

PSC SERVICE

Date 20 Jul 1981

Attention: _____

16 July 1981

Revy R.N. Tuluhungwa
Chief, Project Support Communications Service
Information Division
United Nations Children's Fund
866 United Nations Plaza
New York, N.Y.

Dear Revy,

Please accept my apologies for not writing sooner. I did call you up once but I was told that you were in India. I hope you have received a summary of my paper on harnessing commercial advertising for national development which I mailed much earlier.

The delay in writing you was due to a mild bout with the flu (probably the after-effects of my trip) and a series of technical problems I encountered here in Madison, mainly with the incompatibility of my computer tapes with the computer hardware here. This meant working everyday till midnight for almost two weeks.

I must confess that I have not done much thinking on our proposed research concerning the use of mobile units. However, I did write down some rough ideas based on our discussions. Perhaps we can develop these ideas into an acceptable proposal when I do get back to New York again sometime towards the end of August.

Based on my notes of our discussion, it seems that we are interested in a working paper for the December meeting that would reflect the following:

- 1) a brief historical note on the development and use of mobile units in different parts of the world with a commentary on their relative degrees of success
- 2) in-depth case studies of successful and unsuccessful experiences in the use of mobile units
- 3) a typology of the different strategies and approaches used in mobile unit activities
- 4) identification of factors that contribute to the effectiveness or ineffectiveness of mobile units

In view of the limited time available, I agree with you that we can rule out experimental designs and other more sophisticated research approaches. Perhaps the most feasible

approach is to write a descriptive study using three major sources of inputs:

1) an extensive review of literature on the use of mobile units in different countries using the library resources of UNICEF, UNESCO, FAO and the World Bank

2) in-depth interviews with people who have extensive international exposure to the use of mobile units--people like you, Guy and others you mentioned in our discussion. The major aim of these interviews would be to gain important insights into the factors that contribute to the effectiveness or ineffectiveness of mobile units

3) in-depth case studies of successful and unsuccessful use of mobile units using agencies or institutions as the units of analysis (rather than countries). Attached is a draft case study interview guide for our discussion.

I think Jane Bunnag raised some very important considerations in her letter to Guy dated 19 February 1981 and I wonder if I could get the chance to sit down with her. Is she based in Bangkok?

I will try to develop a conceptual framework which we can discuss in August. Right now, I am concerned with the difficulty of putting mobile units into one unitary dimension. It seems that there are just too many factors that contribute to the relative effectiveness of mobile units that it would be extremely difficult for any research study to proclaim or dismiss the effectiveness of mobile units definitively. Perhaps, to focus on these factors would be more fruitful rather than to look into the relative effectiveness of mobile units vis-a-vis other communication tools and approaches.

My best regards.

Sincerely,

Benjie
Benjamin V. Lózare

Add:

With regards to the estimated cost of our proposed project, I can only see the need for a research assistant for about two months (approximate total cost is \$300 based on Philippine rates) and typing services (approximately \$100 to include supplies). I do not see any problems regarding compensation for myself. Per diems would be enough. If you insist on a fee, a part-time consultancy for a month or two is more than sufficient. Honestly, let me tell you that this is not necessary. Just think of the minimum that your budget can afford.

My telephone number is (608) 255-4209. The best time to reach me is between 8 and 10 in the morning since I usually stay till late at night at the computer center.

Please pardon the typographical errors since I am doing my own typing in the absence of secretarial help.

FOR DISCUSSION

CASE STUDY INTERVIEW GUIDE

A. Background information

- 1) Please give a brief background of your agency's history, objectives, organization, scope of operations and activities.
- 2) Please describe in detail your agency's communication program in terms of:
 - a) Priority audiences
 - b) communication objectives
 - c) key messages and strategies
 - d) management and organization
 - e) plan and scope of operations/activities
 - f) resources-hardware, software, personnel, financial
 - g) other relevant information-e.g. innovative features, etc

B. Information on mobile unit activities

- 1) Please describe briefly the historical background of your agency's use of mobile units
 - a) when did you first use mobile units and why did you start using them?
 - b) whose idea/decision was it to use mobile units in your organization?
 - c) what were your initial objectives in the use of mobile units?
 - d) what were your initial indicators of impact/effectiveness in the use of mobile units?

- e) what other relevant information regarding your early experiences in the use of mobile units would you like to share?
- 2) Could you describe in detail how you are now using mobile units?
- a) target audiences and geographical area covered
 - b) communication objectives
 - c) key messages and strategies/approaches
- 3) What is the present status of your mobile unit hardware?
- a) total number and make of your mobile units
 - b) age and condition of your mobile units -e.g.operational and non-operational
 - c) total number/age/make/origin of specific communication hardware carried by your mobile units
 - d) available resources to support hardware maintenance-
 - e) if communication hardware and mobile unit are foreign in origin, please specify availability of parts, service and replacement of units
 - f) are foreign made-communication hardware compatible with available power supply, etc. e.g. electricity, availability of batteries, etc.
- 4) Could you describe the nature and status of your mobile unit software ?
- a) nature-and kind -e.g.informational,motivational,etc.
 - b) type/medium-e.g. films,slides,video cassettes,etc.
 - c) origin-e.g.locally produced, imported from other countries,etc.
 - d) language/dialect used in software
 - e) approximate cost of producing and maintaining' software

- 5) Please describe the nature and status of your mobile unit personnel in terms of:
- a) number, positions and job/task descriptions
 - b) personnel background
 - c) personnel training-specify nature, length and frequency
 - d) types of compensation received-e.g. basic, per diem, fringe benefits, etc. Please specify comparative salary ~~rates~~ scales ^{with} in work similar to mobile unit operations, e.g. audio-visual technicians, etc.
 - e) manner of employment ^{type}-e.g. regular, temporary, casual, etc.
 - f) turn-over rate of personnel
 - g) presence of consultants, if any
 - h) staff morale, discipline, dedication, etc.
- 6) Could you describe your management procedures/system regarding the use of mobile units?
- a) operational policies and guidelines
 - b) personnel selection and assignments
 - c) monitoring, supervision and control
 - d) coordination procedures-internal and external
- 7) Please describe your research and evaluation activities related to mobile units, if any.
- a) indicators of success/effectiveness
 - b) evaluation objectives, methods and procedures
 - c) frequency of evaluation
 - d) evaluation or research results/findings
 - e) capabilities/resources for research and evaluation
- 8) Could you describe briefly your operational environment?
- a) Terrain and weather
 - b) physical accessibility

3) c) political, social and cultural environment-language and ethnic groups, social organization and values, physical security, etc.

d) target audience's receptiveness

e) support facilities available in the field-e.g. housing, food and water, etc.

9) Please describe in detail problems that you have met concerning:

a) target audiences

b) communication objectives

c) messages

d) strategies and approaches

e) hardware

f) software

g) personnel

h) management procedures

i) research and evaluation

j) others

10) What innovations/adaptations have you used to make your mobile units more effective ?

11) Could you give an estimate of the costs involved in operating your mobile units?

1) fixed and variable costs

2) percentage distribution of costs among hardware, software and personnel, etc.

3) opportunity costs ~~(to be added)~~

12) What experiences, or anecdotes can you recall which you think ^{can} give some insight ^{into} on the ^{relative} effectiveness ~~or lack of it~~ regarding the ~~use~~ of mobile units?

Benjamin V. Lozare

Responding to the Imperatives of Change: The Case for Development Advertising



Benjamin V. Lozare is assistant professor and Institute Secretary of the Institute of Mass Communication, University of the Philippines. He is also the first awardee of the Newsweek International-AFAA Communications Grant given at the 11th Asian Advertising Congress in Manila, 1978. His article gives a summary of the results of his Newsweek International-AFAA study of development-oriented advertising in the Asian region.

Introduction

The systematic use of communication to enhance national development has become the focal interest of communication scholars and practitioners, development planners and national decision-makers. Of great concern and interest is how communication in all its forms can be applied to widen the participatory process of social change intended to bring about a more equitable distribution of social and economic development benefits.

The focus of this paper is on how advertising principles, methods and techniques can be harnessed for national development purposes. Far from being definitive, this paper simply aims to expand discussion, present tentative ideas and raise further questions on how advertising as practised in Asia is responding to the imperatives of national development, and to explore ways through which advertising can respond optimally to these imperatives.

Advertising – The Changing Scene

It is well established that the main task of advertising is to sell goods and services. In pursuing this task, however, the practice of advertising has become a dynamic, ever-changing function, responsive both to changing patterns of markets and to changing patterns of socio-cultural environments. But as a means of communication that informs and persuades, advertising has also become a powerful instrument of change as well. Thus, advertising can be seen as a paradox. It is a mirror whereby society can see its own image, but, unlike an ordinary mirror, it is also one with a controversial power that can alter the nature of the viewer as well.

The role of advertising in society is indeed a controversial one, largely perhaps because opinions associated with it are heavily interwoven with the more fundamental values and beliefs about how a society does and should operate. Controversy about the role and value of advertising may be as old as the institu-

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tion itself but in recent years, the controversy has taken on the added dimensions of the technological revolution and the rapidly changing relationships between the more developed countries and less developed ones, and within countries, the changing relationships between the rich and the poor.

An improved understanding of the relationships between advertising and society, however, cannot be realized without a full appreciation of the nature, capabilities and limitations of advertising. Although time and space will not allow a full discussion of these topics here, the following issues concerning advertising are relevant.

In the mid-1970's, the total billings spent on advertising in the world was estimated at \$33 billion.¹ With this huge financial resource, advertising can also boast of a tremendous wealth of communication experience and talent, including some of the most creative minds within the communications industry.

Of the ten leading world advertising agencies, seven are wholly American owned and the other three have major American interest. In 1977, the four largest advertising agencies were American or Japanese, working from their headquarters and through their many subsidiaries throughout the world. Their total annual billings alone ran into millions of dollars (in some instances surpassing the national budgets of a number of developing countries) 1,415 for Dentsu, 1,262 for J. Walter Thompson, 1,106 for Young and Rubicam and 1,084 for McCann Erickson. Indeed American advertising stamps its imprint all over the world and continues to increase steadily.²

Critics note that the pervasiveness of advertising has made it an inescapable part of our cultural landscape, shaping and forming what is now known as mass culture. As a major source of media revenue, advertising influences the whole range of media activity and orientation. Advertising blends into other communication contents and in an overt or disguised way, it has demonstrated a capability to pervert mass media action in the political, cultural and entertainment areas. Critics of advertising have focused their attention on advertising's capability to bring to many people alien ethical values, thus threatening cultural identity and self-realization in many developing countries. In a similar vein, advertising has also been accused of radically altering and even deforming ways of life and life styles in many societies.³

On the other hand, it may also be argued that advertising contributes efficiently to the generation of consumer demand and of a mass market. As an important source of consumer information, advertising also raises aspirations and can be a powerful motivating force for an improved quality of life.⁴

Whether taken in a positive or negative light, there is no doubt that advertising must now be counted as one of the more important forces in our present world and it is the objective of this paper to establish that advertising *can* be a vital force in meeting the problems of national development. Indeed, the main thesis of this study is that the imperatives of development pose the greatest challenge in shaping the role of advertising in society today.

The Imperatives of Development

A Global Perspective

The imperatives of development perhaps can best be appreciated from the global, regional and national perspectives. On a global scale, a 1976 report to the Club of Rome gives us the following information:

"We have today about two-thirds of mankind living – if it can be called living – on less than 30 cents a day. We have today a situation where there are about one billion illiterate people around the world, although the world has both means and technology to spread education. We have

¹ *Interim Report of the International Commission for the Study of Communication Problems* (UNESCO, Paris), 1978, p. 37.

² *Ibid.*

³ *Ibid.*

⁴ *Ibid.*

nearly 70 per cent of the children in the Third World suffering from malnutrition, although the world has the resources to feed them. We have maldistribution of the world's resources on a scale where the industrialized countries are consuming about twenty times more of the resources per capita than the poor countries. We have a situation where, in the Third World, millions of people toil under a broiling sun from morning till dusk for miserable rewards and premature death without ever discovering the reasons why."⁵

Put in simpler terms, *Fellowship* magazine gives a similar set of information:

"If the world were a global village of 100 people, 70 of them would be unable to read (functionally) and only one would have a college education. Over 50 would be suffering from malnutrition and over 80 would live in what we call substandard housing.

"If the world were a global village of 100 residents, 6 of them would be Americans. These 6 would have half of the entire village's income and the other 94 would exist on the other half.

"How would the wealthy 6 live 'in peace' with their neighbors? Surely they would be driven to arm themselves against the other 94. Perhaps even to spend more per person on military defense than the total per person income of the others."⁶

The above description of the present situation is not very encouraging. However, the concern of development is not just the present alone, but also the future, and nowhere can we see the future in a better perspective than in the present situation of the world's children. In this regard, we cannot escape from the fact that more than one third of the world's four billion people – close to one-and-a-half billion – are children under the age of 15.

How best can we describe the present status of the world's children? In 1975, the Population Reference Bureau estimated that of the 1,439 million children in the world:

- "693 million (48%) will live less than 60 years.
- 5 million (0.3 %) die each year from six major infectious diseases.
- 230 million (16%) are undernourished.
- 590 million (41%) are without access to safe water.
- 417 million (29%) are without adequate housing.
- 604 million (42%) are without access to effective medical care.
- 250 million are of school age (5-14) and out of school – about 35% of that age group.
- 72 million (5%) suffer from severe handicaps.
- 173 million (12%) need special education or rehabilitation services.
- 396 million (27.5 %) live in countries where average income per capita is less than \$200 per year.
- 58 million (4%) are nomadic and semi-nomadic.
- 156 million (11%) live in slums and squatter settlements.
- 600 thousand (0.04%) are refugees."⁷

The important point to consider here is that the future of these children depends upon decisions

⁵ Jan Tinbergen, Antony J. Dolman, and Jan van Ettinger, *Reshaping the International Order* (New York: New American Library, 1977), p. 21.

⁶ *Fellowship*, February 1974.

⁷ Magda McHale, John McHale F. Streatfeild, *Children in the World* (Population Reference Bureau, Washington, D.C.), 1979, P. 4.

made today and in the next few years. The picture of development tomorrow is based on what is done now.

Regional Perspective

While it is risky to generalize about the diverse countries found in Asia, it may be convenient to say that most of the less developed countries in the region suffer from low standards of living, low levels of productivity, high rates of population growth and dependency burdens, high and rising levels of unemployment and a significant dependence on agricultural products and primary product exports.

Poverty in the region is not universal but widespread. The dimensions of poverty are varied but one dimension of mass poverty which stands out is the lack of even elementary shelter. According to an ILO report, in 1971, an Asian city had half a million shanties; 100,000 people lived on the streets.

Assuming a usable life of 30 years for urban housing, each year 8 to 10 dwellings must be constructed for every 1,000 of the population, just to maintain present standards. However, in many less developed countries in the Asian region, the current construction rate is less than 3 per 1,000. Housing requirements naturally grow with population and it is estimated by UN agencies that, in 1970-1980, 55.6 million dwellings in India (against 18.6 million during 1960-1970), 13.2 million (4.7 million) in Indonesia, 15.5 million (5.0 million) in Pakistan, and 7.9 million (4.2 million) in Sri Lanka need to be constructed. *It may be noted, however that only about a quarter of requirements were met in 1960-70.*⁸

The same ILO report noted that medical services in many Asian countries are startlingly inadequate. The number of inhabitants per physician, for example is nearly 50,000 in Nepal and more than 20,000 in Indonesia, the Philippines and Afghanistan.⁹

Food, which is a vital ingredient of life, is a major problem in Asia. It is reported that in most parts of the region, the average dietary intake falls considerably short of requirements calculated for individual countries. In Bangladesh, Afghanistan, Indonesia, the Philippines and Thailand, the actual *average* diet met between 80 per cent and 90 per cent of the requirements only in 1969-71. Only 7 out of 20 countries for which such estimates are available met their requirements *on the average*. But, unfortunately, these figures obviously hide the existence of large numbers of people who live below the average standard.¹⁰

National Perspective

Although the Philippines may not be representative of the less developed countries in Asia, it may be useful to look at some social and economic indicators of this country to give us a national perspective of the imperatives of change.

As reflected in the Five-Year Philippine Development Plan (1978-1982), prepared by the National Economic and Development Authority (NEDA), the following basic facts stand out:

"Potable water supply benefits only 42 per cent of the total population. Public sewerage systems serve only 5 per cent of the total population. Sanitary toilet facilities are installed only in 32 per cent of total households, while only 35 per cent of total number of households have electricity."¹¹

A World Bank Country Economic Report of the Philippines reflects a similar sad picture. According to this report, not a single municipality in 1975 was completely sewerred. Only about 16.9 million people

⁸ Report of the Director-General, *The Poor in Asian Development: An ILO Programme* (Geneva, International Laborer Office, 1975), p. 15.

⁹ *Ibid.*, p. 14.

¹⁰ *Ibid.*

¹¹ National Economic and Development Authority, *Five Year Philippine Development Plan (1972-78)* (Manila, NEDA), pp. 188 - 340

are estimated to have an adequate supply of water and 3 million of these are in Metro Manila. More than 1,000 barrios, 800 municipalities and 6 cities are currently estimated to be without water systems.¹²

The unequal distribution of income is a major problem of less developed countries and reports of the Philippine National Census and Statistics Office highlight the unequal distribution of income in the country. It was reported that among the family income groups, the share of the top 20 per cent was 54 per cent of all reported incomes while the lowest 80 per cent share the remaining 46 per cent.¹³

Nutritional levels are also important indicators of development. Operation Timbang, a program to weigh every preschool child in the country launched by the National Nutrition Council, shows that of 1.5 million preschool children weighed by 1975, only 23 per cent were found to have normal weights, 48 per cent were mildly undernourished, 24 per cent were moderately malnourished and 5 per cent were severely malnourished.¹⁴

The National Council states that death, absenteeism, accident proneness, and work inefficiency caused by malnutrition may cost the country as much as ₱2,000 million a year.¹⁵

It should be stressed here that the data cited above are not the *only* imperatives of change. The problems of development are too numerous to cite here and perhaps one should not put too much stress on statistics. Whether three-fourths of mankind are starving or just one single soul should not make any difference. One single human being dying of hunger or in need of medical attention should suffice to drive us to action. To this end, although significant efforts are being exerted by government, international agencies and other civic organizations to meet these problems, the relevant question for this discussion is, what has advertising done to respond to these problems of development and, consequently, what else can it do towards meeting these imperatives of change?

Objectives of the Study

The general objectives of this paper may be stated as follows:

1. To describe the present status, problems, practices and prospects of development advertising in selected Asian countries;
2. To develop a theoretical and conceptual framework for the practice of development advertising in selected Asian countries;
3. To document outstanding cases of development practices in selected Asian countries and to generate principles and insights from these experiences;
4. To suggest new directions for development advertising policies and principles;
5. To describe to what extent development advertising is coordinated with national development plans; and,
6. To suggest ways on how development advertising can be coordinated with national development plans.

Methods and Procedures

This discussion paper represents primarily the observations of the author in a study tour of nine Asian countries (including the Philippines) made last May-June 1979 under the auspices of the Newsweek International - AFAA Communications Grant. In this study tour, the author interviewed 87 leading practitioners of advertising (mainly senior officers of advertising associations) as well as representatives from

¹² Russell J. Cheetham and Edward K. Hawkins, *The Philippines: Priorities and Prospects for Development* (Washington, D.C., The International Bank for Reconstruction and Development, 1976), p. 59.

¹³ Special Release No. 181, National Census and Statistics Office.

¹⁴ Russell J. Cheetham and Edward K. Hawkins, *The Philippines: Priorities and Prospects for Development* (Washington, D.C., The International Bank for Reconstruction and Development, 1976), p. 272.

¹⁵ *Ibid.* p. 275

government information ministries; the media; the academic sector.

The interviews were conducted primarily to gather insights and observations of people involved in the advertising industry on the role of advertising in national development. In view of the constraints imposed by time and resources, no attempt was made to quantify the data gathered.

However, the interviews were supplemented by a review of available cases or examples of development and public service advertising. A review of current literature on development communication and on the practice of advertising was also made to help establish the framework for this study.

Present Status, Problems, Practices and Prospects of Development Advertising in Selected Asian Countries; Some Observations

Based mainly on the interviews made, the following observations are presented for discussion and comment.

1. **Asian advertising practitioners vary greatly in their perception or definition of the concept of development advertising.**

A well-accepted principle of communication states that words do not have inherent meanings. Meanings are in people. Definitions of concepts vary with time, and the manner and circumstances under which concepts are used.

It is not surprising, therefore, that advertising practitioners define the concept of development advertising in different ways.

Most of those interviewed expressed some difficulty in defining the concept of development advertising. A number equated development advertising with "public service" or "social" advertising while others regarded the concept to mean "government-initiated information programs."

On many occasions, the author was forced to explain in general terms his own perceptions of development advertising when it became obvious that the respondent was hearing the concept of development advertising for the first time.

A few respondents, however, noted that development advertising is a relatively new concept that needs further definition and examination. A sample of noteworthy definitions proposed by some respondents include the following:

Development Advertising is:

"the selling of development ideas and not of products alone . . ."

"the spirit of involvement. It is committed advertising . . . advertising committed to the goals of development . . ."

"the use of advertising for development purposes . . ."

"the application of advertising principles, methods and techniques for development purposes . . ."

"the process of studying people's information needs with respect to development and the systematic use of advertising to help meet these needs . . ."

"the promotion of positive social values and the discouragement of negative ones . . ."

"the response to the imperatives of change . . ."

Since there exists different views regarding the definition and practice of development

advertising, there seems to be a need to formulate a working definition of this concept for this paper.

Based on the different definitions of development advertising given by the respondents, it is possible to identify what seem to be the key elements of this concept. These are:

1. process
2. commitment
3. systematic application
4. advertising principles, methods and techniques
5. development goals and objectives

An initial working definition of development advertising may therefore be stated as follows:

Development advertising is the process of conscious, committed and systematic application of advertising principles, methods and techniques to help meet national development goals and objectives.

2. Present practice of development advertising in Asia may be described largely as a government effort.

It is widely recognized that the government sector is the main practitioner of development advertising in Asia. However, government-initiated development advertising campaigns with a few exceptions leave much to be desired, according to most of the respondents. They noted that these campaigns usually can stand a lot of improvement specially in the areas of media planning, production, research and evaluation.

The limited practice of development advertising by advertising practitioners may not be difficult to explain. This study indicates that leading personalities in the advertising industry are in the process of questioning, evaluating and upgrading the practice of advertising. However, the process may only be beginning for them and thus, recognition of the role of advertising in promoting national development is still in its incipient stage. The practice of development advertising within the industry is therefore understandably rare.

This author feels, however, that in today's critical social climate and rising social consciousness, advertising is a rather late comer in self-evaluation and cannot afford to do less than define its role in nation-building and think beyond the marketing calculus.

The fact that there is little practice of development advertising in Asia by advertising practitioners is perhaps an indicator of how advertising is responding, or not responding adequately enough, to the imperatives of change at present.

One well-known market and advertising researcher based in Singapore even challenges whatever little development advertising practice there is when he described present efforts as "simple window dressing . . . we give the impression that advertising is doing something about the problems of development."

3. In general, practice of development advertising by those in the advertising industry is limited, sporadic and, with a few exceptions, uncoordinated with national development goals.

If one takes a systems perspective, the advertising systems in most Asian countries may be described to have the following components:

- 3.1. the public or consumer sector
- 3.2. the advertiser sector
- 3.3. the advertising agency sector

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3.4 the government

3.5 the media industry

By definition, system-wide activities or changes are those involving or occurring in all sectors. Component-wide changes would refer to changes occurring within one sector or component, while sub-system changes may be taken to mean those involving two or more components.

Based on available cases of development advertising practice, it seems that none involves a system-wide effort involving all sectors or components of the advertising system. At most only two components are involved; i.e., advertising agency and advertiser sectors, government and advertising sectors, etc.

It was only in Indonesia that advertising was reportedly mentioned in the national development plan. "It was only one paragraph, but at least we were mentioned," said one Indonesian respondent.

Except for cases which involved government participation, the selection of development goals to be supported by a development advertising campaign was usually based on individual perceptions of advertisers or advertising practitioners.

None of those interviewed reported studying national development plans or alternatively conducting or reviewing researches on people's development needs, and using these information as bases for planning development-oriented advertising.

4. **With some exceptions, Asian advertising practitioners are not even aware of the most urgent needs of development in their respective countries.**

Although no attempt was made to measure scientifically and precisely the levels of awareness of advertising practitioners regarding their country's development needs, most of the interviews made revealed that much needs to be done to make advertising practitioners appreciate more fully the nature and extent of their country's development problems.

As one respondent put it succinctly, "the urban and elitist perspectives of advertising executives cannot be denied. Their main concern is how to reach those with economic power, not those without. It is regrettable that oftentimes, the only contacts advertising practitioners have with the poor are those with bellboys of five-star hotels, with waiters in select eating places and with messenger boys in their carpeted offices. Unfortunately, there is a huge distance between the five-star hotels, the fancy eating places, the plush executive suites and the unsanitary and ugly shanties in the urban and rural slums."

5. **Practice of development advertising also varies within the context of existing socio-political situations and stages of development.**

For the more developed countries like Hongkong, Taiwan, Singapore and Japan, the practice of development advertising borders on public service or social advertising.

In these countries, advertising appears to respond more to urgent temporal social issues like cleanliness, courtesy, anti-crime campaigns, traffic safety, noise and other forms of pollution, respect for elders, and protection of wildlife.

For the less developed countries like Indonesia, Thailand, Malaysia and the Philippines, concerned advertising leaders seem to focus more on basic developmental issues such as the promotion of positive social values, increased production, participation in social programs like nutrition and family planning, and the forging of a national identity and pride.

Among the socio-political factors which seem to influence the practice of development advertising are:

- a) the nature and degree of relationship between the government and the advertising industry;
- b) differences in communication skills and expertise between government information personnel and advertising practitioners;
- c) the nature and ownership system of media (e.g., whether media is state-owned or privately-owned);
- d) the levels of professionalism and maturity found among advertising personnel;
- e) the level of organizational effectiveness of advertising associations; and,
- f) the quality of leadership found in advertising associations.

6. The practice of development advertising can be demonstrated in various ways.

Findings of this study show that Asian advertising practitioners have found many ways in which advertising can be made more responsive to the imperatives of development. A review of development-oriented ads made available for this study shows five basic approaches to the practice of development advertising which may be described as follows:

- a) A development-oriented theme is integrated or made part of a regular advertising message as in the case of some food product advertisements which give additional information on nutrition.
- b) A development-oriented message is subtly and almost subliminally made part of the background in advertising copy.

This approach is best illustrated by the depiction of small families in advertising copy which visually makes use of family situations to advertise family-oriented products; e.g., consumer and household goods. The consistent depiction of small families in advertising copy thus indirectly supports a country's population program, and it is interesting to note that the advertising codes in Singapore and Indonesia contain specific provisions encouraging this practice.

- c) A development theme becomes the object of an advertising campaign.

This perhaps is a more direct approach wherein a government or private commercial institution sponsors an information or advertising campaign to achieve a development goal. In this instance, initiative, planning, implementation and sponsorship could be solely a government effort or shared by an advertising agency or private commercial institution.

As was found in some cases, an advertiser or ad agency may take the initiative in conducting a development advertising campaign at their own expense. In these instances, credit for the campaign is limited to simple references to the sponsor without any attempt to "sell" goods or services. Excellent case examples of this practice include a road safety campaign sponsored by the Bic Ballpen company in Thailand, a campaign on nationalism conceived and implemented by Future Advertising in Indonesia and the "Committed to your Progress" print-ad series of the Manilabank which presented simple "how to do it yourself" development-oriented information.

- d) The provision of support for channels of development-oriented messages.

An interesting innovation here is the selling of advertising space by government institutions. In Malaysia, the Ministry of Education in coordination with an

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educational foundation constructed bulletin boards in public schools throughout the country.

The bulletin boards were divided into three sections. The center portions were allotted for school notices and announcements while the rightmost sections were reserved for regular advertising posters, the space for which are sold to interested advertisers. The leftmost sections of the bulletin board were reserved for government posters with developmental themes which were also sold to interested advertisers. Advertisers were given some space at the bottom of the posters to announce their products or services.

— A respondent working in a UN agency in Thailand shared a similar experience. He described the use of well-equipped mobile cinema vehicles by the Malawi Ministry of Agriculture for agricultural information campaigns. To supplement funds for maintenance of these development communication vehicles, the Ministry offered advertisers the opportunity to show commercial films in between presentations of agricultural films. In effect, the advertisers were paying for the cost of showing developmental films and at the same time helping the government communicate to large audiences. This is an excellent case of the advertising industry acting as a partner of government in the development process.

- e) Advertising practitioners share their talent, expertise and other resources for national development communication programs.

This approach can be done on a strictly professional basis as illustrated by the Japanese experience. In Japan, government ministries hire and pay for advertising agency services just like regular clients.

Another way of sharing advertising talent and expertise for the cause of the development communication effort is through voluntary contribution of such resources or offering such on a reduced or at cost basis. This is done on a limited scale in Thailand, Hongkong, Malaysia, Indonesia, and the Philippines.

- 7. **The practice of development advertising is rewarding and motivations to practise it vary from self-interest to observance of policy and, occasionally, out of a serious commitment to contribute to nation-building.**

A study of the motivations to harness advertising in the development process would consider the following:

- a) The nature of the product or service being advertised itself (i.e., banking services, agricultural technology, tourism services, etc.) oftentimes provides an excellent framework for development ads.
- b) The need for institutional advertising or image-building oftentimes encourages advertisers to develop campaigns of public interest.
- c) Requirements or policies of government or government-owned media in some instances support the practice of development advertising.

The policies may be in the form of encouragement of development messages or discouragement of counter-developmental themes, although most often policies are in the form of requirements or prohibitions.

It must be noted here that a few respondents voiced some concern about "legislating" development advertising practice. They pointed out that in many Asian countries, certain government regulations concerning advertising (either existing or in the process of being legis-

lated) have significantly restricted the range of freedom of advertising practice. They would rather see corrective steps done by advertising practitioners themselves than government regulations to dictate such.

- d) A sincere desire to help in the development process may motivate an advertiser or advertising agency. This is usually expressed as a form of corporate philosophy as reflected in the articles of incorporation or company statement of principles. An excellent example here is the statement of principles of Intervista Advertising of Indonesia (drafted January 10, 1963) which "assigns to the company a function of responsibility in the development of a just and prosperous Indonesian society." It must be noted that this company is now credited for having assisted the Indonesian government in planning several major development information programs, notably the Indonesian anti-malnutrition information campaign.

On the other hand, a somewhat cynical respondent said "Development advertising is much welcome. It might just encourage the advertising man's fantasy of projecting advertising as a hero in the eternal conflict between good and evil. Development advertising might just be the potent salve to soothe the advertising professional's guilt feelings after encouraging kids to consume more junk food and promising sexual potency to adults who take a bath with a certain brand of soap."

8. Development-oriented ads in some cases were found to be effective not only in communicating development messages but also in increasing sales of products/services being advertised.

One important motivation to practise development advertising in addition to those cited above is the fact that developmental ads show strong potential for being an effective selling strategy. Though this may not necessarily be true for all situations, examples of development-oriented ads which substantially increased sales of the products/services being advertised are worth studying closely.

A good case study here is that of a baby food company in Taiwan which sponsored a campaign encouraging people to tone down the volume of their TV sets after 10 p.m. to counter a noise problem common in high-rise apartment buildings in Taipei. To the pleasant surprise of the sponsors, not only did the public respond encouragingly to the appeal but the public also increased their patronage of the product.

Another similar case was observed in the Philippines. In 1977, the national government launched a massive tree-planting program to counter the effects of rapid deforestation and encourage citizens to participate in this drive. To support the tree-planting program, a soft-drink company prepared ads which showed people planting trees after which they were shown drinking the soft drink. Sales increased significantly and the advertisers were likewise happy to contribute to a national development program as well.

9. A more meaningful practice of development advertising in Asia requires overcoming several significant practical problems.

These problems include the following:

- a) There seems to be a lack of understanding and appreciation of the nature, capabilities and limitations of advertising by the public, in general, and the government leadership, in particular. In view of the occasionally justified but often intemperate criticism of advertising, it does seem that advertising has not succeeded in selling itself.

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- b) The absence of effective linkages between the government and the advertising industry.

In fact, in some instances, the relationship between government and the industry is hostile and antagonistic. Such situations, of course, do not make for fertile grounds for cooperation and coordination.

- c) The low level of organizational effectiveness of advertising associations presents difficulties in undertaking challenging projects such as the promotion of development advertising.

In one country studied, the national advertising association's main concern was how to generate membership. It turned out that there were more agencies (both in number and size) who were non-members than members of the national advertising association. In another country studied, there were more than one "national" advertising association and it turned out that these associations often-times work at cross-purposes. In most of the less developed Asian countries, it was observed that national advertising associations are perennially plagued with internal problems such as personality conflicts, power plays, economic difficulties, big agency - small agency conflicts of interests, etc.

- d) Low level of professionalism among some key advertising practitioners.

A number of respondents mentioned specifically the extreme ego-involvement and lack of task-orientation of some leading practitioners of the industry as serious obstacles to the successful undertaking of projects that would benefit the industry and society as a whole. According to some respondents, problems of leadership oftentimes render the capabilities of advertising associations so limited that these associations can only undertake "self-serving" projects.

- e) The absence of clear government policies concerning the role of information in the national development strategy.

- f) The lack of encouragement or incentives for undertaking development-oriented campaigns vis-a-vis other activities.

The numerous problems of the advertising industry (e.g., economic survival, over-restrictive government policies, personnel problems, etc.) as a whole compete for attention and action against the "more luxurious" problem of development advertising.

- g) Low levels of awareness and knowledge among advertising practitioners of national development problems and needs.

The advertising field is a highly competitive one. As such, the major concern of advertising practitioners is to keep abreast with market trends and developments pertaining to clients' needs and problems, rather than with national problems and needs.

- h) Advertising practice tends to focus more on populations with relatively more purchasing power and, to a certain extent, fails to reach effectively those with low incomes.

It may be noted that most less-developed countries have dualistic economies - a small well-developed urban economy and a large but relatively primitive rural economy. Since media distribution tends to concentrate in the more developed urban centers, those outside of the economic mainstream are hardly reached by advertising. A more widespread practice of development advertising, therefore, must consider reaching the more deprived members of society.

10. **At present, there seems to be no systematic and effective effort being exerted by Asian advertising practitioners to overcome these problems.**

It is the observation of this writer that although there are a few individuals in the advertising industry who are seriously concerned with the promotion of development advertising practice, much needs to be done to overcome the problems cited above. Present efforts with a few exceptions appear to be fragmented, sporadic and largely ineffective. Some of the noteworthy attempts include the following:

- a) A leading advertising practitioner in Malaysia has produced a brochure "What is Advertising" in an effort to familiarize concerned individuals with the nature, capabilities and limitations of advertising. At the same time, this practitioner has encouraged the various advertising trade associations in the country to undertake information programs designed to "sell" the advertising profession to a largely disinterested and uninformed public.
- b) A leading advertising figure in Indonesia has focused most of his attention in persuading government information policy-makers to make more extensive use of advertising expertise in planning and managing government information programs. One of his major frustrations, however, seems to be mainly in convincing government information policy-makers that the benefits derived from advertising talent and expertise are more than worth the relative "high cost of such resources.
- c) In the Philippines, a leading advertising practitioner has succeeded in having the Philippine President declare 1979 as the "Year of Development Advertising."

Likewise, this practitioner was able to bring together government and private information practitioners to cooperate in promoting the theme of the 11th Asian Advertising Congress. . . "Responding to the Imperatives of Change" . . . the beginning of a major effort to harness advertising for national development purposes.

More importantly, through his leadership and dedication, the Asian Federation of Advertising Associations of which he is the founding chairman, has taken the lead to harness advertising in the effort to accelerate development in Asia.

- d) A Hongkong based advertising agency (Fortune) has sponsored a seminar-workshop on development advertising for Filipino communication students and advertising practitioners.

11. **Much of the driving force to promote development advertising still emanates from an individual level. Unless institutional support (i.e., advertising institutions, media and industry associations) lends itself to the formation of development advertising, no significant achievements can be realized.**

Individual efforts are of course good starting points and catalysts towards change. It is clear, however, that there are serious limitations to what individuals can achieve and, considering the scope, magnitude and complexity of development problems, the need for a systematic and concerted action cannot be over-emphasized.

Harnessing advertising to help meet national development goals is not a simple task. It must be a deliberate decision and it must be done with a clear understanding of its positive purpose and the implications as well as the potential problems that may arise. Only through an industry response can significant achievements be realized.

Towards a Framework for Discussion and Action

Based on the interviews made and the observations of this author, it is clear that development advertising is not an alternative form of advertising that calls for a completely new set of theories and principles of advertising practice.

Rather, it is the use of *existing* advertising theories and principles to serve development efforts. What seems to be the central theoretical issue is how to relate the main task of advertising – which is to sell goods and services – to the secondary role of helping out in the development process.

To resolve this issue, several corollary questions need to be answered. These are:

1. Is there any direct conflict between the business orientation of advertising, specifically, the need to maximize profits, and adopting a development orientation?
2. Assuming that there is no direct conflict between the two, would adopting a development orientation lessen profits significantly in both the short and long terms?
3. Would development advertising be an excess baggage, too heavy to carry around in a highly competitive business? If so, under what conditions would this happen and can these conditions be avoided?
4. Can advertising really make a difference in the effort to accelerate national development or would advertising simply be a cosmetic add-on?
5. What opportunity costs would have to be paid if development advertising is practised? If it is not?

It is obvious that these questions can best be answered by advertising professionals themselves. Tentatively, the following theoretical assumptions are being proposed for discussion:

1. There is no direct conflict between the need to maximize profits and the encouragement of a stronger development orientation in advertising practice;
2. Because of advertising's central role in communication systems, its potential and actual power to create change cannot be denied. How this power to create change is used is both a moral and business question and the only appropriate perspective here is that of social responsibility.
3. To have the power to create change and to use that power irresponsibly is indefensible in an environment characterized by mass poverty and suffering.
4. The costs of making advertising more development-oriented are minimal and the benefits expected to be derived from such orientation are significant.

If these assumptions cannot be refuted, then consequently, there is no alternative but to make advertising more development-oriented. The more urgent questions then would be on defining the roles and functions that advertising can perform to help meet development needs. Again, tentatively, the following are being proposed for discussion. Based on the findings of this research, it was found out that development advertising can:

- a) promote values that can contribute to national development and discourage those that do not; e.g., encourage civic consciousness and discourage the values of having large families;
- b) act as catalyst, initiator and implementor of social change; e.g., encourage citizen participation in nation-building;
- c) help disseminate as well as focus attention on functional and locally relevant development-oriented information; e.g., providing nutrition information in advertising food products;
- d) render greater assistance to non-profit sectors involved in development work; and,
- e) promote a general climate for development by providing the impetus to business growth and contributing to the agenda of public discussion.

To achieve a more effective performance of these roles and tasks would require an industry-wide response and close coordination between development planners and the advertising industry as a whole. Inter-agency coordination, however, is a complex undertaking, much more so if government and private sectors are involved. A program that would seek closer coordination between the advertising industry and the government sector may consider the various levels of coordination:

1. **The level of acquaintance.** – How well do advertising professionals know government development planners and policy makers? And vice versa? How effective is the working relationship between advertising leaders and government planners?
2. **The level of knowledge- and information-sharing** – To what extent are advertising practitioners aware of their country's development problems and programs? To what extent are government planners and policy makers aware of the nature, capabilities and limitations of advertising?
3. **The level of resource-sharing** – To what extent can advertising agencies make use of government facilities (e.g., government media) in the practice of development advertising? Can government agencies readily tap advertising expertise and personnel for assistance in designing development communication programs?
4. **The level of working towards common goals** – To what extent can the advertising industry and the government agree on common goals? What mechanisms of planning can be considered to allow full expression of desirable goals from different sectors of the advertising industry?
5. **The level of working with a common plan** – Here we may have the highest expression of coordination – the joining of minds and hands in working towards a common plan that would help promote national development.

On the action level, proposals for concerted action require the development of policies. To this end, it may be useful to distinguish between positive policies (requirements and encouragements) and negative policies (prohibitions and discouragement). It may be noted that, oftentimes, more attention is paid on negative policies rather than on positive ones.

A policy framework that would encourage stronger development-orientation in advertising should consider the full range of policy as well as the optimal range of freedom (the area not touched by policy). In conceptual form, this may be diagrammed based on conceptualizations on media policy by Prof. Stephen Chaffee of the University of Wisconsin as follows:

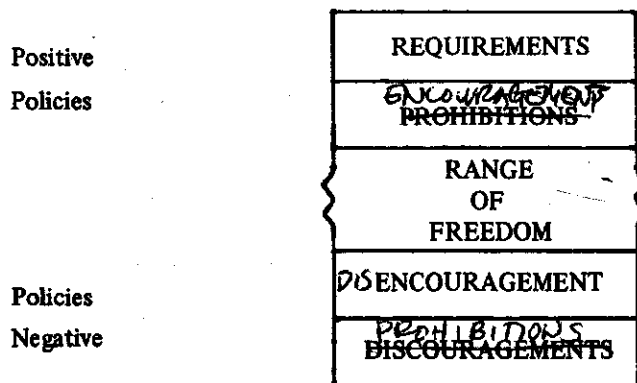


Figure 1 – The range of policy and range of freedom

It may be noted from above that increasing the range of policy would decrease the range of freedom and vice versa. Perhaps, in the effort to make advertising more responsive to the imperatives of change, the crucial questions would be in determining the optimal range of policy and optimal range of freedom.

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For instance, would policies of encouragement (e.g., incentives, awards, etc.) be preferable to policies of requirements and prohibition? To what extent would restrictions on freedom stifle creativity? Or encourage it?

An Initial Conceptual Framework for Development Advertising

As a starting point for discussion, the following conceptual framework may be considered. From the findings of the study, this author noted ten variables that seem to influence the extent of development-orientation in advertising. Conceptually, these variables may be outlined on page 69:

As shown in the diagram, it may be hypothesized that development orientation in advertising can be enhanced by:

1. Increasing the levels of awareness (of development problems), social consciousness and commitment of advertising professionals.
2. Increasing the levels of organizational effectiveness and social commitment of advertising associations.
3. Increasing the levels of awareness of government leaders concerning the capabilities and limitations of advertising.
4. Increasing the willingness of government leaders to work with advertising professionals (although working relationships are necessarily two-way, the study noted more reluctance on the part of government leaders to work with advertising practitioners than vice versa).
5. Increasing the levels of awareness of consumer groups and the public concerning the capabilities and limitations of advertising; and,
6. On the basis of such knowledge, developing an appropriate program to encourage an increased development orientation in advertising.

Some Implications for Action

In the attempt to explore how advertising can respond optimally to the imperatives of development, several salient questions now emerge. These are as follows:

1. What channels of communication and organization can best integrate the contributions of diverse and sometimes highly competitive public and private communication agencies in meeting development needs?
2. Since advertising reaches mainly those within the economic mainstream (e.g., those with high socio-economic status and access to the mass media) how can development-oriented advertising be made more relevant to the poorest sectors of society – those outside of the market economy – the real targets of development?
3. Since some national development plans carry political overtones, should development advertising be practiced independent of government effort or should development advertising be coordinated fully with the national development scheme?

In summary, on the basis of the observations presented in this paper, it can be said that the advertising industry is responding to the challenge of development, even if, admittedly, only to a still limited extent. It is clear that much more needs to be done. In the words of one respondent of this study, "We cannot continue as we are now: half-committed, half-involved, half-isolated, when we know that we have in our combined hands, here and all over Asia, the resources and capabilities that can make us more effective agents and catalysts of change and development."¹⁶

¹⁶ Antonio R. de Joya, "Advertising and Development: Challenge and Response" Address delivered at the First Pakistan Advertising Congress, September 3-5, 1979, Karachi, Pakistan.

AN INITIAL CONCEPTUAL FRAMEWORK FOR DEVELOPMENT ADVERTISING

