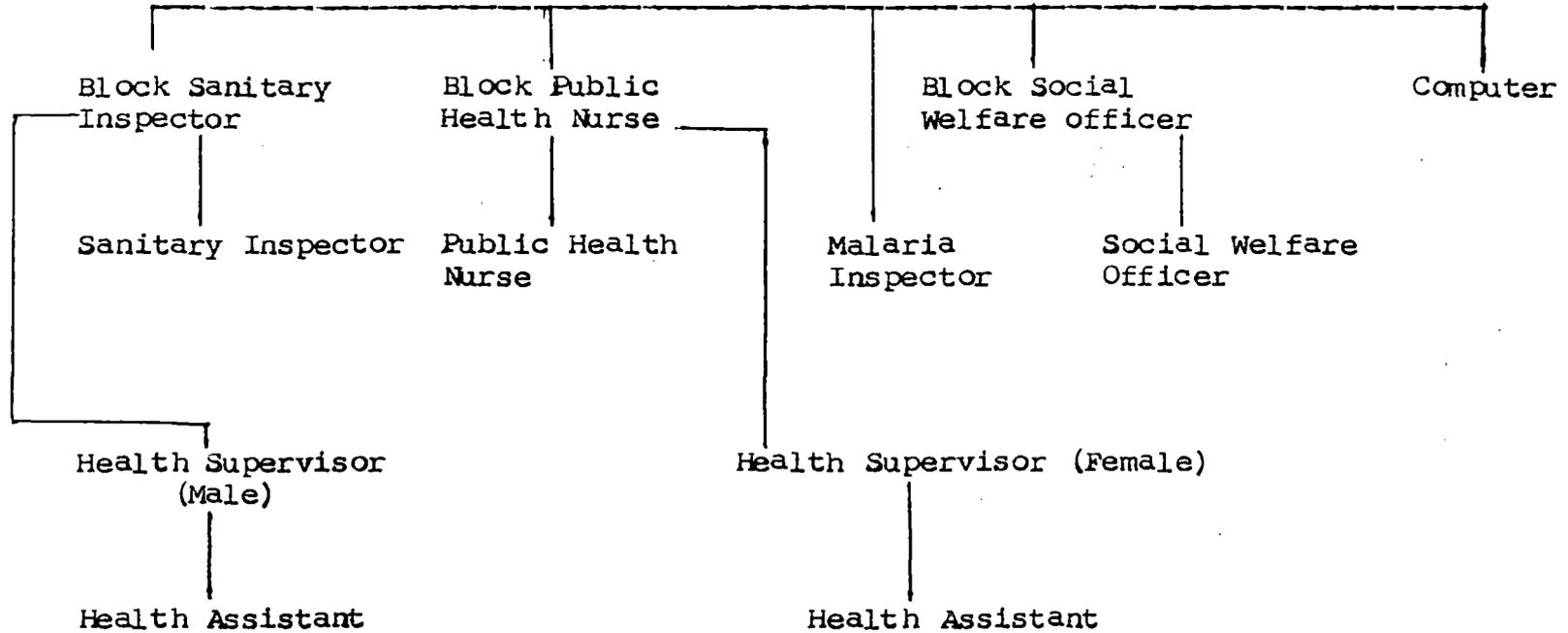
There are twelve development blocks in the District of which four are within the Siliguri Sub-Division. One of the blocks - Matigara - has been selected for study by using the lottery method of random selection. The Matigara block has been divided into two sectors - each in charge of two supervisors (one male and one female). Each sector comprises six subcentres. Each subcentre is under one Health Assistant (M) and one Health Assistant (F). As the study was intended to examine the extent of availability of mass media to the people and to assess the response of the people to what is communicated through the media, i.e., the content of

Block-level set up

Chart 5.1

Block Medical Officer of Health

[BMO (H)]



communication, the method of sample survey had been adopted. For this purpose, one of the villages under the Matigara Block had been selected from among the villages having Scheduled Caste and Scheduled Tribe population to the extent of fifty per cent of the total population, by using a table of random numbers. The Tomba Jot which had been selected for intensive study has had a population of 773 as per 1981 Census report. However, the population in the village has registered an increasingly rapid rate of growth. The selection of the respondents had been made by adopting the method of systematic random sampling from the voters' list which listed the names of sixteen hundred people. The sample size was kept at hundred.

C. Demographic characteristics

Tomba Jot, the village under survey, is located at a distance of four kilometres from Siliguri sub-divisional township and one kilometre from Matigara which is a central place surrounded by a cluster of villages. There is a market and a weekly hat takes place at Matigara. A regular bus service is also available between Matigara and Siliguri and Matigara and Bagdogra, another urban conglomeration. Besides, there are other means of transportation like auto-rickshaw, etc. There is a high school, a primary health centre and a few state government offices including the office of Comprehensive Area Development Project. According to the 1981

Census Report, the village has an area of 145.34 hectares. The River Mahananda has flown over it dividing the village into two parts. Thus, during the rainy season when the river is in full spate, it is not possible for anyone to cross the river and go from one part to another. However, during winter and summer, people can cross the river by foot. The people of the village cherish the hope that a bridge will soon be constructed over the river, but it is difficult to say when it will really materialise. As a result, while road-link between one part of the village and Matigara is readily available, the other part of the village is virtually cut off. The relative backwardness of this part of the village in comparison to the other one is very apparent.

The village reflects a cosmopolitan character. A large section of the village population comprises Beharis who had settled across the bank of the river a few years back. Besides, there are Rajbansis and Bengalees, most of whom belong to low castes. The people belonging to upper castes constitute a negligible percentage of the total population. The economy of the village is in a miserably bad shape. The villagers barring a few families are in general very poor. Most of the villagers are daily labourers working either on others' agricultural land or in other sectors in nearby township. They live in small hutments in a totally unhygienic condition. The number of daily labourers in the sample is 27 while housewives form 37 per cent of the respondents.

Table 5.1

<u>Demographic Characteristics of the Respondents</u>					
Age	N	Sex	N	Religion	N
18-27 years	34	Male	52	Hindu	95
28-37 years	30	Female	48	Muslim	4
38-47 years	17			Christian	1
48-57 years	7				
58-67 years and above	12				
Total	100		100		100

<u>Demographic Characteristics of the Respondents</u>					
Caste	N	Education	N	Occupation	N
General	33	Illiterate	57	Cultivators	10
Scheduled Caste	63	Literate	8	Daily Labourers	27
Scheduled Tribe	4	Primary	9	Housewives	37
		High School	25	Servicemen	12
		High School completed	1	Businessmen	4
		College		Semi skilled	2
				Unemployed	8
Total	100		100		100

The number of persons engaged in agriculture is not also very significant, only 10 out of total respondents are cultivators.

So far as age is concerned, most of the respondents belong to age-groups of 18 years to 27 years and 28 years to

37 years. The largest number falls into the age-group of 18 years to 27 years and next comes the age-group of 28 years to 37 years. Of the total respondents, 95 are Hindus by religion. However most of them belong to Scheduled Castes. Out of hundred, 63 belong to Scheduled Castes, 4 are Scheduled Tribes and 33 persons belong to general castes. The number of illiterate persons in the sample is as high as 57 per cent, while the number of those having some high school education is 25. Only one person has completed high school education and significantly, he belongs to the age-group of 63 years and above.

The primary objective of the study being to examine the working of the process of communication among rural people in selected fields, e.g. health and agriculture, the study has been done in three parts. An enquiry has been made to assess, first, the access of the people to different media of communication and the level of their understanding; second, the knowledge of the people about the messages communicated through the media and the relative importance of different media; and third, the communication effect. For this purpose, questions had been incorporated in the interview schedule to find out the relationship between the independent variables and a set of dependent variables. A number of questions had also been inserted into the interview schedule mentioning special programmes on health, and respondents had been interviewed to know if they had

information about these programmes and the sources of information and to see the degree of acceptance and adoption of these programmes by the respondents.

The findings of the study have been presented through a number of tables.

Table 5.2

Exposure of the Respondents to Different Types of Media of Communication (Mass media and Interpersonal media)

Types of media of communication	Yes	No	N
Newspaper	23.00%	77.00%	100
Radio	67.00	33.00	100
Television	36.00	64.00	100
Poster	81.00	19.00	100
Film	34.00	66.00	100
Health worker	70.00	30.00	100

Table 5.2 shows that radio and poster serve as important sources of information to the respondents. 67% of the respondents are listening to radio, while 81 per cent of the respondents have noticed posters, particularly on the walls of Health Centre or Panchayat office. Film and Television have limited access to village people. Films on health and other informative topics carrying development messages are shown to the village people either by the mobile units of the Directorate of Field Publicity or by the publicity wings

of different Departments of State Government, including the Department of Information and Cultural Affairs. However, in most cases, it is the clubs and the voluntary organizations that make arrangement for screening such films in collaboration with either DFP or state departments. Table 5.2 shows that 34 per cent and 36 per cent of the respondents have seen films and television respectively. Television has got relatively small audience because very few of the villagers have got T.V. sets, although from the survey conducted it may be safely inferred that if there were any community Centre with a T.V. set, programmes on health and family welfare would get better publicity than what could be obtained from other media. However, health talk or discussion on specific health problems by a panel of doctors does not yield much unless these are supported by some actions on the T.V. As the rate of literacy is very low in the village, newspapers do not play any effective role in this field. Only 23 per cent of the respondents read newspaper. There are two health assistants (one male and one female) attached to the village. The health assistants, particularly the male assistant, is known to most of the villagers.

While the messages communicated through radio or T.V. are easily understood by the respondents because of the nature of presentation and its audio or audio-visual impact, this is not true in the case of poster or film

Table 5.3

Exposure to and Understanding of the Message Communicated Through Poster and Film

Media of communication	Exposure to media		N	Understanding of the message communicated		N
	Yes	No		Yes	No	
Film	34.00%	66.00%	100	19.00%	15.00%	100
Poster	81.00	19.00	100	23.00	58.00	100

Table 5.3 shows that while 34 per cent of respondents have seen films, only 19.00 per cent of them have understood the message communicated through the story of the film. In case of poster, although the percentage of respondents who have noticed posters is unexpectedly high, only 23.00 per cent of them can go through the meaning of the poster. Thus it may safely be stated that film as a medium of mass communication will yield no effective result unless the story of the film and mode of presentation is made simple and easily intelligible to the level of village people who would be able to understand what is communicated. The same logic applies in case of posters. Most of the posters are unattractive and too symbolic to be understood by the illiterate village people. In both cases, the reason is that the stories of films are selected and posters are visualized by those who sit in the higher echelons of decision-making and

and do not have even the first-hand knowledge of what a village really reflects - the bureaucrats. The officials who are working in the field are never consulted.

D. Communication Structures

In this chapter, therefore, an attempt has been made to examine the relationship between the socio-economic variables and attributes on the one hand and access of the respondents to different media of mass communication, and the level of their understanding, the knowledge of the respondents about specified programmes, the relative importance of different media in programme campaign and the effectiveness of programme campaign on the other in the field of health activity. For the purpose of testing hypotheses about these relationships, reliance has been made on the chi-square test. Given the small size of the sample, all the tests are considered significant at the .05 level of significance. The null hypothesis is retained in each case where P is greater than this level.

Religion and Communication Structures

The number of non-Hindu respondents in the village is very small. Out of 100 respondents, there are 95 Hindus,

4 Muslims and one Christian. The number of Muslim and Christian respondents is so insignificant that it will be of no help to determine the relationship between religion and the communication structures.

Age and Communication Structures

The explanatory hypothesis adopted here suggests that variation in age is directly related to the access to different media of communication and the level of understanding of the messages communicated through these media. The younger age-groups have greater access and ability to understand the messages communicated than the older age-groups. Obviously, the null hypothesis denies the validity of the research hypothesis. The data obtained are summarized in tables 5.4 to 5.10. It is found that except in case of radio, the null hypothesis has been rejected in all other cases.

Table 5.4 shows that there is no uniformity in the rise and fall of percentage of respondents who use radio as a medium of communication. The highest percentage (50.00) of people listening to radio 'very often' belongs to the oldest age-group (58-67 years and above). The percentage of respondents who listen to radio 'very often' is also quite high in the age-groups of 18-27 years and 28-37 years. The percentage

Table 5.4Age and Access to Media - Radio

Age	Never	Sometimes	Very often	N
18-27 years	29.41%	23.52%	47.05%	34
28-37 years	26.66	26.66	46.66	30
38-47 years	47.05	35.29	17.64	17
48-57 years	42.85	28.57	28.57	7
58-67 years and above	33.33	16.66	50.00	12
Total	33.00	26.00	41.00	100

$$\chi^2 = 13.5214$$

$$df = 8$$

P lies between .10 and .20

of respondents who never use radio is highest in the age -group of 38-47 years. However, the percentage of people listening to radio either regularly or sometimes is pretty high (67.00) in comparison to the percentage of respondents who do not have any access to radio (33.00). The Chi-square value of the data in the table is 13.5214. P lies between .10 and .20. Hence, there is no significant association between age and listening to radio. The null hypothesis is to be retained.

Table 5.5 shows that only 11.00 per cent of the respondents have access to television 'very often' and 25.00 per

Table 5.5Age and Access to Media - Television

Age	Never	Sometimes	Very often	N
18-27 years	50.00%	29.41%	20.58%	34
28-37 years	60.00	30.00	10.00	30
38-47 years	76.47	23.52	0.00	17
48-57 years	71.42	14.28	14.28	7
58-67 years and above	91.66	8.33	0.00	12
Total	64.00	25.00	11.00	100

$$\chi^2 = 50.71459$$

$$df = 8$$

P is less than .01

cent of the respondents have it 'sometimes'. For the rest of the respondents, television does not have any role as a medium of communication. The age-wise break-up shows that the highest percentage of the respondents (20.58) who see television 'very often' is in the 18-27 age group while 30.00 per cent of 28-37 age group and 29.41 per cent of 18-27 age group see television 'to some extent'. The chi-square value is 50.71459 and P is less than .01. Hence it can be inferred that there is significant association between age and television as a medium of communication and the null hypothesis is rejected.

Table 5.6
Age and Access to Media - Poster

Age	No	Yes	N
18-27 years	14.70%	85.29%	34
28-37 years	20.00	80.00	30
38-47 years	17.64	82.35	17
48-57 years	14.28	85.71	7
58-67 years and above	33.33	66.66	12
Total	19.00	81.00	100

$$\chi^2 = 40.02141$$

$$df = 4$$

P is less than .01

The data contained in Table 5.6 reveal that poster as a medium of communication is very significant for almost all age groups. The highest percentage (85.71) of respondents who have noticed posters at different places belong to age-group of 48-57 years followed by 85.29 per cent in the age group of 18-27 years and the lowest (66.66) is among the respondents belonging to the age-group of 58-67 years and above. The chi-square value of the data in the table is 40.02141 and P is less than .01. Therefore, age as a variable has got significant association with this medium of communication and the null hypothesis is rejected. However,

although the percentage of respondents exposed to this medium is obviously quite high, the percentage of people who can understand the meaning of the posters is surprisingly low.

Table 5.7

Age and Understanding of the Message Communicated
through Media - Poster

Age	No	Yes	Inapplicable	N
18-27 years	50.00%	35.29%	14.70%	34
28-37 years	60.00	20.00	20.00	30
38-47 years	76.47	5.88	17.64	17
48-57 years	57.14	28.57	14.28	7
58-67 years and above	41.66	25.00	33.33	12
Total	58.00	23.00	19.00	100

$$\chi^2 = 23.0674$$

$$df = 8$$

P is less than .01

Table 5.7 shows that while 81.00 per cent of the respondents have noticed posters, only 23.00 per cent have understood the meaning of the message communicated through this medium. The age-wise break up shows that the highest percentage (35.29) of respondents who can follow the meanings of the posters belongs to the youngest age group while the lowest

(5.88) is found in the age-group of 38-47 years. The chi-square value of the data in the table is 23.0674. P is less than .01 and the null hypothesis is rejected.

Table 5.8

Age and Access to Media - Film

Age	No	Once	Twice	More than twice	N
18-27 years	64.70%	11.76%	8.82%	14.70%	34
28-37 years	60.00	16.66	13.33	10.00	30
38-47 years	70.58	5.88	17.64	5.88	17
48-57 years	71.42	28.57	0.00	0.00	7
58-67 years and above	75.00	16.66	8.33	0.00	12
Total	66.00	14.00	11.00	9.00	100

$$\chi^2 = 70.9462$$

$$df = 12$$

P is less than .01

Table 5.8 reveals that only 34 per cent of the respondents have seen informative films either once or twice or more than twice. The highest percentage (40.00) of people belong to the age-group of 28-37 years and the lowest (25.00) is found in the age-group of 58-67 years and above followed by 28.58 per cent in the age-group of 48-57 years. The percentage of respondents who have never seen such film is quite high in almost all age-groups. The chi-square value is 70.9462 and P is less than .01. Hence age is significantly associated with film as a medium of communication. More-

over the percentage of respondents who have understood the theme of the film registers a further low trend.

Table 5.9
Age and Understanding of the Message Communicated
through Media - Film

Age	No	Yes	Inapplicable	N
18-27 years	8.82%	26.47%	64.70%	34
28-37 years	20.00	20.00	60.00	30
38-47 years	17.64	11.76	70.58	17
48-57 years	14.28	14.28	71.42	7
58-67 years and above	16.66	8.33	75.00	12
Total	15.00	19.00	66.00	100

$$\chi^2 = 62.45375$$

$$df = 8$$

P is less than .01

Table 5.9 shows that while 34.00 per cent of the respondents have seen film, only 19.00 per cent of them have understood the content of the film. The age-wise break-up shows that the highest percentage is found in the age-group of 18-27 years followed by the age-group of 28-37 years. The chi-square value of the data is 62.45375 and P is less than .01. The null hypothesis is rejected.

Table 5.10Age and Access to Media - Newspaper

Age	Never	Sometimes	Very often	N
18-27 years	67.64%	14.70%	17.64%	34
28-37 years	70.00	16.66	13.33	30
38-47 years	100.00	0.00	0.00	17
48-57 years	71.42	14.28	14.28	7
58-67 years and above	91.66	8.33	0.00	12
Total	77.00	11.00	12.00	100

$$\chi^2 = 86.93915$$

$$df = 8$$

P is less than .01

Table 5.10 shows that newspaper as a medium of communication plays a very insignificant role in the village. The percentage of people who do not read newspaper is very high (77.00). The highest percentage of respondents who read newspaper 'very often' belongs to the age-group of 18-27 years. Newspapers do not play any role for the age-group of 38-47 years. There is no uniform pattern in the rise and fall of percentage of respondents who read newspaper either 'sometimes' or 'very often'. However, the chi-square value of the data in the table is 86.93915 and P is less than .01. Hence the null hypothesis is rejected.

Sex and Communication Structures

Sex is an important factor so far as access of the people to different media of communication is concerned. The research hypothesis states that the males are more exposed to different media and have greater ability to understand the messages communicated through media than the females. The data are presented in tables 5.11 to 5.17. It is found that except in cases of access to radio and poster, the null hypothesis is discarded in all other cases.

Table 5.11

Sex and Access to Media - Radio

Sex	Never	Sometimes	Very often	N
Male	23.07%	23.07%	53.84%	52
Female	43.75	29.16	27.08	48
Total	33.00	26.00	41.00	100

$$\chi^2 = .3995947$$

$$df = 2$$

P lies between .80 and .90

Table 5.11 shows that while 53.84 per cent of the male respondents are listening to radio 'very often', the corresponding percentage in the case of female respondents is only 27.08 - almost half of the male respondents. Nevertheless 23.07 per cent of the males and 29.16 per cent of the females

answer that they listen to radio 'sometimes'. This shows that males have greater access to radio as a medium of communication than the females. However, the chi-square value of the data in the table is .3995947 and P lies between .80 and .90. Hence, the null hypothesis is to be retained.

Table 5.12

Sex and Access to Media - Television

Sex	Never	Sometimes	Very often	N
Male	61.53%	28.84%	9.61%	52
Female	66.66	20.83	12.5	48
Total	64.00	25.00	11.00	100

$$\chi^2 = 26.58735$$

$$df = 2$$

P is less than .01

Table 5.12 shows that the percentage of the female respondents who did not see television is higher than the percentage of their male counterparts. The total percentage of male respondents who see television either 'sometimes' or 'very often' is also higher than the female respondents. However, while 12.5 per cent of the females see television 'very often' the corresponding percentage in case of male respondents is 9.61. The chi-square value is 26.58735 and P is less than .01. This shows that sex as an attribute has

got significant relationship with access to this particular medium of communication.

Table 5.13

Sex and Access to Media - Poster

Sex	No.	Yes	N
Male	13.46%	86.53%	52
Female	25.00	75.00	48
Total	19.00	81.00	100

$$x^2 = 2.159245$$

$$df = 1$$

P lies between .10 and .20

The data presented in Table 5.13 again indicate that male respondents are more exposed to different types of posters than their female counterparts. This is obvious because of the difference in the nature of jobs of men and women. Women for most of the time remain confined to their homes. While 86.53 per cent of the male respondents answered in the affirmative, the corresponding percentage in case of females is only 75.00. However, the chi-square value is 2.159245 and P lies between .10 and .20. Hence the null hypothesis is retained. Moreover, although the percentage of male respondents who have noticed posters is remarkably high, the percentage of those who can understand the meanings

of posters is very low. Table 5.14 shows that only 28.54 per cent of the male respondents can understand the meaning of the message communicated through posters while the percentage

Table 5.14

Sex and Understanding of the Message Communicated
through Media - Poster

Sex	No	Yes	Inapplicable	N
Male	57.69%	28.84%	13.46%	52
Female	58.33	16.66	25.00	48
Total	58.00	23.00	19.00	100

of male respondents who do not understand is as high as 57.69. In case of female respondents the corresponding percentages are 16.66 and 58.33 respectively. The chi-square value of the data in this table is 17.57576 and P is less than .01. Hence it can be safely stated that sex as an attribute is significantly associated with the level of understanding of messages communicated through this medium.

The data presented in table 5.15 establish that the percentage of female respondents who have never seen informative films is as high as 81.25, compared to the male respondents who register a lower percentage (51.92). However, table 5.16 shows that although 48.06 per cent of the male respondents answer that they have seen films either once or

Table 5.15Sex and Access to Media - Film

	No	Once	Twice	More than twice	N
Male	51.92%	15.38%	17.3%	15.38%	52
Female	81.25	12.5	4.16	2.08	48
Total	66.00	14.00	11.00	9.00	100

$$x^2 = 8.111861$$

$$df = 3$$

P is less than .05

twice or more than twice, only 32.69 per cent of them can understand the theme of the film. In case of the female respondents, the percentage of respondents who can follow

Table 5.16Sex and Understanding of the Message Communicated through Media - Film

Sex	No	Yes	Inapplicable	N
Male	15.38%	32.69%	51.92%	52
Female	14.58	4.16	81.25	48
Total	15.00	19.00	66.00	100

$$x^2 = 44.65353$$

$$df = 2$$

P is less than .01

the meaning underlining the films is extremely low. (4.16) This is quite natural because of mass illiteracy widespread among the women folk. The chi-square values of the data in two tables are 8.111861 and 44.65353 and P is less is than .05 and .01 respectively. Hence the null hypotheses are rejected.

Table 5.17

Sex and Access to Media - Newspaper

Sex	Never	Sometimes	Very often	N
Male	59.61%	19.24%	21.15%	52
Female	95.83	2.08	2.08	48
Total	77.00	11.00	12.00	100

$$X^2 = 30.89283$$

$$df = 2$$

P is less than .01

Table 5.17 indicates that printed media play a very insignificant role among the rural masses, particularly in case of women. The data presented in table 5.17 show that only 4.16 per cent of the female respondents read newspaper. The corresponding percentage in case of male respondents is, however, a little promising. 19.24 per cent of the male respondents read newspaper 'sometimes' and 21.15 per cent of them is in the habit of reading newspaper 'very often'. However, almost sixty per cent (59.61) of the male respondents do not have any access to printed media. Here again

the chi-square value of the data in this table is 30.89283 and P is less than .01. So it can be stated that sex is significantly correlated with access to this particular medium of communication.

Education and Communication Structures

The explanatory hypothesis adopted here states that the higher the level of education, the greater is the access to different media of communication and the ability to comprehend the messages communicated through these media. Nevertheless, the village is engulfed with widespread illiteracy and to the villagers education is almost a far cry without even a primary school in the village. The children have to walk a long distance at the outskirts of the village where there is a primary school run by the government. The data are presented in tables 5.18 to 5.24. It shows that there is a positive correlation between the level of education and exposure to different media of communication and understanding of the messages communicated through these media.

The data presented in table 5.18 reveal that only 26.31 per cent of the illiterates listen to radio 'very often'. The percentage shows a steady rise with the rise in the level of education. Of the respondents with primary level of education 66.66 per cent have access to radio as a medium of communication. The percentage registers a slow fall

Table 5.18Education and Access to Media - Radio

Education	Never	Sometimes	Very often	N
Illiterate	42.1%	31.57%	26.31%	57
Literate	50.00	12.5	37.5	08
Primary	11.11	22.22	66.66	09
High School	16.00	20.00	64.00	25
High School completed	0.00	0.00	100.00	1
Total	33.00	26.00	41.00	100

$$\chi^2 = 48.28895$$

$$df = 8$$

P is less than .01

(64.00) in case of respondents having some high school education. The chi-square value of the data is 48.28895 and P is less than .01. Therefore it is established that there is significant association between the level of education and access to radio as a medium of communication.

Table 5.19 shows that the level of education has got some relationship with the use of television as a medium of communication. The highest percentage (32.00) of respondents who see television 'very often' falls in the category of those who have some high school education. 66.66 per cent of

Table 5.19Education and Access to Media - Television

Education	Never	Sometimes	Very often	N
Illiterate	73.68%	22.81%	3.5%	57
Literate	87.5	0.00	12.5	8
Primary	33.33	66.66	0.00	9
High School	48.00	20.00	32.00	25
High School Completed	0.00	100.00	0.00	1
Total	64.00	25.00	11.00	100

$$x^2 = 72.236$$

$$df = 8$$

P is less than .01

the respondents who have primary level of education see television 'sometimes' while 12.5 per cent of the 'just literate' respondents see television 'very often'. The chi-square value is 72.236 and P is less than .01. Therefore there is again significant association between the level of education and viewing of television as a medium of communication.

It may be inferred from the data presented in table 5.20 that there is a significant association between the level of education and the exposure to different types of posters.

Table 5.20Education and Access to Media - Poster

Education	No	Yes	N
Illiterate	24.56%	75.43%	57
Literate	12.5	87.5	8
Primary	22.22	77.77	9
High School	8.00	92.00	25
High School Completed	0.00	100	1
Total	19.00	81.00	100

$$\chi^2 = 37.79484$$

$$df = 4$$

P is less than .01

The lowest percentage (75.43) is found among the illiterate respondents and it registers a constantly rising trend with the rise in the level of education. However, there is a fall in the percentage (77.77) in case of respondents with primary level of education and it again raised to 92.00 in case of respondents with some high school education. The chi-square value of the data contained in this table is 37.79484 and P is less than .01. Hence the null hypothesis is rejected.

Table 5.21 reveals that while the percentage of respondents who have noticed posters at different places is significantly high, the percentage of people who have understood

Table 5.21Education and Understanding of the Message Communicated through Media - Poster

Education	No	Yes	Inapplicable	N
Illiterate	64.91%	10.52%	24.56%	57
Literate	50.00	37.5	12.5	8
Primary	66.66	11.11	22.22	9
High School	44.00	48.00	8.00	25
High School Completed	0.00	100.00	0.00	1
Total	58.00	23.00	19.00	100

$$\chi^2 = 50.38396$$

$$df = 8$$

P is less than .01

the theme of posters is very low. Among the illiterates, out of 75.43 per cent of respondents who have noticed posters, only 10.52 per cent are in a position of understanding the meaning communicated through this particular medium. Among those who have some high school education, the figure is to some extent appreciable, as out of 92.00 per cent of respondents falling in this group, 48 per cent of respondents can follow the theme of the posters. This establishes a positive correlation between the level of education and the ability to understand the meaning of the message communicated through media like posters. The chi-square value is 50.38396 and the null hypothesis is discarded.

Table 5.22Education and Access to Media - Film

Education	No	Once	Twice	More than twice	N
Illiterate	75.43%	14.03%	8.77%	1.75%	57
Literate	75.00	12.5	0.00	12.5	8
Primary	44.44	11.11	0.00	44.44	9
High School	48.00	16.00	24.00	12.00	25
High School Completed	100.00	0.00	0.00	0.00	1
Total	66.00	14.00	11.00	9.00	100

$$\chi^2 = 64.33118$$

$$df = 12$$

P is less than .01

The data presented in table 5.22 reveal that among the illiterates the percentage of respondents who have never seen informative films is as high as 75.43. However, there is no uniform trend in the rise and fall of percentage with the rise in the level of education. Among the people having primary level of education, the percentage of respondents who have seen such films is 55.55. The percentage (52.00) falls slightly in case of respondents having some high school education. The chi-square value of the data presented in the table is 64.33118. Here, again, the null hypothesis is rejected.

Table 5.23

Education and Understanding of the Message Communicated
through Media - Film

Education	No	Yes	Inapplicable	N
Illiterate	21.05%	3.5%	75.43%	57
Literate	0.00	25.00	75.00	8
Primary	11.11	44.44	44.44	9
High School	8.00	44.00	48.00	25
High School Completed	0.00	0.00	100.00	1
Total	15.00	19.00	66.00	100

$$\chi^2 = 73.0533$$

$$df = 8$$

P is less than .01

However, in case of understanding of the theme of such films as revealed by data presented in Table 5.23, the percentage of respondents rises with an increase in the level of education. So the figure is 3.5 per cent among the 'illiterates'. It rises to 25.00 per cent among the 'literate' and 44.44 per cent in case of respondents with primary level of education. Among the respondents having some high school education the percentage is 44.00 per cent. This reveals that the understanding of the message communicated through films is significantly associated with the level of education. The chi-square value is 73.0533. With 8 degrees of freedom

P is less than .01 and the null hypothesis is discarded.

Table 5.24

Education and Access to Media - Newspaper

Education	Never	Sometimes	Very often	N
Illiterate	100.00%	0.00%	0.00%	57
Literate	75.00	25.00	0.00	8
Primary	77.77	11.11	11.11	9
High School	28.00	32.00	40.00	25
High School Completed	0.00	0.00	100.00	1
Total	77.00	11.00	12.00	100

$$\chi^2 = 77.8777$$

$$df = 8$$

P is less than .01

Table 5.24 shows that the percentage of respondents having access to printed media increases with the rise in the level of education. Among the illiterates, newspaper does not play any role as a medium of communication since the respondents within this group do not even listen to newspapers read by others. 25.00 per cent of the just literate read newspaper 'sometimes' and 11.11 per cent of the respondents having primary level of education get news from newspapers 'very often'. The percentage is remarkably high among the respondents with some high school education where 40.00 per

cent of the respondents read newspaper 'very often' and 32.00 per cent of them 'sometimes'. The chi-square value of the data is 77.8777 and P is less than .01. Therefore education as a variable is significantly related to this medium of communication and the null hypothesis is rejected.

Occupation and Communication Structures

The research hypothesis adopted here suggests that occupation as a social variable is directly related to different communication structures. People who are in service in either government or private establishments are more exposed to different media and have greater ability of comprehension than people in other occupational groups. The data are presented in tables 5.25 to 5.31.

Table 5.25

Occupation and Access to Media - Radio

Occupation	Never	Sometimes	Very often	N
Cultivators	30.00%	10.00%	60.00%	10
Daily Labourers	48.14	29.62	22.22	27
Housewives	35.13	37.83	27.02	37
Servicemen	8.33	8.33	83.33	12
Businessmen	50.00	0.00	50.00	4
Semiskilled	0.00	0.00	100.00	2
Unemployed	12.5	25.00	62.5	8
Total	33.00	26.00	41.00	100

$$\chi^2 = 50.95197$$

$$df = 12$$

P is less than .01

Table 5.25 shows that 83.33 per cent of respondents who are in service listen to radio 'very often'; quite a large percentage of the 'unemployed' respondents (62.5) and cultivators (60.00) is also in the habit of receiving information through radio 'very often'. Of the housewives, 27.02 per cent answer that they listen to radio 'very often' and 37.83 per cent reply 'sometimes'. The chi-square value of the data is 50.95197. With 12 degrees of freedom. P is less than .01. Hence it can be clearly stated that occupation as a variable has got significant association with listening to radio programmes. The null hypothesis is rejected.

Table 5.26
Occupation and Access to Media - Television

Occupation	Never	Sometimes	Very often	N
Cultivators	90.00%	10.00%	0.00%	10
Daily labourers	70.37	29.62	0.00	27
Housewives	67.56	18.91	13.51	37
Servicemen	50.00	25.00	25.00	12
Businessmen	75.00	0.00	25.00	4
Semi-Skilled	0.00	50.00	50.00	2
Unemployed	25.00	62.5	12.5	8
Total	64.00	25.00	11.00	100

$$\chi^2 = 67.10136$$

$$df = 12$$

P is less than .01

The data presented in table 5.26 reveal that the percentage of respondents not viewing television is quite high among all the occupational groups. The lowest (25.00) is among the 'unemployed'. 62.5 per cent of the respondents in the 'unemployed' group reply that they view television 'sometimes' and 12.5 per cent answer 'very often'. Among the service holders, the percentage of respondents who see television 'very often' is 25.00. However, the highest percentage (90.00) of respondents who do not see television is among the cultivators. The chi-square value of the data contained in this table is 67.10136 and P is less than .01. This states that there is a significant relationship between occupation and access to television as a medium of communication.

Table 5.27
Occupation and Access to Media - Poster

Occupation	No	Yes	N
Cultivators	10.00%	90.00%	10
Daily labourers	14.81	85.18	27
Housewives	24.32	75.67	37
Servicemen	16.66	83.33	12
Businessmen	50.00	50.00	4
Semi-Skilled	0.00	100.00	2
Unemployed	12.51	87.5	8
Total	19.00	81.00	100

$$\chi^2 = 55.94175$$

$$df = 6$$

P is less than .01

The data presented in table 5.27 show that the percentage of respondents who have noticed posters at different places is remarkably high in all the occupational groups, the lowest (50.00) being among the businessmen. Of the housewives, 75.67 per cent have noticed posters. Apart from semi-skilled, the highest percentage (90.00) of respondents who have seen posters are among the cultivators. However table 5.28 shows that the percentage of respondents who can

Table 5.28

Occupation and Understanding of the Message Communicated through Media - Poster

Occupation	No	Yes	Inapplicable	N
Cultivators	60.00%	30.00%	10.00%	10
Daily labourers	74.07	11.11	14.81	27
Housewives	62.16	13.51	24.32	37
Servicemen	33.32	50.00	16.66	12
Businessmen	25.00	25.00	50.00	4
Semi-Skilled	0.00	100.00	0.00	2
Unemployed	50.00	37.5	12.5	8
Total	58.00	23.00	19.00	100

$$\chi^2 = 50.12051$$

$$df = 12$$

P is less than .01

follow the meaning of the messages communicated through posters is very low in every occupational group compared to the percentage of respondents who have noticed the posters. Among daily labourers, out of 85.18 per cent only 11.11 per cent of the respondents can understand the meaning of the posters. In case of housewives, it is 13.51 per cent and among cultivators, the percentage is only 30.00. It is only in case of servicemen that the percentage of respondents who can understand the meaning of posters is higher (50.00) than those who cannot (33.32). The chi-square values of the data in two tables are 55.94175 and 50.12051 respectively and P is less than .01 in both the cases. The null hypotheses are discarded.

Table 5.29

Occupation and Access to Media - Film

Occupation	No	Once	Twice	More than twice	N
Cultivators	60.00%	30.00%	10.00%	0.00%	10
Daily labourers	70.37	14.81	14.81	0.00	27
Housewives	83.78	13.51	0.00	2.7	37
Servicemen	25.00	8.33	25.00	41.66	12
Businessmen	50.00	0.00	0.00	50.00	4
Semi-Skilled	0.00	0.00	50.00	50.00	2
Unemployed	62.5	12.5	25.00	0.00	8
Total	66.00	14.00	11.00	9.00	100

$$\chi^2 = 114.4813$$

$$df = 18$$

P is less than .01

The data presented in Table 5.29 reinforce the fact that those who are in service have more access to media of communication like films that impart information on subjects like health care, education or agricultural practices. 75.00 per cent of the respondents of this occupational group have seen informative films either once or twice or more than twice. Among the housewives, the percentage is the lowest (16.21), followed by daily labourers among whom only 29.62 per cent have seen instructive films. In this table P is again less than .01 with chi-square value of 114.4813. Hence a significant relationship can be established between occupation and access to this medium of communication.

Table 5.30
Occupation and Understanding of the Message Communicated
through Media - Film

Occupation	No	Yes	Inapplicable	N
Cultivators	20.00%	20.00%	60.00%	10
Daily labourers	18.51	11.11	70.37	27
Housewives	16.21	0.00	83.78	37
Servicemen	16.66	58.33	25.00	12
Businessmen	0.00	50.00	50.00	4
Semi-Skilled	0.00	100.00	0.00	2
Unemployed	0.00	37.5	62.5	8
Total	15.00	19.00	66.00	100

$$\chi^2 = 73.7089$$

$$df = 12$$

P is less than .01

Table 5.30 reveals that apart from the semi-skilled the highest percentage (58.33) of respondents who can understand the theme of such instructive films is found among the service holders. Quite a good percentage of respondents among the businessmen and unemployed who have seen informative films can understand the message communicated through such films. To the housewives films do not play any role as a medium of communication and among the daily labourers, only 11.11 per cent can follow what is communicated through films. The chi-square value of the data is 73.7089. With 12 degrees of freedom P is less than .01. Hence the null hypothesis is discarded.

The data presented in table 5.31 establish that among the respondents in most of the occupational groups, newspaper does not have any significant role to play as a medium of communication. The highest percentage (50.00) of respondents who read newspaper 'very often' is found among the unemployed. Among the servicemen 41.66 per cent of respondents read newspaper 'very often' and 25.00 per cent 'sometimes'. The percentages of respondents who read newspaper are very low

Table 5.31

Occupation and Access to Media - Newspaper

Occupation	Never	Sometimes	Very often	N
Cultivators	70.00%	20.00%	10.00%	10
Daily labourers	81.48	14.81	3.7	27
Housewives	94.59	2.7	2.7	37
Servicemen	33.33	25.00	41.66	12
Businessmen	100.00	0.00	0.00	4
Semi-Skilled	50.00	50.00	0.00	2
Unemployed	50.00	0.00	50.00	8
Total	77.00	11.00	12.00	100

$$\chi^2 = 50.56535$$

$$df = 12$$

P is less than .01

among the housewives (2.7) and daily labourers (3.7). Here again P is less than .01 with chi-square value of 50.565535. The null hypothesis is rejected.

Caste and Communication Structures

It is hypothesized that people belonging to general castes have greater access to and understanding of the messages communicated through different media than people belonging Scheduled Castes and Scheduled tribes. The data

obtained are summarized in tables 5.32 to 5.38. The number of respondents belonging to Scheduled Tribe population is too small to be reckoned with. The number of respondents belonging to general castes is almost half of the number belonging to Scheduled Castes. Nevertheless the data presented in tables 5.32, 5.33 and 5.35 nullify the research hypothesis in cases of radio, television and the understanding of the messages communicated through posters and newspaper.

Table 5.32

Caste and Access to Media - Radio

Caste	Never	Sometimes	Very often	N
General	33.33%	21.21%	45.45%	33
SC*	33.33	30.15	36.5	63
ST*	25.00	0.00	75.00	4
Total	33.00	26.00	41.00	100

* Scheduled Caste

* Scheduled Tribe

$$\chi^2 = 3.428415$$

$$df = 4$$

P lies between .30 and .50

Table 5.32 shows that the percentages (33.33) of respondents who do not listen to radio are the same in case of both general castes and Scheduled Castes. 45.45 per cent of the

general castes and 36.5 per cent of the Scheduled Castes listen to radio 'very often'. Although the number of Scheduled Tribe respondents is very small, 75.00 per cent of them listen to radio 'very often'. The chi-square value of the data contained in this table is 3.428415. With 4 degrees of freedom P lies between .30 and .50. This states that there is no significant association between caste as a variable and listening to radio. The null hypothesis is to be retained.

Table 5.33

Caste and Access to Media - Television

Caste	Never	Sometimes	Very often	N
General	57.57%	21.21%	21.21%	33
S.C	68.25	25.39	6.34	63
S.T	50.00	50.00	0.00	4
Total	64.00	25.00	11.00	100

$$\chi^2 = 6.514225$$

$$df = 4$$

P lies between .10 and .20

Table 5.33 reveals that the percentage (21.21) of respondents viewing television 'very often' is higher among the general castes in comparison to the percentage (6.34) of respondents among the Scheduled Castes. The percentage (58.26) of respondents who do not see television at all is also higher among Scheduled Castes compared to the percentage

(57.57) of respondents among the general castes. In case of Scheduled Tribes, 50.00 per cent of respondents view television 'sometimes'. In this table P lies between .10 and .20 with chi-square value of 6.514225. The null hypothesis is to be retained again.

Table 5.34

Caste and Access to Media - Poster

Caste	No	Yes	N
General	18.18%	81.81%	33
S.C	19.04	80.95	63
S.T	25.00	75.00	4
Total	19.00	81.00	100

$$\chi^2 = 64.71634$$

$$df = 2$$

P is less than .01

The data presented in table 5.34 show that 81.81 per cent of respondents from general castes and 80.95 per cent of respondents among Scheduled Castes have seen posters at different places. In case of Scheduled Tribes, the percentage is 75.00. The percentage is high among all the groups. However, the chi-square value of the data contained in this table is 64.71634 and P is less than .01. Therefore, a significant association is established between caste as a

social variable and access to this medium of communication. Nevertheless, the percentage of respondents who are able to understand the meaning of the posters is much low among all the three groups. Table 5.35 shows that out of 81.81 per cent of respondents among the general castes, only 30.3 per cent can understand the meaning of the posters. Among the

Table 5.35

Caste and Understanding of the Message Communicated through Media - Poster

Caste	NO	Yes	Inapplicable	N
General	51.51%	30.3%	18.18%	33
S.C	60.31	20.63	19.04	63
S.T	75.00	0.00	25.00	4
Total	58.00	23.00	19.00	100

$$x^2 = 2.422853$$

$$df = 4$$

P lies between .50 and .70

Scheduled Castes 20.63 per cent are able to go through the meaning of posters and in case of Scheduled Tribes none can understand the meaning of the message communicated through posters. With chi-square value of 2.422853. P lies between .50 and .70. The null hypothesis is to be retained.

Table 5.36Caste and Access to Media - Film

Caste	No	Once	Twice	More than twice	N
General	72.72%	15.15%	9.09%	3.03%	33
SC	63.49	14.28	12.69	9.52	63
ST	50.00	0.00	0.00	50.00	4
Total	66.00	14.00	11.00	9.00	100

$$\chi^2 = 61.36132$$

$$df = 6$$

P is less than .01

The data presented in table 5.36 reveal that 72.72 per cent of respondents among the general castes have never seen informative films of any kind. The corresponding percentage among the Scheduled Castes is 63.49 which is less than the percentage among the general castes. 12.69 per cent and 9.52 per cent of the Scheduled Caste respondents have seen such films twice and more than twice respectively. However, table 5.37 shows that although 36.51 per cent of respondents among the Scheduled Castes have seen informative films either once or twice or more than twice only 22.22 per cent can understand the theme of such films. The corresponding percentage among the general castes is 15.15. Among the Scheduled Tribes none is able to understand the message communicated through

Table 5.37Caste and Understanding of the Message Communicated through Media - Film

Caste	No	Yes	Inapplicable	N
General	12.12%	15.15%	72.72%	33
S.C	14.28	22.22	63.49	63
S.T	50.00	0.00	50.00	4
Total	15.00	19.00	66.00	100

$$\chi^2 = 14.83298$$

$$df = 4$$

P is less than .01

films. The chi-square values of the data contained in these two tables are 61.36132 and 14.83298. In both the cases P is less than .01 and the null hypotheses are rejected.

Table 5.38Caste and Access to Media - Newspaper

Caste	Never	Sometimes	Very often	N
General	66.66%	15.15%	18.18%	33
S.C	80.95	9.52	9.52	63
S.T	100.00	0.00	0.00	4
Total	77.00	11.00	12.00	100

$$\chi^2 = 3.794907$$

$$df = 4$$

P lies between .30 and .50

The data presented in table 5.38 establish that newspapers do not play any significant role among the village people particularly among Scheduled Caste and Scheduled Tribe population. Only 9.52 per cent of the respondents among the Scheduled Castes read newspaper 'very often' and another 9.52 per cent 'sometimes'. In case of general castes the corresponding percentages are 18.18 and 15.15. In this table, the chi-square value of the data is 3.794907 and with 4 degrees of freedom P lies between .30 and .50. This states that there is no significant relationship between caste and access to this medium of communication.

E. Programme Campaigns

The most important thing in any programme of health campaign is to decide on who says what, through which channel, to whom, and with what effect?⁵ The determination of the content of information, along with the selection of media or most effective channels keeping in mind the character of audience - their attitudes, beliefs, and values in life - is crucial in accomplishing desired effect. The department of health in West Bengal has undertaken several health improvement and family welfare programmes which call for a change in the attitude and behaviour of the villagers for which an information campaign is crucial. Thus a wide variety of media of mass communication as well as interpersonal

communication channels are put to use for achieving the set goal. In the present study, a number of questions have been incorporated in the interview schedule on two special programmes in health improvement to see the relative usefulness of different media in information campaign - in disseminating information and changing the behaviour of the people.

Age and Programme Campaign

It has been inferred that variation in age is directly related to the knowledge about the programmes. People in younger age-groups are more aware of the programmes than people in older age-groups. Nevertheless, the data obtained reveal that the percentages of respondents having knowledge of the programmes are quite high in all the age-groups. The lowest percentage in case of programme (1) as revealed

Table 5.39
Age and Knowledge of the Programme (1)

Age	No	Yes	N
18-27	14.70%	85.29%	34
28-37	10.00	90.00	30
38-47	11.76	88.23	17
48-57	0.00	100.00	7
58-67 years and above	16.66	83.33	12
Total	12.00	88.00	100

$$\chi^2 = 58.20528$$

$$df = 4$$

P is less than .01

in Table 5.39 is 83.33 in the age-group of 58-67 years and above and in case of programme (2) as shown in Table 5.40 is 75.00 in the same age-group. There is no uniformity in the

Table 5.40

Age and Knowledge of the Programme (2)

Age	No	Yes	No
18-27	11.76%	88.23%	34
28-37	13.33	86.66	30
38-47	23.52	76.47	17
48-57	0.00	100.00	7
58-67 years and above	25.00	75.00	12
Total	15.00	85.00	100

$$\chi^2 = 49.15826$$

$$df = 4$$

P is less than .01

rise or fall of percentage in different age-groups. The chi-square values of the data in two tables are 58.20528 and 49.15826 and in both the cases P is less than .01. This states that there is a significant association between age

and knowledge of the programmes. With regard to the sources of knowledge of the programmes both the mass media including electronic media and face to face communication have played definite role in the dissemination of information. Among the mass media, radio and television have been singled out as the only media of mass communication among the respondents of the village and other media like poster and film have played very insignificant role in disseminating information about the programmes. However, as source of knowledge about the programmes, the role of interpersonal communication is more important than the electronic media. The percentage of respondents who received information about the programmes from friends and neighbours as well as from health assistants working in the village is very high in all age-groups in comparison to the percentage receiving information from electronic media, particularly the radio. However, a significant percentage of respondents in all age groups received information about the programmes from more than one source. As a channel of information, friends and neighbours stand out as the major, and in a sufficiently large number of cases, the only source of knowledge of the programmes. The roles of radio or television and health assistants stand second in the scale of relative effectiveness in disseminating information about the programmes. Non-governmental agencies like voluntary organizations are also being involved in the process of dissemination of information and creating positive attitudes towards the programmes. But they are yet to make much

headway among the villagers. Table 5.41 reveals that in case of programme (1), the percentage of respondents who received information from radio is the lowest (17.64) in the age-group of 38-47 years and highest (50.00) in the age-group of 58-67 years and

Table 5.41

Age and Source of Knowledge of the Programme (1)

Age	Communication through media			Interpersonal communication		Respondents received information more than one source	N
	Radio or TV	Poster	Film	Friends & neighbours	V.O* H.A†		
18-27	47.05%	17.64%	0.00%	61.76%	29.41%	44.11%	34
28-37	40.00	6.66	3.33	56.66	43.33	36.66	30
38-47	17.64	0.00	0.00	58.82	35.29	17.64	17
48-57	28.57	0.00	0.00	85.71	28.57	42.85	7
58-67 years and above	50.00	0.00	0.00	58.33	33.33	41.66	12
Total	39.00	8.00	1.00	61.00	35.00	37.00	100

* Voluntary Organization

† Health Assistant

above. However, except the age-group of 58-67 years and above, in all other age-groups, the percentage of people who received information from radio or T.V is less than 50.00. 17.64 per cent of respondents in the age group of 18-27 and 16.66 per cent of the respondents in the age-group of 28-37 years, have received

information from posters. This shows that despite large-scale display of posters as medium of communication, it has failed to come up to the level of understanding of the villagers, particularly among the older people of the village. Only 3.33 per cent of respondents in the age-group of 28-37 years replied that they got information from film as well. However the percentage of respondents who received news from friends and neighbours is more than 50.00 in all the age groups. The respondents in all the age groups have received information from more than one source and the percentages are ranging between 17.64 in the age group of 38-47 years and 44.11 in the age group of 18-27 years.

Table 5.42

Age and Source of Knowledge of the Programme (2)

Age	Communication through media			Interpersonal communication			Respondents received information from more than one source	N
	Radio or TV	Poster	Film	Friends & neighbours	V.O.	H.A.		
18-27	38.23%	17.64%	.	52.94%	2.94%	29.41%	41.17%	34
28-37	26.66	6.66		60.00	6.66	26.66	36.66	30
38-47	0.00	0.00		58.82	0.00	23.52	5.88	17
48-57	28.57	14.28		71.42	0.00	28.57	28.57	7
58-67 years and above	33.33	0.00		58.33	8.33	16.66	33.33	12
Total	27.00	9.00		58.00	4.00	26.00	32.00	100

Table 5.42 indicates that in case of programme (2) also face-to-face communication particularly friends and neighbours have played the vital role in disseminating information. More than 50.00 per cent of respondents in all the age-groups received information from this source. The range varies between 52.94 per cent in the age-group of 18-27 years and 71.42 per cent in the age-group of 48-57 years. However, there is no uniformity in the rise and fall of percentage of respondents receiving communication from this source. Mass media did not play any role in case of respondents belonging to the age group of 38-47 years, all of whom received information either from friends and neighbours or from health assistants. The role of health workers who are supposed to be the primary and perhaps the most effective channel of face-to-face communication with their formal training and knowledge of the programme is not very satisfactory. The highest percentage of respondents who have received information from this source is 29.41 in the age-group of 18-27 years. The role of radio and television is also a restricted one, registering a highest percentage of 38.33 in the age-group of 18-27 years. In case of posters also it is the youngest group that has recorded the highest percentage (17.64).

Sex and Programme Campaign

It is hypothesized that the males are more aware of the programmes than the females. However the data obtained reveal that the percentages of female respondents who know about the programmes are higher than their male counterparts.

Table 5.43Sex and Knowledge of the Programme (1)

Sex	NO	Yes	N
Male	13.46%	86.53%	52
Female	10.41	89.58	48
Total	12.00	88.00	100

$$\chi^2 = .2191385$$

$$df = 1$$

P lies between .50 and .70

The data presented in tables 5.43 and 5.44 show that 89.58 per cent of female respondents have knowledge about

Table 5.44Sex and Knowledge of the Programme (2)

Sex	No	Yes	N
Male	19.23%	80.76%	52
Female	10.41	89.58	48
Total	15.00	85.00	100

$$\chi^2 = 1.520865$$

$$df = 1$$

P lies between .20 and .30

both of the programmes as against 86.53 per cent of male respondents in case of programme(1) and 80.76 per cent in case of programme(2). The chi-square values of the data in two tables are .2191385 and 1.520865. With one degree of freedom in both cases. P lies between .50 and .70 and .20 and .30 respectively. Hence it may be clearly stated that there is no significant relationship between sex and knowledge of the programmes.

Regarding the source of knowledge, the role of neighbours and friends as a channel of interpersonal communication has been proved more effective in disseminating information about both of the programmes.

Table 5.45 indicates that in case of programme(1), 61.53 per cent of the male respondents and 60.41 per cent of the female respondents have received information from this source. Among mass media, radio and television, particularly radio, have played the vital role. However, one important thing to be noticed here is that while interpersonal media are more effective among the female members of the village, the role of mass media is more conspicuous among the male members. 29.16 per cent of female respondents have received information from electronic media particularly radio. The

Table 5.45

Sex and Source of Knowledge of the Programme (1)

Sex	Communication through media			Interpersonal communication			Respondents received information from more than one source	N
	Radio or TV	Poster	Film	Friends & neighbours	V.O.	H.A.		
Male	48.07%	13.46%	1.92%	61.53%		25.00%	40.38%	52
Female	29.16	2.08	0.00	60.41		45.83	33.33	48
Total	39.00	8.00	1.00	61.00		35.00	37.00	100

corresponding percentage in case of male respondents is 48.07. The effect of posters as a medium of communication is very insignificant particularly among the female population. 13.46 per cent of the male respondents and 2.08 per cent of the female respondents have received information from posters. The role of health workers is distinct among the female members of the village. 45.83 per cent of the female respondents have come into contact with the health workers in matters of getting information of the programme. The corresponding percentage in case of male respondents is 25.00.

Table 5.46 reiterates the same proposition that male respondents are more exposed to mass media than their female

counterparts. While 38.46 per cent of the male respondents have received information from radio and television, the corresponding percentage in case of female members is 14.58. Posters, as a source of knowledge, have also got some relevance among the male members of the village. 13.46 per cent of the male respondents and 4.16 per cent of the female respondents have received information from posters. Voluntary organizations have played a meagre role in the process of dissemination of information among the female respondents.

Table 5.46

Sex and Source of Knowledge of the Programme (2)

Sex	Communication through media			Interpersonal communication			Respondents received information from more than one source	N
	Radio or TV	Poster	Film	Friends & neighbours	V.O.	H.A.		
Male	38.46%	13.46%		51.92%	1.92%	26.92%	40.38%	52
Female	14.58	4.16		66.66	6.25	25.00	22.91	48
Total	27.00	9.00		58.00	4.00	26.00	32.00	100

But unfortunately, health workers who are specially deputed for the purpose of giving information, tendering advice and moulding attitude and pattern of behaviour of the villagers have been proved less effective in administering the programme. 40.38 per cent of the male respondents and 22.91 per

cent of the female respondents have got information from more than one source.

Education and Programme Campaign

An analysis of data presented in table 5.47 to 5.50 reveals that there is a close association between the level of education and the knowledge of the programme. The higher the level of education, the greater is the awareness about the programmes.

Table 5.47

Education and Knowledge of the Programme (1)

Education	No	Yes	N
Illiterate	15.78%	84.21%	57
Literate	12.5	87.5	8
Primary	11.11	88.88	9
High School	4.00	96.00	25
High School completed	0.00	100.00	1
Total	12.00	88.00	100

$$\chi^2 = 70.25453$$

$$df = 4$$

P is less than .01

In case of programme (1) as revealed in Table 5.47, among the illiterates the percentage of respondents who know about the programme is 84.21. The percentage has registered a steady rise with the rise in the level of education. Among the literates, it is 87.5 per cent and among those having some high school education, the percentage is 96.00. With chi-square value of 70.25453, P is less than .01 in this table. Hence a significant relationship can be established between education and knowledge of the programme. The null hypothesis is rejected.

Table 5.48

Education and Knowledge of the Programme (2)

Education	No	Yes	N
Illiterate	22.8%	77.17%	57
Literate	12.5	87.5	8
Primary	0.00	100.00	9
High School	4.00	96.00	25
High School completed	0.00	100.00	1
<u>Total</u>	<u>15.00</u>	<u>85.00</u>	<u>100</u>

$$\chi^2 = 68.10568$$

$$df = 4$$

P is less than .01

Table 5.48 indicates that in case of programme (2), the percentage of respondents having some knowledge of the

programme is 77.17 among the illiterates. It has increased to 87.5 per cent among the literates, and 100.00 per cent among those who have attained some primary level education. However there is a marginal fall in the percentage among the respondents having some high school education. Here again P is less than .01 with chi-square value of 68.10568. The null hypothesis is discarded.

Table 5.49

Education and Source of Knowledge of the Programme (1)

Education	Communication through media			Interpersonal Communication			Respondents received information from more than one source	N
	Radio or TV	Poster	Film	Friends & neighbours	V.O	H.A.		
Illiterate	28.07%	0.00%	1.75%	57.89%		36.84%	29.82%	57
Literate	25.00	12.5	0.00	50.00		37.5	25.00	8
Primary	33.33	11.11	0.00	77.77		22.22	44.44	9
High School	68.00	24.00	0.00	68.00		36.00	56.00	25
High School completed	100.00	0.00	0.00	0.00		0.00	0.00	1
Total	39.00	8.00	1.00	61.00		35.00	37.00	100

Regarding the source of knowledge of the programmes, table 5.49 shows that in case of programme(1) the role of electronic media particularly of radio is more distinct among the educated. Among the respondents having some primary level of education, the percentage is 33.33. It has registered an increase to 68.00 among the respondents having some high school education. Posters have also got a definite relevance among the educated. 12.5 per cent of literates, 11.11 per cent of those having primary level of education and 24.00 per cent of respondents having some high school education received information about the programme from posters. However, interpersonal communication particularly friends and neighbours are the most effective channel for the dissemination of information among all educational groups. The highest percentage (77.77) of respondents who have received information from friends and neighbours is among those who have some primary level of education and the lowest (50.00) is among the literates.

Table 5.50 indicates that in case of programme(2) also, friends and neighbours are very much important as a medium of interpersonal communication. 88.88 per cent of the respondents having some high school education have received necessary information from friends and neighbours. However, the role of voluntary organization in programmes of health improvement is becoming gradually crystallized and with respect to programme(2), the role of voluntary organizations

Table 5.50

Education and Source of Knowledge of the Programme (2)

Education	Communication through media			Interpersonal communication			Respondents received information from more than one source	N
	Radio or TV	Poster	Film	Friends & neighbours	V.O.	H.A.		
Illiterate	12.28%	1.75%		54.38%	0.00%	21.05%	14.03%	57
Literate	25.00	0.00		62.5	25.00	25.00	37.5	8
Primary	33.33	0.00		88.88	11.11	33.33	55.55	9
High School	56.00	32.00		56.00	4.00	32.00	60.00	25
High School completed	100.00	0.00		0.00	0.00	100.00	100.00	1
Total	27.00	9.00		58.00	4.00	26.00	32.00	100

has been proved important particularly among the literates. The effect of electronic media is more distinct among the educated villagers. The lowest percentage (12.28) of the respondents who have received information from radio and T.V. is among the illiterates and the percentage increased with the increase in the level of education. Among those having some high school education, the percentage is 56.00, 32.00 per cent of the respondents

who have some high school education have received information from posters. However, a sizeable percentage (60.00) of respondents in this group has received information from more than one source. The intake of information from more than one source is somehow related to the level of education. 14.03 per cent of respondents in the illiterate group, 37.5 per cent of respondents in the literate group and 55.55 per cent of respondents having some primary level education have received information from more than one source.

Occupation and Programme Campaign

The explanatory hypothesis here states that occupation as a social variable is directly related to the knowledge about the programmes. The analysis of data presented in tables 5.51 and 5.52 shows that the respondents in the categories of semi-skilled workers and businessmen are mostly aware of the programmes of health improvements. Nevertheless the percentages of respondents who know about the programmes are quite high in all the occupational groups.

In case of programme (1) as shown in Table 5.51, the lowest percentage (75.00) is recorded among the servicemen. However, table 5.52 shows that in case of programme (2), next to semi-skilled workers and businessmen is the group of servicemen. 91.66 per cent of respondents in this group answered that they had information about the programme.

Table 5.51Occupation and Knowledge of the Programme (1)

Occupation	No	Yes	N
Cultivators	10.00%	90.00%	10
Daily labourers	11.11	88.88	27
Housewives	13.51	86.48	37
Servicemen	25.00	75.00	12
Businessmen	0.00	100.00	4
Semi-Skilled	0.00	100.00	2
Unemployed	0.00	100.00	8
Total	12.00	88.00	100

$$\chi^2 = 63.27476$$

$$df = 6$$

P is less than .01

Table 5.52Occupation and Knowledge of the Programme (2)

Occupation	No	Yes	N
Cultivators	30.00%	70.00%	10
Daily labourers	18.51	81.48	27
Housewives	13.51	86.48	37
Servicemen	8.33	91.66	12
Businessmen	0.00	100.00	4
Semi-Skilled	0.00	100.00	2
Unemployed	12.5	87.5	8
Total	15.00	85.00	100

$$\chi^2 = 58.11929$$

$$df = 6$$

P is less than .01

Daily labourers constitute 81.48 per cent and the cultivators 70.00 per cent. The chi-square values of the data contained in these two tables are 63.27476 and 58.11929 and in both cases P is less than .01. Hence there is significant association between occupation and knowledge of the programmes.

With regard to sources of knowledge of the programme (1), Table 5.53 reveals that interpersonal communication particu-

Table 5.53

Occupation and Source of Knowledge of the Programme (1)

Occupation	Communication through media			Interpersonal communication			Respondents received information from more than one source	N
	Radio or TV	Poster	Film	Friends & neighbours	V.O.	N.A.		
Cultivators	50.00%	0.00%	0.00%	70.00%		20.00%	40.00%	10
Daily labourers	33.33	3.7	3.7	62.96		29.62	33.33	27
Housewives	32.43	2.7	0.0	56.75		45.94	35.13	37
Servicemen	58.33	33.33	0.00	58.33		33.33	58.33	12

contd...

Table 5.53 contd ...

Busi- ness- men	25.00	25.00	0.00	100.00	0.00	25.00	4
Semi- skill- ed	0.00	0.00	0.00	50.00	50.00	0.00	2
Unem- ployed	62.5	12.5	0.00	50.00	37.5	37.5	8
Total	39.00	8.0	1.00	61.00	35.00	37.00	100

larly friends and neighbours are the most important channel of information. More than 50.00 per cent of respondents in all occupational groups have received information from this source. 70.00 per cent of the respondents in the group of cultivators and 62.92 per cent of daily labourers have got news from friends and neighbours. The role of health assistants is cogent among the housewives. The effect of electronic media such as radio and television is prominent among the unemployed, serviceholders and cultivators. 62.5 per cent of the unemployed, 58.33 per cent of the servicemen and 50 per cent of the cultivators have got information about the programme from radio. Posters have got some meaning among the serviceholders and unemployed as 33.33 per cent of the service holders and 12.5 per cent of the unemployed have received information from posters. However, in almost all the occupational groups, a significant percentage of respondents have nurtured more than one source for receiving necessary information about the programme.

Table 5.54

Occupation and Source of Knowledge of the Programme (2)

Occupation	Communication through media			Interpersonal communication			Respondents received information from more than one source	N
	Radio or TV	Poster	Film	Friends & neighbours	V.O.	H.A.		
Cultivators	40.00%	10.00%		50.00%	0.00%	30.00%	40.00%	10
Daily labourers	14.81	3.7		66.66	7.4	18.51	29.62	27
Housewives	16.21	2.7		56.75	5.4	27.02	18.91	37
Serviceholders	50.00	25.00		58.33	0.00	33.33	50.00	12
Businessmen	25.00	0.00		75.00	0.00	25.00	25.00	4
Semi-Skilled	0.00	0.00		50.00	0.00	50.00	0.00	2
Unemployed	75.00	37.5		37.5	0.00	25.00	75.00	8
Total	27.00	9.00		58.00	4.00	26.00	32.00	100

The data presented in table 5.54 show that with regard to programme (2), the scenario is almost similar to programme (1). Posters have got some significance among the serviceholders and unemployed. 25.00 of the serviceholders and 37.5 per cent of

the unemployed have received information from posters. The role of electronic media is decisive among the unemployed. 50.00 per cent of the servicemen and 40.00 per cent of the cultivators have got information about the programme from radio. Voluntary organisations have played a meagre role among the daily labourers (6.14) and housewives (4.14). However quite a high percentage of respondents in each occupational group is exposed to a particular medium i.e., friends and neighbours. More than 50.00 per cent of the respondents in almost all the occupational groups have received information from this source.

Caste and Programme Campaign

It is hypothesized that caste as a social variable is directly related to the knowledge about the programmes. People belonging to general castes are more aware of the programmes for health improvements than people belonging to scheduled castes and scheduled tribes. The analysis of data reveals that the percentages of respondents who have knowledge about the programmes are quite high in cases of both the general castes and the scheduled castes. Table 5.55 shows that in case of programme (1), the percentage (88.88) of Scheduled Caste respondents who have got necessary information about the programme is higher by one per cent than the percentage (87.87) of general caste respondents while in

Table 5.55Caste and Knowledge of the Programme (1)

Caste	No	Yes	N
General	12.12%	87.87%	33
S.C	11.11	88.88	63
S.T	25.00	75.00	4
Total	12.00	88.00	100

$$\chi^2 = 71.66666$$

$$df = 2$$

P is less than .01

case of programme (2) as indicated in Table 5.56 the percentage (93.93) of general caste respondents is higher by about

Table 5.56Caste and Knowledge of the Programme (2)

Caste	No	Yes	N
General	6.06	93.93	33
S.C	17.46	82.53	63
S.T	50.00	50.00	4
Total	15.00	85.00	100

$$\chi^2 = 77.69057$$

$$df = 2$$

P is less than .01

11.00 per cent than the percentage (82.53) of Scheduled Caste respondents. The number of Scheduled Tribe respondents is, however, too small. In cases of both the tables P is less than .01 with chi-square values of 71.66666 and 77.69067 respectively. This states that there is a significant association between caste and knowledge of the programmes. The null hypotheses are rejected.

Table 5.57

Caste and Source of Knowledge of the Programme (1)

Caste	Communication through media			Interpersonal communication			Respondents received information from more than one source	N
	Radio or TV	Poster	Film	Friends & neighbours	V.O.	H.A.		
General	39.39%	15.15%	0.00%	60.6%		27.27%	33.33%	33
S.C	39.68	4.74	1.58	61.9		38.09	39.68	63
S.T	25.00	0.00	0.00	50.00		50.00	25.00	4
Total	39.00	8.00	1.00	61.00		35.00	37.00	100

The data presented in Table 5.57 show that with regard to source of knowledge in case of programme (1) radio and television have been considered as the second important channel of communication, next to friends and neighbours. 39.39 per cent of

respondents belonging to general castes and 39.68 per cent of respondents from Scheduled Castes have got information about the programme from this source. Posters as a medium of communication are most effective among the respondents belonging to general castes. 15.15 per cent of respondents from general castes and 4.76 per cent of respondents from Scheduled Castes have answered that they have received information from displayed posters. The role of health assistants is more distinct among the Scheduled Caste population. 38.09 per cent of respondents belonging to Scheduled Castes got information from health assistants whereas in case of general castes the percentage is only 27.27. A sizeable number of respondents from both the caste groups have received information from more than one source.

Table 5.58

Caste and Source of Knowledge of the Programme (2)

Caste	Communication through media			Interpersonal communication			Respondents received information from more than one source	N
	Radio or TV	Poster	Film	Friends & neighbours	V.O.	H.A.		
General	30.3%	12.12%		57.57%	9.09%	27.27%	33.33%	33
S.C	25.39	7.93		58.74	1.58	26.98	31.74	63
S.T	25.00	0.00		50.00	0.00	0.00	25.00	4
Total	27.00	9.00		58.00	4.00	26.00	32.00	100

Table 5.58 reveals that in case of programme (2) inter-personal communication has been proved more effective than the electronic media, 57.57 per cent of the respondents belonging to general castes and 58.74 per cent of respondents from the Scheduled Castes have received information from friends and neighbours. The role of health assistants is, however, not very encouraging. 27.27 per cent of the respondents from general castes and 26.98 per cent from Scheduled Castes answered that they have got information from health assistants. Voluntary organizations are slowly gaining ground in matters of disseminating information about health improvement programmes, 12.12 per cent of respondents from general castes and 7.93 per cent of respondents from Scheduled Castes have received information from posters.

F. Campaign Results

However, the degree of effectiveness of information campaign is to be judged by the extent to which the attitudes and behaviour of the people changed affirmatively, and finally, by the acceptance and adoption of the practices under the programme. The present study shows that the percentage of respondents who have responded positively to the programmes and adopted the practices is much less than the percentage of people who have received information of the programmes from different media of communication and

have sufficient knowledge of the programmes as a result of intensive programme campaign. The following tables show the gap between the degree of awareness of the programmes and the acceptance of the programmes or the campaign result.

Age and Campaign Results

The data presented in table 5.59 and 5.60 show that there is significant correlation between age and the impact of the Programme Campaign. Table 5.59 reveals that in case

Table 5.59

Age and Campaign Results (Programme 1)

Age	No	Yes	Inapplicable	N
18-27	44.11%	11.76%	44.11%	34
28-37	56.55	36.66	6.66	30
38-47	52.94	29.41	17.64	17
48-57	71.42	14.28	14.28	7
58-67 years and above	66.66	16.66	16.66	12
Total	54.00	23.00	23.00	100

$$x^2 = 23.35987$$

$$df = 8$$

P is less than .01

of programme (1) the percentage of respondents who have adopted the practice is highest (36.66) in the age-group of 28-37 years followed by 29.41 per cent in the age-group of 38-47 years. 71.42 per cent of the respondents belonging to the age-group of 48-57 years have replied in the negative in matters of acceptance and adoption of the programme. However, the data in the table reveal that while a strikingly high percentage of respondents has received information about the programme, the programme campaign has failed to create sufficient interest among the respondents that might have led to its adoption. Table 5.60 shows that in case of programme (2), however, the campaign has left a good deal of

Table 5.60

Age and Campaign Results (Programme 2)

Age	No	Yes	Inapplicable	N
18-27	23.52%	38.23%	38.23%	34
28-37	46.66	46.66	6.66	30
38-47	64.70	29.41	5.88	17
48-57	0.00	100.00	0.00	7
58-67 years and above	41.66	41.66	16.66	12
Total	38.00	44.00	18.00	100

$$x^2 = 27.38878$$

$$df = 8$$

P is less than .01

positive impact on the behaviour of the respondents since at least fifty per cent of the respondents in most of the age-groups who have got information of the programme have followed it. The respondents belonging to the age-group of 48-57 years have recorded the highest percentage (100.00) in matters of adoption of the programme and the lowest percentage is found in the age group of 38-47 years. The chi-square values of the data presented in two tables are 23.35987 and 27.38878 respectively and P is less than .01 in both the cases. Hence the null hypotheses are rejected.

Sex and Campaign Results

The data presented in table 5.61 and 5.62 on the basis of sex indicate the wide gap between the percentage of respondents who have received information about the programmes and the percentage of people influenced by the programme campaigns. While remarkably high percentages of respondents in both the sex groups have received information about the programmes from different media of communication, an extremely low percentage of them has accepted the programmes and followed the practices. In case of programme (1) as shown in table 5.61, only 21.15 per cent of male and 25.00 per cent of female respondents have been favourably influenced by the programme while with regard to knowledge of the programme, the corresponding percentages have been 86.53 and 89.58 as

indicated in table 5.43. However, in case of programme (2) as shown in table 5.62, media of communication have worked

Table 5.61
Sex and Campaign Results (Programme 1)

Sex	No	Yes	Inapplicable	N
Male	53.64%	21.15%	25.00%	52
Female	54.16	25.00	20.83	48
Total	54.00	23.00	23.00	100

$$X^2 = 11.60719$$

$$df = 2$$

P is less than .01

more successfully in influencing the behaviour of the respondents since at least fifty per cent of the respondents who

Table 5.62
Sex and Campaign Results (Programme 2)

Sex	No	Yes	Inapplicable	N
Male	38.46%	40.38%	21.15%	52
Female	37.5	47.91	14.58	48
Total	38.00	44.00	18.00	100

$$X^2 = 9.669261$$

$$df = 2$$

P is less than .01

have come to know about the programmes as a result of intensive programme campaign have followed the practice. While 80.76 per cent of the male respondents and 89.58 per cent of the female respondents have knowledge of the programme, 40.38 per cent of the male and 47.91 per cent of the female respondents have adopted the practice under the programme. Nevertheless the chi-square values of the two tables are 11.60719 and 9.669261 respectively and P is less than .01 in both the cases. Hence it can be stated that sex as an attribute has got significant relationship with the campaign results. The null hypotheses are rejected.

Education and Campaign Results

The presentation of data on the basis of education shows positive correlation between the level of education and the impact of programme campaign in cases of both programme (1) and programme (2). In case of programme (1) as shown in table 5.63, among the literates 37.5 per cent of the respondents have responded positively to the programme while the programme has failed to leave any impact on 50.00 per cent of the respondents. But among those having some high school education, only 24.00 per cent of the respondents have adopted the practice under the programme, while

Table 5.63Education and Campaign Results (Programme 1)

Education	No	Yes	Inapplicable	N
Illiterate	61.4%	21.05%	17.54%	57
Literate	50.00	37.5	12.5	8
Primary	33.33	22.22	44.44	9
High School	44.00	24.00	32.00	25
High School completed	100.00	0.00	0.00	1
Total	54.00	23.00	23.00	100

$$\chi^2 = 50.40426$$

$$df = 8$$

P is less than .01

44.00 per cent of the respondents replied in the negative. However the programme has been inapplicable to 32.00 per cent of the respondents. In case of programme (2) however, the campaign has yielded a good result. 57.14 per cent of those literate respondents among whom the programme is to be administered have accepted it. The percentage has risen to 66.66 in case of those with primary level of education. There is, however, a trifling fall in the percentage (64.7) among respondents having some high school education. In both the tables P is less than .01 with chi-square values

Table 5.64Education and Campaign Results (Programme 2)

Education	No	Yes	Inapplicable	N
Illiterate	47.36%	42.1%	10.52%	57
Literate	37.5	50.00	12.5	8
Primary	22.22	44.44	33.33	9
High School	24.00	44.00	32.00	25
High School Completed	0.00	100.00	0.00	1
Total	38.00	44.00	18.00	100

$$\chi^2 = 32.88139$$

$$df = 8$$

P is less than .01

of 50.40426 and 32.88139 respectively. Therefore, the null hypotheses are discarded.

Occupation and Campaign Results

An analysis of data on the basis of occupation shows that respondents belonging to the groups of servicemen and semi-skilled workers are more favourably influenced by the programme campaigns than those belonging to the other groups. However, the number of semi-skilled respondents is too small to make any inference about the impact of campaigns on this group.

Table 5.65Occupation and Campaign Results (Programme 1)

Occupation	No	Yes	Inapplicable	N
Cultivators	60.00%	20.00%	20.00%	10
Daily labourers	55.55	25.92	18.51	27
Housewives	64.86	24.32	10.81	37
Servicemen	33.33	25.00	41.66	12
Businessmen	75.00	0.00	25.00	4
Semi-skilled	0.00	50.00	50.00	2
Unemployed	25.00	12.5	62.5	8
Total	54.00	23.00	23.00	100

$$\chi^2 = 32.81844$$

$$df = 12$$

P is less than .01

In case of programme (1) as shown in table 6.56, 42.84 per cent of those respondents, falling in the group of servicemen, among whom the programme is to be administered, have adopted the practice under the programme. Next to servicemen is the group of daily labourers among whom 31.81 per cent have responded positively to the programme. The response to the programme has maintained a low profile among the cultivators (25.00) and the housewives (27.27) while among the businessmen, the programme has completely failed to leave any impact.

Table 5.66Occupation and Campaign Results (Programme 2)

Occupation	No	Yes	Inapplicable	N
Cultivators	40.00%	50.00%	10.00%	10
Daily labourers	62.96	25.92	11.11	27
Housewives	37.83	54.05	8.1	37
Servicemen	0.00	58.33	41.66	12
Businessmen	50.00	50.00	0.00	4
Semi-Skilled	0.00	50.00	50.00	2
Unemployed	12.5	25.00	62.5	8
<u>Total</u>	<u>38.00</u>	<u>44.00</u>	<u>18.00</u>	<u>100</u>

$$\chi^2 = 48.6568$$

$$df = 12$$

P is less than .01

In case of programme (2), however, the data presented in table 5.66 reveal a quite different picture. While 50.00 per cent of the businessmen have been positively influenced by the programme, the impact of programme campaign among the servicemen is almost total. 58.82 per cent of the housewives and 55.55 per cent of the cultivators have followed the practice under the programme. But among the daily labourers, the response amounts to only 28.42 per cent. Nevertheless the chi-square values of the data presented in two tables establish significant association between occupation and campaign results. In both the cases, P is less than .01 with chi-square values of 32.31844 and 48.6558 respectively.

Caste and Campaign Results

The research hypothesis adopted here suggests that people belonging to general castes are more responsive to the programmes than people belonging to Scheduled Castes and scheduled tribes. The analysis of data reveals that programme campaigns have yielded the best result among the scheduled tribe respondents. But the number of scheduled tribe respondents is too small to make any working inference. Nevertheless, the respondents belonging to general castes are in general, more responsive to the programmes than those of scheduled castes. In case of programme (1) as shown in table 5.67, 32.00 per cent of those respondents belonging to

Table 5.67Caste and Campaign Results (Programme 1)

Caste	No	Yes	Inapplicable	N
General	51.51%	24.24%	24.24%	33
S.C	57.14	20.63	22.22	63
S.T	25.00	50.00	25.00	4
Total	54.00	23.00	23.00	100

$$X^2 = 2.264798$$

$$df = 4$$

P lies between .50 and .70

general castes among whom the programme is to be administered have followed the programme in comparison to 26.52 per cent of the scheduled caste respondents. Table 5.68 shows that in case of programme (2) also the percentages of respondents

Table 5.68

Caste and Campaign Results (Programme 2)

Caste	No	Yes	Inapplicable	N
General	33.33%	48.48%	18.18%	33
S.C	41.26	41.26	17.46	63
S.T	25.00	50.00	25.00	4
Total	38.00	44.00	18.00	100

$$\chi^2 = .9542717$$

$$df = 4$$

P lies between .90 and .95

favourably influenced by the programme are 59.25 in case of general castes and 50.00 in case of scheduled castes.

However, the chi-square values in tables 5.67 and 5.68 are 2.264798 and .9542717 respectively and P lies between .50 and .70 in case of table 5.67 and between .90 and .95 in case of table 5.68. This indicates that there is no significant relationship between caste as a variable and programme results, and hence, the null hypotheses are to be retained.

G. Concluding Observations

An insight into the analysis of data presented in tables clearly depicts some underlying trends in the working of the communication system among the village people. It can safely be inferred that among the communication structures working at the village level, radio has gained the highest popularity. It can truly be labelled as a 'mass' medium. In the present study, 67.00 per cent of the respondents have access to radio. Television is less popular because of its high production cost. For most of the village people, television is too expensive a medium, although viewing television is a matter of the highest sensual gratification to them. The survey in the present study amply proved that posters might have served as one of the most appealing media of communication had these been used in a more imaginative and sensible way. The ideas, words or images used in the framing of posters are disproportionately matching with the level of understanding of the village people. This is apparent from the data collected during the survey. While 81.00 per cent of the respondents have noticed posters on different health programmes, only 23.00 per cent have had the intellectual ability to understand the meaning of such posters. In the same way, informative films have also been proved as less effective media of communication because of the unimaginative way of their production, unspecified audiences for their exhibitions, and utmost infrequency in their exhibitions.

In view of the high rate of illiteracy among the rural masses, the role of newspapers is very insignificant in the communication system in the villages. As revealed in the present study. Only 23.00 per cent of the respondents have some degree of access to the printed media. It has been observed that among the villagers, interpersonal media of communication play a more decisive role than mass media. The role of health assistants as extension workers is very crucial in the village information system, but is yet to be correctly apprehended by the health assistants themselves. The health assistant is supposed to be one of the villagers sharing with them their joys and sorrows. It has been found during the survey that the activities of the health assistants remain confined among a section of the villagers, while others are left unattended. For the voluntary organizations there is enough scope to work as development communicators among the village people although as reflected in the data obtained during survey, the activities of the organized voluntary groups are still in a formative stage and will take time to be crystallized.

A glance at the relationship between independent variables and the access to different media of communication reveals that except in case of radio there is a significant association between age and the communication structures. With regard to sex, it has been found that male respondents generally have greater access to the communication structures

than their female counterparts. Moreover, along with the higher exposure to different media of communication, male respondents have shown greater ability for understanding the messages communicated through the media. Education as a social variable has been found significant from the point of view of access to different communication structures. There is a positive co-relation between education and communication structures. The higher the level of education, the greater is the access to different media of communication and the ability to comprehend the messages. The association between occupation and the access to different media of communication is also significantly established. With regard to occupation, it can safely be asserted that of the total respondents, servicemen and unemployed are more exposed to radio, television and newspapers than other categories of respondents, and have better ability for understanding the contents of communication. It has, however, proved difficult to establish a significant association between caste as a social variable and the access of respondents to all the communication structures. However, regarding the level of understanding of the messages communicated through media like posters or films, the respondents belonging to the general castes have greater ability to comprehend the themes of posters or films than those from scheduled castes or scheduled tribes.

An enquiry about the knowledge of health programmes of the respondents as well as the sources of knowledge and their

relationship with the social variables reveals that the percentage of respondents having knowledge of the programme is quite high in cases of both the programmes. With regard to the sources of knowledge, interpersonal communication has an edge over the media of mass communication. However, in a majority of cases, people receive information from more than one source. The friends and neighbours are the most important channels of interpersonal communication and among the media of mass communication, radio stands out as the most influential one. The analysis of data presented in tables for finding out the relationships between different social variables and the knowledge of programmes of the respondents reveals that with the exception of sex, all other social variables have got significant association with the respondents' knowledge of programmes. Regarding the sources of knowledge of the programmes, it is found that interpersonal channels of communication are working more effectively than the mass media among the female members of the village, while a good majority of male respondents are receiving information from electronic and other media of mass communication. The effect of electronic media is also more distinct among the educated section of rural population. Moreover, it is observed that with the rise in the level of education, there is a corresponding increase in the use of more than one medium as sources for receiving information. However, the working of interpersonal media of communication is very much

appreciable in almost all the educational groups. Although it is difficult to find out any correlation between occupation and sources of knowledge of the programmes, it has been observed that radio and television serve as an important source of information among the cultivators, servicemen and unemployed. Caste as a social variable does not have any significant association with the sources of knowledge of the programmes.

With regard to the success of programme campaigns through different media of communication as reflected in the changed behaviour of the respondents, it has been found that there are uneven communication effects of programme campaigns. This is evident in campaign results. While in the case of programme (1), only 23.00 per cent of the respondents have adopted the practices under the programme, in the case of programme (2), the corresponding percentage is 44.00. So far as the social correlates are concerned, it is found that except caste, the other variables have established significant relationships with the communication effects.

Notes and References

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CHAPTER- VI

Communication in Rural Development in West Bengal ; Role and
Working in Agricultural Development Programmes; Results of
Field Survey

CHAPTER- VI

Communication in Rural Development in West Bengal : Role and Working in Agricultural Development Programmes; Results of Field Survey

The majority of the developing countries in the Third world, aspiring for achieving a secured place in international community in terms of both psychological and material security, has embarked on pursuing a multi-dimensional process of development. Development has been seen as "liberation not only from political domination, colonialism and imperialism, but also from economic dependence on other nations and freedom from poverty, disease, illiteracy, ignorance, unemployment and malnutrition. In a nutshell, development is man, human ascent, freedom from all trades of exploitation and cultural awareness.¹" In almost all the countries, the target of development is to improve their lot. People in the newly independent countries cherish a high expectation about the ability of the government to meet the pressing demands for improving the

¹ Bawa, Noorjahan (1981) "Approaches to Development", The Indian Journal of Political Science Vol. XLII, p.53.

standards of societal living. This aspiration of the people and the unwillingness of the private sector to enter into new economic ventures that would ensure rapid advancement of the economy and equitable distribution of the benefits obliged the government to intrude the economic arena and to extend its administrative apparatus to economic endeavours. This, however, requires overhauling and strengthening of the administrative machinery that has been proved frightfully inadequate in coping with the new developmental responsibilities. The development approach in administration entails the creation of complex agencies and designing of management system needed to carry out the defined and agreed upon policies programs and projects.

A. Administration of Agricultural Development in India

The major thrust in development administration is on the execution of defined programmes and specified projects designed to accomplish identified goals of social and economic development. Agriculture is an economic activity that needs enormous administrative support for directly contributing to the development process. Increased agricultural production which is expected to play a key role in development in several ways — ranging from supply of increased food requirements and welfare of the rural population to industrial development and economic growth — can be achieved by opening up new lands to farming, by introducing multi-cropping system,

by using high-yielding varieties of plants and by making irrigation facilities available to the farmers. It requires technological advancement and modernization as well as the application of the new technological advances by farmers who should master the new skills. Thus greater agricultural productivity depends not only upon a breakthrough in the technology of agriculture, but also upon its attractiveness to the farmers. The farmers need to be motivated for adopting new technologies of agriculture and for modernizing their agricultural operations. In a developing economy where administrative machinery is geared to the task of implementing defined developmental programmes in several functional areas including agriculture, it is the task of the administrative agencies to make agricultural operation attractive to the farmers by serving them with necessary educational, informative and advisory services, by assuring them with the supply of essential inputs such as seeds, fertilizers, water and insecticides at the right time and right place and by providing them with the required support-systems such as assured prices, access to credit at reasonable rates, protection against the risk of crop failure, market facilities and transportation system. Agricultural extension programme has an important role to play in countries which have introduced modern agricultural operations since application of new technology creates local and regional problems requiring particularized treatment and specialized knowledge and assistance.

Under the Constitution of India, agriculture, including agricultural education and research, is a State subject. There are very few entries in the Union List that are directly related to agriculture. It is primarily from the Concurrent List that the Centre derives its power to intervene in the field of agricultural development. 'Economic and Social Planning' appearing in the Concurrent List provides the legal basis for national planning under which the Government of India and the Planning Commission gain a voice in matters relating to agricultural development and practice. Under Art 282 of the Indian Constitution, Central discretionary grants constitute a substantial portion of resources for financing outlays on agriculture in the State Plans. It is by virtue of this enormous financial overbearing power over the States that the Centre has stretched its hold over the States in determining the agricultural policy for the whole of India under the five year plans and in introducing a number of programmes in order to achieve the desired results in the agricultural field. In all these centrally sponsored schemes, a substantial part of expenditures is shouldered by the Government of India. At the same time, the agricultural inputs, viz. fertilizers and manures, seeds, irrigation, the agricultural implements and machinery, plant protection and pesticides, and above all, agricultural credit, are all interdependent and interlinked with one another. Their timely availability in adequate quantity to farmers is absolutely essential for agricultural production and productivity. All

these requirements in administration for agricultural development call for a central leadership by the Ministry of Agriculture of the Government of India.

However, while the programmes are sponsored by the Central government and funds are made available to the State government, the implementation of these programmes is the sole responsibility of the State government with elaborate administrative networks and implementing machineries down to the village level. Acknowledging the importance of extension education in agricultural development and the need for communicating scientific knowledge and technical messages relating to farm practices at the right time to the right people using the right media of mass communication, the Department of Agriculture and Community Development in West Bengal has established a complex and interwoven organizational set up below the State level. At the State level, in the Directorate of Agriculture, two separate offices, the Office of Joint Director [Extension] and that of Chief Publicity and Public Relations Officer are directly involved in the process and are maintaining liaison with a hierarchical line of command well along the three tiers of administrative hierarchy, viz, the State level, the district level and the block level.

In India, programmes in rural development in general and agricultural development in particular are generally triggered off from the district level. Hence, the administrative set-up

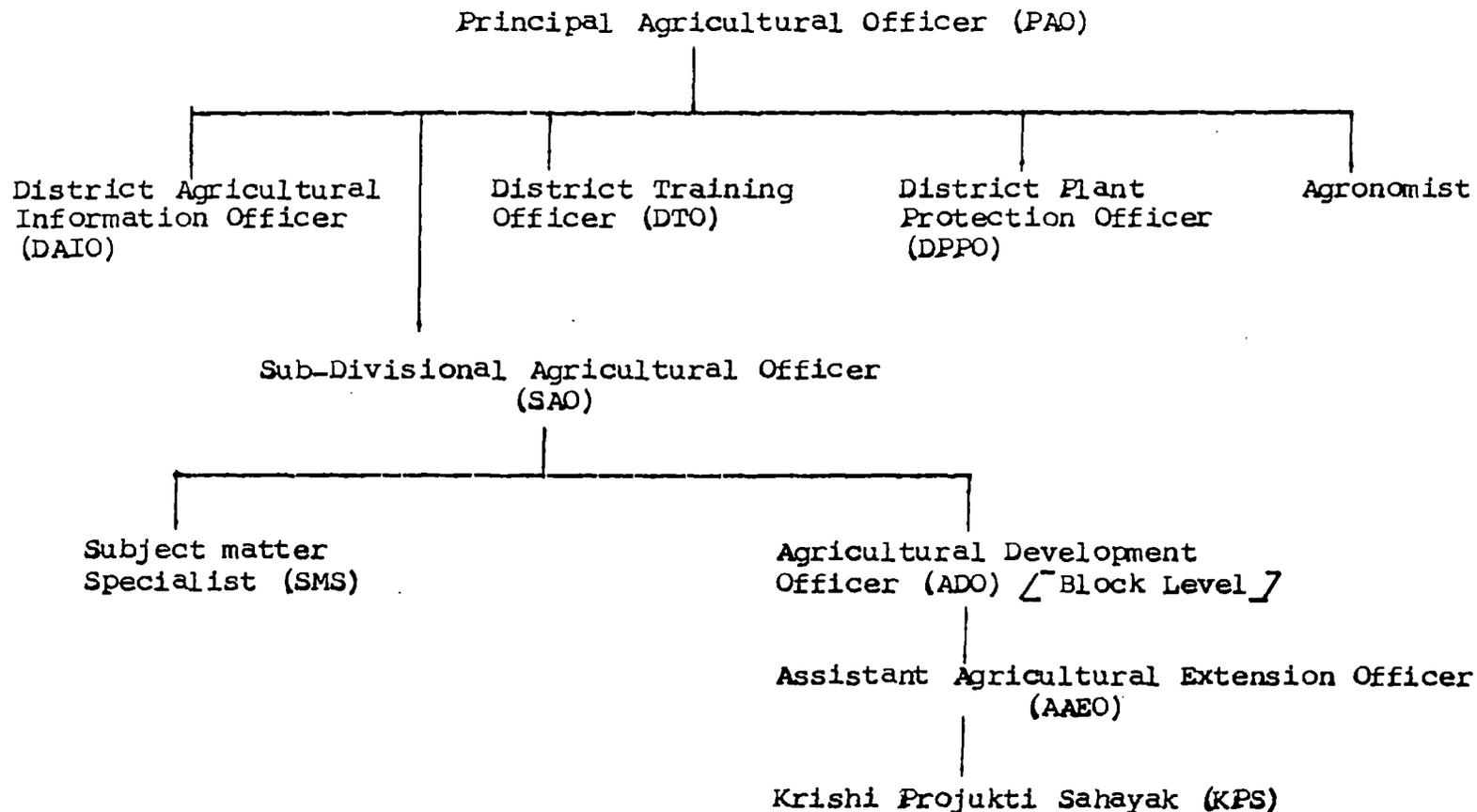
of the principal agricultural agency at the district level and its functioning are the critical ingredients in maintaining vertical and horizontal coordination among the different supportive agencies for pulling up development in the agricultural field. It is at this level that the designing and planning for communication and extension work are chalked out keeping in view the availability of resources, the nature of soil and climate, social and cultural milieu and the composition of social groups and group alignments. Nevertheless the process percolates down the administrative hierarchy and the executive part of the entire operation is the responsibility of the officers at the block level.

B. Selection of Locale of Study

Out of the twelve development blocks in the Darjeeling district in which the study has been conducted, the Kharibari Block has been selected for study by using the lottery method of random selection. Generally, the Principal Agricultural Officer is in charge of the entire agricultural operation in a district. He is assisted in matters of policy formation and programme implementation by the District Agricultural Information Officer and a host of technical officers. The structure and organization of agricultural administration in the Darjeeling District can be clearly understood from the chart 6.1. The Agricultural Development Officer heads the

Chart 6.1

District-level Set-Up



office of agriculture at the block level. He is expected to lead a team of field officers and extension workers who are the real carriers of development messages to farmers. It is his style of functioning and quality for leadership that seems to be the principal determinants in any successful operation and execution of development programmes in agriculture.

Again, since the study is intended to examine the process of communication and its effectiveness down at the village level by way of identifying the media of communication that are readily available to the farmers, their attractiveness and the degree of acceptance of the messages communicated through different channels, the method of sample survey has been adopted and one of the mouzas under the Kharibari Block has been selected for this purpose from among the mouzas in which at least fifty per cent of the total households are engaged in cultivation, by using a table of random numbers. The Bhogvita mouza which has been selected for intensive study includes two villages; Bhogvita and Sukaru. The selection of respondents has been made by adopting the method of systematic random sampling from the farmers' list collected from the block level office of the Department of Agriculture at Kharibari. The list includes the names of two hundred and ten farmers. The sample size is kept at fifty. Thus, while the block has been selected by a method of random selection, in the selection of mouza, both the

purposive and random sampling methods have been applied in sequential stages. However, at the final stage, that is, in the selection of respondents to be interviewed in the selected mouza, the method of systematic random sampling has been adopted.

C. Demographic Characteristics

Bhogvita, the mouza under survey has, according to 1981 census report, an area of 255.73 hectares. The two villages under it, Bhogvita and Sukaru, are located at a distance of two kilometres from each other, and is separated by the river Boon edging the two villages. The nearest market place for the villagers is at Batasi three kilometres away from Bhogvita and one kilometre from Sukaru. There is a fertilizer shop at Batasi, the owner of which acts as an advisor to the farmers in the use of chemical fertilizer. Besides, the bi-weekly hat at Batasi provides the farmers with the marketing facilities for selling off their agricultural products. There are regular bus services between Batasi and Kharibari, covering a distance of eleven kilometres by road, the place where the block level office of the Department of Agriculture is located and between Batasi and Naxalbari, ten kilometres away from Batasi. The villagers, for their major purchases, have to go to Naxalbari. There is also a railway station at Batasi. The roadlink

between Batasi and Siliguri sub-divisional township covers a distance of thirtyfour kilometres.

Geographically, Sukaru is conveniently located since it is easily accessible by a metalled approach road from Batasi whereas there is no direct feeder road to Bhogvita village. In dry season, people use to cross the river by foot. But in rainy season, when the river water swells, the villagers have to walk about two kilometres before they can finally use the metalled road of the tea garden leading to Batasi.

The villagers are populated mostly with low-caste Bengali and Rajbansi families. The pattern of settlement in the villages shows that the villagers are clustered in communities. In Bhogvita, the majority of the villagers belong to scheduled caste Bengali families. However, in Sukaru there is almost an even distribution of Bengali and Rajbansi families. While people of Bhogvita are totally dependent on cultivation for their livelihood and do not have any other occupation, a large section of the villagers of Sukaru has subsidiary occupations with agriculture as their principal occupation.

As regards age, most of the respondents are in the age ranging between 28 years and 47 years. The largest number (15) falls into the age-group of 38 years to 47 years followed by the age-group of 28 years to 37 years. Of the total respondents, 49 are hindus by religion. Out of fifty,

forty-two belong to scheduled castes, four are scheduled tribes and only four persons belong to general castes.

Table 6.1

Demographic Characteristics of the Respondents

Age	N	Religion	N
28-37 years	14	Hindu	49
38-47 years	15	Muslim	1
48-57 years	7		
58-67 years	6		
68 years and above	8		
Total	50		50

Demographic Characteristics of the Respondents

Caste	N	* Ethno-linguistics communities	N	Education	N
General	4	Bengali	30	Illiterate	25
Scheduled Caste	42	Rajbansi	14	Literate	5
Scheduled Tribe	4	Santhal	4	Primary	5
		Bihari	1	High School	12
		Bengali (Muslim)	1	High School Completed	3
Total	50		50		50

* the term was used by Myron Weiner in his book - 'Sons of the Soil' (Oxford University Press, Delhi, 1988).

However, among the total number of respondents, 14 belong to Rajbansi community, four are santhals and thirty are Bengalis. The literacy rate in the surveyed villages is very low. Forty per cent of the total respondents are illeterate, while twenty four per cent have some high school education. Of the total respondents, only six per cent have completed their high school education.

Since the study has been undertaken with the sole objective of examining the process of communication in all its ramifications in the village life as in respect of health, in agriculture, too, questions have been inserted into the interview schedule for assessing first, the exposure of the farmers to the various media of mass communication and their level of understanding, second, the knowledge of the farmers about new techniques and methods of cultivation available and the sources of knowledge, and lastly, their readiness in accepting the new technologies of agricultural operations and the adoption of new agricultural practices by the respondents.

The following tables show the general findings as to the exposure of respondents to different media and their level of understanding.

It is discernible from table 6.2 that radio is the only medium that can be labelled as really 'mass'. To the villagers radio has got both the educative and entertainment

value. It is cheap and the farmers returning home in the evening after the day-long toil in the field feel relaxed in listening to radio. Sixty four per cent of the respondents are listening to radio regularly. Hence for extension

Table 6.2

Exposure of the respondents to different media of Communication (Mass media and Interpersonal media)

Types of media of communication	Yes	No	N
Newspaper	20.00%	80.00%	50
Radio	64.00	36.00	50
Television	48.00	52.00	50
Poster	50.00	50.00	50
Film	48.00	52.00	50
KPS*	30.00	70.00	50

*Krishi Projukti Sahayak.

services, for the transmission of scientific and technical information to the farmers, radio can very well serve as the best medium of mass communication only if the programmes it broadcasts are carefully planned keeping in view the comparatively low level of understanding of the farmers most of whom are not educated. The programmes on farm practices, if they are presented in story form, instead of the usual conversation method in which the subject matter specialists read out the instructions which in most cases become difficult

for the farmers to follow, will evoke better response from the farm community. At the same time, the programmes need repetition, especially during the harvesting season. Of the total respondents forty-eight per cent see television occasionally. In Bhogvita, there is only one T.V set in the entire village. So, inspite of high potentialities because of its power to make visual appeal to the audience, television has got limited access to the rural masses. Fifty per cent of the respondents have noticed posters while forty-eight per cent of them have seen films on different informative themes shown either by the mobile units of the DAVP or by the publicity wings of different Departments of the State government. Newspaper as a medium of communication is less effective as twenty per cent of the respondents read newspapers only frequently. In the field of agricultural extension, the role of extension workers is crucial and significant as it is not limited merely to transmitting to the farmers the basic knowledge of improved methods of agriculture but also to bring about a psychological change in the minds of the farmers so as to prepare them to adopt new ways of life. In a wider sense, all the officers at the block level are extension workers and at the lowest level of administrative hierarchy, there is the Krishi Projukti Sahayak (KPS) who has to get himself acquainted with the problems, needs, desires and capabilities of the farmers. In Bhogvita mouza, there is one KPS attached to both the

villages. However, only thirty per cent of the respondents have replied that they have met the KPS. It has been clearly noticed during the informal talks with the farmers that those who have access to KPS are better informed of the improved techniques of agriculture and the modernized agricultural practices.

However, apart from the government officials doing the extension works, there are other channels of interpersonal communication that ensure the flow of important technical and other information relating to agriculture at the village level. During the survey in the selected villages, the informal discussion with the villagers revealed that the elected members to the village panchayat and the owner of the lone fertilizer shop at Batasi are the important sources of information among a particular section of the villagers. The villagers of Bhogvita spend some of the evenings with the Panchayat member sitting in the wide courtyard in front of his house. They pass time in gossiping in course of which they exchange their views on specific problems relating to cultivation also and get relevant information from the Panchayat member. Sometimes the Krishi Projukti Sahayak (KPS) also participate in this process of deliberation. Here information flow takes place on a co-equal basis of knowledge sharing. However, the villages are marked by the conspicuous absence of any club or any other voluntary organization.

Table 6.3Exposure to and Understanding of the Message Communicated Through Poster and Film

Media of Communication	Exposure to media		N	Understanding of the message communicated		N
	Yes	No		Yes	No	
Film	48.00%	52.00%	50	22.00%	26.00%	50
Poster	50.00%	50.00%	50	14.00%	36.00%	50

Films and posters are, no doubt, important media of mass communication, but their effectiveness depends on to what extent they are easily comprehensible by the rural and illiterate masses. Table 6.3 shows that while forty-eight per cent of the respondents have seen films, only 22.00 per cent of them have some understanding of the themes of films shown. The study has revealed that the showing of films either by the Directorate of Field Publicity (DFP) or by the Departments of State government is occasional. Again, the selection of audience, the fixing up of time for showing the film, the occasion and the place for screening the film - all these need careful consideration for getting better response from the selected audience for whom the film is made. The effectiveness of film show as a medium for the dissemination of information to the farmers about new technologies and innovations in agricultural practices and the

Two pages are marked 278. This is purely a typing error.

way to adopt them will be greater than otherwise if these films are shown on such occasions as krishi mela or during an agricultural training programme for the farmers. On such occasions, the agricultural extension workers must explain to the farmers in advance about the themes of the films for increasing their inquisitiveness and enlisting their presence. At the same time, the films need to be presented in good story forms so as to capture the attention of the farmers and captivate their minds. Again, while 50.00 per cent of the respondents have noticed posters, only 14.00 per cent of them are able to understand what they have seen. This is also because the posters are mostly unattractive and require artistic quality in their production. Moreover, for the sake of an well-organized and systematic publicity campaign which requires both an understanding of the purpose of the programme and the knowledge about the nature and background of the 'public', posters must be presented in the form of elaborating an idea through pictures in sequential stages.

D. Communication Structures

In this chapter, again, an attempt has been made to find out the relationship between the background data of the respondents taken as independent variables and the dependent variables through a series of contingency tables. For this purpose reliance has been made on the chi-square test to find

out the correlation between the socio-economic variables and attributes on the one hand and the communication structures from the point of view of access of the respondents to different media of communication and their level of understanding, the knowledge of the respondents about specified programmes, the relative importance of different media in programme campaign and the effectiveness of programme campaign on the other in the field of agricultural activity. The .05 level of probability is considered as standard of significance. The null hypothesis is retained in each case where P is greater than this level.

Religion and Communication Structures

Out of a total of fifty respondents in the surveyed mouza, only one was Muslim and the rest were Hindus. So it is meaningless to draw any inference as to the impact of religion on the communication structures.

Age and Communication Structures

The research hypothesis adopted here suggests that variation in age is directly related to the access to different media of communication and the level of understanding of the messages communicated through these media. The younger age-groups have greater access and ability to under-

stand the messages communicated than the older age-groups. The data are presented in tables 6.4 to 6.10. It has been found that with the exceptions of radio and poster, the null hypothesis has been rejected in all other cases.

Table 6.4

Age and Access to Media - Radio

Age	Never	Sometimes	Very often	N
28-37 years	35.71%	42.85%	21.42%	14
38-47 years	20.00	53.33	26.66	15
48-57 years	14.28	57.14	28.57	7
58-67 years	50.00	33.33	16.66	6
68 years and above	50.00	37.5	12.5	8
Total	32.00	46.00	22.00	50

$$\chi^2 = 7.723878$$

$$df = 8$$

P lies between .30 and .50

Table 6.4 shows that radio as a medium of mass communication has made a considerable headway among the rural audiences. In all 68.00 per cent of the respondents listen to radio either 'sometimes' or 'very often'. The highest percentage (85.72) of respondents listening to radio falls in the age group of 48-57. The popularity of radio, however, declined to some extent among the respondents belonging to

the older age-groups. In the oldest age-group (68 years and above) only 12.5 per cent of the respondents are regularly listening to radio. The chi-square value of the data presented in this table is 7.723878 and P lies between .30 and .50. Hence there is no significant association between age and listening to radio. The null hypothesis is to be retained.

Table 6.5

Age and Access to Media - Television

Age	Never	Sometimes	Very often	N
28-37 years	50.00%	50.00%	0.00%	14
38-47 years	46.66	46.66	6.66	15
48-57 years	57.14	42.85	0.00	7
58-67 years	33.33	66.66	0.00	6
68 years and above	75.00	25.00	0.00	8
Total	52.00	46.00	2.00	50

$$\chi^2 = 23.67535$$

$$df = 8$$

P is less than .01

Table 6.5 shows that television as a source of information has limited access among the rural audiences. Only 2.00 per cent of the respondents see television regularly. The percentage of respondents who never watch television is pretty high in almost all the age-groups and the highest

percentage (75.00) is recorded in the age-group of 68 years and above. However, the chi-square value of the data in this table is 23.67635 and P is less than .01. Hence it can be inferred that television as a medium of communication is significantly related to age. The null hypothesis is rejected.

Table 6.6

Age and Access to Media - Poster

Age	No	Yes	N
28-37 years	64.28%	35.71%	14
38-47 years	40.00	60.00	15
48-57 years	28.57	71.42	7
58-67 years	33.33	66.66	6
68 years and above	75.00	25.00	8
Total	50.00	50.00	50

$$\chi^2 = .5821005$$

$$df = 4$$

P lies between .95 and .98

The data contained in table 6.6 reveals that 50.00 per cent of the respondents have noticed posters displayed at different places. The highest percentage (71.42) of respondents who have seen posters belongs to the age group of 48-57 years followed by 66.66 per cent in the age-group of 58-67

years. The lowest percentage (25.00) is recorded in the age-group of 68 years and above. The chi-square value is .5821005 and P lies between .95 and .98. It indicates that there is no significant association between age as a social variable and access to this medium of communication. The null hypothesis is to be retained. However, while half of the respondents have noticed posters, only 14.00 per cent of them can understand the themes of the posters. The age-wise break-up as presented in table 6.7 shows that the highest percentage (42.85) of respondents who can follow the meanings of the messages communicated through posters belongs

Table 6.7

Age and Understanding of the Message Communicated through Media - Poster

Age	No	Yes	Inapplicable	N
28-37 years	28.57%	7.14%	64.28%	14
38-47 years	46.66	13.33	40.00	15
48-57 years	28.57	42.85	28.57	7
58-67 years	50.00	16.66	33.33	6
68 years and above	25.00	0.00	75.00	8
Total	36.00	14.00	50.00	50

$$x^2 = 17.70697$$

$$df = 8$$

P lies between .02 and .05

to the age group of 48-57 years. In the age group of 28-37 years, only 7.14 per cent are able to understand the themes of posters. The chi-square value of the data in this table is 17.70697 and P lies between .02 and .05. The null hypothesis is rejected.

Table 6.8

Age and Access to Media - Film

Age	No	Once	Twice	More than twice	N
28-37 years	57.14%	0.00%	14.28%	28.57%	14
38-47 years	46.66	13.33	6.66	33.33	15
48-57 years	28.57	14.28	28.57	28.57	7
58-67 years	50.00	0.00	33.33	16.66	6
68 years and above	75.00	0.00	0.00	25.00	8
Total	52.00	6.00	14.00	28.00	50

$$X^2 = 30.95361$$

$$df = 12$$

P is less than .01

Table 6.8 shows that 48.00 per cent of the respondents have seen informative films either once or twice or more than twice. The highest percentage (71.43) of respondents who have seen this type of films is in the age-group of 48-57 years and the lowest percentage (25.00) is in the age-group of 68 years and above. There is no uniform pattern in the rise and

fall of percentage of respondents who have seen this type of films. The percentage of respondents who have never seen such films is pretty high in almost all the age groups. With the chi-square value of 30.95361, P is less than .01 in this table. It signifies that age as a social variable has got significant association with this medium of communication and the null hypothesis is discarded. Moreover, the percentage of respondents who have understood the themes of such films registers a further low trend. Table 6.9 shows that while

Table 6.9

Age and Understanding of the Message Communicated through
Media - Film

Age	No	Yes	Inapplicable	N
28-37 years	14.28%	28.57%	57.14%	14
38-47 years	40.00	13.33	46.66	15
48-57 years	28.57	42.85	28.57	7
58-67 years	33.33	16.66	50.00	6
68 years and above	12.5	12.5	75.00	8
Total	26.00	22.00	52.00	50

$$X^2 = 19.14825$$

$$df = 8$$

P lies between .01 and .02

48.00 per cent of the respondents have seen films only 22.00

per cent can understand what is communicated through such films. Again the highest percentage (42.85) of respondents who can understand the themes of such films is found in the age-group of 48-57 years while the lowest percentage (12.5) is in the age group of 68 years and above. The chi-square value of the data contained in this table is 19.14825 and P lies between .01 and .02. The null hypothesis is again rejected.

Table 6.10

Age and Access to Media - Newspaper

Age	Never	Sometimes	Very often	N
28-37 years	92.85%	7.14%	0.00%	14
38-47 years	80.00	13.33	6.66	15
48-57 years	57.14	28.57	14.28	7
58-67 years	83.33	16.66	0.00	6
68 years and above	87.5	12.5	0.00	8
Total	82.00	14.00	4.00	50

$$\chi^2 = 49.16255$$

$$df = 8$$

P is less than .01

The data contained in table 6.10 shows that the role of newspapers as a medium of communication is very insignificant among the rural masses. The percentage of respondents who

never read newspaper is as high as 82.00 per cent. Only 4.00 per cent of respondents read newspaper 'very often'. The age-wise break up shows that 14.28 per cent of the respondent belonging to the age-group of 48-57 years read newspaper 'very often' while 28.57 per cent of them read 'sometimes'. The habit of newspaper reading is lowest (7.14) in the youngest age group of 28-37 years. In this table also P is less than .01 with the chi-square value of 49.16255. Hence there is a significant association between age and access to this medium of communication. The null hypothesis is discarded.

Education and Communication Structures

In Lerner's model there was a close reciprocal relationship between literacy and mass media exposure. It is assumed that the higher the level of education the greater will be the access to different media of mass communication. The data presented in table 6.11 and 6.17 reiterate the fact that there is significant association between education and exposure to different media of mass communication.

Table 6.11 shows that there is no uniform trend in the rise and fall of percentage of respondents having access to radio with the rise in the level of education. It is found that while everyone of the literate respondents listens to

radio either 'sometimes' or 'very often', 40.00 per cent of the respondents having some primary level of education and

Table 6.11

Education and Access to Media - Radio

Education	Never	Sometimes	Very often	N
Illiterate	40.00%	44.00%	16.00%	25
Literate	0.00	60.00	40.00	5
Primary	40.00	60.00	0.00	5
High School	33.33	33.33	33.33	12
High School Completed	0.00	66.66	33.33	3
Total	32.00	46.00	22.00	50

$$\chi^2 = 15.58493$$

$$df = 8$$

P is less than .05

33.33 per cent of the respondents with some high school education do not have any access to radio. Again while 40.00 per cent of the literates listen to radio 'very often', there is none with primary level of education who listens to radio 'very often' and the corresponding percentage among the respondents with some high school education is 33.33. Among the illiterates 60.00 per cent of the respondents listen to radio either 'sometimes' or 'very often'. However,

the chi-square value of the data contained in the table is 15.58493 and P is less than .05. It indicates that there is significant association between education and access to radio as a medium of communication.

Table 6.12

Education and Access to Media - Television

Education	Never	Sometimes	Very often	N
Illiterate	72.00%	24.00%	4.00%	25
Literate	0.00	100.00	0.00	5
Primary	40.00	60.00	0.00	5
High School	50.00	50.00	0.00	12
High School Completed	0.00	100.00	0.00	3
Total	52.00	46.00	2.00	50

$$X^2 = 36.58058$$

$$df = 8$$

P is less than .01

The data contained in table 6.12 show that while everyone of the literates is to a certain extent exposed to television, among the respondents with some primary level of education, 40.00 per cent do not see television and in case of those having some high school education, the corresponding percentage is 50.00. Only 4.00 per cent of the total

respondents belonging to the category of illiterates see television 'very often'. However, in all 46.00 per cent of the respondents have access to television at least to some extent. The chi-square value of the data is 36.58058 and P is less than .01. This establishes a significant association between education as a social variable and access to television. The null hypothesis is discarded.

Table 6.13

Education and Access to Media - Poster

Education	No	Yes	N
Illiterate	56.00%	44.00%	25
Literate	0.00	100.00	5
Primary	60.00	40.00	5
High School	58.33	41.66	12
High School Completed	33.33	66.66	3
Total	50.00	50.00	50

$$X^2 = 14.07704$$

$$df = 4$$

P is less than .01

Table 6.13 shows that the highest percentage (100.00) of respondents who have noticed posters is among the literates. The percentage falls sharply to 44.00 in case of respondents having some primary level of education and 41.66

among respondents with some high school education. However, among those who have completed their high school education 66.66 per cent have replied in the affirmative. The chi-square value of the data is 14.07704 and P is less than .01. Therefore, there is a significant association between education and access to poster as a medium of communication. However, although the percentage of respondents who have

Table 6.14

Education and Understanding of the Message Communicated through Media - Poster

Education	No	Yes	Inapplicable	N
Illiterate	40.00%	4.00%	56.00%	25
Literate	80.00	20.00	0.00	5
Primary	40.00	0.00	60.00	5
High School	16.66	25.00	58.33	12
High School Completed	0.00	66.66	33.33	3
Total	36.00	14.00	50.00	50

$$X^2 = 31.02282$$

$$df = 8$$

P is less than .01

noticed posters is to some extent appreciable in almost all the educational groups the percentage of those who can comprehend the themes of posters is very low. Nevertheless,

a steady increase in the percentage of respondents understanding the messages communicated through posters is discernible with the rise in the level of education. While among the literates 20.00 per cent are able to understand the themes of posters, among those with some high school education and those who have completed their high school education, the corresponding percentages are 25.00 and 66.66 respectively. Here again P is less than .01 with chi-square value of 31.02282. Hence the null hypothesis is discarded.

Table 6.15

Education and Access to Media - Film

Education	No	Once	Twice	More than twice	N
Illiterate	72.00%	4.00%	12.00%	12.00%	50
Literate	0.00	0.00	40.00	60.00	5
Primary	40.00	0.00	20.00	40.00	5
High School	50.00	0.00	8.33	41.66	12
High School Completed	0.00	66.66	0.00	33.33	3
Total	52.00	6.00	14.00	28.00	50

$$\chi^2 = 29.29273$$

$$df = 12$$

P is less than .01

The data contained in table 6.15 show that among the illiterates the percentage of respondents who have never seen informative films is as high as 72.00. However, there is no uniform trend in the rise and fall of percentage with the rise in the level of education. While among the literates 100.00 per cent of the respondents have seen such films, the corresponding percentage in case of respondents with primary level of education is 60.00 and it registers a further fall (49.99) in case of respondents with some high school education. The chi-square value of the data is 29.29273 and P is less than .01. Hence a significant association is established between education as a social variable and access to this medium of communication. In case of understanding of the themes of films, the data contained in

Table 6.16

Education and Understanding of the Message Communicated through Media - Film

Education	No	Yes	Inapplicable	N
Illiterate	16.00%	12.00%	72.00%	25
Literate	40.00	60.00	0.00	5
Primary	60.00	0.00	40.00	5
High School	33.33	16.66	50.00	12
High School Completed	0.00	100.00	0.00	3
Total	26.00	22.00	52.00	50

$$\chi^2 = 31.34019$$

$$df = 8$$

P is less than .01

table 6.16 reflect a rather dismal picture. Among the literates, 60.00 per cent of the respondents replied that they were able to grasp the messages communicated through such films. The percentage came down to zero in case of those with primary level of education and 16.66 among the respondents with some high school education. However the chi-square value of the data is 31.34019 and P is less than .01. Hence the null hypothesis is rejected.

Table 5.17

Education and Access to Media - Newspaper

Education	Never	Sometimes	Very often	N
Illiterate	100.00%	0.00%	0.00%	25
Literate	60.00	40.00	0.00	5
Primary	100.00	0.00	0.00	5
High School	58.33	41.66	0.00	12
High School Completed	33.33	0.00	66.66	3
Total	82.00	14.00	4.00	50

$$\chi^2 = 43.45328$$

$$df = 8$$

P is less than .01

The data presented in table 6.17 reveals that access to printed media increases along with the rise in the level of education although the role of newspapers as a medium of communication seems to be very insignificant among the respondents. The table shows that 40.00 per cent of the 'literate' and 41.66 per cent of the respondents having some high school education read newspapers 'sometimes'. Among the respondents who have completed their high school education, 66.66 per cent read newspapers 'very often'. Interestingly the respondents having primary level of education do not have any access to newspapers. With the chi-square value of 43.45328, P is less than .01. Therefore, a significant relationship is established between education and access to newspaper as a medium of communication. The null hypothesis is discarded.

Ethno-linguistic Communities and Communication Structures

It is hypothesized that communities as a social variable are directly related to different communication structures. People belonging to Bengalee Community are more exposed to different media and have greater ability of comprehension than people in other communities. The data obtained are summarized in tables 6.18 to 6.24. However, it is found during survey that the low-caste Bengalees and the Rajbansis are the two major communities in the mouza

under survey. Nevertheless, apart from these two communities, there are people belonging to other communities as well like Santhal, Bihari and Bengalee (Muslim).

Table 6.18

Ethno-linguistic Communities and Access to Media - Radio

Communities	Never	Sometimes	Very often	N
Bengalee (Hindu)	20.00%	50.00%	30.00%	30
Rajbansi	42.85	42.85	14.28	14
Santhal	75.00	25.00	0.00	4
Bihari	100.00	0.00	0.00	1
Bengalee (Muslim)	0.00	100.00	0.00	1
Total	32.00	46.00	22.00	50

$$\chi^2 = 8.146258$$

$$df = 8$$

P lies between .30 and .50

Table 6.18 reveals that the respondents belonging to Bengalee (Hindu) community have greater access to radio in comparison to other communities. 80.00 per cent of the respondents in Bengalee (Hindu) community listen to radio either 'sometimes' or 'very often'. The percentage is much low (57.13) among the respondents belonging to Rajbansi community. The penetration of radio as a medium of communication is meagre among the Santhals. However, the chi-square

value of the data presented in the table is 8.146258 and P lies between .30 and .50. This shows that there is no significant association between communities as a social variable and listening to radio. The null hypothesis is to be retained.

Table 6.19

Ethno-linguistic Communities and Access to Media - Television

Communities	Never	Sometimes	Very often	N
Bengalee (Hindu)	36.66%	60.00%	3.33%	30
Rajbansi	78.57	21.42	0.00	14
Santhal	100.00	0.00	0.00	4
Bihari	0.00	100.00	0.00	1
Bengalee (Muslim)	0.00	100.00	0.00	1
Total	52.00	46.00	2.00	50

$$\chi^2 = 7.455235$$

$$df = 8$$

P lies between .30 and .50

The data presented in table 6.19 reinforces the same proposition. The percentage (78.57) of Rajbansi respondents who have never seen television is more than double of the percentage (36.66) of respondents belonging to Bengalee (Hindu) community. But while 60.00 per cent of the Bengalee

(Hindu) respondents and 21.42 per cent of the Rajbansi respondents have seen television 'sometimes', among the Santhals, the respondents interviewed do not have any access to television altogether. Nevertheless, the chi-square value of the data is 7.455235 and P lies between .30 and .50. Therefore, no significant relationship can be established between communities and access to television as a medium of communication.

Table 6.20

Ethno-linguistic Communities and Access to Media - Poster

Communities	No	Yes	N
Bengalee (Hindu)	30.00%	70.00%	30
Rajbansi	78.57	21.42	14
Santhal	75.00	25.00	4
Bihari	100.00	0.00	1
Bengalee (Muslim)	100.00	0.00	1
Total	50.00	50.00	50

$$x^2 = 3.820116$$

$$df = 4$$

P lies between .30 and .50

Table 6.20 indicates that 70.00 per cent of the Bengalee (Hindu) respondents have noticed posters carrying agricultural information in and around their locality followed by 25.00 per cent of the Santhal respondents. Among the Rajbansis, the percentage of respondents who have never noticed

posters is as high as 78.57 per cent. The chi-square value of the data is 3.820116 and P lies between .30 and .50. It reveals that there is no significant association between communities as a social variable and access to poster. The null hypothesis is retained. But with regard to the understanding of the themes of such posters only 14.00 per cent

Table 6.21

Ethno-linguistic Communities and Understanding of the Message Communicated through Media - Poster

Communities	No	Yes	Inapplicable	N
Bengalee (Hindu)	46.66%	23.33%	30.00%	30
Rajbansi	21.42	0.00	78.57	14
Santhal	25.00	0.00	75.00	4
Bihari	0.00	0.00	100.00	1
Bengalee (Muslim)	0.00	0.00	100.00	1
Total	36.00	14.00	50.00	50

$$\chi^2 = 35.31852$$

$$df = 8$$

P is less than .01

of the total respondents replied in the affirmative and all of them belong to the Bengalee (Hindu) community. Respondents of other communities do not have the ability to comprehend the meanings underlying the pictures of the posters. With the chi-square value of 35.31852 P is less

than .01. Therefore, a significant association is established between communities and understanding of the messages communicated through this particular medium of communication. The null hypothesis is rejected.

Table 6.22

Ethno-linguistic Communities Access to Meida - Film

Communities	No	Once	Twice	More than twice	N
Bengalee (Hindu)	40.00%	10.00%	16.66%	33.33%	30
Rajbansi	64.28	0.00	14.28	21.42	14
Santhal	100.00	0.00	0.00	0.00	4
Bihari	100.00	0.00	0.00	0.00	1
Bengalee (Muslim)	0.00	0.00	0.00	100.00	1
Total	52.00	6.00	14.00	28.00	50

$$\chi^2 = 17.70045$$

$$df = 12$$

P lies between .10 and .20.

The data presented in table 6.22 reveal that the percentage (60.00) of respondents belonging to Bengalee (Hindu) community who have seen informative films is much higher than the percentage (35.72) of respondents belonging to Rajbansi community. The Santhals do not have any information about the screening of such films. The chi-square value of the

data contained in the table is 17.70045 and P lies between .10 and .20. Hence the null hypothesis is to be retained. However regarding the understanding of the themes of such films Bengalee (Hindu) respondents are well ahead of the

Table 6.23

Ethno-linguistic Communities and Understanding of the
Message Communicated through Media - Film

Communities	No	Yes	Inapplicable	N
Bengalee (Hindu)	30.00%	30.00%	40.00%	30
Rajbansi	21.42	14.28	64.28	14
Santhal	0.00	0.00	100.00	4
Bihari	0.00	0.00	100.00	1
Bengalee (Muslim)	100.00	0.00	0.00	1
Total	26.00	22.00	52.00	50

$$\chi^2 = 19.04003$$

$$df = 8$$

P lies between .01 and .02

respondents belonging to other communities. While 30.00 per cent of the Bengalee (Hindu) respondents are able to comprehend the messages communicated through such films, among the Rajbansi respondents the percentage is only 14.28. The chi-square value of the data contained in the table is 19.04003 and P is less than .01. It shows that communities as a social variable have got significant association with

understanding of the themes of films as a medium of communication. The null hypothesis is rejected.

Table 6.24

Ethno-linguistic Communities and Access to Media - Newspaper

Communities	Never	Sometimes	Very often	N
Bengalee (Hindu)	76.66%	16.66%	6.66%	30
Rajbansi	85.71	14.28	0.00	14
Santhal	100.00	0.00	0.00	4
Bihari	100.00	0.00	0.00	1
Bengalee (Muslim)	100.00	0.00	0.00	1
Total	82.00	14.00	4.00	50

$$\chi^2 = 33.73738$$

$$df = 8$$

P is less than .01

Table 6.24 shows that the access of the respondents to printed media is very low in all the communities. 16.66 per cent of the respondents belonging to Bengalee (Hindu) community and 14.28 per cent of those belonging to Rajbansi community read newspapers 'sometimes'. Only 6.66 per cent of respondents belonging to Bengalee (Hindu) community replied that they read newspapers 'very often'. For the respondents belonging to other communities newspaper as a medium of communication do not play any role at all. With the

chi-square value of 33.73738, P is less than .01. This indicates that there is a significant association between communities and access to newspaper as a medium of communication. The null hypothesis is discarded.

Caste and Communication Structures

The explanatory hypothesis adopted here states that people belonging to general castes have greater access to and understanding of the messages communicated through different media than people belonging to scheduled castes and scheduled tribes. The mouza under survey is mostly inhabited by people belonging to scheduled castes. The scheduled tribes and people from other castes are representing a minute fraction of the total population, with regard to the working of different communication structures, the access and exposure of the scheduled tribe population to different communication media is minimum and marginal. The data are presented in tables 6.25 and 5.31. It is found that with the exceptions of access to posters and films, caste as a variable, has failed to establish any significant association in other cases.

Table 6.25Caste and Access to Media - Radio

Caste	Never	Something	Very often	N
General	50.00%	25.00%	25.00%	4
S.C [*]	26.19	50.00	23.8	42
S.T ^{**}	75.00	25.00	0.00	4
Total	32.00	46.00	22.00	50

* Scheduled Castes ** Scheduled Tribes

$$\chi^2 = 5.031144$$

$$df = 4$$

P lies between .20 and .30

The data contained in table 6.25 show that 50.00 per cent of the respondents belonging to general castes and 26.19 per cent of the respondents belonging to scheduled castes never listen to radio that broadcasts regular programmes on agriculture and related matters. However, 25.00 per cent of the general caste respondents and 23.8 per cent of the scheduled caste respondents listen to radio 'very often'. The chi-square value of the data is 5.031144 and P lies between .20 and .30. This signifies that there is no significant association between caste as a social variable and access to radio. The null hypothesis is retained.

The data presented in table 6.26 indicate that the respondents belonging to scheduled castes are less in the

Table 6.26

Caste and Access to Media - Television

Caste	Never	Sometimes	Very often	N
General	25.00%	75.00%	0.00%	4
S.C	50.00	47.61	2.38	42
S.T	100.00	0.00	0.00	4
<u>Total</u>	<u>52.00</u>	<u>46.00</u>	<u>2.00</u>	<u>50</u>

$$\chi^2 = 5.151099$$

$$df = 4$$

P lies between .20 and .30

habit of seeing television than listening to radio. 50.00 per cent of the respondents in this category replied that they have never seen television. However 2.38 per cent of the scheduled caste respondents see television 'very often'. Among the general castes 75.00 per cent of the respondents see television 'sometimes!'. With the chi-square value of 5.151099. P lies between .20 and .30. Therefore, there is no significant relationship between caste and television -viewing. The null hypothesis is to be retained.

Table 5.27 shows that respondents belonging to scheduled castes are more exposed to pictorial media like posters than the respondents of other castes. While 54.76 per cent of the scheduled caste respondents have noticed posters carrying agricultural information at different places, the percentages of such respondents from general castes and

Table 6.27Caste and Access to Media - Poster

Caste	No	Yes	N
General	75.00%	25.00%	4
S.C.	45.23	54.76	42
S.T.	75.00	25.00	4
Total	50.00	50.00	50

$$\chi^2 = 32.47244$$

$$df = 2$$

P is less than .01

scheduled tribes are 25.00 per cent in both the cases. However, the chi-square value of the data is 32.47244 and P is less than .01. Therefore, caste as a social variable has got significant association with access to this medium of communication. The null hypothesis is rejected. But with regard to the understanding of the themes of such posters displayed at different places as shown in table 6.28, the majority of the scheduled caste respondents (40.47) replied in the negative. Only 14.28 per cent of the respondents have the ability to comprehend the messages communicated through such posters. Among the general caste respondents, the corresponding percentage is 25.00, while among the scheduled tribe respondents, no one is found able to go

Table 6.28Caste and Understanding of the Message Communicated through Media - Poster

Caste	No	Yes	Inapplicable	N
General	0.00%	25.00%	75.00%	4
S.C	40.47	14.28	45.23	42
S.T	25.00	0.00	75.00	4
Total	36.00	14.00	50.00	50

$$\chi^2 = 4.6793$$

$$df = 4$$

P lies between .30 and .50

through the meanings of posters. With the chi-square value of 4.6793, P lies between .30 and .50. Hence there is no significant association between caste and understanding of the messages communicated through this medium. The null hypothesis is retained.

Table 6.29Caste and Access to Media - Film

Caste	No	Once	Twice	More than twice	N
General	50.00%	0.00%	0.00%	50.00%	4
S.C	47.61	7.14	16.56	28.57	42
S.T	100.00	0.00	0.00	0.00	4
Total	52.00	6.00	14.00	28.00	50

$$\chi^2 = 65.21878$$

$$df = 6$$

P is less than .01

The data presented in table 6.29 reveal that while 50.00 of the general caste respondents have seen informative films more than twice, 52.39 per cent of the scheduled caste respondents have seen such films once or twice or more than twice. The respondents belonging to scheduled tribe population do not have any knowledge about the screening of such films. The chi-square value of the data is 65.21878 and P is less than .01. It indicates that caste as a social variable is significantly associated with the access to this medium of communication. Therefore the null hypothesis is rejected. However while the percentage of respondents who

Table 6.30

Caste and Understanding of the Message Communicated
through Media - Film

Caste	No	Yes	Inapplicable	N
General	25.00%	25.00%	50.00%	4
S.C	28.57	23.8	47.61	42
S.T	0.00	0.00	100.00	4
Total	26.00	22.00	52.00	50

$$\chi^2 = 4.037629$$

$$df = 4$$

P lies between .30 and .50

have seen informative films is quite promising among both general castes and scheduled castes, the percentage of respondents who have the ability of comprehend the themes of such films is remarkably low. As shown in table 6.30, only 25.00 per cent of the general caste respondents and 23.8 per cent of the scheduled caste respondents replied that they could understand the themes of such films. The chi-square value of the data contained in this table is 4.037629 and P lies between .30 and .50. Therefore the null hypothesis is retained.

Table 6.31

Caste and Access to Media - Newspaper

Caste	Never	Sometimes	Very often	N
General	75.00%	25.00%	0.00%	4
S.C	80.95	14.28	4.76	42
S.T	100.00	0.00	0.00	4
Total	82.00	14.00	4.00	50

$$\chi^2 = 1.476688$$

$$df = 4$$

P lies between .80 and .90

The data contained in table 6.31 indicate that newspapers have limited access to respondents belonging to both the general castes and the scheduled castes. Of the total respondents 75.00 per cent from the general castes and 80.95 per cent of the scheduled caste respondents do not read newspapers at all. However, 4.76 per cent of the scheduled caste respondents replied that they read newspaper 'very often'. The printed media do not play any role among the scheduled tribe respondents with the chi-square value of 1.476688 P lies between .80 and .90. It shows that there is no significant correlation between caste and access to this medium of communication. The null hypothesis is to be retained.

E. Programme Campaigns

The Department of Agriculture just like the Department of Health and Family Welfare has initiated over the years a number of programmes for introducing improved agricultural practices for which intensive programme campaigning through different media of communication including interpersonal communication is necessary and vital. The introduction of a new programme in the field of agricultural operation involving the use of new technology and changed method of cultivation requires a change in the attitudes and behaviour of the farmers for which effective programme campaigning is

indispensable. The growing exposure of the farmers to different media of mass communication is, no doubt, crucial in disseminating information about new technologies and practices in agriculture, but what is more important is to decide on the use of the right media at the right time for accomplishing the desired objective. The Department of Agriculture has put to use different media of mass communication as well as interpersonal communication, especially by way of providing extension services to the farmers. With a view to examining the relative importance of these media in programme campaigning among the farmers, a number of questions on specific programmes have been inserted in the interview schedule and attempt has been made to test the relationship between the socio-economic variables and attributes of the respondents on the one hand and the knowledge and sources of knowledge about the programmes on the other.

Age and Programme Campaign

It is hypothesized that variation in age is directly related to knowledge about the programmes. People in younger age-groups are more aware of the programmes than people in older age-groups. Nevertheless, the data obtained reveal that the percentages of respondents having knowledge of the programmes are quite high in almost all the age-groups. The highest percentage (100.00) recorded in case of programme(1)

is in the age-group of 58-67 years followed by 93.33 per cent in the age-group of 38-47 years.

Table 6.32

Age and Knowledge of the Programme (1)

Age	No	Yes	N
28-37 years	28.57%	71.42%	14
38-47 years	6.66	93.33	15
48-57 years	28.57	71.42	7
58-67 years	0.00	100.00	6
68 years and above	50.00	50.00	8
Total	22.00	78.00	50

$$X^2 = 18.06533$$

$$df = 4$$

P is less than .01

In the case of programme (2), the highest percentage (100.00) of respondents having knowledge of the programme is in the age-group of 38-47 years. Although there is no uniform trend in the rise and fall of percentage of respondents in different age-groups, yet, on the basis of the data presented in tables 6.32 and 6.33, it may be safely stated that with regard to knowledge about both of the programmes, the respondents belonging to the age-group of 38-47 years have scored better than those belonging to other age-groups. The chi

Table 6.33

Age and Knowledge of the Programme (2)

Age	No	Yes	N
28-37 years	28.57%	71.42%	14
38-47 years	0.00	100.00	15
48-57 years	28.57	71.42	7
58-67 years	33.33	66.66	6
68 years and above	25.00	75.00	8
Total	20.00	80.00	50

$$\chi^2 = 19.63669$$

$$df = 4$$

P is less than .01

-square values of the data contained in two tables are 18.06533 and 19.63669 respectively and P is less than .01 in both the cases. This states that there is a significant association between age and knowledge of the programmes. Regarding the sources of knowledge of the programmes, it has been found that the respondents have received information from both the mass media and the interpersonal channels of communication. However, among the mass media, radio and television are the principal and in most cases, the only media of mass communication among the farmers and the role of other media like posters and films is utterly negligible. However, the role of interpersonal communication in disseminating information about the programmes is more decisive

among the respondents than the electronic media. The percentage of respondents receiving information from interpersonal channels of communication, particularly from friends and neighbours and extension workers, is very high in all the age-groups. However, a significant number of respondents have received information from more than one source. In an overall assessment, friends and neighbours as a channel of interpersonal communication stands out as the principal and most effective source of getting information about the programmes. In the scale of relative effectiveness of the media, the role of Krishi Prajukti Sahayak (KPS) stands second and only after this comes the influence of radio and television. In the village democracy, the role of panchayat members is crucial and highly significant since they are supposed to act as intermediaries bridging the gulf between government and the people by way of carrying messages of development to the people and persuading them to follow a course of action conducive to their welfare and wellbeing. However, the present study depicts a rather unsuccessful story about the performance of the panchayat members as source of information to the farmers. Table 6.34 shows that in case of programme (1), the percentage of respondents who have received information from radio is highest (42.85) in the age-group of 48-57 years. Mass media do not have any influence among the respondents belonging to the oldest age-groups (68 years and above). Only 16.66 per cent of

Table 6.34

Age and Sources of Knowledge of the Programme (1)

Age	Communication through media			Interpersonal Communication			Respondents received information from more than one source	N
	Radio or TV	Poster Pamphlet	Film	Friends & neighbours	PM*	KPS**		
28-37 years	28.57%	0.00%		50.00%	14.28%	14.28%	35.71%	14
38-47 years	6.66	0.00		53.33	13.33	46.66	20.00	15
48-57 years	42.85	0.00		42.85	14.28	42.85	42.85	7
58-67 years	33.33	16.66		50.00	16.66	33.33	33.33	6
68 years and above	0.00	0.00		25.00	12.5	12.5	0.00	8
Total	20.00	2.00		46.00	14.00	30.00	26.00	50

* Panchayat Member, ** Krishi Projukti Sahayak. the respondents in the age-group of 58-67 years received information from posters. However the role of interpersonal communication among the farmers is highly impressive. The percentage of respondents who have received information from friends and neighbours is more than 50.00 per cent in the age groups of 28-37 years, 38-47 years and 58-67 years. The highest percentage of (46.66) respondents who have received information from KPS is recorded in the age-group of 38-47 years. Nevertheless,

the respondents of all the age-groups except the age-group of 68 years and above have received information from more than one source and the percentages vary between 20.00 per cent in the age-group of 38-47 years and 42.85 per cent in the age-group of 48-57 years. This shows that there is no uniformity in the rise and fall of percentage of respondents receiving information from more than one source.

Table 6.35

Age and Sources of Knowledge of the Programme (2)

Age	Communication through media			Interpersonal Communication			Respondents received information from more than one source	N
	Radio or TV	Poster Pamphlet	Film	Friends & neighbours	PM	KPS		
28-37 years	14.28%	0.00%		50.00%	7.14%	28.57%	21.42%	14
38-47 years	40.00	0.00		60.00	20.00	66.66	53.33	15
48-57 years	42.85	14.28		57.14	28.57	42.85	42.85	7
58-67 years	16.66	0.00		16.66	0.00	50.00	16.66	6
68 years and above	12.5	0.00		62.5	25.00	0.00	12.5	8
Total	26.00	2.00		52.00	16.00	40.00	32.00	50

Table 6.35 indicates that in case of programme (2) also, interpersonal and face-to-face communication have been proved

more effective than the mass media. More than 50.00 per cent of the respondents in all the age-groups except the age-group of 58-67 years have received information from friends and neighbours. The role of KPS is also commendable. In all 40.00 per cent of the respondents have received information from this source. However, among the respondents in the age-group of 68 years and above, KPS has failed to make any pervasion. Only 16.00 per cent of the total respondents have received information about the programmes from panchayat members. The influence of radio and television is also uneven and unsatisfactory in most of the age-groups except the age-groups of 38-47 years and 48-57 years.

Education and Programme Campaign

An analysis of data on the basis of education reveals that there is a positive correlation between the level of education and the knowledge about the programmes of the respondents, although an uneven rise and fall of percentage is discernible along with the rise in the level of education of the respondents. In case of programme (1) as revealed in table 6.36, among the illiterates the percentage of respondents having knowledge of the programme is 72.00 per cent. The percentage has risen to 80.00 per cent among the literates and then there is a sudden fall in the percentage (60.00) among those with primary level of education. However, 91.66 per cent of the respondents who have some high school

Table 6.36Education and Knowledge of the Programme (1)

Education	No	Yes	N
Illiterate	28.00%	72.00%	25
Literate	20.00	80.00	5
Primary	40.00	60.00	5
High School	8.33	91.66	12
High School Completed	0.00	100.00	3
Total	22.00	78.00	50

$$\chi^2 = 27.58665$$

$$df = 4$$

P is less than .01

education replied that they had knowledge about the programme.

Table 6.37Education and the Knowledge of the Programme (2)

Education	No	Yes	N
Illiterate	28.00%	72.00%	25
Literate	0.00	100.00	5
Primary	20.00	80.00	5
High School	16.66	83.33	12
High School Completed	0.00	100.00	3
Total	20.00	80.00	50

$$\chi^2 = 28.37244$$

$$df = 4$$

P is less than .01

Table 6.37 indicates that in case of programme (2), 100.00 per cent of the literate respondents have knowledge of the programme, while the corresponding percentages among those with primary level of education and those having some high school education are 80.00 per cent and 83.33 per cent respectively. The chi-square values of the data in two tables are 27.58665 and 28.37244 respectively, and P is less than .01 in both the cases. Therefore, it may be safely inferred that education as a social variable has got significant association with the knowledge of the programmes.

With regard to the sources of knowledge of the programmes, Table 6.38 shows that in case of programme (1), the highest percentage (40.00) of respondents who have received information from the electronic media particularly from radio is among the literates. Mass media did not make any headway among those with primary level of education. However, radio and television served as one of the sources of information for 33.33 per cent of respondents from those with some high school education and those who have completed their high school education. Posters have been proved as a less effective medium of communication since only 20.00 per cent of the literate respondents have received information from this

Table 6.38

Education and Sources of Knowledge of the Programme (1)

Education	Communication through media			Interpersonal Communication			Respondents received information from more than one source	N
	Radio or TV	Poster Pamphlet	Film	Friends & neighbours	PM	KPS		
Illiterate	12.00%	0.00%		48.00%	16.00%	16.00%	12.00%	25
Literate	40.00	20.00		20.00	40.00	60.00	80.00	5
Primary	0.00	0.00		60.00	0.00	20.00	20.00	5
High School	33.33	0.00		58.33	8.33	33.33	33.33	12
High School Completed	33.33	0.00		0.00	0.00	100.00	33.33	3
Total	20.00	2.00		46.00	14.00	30.00	26.00	50

source. However, the influence of interpersonal communication is quite distinct among all the educational groups. The role of friends and neighbours is more decisive among the respondents with primary level of education and with some high school education and less distinct among the literate respondents. While the influence of friends and neighbours as a medium of face-to face communication is totally absent in case of respondents who have completed their high school education, the role of KPS assumes

significance among them. 100.00 per cent of the respondents belonging to this category have received information from this source followed by 60.00 per cent of the respondents in the literate group. 80.00 per cent of the literate respondents have received information from more than one source.

Table 6.39

Education and Knowledge of the Programme (2)

Educa- tion	Communication through media			Interpersonal Communication			Respondents received information from more than one source	N
	Radio or TV	Post- er Pamp- hlet	Film	Frie- nds & neig- hbours	PM	KPS		
Illit- erate	12.00%	0.00%		44.00%	8.00%	32.00%	16.00%	25
Lite- rate	40.00	0.00		60.00	40.00	60.00	60.00	5
Pri- mary	40.00	0.00		80.00	20.00	40.00	40.00	5
High School	33.33	8.33		50.00	16.66	33.33	33.33	12
High School Compl- eted	66.00	0.00		66.66	33.33	100.00	100.00	3
Total	26.00	2.00		52.00	16.00	40.00	32.00	50

In case of programme (2), as revealed in table 6.39, the influence of radio or television as sources of knowledge about the programme is more or less commendable. The highest percentage

(66.66) of respondents who have received information from this source is among those who have completed their high school education and the lowest (12.00) is among the illiterates. More than 50.00 per cent of the respondents in all the educational groups except the 'illiterates' have received information from friends and neighbours. As in case of programme(1), in case of programme(2) also the role of KPS is remarkable among the literates and those who have completed their high school education. 40.00 percent of the literate respondents and 33.33 per cent of those who have completed their high school education have received information about the programme from panchayat members. It is clear from the data presented in table 6.38 and 6.39, that the role of interpersonal communication is more distinct and decisive among all the educational groups than the mass media and that among the mass media radio and television are the only avenue that have made inroads among the villagers. Posters have played a meagre role in disseminating information among the farmers and films do not have any impact on the rural audience.

Ethno-linguistic Communities and Programme Campaign

It is inferred that communities as a social variable are directly related to the knowledge about the programmes. The analysis of data presented in tables 6.40 and 6.41

reveal that the respondents belonging to the Bengali (Hindu) community are in advance in having knowledge of the programmes in comparison to the respondents belonging to the Rajbansi Community. In case of programme(1), as revealed in

Table 6.40

Community and Knowledge of the Programme(1)

Communities	No	Yes	N
Bengalee (hindu)	13.33%	86.66%	30
Rajbansi	21.42	78.57	14
Santhal	100.00	0.00	4
Bihari	0.00	100.00	1
Bengalee (Muslim)	0.00	100.00	1
Total	22.00	78.00	50

$$\chi^2 = 9.635417$$

$$df = 4$$

P is less than .05

Table 6.40, 86.66 per cent of the Bengali (Hindu) respondents and 78.57 per cent of the Rajbansi respondents have knowledge of the programme. Respondents belonging to the Santhal community are totally ignorant of the programme. The chi-square value of the data contained in this table is 9.635417 and P is less than .05. This establishes a significant association between communities as a social variable and

knowledge of the programme. The null hypothesis is rejected.

Table 6.41

Community and Knowledge of the Programme (2)

Communities	No	Yes	N
Bengalee (Hindu)	6.66%	93.33%	30
Rajbansi	42.85	57.14	
Santhal	50.00	50.00	
Bihari	0.00	100.00	1
Bengalee (Muslim)	0.00	100.00	1
Total	20.00	80.00	50

$$\chi^2 = 15.70911$$

$$df = 4$$

P is less than .01

Table 6.41 indicates that in case of programme (2), 93.33 per cent of the Bengalee (Hindu) respondents are aware of the programme as against 57.14 per cent of the Rajbansi respondents. However, 50.00 per cent of the Santhal respondents replied that they had information about the programme. With the chi-square value of 15.70911, P is less than .01. Hence the null hypothesis is again discarded.

With regard to sources of knowledge of the programmes, interpersonal communication has been proved to be more

Table 5.42

Ethno-linguistic Communities and Sources of Knowledge of the Programme (1)

Communities	Communication through media			Interpersonal Communication			Respondents received information from more than one source	N
	Radio or TV	Poster Pamphlet	Film	Friends & neighbours	PM	KPS		
Bengalee (Hindu)	20.00%	3.33%		40.00%	20.00%	46.66%	30.00%	30
Rajbansi	21.42	0.00		64.28	7.14	7.14	21.42	14
Santhal	0.00	0.00		0.00	0.00	0.00	0.00	4
Bihari	100.00	0.00		100.00	0.00	0.00	100.00	1
Bengalee (Muslim)	0.00	0.00		100.00	0.00	0.00	0.00	1
Total	20.00	2.00		46.00	14.00	30.00	26.00	50

effective in the dissemination of information than the mass media. In case of programme (1) as shown in table 6.42, the role of extension worker (KPS) or panchayat member is mostly restricted to respondents belonging to the Bengalee (Hindu) community. 20.00 per cent of the respondents belonging to this community have received information from panchayat member and 46.56 per cent

from extension worker. On the contrary panchayat member and extension worker have been the sources of information to only 7.14 per cent of the respondents belonging to Rajbansi community, 64.28 per cent of the respondents from this community have received information about the programme from friends and neighbours. The electronic media like radio and television did

Table 6.43

Ethno-linguistic Communities and Sources of Knowledge of the Programme (2)

Communities	Communication through media			Interpersonal Communication			Respondents received information from more than one source	N
	Radio or TV	Poster Pamphlet	Film	Friends & neighbours	PM	KPS		
Bengalee (Hindu)	36.66%	3.33%		50.00%	26.66%	63.33%	46.66%	30
Rajbansi	14.28	0.00		57.14	0.00	0.00	14.28	14
Santhal	0.00	0.00		50.00	0.00	0.00	0.00	4
Bihari	0.00	0.00		0.00	0.00	100.00	0.00	1
Bengalee (Muslim)	0.00	0.00		100.00	0.00	0.00	0.00	1
Total	26.00	2.00		52.00	16.00	40.00	32.00	50

not play any commendable role among these two major communities and the influence of posters is negligible. Only 3.33 per cent of the Bengalee (Hindu) respondents replied that they received information from posters. The number of Bihari and Bengalee (Muslim) respondents is too small to make any inference.

In case of programme (2) table 6.43 reveals that 57.14 per cent of the Rajbansi respondents and 50.00 per cent of the Santhal respondents have received information about the programme from friends and neighbours. The role of extension worker is most effective among the Bengalee (Hindu) respondents. 63.33 per cent of respondents from this community received information from this source. Among the mass media, radio and television have served as a source of information to 36.66 per cent of the Bengalee (Hindu) respondents and 14.28 per cent of the Rajbansi respondents. However, 46.66 per cent of the respondents belonging to Bengalee (Hindu) community have received information from more than one source.

Caste and Programme Campaign

It is hypothesized that caste as a social variable is directly related to the knowledge about the programmes. People belonging to general castes are more aware of the

agricultural programmes for improvement than people belonging to scheduled castes and scheduled tribes. The data presented in table 6.44 and 6.45 indicate that there is significant association between caste and knowledge of the respondents about the programmes. Nevertheless, high percentages of respondents from both the general castes and the scheduled castes have knowledge about the programmes. Table 6.44 shows

Table 6.44

Caste and Knowledge of the Programme (1)

Caste	No	Yes	N
General	25.00%	75.00%	4
S.C	14.28	85.71	42
S.T	100.00	0.00	4
Total	22.00	78.00	50

$$\chi^2 = 33.20463$$

$$df = 2$$

P is less than .01

that in case of programme (1) the percentage (85.71) of scheduled caste respondents who have necessary information about the programme is higher by 10.71 per cent than the percentage (75.00) of general caste respondents. While in case of programme (2) as shown in the table 6.45, the percentage (100.00) of general caste respondents is higher by about 19.00

per cent than the percentage (80.95) of scheduled caste respondents. Only in case of programme(2) 50.00 per cent of the scheduled tribe respondents replied that they had knowledge about the programme. The chi-square value of the data contained in this two tables are 33.20463 and 33.91813

Table 6.45

Caste and Knowledge of the Programme (2)

Caste	No	Yes	N
General	0.00%	100.00%	4
S.C	19.04	80.95	42
S.T	50.00	50.00	4
Total	20.00	80.00	50

$$\chi^2 = 33.91813$$

$$df = 2$$

P is less than .01

respectively and P is less than .01 in both the cases. Therefore, there is significant association between caste and knowledge about the programmes of the respondents. The null hypotheses are rejected in both cases.

The data presented in table 6.46 show that with regard to sources of knowledge in case of programme(1), radio and television have been found as one of the major sources of getting information along with friends and neighbours. 50.00

per cent of the respondents belonging to general castes have received information from radio or television. Among the

Table 6.46

Caste and Sources of Knowledge of the Programme (1)

Caste	Communication through media			Interpersonal Communication			Respondents received information from more than one source	N
	Radio or TV	Poster Pamphlet	Film	Friends & neighbours	PM	KPS		
General	50.00%	0.00%		50.00%	25.00%	25.00%	50.00%	4
S.C	19.04	2.38		50.00	14.28	33.33	26.19	42
S.T	0.00	0.00		0.00	0.00	0.00	0.00	4
Total	20.00	2.00		46.00	14.00	30.00	26.00	50

interpersonal channels of communication KPS is the second important source of getting information about the programme. 25.00 per cent of the respondents from general castes have received information from the extension worker. A sizeable percentage (50.00) of general caste respondents have received information from more than one source. Among the scheduled caste respondents, however, the role of interpersonal channels of communication is more decisive than the mass media. 50.00 per cent and 33.33 per cent of respondents from this category have received information from friends and neighbours and the extension worker respectively.

Panchayat member has also played a role in disseminating information about the programme among 14.28 per cent of respondents. However, the influence of mass media is relatively low among the scheduled caste respondents. 19.04 per cent and 2.38 per cent of the scheduled caste respondents have received information from radio and television and posters respectively.

Table 6.47

Caste and Sources of Knowledge of the Programme (2)

Caste	Communication through media			Interpersonal Communication			Respondents received information from more than one source	N
	Radio or TV	Poster Pamphlet	Film	Friends & neighbours	PM	KPS		
General	25.00%	25.00%		50.00%	25.00%	50.00%	25.00%	4
S.C	28.57	0.00		52.38	16.66	42.85	35.71	42
S.T	0.00	0.00		50.00	0.00	0.00	0.00	4
Total	26.00	2.00		52.00	16.00	40.00	32.00	50

In case of programme (2) as shown in Table 6.47, interpersonal communication is proved more effective than the massmedia. 50.00 per cent of the respondents belonging to general castes and 52.38 per cent of the scheduled caste respondents have received information from friends and neighbours. Among the scheduled tribe respondents also friends and neighbours have been the only

source of information about the programme. The role of KPS is also encouraging among both the general castes and scheduled caste respondents. 16.66 per cent of the scheduled caste respondents have received information from panchayat member. Among the mass media, the influence of radio and television has been slowed down among the general caste respondents in case of programme (2). However, posters have served as a source of information for 25.00 per cent of respondents in this group.

F. Campaign Results

Finally, the result of the programme campaign shows the effectiveness of programme campaigning by way of demonstrating the extent to which the programmes have been accepted and adopted by the people. The present study shows that the effect of communication produced through the use of different media is less striking in case of programme (1) than in case of programme (2). The following tables reveal the gap between the degree of awareness of the programmes and the acceptance of programmes or the campaign results.

Age and Campaign Results

The data presented in table 6.48 indicate the poor impact of programme campaign in case of programme (1).

Table 6.48

Age and Campaign Results (Programme 1)

Age	No	Yes	N
28-37 years	85.71%	14.28%	14
38-47 years	60.00	40.00	15
48-57 years	71.42	28.57	7
58-67 years	50.00	50.00	6
68 years and above	87.5	12.5	8
Total	72.00	28.00	50

$$\chi^2 = 7.590128$$

$$df = 4$$

P lies between .10 and .20

The respondents who have adopted the practice under the programme are less than 50.00 per cent in all the age-groups except the age group of 58-67 years. There is surprisingly a wide gap between the percentage of respondents who have sufficient information and knowledge about the programme and the percentage of respondents who have adopted it. This shows that the programme campaign has failed to arouse sufficient interest among the respondents. Nevertheless the chi-square value of the data presented in this table is 7.590128 and P lies between .10 and .20. Hence there is no significant association between age and campaign results. The null hypothesis is retained.

Table 6.49

Age and Campaign Results (Programme 2)

Age	No	Yes	N
28-37 years	35.71%	64.28%	14
38-47 years	0.00	100.00	15
48-57 years	42.85	57.14	7
58-67 years	33.33	66.66	6
68 years and above	25.00	75.00	8
Total	24.00	76.00	50

$$x^2 = 10.55694$$

$$df = 4$$

P lies between .02 and .05

However table 6.49 indicates that in case of programme (2) the media have worked successfully in matters of influencing the respondents to accept the programme and adopt the course of action under the programme. The data presented in table 6.49 show that the programme has been successfully adopted by 100.00 per cent of the respondents in the age-group of 38-47 years. In the age-group of 58-67 years and 68 years and above, the percentage of respondents who have adopted the practice under the programme is equal to the percentage of respondents who have knowledge about the programme. Nevertheless, in all the age-groups, a substantially high percentage of respondents have accepted the programme.

With the chi-square value of 10.55694 P lies between .02 and .05. Hence the null hypothesis is rejected.

Education and Campaign Results

The presentation of data on the basis of education shows that there is a positive correlation between the level of education and the impact of programme campaign. In case of programme (1) as shown in table 6.50, 28.00 per cent of the respondents among the illiterates have responded positively to the programme. The percentage declined to 20.00 per cent

Table 6.50

Education and Campaign Results (Programme 1)

Education	No	Yes	N
Illiterate	72.00%	28.00%	25
Literate	80.00	20.00	5
Primary	100.00	0.00	5
High School	66.66	33.33	12
High School Completed	33.33	66.66	3
Total	72.00	28.00	50

$$x^2 = 13.51474$$

$$df = 4$$

P is less than .01

among the 'literate' respondents in spite of the fact that a strikingly good percentage (80.00) of the 'literate' respondents have adequate information about the programme. The programme campaign has failed to leave any impact among the respondents with primary level of education. Nevertheless, the response of those who have completed high school education is more promising than that of any other educational group. The chi-square value of the data in this table is 13.51474 and P is less than .01. This indicates that education has got significant association with the impact of programme campaign. The null hypothesis is rejected.

Table 6.51

Education and Campaign Results (Programme 2)

Education	No	Yes	N
Illiterate	32.00%	68.00%	25
Literate	20.00	80.00	5
Primary	20.00	80.00	5
High School	16.66	83.33	12
High School Completed	0.00	100.00	3
Total	24.00	76.00	50

$$x^2 = 24.04401$$

$$df = 4$$

P is less than .01

Table 6.51 shows that in case of programme (2), the impact of programme campaign as reflected in campaign result is highly satisfactory and laudable. The percentage of respondents who have accepted the programme has increased with the rise in the level of education and among the respondents with primary level of education and with some high school education as well as among those who have completed their high school education, the programme has been a total success. Among the respondents, 80.00 per cent of those with primary level of education, 83.33 per cent with some high school education and 100.00 per cent of those who have completed their high school education have knowledge of the programme and have accepted it. With the chi-square value of 24.04401. P is less than .01 in this table. Therefore, the null hypothesis is rejected.

Ethno-linguistic Communities and Campaign Results

An analysis of data on the basis of communities reveals that the respondents belonging to the Bengalee (Hindu) community are more responsive to the programmes than those

belonging to the Rajbansi community. Table 6.52 shows that in case of programme (1), among the Bengalee (Hindu) respondents who have knowledge of the programme, 34.66 per cent of

Table 6.52
Ethno-linguistic Communities and Campaign Results
(Programme 1)

Communities	No	Yes	N
Bengalee (Hindu)	60.00%	40.00%	30
Rajbansi	85.71	14.28	14
Santhal	100.00	0.00	4
Bihari	100.00	0.00	1
Bengalee (Muslim)	100.00	0.00	1
Total	72.00	28.00	50

$$\chi^2 = 8.600428$$

$$df = 4$$

P lies between .05 and .10

respondents have adopted the practice under the programme, while among the Rajbansi respondents, the corresponding percentage is 11.21. However, the chi-square value of the data in this table is 8.600428 and P lies between .05 and .10. Therefore, there is no significant relationship between communities as a social variable and the impact of programme campaign. The null hypothesis is retained. In case of programme (2) also, the percentage (50.00) of

Table 5.53

Ethno-linguistic Communities and Campaign Results
(Programme 2)

Communities	No	Yes	N
Bengalee (Hindu)	10.00%	90.00%	30
Rajbansi	50.00	50.00	14
Santhal	50.00	50.00	4
Bihari	0.00	100.00	1
Bengalee (Muslim)	0.00	100.00	1
Total	24.00	76.00	50

$$\chi^2 = 12.7491$$

$$df = 4$$

P lies between .02 and .03

Rajbansi respondents who have followed the programme is much lower compared to the total percentage (76.00) of such respondents. However, the percentage (90.00) of Bengalee (Hindu) respondents in adopting the practice under the programme is admirably high. 50.00 per cent of the Santhal respondents who have knowledge of the programme have also adopted it. The number of Bihari and Bengalee (Muslim) respondents is too small to make any inference. The chi-square value of the data in this table is 12.7491 and P lies between 0.2 and .05. Hence the null hypothesis is rejected.

Caste and Campaign Results

An analysis of data on the basis of caste establishes a positive correlation between caste and campaign results. Table 6.54 shows that in case of programme (1), the impact

Table 6.54Caste and Campaign Results (Programme 1)

Caste	No	Yes	N
General	75.00%	25.00%	4
S.C	69.04	30.95	42
S.T	100.00	0.00	4
Total	72.00	28.00	50

$$\chi^2 = 35.57264$$

$$df = 2$$

P is less than .01

of programme campaign is more decisive and clearly perceptible among the scheduled caste respondents, while in case of programme (2), as shown in Table 6.55, the influence of programme campaign is more positive among the general caste respondents. In case of programme (1) 30.95 per cent of the scheduled caste respondents have followed the programme in comparison to 25.00 per cent of the general caste respondents. Table 6.55 shows that in case of programme (2) the percentages of respondents favourably influenced by the

programme are 100.00 per cent in case of general castes and 76.19 in case of scheduled castes. The chi-square values of the data in these two tables are 35.57264 and 35.11905 and P

Table 6.55

Caste and Campaign Results (Programme 2)

Caste	No	Yes	N
General	0.00%	100.00%	4
S.C	23.8	76.19	42
S.T	50.00	50.00	4
Total	24.00	76.00	50

$$x^2 = 35.11905$$

$$df = 2$$

P is less than .01

is less than .01 in both the cases. This establishes a significant association between caste and campaign results. The null hypotheses are discarded in both the cases.

G. Concluding Observations

An incisive survey of the analysis of data presented in a number of contingency tables leads to some important observations relating to the relationships of social attributes and variables of the respondents on the one hand and

the communication structures, the programme campaigns and campaign results on the other. The general observation relating to the working of different communication structures among the village people reveals first of all that among the electronic media radio has ensured greater accessibility than television. The result of the survey indicates that 68.00 per cent of the respondents have access to radio. The relatively low access to television is simply due to the high cost involved in purchasing the television set. Posters and films, although they usually attract attention of the village people are less effective since their visual and symbolic appeals are in most cases beyond the ability of the villagers to comprehend. The data collected during survey show that while 50.00 per cent of the respondents have noticed posters disseminating agricultural information at different places only 14.00 per cent of them have understood the meanings of the messages communicated through these posters. In case of film also out of 48.00 per cent of the respondents who saw informative films only 22.00 per cent replied that they could understand the themes of such films. The role of printed media among the respondents, 50.00 per cent of whom are illiterate is awfully marginal. The result of the survey shows that 82.00 per cent of the respondents do not read newspapers at all.

So far as the relationship between independent variables and access to different media of communication is concerned,

it is found that age as a social variable does not have significant association with all the communication structures. Especially in case of radio and posters, it is observed that there are no significant relationships between age and communication structures. With regard to education, it can safely be stated that there is a positive correlation between education as a social variable and the communication structures. The association of communities with different communication structures is not very significant. However, regarding the level of understanding of the messages communicated through media like posters or films, the Bengalee (Hindu) respondents have greater ability to comprehend the themes of posters or films than the respondents belonging to other communities. Caste as a social variable has been proved insignificant from the point of view of its association with different communication structures.

With regard to the knowledge of the respondents about specified agricultural programmes and the sources of knowledge as well as their relationships with the social variables, the survey findings reveal that the percentage of respondents having knowledge of the programmes is quite high in case of both the programmes. Regarding the sources of knowledge about the programmes, the findings show that among the villagers, the interpersonal channels of communication work more successfully than the mass media. For

a substantial number of respondents, friends and neighbours are considered to be the prime source of information. The influence of the extension worker (KPS) is also discernible among a section of the villagers. However the role of mass media has largely been confined to the functioning of the electronic media like radio and television and the role of posters and films as sources of information is utterly negligible. So far as the relationships between different social variables and the knowledge of the programmes of the respondents are concerned it is found that all the social variables have got significant association with the knowledge of the programmes. Regarding the sources of knowledge of the programmes, it was observed that mass media particularly radio and television served as important sources of information especially among the respondents between 38 years and 67 years of age. The role of KPS as extension worker is also appreciable among the respondents within these age-groups. The influence of mass media is also distinct among the educated section of the rural population. Nevertheless, the survey results show that both the electronic media and the interpersonal media of communication work more intensively among the literate respondents. Radio and television serve as an important source of information among the members of Bengalee (Hindu) community. Interestingly, it was noticed that the extension work done by the KPS was largely remained confined among the members of the Bengalee (Hindu) community.

Conversely, friends and neighbours acted as the principal source of information within the Rajbansi community. So far as caste as a social variable is concerned, it is difficult to find out its correlation with the sources of knowledge.

Regarding the success of programme campaigns through different media of communication, it can be stated that the communication effects of programme campaigns are uneven in case of different programmes. The campaign results show that while in case of programme (1) only 28.00 per cent of the respondents have adopted the practices under the programme in case of programme (2), the corresponding percentage is 76.00. So far as the social correlates are concerned, it is found that in case of programme (1), age and communities as social variables do not have any significant relationship with the campaign results. However, in case of programme (2), all the social variables have established significant associations with the communication effect.

CHAPTER-VII

Summary and Concluding Observations

CHAPTER-VII

Summary and Concluding Observations

The term ecology, a much used word in the life sciences, can very well be found useful in political science to describe the interrelationships between political institutions and their environment. The functioning of the political institutions is substantially influenced by the environment in which they operate and this is reflected in the decisions made by the political institutions. With the spread of education, access to information and the spur in the organization of groups and associations, people have gained a considerable amount of power to exert influence on government decisions. Public opinion has, thus, become a dominant force in the late twentieth century. As popular opinion has grown in force, government has increasingly felt the need to win over public opinion through the persuasive art of public relations. Persuasion, primarily a communication process, is an effort to convey information in such a way as to get people revise

old ideas and form new ones and thus change their behaviour. Although the need for practising public relations in government departments in order to master support for administrative deeds and actions has been well realized by the concerned authorities, the public relations movement in the government departments in India is very weak and unorganized.

Increasing participation of the people in the process of decision-making is an essential pre-requisite for a democratic government. The formal base of such participation has been broadened in India by way of introducing the Panchayati Raj system in the rural sector. The functioning of political parties has further widened the scope of such participation. But in reality, the devolution of power and authority has created a new power structure in rural India and the basic objective of introducing a participatory model of development has been lost sight of. Participation, to be meaningful, requires a high degree of awareness that can be created only by an interplay of education and the techniques and media of communication. The concept of development since the late seventies and early eighties has placed emphasize on self-help, grass-root participation and two-way communication for meaningful and real development in the developing countries. Participation to be real and effective should not be prescribed and guided by the government, but must be a self-generating process. In this participatory

model of development, the media of communication, particularly the indigenous communication channels, have a definite role to play by way of creating social consciousness and critical awareness about the real needs and problems among the people and ensuring a continuous and horizontal flow of information about development programmes and strategies. Thus the role of communication is important in creating awareness among the people and accelerating participation in the process of development.

In India, the media of communication perform the valuable function of creating awareness among the rural people of the programme of development initiated by the government, particularly for their benefit, and encourage and persuade them to participate in the programmes of development. The approach is top down and highly prescriptive. The participation of the people is directed by the government since popular cooperation is required for carrying out the development programmes. Thus people in the rural areas are rather co-opted for achieving goals of development determined by the government.

A. Summary of Findings

As noted in chapter III; the government of India has a well-knit organizational network, stretched all over the country, that is making use

of different media of communication for the purpose of keeping people informed of government activities. A number of media units are operating under the Ministry of Information and Broadcasting which is designed as the nodal agency in the field of information and communication between the government and the people. The important media units under the Ministry are All India Radio, Doordarshan, Press Information Bureau, Film Division, Publication Division, Directorate of Advertising and Visual Publicity, Directorate of Field Publicity and Song and Drama Division. The organization of the media units represents the all pervasive character of the communication function carried out by the Ministry. While All India Radio and Doordarshan are exclusively mass media of communication, the Directorate of Field Publicity has been created for facilitating interpersonal communication and the Song and Drama Division is making use of the indigenous communication channels like theatre, mime, jatra, song and dance.

The working of the media units of the Ministry of Information and Broadcasting, however, show little awareness of the government about the role of communication in the process of development. The function of the Ministry is mainly propagandist in character giving favourable media coverage to the activities of the government, promotional and developmental in character. The objective is to achieve people's cooperation and support by way of creating mass

awareness about the programmes initiated and the services provided by the government for their benefit. It is a downward flow of information from the government to the people. The feedback mechanisms for assessing public responses and reactions are poorly conceived of. People are fed with information and persuaded by the media to change their attitudes and behaviour and comply with the government-directed course of action. Participation is less a self-generating action among the rural people than an induced process.

Even within the limited scope of action, the effective performance of the Ministry is further stalled by the cumbersome administrative procedures and excessive bureaucratization. In spite of the fact that administration is endowed with the responsibility for bringing about changes towards development and for acting as the agent of modernization, bureaucracy is still desk-bound, less innovative and is guided by parochial attitudes and outlook. In a changed situation when increasing attention is paid to using indigenous channels of communication for carrying on developmental messages among the rural people, the importance of the Directorate of Field publicity can hardly be exaggerated. The Directorate has put to use all available indigenous channels of communication including oral communication programmes for creating awareness among the people living in the remotest areas of the country and enlisting their

support and cooperation. But even with this pious objective, the resources at the disposal of the Directorate are too inadequate to cover the millions of people throughout the country. The Directorate has only two hundred and fifty seven publicity units to cover the entire country.

The Directorate of Advertising and Visual Publicity is another important wing of the Ministry of Information and Broadcasting. It provides printed materials like posters, folders, brochures, leaflets and outdoor publicity items like hoardings, cinema slides etc. An all-pervasive bureaucratic control over the production of all these publicity materials is clearly pronounced in the functioning of DAVP. The functions of the DAVP are marked by absence of coordination between this media unit and the various ministries and departments for which the DAVP is working. This has resulted into the production of unattractive and in most cases unrealistic posters, folders and other publicity materials and the illiterate rural masses are unable to comprehend what has been communicated.

Doordarshan is an important medium of communication because of its ability to make visual appeal. However, in view of high price that keeps television sets beyond the purchasing power of the majority of rural people, community viewing schemes under the aegis of the government and the formation of television-viewing groups can ensure a high

degree of participation among the rural masses provided the programmes are fed with technical information required by the villagers in self-development instead of merely disseminating information about the performance of government in development. This is equally true in the case of radio. The programme contents for broadcasting need to be tailored in order to meet the specific requirements of special audiences who are forming the listening groups. This can be achieved through mutual effort and coordination between the officials in charge of designing programmes for broadcasting and subject matter specialists of different departments and agencies. An effective feedback by way of giving answers to queries raised by the members of listening groups is the most essential component in making communication successful and participation real.

It has been found in chapter IV that in West Bengal, the Department of Information and Cultural Affairs is the nodal agency for ensuring two-way communication between the government and the people. The basic purpose is to make people aware of different social and economic developmental goals and objectives with a view to enlisting greater people's participation in the process of development. In a participatory style of development, the role of culture is considered crucial and a stimulating one for propagating new ideas, values and behavioural patterns and bringing about changes towards development. The Department of Information and

Cultural Affairs has shown renewed interest in revitalizing traditional and local cultures of the people of West Bengal. The objective is to fight against degenerated and decadent culture and encourage the growth of a healthy cultural life among the people. But the Department in its endeavour to protect and perpetuate the traditional culture of the rural people has completely failed to take note of the dynamic role of culture as a facilitator of development and harbinger of continuity. Consequently, while all round efforts are being made for entailing improvement in different forms of art and culture, these traditional cultural forms with all their potentialities are never used as media for communicating developmental messages and information relevant for creating awareness and enlisting participation among the rural masses. This is somewhat surprising and points to the lack of knowledge and understanding of the people in government and administration about the role of communication in development.

The lack of coordination between the Department of Information and Cultural Affairs and the two other departments viz. the Department of Agriculture and Community Development and the Department of Health and Family Welfare is another perturbing feature in the way of effective communication between the government and the people. In spite of the attempt at centralization of all public relations and publicity functions of the government in the Department of Information and Cultural Affairs, both the

Department of Agriculture and the Department of Health have their own arrangements for disseminating information about agricultural practices and health programmes among their clients in rural areas. The Departments are not in favour of the policy of centralization and they themselves decide on the contents of communication as well as the techniques and media of communication in their respective fields of operation. For the dissemination of information most of which are technical in nature, the Departments produce leaflets and booklets, prepare posters, folders, cinema slides, hoardings and make transit advertisements on buses, tramcars and railway coaches. Periodic journals containing technical-information and knowhows, research activities and government policies and programmes are also published and distributed by the Departments. Besides, the Departments make arrangements for exhibitions on their own. Nevertheless, the centralized feature in the public relations and publicity activities is reflected in matters of making advertisements, issuing press notes, arranging press conferences and producing films and documentaries. The information officers of the Department of Information and Cultural Affairs attached to the Department of Agriculture and the Department of Health and Family Welfare collect news materials from these Departments for issuing press notes and the liaison with the press is maintained through the News Bureau of the Department of Information and Cultural Affairs. Film-making is another

area of activity where the film wing of the Department of Information and Cultural Affairs serves the needs and requirements of other departments. The making of films and documentaries involves the spending of a large amount of money which rather reluctantly compels the other departments to collaborate with the film wing of the Department of Information and Cultural Affairs.

Apart from the mass media of communication, a network of interpersonal communication is also working among the villagers mainly with the support of the activities of the extension workers who are deputed by the Department of Agriculture or the Department of Health and Family Welfare. The Krishi Prajukti Sahayaks (KPSs) and the Health Assistants are the lowest level functionaries in the Department of Agriculture and the Department of Health respectively who along with other extension officers working at the block and sub-divisional levels bring information relating to the programmes of development initiated by the Departments and the technical knowhows at the doorsteps of the villagers. The Department of Information and Cultural Affairs too has got field level workers at the block level for disseminating information and eliciting participation in the process of development but their number is too inadequate and functions unspecified.

Nevertheless, dissemination of mere information does not constitute communication. Unread leaflets, unheard broadcasts,

unviewed films - however abundantly and skillfully they are produced - have no chance to influence the audience. Much of the communication effect depends on the selection and use of the media of communication, particularly when the target groups are the rural masses.

In chapter V and VI, an attempt has been made to assess the actual working of the process of communication in two related fields of rural development viz. agriculture and health. The efficacy of the media of mass communication among the rural masses is largely restricted because of widespread illiteracy and low level of income of the villagers. Due to lack of education villagers have little access to the printed media. Television has got relatively small audience because it is too expensive a medium. Posters can play an important source of information. They are abundantly displayed at important junctions and the village people frequently come across them. But the messages communicated through the posters are presented in such a symbolic way that in most cases they do not come up to the level of intellectual ability of the average villagers. The villagers seldom understand the messages communicated through posters. Films too are suffering from similar weaknesses. This may be attributed to the lack of creativity and sensibility in the production of films. Besides, the screening of films in the rural areas is too occasional. This is evident from the low percentage of respondents who have seen the films. Among the different media of mass communication radio seems to be the only

medium that has scored the highest popularity among the rural people. This is because it is the cheapest medium readily available to the villagers especially for entertainment after day's toil and labour. Besides, the audience can easily take cognizance of what is communicated through radio because of its nature of presentation and audio impact.

Regarding the relative importance of different media of communication in disseminating information about specified programmes, it has been generally observed that the role of interpersonal media of communication is more extensive and effective than the mass media. The survey results show that friends and neighbours are the primary source of information to most of the villagers. The activities of extension workers, be it in the field of health or agriculture remain confined among some chosen sections of villagers. Nevertheless, the extension workers have easy access to the villagers and the villagers accept their advices as convincing. In spite of this, the role of extension workers in the process of communication is not as promising as it should be. Voluntary organizations are slowly gaining grounds and particularly in matters of health improvement programmes, their role as development communicator is being gradually crystallized among some sections of the rural population. However, the performance of elected representatives (Panchayat Members) in propagating programmes of development among the village people and persuasion is miserably poor and their pursuits

are generally directed towards activities other than those of a development communicator. Among the mass media, apart from radio and television, other media of mass communication do not play any significant role in the process of communication in rural life.

The communication effects in case of specified programmes as reflected in survey results are uneven both in the fields of health and agriculture. The success of a communication depends on the selection of right media and the right way of presentation of information. Communication needs repetition. Any wrong step tells on its success and undermines the effects of communication.

In chapters V and VI, a further attempt has been made to examine the relationships between a set of independent variables and access to different media of communication and the level of understanding, the knowledge about specified programmes of development, the relative importance of different media in disseminating information about programmes and the communication effects. In chapter V, the analysis of data collected to study these relationships reveals that age as a social variable has got significant association with the communication structures. With regard to sex, it is found that, in general, male respondents are more exposed to different communication structures and have greater ability to understand the messages communicated through different

media than their female counterparts. There is a positive correlation between education and the communication structures. The higher the level of education, the greater is the access to different media of communication and the ability to understand the meanings of the messages communicated through different media. Occupation is also significantly associated with the communication structures. It is, however, proved difficult to establish significant association between caste as a social variable and access to all the communication structures. Regarding the level of understanding of the messages communicated through media like poster or film, the respondents belonging to the general castes have greater ability to comprehend the themes of posters or films than those of scheduled castes or scheduled tribes. With the exception of sex, all other social variables have got significant association with the respondents' knowledge of programmes. In case of communication effects of programme campaigns, all the social correlates except caste, have established significant relationships with the communication effects.

In chapter VI, the analysis of data for understanding relationships between the social variables and attributes and the dependent variables in case of programmes for agricultural development reveals that age as a social variable does not have significant association with all the communication structures. With regard to education, it is found that there is a positive correlation between education and the communication structures. The association of communities with

different communication structures is not very significant although in matters of understanding the messages communicated, Bengalee (Hindu) respondents have greater ability to comprehend the themes than the respondents belonging to other communities. Caste, as a social variable is proved insignificant so far as its association with different communication structures is concerned. All the social variables have established significant association with the respondents' knowledge of programmes. So far as the relationship between social correlates and communication effects of programme campaigns is concerned it is found that while in case of programme (1) age and communities as social variables do not have any significant association with the communication effects, in case of programme (2) all the social variables have established significant relationship with the communication effects.

B. Concluding Observation

The effectiveness and efficacy of communication between the government and the people, as the study shows, depends to a considerable extent on the selection and careful handling of the media of communication. Instead of working as channels for disseminating information from the government to the people the media should be used for feeding the people with relevant technical information in the field of development,

for facilitating horizontal flow of information among the villagers, for ensuring effective feedback, and for eliciting participation of the villagers in the development process. All these require some changes in designing the use of the media units. First, programmes for radio and television should be organized in such a way as to facilitate effective feedback from the audience. This can best be achieved through the formation of radio listeners' group like radio rural forum and television viewers' group like teleclubs in large numbers so as to cover the different sections of the rural people. However, the questions which will be raised by these groups must be squarely answered by the concerned government departments and officials in time so that the audiences do not lose their interest in seeking information and responding with their reactions. Furthermore, the information content in the programme must be repeated so that the audience can follow the message correctly and keep it in memory. For a better understanding of the messages, they can be presented by way of demonstration particularly when the programmes are shown on the television.

Second, in order to enhance the effectiveness of posters and films as media of communication with the rural people, they must be made more attractive and presented in simple ways comprehensible to the uneducated villagers. Posters may be story-based and the story can be deputed through a set of posters instead of producing single posters with meanings

expressed symbolically. This is also true in case of films. Information given in the form of stories may help to create the expected impact on the minds of the villagers.

Third, the traditional media, if they are used skillfully and intelligently, may well serve the purpose of development support communication. In India, attention has already been given to the enrichment of indigenous culture which has a long tradition of its own. In West Bengal, for example, the cultural wing of the Department of Information and Cultural Affairs have initiated several programmes for rejuvenating the traditional cultural forms and encouraging a healthy cultural trend in the state. But along with these efforts at enriching culture, the primary purpose of which is to give entertainment to the rural people, these traditional cultural forms like jatra, kirtan, charchagan, loknatya, folk song and folk dance can be used for incorporating development-oriented messages in their themes. They are the products of local culture, part of rural social environment and intimate with the rural people. Their use will readily help to create awareness among the uneducated rural people and evoke their participation in the process of development because of their credibility among the villagers.

Fourth, in the rural setting, the importance of interpersonal communication is as much as that of traditional media of communication. The roles of group leaders, friends and

neighbours, and above all, the extension workers, are vital in the village communication system. Information spread fast in the villages in the mouth of the village people, in different village gatherings like fairs, bazars, temples, bathing ghats and harvest fields. The two-way communication between the government and the people will be more effective if the state information machinery works in collaboration with the village communication channels. The role of extension workers is all the more important in the village communication network. The extension worker must be committed to his job. He should take his job as a challenge and work accordingly. He is to be the real communicator for the villagers. He should develop in himself a sense of oneness with the villagers sharing their joys and sorrows. The villagers would also find in him a friend and a guide.

Lastly, in a participatory style of development, voluntary organizations have come to play an important supportive role in upholding the cause of development. Development communication owes a lot to the functioning of voluntary organizations. The dedicated young men and women with professional and technical competence when volunteering their services to make the rural people self-reliant are the best communicators for the village people. They have the commitment to work with the rural poor and the capability to organize them, generate awareness among them about their felt-needs, supply them with technical information, and finally, help

them to become self-reliant through participation. To make communication effective, government must take cognizance of the potential role of this professionalized voluntarism and welcome their involvement.

Despite the advent of market economy, the role of government in rural development, in providing infrastructural facilities in agriculture which is the driving force behind effective rural development and in other social sectors, in delivering social services to the rural poor cannot simply be exaggerated. Successful rural development entails framing of sound public policies and their proper implementation towards ensuring growth combined with equity. In the new development strategy, rural development, with its emphasis on decentralization, participation and self-reliance requires a participatory rural community where the role of communication is all the more vital for the dissemination of information and conscientization of the rural community for perceiving their real needs and aspirations as well as the real constraints in achieving their goals. Management of local resources through local action and voluntarism has come to occupy the centre-stage in rural development. The goals and objectives of a participatory rural development will never be attained without the supportive role of communication. Successful communication at the same time, requires the building of an indigenous communication model and the framing of a communication policy indicating the use of mass media and indigenous communication

channels in judicious combination. Such a communication policy will provide the guidelines for formulating communication plans in development programmes. The Constitution (73rd Amendment) Act, 1992, which has, at long last, provided the constitutional sanction and legitimacy to the ideal of democratic decentralization is widely expected to institutionalise decentralization and people's participation and carry the new concept of development to its logical conclusion. Such a reconceptualised rural development policy will make communication more, rather than less relevant and significant in the emerging Indian policy.

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APPENDIXES

Appendix I
Interview Schedule

Date :

Time :

1. Name of Respondent :
2. Official Designation of Respondent ;
3. Place of Interview ;
4. Duration of Interview :

Questionnaire - A

(For Department of I & CA)

- 1.1 How many wings/sections are there in the Department ?
- 1.2 What are the names of these wings/sections ?
- 1.3 Who are the officials in charge of these wings/sections ?

2. How many directors are there in the Department ?

3. Besides the Minister and the Secretary, who among others take part in the making of departmental policies - policies regarding the technique/style/medium/agency for carrying on functions of the Department ?

- 4.1 What are the organizational set-ups of the Department at the divisional, district and sub-divisional levels ?
 - a. At the divisional level -

 - b. At the district level -

c. At the sub-divisional level

4.2 Who are the functionaries at the divisional, district and sub-divisional levels for the execution of departmental policies ?

a. At the divisional level -

b. At the district level -

c. At the sub-divisional level -

5. Do the functions performed by this Department include

5.1 a. Regular press releases and press notes ?

Yes No

5.1 b. If yes, what generally constitute the subject-matters of press statements ?

5.2 a. arrangements for press conferences ?

Yes No

5.2 b. If yes, how are press conferences arranged ?

5.3 a. advertisement through the press ?

Yes No

5.3 b. If yes, which type of advertisement is made more compared to the other ?

classified displayed

5.4 a. regular radio and television programmes ?

Yes No

5.4 b. If yes, what types of radio and television programmes are arranged by the Department ?

5.4 c. radio talk and discussion from time to time ?

Yes No

5.4 d. If yes, on which subjects ?

5.5 a. publication of leaflets, pamphlets, etc ?

Yes No

5.5 b. If yes, on which subjects are these pamphlets or leaflets made ?

5.6 a. preparation of posters, folders cinema slides etc ?

Yes No

5.6 b. If yes, what are their themes ?

5.7 a. publication of books ?

Yes No

5.8 a. production of films, documentaries etc ?

Yes No

5.8 b. If yes, on which subjects are these films and documentaries produced ?

5.9 a. exhibitions ?

Yes No

5.9 b. If yes, how are they organized ?

5.9 c. What are their themes ?

5.10 Any other (please specify) ?

6.1 Is there any journal published by the Department ?

Yes No

6.2 If yes, its name ?

6.3 Periodicity of its publication ?

6.4 Its circulation ?

6.5 Its contents ?

6.6 What are the objectives behind having such a journal ?

7.1 Does the Department help the Department of Agriculture/
Health and Family Welfare in disseminating information
among the public ?

Yes No

7.2 If yes, does the Department provide such help in

a. arranging press publicity ?

Yes No

b. arranging radio programmes and radio talks ?

Yes No

c. making advertisements ?

Yes No

d. organizing exhibitions ?

Yes No

e. making publications ?

Yes No

f. preparing posters, folders etc ?

Yes No

g. producing film and documentaries ?

Yes No

h. any other (please specify) ?

- 8.1 Does the Department of Information and Cultural Affairs take decisions of making documentaries, publishing leaflets etc. on health/agricultural subjects by itself or in consultation with the concerned departments ?
- 8.2 Does the Department of Agriculture/Health and Family Welfare provide only the themes of making such documentaries etc. or also try to give details regarding the style/technique/form/medium of publicity to the Department of Information and Cultural Affairs ?
- 9.1 Is there any Information Officer attached to the Department of Agriculture/Health and Family Welfare who is a staff of the Department of Information and Cultural Affairs ?
- Yes No
- 9.2 If yes, what are the functions he/she performs ?
- 10.1 Is there any extension worker appointed by the Department for carrying out extension works among the villagers ?
- Yes No
- 10.2 If yes, what specified role he/she performs ?

11.1 Is there any arrangement for assessing the impact of communication among the villagers ?

Yes No

11.2 If yes, what are the methods applied ?

12. What, according to you, are the objectives of the Department of Information and Cultural Affairs ?

a. to project correct image of the government to the people ?

Yes No NR

b. to remove any misunderstanding about government policies that may have arisen in the minds of the general public ?

Yes No NR

c. to arrange publicity for ensuring a higher degree of political awareness and political participation ?

Yes No NR

d. to ensure people's involvement and participation in the programmes of development by way of establishing a two-way communication between the government and the people ?

Yes No NR

e. to elevate the general cultural level of the masses

Yes No NR

f. Any other (please specify) ?

13.1 Do you see any change in the role of the Department of Information and Cultural Affairs in view of the decision of the Government to centralize all public relations and communication functions in this Department ?

Yes No

13.2 If yes, what are the new responsibilities assigned to this Department ?

13.3 Do you think that the importance of the Department has increased in this changed context ?

14.1 Do you see any overlapping of functions and responsibilities between your Department and the Department of Agriculture/Health and Family Welfare in matters of communication with the people ?

14.2 If yes, does any conflict arise while performing similar types of functions ?

Questionnaire - B

(For Allied Departments)

- 1.1 How many wings/sections are there in the Department ?
- 1.2 What are the names of these wings/sections ?
- 1.3 Who are the officials in charge of these wings/sections ?
2. How many directors are there in the Department ?
3. Besides the Minister and the Secretary, who among others take part in the making of departmental policies - policies regarding the technique/style/medium/agency for carrying on functions of the Department ?
- 4.1 What are the organizational set-ups of the Department at the divisional, district, sub-divisional and block levels through which the policies of the department are carried out ?
 - a. At the divisional level
 - b. At the district level

c. At the Sub-divisional level

d. At the block level

4.2 Who are the functionaries at the divisional, district, sub-divisional and block levels for the execution of departmental policies ?

a. At the divisional level

b. At the district level

c. At the sub-divisional level

d. At the block level

5.1 Is there any separate Public Relations Cell/Section in the Department ?

Yes

No

5.2 If yes, in which year did this cell come into existence?

5.3 What is the objective of having this cell in the Department as there is a full-fledged department namely the Department of Information and Cultural Affairs to carry on public relations and communication functions of the government ?

5.4 Who is in charge of this cell and what is its staff pattern ?

5.5 If there is no such cell/section in the Department, how are the public relations and communication functions of the Department discharged ?

6. Do the public relations and communication functions performed by the Department include

6.1 a. regular press releases and press notes ?

Yes No

6.1 b. If yes, what generally constitute the subject-matters of press statements ?

6.2 a. arrangements for press conferences ?

Yes No

6.2 b. If yes, how are press conferences arranged ?

6.3 a. advertisement through the press ?

Yes No

6.3 b. If yes, which type of advertisement is made more compared to the other ?

classified displayed

6.4 a. regular radio and television programmes ?

Yes No

6.4 b. If yes, what types of radio and television programmes are arranged by the Department ?

6.4 c. radio talk and discussion from time to time ?

Yes No

6.4 d. If yes, on which subjects ?

6.5 a. publication of leaflets, pamphlets etc. ?

Yes No

6.5 b. If yes, on which subjects are these pamphlets or leaflets made ?

6.6 a. preparation of posters, folders, cinema slides etc.?

Yes No

6.6 b. If yes, what are their themes ?

6.7 a. production of films, documentaries etc. ?

Yes No

6.7 b. If yes, on which subjects are these films and documentaries produced ?

6.8 a. exhibitions ?

Yes

No

6.8 b. If yes, how are they organized ?

6.8 c. What are their themes ?

6.9 Any other (Please specify) ?

7.1 Is there any journal published by the Department ?

Yes

No

7.2 If yes, its name ?

7.3 Periodicity of its publication ?

7.4 Its circulation ?

7.5 Its contents ?

7.6 What are the objectives behind having such a journal ?

8.1 Does your Department take the help of the Department of Information and Cultural Affairs to cater information regarding the functioning of your Department to the public ?

Yes

No

8.2 If yes, does your Department require such help in

a. arranging press publicity ?

Yes

No

b. arranging radio programmes ?

Yes No

c. making advertisements ?

Yes No

d. organizing exhibitions ?

Yes No

e. making publications ?

Yes No

f. preparing posters, folders etc. ?

Yes No

g. producing film and documentaries ?

Yes No

h. any other (Please specify) ?

9.1 Does the Department of Information and Cultural Affairs take decisions of making documentaries publishing leaflets etc. on health/agricultural subjects by itself or in consultation with your Department ?

9.2 Do you provide only the themes of making such documentaries etc. to the Department of Information & Cultural Affairs or also try to give details regarding the style/technique/form/medium of publicity to the Department of Information and Cultural Affairs ?

10.1 Is there any Information Officer attached to the Department who is a staff of the Department of Information and Cultural Affairs ?

Yes No

10.2 If yes, what are the functions he/she performs ?

11.1 Apart from the public relations cell/section, what are the other auxiliary set-ups in the Department both at the headquarters and in the divisions, districts, sub-divisions and blocks for performing public relations and communication functions of the Department ?

11.2 Who are the officials in charge of these set ups and who are the other functionaries ?

11.3 What are the specific functions performed by the officials and other functionaries particularly at the divisional, district sub-divisional and block levels ?

12.1 Is there any extension worker appointed by the Department for carrying out extension works among the villagers ?

Yes No

12.2 If yes, what specific role he/she performs ?

13.1 Is there any arrangement for assessing the impact of communication among the villagers ?

Yes No

13.2 If yes, what are the methods applied ?

14.1 What is your opinion and perception about the changing role of the Department of Information and Cultural Affairs in the context of the decision of Government to centralize all public relations and communications functions in the said Department ?

14.2 Do you think that this has undermined the role of your Department so far as communication with the people is concerned and increased the importance of the Department of Information and Cultural Affairs in matters of making policies and taking decisions regarding the modes of communication with the people ?

14.3 Do you see any overlapping of functions and responsibilities between the Department of Information and Cultural Affairs and your Department in matters of communication with the people ?

14.4 If yes, does any conflict arise while performing similar types of functions ?

14.5 Do you think that the new approach and changed arrangements have yielded better results in establishing two-way communication between the government and the people ?

Appendix II
Interview Schedule

Date :

Time :

Name of the Respondent :

Village :

Block :

Police Station :

QuestionnaireA. General Profile

1. Age :

18-27 years 28-37 years 38-47 years 48-57 years 58-67 years 68 years and above

2. Sex :

Male Female

3. Education :

Illiterate Literate Primary High School High School Completed

4. Occupation :

a. Principal :

Cultivator Daily labourer Housewife Serviceman Businessman Semi-Skilled Unemployed

b. Subsidiary :

Yes No

5. Religion :

Hindu Muslim Others

6. Caste :

General S.C S.T B. Health

1.1 Is there any health sub-centre in your locality ?

Yes No

1.2 If yes, do you go there for treatment ?

Never Sometimes Very often

1.3 Do you know the Health Assistant/Supervisor working in your locality ?

Yes No

1.4 If yes does he/she come to your house ?

Never Sometimes Very often

1.5 Do you follow what he says ?

Never Sometimes Always

1.6 If you face any problem regarding your health or the health of any other member of your family whom do you generally approach for advice ?

- a. Government officials c. Friends
b. Panchayat member d. Village elders.

2.1 Do you read newspaper ?

Never Sometimes Very often

2.2 Do you listen to newspaper read by other ?

Never Sometimes Very often

2.3 In which type/types of information are you interested ?

Political Entertainment

Other informative NR

3.1 Do you listen to radio ?

Never Sometimes Very often

3.2 Which type/types of programmes do you enjoy most ?

Political Entertainment

Other informative NR

3.3 Do you listen to radio programmes on health care ?

Never Sometimes Very often

3.4 Do you find the programmes helpful ?

Yes No

3.5 Do you follow what are instructed through those programmes ?

Never Sometimes Very often

4.1 Do you watch television ?

Never Sometimes Very often

4.2 Have you seen programmes on health care on television ?

Never Sometimes Very often

5.1 Have you ever noticed any poster on health care in your locality or elsewhere ?

Yes No

5.2 If yes, can you follow what are communicated through such posters ?

Yes No

5.3 Have you seen this poster ? (Displaying one)

Yes No

5.4 What does it mean ?

6.1 Have you ever seen any film show organized by or with the help of the government officials ?

No Once Twice More than twice

6.2 If yes, can you follow what are communicated through these films ?

Yes No

7.1 Do you have any community centre or other meeting place
in your village ?

Yes No

7.2 If yes, do you go there ?

Yes No

7.3 Do you discuss there problems relating to health ?

Yes No

8.1 Do you know that government makes arrangement for training
on health care ?

Yes No

8.2 If yes, have you ever participated in such training ?

Yes No

8.3 Do you find such training helpful for you ?

Yes No

8.4 Do you follow what is advised in such training ?

Never Sometimes Always

9.1 Have you heard anything about birth control ?

Yes No

9.2 If yes, how do you come to know of its use ?

- | | |
|-----------------|----------------------------|
| a. Radio or T.V | e. Friends and neighbours |
| b. Poster | f. Government officials |
| c. Film | g. Panchayat member |
| d. Newspaper | h. Voluntary organizations |

9.3 Have you ever tried it ?

Yes No Inapplicable

10.1 Do you know anything about BCG/Polio/Triple Antigen ?

Yes No

10.2 If yes, how do you come to know about it.

- | | |
|-----------------|-----------------------------|
| a. Radio or T.V | e. Friends and neighbours |
| b. Poster | f. Government officials |
| c. Film | g. Panchayat member |
| d. Newspaper | h. Voluntary organizations. |

10.3 Do you think that administering of this vaccine is must for your children ?

Yes No

10.4 Do you know that these vaccines are supplied free by the government ?

Yes No

10.5 Have your children taken these vaccines ?

Yes No Inapplicable

Appendix III

Interview Schedule

Date :

Time :

Name of the Respondent :

Village :

Block :

Police Station :

QuestionnaireA. General Profile

1. Age :

18-27 years 28-37 years 38-47 years 48-57 years 58-67 years and above

2. Education :

Illiterate Literate Primary High School High School Completed

3. Ethno-linguistic Communities :

Bengalee (Hindu) Rajbansi Santhal Bihari Bengalee (Muslim)

4. Subsidiary Occupation :

Yes No

5. Religion :

Hindu Muslim Others

6. Caste :

General S.C S.T B. Agriculture

1. How much agricultural land do you own ? (in Bighas)

2.1 Do you hold any sharecropping land ?

Yes No

- 2.2 If yes, is your name recorded as sharecropper ?
 Yes No
- 3.1 Do you get any help from the Government for cultivation ?
 Yes No
- 3.2 If yes, what type of help do you get ?
 in cash in kind
- 3.3 How do you get information about the availability of such help ?
- | | |
|-----------------|----------------------------|
| a. Radio or T.V | e. Panchayat member |
| b. Poster | f. Government officials |
| c. Newspaper | g. Friends and neighbours |
| d. Film | h. Voluntary organizations |
- 4.1 Do you read newspaper ?
 Never Sometimes Very often
- 4.2 Do you listen to newspaper read by others ?
 Never Sometimes Very often
- 4.3 In which type/types of information are you interested ?
 Political Entertainment
 Other informative NR
- 5.1 Do you listen to radio ?
 Never Sometimes Very often
- 5.2 Which type/types of programmes do you enjoy most ?
 Political Entertainment
 Other informative NR
- 5.3 Do you listen to radio programmes on agricultural operation ?
 Never Sometimes Very often

5.4 Do you find the programmes helpful for your agricultural operation ?

Yes No

5.5 Have you ever tried what is advised through such broadcast ?

Yes No

6.1 Do you watch television ?

Never Sometimes Very often

6.2 Have you seen programmes on agricultural operation on television ?

Never Sometimes Very often

7.1 Have you ever noticed any poster on agriculture in your locality or elsewhere ?

Yes No

7.2 If yes, can you follow what are communicated through such posters ?

Yes No

7.3 Have you seen this poster ? (Displaying one)

Yes No

7.4 What does it mean ?

8.1 Have you ever seen any film show organized by or with the help of the government officials ?

No Once Twice More than twice

8.2 If yes, can you follow what are communicated through these films ?

Yes No

9.1 Have you met the KPS in your village ?

Yes No

9.2 How many days he visits your village in a month ?

9.3 If you face any problem in matters of cultivation,
whom do you generally approach for advice ?

- a. Government officials c. Friends
b. Panchayat member d. Village elders

10.1 Do you have any community centre or other meeting place
in your village ?

Yes No

10.2 If yes, do you go there ?

Yes No

10.3 Do you discuss there problems relating to your
cultivation ?

Yes No

11.1 Have you ever participated in any agricultural
demonstration organized by government officials ?

Yes No

11.2 If yes, do you find such demonstration helpful for
your cultivation ?

Yes No

12.1 Do you know about the use of HYV seeds ?

Yes No

12.2 If yes, how do you come to know about its use ?

- a. Radio or T.V e. Friends and neighbours
b. Poster f. Government officials
c. Film g. Panchayat member
d. Newspaper h. Voluntary organizations

12.3 Have you made use of such seeds ?

Yes No

13.1 Do you know about the use of chemical fertilizers ?

Yes No

13.2 If yes, how do you come to know about the way of using it ?

- | | |
|-----------------|-----------------------------|
| a. Radio or T.V | e. Friends and neighbours |
| b. Poster | f. General officials |
| c. Film | g. Government officials |
| d. Newspaper | h. Voluntary organizations. |

13.3 Do you use it ?

Yes No

14.1 Government has initiated an Intensive Rice Development Programme in this block. Have you heard about the Programme ?

Yes No

14.2 If yes, how do you come to know of it ?

- | | |
|-----------------|----------------------------|
| a. Radio or T.V | e. Friends and neighbours |
| b. Poster | f. Government officials |
| c. Film | g. Panchayat member |
| d. Newspaper | h. Voluntary organizations |