



REPORT
OF THE
ENQUIRY COMMITTEE
ON
SMALL NEWSPAPERS
1965

MINISTRY OF INFORMATION AND BROADCASTING
GOVERNMENT OF INDIA, NEW DELHI

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CHAPTER I

COURSE OF ENQUIRY

Origin : During his speech on 18th March, 1964, in reply to the debate on the Demands for Grants of the Ministry of Information and Broadcasting in the Lok Sabha, Shri Satyanarain Sinha, the then Minister of Information and Broadcasting and Parliamentary Affairs, said :

- (a) that for the healthy development of democracy, it is necessary that small newspapers should grow and that this opinion making medium should be as diversified as possible,
- (b) that the small newspapers also had been pressing the Government from time to time to take measures for the healthy development of the smaller, more especially the Indian language newspapers and periodicals in the country,
- (c) that there would be a substantial increase in the number of newspaper readers in the next 20 years when the country should have attained about 60 per cent literacy or more, and
- (d) that as a result of the growing prosperity in the rural areas there would be a better scope for small papers in different ways devoted to local and rural interests.

In view of these considerations, he announced the decision of Government to appoint a small Committee of non-officials, under the chairmanship of Shri R. R. Diwakar, M. P., for surveying the entire problem of the development of small and language newspapers in the country.

2. *Appointment* : The formal appointment of the Enquiry Committee on Small Newspapers was announced by a Resolution of the Government of India in the Ministry of Information and Broadcasting (No. 28/2/64-IP dated the 12th May, 1964) published in the Gazette of India, which read as follows:

“The question of making an enquiry into the difficulties and problems facing small newspapers, especially those published in the languages mentioned in the VIII Schedule to the Constitution of India, with a view to ameliorating their position, has been engaging the attention of the Government of India for some time. The Government of India have now decided to set up an Enquiry Committee on Small Newspapers, consisting of non-officials to make an investigation into the matter and to advise Government on the measures to be taken for assisting the small newspapers published in various languages.

2. "In pursuance of the above decision the Government are pleased to appoint the following persons as Members of the Enquiry Committee:—

Chairman

1. Shri R. R. Diwakar, M. P.

Vice-Chairman

2. Shri A. D. Mani, M. P.

Members

3. Shri A. R. Bhat, President, Indian Languages Newspapers Association, Bombay.
4. Shri Joachim Alva, M. P.
5. Prof. Hiren Mukerjee, M. P.
6. Shri Benarsi Das Chaturvedi.
7. Shri Premnarayen Indernarayan, President, Advertising Agencies Association of India, Bombay.
8. Shri Durga Das, India News and Feature Alliance, New Delhi.
9. Shri Hayat Ullah Ansari, Quami Awaz, Lucknow.

3. "The Committee shall enquire into the present conditions of small newspapers and periodicals in the country and make recommendations on the steps to be taken by Government for the development of such newspapers.

4. "The Chairman will have power to co-opt additional members and to invite such officials and non-officials to attend the meetings of the Committee, as he considers necessary.

5. "Membership of this Committee will be honorary, but non-official members will be entitled to travelling and daily allowances in accordance with the Ministry of Finance, Department of Expenditure O. M. No. 6/26/E. IV/59 dated September 5, 1960, as amended from time to time.

6. "The Committee will meet as often as considered necessary. The headquarters of the Committee will be New Delhi but the Committee may visit such other places as it deems fit.

7. "The Committee will evolve its own procedure.

8. "The Committee will commence its work as soon as possible and submit its report to Government within six months."

3. Shri Benarsi Das Chaturvedi, who accepted membership of the Committee, later resigned for reasons of delicate health. Shri M. Yunus Dehvi, editor, Shama, New Delhi, was appointed in his place and his appointment as a Member of the Committee was notified in the Government of India in the Ministry of Information and Broadcasting No. 28/2/64-IP dated the 27th July, 1961. Shri D. R. Khanna was appointed Secretary of the Committee.

4.1. *Terms of Reference* : The opening sentence of the preamble of the Government of India's Resolution dated 12th May, 1964 refers to the "difficulties and problems facing small newspapers". The third paragraph of the Resolution, which constitutes the substantive term of reference, requires the Committee to enquire into the present conditions of "small newspapers and periodicals". Since the term 'newspaper' as defined in the Press and Registration of Books Act, 1867, includes daily newspapers, tri-weeklies and bi-weeklies as well as periodicals of different periodicities, it was taken that the scope of the enquiry related to newspapers as well as periodicals. The Committee, therefore, decided to include in its enquiry daily newspapers, tri-weeklies, bi-weeklies, weeklies, fortnightlies and monthlies.

4.2. Paragraph 4 of the Government of India's Resolution empowers the Chairman to co-opt additional members on the Committee. The personnel of the Committee itself was of such a character as to provide the enquiry with adequate experience rendering co-option of additional members unnecessary. No co-option was, therefore, made. The Committee, however, decided to invite persons whose advice, in its opinion, would be useful, as witnesses, even though they might not have submitted memoranda on the terms of reference or replies to the questionnaire issued by the Committee.

4.3. Paragraph 7 of the Resolution of 12th May, 1964, authorises the Committee to evolve its own procedure. The Committee decided to meet as frequently as necessary. Whenever required, members were consulted by circulation of papers. The Committee also decided to issue questionnaires and to collect oral evidence from knowledgeable persons at Delhi and other places as necessary.

4.4. Para 8 of the Resolution required the Committee to submit its Report to the Government within six months. The normal practice in such cases is for the period to be counted from the date of the Resolution, so that the Committee was required to submit its Report to the Government of India by 11th November, 1964. While an officer was made available to serve as Secretary on part-time basis, it took considerable time for Government to provide staff and office accommodation, etc. Our Secretary could be spared for this work on a whole-time basis only from 1st November, 1964. Consequently, the period of enquiry already fixed by Government was considered inadequate, and a representation was made to Government to extend it up to 11th August, 1965, to which Government agreed. In response to a subsequent request from the Committee, the period of enquiry was extended by Government for a further period of two months ending 11th October, 1965. Here, it may be worthwhile mentioning that five out of nine Members are Members of Legislatures, two belonging to the Rajya Sabha, two to the Lok Sabha and one to the U.P. Legislative Council. The meetings and tours of the Committee had to be fixed after taking into consideration the commitments of these Members in their respective Legislatures. While it was not possible to hold meetings or conduct long tours during the sessions of Legislatures, yet in order to speed up the enquiry, certain tours were undertaken during the week-ends even while the Legislatures were in session.

5. *Definition of Small Newspapers* : The Government Resolution does not give a definition of "small newspapers". The Committee was, therefore, left to devise its own definition. Taking into consideration the existing circulations

and the future development of the Press in the country during the next few years, the Committee fixed the following criteria for small newspapers and periodicals for the purpose of the enquiry at its first meeting held on 1st June 1964:—

- Dailies :*
- (i) Newspapers with circulations up to 15,000 copies published from towns with a population exceeding three lakhs ; and
 - (ii) Newspapers with circulations up to 10,000 copies published from centres with a population of less than three lakhs.
- Periodicals :*
- Weeklies, Fortnightlies, and Monthlies with circulations up to 5,000 copies.

This was a provisional definition and the Committee thought it best to come to a final conclusion on this point after considering the evidence, oral and written, which might be placed before it in the course of the enquiry. For this purpose the Committee invited the addressee of the questionnaire as well as witnesses who appeared before it to offer their comments on this provisional definition. This meeting was attended by Shri L. R. Nair, Principal Information Officer; Shri M. L. Bhardwaj, Director of Advertising and Visual Publicity; Shri R. Streenivasan, then Registrar of Newspapers for India and Shri M. V. Desai, then Director of News Services, All India Radio, by special invitation.

6-1. *Questionnaires :* The Committee decided to draw up questionnaires addressed to different sectors covered by the enquiry. The task of the preparation of the questionnaires was entrusted to a sub-committee consisting of Shri A. D. Mani, Vice-Chairman, Shri A. R. Bhat, Shri Durga Das and Shri Premnarayan Indernarayan, Members. This sub-committee met at Bombay on 26th and 27th June, 1964. The meeting was attended by the Director of Advertising and Visual Publicity, Registrar of Newspapers for India and the Director of News Services, All India Radio, by special invitation. The Principal Information Officer, who was also invited, could not attend it owing to a previous engagement. The drafts prepared by the sub-committee were approved by the Chairman before circulation to the Members for their comments. The comments received from Members were duly taken note of in finalising the questionnaires. The principal questionnaire, which related to the problems of newspapers and periodicals, was issued to dailies, tri-weeklies, bi-weeklies, weeklies, fortnightlies and monthlies. In compiling the mailing lists of newspapers, market reports and bulletins, school/college magazines, publicity journals/house organs, astrological magazines, fictions and miscellaneous publications were excluded. Copies of this questionnaire (Appendix I) were also sent to Members of Parliament. A certain number of copies were sent to the Secretaries of the State Legislatures, for distribution by them to members interested in the questionnaire. In addition, an advertisement was inserted in selected newspapers inviting the public, if interested, to ask for copies of the questionnaire.

6.2. Separate questionnaires were framed and distributed in regard to news agencies, photo agencies, advertising agencies and feature syndicates (Appendices II, III, IV and V) . A statement of copies of the questionnaires issued and replies received is given below :—

Questionnaire addressed to	No. despatched.	No. of replies received.
1. Newspapers & periodicals	6,173	393
2. News Agencies	5	3
3. Photo Agencies	12	2
4. Advertising Agencies	92	9
5. Feature Syndicates	3	..
Total ..	6,285	407

7.1. The last date for the receipt of replies to the questionnaires was initially fixed as 30th September, 1964. On a request from some of the newspaper associations, including the Indian and Eastern Newspaper Society and the Indian Languages Newspapers Association, the date for the submission of replies to the questionnaire was first extended up to 31st October and later up to 30th November, 1964.

7.2. An analysis of the replies received to the questionnaires is given in Appendix XIII.

8. Shri Durga Das, who happened to visit the United Kingdom on his own in July 1964, offered to study the working of small newspapers in the U. K. and to submit a paper on the subject. This work he undertook voluntarily without any expense to the Committee. The Committee expresses its grateful thanks to him for the pains he took in studying the local conditions and collecting and supplying to the Committee valuable data on the economics of small newspapers in the U. K.

9. *Tours of the Committee* : The response to the questionnaires issued by the Committee was entirely inadequate both in the number of replies received as well as in contents thereof. In consequence, no reliable conclusions could be drawn from the replies received. The Committee, therefore, decided to gain first-hand knowledge of the working conditions of the small newspapers by visiting at least one centre of publication in each State. The need for economy in expenditure on tours was, however, kept in the forefront. While a number of places were visited by the full Committee, some were visited by small teams of the Committee consisting of two or three members only. The Secretariat staff accompanying the Committee on tours was also kept to the minimum. The assistance of stenographers on the staff of the Committee was availed of for purposes of reporting the proceedings of the Committee and the oral evidence, in preference to engagement of special reporters on heavy fees. A list of the towns visited and the dates of visits are given in Appendix VI. The Committee heard 695 witnesses (Appendix VII), representing newspapers and periodicals, news agencies and feature agencies, associations of newspapermen, Chambers of Commerce, Bar Councils, lay readers, news stall-keepers, Vice-Chancellors of Universities, officials, Ministers, Governors etc.

10. The scope of the Committee was to enquire into the working of small newspapers, but it was difficult to make this study without a reference to the state of the Press in general. The questionnaire relating to newspapers and periodicals was issued to all newspapers and periodicals, irrespective of the fact whether or not any of them fell within the scope of the provisional definition of small newspapers, to elicit a cross section of opinion of the Press as a whole. Unfortunately, a number of newspapers with big circulations did not reply to the questionnaire. Some of them wrote back to say that they were outside the scope of the enquiry. But those who responded appreciated the efforts of the Committee in that small newspapers of a good standard are an asset to democracy.

11.1. The Committee expected that the Indian and Eastern Newspaper Society would give detailed replies to the questionnaire. The IENS has a roll of members quite a number of small newspapers. It would have been useful to the Committee if the IENS had answered the questionnaire and nominated witnesses to appear before the Committee for oral evidence. It is unfortunate that the Society, even though it had approached the Committee for extension of the date for submission of a memorandum on the terms of reference, did not submit a memorandum, nor replied to the questionnaire. The Committee was also denied the benefit of evidence from the representatives of the Society when the Committee met in Delhi to examine the witnesses at the Capital.

11.2. The Committee had also invited the Institute of Chartered Accountants through its President or any other representative to appear before it for evidence when the Committee met at Delhi from June 17 to 25, 1965. The Committee was interested in ascertaining what action the Institute had taken in cases where auditors' certificates of circulation were found to have been inflated on subsequent checks by Government or bodies connected with newspapers, and what simplified audit procedure would meet the requirements of a proper check of the circulation figures of newspapers. It was expected that a body like the Institute of Chartered Accountants, which has a statutory status and recognition, would be willing to give its views on any relevant matter referred to it by a Committee appointed by the Government. It is unfortunate that the Institute of Chartered Accountants declined in writing to appear before the Committee. No reasons were given for the decision. The Committee was thus denied the benefit of the views of the Institute in reaching conclusions on the subject of circulation claims of newspapers, dealt with in Chapter V.

12. *Bonus Commission's Report* : The Committee took note of the Draft Bill moved in Parliament to regulate the payment of bonus to persons employed in certain establishments to enforce the recommendations of the Bonus Commission as accepted by Government. Copies of the Chairman's letter dated the 22nd December 1964 to the Ministry of Labour and Employment and of their reply dated the 8th February 1965 are reproduced in Appendices VIII and IX.

13. *Restrictions on Expenditure on Advertisements* : The Committee at its meeting in Lucknow on 27th March 1965 adopted a resolution which was telegraphed to the Finance Minister and was later followed up by a letter from the Chairman, dated the 21st April 1965. The text of the resolution and the letter are reproduced in Appendices X and XI. The Government, on representations received from various interests, withdrew the rules. Revised rules have since been notified to elicit public opinion.

14. At its meeting held in Bangalore from 4th to 9th August, 1965, the Committee took note of a report in the press that the Reserve Bank of India was considering the question of exempting some more imported items from the 25 per cent Advance Deposit Scheme. Since this question vitally affected the newspaper industry and particularly the small newspapers, the Committee adopted the following resolution which was telegraphed to the Reserve Bank of India and the Finance Minister on 5th August, 1965 :—

“Enquiry Committee on Small Newspapers has taken note of the report in the Press that Reserve Bank of India is considering the question of exempting some more imported items from the twentyfive per cent Advance Deposit Scheme. The Committee recommends that the concession should also be extended to the imports for the requirements of newspapers such as newsprint, printing machinery and its spare parts, type metal, stereo flongs, material for block making etc. Newspapers play a dominating rôle in informing and educating the public in a democracy”.

The Advance Deposit Scheme has since been withdrawn by Government.

15. The Committee also made a telegraphic representation to the Reserve Bank of India on the question of “Clean Advances” by banks on the same day. This reads as follows :

“Enquiry Committee on Small Newspapers views with concern the restriction recently imposed by Reserve Bank on clean advances by Banks. As small newspapers are heavily dependent on this kind of credit finance in view of their cash resources being limited, and in view of the fact that it takes a good deal of time for them to recover their dues from advertisers both Government and public, the committee urges upon the Reserve Bank the need for exempting small newspapers from the purview of the new rule relating to clean advances.”

On account of the emergency created in August 1965 by the conflict between India and Pakistan, this restriction has been withdrawn.

16. *Condolence Resolutions* : At its first meeting on the 1st June, 1964, the Committee adopted a resolution on the passing away of Shri Jawaharlal Nehru. The text of the resolution, which was communicated to the Central Government and Shrimati Indira Gandhi, is reproduced in Appendix XII. During its meetings in Calcutta in May 1965, the Committee also passed condolence resolutions on the deaths of Shri Kedarnath Chatterjee, Editor “Modern Review” of Calcutta and Shri Mohan Lal Saxena, a veteran journalist.

17. The expenditure on the staff, travelling and contingencies in connection with the work of the Committee during the seventeen months of the enquiry is estimated at Rs. 1,45,000 approximately.

18. The Committee records with appreciation the co-operation given to them by the representatives of the newspapers, periodicals, news agencies, feature agencies, associations of newspapermen, chambers of commerce, Bar Councils, lay readers, news-stall holders, Vice-Chancellors of the universities and officials who submitted written memoranda and/or tendered oral evidence.

We are also indebted to the State Governments for their co-operation in our work. Many of the Chief Ministers and Governors were good enough to spare time to meet the Committee and give them the benefit of their valuable views on the various aspects of the enquiry. Some of the Chief Ministers favoured us with written memoranda on some of the matters under enquiry. We feel beholden to the Chief Ministers and Governors for their co-operation and guidance.

19. The report of the Committee is unanimous except in regard to the Chapter on the Price-Page Schedule on which four members have recorded minutes of dissent. Two members have appended minutes of dissent on a few points in other Chapters. Four Members have submitted supplementary notes in their personal capacities, to explain their viewpoints in regard to some of the decisions taken. The minutes of dissent and supplementary notes have been included in the report. We are happy to record that the Committee worked in perfect team spirit all through its deliberations.

20. *Appreciation of the work of the staff:* The Committee also records its appreciation for the strenuous and hard work the staff contributed ungrudgingly and efficiently towards the completion of the enquiry. Though months passed before the full complement of the staff and proper office location were available, once they were on the sets, the staff worked as a harmonious team under Shri D. R. Khanna who has shown not only full grasp of the work in hand but has been very quick and efficient in every detail. He has been able to enthuse the staff to put forth their best in spite of difficulties which are normal in this kind of work. He has shown outstanding ability in discharging his duties and facilitated, through his initiative and capacity to delve into details, the work of the Committee in a number of ways. It was a pleasure to work with such a staff and the Members of the Committee would remember for long their association with them in such an arduous task.

CHAPTER II

THE PERSPECTIVE

Nothing has impressed the Committee in the course of its inquiry more than the need for a wide and enlightened perspective in viewing the problem in its short term and long term aspects. Indeed, the Committee feels that its recommendations will prove infructuous unless the problem is tackled with vision, and on the basis of clearly defined objectives.

2. Among the numerous witnesses, who assisted the Committee in its onerous task, an eminent journalist made planning for the future of the Press in India the main pivot of his evidence. He complained that our democratic Government had totally neglected the newspaper industry in its Five Year Plans, and emphasised the urgency of planning for the development of the Press as a whole, particularly the small newspapers now in existence and of those yet to be born. He had a special word for small newspapers, which deserved more attention than others in any planned progress in a developing democracy. He drew our attention to newspapers issued from district towns, whose political and social significance could hardly be overrated.

3. It is admitted that in India today newspapers are better instruments for the information and enlightenment of the vast electorate of about 225 millions than any other media of mass communication. Their vital role in strengthening democracy is, therefore, obvious. Since democracy is Government by discussion and decision reached either through a consensus or by majority, it is necessary to employ all available means to inform and educate the people. This alone can help them to form their own opinion on matters touching their lives, welfare and interests.

4. It will be readily conceded that India with an average of 44 copies for every 1,000 persons of her population is very poorly served in respect of the most important means of mass communication. The development of the Press, compared with that of any other mass media, has been most disappointing. This has not been due to want of enterprise on the part of publishers, nor to lack of demand. With a rapidly rising literacy, the demand for newspapers has registered a phenomenal increase. In response to this growing public craving, more and more newspapers have sprung into existence. But the crux of the situation is that the supply still lags woefully behind the demand, and new ventures launched hopefully struggle in a climate hardly conducive to their advancement or even bare survival. This situation would not have arisen if the planners had decided to include in the Plans the development of this sector in proportion to the growth of population, spread of literacy, increase of interest in public affairs and expansion of democratic institutions, such as Panchayats. Ultimately the cheap printed word conveyed to the doors of the people can be the main channel of general knowledge which can promote the good of the community. The lack of planning in this respect with the

addition of scarcity of raw material, printing presses and equipment due to foreign exchange difficulties, has created a situation which hampers the healthy and rapid growth of the fourth estate of this largest of democracies.

5. This plea for planning should not, however, be misunderstood to mean control by Government or subsidisation of the Press of the country. Far from it, the Committee does not yield to anybody in the matter of maintaining the freedom of the Press. What is required on the part of the Government is to realise that it is its duty, specially in a democratic set-up, to see that the material and instruments for spreading general knowledge and keeping people well informed are available without let or hindrance. If food for the body is an essential requirement, food for the mind conveyed through this media of mass communication is as necessary in a developing democracy.

6. We should like to mention a word of caution against another misapprehension. It should not be understood that in the name of helping small newspapers, the State should spoon-feed them or try to keep alive or help such journals as do not deserve to survive. No journal worth the name should think in terms of prospering on Governmental help. It must derive its main strength from its own resourcefulness; its genuine service to the community and the appreciation and goodwill of its own readers. That is basic. However, the removal of obstacles and the rendering of such help as is neither in the nature of patronage nor is discriminatory in effect has to come from Government.

7. We take it, however, that the decision to appoint this Committee marks the beginning of a conscious effort on the part of Government to remedy the situation. It must be assumed that Government is now aware of the importance of this mass media and that to nourish democracy at the grass roots, no effort must be spared to remove the obstacles in the way of this media, specially in the regional languages. Newspapers are the most potent instruments in the nation-wide campaign for creating enlightened public opinion in the remotest corners of the country.

8. The conclusions reached by analysts in modern democratic states is that smaller journals in the mofussil play a more significant role in creating public opinion than metropolitan mass circulation newspapers. This point was stressed by the Prime Minister of Sweden while inaugurating the annual session of the International Press Institute at Stockholm. In Sweden, the "small" newspaper exercises a powerful influence in moulding public opinion and is assured of a vigorous and purposeful existence.

9. Our recommendations in the succeeding chapters are based on two assumptions: (i) that in view of the tendencies towards concentration of power in a few big newspapers, Government are now eager to formulate a long term plan for a balanced development of the Press, and (ii) that the measures we are proposing would help not only towards stabilising the economy of the small papers now in existence but would also encourage the birth of new opinion forming newspapers.

10. A long-term plan must take into account three considerations : (1) the growth of the Press must keep pace with the growth of population and the spread of literacy; (2) the Government must play a positive role by treating small newspaper as not merely an industry like any other but as an industry essential for the growth of democracy; and (3) steps must be taken to ensure that the growth of the Press is along healthy lines.

11. In assessing the size and impact of the Indian Press, a comparison with the advanced countries of the West is somewhat irrelevant at the present stage of our economic and social development. It will be a few decades before we catch up with these countries. The Press in Japan is even more developed than in some of the Western countries. There they have two newspapers for every one of its 22 million households—a truly impressive figure. Universal education and the phenomenal economic development achieved since the turn of the century have been mainly responsible for this remarkable advance.

12. The following table illustrates our relative position as compared to certain Western and Asian countries in regard to the number of copies circulating per hundred persons and the consumption of newsprint per person per year:—

Country	Copies per 100 people	Consumption of newsprint per person
<i>(a) Europeans</i>		
		Kg. per year
1. Federal Republic of Germany	30.7	9.6
2. France	27	10.4
3. German Democratic Republic	45.6	4.4
4. Italy	10.1	5.3
5. Netherlands	27.8	14.8
6. Norway	38.4	13.1
7. Sweden	40.2	23.6
8. Switzerland	38.2	15.9
9. U.S.A.	32.6	36.6
10. U.S.S.R.	18.1	1.7
11. United Kingdom	50.6	25.0
<i>(b) Asian</i>		
1. Burma	1.2	0.5
2. Ceylon	3.7	1.2
3. India	4.3	0.27
4. Japan	41.6	7.7
5. Pakistan	0.7	0.3
6. Philippines	1.8	1.3
7. Thailand	1.4	0.7

It will be observed that not only Japan, but certain other countries also in Asia, are ahead of us in respect of consumption of newsprint.

13. India, then, has a long leeway to make up. We expect to attain 60 per cent literacy within the next 15 years. The challenge posed by this is clear. We have to postulate a clearly stated target for any plan for the development of our Press. It cannot be anything short of providing every household with at least one newspaper by the end of 1980. At the present level of progress this may appear to be setting our target too high. But to aim lower would be to stultify ourselves. It is only when a definite target has been fixed that the economic, professional and technological consequences would be taken care of. Only then will the necessary endeavour to overcome obstacles be forthcoming.

14. The crucial question that arises relates to the character of the positive role the State should play in this endeavour without in any way compromising freedom of expression. We have spelled out various measures that the Government might adopt, but in their implementation the State must squarely accept the fact that it has to bear a large part of the financial commitment involved in the process. The reasons why Government has to shoulder this responsibility are not far to seek. In the economically developed West, a major part of the revenues of a community paper is derived from classified advertisements from local clients. This source of revenue will not be available in India in any marked degree for some time to come. Thus, Government must bear that burden without seeking at the same time to encroach on the liberties now enjoyed by the Press.

15. The State has already accepted its responsibility for the healthy development of the Press. It has, for example, put on the Statute book the Working Journalists (Conditions of Service) Act, which protects the interests of those engaged in the profession. A similar provision is being made for non-working journalists in newspaper establishments. Besides, it has formulated a measure for setting up a Press Council for India to maintain professional standards.

16. These measures by themselves are not sufficient for the aim in view. Government will have to go further and take many other steps to ensure the healthy development of the Press in general, and of the small newspapers in particular. We are aware of the below-standard performance of many small newspapers. We also know that some of them along with a few big papers (big in circulation only) also come under the category of "the yellow press" or still worse "the gutter press". It may not be possible in any free society completely to eliminate such journals, yet it is incumbent on every one of us to ensure that no newspaper is denied the wherewithal to serve the community in its own way with professional competence and according to a generally accepted code of ethics. We wish also to record here a word of well-deserved tribute to such small newspapers as have preserved a good level of quality in the face of hardships placed in their way by foreign exchange restrictions and non-availability of trained personnel.

17. Finally, there is the question of competition—fair and unfair. Fair competition is the very breath of a healthy and vigorous Press. In the absence of a wholesome spirit of rivalry progress is circumscribed. It is difficult, however, to say precisely as to what extent a certain type of competition is fair or

unfair. What constitutes unfair competition can be determined only against the background of the circumstances prevailing in the country or region concerned. For instance, the Press Council of Britain stated recently that the practice of rich newspapers buying up the copyright to material essential for widening the knowledge of society can constitute an unfair practice.

18. In India, however, there is a mounting outcry against the growth of newspaper chains. Government has taken note of this opinion. The subject of concentration of readership in a few newspaper groups and chains is outside the scope of our inquiry. Nevertheless, we have noted it here, in view of the apprehensions voiced by representatives of several small newspapers. Some of the misgivings expressed before us do have substance. We would, therefore, urge Government to keep a strict watch on unbalanced developments and devise suitable measures to curb them. We note in this connection that the provisions of the Press Council Bill empower the Council to deal with such matters.

19. A final word about the objective we have placed in the fore-front of this perspective. The assistance to small newspapers envisaged by the Committee is not in the nature of permanent aids. Such artificial aids are injurious to one's self-respect and stunt spontaneous growth. What we have in mind is that newspapers under the category "small" should survive as independent and viable units and function vigorously and purposefully, so that they would be able to supply a social need and serve the cause of democratic development. The measure of success of our recommendations will be the number of "small newspapers" that are able, in the next few years, to stand on their feet. There would, however, be always small newspapers and our recommendations aim at providing continually aid to those that will fall in this category.

20. This is the spirit in which the recommendations in the chapters to follow have been made. They have been made, too, in the fervent hope that they would be energetically implemented and thus contribute to the advancement of that section of the Indian Press which is keen, along with its stronger counterparts, to grow to robust life and serve the country as all newspapers must.

CHAPTER III

THE SMALL NEWSPAPER/PERIODICAL AND ITS DEFINITION

While constituting the Committee, the Government of India did not give any indication about the definition of a small newspaper or periodical. The Committee was, therefore, left to draw up its own definition. At its first meeting on 1st June, 1964, the Committee drew up a provisional definition as follows :—

- Dailies* (including bi-weeklies and tri-weeklies):
- (i) Newspapers with circulations up to 15,000 copies published from towns with population exceeding three lakhs; and
 - (ii) Newspapers with circulations up to 10,000 copies, published from centres with population less than three lakhs.

Periodicals :

Weeklies, fortnightlies and monthlies with circulations up to 5,000 copies.

This definition was incorporated in the Questionnaire addressed to newspapers and periodicals and they were asked to give their comments whether the criteria were satisfactory. Newspapers were asked to specify with reasons the changes they would recommend therein, if the criteria was not found satisfactory by them. Out of 393 replies received, 164 or 41.73 per cent replied to this question, 117 or 71.34 per cent replied in the affirmative and only 47 or 28.65 per cent replied in the negative. No reasons either for acceptance or rejection of the criteria were given.

2. During the course of the enquiry, the Enquiry Committee reviewed the matter and decided the following criteria, again on provisional basis:—

Towns with Population of 10 lakhs and above

Dailies	Circulation up to 20,000 copies.
Bi-weeklies, weeklies, fortnightlies and monthlies.	Circulation up to 10,000 copies.

Other Towns

Dailies	Circulation up to 15,000 copies.
Bi-weeklies, weeklies, fortnightlies and monthlies.	Circulation up to 5,000 copies.

3. The various suggestions received during the course of the evidence, written or oral, regarding the criteria or definition of a small newspaper or periodical were considered by the Committee. Of the newspaper organisations, the All India Newspaper Editors Conference accepted our original definition but with the rider that multiple-centre publications should not be included in the definition of a small newspaper. They said that a really small newspaper was a single unit publication. A Hindi daily from U.P. went to the length of saying that a daily newspaper of less than 40,000 circulation was not a viable economic unit. It, therefore, proposed that daily newspapers with circulations up to that figure should be deemed to be small newspapers. An English daily from Madhya Pradesh suggested that a newspaper having a circulation up to 25,000 copies should be categorized as a small newspaper, and, in the case of multiple editions, this definition should be applied to mean 25,000 copies for each edition. The paper further suggested that the guiding factor underlying this suggestion was that there should be no restrictions on the growing readership in a democracy. Some of the suggestions proposed classification of newspapers/periodicals on the basis of their circulations and the population of the publication centre. Some witnesses proposed that besides circulation, the gross revenue of a newspaper should also be taken into consideration in determining the definition.

4. *Press in India* : Before proceeding further, it is necessary to record a brief survey of the Press in India, as a whole.

(i) The total number of newspapers and periodicals in the country is 8,161, according to the Report of the Press Registrar. Of this about 20% publications are in English and the remaining nearly 80% in Indian languages. Of the 4889 newspapers and periodicals of which circulation data is available, 4498 (about 92%) have circulations below 10,000 copies.

(ii) About 83 per cent of the publications are owned by individuals, societies and associations or firms and partnerships. The remaining 17 per cent are owned by joint stock companies or by trusts etc. It can be taken that the 83 per cent publications are those with an inadequate financial backing. Many of them do not have enough working capital and continue to struggle for existence. A bulk of these publications do not maintain accounts and no financial data regarding their capital, expenditure, revenue, profit and loss account was made available.

(iii) The above fact is borne out indirectly by our study in four States of the mortality figures among dailies which started publication since 1947 discussed in the chapter on Circulations. It is observed that dailies belonging to chains and groups, which have comparatively larger financial resources, have been flourishing progressively and none has gone out of existence since 1947. The deaths have occurred only of non-chain papers. The highest circulation attained by an Indian language non-chain daily was 10,000 copies; most of the other living papers were below the 5,000 circulation range.

(iv) About 50 per cent of the publications originate from towns other than metropolitan cities and state capitals. These newspapers and periodicals command nearly 38 per cent of the gross circulation.

(v) Out of 560 dailies including tri-weeklies and bi-weeklies, only about 250 subscribe to the service of one or more of the four principal news agencies. The remaining 55 per cent dailies do not subscribe to any service of any of the four principal agencies and most of them cannot afford to buy any news service. Their principal source of news is AIR broadcasts.

(vi) The number of papers per lakh of inhabitants is 1.7, and circulation of copies per thousand is estimated at 43.6 for all languages. While the highest readership of 81.1 per thousand is attained by the Malayalam language papers, the figure for Oriya is as low as 8.5.

(vii) 4,493 periodicals command a circulation of 149.66 lakhs. The largest number (2,296) are those dealing with news and current affairs, but the number of those dealing with children is 131, those dealing with science 73, and those meant for women 60 and for sports 38. The number of serious magazines has diminished and their influence also seems to be on the decline. In the past there were several periodicals, which, though small in terms of circulation, wielded great influence on the intelligentsia. Mention in this category may, as an example, be made of Mahatma Gandhi's "Harijan" and "Young India".

5. Considerable evidence has been led before us that the financial burdens on the newspapers have been gradually rising, because of substantial increases in the cost of newsprint, printing charges, ink and establishment expenditure, the latter as a result *inter alia* of the recommendations of the Wage Board, etc. In addition, the recommendations of the Bonus Commission will throw further burden on the newspapers.

6. The Committee found it necessary, first of all, to make a detailed study *inter alia* of the financial positions of newspapers and periodicals to be able to come to a decision on the criteria for defining a newspaper or a periodical as a 'small' newspaper or periodical.

In one of the questions, in the questionnaire, newspapers and periodicals were asked to supply copies of (1) audited balance sheets and (2) audited trading and profit and loss accounts of their establishments, in the prescribed proforma, for three years, 1961, 1962 and 1963. In response, only a few balance sheets were received. This was not enough for a comprehensive study of the financial problems of newspapers and periodicals.

7. Representatives of a large number of small newspapers and periodicals informed the Committee during the enquiry that they were not able to prepare balance sheets or profit and loss accounts. In fact, one of the difficulties of ascertaining the correct circulation figures of small newspapers and periodicals has been that they do not maintain accounts, and even where accounts are maintained by them, the accounts are not clear enough to enable correct conclusions about their circulations being drawn.

8. As a further step to obtain necessary financial data, the Committee addressed a selected list of 50 newspapers and periodicals asking for copies of their balance sheets and profit and loss accounts for the last three financial years. No replies were received from many of the addressees. Some of those who replied did not give the information in full or all the required documents.

9. As a further measure in this direction, an officer of the Committee was deputed to study the balance sheets of newspaper establishments owned by joint stock companies, available in the records of the Registrar of Companies, Delhi.

10. In this way, balance sheets or data from the balance sheets of 22 dailies, 8 weeklies and 5 monthlies became available for examination. In addition, information regarding the revenues of four more establishments running dailies was obtained through other sources. It is not claimed that the newspapers studied are of a representative character insofar as language, region, capital investment, printing machinery available, news services subscribed to, etc. are concerned. The results of the examination can at best be taken as indicative of the trends in general in regard to revenue and expenditure of newspapers.

11. *Costs and Revenue* : Before considering the results of the examination of the data cited above, it is necessary to explain the basic elements in the economic structure of a newspaper. They are (1) the costs of production; and (2) revenue.

(1) As regards the costs of production, there are various items which constitute the cost structure of a newspaper. They may be divided into fixed or first copy costs and variable costs. The first copy costs are those incurred on producing one or the first copy of the newspaper. The amount is not affected by the number of copies printed. The variable costs are those of producing all successive copies, and broadly speaking, they increase proportionately with an increase in the number of copies printed. They also vary from day to day. The first copy costs include the general fixed overheads, such as establishment expenditure on editorial, reporting and management staff and expenditure on maintenance of production departments, etc. These costs will be the same whether one or more copies are printed. The principal variable costs of production are those of printing and distribution and also of the paper on which the publication is printed and ink, etc. For the purpose of our study, we classified the various items of expenditure under the following heads :—

1. Cost of newsprint.
2. Printing expenses, which include all expenditure on printing, if the paper is being printed in an outside press. In case the paper has its own printing press, all the expenses on the maintenance of press, i.e. salaries of press staff, costs incurred for the purchase of machinery and types, etc. are grouped under this heading.
3. Cost of ink used for the printing of newspaper.
4. Cost of editorial services which includes subscriptions paid to the news agencies, payments made to contributors, purchase of books, newspapers and periodicals for reference purposes, etc.
5. Establishment expenditure, such as salaries of editorial and management staff, payment of bonus to the staff, contributions to the provident fund and the Employees State Insurance Corporation and gratuity, etc.

6. Distribution expenses : These include postal and transport charges by post, rail, road or air, and the cost of the establishment of agencies etc. for the distribution of the newspaper.
7. Miscellaneous items of expenditure which are not covered by the aforesaid heads, such as rent, stationery, interest on the fixed capital, depreciation charges on plant, building and machinery, etc.

(2) *Sources of Revenue* : Newspapers and periodicals usually derive their revenue from two sets of customers, readers and advertisers. Apart from these, some newspapers receive revenue from commercial printing and conduct of competitions with money prizes, etc. The revenue of a newspaper is dependent upon many factors, such as standard of production of the paper, its periodicity, editorial policy, competition with other papers, its acceptability as a media of advertisement, etc.

12. *Summary of the Expenditure and Revenue* : A summary of the expenditure, revenue and profit or loss position of the 22 dailies, 8 weeklies and 5 monthlies is given in Table I (at the end of this Chapter).

13. Of the 22 establishments of dailies, 19 were single daily units; one newspaper establishment was running two dailies, one in English and the other in Oriya, and another newspaper establishment was publishing a Malayalam daily and a Malayalam weekly. These three multi-unit establishments did not give separate accounts for each of the component publications. Thus, it was possible to make a detailed study of the working of 19 daily single unit newspaper establishments only. The study was divided into two groups : (1) 11 dailies which showed profits (Table II), and (2) eight dailies which showed losses (Table III). These tables are given at the end of this Chapter.

14. Of the first group of dailies, the circulations varied between 3,500 and 26,000 copies approximately. The average number of pages per issue varied between 4 and 8.6, page sizes between 300 sq. inches and 394 sq. inches, and prices between 7 paise and 13 paise per copy. Only three of these establishments owned printing presses of their own, with job incomes of Rs. 410, Rs. 3,66,566 and Rs. 23,950 respectively. The gross revenue from sales, advertisements and job work, etc. varied between Rs. 3 lakhs and Rs. 12 lakhs. The profit in relation to the total cost of production varied between 1% and 4.6%, except in the case of one daily whose profit was 17.3%. But this daily had a large job income of about Rs. 3.67 lakhs or 53% of the total revenue. If the job income were reduced from the gross revenue, the newspaper would be running at a loss of about Rs. 3 lakhs per annum. In any case, the margin of profit was so small that newspapers would not be able to build up any appreciable reserves for developmental purposes for the years to come.

It can be concluded that none of the dailies studied above was capable of self-sufficient growth and cannot be called as an economically viable unit.

15. The circulations of eight daily newspapers in the second group which showed losses (Table III) varied between 5,000 and 25,000. Their average pages per issue varied between 4 and 8.70, page sizes between 363 sq. inches and 394 sq. inches and prices between 6 and 10 paise per copy. The gross revenue

from sales and advertising, etc. generally varied between Rs. 2.5 lakhs and Rs. 12 lakhs, except in the case of one Malayalam daily whose gross revenue was only Rs. 31,000, and paper was running at a heavy loss. The extent of losses varied between 0.8 per cent and 55 per cent. Two of these newspapers had their own printing presses, and the job income was Rs. 56,500 in one case and Rs. 15,900 in the other case. As for the revenue of the dailies, English dailies earned more than 50% of the total revenue from advertisements. In the case of a multiple-unit daily, it was as high as 75% for each unit separately. The advertising revenue of Indian language daily papers varied between 20% and 59% of the total revenue.

16. It is common knowledge that daily newspapers stepping into circulations beyond 15,000 copies require *inter alia* machinery for mechanical composing and high speed printing. These are costly items and it is at this stage that the newspapers need considerable additional capital to be able to meet the demands of the rising circulations.

17. We have, therefore, to fix the definition of a small daily newspaper at a circulation figure higher than this. Our study reveals that even dailies with circulations up to 25,000 copies do not have stable economies, but we, from the examination of evidence and on the basis of experience of some of us, can say that dailies, if managed efficiently and given the financial assistance and facilities recommended by us in various chapters, should be able to stand on their feet with a circulation of 20,000 copies.

18. In the case of weeklies and monthlies, we cannot say that the data available (Table IV) was ample enough to come to definite conclusions. However, the figures available indicate that the gross revenue in the case of such periodicals with circulations not exceeding 15,000 does not usually exceed Rs. 5 lakhs.

In the case of periodicals (weeklies, fortnightlies and monthlies) we, therefore, recommend the circulation figure at 15,000 copies.

It would, however, be of interest to mention here the conclusions of a survey report on the cost of weekly newspapers in USA. This was conducted by the Newspaper Association Managers Inc. (USA) after studying the returns of 253 weeklies with circulations ranging between below 1,500 to over 4,000 copies. The substance of the conclusion of their analysis was that next to advertisement, income from the printing presses played an important role in the economics of the weekly press in USA. These weeklies, according to the survey report, did not depend on circulations; they lived on advertisements supported by income from the printing presses;

19.1. The following criteria are recommended for classification of newspapers/periodicals as small newspapers/periodicals :

Dailies : Circulation not exceeding 20,000 copies and annual gross revenue not exceeding Rs. 12½ lakhs ;

Other publications (including tri-weeklies, bi-weeklies, weeklies, fortnightlies, monthlies): Circulation not exceeding 15,000 copies and annual gross revenue not exceeding Rs. 5 lakhs.

19.2. Gross revenue means in the case of a newspaper the total of its circulation revenue (including subscription revenue) and advertisement revenue.

20. The foregoing definition of a small newspaper and periodical should not apply to newspapers and periodicals which belong to chains/groups of newspapers.

21. In the case of multiple-unit newspapers, all constituent units will be eligible for classification as a small newspaper on the basis of the criteria applicable to each individual unit.

22. All dailies including the seven-day edition of a daily, by whatever name called, published by a newspaper establishment in the same language from the same centre, should be taken together and treated as if they form one unit and the revenues of all such papers put together should be deemed to be the revenue of such a unit.

23. No minimum circulation need be prescribed for eligibility as small newspaper/periodical, but it would be open to the authorities concerned for the grant of a concession to satisfy themselves about the regularity or standard of production of the newspaper concerned.

24. The Press Registrar should be declared as the authority for certifying whether a newspaper/periodical answers the criteria prescribed above for classification as a small newspaper/periodical.

25 The above definition may be reviewed after five years in the light of circumstances then existing.

26.1 *Statistics of Small Newspapers and Periodicals* : Information about the revenue of newspapers and periodicals is not available. The succeeding paragraphs are, however, a study of the statistics of small newspapers and periodicals on the basis of their circulations as recorded in Part II of the Report of the Press Registrar. Whereas the Report gives information about the circulations of a large number of publications, those of some of them have been shown as 'not available'. It has been assumed that the circulations of such publications would be less than the ceilings mentioned above. These publications have, therefore, been taken as small newspapers and periodicals for the purposes of the study.

26.2. *Dailies* : Dailies, including tri-weeklies and bi-weeklies have been divided into various circulation slabs as follows :

0 to	2,000
2,001 to	5,000
5,001 to	10,000
10,001 to	20,000/15,000

The number of small dailies works out to 486. Circulation-wise, the break-down is as follows :

Circulation								Dailies, tri-weeklies and bi-weeklies
0 to	2,000	..	..	..	..	..	125
2,001 to	5,000	..	..	..	..	..	86
5,001 to	10,000	..	..	..	..	..	87
10,001 to	20,000/15,000	..	..	..	..	..	56
Circulation not available		..	..	..	..	..	132
Total							..	486

26.3 The total number of dailies including tri-weeklies and bi-weeklies on record in the Press Registrar's Report is 560. Thus the number of small daily newspapers (including tri-weeklies and bi-weeklies) represents 86.78 per cent of the country's total daily newspapers.

26.4. The gross circulation of the daily press (including tri-weeklies and bi-weeklies) is 57,78,000. The circulation of small newspapers, including tri-weeklies and bi-weeklies, is 18,63,815 or 32.25 per cent of the total circulation of the daily newspapers.

26.5. To sum up, about 87 per cent of the daily newspapers constitute small newspapers, but they command less than one-third of the gross circulation. In other words, 67 per cent of the circulation of daily newspapers published in the country is accounted for by nearly 13 per cent of the total number of newspapers.

26.6. Of the 486 small dailies (including tri-weeklies and bi-weeklies) 300 publications are owned by individuals, 93 by proprietary concerns, 25 by private limited companies, 50 by public limited companies and 18 by trusts. It is noteworthy that nearly 62 per cent or about two-thirds of small daily newspapers are owned by individuals.

26.7. A table showing the number and ownership of small dailies (including tri-weeklies and bi-weeklies) State-wise, is given in Appendix XIV.

26.8. *Weeklies* : Of the total number of 2,311 weekly publications on the records of the Press Registrar, as many as 2,227 fall within the category of small weeklies, or 96.36 per cent of the total number. The circulation on record of all weeklies is computed at 62,58,000, of which small weeklies account for 28,80,756 i.e. 46.03 per cent of the gross weekly circulation.

26.9. *Fortnightlies and Monthlies* : The fortnightlies and monthlies have a similar tale to tell. Of the 847 fortnightlies on record, 836 fall in the category of small fortnightlies accounting for 98.70 per cent of the total number and 66.14 per cent of the gross circulation of fortnightlies. In the category of monthlies, the total recorded number is 3,365, of which small monthlies number 3,292 or 97.83 per cent. The gross circulation of the monthlies is placed at 36,13,000. Of this, a circulation of 40,92,958 or 61.89 per cent is claimed by small monthlies.

27. One of the State Governments has written : ".....While the idea of helping the small newspapers in the interests of healthy journalism would be laudable, there is also another aspect to be looked into. When, thanks to such help, it is found that there is scope for building up this one man's show, the number of papers will increase resulting in further unhealthy competition. It has been the experience in.....that due to the existence of about 40 dailies within the small area and consequent competition many of the papers resort to measures which cannot be held as good tradition of healthy journalism. The need for discouraging unnecessary increase in the number of papers is also keenly felt at least in some areas like The Committee may consider this aspect of the question also while evolving measures to help small newspapers". Compared with some of the advanced countries, India is among the lowest consumers of copies of newspapers. Here, for every 100 persons, 1.1 copies of a daily newspaper (which figure is higher only to Pakistan : 0.7) are circulated, but in other countries the figures are : 50.6 copies in U. K., 41.6 copies in Japan, 38.4 copies in Norway, 32.6 copies in the U.S.A. and 18.1 copies in the USSR. The readership of daily newspapers in many other countries is much greater; it is as much as about 39 times more in U. K. The number of copies of dailies averages 10 per 100 persons all over the world, a figure suggested as a minimum of adequacy by UNESCO. Our figure is hardly 1/8th of the world minimum. The consumption of newsprint per person per year in India is estimated at 0.27 kilogram, whereas the corresponding figure in the USA is 36.6 kgs.; in Canada 28.6 kgs; in U.K. 25 kgs and in the USSR 1.7 kgs. Yet India ranks the second largest in the number of daily newspapers (560). The highest number (1763) is published from the USA. The number of dailies published from other countries is : Federal Republic of Germany—473 excluding 690 regional editions, USSR 459, People's Republic of China 392. The above does not indicate that there is a surfeit of newspapers in the country to warrant discouraging any increase in numbers.

28. It may be true that some of the small newspapers and periodicals, most of which are one-man shows, may owing to their financial difficulties, be driven to resorting to methods which may not be justified as healthy journalism. Here we would like to quote Kingsley Martin: "It is part of my thesis that journalism should be a profession, and newspapers not commercial institutions but public concerns. While they remain private business concerns, it is no use attacking them for irresponsibility".

29. In the course of our enquiry, we have come across a large number of small newspapers and periodicals devoted to the profession of journalism and motivated by public service. The proprietor of an Oriya weekly, published from Behrampur, deposed before the Committee that his was a very popular paper for the feature column "Betal Varta". He is a poet himself and his poems are read with interest and amusement by his readers and this sustains him to continue to bring out this publication in spite of the recurring losses that he has been suffering. He told us that he had to dispose of his landed property for running the weekly, and in the month in which he appeared before the Committee for evidence he had no money for the weekly to be brought out and had, therefore, to dispose of the paddy crop.

30. A weekly paper from Trivandrum claimed a circulation of 1,000 copies. Its price was 12 paise, and the expenditure was estimated at Rs. 700 per month. It was a one-man show, the editor, proprietor and publisher being a former senior officer of a Bank now in liquidation. In spite of the fact that the paper had been running at a loss, the editor had been persistent in its continuance as a missionary work.

31. In Varanasi, the Committee came across a monthly health magazine which has been in existence for nearly 12 years. It aims at propagating education on health subjects, and is sponsored by the All India Medical Association. It was reported that no profit motive whatsoever was involved in the publication of this journal. The articles, the Committee was told, were written by research scholars, and the editor, who is a practising medical man, was serving in an honorary capacity. The Committee was informed that earlier both the U.P. Government and the Central Government subscribed to quite a sizable number of copies of this magazine, but suddenly these orders were withdrawn allegedly on political grounds, so that the paper's financial position had been very much weakened. Yet the editor hoped to continue to run the magazine as a service to humanity.

32. In Jullundur we were informed by a witness that he was running a monthly magazine, 32 pages in size. He printed 1,000 copies for free distribution and posted it at full postage rates. He had to buy the paper in the black market. His loss during the last two years has been of the order of Rs. 1,500. He stated that he was a religious preacher by profession, and his earnings from that profession were invested for the publication of this magazine in the interests of public service.

33. In Poona, the Committee were informed of a very interesting social service feature run by a Marathi monthly. In the columns of the journal are given particulars of boys and girls of marriageable ages for matrimonial alliances. The proprietor claimed that he had already succeeded in arranging nearly 600 marriages during the last few years. The journal does not charge any price for doing this social service.

34. In Ahmedabad, we were informed by a witness, a former MP, that he was continuing to run an illustrated children's magazine of 45 years standing, in spite of difficulties of short and irregular supply of newsprint and also next to nothing as advertisement revenue. "Besides myself, my other members of the family, who are well educated, also write for the journal. We are doing it merely for the love of children", said the witness.

35. Some witnesses suggested that a person before he is admitted as an editor in the declaration under Section 5 of the Press and Registration of Books Act, 1867, should have minimum academic qualifications, viz. Matriculation. Some suggested that the minimum qualifications should be graduation. Under the rules prescribed under Section 5 of the Press and Registration of Books Act, 1867, a declaration has to be filed by the printer and publisher of the newspaper specifying, *inter alia*, the name of the publisher, editor and owner.

The law does not prescribe minimum educational qualifications in regard to any of these three persons. Our Constitution guarantees the right of freedom of speech and expression under Article 19 (1) (a). Sub-clause (2) of the same Article, however, permits the imposition of reasonable restrictions on the exercise of the right of freedom of speech and expression in the interest of the security of the State, friendly relations with foreign States, public order, decency or morality, in relation to contempt of court, defamation or incitement to offence. None of these restrictions empower the Government to insist on a minimum academic qualifications of an editor, nor that he should be a whole-timer in the profession of journalism. Article 19(1) (g) guarantees the freedom to practise any profession or to carry on any occupation, trade or business. This freedom can be abridged in the interest of the general good, by the imposition of reasonable restrictions to regulate the professional or technical qualifications necessary for the practice of any profession or carrying on any occupation, trade or business. The right of the freedom of expression is supreme and is not abridgable under the restrictions admissible under Sub-clause 6 of clause (1) of Article 19 of the Constitution. Therefore, the demand does not appear acceptable under our Constitution. It may be noted that some of the outstanding editors, like Sir C.Y. Chintamani, were not matriculates.

36. If steps were to be taken to discourage the continuance of the existing publications which are losing concerns or to prevent the publication of fresh journals with such laudable objectives but with an inadequate financial support, the loss to the public service caused by such a step can very well be estimated.

37. An idea of how woefully under-developed our Press is, can be had by a comparison with some of the advances made and anticipated in this field. Below we reproduce an extract from a UNESCO publication "World Press Newspapers and News Agencies".

"In 1962 a New York daily went a stage further with the simultaneous publication, by high speed facsimile and teletype setting, of editions in Paris and Los Angeles, the rate of transmitting material being 16 times the normal speed by cable and radio. Later in the year, the same newspaper transmitted several articles, by photo-facsimile, to its Paris Edition through the first communication satellite, as well as several pages to and from the satellite. The developments, it was foreseen, pointed the way to the simultaneous production of newspaper editions throughout whole regions and, ultimately, of 'global newspapers'. The subscriber would dial a telephone number and the front page of his 'paper' would appear on his television screen, remaining there until he pressed a button, when it would be replaced by the second page and so on. He would in fact be able to view not only his local newspaper but papers in all countries in this way".

TABLE I
Summary of Expenditure and Revenue
 (On percentage basis)

Periodicity	Number of newspapers taken for study	Expenditure (in relation to total expenditure)									Revenue (in relation to total revenue)				Percentage of profit to the total Expenditure @	Percentage of loss to the total Expenditure @
		News-print	Ink	Editorial services	Establishment, Editorial & Management	Printing	Distribution	Miscellaneous	Sales	Advertisement	Job work of press	Other sources				
		%	%	%	%	%	%	%	%	%	%	%	%	%	%	
Dailies	22*	31.2	0.14	6.06	25.44	16.9	4.46	15.8	44.6	47.1	5.6	2.7	1.77	12.4	
Weeklies	8	15.2	1	2.9	37.5	16.4	2.9	24.1	26.5	29.4	23.3	20.8	3.5	3.4	
Monthlies	5	38.5	..	4.3	15.4	23.3	1.1	17.4	41.2	49.5	..	9.3	0.1	29.7	

*These include the figures for one Weekly and one monthly also.

@The percentages of profit and loss are calculated by grouping separately the papers which showed profits or losses.

TABLE II

Statement in respect of 11 dailies which showed profits

Paper	Circulation	Average pages per issue	Size per page Sq. inches	Price (Paise)	Revenue (Total) Rs.	Expenditure (Total) Rs.	Profit Rs.	Profit % to the total cost	% circulation revenue	% advertising revenue	Remarks
1. Urdu daily, Hyderabad	4,178	6.88	300	13	2,30,936	2,25,170	5,766	2.5	43.8		
									55.8		
2. English daily, Bhopal	3,987	6.58	374	10	3,94,406	3,91,137.83	3,220.30	1	24.4		
									75.5		
3. Eng. daily, Shillong	3,440	4	393.75	10	3,22,975.01	3,08,534.66	14,440.35	4.6	60.2		Own press—Job income Rs. 410.25.
									39.4		
4. Urdu daily, Hyderabad	8,335	8	300	13	4,19,374	4,02,683	16,691	4.1	61.6		
									39.4		
5. Urdu daily, Delhi	6,222	7.25	300	13	6,87,117.91	6,20,581*	66,536.91	17.3	25.8		Own press—Job income Rs. 3,66,565.73.
									20.6		
6. Urdu daily, Jullundur	9,875	7.7	300	13	4,44,210.88	4,36,253.13	7,957.75	1.8	74.8		
									25		

(to be continued)

TABLE II—*contd.*

Paper	Circulation	Average pages per issue	Size per page Sq. inches	Price (Paise)	Revenue (Total) Rs.	Expenditure (Total) Rs.	Profit Rs.	Profit % to the total cost	$\frac{\% \text{ circulation revenue}}{\% \text{ advertising revenue}}$	Remarks
7. Punjabi daily, Jullundur.	6,346	6	300	8	2,38,224.35	2,31,165.61*	7,059.24	3	56.5 33.5	Own press—Job income Rs. 23,950.52.
8. Hindi daily, Jabbulpur	6,681	5.21	363	7	3,25,150.06	3,16,401.03	3,749.03	2.8	40.5 59.1	
9. Eng. daily, Nagpur	9,438	7	374	10	8,13,573.42	7,97,489.44	16,083.98	2.2	25.8 74	
10. Hindi daily, Kanpur	11,865	6.08	374	7	4,63,618	4,60,856	2,762	0.6	50.5 49.5	
11. Oriya daily, Cuttack	25,684	8.57	363	10	11,73,558.22	11,34,090.19	39,468.03	3.5	52.6 47.1	

Note : Percentage of the circulation revenue/advertising revenue is in relation to the total revenue.

TABLE III
Statement in respect of 8 dailies which showed losses

Paper	Circulation	Average pages per issue	Size per page Sq. inches	Price (Paise)	Revenue (Total) Rs.	Expenditure (Total) Rs.	Loss	Loss % to the total cost	% circulation revenue	Remarks
									% advertising revenue	
1. Telugu daily, Secunderabad	5,373	6·20	371·25	7	2,00,066	2,50,884	50,818	23·4	60·6	
2. Urdu daily, Lucknow	6,514	6·28	382·5	7	2,25,106	2,82,672	57,566	23·6	30·4 62·9	
3. Hindi daily, Lucknow	10,845	6·6	382·5	8	4,16,059	4,84,208	68,149	14·7	55·4 57·8	
4. Malayalam daily, Ernakulam.	5,360	4	393·75	6	31,213	64,143	52,930	51·3	40·4 68	
5. Hindi daily, Lucknow	8,435	5·86	374	10	3,28,032·52	3,50,693·09	22,660·57	6·4	28·2 57·4	
6. English daily, Nagpur	8,142	6·78	363	10	5,37,893·32	5,66,425·57	28,532·25	5·03	41·5 34·6	Own press—Job income Rs. 56,415·66.
7. English daily, Lucknow	13,024	8·70	382·5	8	11,86,644·28	11,96,499·14	9,854·66	·8	33·5 62·2	Own press—Job income Rs. 15,850·92.
8. English daily, New Delhi.	25,000	8·48	383·05	8	9,95,872·86	22,15,173·71	12,19,300·85	55	50·4 37·2	

Note : Percentage of the circulation/advertising revenue is in relation to the total revenue.

TABLE IV
Statement in respect of Weeklies and Monthlies

Newspapers	Circulation	Average pages per issue	Size per page Sq. inch	Price (Paise)	Revenue (Total) Rs.	Expenditure (Total) Rs.	Profit (+) or loss (-) Rs.	Profit or loss % to the total Exp.	% circulation revenue	Remarks
									% advertising revenue	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)*	(11)
<i>(a) WEEKLIES</i>										
1. Malayalam Weekly, Kozhikode.	3,190	13	150	15	18,310.04	18,059.58	(+)250.46	(+)1.39	67.4 32.3 26	
2. English Weekly, Delhi.	3,938	N.A.	N.A.	Rs. 1.25	7,60,328	6,60,491	(+) 99,837	(+)15.1	73.2 64.1	
3. English Weekly, Delhi.	17,898	16.47	150	25	3,56,734.02	3,46,573.45	(+)10,160.57	(+)2.8	25.9	Own Press— Income Rs. 18,522.
4. English Weekly, Delhi.	16,000	12	150	20	1,87,371.25	2,09,164.63	(-)21,793.88	(-)10.4	66.2 33.8 12.2	
5. English Weekly, New Delhi.	10,980	50	98.40	50	16,99,586.68	17,82,513.65	(-)82,926.97	(-) 4.6	9.8	Own Press— Income Rs. 7,16,996.
6. Malayalam Weekly Cochin.	1,972	18	92	12	8,518	8,603	(-)18	(-)0.2	84.2 15.8	

M/S45MofI&B—4

TABLE IV—*contd.*

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)*	(11)
								%		
7. Punjabi Weekly, Amritsar.	2,027	8	150	13	11,875	13,126	(-)1,251	(-)9.5	<u>79.3</u>	
									20.7	
8. Marathi Weekly, Bombay.	2,500	12	139	25	48,548	56,372	(-)7,774	(-)13.8	<u>59</u>	
									29.9	
<i>(b) MONTHLIES</i>										
1. Marathi and Hindi Monthly, Bombay.	1,292			13	5,273	6,132	(-)859	(-)14	<u>15.3</u>	
									84.7	
2. English Monthly, Jullundur.	2,900			50	11,630	14,150	(-)2,520	(-)17.8	<u>57</u>	
									43	
									13.4	
3. English Monthly, Bombay.	2,942		Re. 1.50		34,766.30	34,653.41	(+)112.89	(+).3	<u>65</u>	
									88.1	
4. Urdu Monthly, Bombay	5,300			30	19,937	21,700	(-)1,763	(-)8.1	<u>11</u>	
									46	
5. English Monthly, Delhi	1,974		Re. 1		25,638.30	61,957.58	(-)36,319.28	(-)58.6	<u>54</u>	

*Note regarding Column 10 : percentage of the Circulation/Advertisement revenue is in relation to the total revenue.

CHAPTER IV

DIFFICULTIES AND PROBLEMS OF SMALL NEWSPAPERS IN DIFFERENT STATES

This Committee is charged with the responsibility of enquiring into the difficulties and problems facing small newspapers and periodicals, particularly those published in the languages mentioned in the VIII Schedule to the Constitution, with a view to ameliorating their position. We have been asked to study the present conditions of small newspapers and periodicals in the country in order to be able to make recommendations on the steps to be taken by Government for the development of such newspapers. As we have mentioned in the Chapter on "The Small Newspaper/Periodical and Its Definition", there are over 6,400 publications which fall within the definition of a small newspaper/periodical. It would be impossible for any Committee to undertake an examination of the difficulties and problems of the individual newspapers/periodicals. We have, however, studied the problems existing in different States. While some of the problems are common in a number of States, some States have problems peculiar to them. In this Chapter we give a brief survey of the difficulties of small newspapers which have come to our notice in evidence—written and oral. This survey is an illustration of the symptoms and trends of the difficulties and grievances of small newspapers and periodicals rather than an exhaustive exposition of the present day state of the Press. The object is to bring to the fore some of the difficulties so that remedial measures can be taken by the authorities concerned. We have dealt with some of the difficulties in different chapters included in the Report. We, however, hope that the State Governments and other authorities concerned will take up such matters as concern them, with a view to giving relief and assistance to small newspapers as far as possible.

ANDHRA PRADESH

With a population of 3·83 crores and literacy at 21·2 per cent, Andhra Pradesh claims 460 papers, of which 240 are in Telugu, 98 in Urdu, 60 in English, 11 in Hindi and 51 others. The number of publications has been expanding gradually, whereas the circulations increased steadily from 1959 to 1962, but they have been declining steeply since then. Most of the higher circulation dailies in English and Telugu are published from Vijayawada, an important rail centre with a population of over two lakhs. Some of the established Telugu periodicals are also published from Vijayawada, Guntur and Nellore. These periodicals, attached to the principal dailies, have been expanding in circulation. A Telugu daily, published from Madras, has 90 per cent of its sales in this State. This daily and an English daily, which is simultaneously published from Madras also, engage several vans to transport their

papers to all quarters of the State. Some of the Delhi and Bombay dailies freighted by air command a good circulation in Hyderabad. These factors stand in the way of expansion of readership of small newspapers.

2. The ownership of the newspapers and periodicals in the State is predominantly in the hands of individuals.

3. Hyderabad is the principal centre of the publication of Urdu papers. Some of the representatives of the Urdu Press informed the Committee that they were not getting any Press material from the State Publicity Department, though they were getting material from the Press Information Bureau of the Central Government. They also stated that the State Publicity Department asked for a security deposit of Rs. 5 per block issued to them and the Press accreditation was not given to Urdu papers.

4. There are a few Urdu magazines of good literary standing which seemed to deserve support and encouragement at the hands of Government. The Urdu Press was reported to be short of Katibs. It also needed blocks in the form of 'Charbas' for facility of reproduction.

5. The Press Information Bureau has a regional office in Hyderabad which *inter alia* distributes Urdu publicity material to the local press. The strength of the Urdu Section was an Assistant Information Officer and a calligraphist. There was no translator attached to this Unit. This section was reportedly not able to initiate original work in Urdu or to render adequately the service required by the Press in that language.

6. Representations were made to the Committee about the inadequacy of newsprint quotas and also about the delay in the supplies of newsprint. A demand was made that the State Trading Corporation should open a depot in Hyderabad to serve the needs of the local Press.

7. While the dailies of Vijayawada have rotaries, only one paper has a rotary in Hyderabad and other papers, including dailies, are printed on slow-speed cylinder machines. In Hyderabad, with the exception of a Hindi daily, no other paper has a block-making department. The quality of printing of small newspapers and periodicals is poor and cannot stand competition with the big newspapers. Representations were, therefore, made to the Committee that facilities should be provided for small newspapers to modernise their printing presses by the grant of loans, refundable in easy instalments, for the purchase of printing machinery and other equipment.

8. There are two local news agencies in operation in this State—Associated News Agency and United News Agency. The news service of the Associated News Agency is supplied to six Telugu, two English and four Urdu papers. The rate of monthly subscription is Rs. 125 for English papers, Rs. 100 for Telugu papers and Rs. 75 for Urdu papers. The service is supplied in English and Urdu. The agency has been in existence since 1949 and at present employs 14 correspondents. It supplies its service to the Andhra Pradesh Government at Rs. 9,000 annually. The United News Agency supplies its service free of charge to its clients.

ASSAM

Assam, with a population of 1,30,69,000 and a literacy percentage of 27·4, claims 86 publications, of which five are dailies (Assamese two, and English three) and the rest are periodicals. The gross circulation of the newspapers nearly doubled during the last five years, while the number increased from 53 to 86. A noteworthy feature of the Press is its district-wise emphasis on certain languages or dialects. In the Gauhati district, except four English publications (one daily, one weekly and two monthlies), the rest of the 13 publications are in Assamese; in the K. & J. Hills district, the language of the publications is either English or Khasi or both; all the twelve weeklies and one fortnightly in the Cachar district are in Bengali; while the 6 weeklies and monthlies published from the Mizo Hills district are all in Mizo.

2. The growth of newspapers and periodicals is hampered to a considerable extent by lack of adequate communications. The territory is hilly and access to some of the parts is difficult, and therefore, speedy delivery of newspapers is not possible. In common with newspapers and periodicals in other States, the press in this State suffers from shortage of newsprint. Further there is the difficulty of obtaining newsprint in time from Calcutta. It is carried in steamers which pass through Pakistani territory and generally take one and a half months to reach Gauhati from Calcutta. The internal tele-communication lines often go out of order, particularly during the summer months. At times, the P.T.I. is not able to receive news from outside, so that newspapers have to go without the latest news. We were informed by a witness that on such occasions newspapers had to fall back upon old articles and material to fill space. The papers published from Calcutta and even Delhi, which are freighted by air, have large circulations in this territory. Dibrugarh and Tezpur do not have any daily newspaper; but they cannot be served adequately by the daily newspapers published from Gauhati and Shillong, as the post takes two to three days to reach Dibrugarh. There is a morning service from Calcutta to Dibrugarh, which carries bundles of newspapers from Calcutta but does not touch Gauhati. This places the newspapers published from Gauhati and Shillong at a disadvantage *vis-a-vis* the newspapers published from Calcutta.

3. The standard of production of the newspapers as a whole is not satisfactory. Besides lack of communications, the other difficulties are the weak financial position of the newspapers and lack of trained personnel on the editorial as well as the printing side, and shortage of modern printing machinery.

Commercial advertisement support is almost non-existent, so that newspapers have mainly to rely on Government advertisements.

Government's advertising budget is limited, with the result that a certain amount of discontent was expressed against the Government's policy in the matter of distribution of advertisements.

4. While the State Government supplies publicity material to newspapers and periodicals in English, Assamese and some of the dialects, the newspapers need a larger supply of feature articles, illustrated where possible, on scientific

and industrial subjects, in particular. The State Government does not supply ebonoid blocks to newspapers. Owing to inadequate arrangements for block-making, a suggestion was made that the State Government should instal a block-making plant in its press at Gauhati to serve, among others, the needs of the local press. The requirements of the press in Assam were:—

- (1) improvement in the tele-communication and teleprinter services;
- (2) quicker transport facilities within the State;
- (3) speedy issue of licences for newsprint and the opening of a newsprint depot in Gauhati by the State Trading Corporation ;
- (4) training facilities for personnel in the editorial, managerial and printing departments;
- (5) financial loans for buying modern printing machinery; and
- (6) supply of feature articles on a variety of subjects accompanied by blocks.

BIHAR

In contrast with the Press in some other States, *e.g.*, Gujarat and Kerala, the district Press in Bihar is comparatively undeveloped. Except 11 dailies, all of which are published from Patna, there is no daily from any of the districts. The State Capital claims as many as 102 publications, out of a total of 198 in the State or over 50 per cent. The Committee was informed that the comparatively low development of the Press in the State was partly due to the low literacy (18·4%) and partly due to the lack of development of industry to attract the necessary advertising support. The Committee was also informed by the editor of an English daily that of late there had been a shift in the interest of the public, in that there was a growing thirst for local and non-political news. With this in view, his paper was, as a departure from the earlier practice, now giving front-page space to district news. It need not be emphasised that with the spread of democracy to the grass roots, there is a growing interest in developments in the districts, and in consequence a greater demand for newspapers published from the districts.

2. The Committee was also informed that the standard of journalism in the State was low and journalists of high calibre had to be imported from other States. A suggestion was made that a Press Club should be organised in Patna where matters of professional interest could be discussed for the benefit of in-service journalists, besides establishment of diploma courses in journalism.

3. The means of communication are difficult in the State. A paper from Calcutta reaches Chhota Nagpur more in four hours, whereas a paper from Patna takes as many as 13 hours. It was represented to the Committee that in districts like Muzaffarnagar and Darbhanga no local daily could come out because of the competition from the metropolitan papers.

4. A complaint that the Government's newspaper advertising policy was discriminatory was voiced by some of the representatives of newspapers. The Committee was informed by the Government's spokesman that Government maintained a media list divided into 'A', 'B' and 'C' categories on the basis of the circulations of newspapers. Before placing an advertisement with a paper, Government made sure that a newspaper receiving an advertisement should have at least a year's standing in Bihar and that it did not indulge in promoting subversive activities. Some of the weeklies and monthlies were included in 'C' category. However, this is a matter which the State Government would like to consider further. There were also complaints about the delay in the payment of advertising bills. According to Government's representative one of the reasons was that there was no centralised budget for advertisement.

5. Some of the newspapers complained of the inadequacy of newsprint quotas. Cases were also cited before the Committee where newsprint had been issued to certain publications in excess of their requirements, on the basis of exaggerated circulation figures furnished by the respective proprietors to the Press Registrar. It was stated that it was on account of this that newsprint found its way into unauthorised channels. Representations were also made that newsprint was subjected to a sales tax of 6 per cent in Bihar as against 2 per cent in other States. The spokesmen of the newspapers also demanded that the 10 per cent regulatory duty on imported newsprint should be waived in the case of small newspapers and also that NEPA newsprint should not be issued to small papers.

6. Some of the newspaper representatives expressed the opinion that a paper which indulged in black-mailing, black-marketing or character assassination should be deprived of Governmental facilities, after it had been adjudged guilty by an independent tribunal like the Press Council.

7. While most of the newspapers, the Committee was told, were able to make good use of the material supplied by the Press Information Bureau, there was a demand for more feature articles and blocks delivered in time. The Committee also noticed the shortage of Urdu staff in the Patna office of the Press Information Bureau to meet the needs of the local Urdu newspapers. In regard to the State Government's supply of news material, the indications were that there was further room for improvement in regard to coverage, frequency, as well as speed of delivery of their press releases. Since this is predominantly a Hindi speaking area, some of the newspapers asked for supply of news service in Hindi.

GUJARAT

This State, with a literacy of 30.5 per cent and a population of 2.25 crores, had a steady Press for some years. It was only in 1964 that an increase took place in the number of weeklies from 90 in 1963 to

108 and of other publications from 288 in 1963 to 301. All its 27 dailies and two bi-weeklies are in Gujarati, of which only half a dozen are reasonably well developed. Possibly the reason is that Gujarat, which was till lately part of the former Bombay State, remains more or less a hinterland for some of the giant newspapers published from the metropolitan city of Bombay. Besides Ahmedabad, the other important publication centres are Baroda, Bhavnagar, Jamnagar, Surat, Rajkot and Bhuj. An important feature of the Press in this State is that a number of newspapers and periodicals belong to chains or multiple units. On the other hand, it is estimated that over 90 per cent of the newspapers and periodicals published in the State fall in the category of small newspapers. The difficulties and problems of the Press in this State are not much different from those of the neighbouring States, *e.g.*, delays in the issue of newsprint licences, high cost of newsprint supplies received through the State Trading Corporation, doubts about the impartiality of Government's advertisement policy and delays in the payment of advertisement bills. Demands were made that:—

- (1) NEPA newsprint should not be supplied to small newspapers;
- (2) A Financial Corporation should be set up to assist and finance small newspapers in the matter of purchase of newsprint, printing machinery, etc.;
- (3) A newsprint depot should be opened in Gujarat to serve the State newspapers;
- (4) A service institute should be established to advise newspapers on printing, accounting and sales promotion, etc.

2. Some of the witnesses proposed that the Radio Photo Service should be enlarged and also that readership surveys should be conducted under Government auspices from time to time. A demand was made that Government's advertisement budget should be substantially increased, and release of advertisements and payment of bills therefor be centralised in one agency.

3. Some features of the Press in the State are:—(1) Almost all small newspapers carry a feature giving weekly astrological predictions, (2) a weekly cinema page in almost all dailies, (3) some of the papers carry a light column. This is useful in relieving tension and boredom, but such writings should not cross the limits of decency and healthy journalism.

4. The qualitative level of some of the journalists is not very high, and the need for training in journalism for freshers and in-service men was impressed.

5. In regard to publicity material supplied by the Press Information Bureau, demand was made by some of the papers for larger supplies of feature services dealing with cultural, developmental, agricultural and scientific subjects accompanied by ebonoid blocks. The Committee was also informed that some of the periodicals were not receiving Central Government's publicity material in spite of requests by them. We also learnt with some concern that the Officers of the Press Information Bureau in this area had never visited various publication centres. For example, no officer of the Bureau had so far visited Rajkot and Bhuj, which are important publication centres.

On the other hand, representatives of the foreign information services operating in India had visited these centres from time to time for contacts and to ascertain the needs of the newspapers for publicity material of various kinds. Personal contacts are a vital feature of the Press and public relations work, and we expect that the Central Government will issue suitable instructions that officers of the Bureau frequently meet editors in the various publication centres to study their difficulties and requirements at first hand.

JAMMU AND KASHMIR

Kashmir claims 76 newspapers and periodicals published mostly from Srinagar and Jammu, all in the category of small newspapers and periodicals. Except one publication in Hindi and one in English, all the rest publications of various periodicities are in Urdu, which is the official language of the State. The dailies are four-paged publications of 20" × 30½" size. Prices of the dailies vary between 10 Paise and 15 Paise. Some of the periodicals are also of the same size but with a larger number of pages varying between 8 and 20. The circulations of the publications are woefully low. The number of newspapers in the State remained almost steady during the last 10 to 12 years. Recently, difficulties in the way of acceptance of declarations have been removed and new publications have lately sprung up.

2. Financially the newspapers are not prosperous. They depend mostly on subscriptions and advertisement revenue from the State Government. The local industry is not able to give much advertising support, nor has the local industry come forward to assist the newspaper industry either in the purchase of newsprint or printing presses.

3. Some of the witnesses suggested the establishment of a financial corporation for the grant of loans to newspapers for the purchase of printing presses and other equipment. It was proposed that the corporation should be financed and managed by the Central Government, or established and managed by the Cooperative Department. Some of the witnesses also proposed that the newspaper industry should be declared as a small scale industry, and regulated by the Central Government.

4. The primary need of the newspapers in Jammu and Kashmir is good printing presses. Most of the presses at present are litho presses. They are old and out-dated. They are situated in insanitary premises. Their out-turn per hour is of the order of 600-700 copies, which is a great hindrance in the development of the circulations of the newspapers and periodicals. The Committee itself visited two printing presses in Srinagar to verify the facts deposed before them. On behalf of the Government, it was stated that Government had provided facilities for the publication of certain newspapers at the Government presses but the experiment had failed for the newspapers did not pay the printing charges. Some of the witnesses proposed the establishment by Government of printing estates on the lines of industrial estates, to provide printing facilities at economical rates to newspapers and periodicals.

5. No newspaper in Jammu and Kashmir subscribes to any news-agency service. It was made out by some of the representatives that the newspapers did not have the capacity to buy the service of a news agency at its normal subscription rates. The newspapers depend largely on the radio news bulletins. The Press Information Bureau has a teleprinter circuit between Delhi and Srinagar and between Delhi and Jammu. On it is credited the more important Government of India news for distribution to the local newspapers but the complaint of the newspapers was that the material received was late and also it was not translated into Urdu, with the result that it could not be made use of fully. The quality of news and contents in general published in local newspapers needed a good deal to be desired. Coverage of national and international news is inadequate and, on the other hand, there is an over-dose of purely local news; that, too, picked up for tendentious presentation. The usual items like features and general articles, literary articles, magazine section etc. are missing. The coverage of matters relating to the economic and social life of the community is poor and there is an almost absence of items of education for the young persons. To promote healthy journalism, one of the items of necessity is the supply of a good news service to the newspapers.

6. According to the existing Press Law, a non-resident of Jammu and Kashmir is not allowed to own property in that State, nor is he permitted to file a declaration in respect of a newspaper or a periodical. The State Government's representative informed the Committee that in case a *bona fide* non-resident Indian wanted to start a paper in English or in Urdu from Srinagar or Jammu, he would be given all reasonable facilities.

7. In view of low circulations, dependence on Government advertisements was almost indispensable. The Committee were given to understand that excluding legal notices, the quantum of Government advertisements was of the order of a lakh of rupees a year and commercial advertisements were unsubstantial. The Central Government also placed advertisements in Jammu and Kashmir papers but the quantum and frequency was by no means large. Representatives of the Chamber of Commerce informed the Committee that they were not prepared to release large scale advertisements owing to the low circulations and inadequate pulling power of the State newspapers. The Committee is, however, of the opinion that in case the general get-up and regularity of the newspapers improve, there is every possibility of the commercial advertiser coming forward liberally to give advertising support to the newspapers.

8. There was no association of press men in Jammu and Kashmir. The Committee was told that there was a Press Club in Jammu but it was not working. Similarly, a branch of the A.I.N.E.C. existed but was dormant. The Working Journalists Federation had a Unit in Jammu but that, too, was not effectively working. It is important that the press should have its own body affiliated with the all-India bodies or otherwise to place its viewpoint before Government and the other authorities from time to time.

9. The Urdu script has to be printed through the litho process for which purpose Katibs (Scribes) have to be employed. From the evidence placed before the Committee, Katibs are employed on salary as well as job-rate basis.

With the growth of newspapers, the demand for Katibs has risen. There is no school for Katibs in Jammu and Kashmir or in any other neighbouring State. Trained Katibs are necessary for the better get-up of newspapers. In fact, the Committee felt distressed at the numerous printing faults arising from the low efficiency of the Katibs. We have dealt with the training of journalists etc., in a separate chapter.

KERALA

Kerala has an expanding Press. Its 265 publications in 1959 had risen to 386 by 1964, registering a rise of 45·7 per cent. The growth in the circulation has been equally significant. The gross figure of 11·43 lakhs in 1959 had jumped to 17·00 lakhs by the end of 1964. Of the 42 dailies, as many as four have a circulation exceeding 50,000. The State also claims the highest literacy, of 46·8 per cent, next only to Delhi, according to the 1961 census. Industrially, the State is less developed. There is considerable unemployment among young people, who are always on the look-out for employment prospects. It was represented to the Committee that a vital need of the newspapers is advertisements relating to employment opportunities in Government offices and commercial organizations. The Committee was informed that the publication of employment notices was a factor to be reckoned with in the development of circulations of the newspapers in the State. The employment notifications issued by the Union Public Service Commission are published weekly in three dailies. A demand was made by small newspapers that these advertisements, in particular, should be released to them also, or, if for lack of enough funds, it was not possible for Government to insert the Commission's full advertisements in a larger number of dailies, an abbreviated version of the weekly advertisements should be supplied for publication on payment in small newspapers for the information of prospective candidates.

2. The Committee was informed of the keen competition which exists between big and small newspapers in the State. Most of the small newspapers come out with four standard sized pages, whereas big newspapers publish six to eight pages on week days, but the prices are more or less the same. It was also reported to the Committee that some of the agents of the bigger newspapers were charging customers only 50 paise per month for copies supplied to them which were collected at the end of the month for sale as 'Raddi' i.e., wrapping paper. These factors, the Committee was informed, put the small newspapers at a disadvantage.

3. One of the witnesses stated that a difficulty that stood in the way of the growth of circulation of small newspapers was the lack of transport facilities. As an instance, the witness mentioned that the distance between Trivandrum and Ernakulam was only 110 miles, but a bus took about six hours to cover this distance, for the road was zig-zag. Bus timings were not convenient, so the newspapers originating from Trivandrum could not cover the full day's

news. The proposal was that if transport timings were suitable or transport arrangements could be made by the newspapers themselves, on a co-operative basis, between Trivandrum and Ernakulam, it would help newspapers develop their circulations in the districts.

4. It was also represented to the Committee that the accounting system prescribed by the Audit Bureau of Circulation was too elaborate to be followed meticulously by small newspapers; on the other hand, the circulation checks by the officers of the Press Registrar were not comprehensive.

5. Most of the small newspapers find the news agency service expensive. At present, only a few newspapers in Kerala subscribe to a news agency service. Others, the Committee were told, depend largely on A.I.R. news bulletins. The proposal that A.I.R. should broadcast two or three news bulletins a day at dictation speed was welcomed by small newspapers and periodicals. Another difficulty of the newspapers was the lack of block-making facilities. The Committee was informed that the block-making facilities available at Trivandrum were expensive.

6. Government's advertising budget is of the order of Rs. 4 lakhs per annum. Government's advertisements are released to newspapers with circulations exceeding 5,000. It was made out by some of the witnesses that most of the Government's advertising was placed with the bigger newspapers, leaving an inadequate share for small newspapers. Certain suggestions made in evidence were: (a) The Central and State Governments should purchase copies of small newspapers for distribution to libraries; (b) the quotas of newsprint issued to small newspapers are not sufficient and thus they are obliged to buy additional quantities from the waste newsprint at high prices. The request was that quotas should be suitably enhanced; (c) Government should advance loans to small newspapers for the procurement of newsprint, printing machinery and spare parts; (d) where a newspaper indulges in black-mailing and blackmarketing, Government should stop its publication, and (e) newsprint should be got from the U.S.A. under the P.L. 480 Scheme.

7. The state has a local news agency, called the 'Kerala Press Service, with headquarters at Quilon. The Agency has been in operation for several years. It was reported that about 24 local papers are on its list of subscribers but only four of them pay regularly; some do not pay the subscription at all. The Service has been running at a loss.

MADHYA PRADESH

With an area of 1,71,271 sq. miles and population of 3,51,49,500, Madhya Pradesh claims literacy of 18.1 per cent. During the year 1964, the number of newspapers and periodicals published in the State was 283 which included 52 dailies, five tri- and bi-weeklies, 127 weeklies, 19 fortnightlies and 80 others. Majority of newspapers are brought out in Hindi in Devnagri script. The

language-wise breakdown of newspapers is Hindi 236, English 14, Urdu 16, Marathi 1, bilingual 8, multi-lingual 4 and others 4. There is, however, a deficiency of newspapers and periodicals devoted to science and technical development.

2. Almost all the newspapers and periodicals in Madhya Pradesh come under the category of small newspapers. Most of the papers are within the circulation range of 2,000—5,000. Only five dailies are members of the A.B.C. Two English dailies and twelve Hindi dailies subscribe to the PTI news-service and two English and seven Hindi papers to the Hindustan Samachar news service.

3. A vast majority of small newspapers (39) in Madhya Pradesh are owned by individuals who themselves edit and publish them; seven are owned by proprietors, four belong to Private Ltd. Companies and three to Public Ltd. Companies. Seven multiple unit daily newspapers are published from the State-Hitavada (Nagpur-Bhopal), Nav Bharat (Bhopal-Indore-Jabalpur-Raipur and Nagpur), Yug Dharma (Jabalpur-Raipur and Nagpur), Nav Prabhat (Gwalior-Indore-Ujjain-Agra-Bhopal), Jagran (Bhopal-Rewa), Nai Duniya (Indore-Raipur-Jabalpur) and Bhaskar (Bhopal-Ujjain).

4. Hindi papers command the highest share of the total circulation (86·3%), followed by English (4·04%) and Urdu (3·7%). Some daily newspapers have six pages each of 23" × 16½" size, others have four pages each of 20" × 15" size. The majority of the weeklies are of the size of 10" × 15", while some are of the size 9" × 11".

5. The number of newspapers started in 1964 was 29 as against 50 in 1963. These included two dailies (both in Hindi), one bi-weekly and 18 weeklies. Nine papers including six weeklies ceased publication during 1964. In Madhya Pradesh after 1947, 63 new newspapers in Hindi, English and Urdu started publication.

6. The dailies published from the State have to face competition from big newspapers published from Bombay, Delhi, Calcutta and Allahabad. Newspapers published from Delhi have a good circulation in places like Gwalior, Bhopal, etc. where they reach quite early by train. Bombay papers easily reach Indore, Ratlam, Khandwa, etc. Calcutta papers have a good market in Raipur, Bhilai, etc. Areas around Rewa, Satna, etc. are covered by Allahabad papers.

7. The State Government's advertisement budget which has been progressively increasing was Rs. 4,32,500 in 1963-64. Display advertisements are issued only on special occasions for bringing out special numbers. Display advertisement budget is about 1/8th to 1/6th of the total advertisement budget. The rest is spent on classified advertisements. Government advertisements are withheld from newspapers/periodicals if the tone of the paper's writings is provocative, causing disturbance to peace and tranquillity, or the paper indulges in yellow journalism or in scandalous writings or does not accept advertisement rate approved by the State Government.

8. The State Government issues its publicity material in English and Hindi, though a few publications in Urdu and Marathi are also published in the State. The State Government's representative said that it was not possible to supply material in other languages owing to financial stringency.

9. Newspaper representatives complained of the inordinate delay in the settlement of advertisement bills by the State and Central Government Departments.

10. There is a good scope for commercial advertisements in Madhya Pradesh. A number of big industries have come up in the public sector like the Heavy Electricals Ltd. at Bhopal, steel plant at Bhilai, and NEPA newsprint factory at Nepanagar. There are a number of small and medium size industries also in the public sector like the Gwalior Potteries, Gwalior Engineering Works, Leather Factory, Defence Establishments at Jabalpur, and a number of cottage industries centres. In the private sector also there are a number of big industries like the TEXMACO at Gwalior, Rayon Mills at Nagda, Textile Mills at Indore, Gwalior and a number of other places, besides a variety of small and medium size industries spread throughout the State. The State is very rich in forest and mineral resources and with the gradual development of means of communications and transport, more and more industries will come up. Thus there is a good scope for commercial advertisements.

11. The following shortcomings seem to affect the standard of production and performance of the Madhya Pradesh Press: (a) lack of adequate finances and newsprint; (b) lack of adequate printing facilities; (c) inadequate postal and communication facilities in rural areas, and (d) lack of training facilities for newspaper staff. It has been reported that a section of the Press in the State, as in most others, indulges in unhealthy practices, like blackmail of high placed officials and business houses, obscene writings, regionalism, etc. The representatives of Urdu papers expressed their fear that there might be a dearth of *Katibs* in the near future as no new *Katibs* were coming into the profession as the job was not paying.

MADRAS

Madras State, with a population of 3.56 crores and literacy of 31.4 per cent, has a flourishing Press. It has expanded considerably so far as dailies are concerned; in 1959 the number was 21, and it had risen to 34 by the end of 1964. However, the number of weeklies has remained almost steady; it was 115 in 1959 and is 124 now. Circulations have been mounting gradually. This is a State in which periodicals have made phenomenal progress. The bigger papers are part of chains or groups of papers.

2. There is only one Urdu Paper. Its difficulty is shortage of *Katibs*. Its representative complained that it was not given enough advertisements by the State Government, as Urdu was not the State language.

3. The Committee also came across a Tamil daily whose representative stated that his paper's circulation of 23,000, which had been duly certified by a Chartered Accountant, was reduced on recheck by the officers of the Press Registrar to 10,000 copies. The Press Registrar, in his evidence, stated that that was a case fit to be reported to the Institute of Chartered Accountants.

4. A number of witnesses who appeared before the Committee stressed the importance of the functions of the Press Council, whose good offices, they thought, should be utilised for making recommendations to Government for import licences for newsprint and printing machinery, and determination of correct circulation figures, etc. of newspapers.

5. The suggestions to help the small newspapers made by the witnesses were : (1) supply of newsprint at lower prices, (2) supply of news and feature services at cheap rates, (3) grant of loans for importing newsprint and printing machinery, for which purpose a Finance Corporation should be established, and (4) allotment of advertisements by Government on a liberal scale. It was also suggested by some of the witnesses that the Press Council should assist the Government in the distribution of its advertisements to newspapers. Some witnesses recommended that restrictive measures for the supply of newsprint should be resorted to after a newspaper had attained a particular level of circulation.

6. The State Government has an advertisement budget of 1.5 lakhs. It places its advertisements in newspapers/periodicals largely on the basis of commercial considerations. The State Government supplies press material, photographs and features on State projects, etc. to small newspapers. They do not supply blocks. The State Government is not able to check misuse of newsprint allotted to newspapers, for the Press Registrar does not inform them of the quantities issued. The State Government has also not been supplied with information regarding advertisement rates settled with newspapers by the Central Government authorities.

MAHARASHTRA

Maharashtra, with a population of 4,30,63,900 and literacy of 29.8%, has the largest number of publications on record as compared with other States. Of its 1,179 publications, 424 are in Marathi, 350 in English, 125 in Gujarati, 69 in Hindi and 61 in Urdu, besides smaller numbers in other languages. During the years 1960 to 1963, newspaper circulations registered a rise of 28.9 per cent. The metropolitan city of Bombay claims about 63.4% of the total number of papers published in Maharashtra. More than half (39) of the total number of dailies come from Bombay; 31 dailies are published from other cities with a population of one lakh and above. The rest of the centres of publication claim 8 dailies only. The city of Bombay also claims some of the leading dailies and weeklies. One of the dailies has a circulation of 1.39 lakhs and a weekly a little over two lakhs.

2. The State has a sizeable district Press, mostly in the Marathi language, published from Poona, Nagpur and Kolhapur, etc. However, it is worthwhile noting that there are no dailies published from 15 out of 25 districts. With the decentralization of political power through the Panchayats and Zila Parishads, growth of literacy in rural areas, and the general awakening, there is an ever increasing demand for district papers to cover the rural areas.

3. It was represented to the Committee that small newspapers were facing competition at the hands of multiple units, chains and groups of newspapers, which have acquired an all-India status, both by their exclusive coverage inside the country and well-knit foreign coverage. These big newspapers, according to the evidence, have surplus printing capacity in their establishments, so that they are able to produce different city editions, with the result that small newspapers and periodicals are at a disadvantage in competing with them. It was also stated that these big newspapers have been able to obtain import licences for printing machinery for large amounts in recent years.

4. In order to promote the growth and development of small newspapers and periodicals, some of the suggestions made were : (1) the newsprint licensing policy should be liberalised; (2) no more than 40 per cent of the space in a newspaper should be allowed for advertisements; (3) no ceiling on newspaper advertisement expenditure should be placed by Government; (4) the State Trading Corporation should maintain a buffer stock of newsprint at various centres in the country; (5) sales tax should not be levied on newsprint purchased from the buffer stock and (6) newspapers should be free to effect direct imports of newsprint rather than through the State Trading Corporation, to avoid heavy overhead expenses.

5. With regard to Government advertising policy, it was conveyed to us that advertisements were given on the basis of circulations so that they were grabbed largely by the bigger newspapers. The plea was that small newspapers should be encouraged by the grant of Government advertisements on a liberal scale.

6. A spokesman of small newspapers also wanted that their representatives should be included in conducted tours organised by Government—both Central and State—to various projects, etc.

7. It was represented that small newspapers which are financially hard-pressed should be given credit facilities, for which purpose, it was proposed that a financial corporation should be set up by the Government.

8. The issue of news bulletins by A.I.R. at dictation speed for the benefit of small newspapers was welcomed by the representatives of small newspapers.

9. Some witnesses also proposed that a consultancy service should be established by Government to advise small newspapers and periodicals on the care and upkeep of the printing machinery, as well as to advise them on promotion of their sales and advertising, maintenance of accounts and managerial duties, etc.

10. The Committee's attention was drawn to the shortage of accommodation in Bombay. A representative of a weekly stated that his staff was spread over five places. The demand was that accommodation should be provided by Government to newspaper establishments on a preferential basis.

11. On the question of the Audit Bureau of Circulation procedure, representations were made that their accounting procedure was rather stiff, and that it was beyond the scope of small newspapers and periodicals to maintain elaborate accounts as required by the Bureau. The spokesman of the Audit Bureau of Circulation told the Committee that their accounting procedures had been standardised and were applicable to newspapers of all categories and that there was no room for any relaxations in favour of any particular set of newspapers or periodicals.

12. Maharashtra has a big mortality among newspapers and periodicals. While 77 publications were born in 1964, 63 disappeared. The reason for this heavy mortality was stated to be that some newspapers started without sufficient resources and could not, therefore, live long. Some papers also folded up the moment the limited objective for which they were started had been served.

MYSORE

Mysore State has a predominantly Kannada language press, with a number of district papers, some of which have been doing well financially, while others continue to struggle for existence. As an instance of the district papers in the former category, mention may be made of a daily, published from Coorg since 1960. It has been having a small margin of profit of Rs. 100—150 a month in spite of the fact that it has had at times, according to the statement by its representative, to buy paper at more than the market rates, owing to irregular supplies against the quota allotted to it. Its circulation was claimed to be between 2,400 and 3,000 copies. Another district paper, which is of 25 years' standing, is published from Mysore. Its size is two pages and the price per copy is two paise. It is an evening daily published on all the seven days of the week and has been able to build up a circulation of 6,000 copies, 75 per cent readership of which is in Mysore proper, and the rest in the neighbouring areas. The paper receives advertisements from Government and commercial sources. It has a small printing press of its own. The paper relies on A.I.R. news. This paper is being run jointly by the members of a family and the paper is making a profit.

2. The Committee also came across another district paper, published from Hassan, which is financially very weak and which has been struggling for existence since 1960. Its representative alleged that it had not been issued a newsprint quota in spite of repeated requests and applications to the appropriate authorities. Its representative informed the Committee that it was being printed on newsprint purchased in the open market. Its subscription revenue is 80

per cent of its total revenue and advertisement revenue only 20 per cent. It has been incurring recurring losses, yet the witness expressed the hope that the paper would some day be able to make both ends meet.

3. The State Government has fixed a circulation of 5,000 copies as the minimum circulation for the purpose of issuing Government advertisements, both to dailies and weeklies, an exception being made only where a special supplement or a souvenir volume is brought out by a publisher. Almost all the district newspapers represented that this criterion was rather high and should be lowered to encourage the development of small newspapers. Complaints were also made about the policy and procedure of the State Government in the matter of allotment of advertisements. The representatives of the Urdu and Tamil Papers complained that they were denied Government advertisements because these two languages were not recognised as State languages.

4. Besides restricted quotas of newsprint, complaints were made about irregular supply, which as noticed above, drove some of the newspapers to buy newsprint at exorbitant rates. This also implied that the allotment of newsprint was excessive in certain cases, particularly where inflated circulation figures had been given.

5. The Committee was informed that certain newspapers published from outside the State had developed large circulations in the State, because their proprietors, with the financial resources at their command, were able to despatch copies to Bangalore and Mysore speedily, in one case by air. This, the Committee were told, struck heavily at the growth of circulation of some of the papers originating in the State. Fears were also expressed that the circulation of the existing papers would be badly hit when one of the English dailies shifted its publication to Bangalore. (This has since materialised).

6. A demand was made by the representatives of the Urdu papers that both the P.I.B. and the State Government should set up cells for supply to them of publicity material in Urdu. They stated that they were receiving from foreign embassies material translated in Urdu.

7. A high dignitary in the State made the following suggestions for the improvement of small newspapers:

- (a) Concerted efforts on the part of local authorities for encouraging circulation by subscribing to local papers. In turn, small papers should concentrate on local problems and news of local interest.
- (b) Public advertisement of local bodies should preferably be given to the local press.
- (c) A proportion of Government advertisements should also be given to the local press.
- (d) The supply of newsprint should be at a price comparable to the cost of procurement by large newspapers. This should not mean locking up of huge resources. It means regular supply of newsprint, as small papers cannot hold huge stocks.

- (e) The Ministry of Community Development and Cooperation might use this institution of small magazines as a means of Extension Service. There are a number of House magazines issued by each community development block.

ORISSA

The Press in Orissa does not appear to have made much headway in recent years. The number of dailies (Oriya 5, English 1) has been constant for the past five years, but many new weeklies, fortnightlies and monthlies have appeared and disappeared after one or two issues. Most of the existing periodicals, numbering 85, are irregular in publication and their circulations are small. The two exceptions in the category of periodicals are "The Orissa Review" and the "Utkal Prasanga", which are monthly journals of the State Government and sold at subsidised prices.

2. The handicaps of the Press are : low percentage of literacy, lack of communication facilities within the State and absence of adequate finance. Except one newspaper belonging to a Registered Society, all other newspapers and periodicals fall in the category of small newspapers. Almost all of them lean heavily on Government advertisements. We were told that the Government's advertising budget was of the order of Rs. 50,000 a year, both for display advertisements and tourist publicity. Some of the representatives of newspapers expressed dissatisfaction over the Government's policy regarding the distribution of its advertisements.

3. A demand voiced by a large number of representatives of newspapers was for a liberal quota of newsprint. In regard to supplies received from abroad, it was stated that while consignments take about two months on the high seas, they take about one and half months for clearance from Calcutta port. We have made a recommendation elsewhere that the Press Registrar should take up with the port authorities the question of speedier clearance of newsprint consignments at the ports. With regard to supplies received through the State Trading Corporation, the Committee was informed that the stocks in the Calcutta depot were generally lean and that compliance with authorisations issued by the Press Registrar did not materialise speedily. Further, the supplies were made in dribbles spread over a period of time, which involved extra expenditure on the part of newspapers. As a solution, representatives of newspapers as well as the State Government proposed that the STC should open a newsprint depot in Cuttack for the convenience of the Orissa papers. We have dealt with this matter in the Chapter on 'Newsprint'.

4. We were informed by a distinguished witness that while newspapers took notice of the activities in bigger towns, they almost ignored even significant happenings in rural areas. An example was cited of the developmental

progress made in the field of agriculture, fisheries, education, etc. in a particular district, largely inhabited by tribals. In that district Vinobaji had received the best response in land donations (Bhoodan) and the public had also donated a larger amount of gold towards the National Defence Fund, at the time of the Chinese aggression, than any other district in the State. According to the witness, these achievements of the district had almost gone unnoticed in the Press. This example underlines the necessity of district papers maintaining a constantly vigilant eye on happenings in their areas for reportage. We have stated elsewhere that a district paper should develop a regional or local character, which implies a larger budget of regional and local news, local social engagements and activities in order to widen its readership. Newspaper presses in the State are generally old and need replacement, for which purpose Government should advance to newspapers loans at a reasonable rate of interest, repayable in easy instalments.

5. The Committee was informed that the Public Relations Department of the State Government did not issue press releases as a regular measure ; it had been issuing features only, and till lately it was not issuing any material in Oriya. The Committee received the impression that the Press in Orissa would welcome supply of information about Government's activities and policies on a regular basis, and we recommend that the State Government should strengthen its department, if necessary, so that the supply of such material can be made to suit in full the requirements of newspapers. Besides material of topical value, periodicals, particularly weeklies, could also absorb specially tailored material on a variety of subjects of interest to different sections, e.g. women, children, University students, labour and industry, etc.

PUNJAB

Punjab is essentially a tri-lingual newspaper State, the languages being Hindi with four dailies and Urdu and Punjabi with 12 dailies each. There is only one English daily paper published from the State. The Press in this State has been expanding, both in number as well as in circulation. The number of publications 382 in 1959 rose to 595 in 1964, and the corresponding circulations were 5,25,000 and 5,97,000 copies respectively. The principal centres of publications are Jullundur and Ludhiana, which claim as many as 25 dailies. The State Capital has two dailies only. The only English daily is published from Ambala.

2. Most of the witnesses expressed a keen desire for a cheap and speedy news service and preferred that the PTI or the UNI should supply such a service at a lower price.

3. On the question of circulation, some of the witnesses stated that the figures given in the Press Registrar's Report were misleading. They wanted a better machinery for the correct determination of circulation figures. It was also stated by some of the witnesses that exaggerated figures were

responsible for excessive newsprint allotments, part of which found its way into the black market. Expressing dissatisfaction with NEPA newsprint, newspapers wanted that they should be supplied with imported newsprint only. Some of the Press representatives stated that circulations up to 5,000 copies should be admitted by the Press Registrar without an auditor's certificate and also that the Press Registrar's Report should not give circulation figures below 10,000, and that a uniform advertisement rate should be enforced for all such publications. Black marketing in newsprint was alleged. In fact, one of the editors drew attention to one of his editorials stating that he had bought the newsprint for that issue in the black market, and that the authorities had not taken notice of it.

4. A demand was made for a financial corporation to provide financial assistance for the purchase of newsprint and printing machinery, etc.

5. The representatives of the Punjabi Press drew attention to the difficulty of lack of availability of types of different sizes in that language. Types are reported to be available in the Punjabi language in 12 point only, and no types in italics are available. Their demand was that arrangement should be made for the development of types in the Punjabi language.

6. The Committee's attention was drawn to the difficulties experienced by periodicals in posting their copies. It was stated that where a periodical could not be posted on the due date, relaxation up to three days was allowed by the local Post Master only on the ground of the failure of the Press where the paper was printed. They requested that relaxation should be automatically admissible for three days after the due date.

7. Newspaper representatives also demanded that publishers filing declarations for newspapers and periodicals should be permitted to name more than one printing press in their declaration forms so that printing could be undertaken in one or more of such printing presses as and when necessary without any further intimation to the authorities.

8. Some newspaper representatives expressed dissatisfaction with the material supplied by the State Publicity Department, which, they said, was neither comprehensive nor up to date nor delivered in time. Also, there was, according to some witnesses, considerable gap between the supply of material in English and in Punjabi. A witness produced before the Committee a hand-out issued by the State Information Department on carbon paper, which was illegible. The Urdu newspapers asked for the supply of 'Charba' blocks which enable easier reproduction.

9. Representatives of the Urdu Press also complained that there was a shortage of *Katibs* and suggested that arrangement should be made for imparting training in this line.

10. Some journalists complained that publishers convicted under the Press and Registration of Books Act were given 'C' Class in jails. According to them, considering the profession of journalism, at least 'B' class should be given to such defaulters.

11. A demand was made that arrangements for accreditation of correspondents at district headquarters should be made by the State Government.

RAJASTHAN

The Press in Rajasthan is predominantly a Hindi language Press, having 222 Hindi publications out of a total of 295. Literacy in the State is only 15 per cent ; communications and industries are under-developed and the resources of the newspapers limited. Except for two dailies, no paper has a circulation of 10,000. Besides these two dailies, no other paper subscribes to a news agency service. They practically depend on the news bulletins of A. I. R. or the handouts of the Central and State Governments and on their local reports to fill their newspapers. While a number of new dailies and periodicals have appeared from time to time, a number of papers have ceased publication. There is a historical background also to the backwardness of the Press in the State. The whole of present day Rajasthan once comprised princely States, the only exception being the Centrally administered territory of Ajmer. There was hardly the climate conducive to the growth of a strong and healthy Press which in fact found the pre-independence set up in princely States positively discouraging and at places definitely hostile. This explains why there was no daily Press in Rajasthan till as late as 1936. Another factor which has contributed a good deal to prevent the normal growth of newspapers in this State is the competition of papers published in Delhi, many of whom have sizeable circulation in this area. These metropolitan papers, with large financial resources, are able to send their copies 200 miles away to Jaipur by road, in special vans.

2. Most of the newspapers have to depend on Government advertisements. The State Government's budget is limited, so that a certain amount of dissatisfaction with the advertisement distribution policy of the State Government was expressed. The handicaps of the newspapers are :—

- (i) Shortage of newsprint and delay in supplies thereof. The Committee was informed that some of the newspapers bought their newsprint supplies from dealers in Delhi who charge a heavy price. A demand was made that a newsprint depot should be opened by the STC at Jaipur to supply newsprint to the local papers.
- (ii) Newsprint in Jaipur is subjected to an octroi duty. It was represented before the Committee that this octroi duty should be withdrawn.
- (iii) The printing presses in Rajasthan are old and newspaper representatives wanted loans from the State Government for the purpose of purchasing modern printing machinery.
- (iv) Several complaints were made that the provisions of the Working Journalists' Act in regard to wages were not being complied with.

UTTAR PRADESH

This largest State with 54 districts covering a population of 7,93,83,500 has also the largest number of dailies (80) and tri-weeklies and bi-weeklies (9). In the aggregate number of publications, this State stands the second largest in the country, next to Maharashtra. It has also the largest number of Hindi dailies in the country (65), followed by Urdu with 10 dailies, of which one has the distinction of being the best produced among the Urdu dailies in the country. Though, most of its Press is of post-independence origin, yet the State has the distinction of having a century old daily and a periodical of over 60 years' standing. The important publication centres are Lucknow, Allahabad, Kanpur, Agra and Varanasi, but the Press in the border areas, particularly in the hills, is very much backward.

2. Barring five dailies, all other publications fall in the category of small newspapers and periodicals. In common with the state of affairs in other States, most of the publications in U.P. are owned by individuals. They lack financial resources so that they are unable to employ correspondents or to subscribe to news agency services, and depend largely on bigger newspapers and radio broadcasts for their news sources. Most of them do not possess printing presses of their own. Hardly any of the newspapers have their own processing departments for block making. The few printing presses owned by newspapers are generally out-moded. This applies all the more to Urdu newspapers which have to be printed by litho press and, in consequence, suffer from the difficulty of reproducing photographs and illustrations. Not all persons working on newspapers are whole-time working journalists; some bring out papers as side business with the object of gaining popularity or wielding influence. The production values and the get-up of most of the newspapers and periodicals are by no means satisfactory.

3. Besides the three all-India news agencies, i.e. PTI, UNI and the Hindustan Samachar, U.P. has three local news agencies as well. The National Press of India (Hindi) and the Independent News Service (Urdu), both of Lucknow, are owned and managed by individual persons. Both the agencies cater to the needs of a number of newspapers in U.P. The information and Press Agency of Varanasi supplies news to the Eastern districts of U.P. Unfortunately, for want of financial resources this agency has also not been able to develop its services very much. All the three are in receipt of grants-in-aid from the State Government.

4. In addition to the normal information services—Press releases, photographs, blocks and other publicity material—the State Government has recently started a telegraphic service between 200 to 500 words daily to small newspapers in the State. This service, which relates only to State Government's activities and policies delivered at the door of the newspapers free of charge, has earned the thanks of the recipients.

5. There are two photo and feature services in operation in the State. The 10-year old News Feature of India is managed by an individual and claims to cater special feature articles mostly to Hindi papers within and outside the State. The other feature agency 'Uthan' of Lucknow is in its infancy. The

editor of this single-man show collects articles from various writers and sends them for publication to certain newspapers and periodicals published in Hindi. There are no organised photo and feature services in the State.

6. It was brought to the notice of the Committee that many small newspapers, particularly those in Hindi and Urdu, have a tendency to publish unverified reports and are given at times to sensational, defamatory and scurrilous writings. In the district Press, a tendency towards yellow journalism was reported. Many of the small newspapers do not pursue independent policies and expose themselves to the influence of those who provide them with the necessary finance. It was further pointed out that some of the newspapers find Government servants, Government departments, business houses, political leaders, workers as well as local institutions as easy targets for malignment with ulterior motives. Yet the State has the distinction of having a number of papers with steady and well-defined editorial policies. In this connection, the Committee was informed that one of the dailies would not even support a strike, be it of labourers, students or teachers. Another would never support any land reform measures that cuts the authority of landlords. And neither of them would ever support any taxation measure whatsoever. Yet another peculiar feature of this State is that the newsmen in U.P. have developed into an important section, wielding considerable influence on the political parties and the State Government.

WEST BENGAL

There has been a spurt in the circulations of newspapers in this State. In 1963, there was a rise of 11.3 per cent in the total circulation. The largest share of the rise, constituting 60.5 per cent, was contributed by two Bengali dailies. Mortality figures in this State were equally significant. 131 papers ceased to exist in 1963. Of these, 35 were English, seven Hindi, 68 Bengali, six Urdu, eight bi-lingual, three multi-lingual and one each in Assamese, Gujarati and Telugu. The publication centres are : Calcutta, Howrah, Kharagpur, Tollygunj, Kamarhati, South Dum Dum, Burdwan, Baranagar and Asansol.

2. West Bengal has also a comparatively flourishing periodical Press in the metropolitan city. It would be interesting to note that the leading periodical is the Bengali fortnightly programme journal of All India Radio. The journal of the Institution of Engineers, an English monthly, claimed a circulation of nearly 40,000 copies and the journal of the Indian Medical Association, an English fortnightly, about 24,000. However, the state of the mofussil periodical Press is by no means satisfactory. Some of these periodicals are not published regularly and some do not have interesting editorial contents. Some of the periodicals have not shown any aptitude for effective news coverage, nor is any emphasis laid by them on affairs relating to the districts or the State as a whole. While the mofussil Press commanded considerable influence in the past, and was responsible for creating a district leadership, the present position is that

the mofussil Press cannot be said to have much influence. This affects the placement of advertisements with them by Government as well as by individuals and commercial concerns. We were informed by the State Government representative that only 8 to 10 per cent of the Government advertisements were placed with mofussil papers. The State Government did not supply blocks to newspapers ; it supplied only photographs. Only a small percentage of mofussil papers had block-making facilities of their own.

3. We were informed that the State Government was proposing to support a syndicate in Calcutta to supply feature material to small newspapers and periodicals on payment of a small monthly fee. The State Government was also thinking of setting up an audit bureau for the purpose of ascertaining the correct circulations of newspapers and periodicals in the State. The State Government representative informed the Committee that the annual advertising budget of the State was of the order of Rs. 12 lakhs, of which Rs. 1 lakh was spent on Plan publicity.

4. The difficulties of small newspapers were reported to be inadequate and irregular supply of newsprint, shortage of finance, lack of modern printing machinery, block making facilities and advertising support. The Press was reported to be capable of absorbing suitable feature material with blocks on a variety of subjects, if it was supplied free.

GOA, DAMAN AND DIU

The Press and Registration of Books Act was extended to the Union Territory of Goa in 1963. The Territory has 24 newspapers and periodicals, of which 9 are dailies, 6 weeklies, 2 fortnightlies, 4 monthlies, 2 quarterlies and one annual. Six of the publications are Marathi, three English, three Konkani, four bilingual, two multi-lingual and six Portuguese. The highest circulation of a publication does not exceed 5,000, though a number of the journals have circulations below 2,000.

2. Four dailies subscribe to the PTI 'B' service at a cost of Rs. 1,300 per month, for the PTI is not supplying its 'C' service to the newspapers in Goa. Some of the representatives stated that the cost of 'B' service was rather high for them. They also complained about the frequent failure of the teleprinter line between Bombay and Panjim, so that they could not receive the PTI service in time. Some papers subscribe to INFA and IPA services also.

3. There were no complaints about the allocation of newsprint quota, but difficulties were narrated of the delay in the receipt of consignments from Bombay. Newspaper representatives wanted a newsprint depot to be opened by the State Trading Corporation in Goa to meet their needs.

4. The Union Territory's annual advertisement budget is meagre, being less than Rs. 10,000. The local advertising is insignificant; even cinemas do not advertise in Goa—they exhibit only old pictures. Government departments are, therefore, the major source of advertisements for newspapers. Now that a representative Government is in power and new projects are being developed, it was felt that there was scope for a larger budget for Press advertisements. Some of the pressmen drew attention to the rates negotiated by the DAVP, which, they said, were lower than the trade rates. They also said that the local Government Departments demanded the same rates for their advertisements.

5. Newspapers expressed discontent with the supply of news by the Information Department of Goa. The Department does not supply photographs. One of the witnesses stated that he had to obtain photographs in connection with the death of the late Prime Minister from Bombay several days after the event. The Press Information Bureau supplies its service to the Goa Information Department which distributes it to the newspapers in the Territory. It was stated that the material for Goa was included in the bag sent from Delhi to Bombay by the night airmail service. From Bombay it is re-shipped to Goa so that it was often received late in the afternoon. The Information Department was, in consequence, able to effect delivery at about 8·00 at night to the daily newspapers in Panjim, and to the papers outside Panjim the distribution was made by post which suffers from considerable delays. A few of the representatives stated that they were not receiving any material from the Press Information Bureau, whereas they were receiving large doles of illustrated material and blocks from foreign embassies.

6. There are no block making facilities in Goa, except in the Government Printing Press. A witness pointed out that while some spare capacity was available in the Government Press to undertake block-making work for newspapers, it could not be availed of by them, because the working hours of the Printing Press were between 10 a. m. to 6 p. m. which did not suit the requirements of the newspapers. It was suggested that the State Government should consider this matter and arrange for a late shift in their Printing Press to serve the needs of the newspapers.

7. Special concessions were asked for by newspaper representatives in the matter of telephone and telegraph rates, IAC freight rates, trunk call charges, etc. A suggestion was also made that the duration of the Press trunk calls should be raised to 12 minutes.

8. Import licences for printing and composing machinery were demanded by some of the newspaper representatives. A few of them wanted import licences for such material from U.K., in preference to the rupee sources. An editor of a daily newspaper drew attention that his application for an import licence worth Rs. 90 only for a special type of gum, for which he had been getting a licence earlier for almost the same amount, had been rejected this year.

9. Goa is almost a hinterland for Bombay papers. We were informed that 2,500 copies of a Marathi daily from Bombay circulated in the Goa territory. Some of the representatives expressed the fear that their circulations would be very much affected in case one of the chain newspapers from Bombay thought it fit to start an edition in Goa.

10. The Goa Information Department has so far organised only one Press tour within the Territory. Newspaper representatives made a demand that they would like to go round the country to get first hand experience of the developments. Their writings would, they said, have good impact on their readers in Goa.

TRIPURA and MANIPUR

Tripura : With an area of little over 4,100 sq. miles, the Union Territory of Tripura is of great strategic importance. It has a border extending over 500 miles with Pakistan on three sides. Its population is 11,42,000, of which about 31% is tribal. It claims a literacy of 22.16%.

2. There are 16 small newspapers in Tripura, of which two are dailies, one bi-weekly, two fortnightlies and the rest weeklies. None of them is in a sound financial position and almost all of them depend mainly on Government advertisements. None of these newspapers subscribes to a news agency or feature agency service. Only five of the 16 newspapers are in receipt of newsprint quotas from the Registrar of Newspapers for India. Representations were made to the Committee that the quotas were small, and were not keeping pace with the circulations of these newspapers. Like most small newspapers in other States, newspapers in Tripura are also one-man shows. Some of the newspapers do not have their own printing presses.

3. *Manipur* : Situated in the north-eastern part of India, the Union Territory of Manipur has an area of 8628 sq. miles and a population of 7.78 lakhs. Its literacy is placed at 30 per cent. There are five dailies, all in Manipuri, and four weeklies—one in English, one in Manipuri, one in Kuki (Thadou), a tribal dialect, and one in Tangkhul, a Naga dialect. The circulations of these papers are very small. The tribal language publications circulate largely in the hill areas and the circulation of the others is confined mostly to Imphal and neighbouring areas in the valley. The "Simlemal" weekly is cyclostyled and about 500 copies circulate in the hill areas. None of the newspapers is able to subscribe to a news agency service.

4. Many of the witnesses represented before us that the newsprint supply was inadequate. Some of them said that they had to supplement this supply by buying newsprint in the black market. While the fair price of newsprint was about Rs. 14 per ream, they had to buy it for Rs. 24 per ream locally and if that, too, was not available, they had to buy white printing paper at Rs. 32 per ream. One of the witnesses in Tripura informed us that the channels

available to them for the transport of newsprint from Calcutta were (a) steamer, which took about three to four months ; (b) the rail-cum-road route, which took about two months, and (c) air, which cost 84 paise per kg. (Adding the cost of transport from godown to godown the total cost would come to Re. 1 per kg). In the Manipur territory the internal transport problem was equally difficult.

5. We suggest that newsprint should be supplied to newspapers and periodicals in these two Territories by relaxation of the norms applicable to newspapers in other States. There is an obvious need for newsprint depots being established by the State Trading Corporation both in Agartala and Imphal, so that newspapers can buy their supplies locally.

6. *News Agency Service* : Neither Agartala nor Manipur is connected by a teleprinter with Calcutta. This is a vital link and should be provided as quickly as possible. We recommend that both the State Governments may subscribe to the service of a news or a news and feature agency. Important items out of this should be translated in Bengali/Manipuri and supplied to local newspapers for publication. This will improve the readability of the newspapers and also the circulation. If in consequence of this, the State Government has to pay a higher subscription fee to the news/feature agency it should be regarded as legitimate expenditure in the peculiar and exceptional conditions prevailing in this frontier area.

7. *Government Advertisements* : State Governments should increase their advertising budget and the Central Government should select newspapers from Tripura and Manipur more liberally for placing advertisements.

8. *Training for in-service personnel* : There is need for the training of newspaper personnel for which refresher courses may be arranged by the State Governments.

9. *Printing Presses* : State Governments should provide loans for the replacement of existing presses which are out of date.

10. *Block-making plants* : At present there are no block making facilities in either of the States. A plant should be set up by the Government concerned in each territory to service the newspapers.

11. *Press Tours* : The Press Information Bureau should include representatives of the newspapers in these territories in their Press tours.

12. *Feature Service* : Press Information Bureau should depute a feature writer and a photographer to cover some of the more important events in these two territories for feature articles.

13. *Circulation of newspapers* : State Governments should help the newspapers in the carriage of bundles of newspapers on State and commercial buses.

14. *Supply of Publicity Material* : While the Tripura Government distributes its publicity material in Bengali among newspapers published in Bengali, the Manipur Government distributes its material in English only. They should translate their material in Manipuri and distribute it in a form capable of being used by small newspapers.

PONDICHERRY

The Union Territory of Pondicherry has a population of 3.95 lakhs and literacy of 37.4%. The Territory has no daily, tri-weekly or a bi-weekly paper. We were informed that only four weeklies, all in Tamil, and two monthlies, one in Tamil and one in French, were current, and two weeklies and four fortnightlies had ceased to exist in 1964. The Sri Aurobindo Ashram is bringing out a number of cultural magazines in different languages of a high production standard.

2. The witnesses who appeared before the Committee represented about the shortage of newsprint allocation, and non-supply of publicity material by the Madras office of the Press Information Bureau. The information services of the Union Territory are not regular. The weekly newspapers would like to have a weekly service giving a digest of principal news of the week and short featurettes on developmental, cultural and social subjects.

CHAPTER V

CIRCULATIONS

The assessment of correct circulation of newspapers and periodicals is a difficult and complicated task which requires maintenance of detailed accounts in the departments of production and distribution. A large number of small newspapers and periodicals are one-man shows—the proprietor, printer, publisher, manager and even the despatcher, in some cases, being one single person. The Committee has been informed that many of the small newspapers are not able to maintain proper accounts. Where, however, accounts are maintained, they are often reported to be too inadequate to enable one to arrive at definite conclusions regarding circulation claims. On the other hand, it has also been represented to the Committee that even in the case of some of the newspapers with large circulations, which have the financial resources to employ qualified staff, the accounts are reportedly presented in such a way as to buttress exaggerated circulation claims. In the succeeding paragraphs, we discuss the existing machinery for acceptance of the circulation claims of newspapers and periodicals entered in the Annual Report of the Press Registrar.

2. The Press Commission, in their Report, dwelt at length on the lack of reliable statistics relating to newspapers and periodicals published in the country. Realising the importance of reliable statistics, they considered it essential that there should be some statutory body responsible for the collection of statistics and their periodical publication. The Commission recommended that, while the Government of India should appoint one officer for the whole country who would coordinate, correlate and publish all statistics with regard to the newspaper industry, there should be Press Registrars for each State who would be responsible for the primary collection and compilation of the statistics, and that it should be incumbent on each newspaper and periodical to file certain statements with the Press Registrar and obtain a certificate.

3.1. In consequence of these recommendations, the Press and Registration of Books Act, 1867, was amended comprehensively to provide for the appointment of a Registrar of Newspapers for India (also designated as Press Registrar), who is required, *inter alia*, to maintain a Register of Newspapers containing certain particulars, including the circulations of newspapers and periodicals. He is also required to prepare an Annual Report containing a summary of the information obtained by him during the previous year in respect of the newspapers in India and give an account of the working of such newspapers. The Report is submitted by the Press Registrar to the Central Government by the end of April each year. The latter place copies of the Report on the table of both Houses of Parliament. The Act also empowers the Press Registrar or any gazetted officer authorised by him in writing to have access to any relevant record or document relating to the newspaper in the possession of its publisher, and to enter at any reasonable time the premises where he believes such records or documents are available for inspection etc. Under Rule 6(1)

of the Registration of Newspapers (Central) Rules, 1956, a publisher is required, in respect of his newspaper or each of his newspapers, to furnish to the Press Registrar an annual statement relating to each calendar year in the prescribed form, containing the particulars specified therein, so as to reach the Press Registrar on or before the last day of February of the following year. The particulars relating to the circulation are—

- (a) average number of copies printed per publishing day ;
- (b) average number of copies sold per publishing day; and
- (c) average number of copies distributed free per publishing day (including complimentary, voucher, exchange, bonus, sample and office copies).

Every publisher has to sign a declaration that the particulars shown in the statement are true and correct to the best of his information, knowledge and belief. In the case of publications whose circulation claims exceed 2,000 copies, this statement is required to be certified by a chartered accountant or a qualified auditor. The latter certificate is as follows—

“We have examined the books and accounts of.....(name of paper).....for the period ending.....and have obtained all the information and explanations required by us. In our opinion the statement set forth above/enclosed reflects true and correct analysis of the sales of the publisher for the period ending.....to the best of our information and belief and according to the explanations given to us as shown by the books of accounts”.

Thus, the Press Registrar has to rely on the publisher and the chartered accountant or the qualified auditor of the paper's choice in regard to the assessment of the circulation claims of a newspaper or a periodical. Without prejudice to the check which the Press Registrar may choose to exercise in a particular case subsequently, he has, by and large, to accept the figure contained in the statement, for incorporation in the Annual Report. The check referred to above is made by him generally after the publication of the Report, as there is hardly any time between the submission of the statement by the newspaper and the presentation of the Annual Report by the Press Registrar, for detailed verification of circulation claims. Thus, it is not often that in the Press Registrar's Report, which should be a document of authentic and reliable statistics of newspapers and periodicals, information of doubtful value gets published because of the faulty procedure. The Committee was, therefore, not at all surprised to receive a large number of representations about the veracity *inter alia* of the circulation figures of newspapers and periodicals mentioned in the Press Registrar's Report. We do not propose to encumber this chapter with examples of incorrect circulation figures, but the reports of the scrutiny of admitted circulations undertaken by the Press Registrar's own staff from time to time and published in the Report itself, speak volumes of the prevalence of exaggerated claims. In 1964, the officers of the Press Registrar examined 431 publications. As many as 208 were found to have

made exaggerated claims. An idea of the extent of exaggeration can be had from the following figures extracted from the annual report of the Press Registrar—

Claimed circulation of newspaper/periodical	Verified circulation of newspaper/periodical
14,944	2,000
12,066	6,000
1,84,021	1,57,000
1,15,699	1,05,875
15,018	5,817
14,572	9,000
24,314	10,500
10,000	2,000
16,208	3,000
68,666	39,375

We have also been informed that these scrutinies are in some cases not the final word on a paper's circulation claims. In certain cases, figures have been accepted by the parties by way of compromise. Except for a reduction in the newsprint quota, no other action has so far been taken against publishers who furnished wrong information.

3.2. The practice so far followed in these scrutinies has been to compare the current circulations (say, for 1963-64) on verification with the 1961-62 circulations, which is the basic year for allotment of newsprint, according to the present policy. Where the verified circulation was less than that of the basic year, the publisher has been allowed to get away on the plea that his circulation had fallen since 1961-62 (basic year) and his present circulation was so much. But the point to note is that the publisher had submitted in respect of that year (1963-64) a certificate, duly verified by a chartered accountant, placing the circulation in 1963-64 at a particular figure. If this circulation is not sustained on verification, it is evident that a certain excess amount of newsprint was issued to the publisher. The Committee is of the opinion that in such cases the newspapers current year's quota of newsprint should be reduced to that extent, besides any other effective action being taken. This practice, among other things, will serve to deter the publishers from submitting exaggerated claims.

3.3. Since all circulation claims (exceeding 2,000 copies) submitted by a publisher to the Press Registrar have to be certified as correct by a chartered accountant or a qualified auditor, the latter can be deemed to be a party to any exaggerated claims that might be made, in violation of his professional code of conduct. Such cases should invariably be brought to the notice of the appropriate professional body namely, the Institute of Chartered Accountants, for suitable action. We cited before the Press Registrar when he appeared before the Committee a specific case in which a daily of Madras had preferred a claim of 23,000 copies, which was duly certified by a chartered accountant, but which was, on verification, assessed by Press Registrar's Officer at 10,000

copies. The Press Registrar admitted that this was a fit case which should have been placed before the Institute of Chartered Accountants. It is only lately that two or three cases of exaggerated claims certified by chartered accountants have been referred to the Institute of Chartered Accountants for action at the professional level.

The Press Registrar also informed us that he was experiencing considerable difficulties in examining the circulation claims of a Calcutta daily whose publishers have failed to submit for scrutiny the necessary account books. In such cases, the advice of the Ministry of Law should be sought for putting the legal process in motion.

4. In any case, the present *pro forma* for ascertaining circulation figures of newspapers and periodicals is not comprehensive and it needs no strain on anyone's thinking to concede that the *pro forma* can lend itself to easy manipulation at the hands of unscrupulous people. This *pro forma* as well as the certificate from the chartered accountant or a qualified auditor should be reviewed not with a view to causing undue hardship to publishers of newspapers and periodicals, but to enable the auditors to examine the relevant books to arrive at reliable circulation figures. The Press Registrar should specify the books and accounts which should be maintained by the publisher and scrutinised by an auditor. The forms and specimens of these documents, which should not be elaborate, should be prescribed. Along with the statement of information, the publisher must also submit a statement of the books and accounts maintained and submitted by him to the auditor, who should certify the documents examined by him before authenticating the publisher's claimed circulation. Each statement so received should be checked in the office of the Press Registrar before it is admitted for entry in the Press Register. The assistance of commercial auditors, who have had the experience of circulation audits, may be sought by Government in evolving revised *pro forma* to be completed by publishers and auditors.

5.1. Certain suggestions have been made before the Committee for ascertaining the circulation figures of newspapers and periodicals which are described below.

5.2. One of the suggestions is that a committee should be appointed in each district, composed of the district magistrate, the district publicity officer of the State Government and a representative of the local newspapers to make an on-the-spot scrutiny of the circulation of newspapers. Such a committee, it has been stated, could have, among other things, the advantage of visiting the printing presses at the time of the printing of the paper and also of being able to exercise a physical scrutiny of parcels despatched through post, rail, bus, etc. On the face of it, this suggestion appears to be free from complications, but in actual practice the arrangement is likely to run into serious difficulties. For one thing, the district magistrates do not have the time to undertake such detailed examinations; for another, the newspaper representative may be reluctant to go against the publisher of a sister newspaper, for he would be aware that his own turn would soon come when the other paper's representative would be on the committee. Further, examination of circulations by district committees, which is a complicated business, may lead to varying standards. It is also

feared that this arrangement may give a handle to the district authorities to exercise their influence in the day to day working of the newspapers. We are, therefore, unable to endorse this suggestion.

5.3. A representative of a State Government has proposed that each State Government should assist in setting up a State Audit Bureau of Circulation of small newspapers as defined by the Enquiry Committee. Each small newspaper should maintain a record of the supply and purchase of newsprint, a printer's certificate and the documents of sale of the journal or newspaper through agencies, subscribers, hawkers, etc. Their bank accounts or cash books should also be open to inspection. The State Bureau should maintain a staff of auditors, who should make regular inspections of the accounts and documents maintained by the small newspapers, and if satisfied, issue a certificate regarding circulation on an annual average basis. There should also be surprise checks of records to ascertain correct facts. Each newspaper should pay a fee, which may be determined by the Bureau, as the annual charge for audit inspection, but the expenses on running the Bureau and its staff should be subsidised by the State Government, though for all purposes the Bureau should have an independent non-official character. An Expert Committee should draft the form in which documents should be maintained and assess the requirements of the State Audit Bureau regarding staff. Newspapers and journals which do not become members of this Bureau should ordinarily be denied (a) State or Central Government advertisements, and (b) newsprint quota.

This proposal is hardly a solution for the complicated problem of circulation assessment. For one thing, an organization working under Government control may not be trusted by newspapers. For another, the State Bureaus may work on different yardsticks, leading to varying standards. It is also difficult to accept the position that newspapers could be compelled to become members of the bureaus or to accept their mandates for submitting their account books etc. for scrutiny. The proposal is, therefore, not acceptable.

5.4. A high dignitary suggested that publishers of newspapers and periodicals should be called upon to file their statements of circulation on affidavit before a Magistrate, so that legal action can be taken against those making wrong statements. The certificates given by publishers as well as chartered accountants are in the form of affidavits, though they are not made on oath before a magistrate. But that does not absolve the person making the statement of the legal responsibility in the event of the statement being found incorrect.

5.5. A suggestion has been made that the auditors should, before issuing their certificates, examine the annual balance sheets of newspapers and periodicals and not merely the accounts regarding circulation. The suggestion is worth consideration, but it should be borne in mind that small newspapers and periodicals, which are already unable to maintain accounts, can hardly be expected to produce balance sheets of a dependable character. Further, the auditor's fee for checking their accounts would, in many cases, be beyond their resources. We have already suggested above that the Press Registrar should prescribe a *proforma* for the guidance of auditors on what they should look for before certifying a publisher's circulation claim. The procedure

adopted by the Press Registrar is not considered comprehensive as his Circulation Officers, we are told, do not rely on a detailed audit of a newspaper's circulation, which is sometimes unfair to the newspaper concerned. We are aware that in some cases circulations which were reduced by the Press Registrar on the basis of the scrutiny of the Circulation Officers had to be restored by him later. In our view, the Press Registrar, before effecting a reduction in the accepted circulation of a newspaper, should issue a show cause notice giving reasons for the proposed reduction, and give an opportunity to the newspaper concerned to state its case. Where a newspaper challenges the conclusions of the Press Registrar, the Press Registrar should arrange a re-check of the newspaper's circulation by an independent commercial auditor nominated by him. The cost of such a re-check should be met by Government.

5.6. At present, where the current circulation is not certified by a chartered accountant or a qualified auditor, it is entered in the annual report of the Registrar of Newspapers with word "Uncertified". This is an indirect incentive to some newspapers to inflate their figures, for even if they do not reap any advantage out of it, they have also nothing to lose. It is recommended that uncertified figures should not be accepted by the Press Registrar and in such cases the letters "N.S." (not submitted) should be recorded in the Report against the name of the newspaper concerned.

5.7. The Committee has also noticed that some newspapers do not file their returns in time so that their circulations are not recorded in the annual report though they do supply the circulation figures to the Press Registrar at a subsequent date. In some cases, this is a cover against falling circulations. The practice needs to be plugged by suitable legal action. Under the existing rules, it is not necessary for publishers claiming circulations up to 2,000 to submit an auditor's certificate. Representations have been made that this limit should be raised to 5,000 copies or even to 10,000 copies. We cannot support this suggestion.

6. *Press and Registration of Books Act, 1867* : Certain difficulties in regard to the implementation of the Act have also been brought to the notice of the Committee. They are discussed below:—

6.1. Three successive issues of a Hindi fortnightly of Delhi were placed before the Committee with identical material. This seems to be a device to keep the declarations alive; obviously it is an abuse of the law and deserves to be firmly discouraged. The entitlement of newsprint in such cases can rightly be questioned.

6.2. The Committee also saw three publications with different titles, bearing different dates but having the same contents. At present, there is no provision under the law to deal with such cases, or to prevent the issue of newsprint to them. This lacuna in the law should be removed.

6.3. The Annual Report of the Press Registrar should be regarded as an authentic document, giving information and particulars specified under the Act. The Committee, during the course of its tours, came across certain publications which have been in existence for years but which did not find mention in the annual reports of the Press Registrar up to 1964. The examples

are "Nagri", 22-year old paper, "Vivek" started in 1961, and "Nayaya Dand" all from Agartala. Some papers published from Manipur also do not find mention in the Annual Report. A daily newspaper's name appears in the Annual Report for 1964 as a paper in existence in Calcutta, whereas a witness associated with the projected publication who appeared before the Committee stated that not a single issue of the paper had so far come out. We do not want to multiply such examples, but hope that the Press Registrar will take suitable steps to ensure that all current newspapers are entered in the Register of Newspapers, and included in the Annual Report.

6.4. This leads us also to another set of reports received from witnesses, particularly from State Governments, that a number of newspapers which have ceased publication continue to be included in the Press Registrar's Annual Report. The Press Registrar, for his part, deposed before the Committee that his difficulty was that he was not informed by the State Government about the closure of a paper immediately after it ceased to exist. Evidently, there is need for greater collaboration between the Central and State authorities to ensure that both the births and deaths of newspapers are promptly reported to the Press Registrar, so that the national Press Register is always up to date and authentic. From the evidence available, it appears to the Committee that the Newspaper Register maintained by the Press Registrar is not up to date. For example, in his 1964 Report, it was stated that the circulation claims of certain publications could not be verified as they had ceased publication. But some of these publications are included in the 1965 report as current ones.

6.5. Under the law, publishers of newspapers are required to supply copies of their newspapers and periodicals, within the prescribed time limit, to the Press Registrar. Copies of newspapers published in English, Hindi and Urdu are supplied to the Press Registrar's branch office at Simla, whereas copies of others are to be supplied to the branch/regional offices of the Press Information Bureau located in different centres. We have been told by several branch officers of the P.I.B. that this duty is extraneous to their normal work and cannot be expected to be discharged properly owing, *inter alia*, to lack of adequate staff. This must be telling adversely on the maintenance of records regarding regularity of the publications as well as their commencement and closure, in the Office of the Press Registrar. The Press Registrar should go into this matter and evolve suitable machinery for maintenance of up to date statistics of newspapers for the Press Register.

6.6. Representations have been made about the delay in the acceptance of declarations of newspapers. The following steps are proposed to cut short the time lag in the disposal of such references by the Press Registrar:—

- (a) On submitting an application to the Magistrate of his intention to file a declaration, the publisher should simultaneously forward a copy direct to the Press Registrar, who should convey clearance or otherwise of the title to the District Magistrate concerned, without waiting for a formal reference from the District Magistrate. The Press Registrar, should, at the same time, inform the applicant that he should contact the Magistrate. A copy of the report of the

Press Registrar should be available with each district Officer or the authority dealing with declarations of newspapers, for reference, among other things, about the availability of the title applied for.

- (b) The State Governments should instruct their Information Departments or the concerned authorities to keep a watch on the publications for which declarations have been authenticated and report to the Press Registrar immediately a paper starts publication. Moreover, they should also instruct the District Magistrate to intimate to Press Registrar immediately where the newspaper has not commenced publication within the time prescribed under Rule 5 of Section 5 of the Press and Registration of Books Act.
- (c) The publishers may on their own suggest more than one title in order of preference so that if one title is not available or there is an element of doubt about its availability, the second or third alternative may be found acceptable.
- (d) The Press Registrar should also enquire from the District Magistrate and the publishers concerned as to whether or not a newspaper with a particular title for which clearance had been given had come out within the prescribed period. This procedure will also help in the maintenance of up to date records in the office of the Press Registrar.
- (e) The period between the date of submission of the application for a declaration and its acceptance should not normally exceed one month.
- (f) In case where a title has been recommended to a Magistrate for a particular newspaper and the publisher had not filed any declaration therefor, the said magistrate should inform the Press Registrar about it so that the title may not remain blocked.

6.7. We recommend that the Press and Registration of Books Act, 1867 should be amended suitably to fasten responsibility for the publication of a journal on the publisher and the editor alone and to eliminate the responsibility of the printer. We are making this recommendation in view of the fact that there are only a few printing presses in the country and circumstances may force publishers to get their journals printed in more than one press. We, therefore, consider it is unfair to fasten the responsibility for the publication of a journal on the printer whose function is entirely mechanical and has nothing to do with the contents of the publication.

7.1. *Mortality among Newspapers:* We have prepared a statement of the daily newspapers which commenced publication in the States of Maharashtra, Gujarat, Madhya Pradesh and Assam after 1947. These States were selected at random. The information has been collected from the annual reports of the Registrar of Newspapers for India. These Reports came to be prepared from 1956 and give, *inter alia*, information about the year of commencement of the publication. They started giving information about the circulation of newspapers only from 1959. The progress of circulation of the dailies started since 1947 has, therefore, become available only from 1959 onwards. Some of the newspapers are parts of chains or multiple groups. Most of the newspapers are, however, owned by single individuals, proprietary concerns or companies.

7.2. The total number of new dailies started during the period 1947—1963 came to 184. Of these, 14 were in English and 170 in the Indian languages. 63 dailies have ceased publication, representing 34% of the newcomers. A language and State-wise breakdown of the defunct dailies is given below in para 7.7.

7.3. It may be assumed that some of the newspapers came into being in connection with the Elections in 1957 and 1962. Presumably, they were meant to have only an ephemeral existence and where such papers have ceased publication, it can be assumed that they were run entirely for purposes of Elections. The number of such papers State-wise is as follows:—

Maharashtra	..	..	..	..	..	..	4
Gujarat	..	..	..	..	..	..	5
Assam	..	..	..	..	..	..	2
Madhya Pradesh	..	..	..	..	..	..	5
						Total	16

7.4. Excluding the foregoing papers in each State, others can be taken to have been started for the genuine purpose of public service, which had, however, to close down because of certain difficulties.

7.5. Not a single newspaper, which is part of a chain or multiple group, ceased publication. Among the English language dailies there have been only three deaths, one in Madhya Pradesh and two in Maharashtra. All other deaths were among the Indian language dailies.

7.6. The conclusions to be drawn from the statement in the context of oral and written evidence before us are:—

- (1) The chain and multiple unit newspapers have progressed because of better financial, production and distribution resources. A particular instance deserving mention is the "Maharashtra Times" started in 1962 as part of the Bennet Coleman & Co. group of newspapers, which has attained a circulation of about 64,000 copies in two years.
- (2) Of the non-chain papers current today, the highest circulation has been attained by "Indore Samachar" (10,000). Most of the existing newspapers are within the circulation range of 2,000 to 5,000 copies. A large number of the other papers are in the circulation range below 2,000 copies.
- (3) It is obvious that the non-chain newspapers suffer from financial difficulties; most of them are struggling newspapers, finding it difficult to make both ends meet. In this category are a number of district newspapers.
- (4) It may be assumed that the development of the non-chain papers was also hampered, to a certain extent, by the competition these newspapers had to face from the bigger chain newspapers.

7.7. Statistics of daily newspapers which started and ceased publication after 1947

State	Language	No. of papers started after 1947	No. of papers ceased publication	Percentage of papers ceased publication
(1)	(2)	(3)	(4)	(5)
Assam	English	3	—	—
	Assamese	3	2	66.6
Madhya Pradesh ..	English	3	1	33.3
	Hindi	63	19	30
	Urdu	2	—	—
Gujarat	Gujarati	32	12	37.5
Maharashtra	English	8	2	25
	Hindi	6	1	16.6
	Gujarati	6	3	50
	Marathi	43	19	44.2
	Sanskrit	1	—	—
	Urdu	6	1	16.6
	Punjabi	1	—	—
	Multi-lingual	6	3	50
	Sindhi	1	—	—
Total		184	63	34

7.8. The state of affairs disclosed above in regard to the four States is, *mutatis mutandis*, applicable to other States as well.

7.9. In regard to weeklies, we were able to lay hands on statistics of deaths during the year 1964. As many as 200 weeklies went out of existence in the whole country. Out of this number, 98 were published from state capitals and 102 from other towns. state capitals are large publication centres, which would account for the large number of deaths. The mortality in other towns, where periodicals are sparsely located, represents over 50 % of the total. More or less the same thing can be said about fortnightlies and monthlies. The reasons enumerated in the case of dailies for the large scale deaths can be assumed to apply with equal force in the case of publications of other periodicities.

8.1. *Audit Bureau of Circulation*: Founded in 1948 as a non-profit organisation, the A.B.C. membership consists of publishers, advertisers and advertising agencies. Its function is to devise and lay down a standard and uniform method by which member publishers shall compute their circulation; to have circulation claims so arrived at checked by members of a panel of firms of Chartered Accountants appointed by the Bureau; and to issue certificates of circulation when such check confirms that the publisher's accounts and records have been kept in accordance with the requirements of the Bureau, and the figures arrived at are correct.

8-2. The formation of policy and the conduct of the affairs of the Bureau are in the hands of a Council of Management, formed by election each year of representatives from publisher, advertiser and advertising agency members. The day to day working is carried on by an Executive Committee appointed by the Council of Management, and on which publisher, advertiser and advertising agency interests are represented.

8-3. The Council of Management meets at least four times a year, and the Executive Committee meets as often as may be required, on an average eight times a year.

8-4. When a publisher joins the Bureau he is required to keep his books and records in the manner laid down by the Bureau. His own Auditor has to confirm that this is being done, and is then required to carry out each half-year a full audit of circulation in accordance with the procedure laid down by the Bureau. The figures resulting from this audit are submitted to the Bureau on an incoming certificate, signed by the publisher's auditor.

8-5. The incoming certificate is considered by the Executive Committee, which then deposes an auditor from its panel of firms of chartered accountants to carry out an admission audit.

8-6. If the Bureau's Auditor confirms the figures submitted by the publisher's auditor, the Bureau issues its ABC Certificate of net paid circulation.

8-7. Thereafter, the Publisher's Auditor is required to carry out a full audit in accordance with the Bureau's requirements each half-year and to submit to the Bureau the figures so arrived at. If these do not vary greatly from the figures of the original audit, they are accepted and certified.

8-8. But whenever the Bureau may so decide, and at least once in every three years, the Bureau sends its own auditor from its panel of auditors to carry out another recheck.

8-9. Net paid circulation is the actual number of paid for copies, distributed after deducting from the number of copies printed all file copies, voucher copies, unsold returns, promotion and other free copies, all copies sold to agents at discounts in excess of 40% and all copies sold to subscribers at less than the stated cover price.

8-10. The ABC has the right at any time to send without previous notice an Auditor from its Panel of Auditors to carry out a recheck of a publisher-member's circulation.

8-11. The ABC has the right at any time to amend or withdraw an ABC certificate.

8-12. Of its membership of 340, 235 represent publishers of newspapers and periodicals, and 105 of advertisers and advertising agencies. Among the member-dailies, 21 are between the circulations of 10,000 to 15,000, seven between 5,000 to 10,000 and seven with less than 5,000 circulation; total 35.

8-13. Numerous complaints have been received from representatives of small newspapers and periodicals in regard to the procedural machinery of the A.B.C. In the first place, small newspapers have represented that the fee is very high. In the case of surprise and other checks they are obliged to pay the fee of the auditors which, too, is heavy. In regard to the procedure, small newspapers have complained that they are unable to comply with the ABC's requirements that all cash received must be banked daily. It has also been stated by some of the witnesses that where surprise checks have been made, the time taken to communicate the results to the publishers is unduly long, and also that a responsible official is not consulted at the time of the surprise visit made to a newspaper establishment. The ABC's stand is that publishers must bank the cash received from all sources daily because it was found that it was possible to use floating cash to manipulate circulation figures. Surprise checks, according to the ABC, are an essential condition of the Bureau's membership, the purpose being to make sure that publisher-members are maintaining their books and records continuously at all stages in the manner prescribed by the Bureau. If books and records are not maintained continuously but written up after intervals, there is the possibility of manipulation. According to the ABC, they are not prepared to reduce the membership admission fee in the case of small newspapers which, they say, is already graduated according to the circulation of the publication. They are also not prepared to relax the norms already prescribed in the procedure for the maintenance of accounts and their assessment. We would, however, recommend that the ABC should not insist in the case of small newspapers and periodicals on the banking of cash every day as many of them have slender financial resources and do not have adequate staff facilities.

8-14. The following suggestions made by the Indian Languages Newspapers Association deserve adoption by the Audit Bureau of Circulation:—

- (i) The ABC may fix a minimum standard which the auditors should primarily consider.
- (ii) Appointments of auditors should be made after giving due consideration to distance and time likely to be taken up in audit.
- (iii) A maximum period be fixed within which the auditors should be advised to furnish their final report.
- (iv) Personal representation should be allowed to the publisher so that the Bureau may have the other side also.
- (v) Difficulties about loans, despatch notes and local purchases should be given due allowance.

8-15. It was stated in evidence that small newspapers experience difficulties in recovering dues from some agents and that they were obliged to file suits to recover the dues. It was pointed out that the sales of such agents would be disqualified for circulation claims by the A.B.C. on the ground that the agents concerned had not settled their dues within 90 days of the submission of the bills relating to their accounts. We recommend that in such cases where the A.B.C. is satisfied that the dues are genuine, circulations passed on such claims should be admitted for the circulation certificate till the suits filed are disposed of by the appropriate court of law.

9.1. *Newspaper Sales Agencies:* Newspaper subscription agencies and news agents play a vital role in the circulation of newspapers and periodicals. In fact, they are an important link between the publishers and the reading public. Newspapers are sold to readers by the publishers either directly or through newspaper agencies appointed by them at various stations. Direct sales, which are made by post to single individuals, represent only a small percentage of the circulation of a newspaper, particularly of dailies. At the centre of publication of a newspaper, some of the copies are distributed among its subscribers, by the newspaper itself through its own delivery peons, but a major part of the distribution is effected through a number of news agents who purchase copies in bulk direct from the publishers on a commission basis. Any person who undertakes to sell a specified minimum number of copies can obtain any agency; this is called the Open Agency System. Some newspapers appoint chief agents in the towns of publication, and they bear responsibility for the entire sales in such towns.

9.2. It is estimated that about 90 per cent of the total sales of newspapers and periodicals are effected through news agencies. In this category may also be included the book-stalls at railway stations which hold contracts with Railways for the sale of newspapers and other publications. The circulation manager of a paper has, to a large extent, to depend on the cooperation of the various news agents for the sale of his paper. With the expansion of literacy and on account of other factors, the demand for newspapers has risen steadily. The field for the growth of newspaper subscription agencies and news agents continues to expand. Each agency or news agent is expected to organise progressively increasing sales. They have, therefore always to be on the alert to explore all available avenues for increasing the sales of the newspapers they represent. News agents have to pay to the publishers regularly for the supplies received by them. In addition, they are required to make a security deposit in cash of the value of six weeks' supply, and, in some cases, 12 weeks' supply. Some of the publishers pay interest on this deposit, others do not. One of the essential qualifications of a news agent is that he should have premises where he can receive the newspapers from out-stations, organise their distribution and also make arrangements for their display. Generally, news agents are not whole-timers, they combine the sale of newspapers with other avocations such as sale of books, stationery and even provision stores.

9.3. The distribution of newspapers and periodicals is effected by news agents through hawkers and bicycle delivery peons maintained by them. Where the sales are substantial, they have also to maintain a staff for keeping accounts, preparing bills, arranging collections and for correspondence.

Newspapers are generally sent by publishers to news agents by rail or bus. In some cases, copies are also delivered by motor vans run by the publishers. Some of the more prosperous concerns avail themselves of the air services for speedy delivery of their newspapers. Where copies are delivered by air, in some cases, a surcharge for air freight is added to the price of the newspaper.

9.4. The usual rate of commission payable to a news agent varies from 25 per cent to 40 per cent of the published price of the paper. Some of the publishers give other facilities also, such as: (a) remittance charges for sending the publisher's dues; (b) bearing the expenditure incurred on correspondence; and (c) providing bicycles.

9-5. In addition to sales through bicycle peons, news agents effect sales across the counter. In some cases, they also appoint sub-agents to whom usually commission at half the rate is allowed by the news agent.

10. News agents have at times to incur certain other expenditure, *e.g.*, advertising in the Press, distribution of hand-bills, issue of circular letters, window dressing of their booths etc., to attract the customers. But their principal means of winning the goodwill of the customer is prompt and efficient service. It is true that a newspaper sells on its own merits, but the sustained efforts of news agents do play an important part in popularising a paper.

11. Like all other trades, this has also its drawbacks and pitfalls. The most common is the failure of the delivery peons to turn up for work. If a newspaper is not delivered in time to its readers, it runs the risk of losing customers. A news agent himself has at times to run up to effect the delivery. There are sometimes bad debts in newspaper sales, partly because of the disappearance of the customer without previous notice and partly because of dishonesty on the part of the peons. Unsolds are another source of loss in this business. Multi-storey buildings, some of which do not have lifts, are also a formidable obstacle to the quick delivery of newspapers.

12. Small newspapers have limited resources and many of them have to depend heavily on sales. It is, therefore, necessary that publishers should pay only a reasonable percentage of commission to newspaper agents. We would recommend to the publishers to restrict the percentage of commission for copies sold by agents up to 40%. A higher percentage of commission would be uneconomic for small newspapers.

13. In view of the complaints made before the Committee that the newspaper agents do not settle their dues in time, publishers may consider the possibility of maintaining on a regional basis a list of approved agents on the lines of the list of recognised advertisers maintained by the Indian and Eastern Newspaper Society. A condition for the accreditation of a newspaper agent should be that he should settle his dues to members of the regional body within the prescribed time limit and that if he fails to settle his dues to any member of that body he will be discredited by the body, with the result that he would not be entitled to receive more than 10 per cent as commission for the sale of copies of any member of the regional body. Such a sanction will enable publishers to receive their dues in time from defaulting agents.

CHAPTER VI

PERFORMANCE OF SMALL NEWSPAPERS

India's constitution enshrines freedom of speech and expression as a fundamental right. It is the right to express one's feelings and opinions freely, by word of mouth, writing, printing, picture or in any other manner. There is no separate guarantee of freedom of the Press as such. It is implicit in the freedom of expression. Expression, naturally, pre-supposes another party to whom the ideas are conveyed or communicated. In short, freedom of expression includes the freedom of propagation of ideas, their publication and circulation. The freedom of the Press is not higher than the freedom of an ordinary citizen. It is subject to the same limitations as are imposed by Article 19(2). In view of the guarantee of freedom of expression, it would not be legitimate for the State to subject the Press to laws which take away or abridge the freedom of expression or which curtail circulation and thereby narrow the scope of dissemination of information or fetter its freedom to choose its means of exercising the right or undermine its independence by driving it to seek Government aid. This right of freedom of speech and expression can be abridged by reasonable restrictions on the following grounds: (1) security of the State; (2) friendly relations with foreign States; (3) public order; (4) decency and morality; (5) contempt of court; (6) defamation, and (7) incitement to an offence. In the words of the Press Commission, the right of free expression is derived from the responsibility for the common good. Acceptance of that responsibility by the State and the citizen is the only basis for this right which has been accepted as fundamental. Freedom of the Press does not mean freedom from responsibility for its exercise. The Press had an obligation to ensure accuracy in the presentation of news and fairness in the expression of views.

1·2. On the question of news reporting, the criteria, according to the Press Commission, should be "recency in time, proximity, novelty, human interest and also an element of conflict". In regard to comments, the Press Commission said: "We consider it essential that the newspaper should publish facts and comments even though unpopular. We are convinced that there is no significance in the Press being free if it is not at the same time independent. A newspaper should, as far as possible, reflect the opinion of as large a section of the community as it can, but it should also seek to educate and influence the public. The extent to which it succeeds in such efforts would depend upon the local circumstances, the paper's own policy and the personal capacity of its editorial staff, but it is essential all the same, that they should be striven every day to lead as well as to mould public opinion."

2. In the course of evidence, written and oral, we were informed that some journals with large circulations, and also a considerable section of the small newspapers and periodicals, were indulging in writings which departed from the journalistic code of ethics and which could not be accepted as having been published with the purpose of serving the community at large. There are several thousand newspapers in India published from several hundred different

centres and in a large number of languages. The Committee did not have the necessary staff of its own to be able to examine newspapers and periodicals and analyse their contents, with a view to finding out whether the allegations made against small newspapers as a whole could be substantiated. The Committee, therefore, decided, as a first step that the contents of the daily newspapers published from Jullundur and Poona in all languages should be analysed. The period selected was a week from the date of the commencement of the Parliament Session in February 1965. A pro forma was drawn up to measure the actual space devoted to such matters as advertisements, news and editorials, etc. The pro forma also provided for comments on news presentation and information on the subjects of the editorials of those newspapers. The analysis was made at our request by the Branch Offices of the Press Information Bureau at Jullundur and Poona. The number of dailies covered was five Punjabi and five Urdu from Jullundur and five Marathi and two English from Poona; total 17. We are grateful to the two Branch Officers and the staff of the P. I. B. for their cooperation and assistance in this matter. The results of our study are summed up in Appendix XV.

3. So far as the dailies in Jullundur and Poona are concerned, it was observed that the presentation of news was by and large objective and that the comments were also generally fair and free from bias. The newspapers took notice of a variety of subjects in their editorials, relating to national, State, local and international affairs. The majority of the comments were on State subjects, though local affairs also did come in for editorial notice at the hands of some of the dailies. Items suggesting possible attempts at blackmail could not be noticed in any of the dailies. A few publications could, however, be classed as sensational. On the whole, the performance of the newspapers could be described as satisfactory.

4. The Committee, however, found it necessary to make a more extensive study of the problems of irresponsible writings in small newspapers, particularly weekly periodicals. For this purpose, the assistance of the concerned authorities of the Central and State Governments was taken. Some of the authorities supplied us extracts from small newspapers and periodicals in various languages for our study; others furnished reviews of the objectionable publications.

5.1. Some of the trends of objectionable writings noticed in the extracts from newspapers placed before us are as follows:

- (1) sensational headlines, written presumably deliberately to attract the attention of readers;
- (2) news and editorials calculated to incite communal passions and class hatred;
- (3) obscenity—this seems to have become a favourite instrument for promoting circulations in the hands of some weeklies. A daily of many years' standing, which was well known for its sobriety, seems now to be resorting to publication of sexy material week by week. Publications of this nature are bound to deprave the minds of young people;
- (4) character assassination of those who count in public life; and
- (5) writings which injure the national integrity of the country.

5.2. A crude way of extorting advertisements from a Central Government undertaking was brought to the notice of the Committee. A weekly wrote in its issue dated 1st March 1965 that : “..... (Government of India undertaking) has gone bankrupt. The administrative building has been mortgaged to the State Bank of India. The Managing Director Shri..... has submitted his resignation. The factory has been closed as it has not received the required foreign machinery and material”. It was alleged that to put pressure on the Public Relations Officer of the undertaking, who refused to give advertisements to the weekly, the paper wrote on 15th February 1965 a story under the captions “..... (PRO) hurls filthy abuses in honour of the Chief Minister, Shri.....” Continuing the paper wrote: “It may be recalled that Mr..... (PRO) has a hand in the thefts of idols which have recently taken place in Rajasthan and U. P. for which the.....(weekly) has definite proof.”

5.3. The Committee was informed that the *modus operandi* of some newspapers was that a note was published in an issue mentioning that the next issue would bring out some exposure of a particular officer's public conduct with the object allegedly of demoralising the officer, and extorting money from him. If the hush money was paid, no publication would be made. Many of the newspapers in this category are reported to be irregular. They would come out only when they have succeeded in finding a victim for their vilification.

5.4. As the Press is a primary instrument in the creation of public opinion, journalists should regard their calling as a trust, to serve and guard the public interest. In this context, the Press has the right to expose any individual, however high position he might occupy but certainly for a public purpose. In terms of the code of conduct of the All India Newspaper Editors Conference: “It is unprofessional to give currency to rumours or loose talk affecting the private life of individuals. Even verifiable news affecting the private life of individuals shall not be published unless the public interest as distinguished from public curiosity demands its publication”.

5.5. We are in a position to say that a substantial section of the Press in the category of small newspapers and periodicals is sober and has been behaving with responsibility; and this picture of responsible conduct on their part should be borne in mind. We have, however, noticed that infractions of journalistic ethics pointed out above were not confined to small newspapers and periodicals alone and that other sections of the Press, including journals in English, were also not free from it. In fact, some of the witnesses told us that the cue for such pornographic, scurrilous and irresponsible writings is taken by small newspapers from journals in other sections of the Indian Press and foreign publications imported in the country. The Committee has also been told that small newspapers were often not able to lay hand on healthy material; some of them were financially hard up, and it was in these circumstances that they were driven to resort to unhealthy steps to boost their circulations.

6. Since the trend towards obscene, scurrilous, defamatory or libellous writings, etc., in the Press as a whole seems to be wide-spread, there is immediate need for remedial measures. The Press Commission had noted with regret that very few of the reputable papers in this country had come out openly to condemn such scurrilous writings. On the other hand, the Press, through its

accredited bodies, has been critical of actions taken by the executive authorities against journals, indulging in unhealthy journalism or professional misconduct. After considering the type and extent of objectionable writings in the country, the Press Commission had come to the conclusion that the best way of maintaining professional standards in journalism would be to bring into existence a body of people principally connected with the industry whose responsibility would be to arbitrate on doubtful points and to censure any one guilty of infraction of the code.

7.1. A Bill for the establishment of a Press Council is before Parliament. It has already been passed by the Rajya Sabha. Broadly, the functions of the Council will be: (a) to help newspapers to maintain their independence; (b) to build up a code of conduct for newspapers and journalists in accordance with high professional standards; (c) to ensure on the part of newspapers and journalists the maintenance of high standards of public taste and foster a due sense of both the rights and responsibilities of citizenship; (d) to keep under review any development likely to restrict the supply and dissemination of news of public interest and importance; (e) to keep under review such cases of assistance received by any newspaper or news agency in India from foreign sources, as are referred to it by the Central Government; provided that nothing in this clause shall preclude the Central Government from dealing with any case of assistance received by a newspaper or news agency in India from foreign sources, in any other manner it thinks fit; (f) to promote the establishment of such common services for the supply and dissemination of news to newspapers as may, from time to time, appear to it to be desirable; (g) to provide facilities for the proper education and training of persons in the profession of journalism; (h) to promote a proper functional relationship among all classes of persons engaged in the production or publication of newspapers; (i) to study developments which may tend towards monopoly or concentration of ownership of newspapers, including a study of the ownership or financial structure of newspapers, and if necessary, to suggest remedies therefor; (j) to promote technical or other research, and (k) to do such other acts as may be incidental or conducive to the discharge of the above functions.

7.2. The Council is empowered to censure a newspaper, editor or journalist found guilty of offending against the standards of journalistic ethics or public taste or professional misconduct, etc. It will consist of a Chairman and 25 other Members, comprising 13 members from among the working journalists, six representing the managements of newspapers, three having special knowledge or experience in the field of education, science, literature, law or culture and three Members of Parliament—two from the Lok Sabha to be nominated by the Speaker and one from the Rajya Sabha to be nominated by its Chairman. Of the 13 working journalists, not less than six will be editors of newspapers who do not own or carry on the business of management of newspapers so that the number of editors of newspapers published in Indian languages will not be less than three. The Chairman will be nominated by the Chief Justice of India. Members other than the three Members of Parliament will be nominated by a Committee consisting of the Chief Justice of India, the Chairman of the Council and a person to be appointed by the President of India. In making any such nominations, the Committee will have due regard to the consideration that

not more than one person interested in any newspaper or any group of newspapers under the same control or management is nominated to represent any of the categories of working journalists or managements mentioned above. In regard to the selection of persons in these two categories, the Committee will invite panels of names from the respective associations.

7.3. The Chairman and other members will hold office for three years. The Chairman will be a whole time officer on salary basis. The other members will receive such allowances or fees for attending the meetings of the Council as may be prescribed.

7.4. The Council will have the powers of a civil court for the purpose of (a) summoning and enforcing the attendance of persons and examining them on oath; (b) requiring the discovery and production of documents; (c) receiving evidence on affidavit, and (d) issuing commission for the examination of witnesses or documents.

7.5. Funds for the working of the Council will be allotted by the Central Government after due appropriation made by Parliament in the usual way.

7.6. The Council will submit to the Central Government an annual report giving a summary of its activities during the previous year, and an account of the standards of newspapers and factors affecting them. Copies of the annual report will be laid by the Central Government before both Houses of Parliament.

7.7. At the moment of writing, the Press Council Bill is before the Lok Sabha. Some time is bound to elapse before the Press Council is established and its influence is felt by the entire body of the Press. We, however, hope that small newspapers and periodicals will welcome this august body when it is established and give it their whole-hearted support and respect. Small newspapers must realise that if they are to receive the continuing respect of the people, they must conduct themselves in such a manner as to deserve it. In the early stages of development of the Press there was hardly any obscene publication in the country. It may be that we cannot quite have the same kind of sober and serious journalism which has been happily more or less the rule in India, since we live in a period of very quick changes and certain values, formerly cherished, are in the melting pot. While we are prepared to welcome changes in the tone of many of our popular journals, and even a certain amount of verve and colourfulness, there are limits which, in all decency, should not be overstepped. It is in this spirit that we make our criticisms and recommendations.

8. Recently, the Minister of Information and Broadcasting has announced in Parliament that Government proposes to amend the law to deal with obscenity in the Press and otherwise. We are aware of the mounting public criticism against the publication and sale of obscene literature. We understand that the necessary law and machinery are already available to stop such literature at the ports under the Sea Customs Act. To deal with the obscene literature produced in the country, the relevant provisions of the law are Sections 292, 293 and 294 of the Indian Penal Code. Section 292 of the Indian Penal Code makes the sale, letting to hire, distribution, public exhibition or circulation of any obscene object or the production or possession or import or export or

conveying or advertising of any such object for the above mentioned purposes or taking part or receiving profit from any such business, etc., a cognizable offence punishable with imprisonment up to three months or with fine or with both. Section 293 of the Indian Penal Code enhances the punishment up to six months imprisonment or with fine or with both when any obscene object is sold, let to hire, distributed, exhibited or circulated to any person under the age of 20 years.

9. Our attention has been drawn to an Orissa enactment, the Cr. P. C. (Orissa Amendment) Act, 1962. The new Section 292A of that Act makes the printing, circulation, distribution, sale etc., of any document which is grossly indecent or is scurrilous or intended for blackmail, a cognizable offence. The maximum term of punishment under Section 292 and 293 IPC has been enhanced from three and six months to two and three years respectively. As a deterrent to a habitual offender it has been provided that persons convicted of the second or the subsequent offence under Sections 292 and 292A IPC shall be punished with imprisonment of *not less than six months* and with fine.

10. Recently a private Member's Bill was introduced in the Rajya Sabha to amend the IPC to exclude the application of sections 292 and 293 IPC, to any publication meant for public good or for *bona fide* purposes of science, literature or any other branch of learning and also to admit as evidence the opinion of experts on the subject as to the nature of the publication. The Bill is intended to bring the law into conformity with modern practice in other civilised countries, especially Great Britain. In the United Kingdom, the law regarding obscenity was amended by the Obscene Publications Act, 1959, popularly known as the Jenkins Act. By this Act, the court is now required :

- (i) to take into consideration the dominant effect of the whole book;
- (ii) to find whether the publication of the matter is justified on the ground that it is in the interest of science, literature or learning and of other subjects of general concern; and
- (iii) to admit opinion of the experts as to the literary, scientific or other merits of the publication.

11. As regards the question of tightening up of the law of obscenity as applicable to newspapers and periodicals, we hope that as the influence of the Press Council grows, it may not be necessary to resort to legal measures in this regard.

12.1 *Astrological Predictions*: We have also to refer to another trend in some of the newspapers which publish astrological predictions. The Committee was informed that many of the weeklies in Gujarat as well as some journals in other States publish astrological predictions. We are aware that astrological predictions have the effect of boosting the sales of a newspaper, provided the writer has established a reputation for some measure of dependability. But we deprecate the publication of predictions which cause despondency and alarm in the minds of the public. Predictions forecasting illnesses of persons in authority or possibility of external threat or internal disorder can cause alarm among the public and such predictions should find no place in the columns of journals. In this connection, we would remind small newspapers about what the conclusion of the Press Commission said on the subject. The Commission said,
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“These predictions do not confine themselves to vague assurances of prosperity or classification of days into lucky and unlucky ones for those born under particular signs of the zodiac. Sometimes, the predictions extend to political events of grave significance, to the future of the country and even to the likelihood of wars and other calamities. They tend to create alarm, despondency or undue optimism in the minds of the people. They give room for unfounded fears, apprehensions or hopes of the most dangerous character which can have serious consequences on public order and public welfare. In such cases, we feel that Government should step in and take action against such publications.”

12.2. *Awards*: The Committee is aware that the Government of India have instituted awards for excellence in printing and designing of books and other display publications. The object is to recognise the progress made by the printing industry and other graphic arts in the country and to serve as a measure of encouragement for further improvement in technique and workmanship. The scheme includes awards for daily newspapers in English and Indian languages, among others. No awards have been prescribed for periodicals. In the course of the enquiry, we have noticed that the standard of production of small newspapers is generally poor, printing unsatisfactory and designing far from good. In order to improve their production standards, it is recommended that separate annual awards should be instituted for small newspapers and periodicals in each language given in Schedule VIII of the Constitution of India. There should be three cash prizes in each of the categories of dailies, weeklies, and fortnightlies and monthlies together.

12.3. The value of the cash prizes should be as follows—

Periodicity				First Prize	Second Prize	Third Prize
				Rs.	Rs.	Rs.
(1) Dailies	..	..	..	5,000	2,000	1,000
(2) Weeklies	..	..	..	3,000	1,000	750
(3) Fortnightlies and Monthlies	..	..	..	2,000	1,000	500

State Governments may consider instituting their own State Awards in addition, for the purpose of encouraging small newspapers and periodicals published in the State concerned.

CHAPTER VII

PRINTING MACHINERY FOR SMALL NEWSPAPERS

Printing machinery is an essential requirement of newspapers. The machinery should be such as can ensure speed as well as quality production. The Press Commission reviewed the problem of printing machines for the Press in their Report in 1954. They observed that most of the printing machinery had to be imported from abroad, that manufacture in India was confined mainly to the platen presses; that production was fairly large at the end of the World War II and that there was a considerable pent-up demand to be met, but that the production had fallen off. The quality of the India made machines was reported to be poor by the Press Commission. The production of flat-bed or cylinder machines had also been initiated by two manufacturers in Calcutta but it was recorded by the Commission that the production was very small and the quality had not found wide approval. The Commission's recommendation was that Indian production should be encouraged so as to make the country independent of imports. Continuing, the Report said, that this encouragement should, however, be backed by a service of testing, and manufacturers should also be induced to accept methods of quality control so that their products can be purchased with confidence. In regard to the rotary press, the Commission's advice was that it would be more economical in the case of newspapers having a circulation of 10,000 copies or more to instal rotary machines costing about Rs. 2½ lakhs, instead of flat-bed machines costing less than Rs. 1 lakh, even on the ground of labour charges and paper cost. This had the advantage of repeat reproduction within a very short time and of printing from stereo plates. After discussing the matter with the Industrial Finance Corporation, the Commission had recorded that if the manufacture of rotary press was started in this country with assistance from Government in the form recommended by the Commission, it would be easier still for the Industrial Finance Corporation or such other bodies to help newspapers to reduce their printing cost and improve the service they provide to the public by installing such machines. The present position in regard to the manufacture in India of printing machinery is about the same as it was when the Press Commission considered the matter. One of the witnesses informed the Committee that his firm was engaged in the production of automatic cylinder printing presses with the help of German technicians. Progress has, however, been held up for want of an import licence for certain component parts.

2. The question of the requirements of the printing industry in the country was reviewed by a panel appointed by the Ministry of Steel and Heavy Industry in June, 1962, to investigate and report on the printing machinery industry. The Panel was required to assess the requirements of various kinds of printing machinery and review the existing capacity for the manufacture of machinery with a view to recommending to Government measures that should be taken to make the country self-sufficient in regard to such machinery. The Panel placed the annual demand for printing machinery in the country by 1965-66

at Rs. 7.3 crores, which figures, according to their estimate, would rise to Rs. 12 crores per annum by 1970-71. They further recommended that the size of the printing machines to be developed in the country should be such as to conform to the international sizes of paper with adequate margin. Other considerations were raw material used in the manufacture of paper, increase in demand for more colours in printing, wide variations in circulation demands arising out of the use of a large number of regional languages and the present lack of newspapers in rural areas. They concluded that there was scope for economic development of only certain sizes and types of printing machinery as follows—

A. Proof Presses		Nos. per year
(i) Precision Cylinder Proof Press	.. ..	300
(ii) Letter Press Proof Press	.. ..	1,000
B. Platen Presses		
(i) Treadle type	-- ..	} Total demand approximately 3,000
(ii) Power-operated type	-- ..	
C. Flat Bed Machines		
(i) Single Revolution Stop Cylinder type	.. ..	600
(ii) Two Revolutions type	.. ..	300
D. Rotary Presses	.. ..	20
E. Offset machines (Single colour)	.. ..	600

In addition to the printing machines listed above, the panel has assessed the requirements of ancillary machines as follows—

		Nos. per year
(i) Guillotines	.. ..	550
(ii) Wire Stitching machines	.. ..	1,700
(iii) Board Shearing machines	.. ..	200
(iv) Composing machines	.. ..	Large demand
(v) Folding machines	.. ..	300
(vi) Perforating machines	.. ..	200
(vii) Book sewing machines	.. ..	200

The requirements by 1970-71 for various types of machines would be much greater.

3.1. The printing industry at present is not covered by the Industries (Development and Regulation) Act, 1951. No permission is, therefore, necessary for any person undertaking the manufacture of printing machinery. Government's approval, however, is necessary for the import of capital equipment and collaboration arrangements. On the basis of this recommendation, Government invited proposals for the manufacture of printing machinery

in the country, preferably in collaboration with reputed foreign manufacturers of printing machinery. It has been reported that the response has not been encouraging. With a view to advising Government on the future lines of the development of printing industry and suggesting solutions to the various problems facing the industry from time to time, a standing panel consisting of representatives of the industry, consumers and Government Officers has been set up recently.

3.2. In this connection, it may be mentioned that one of the firms dealing with a well known brand of composing machines in India has approached this Committee with the proposal to seek permission to import 100 to 150 machines for supply on hire-purchase system to users in India. The sale proceeds would remain blocked for a period of nine to ten years, subject to utilization to the extent of 25 per cent in certain circumstances. It is understood that a similar proposal made earlier by the same firm to Government was not accepted, presumably on grounds of stringency of foreign exchange.

4. *Procurement Policy*: For the present India continues to depend largely on imported printing machinery and for many of its spare parts. Printing machinery falls under Sl. No. 67(I)(2)/V of the Import Trade Control Schedule and is licensed to established importers at a quota of 5 per cent. The extent of quota licensing at 5 per cent for the whole year is of the order of Rs. 10 lakhs. It is open to newspapers to get their requirements of printing machinery from the established importers. In addition, foreign exchange allocations are also made, out of the commercial quota, by the Chief Controller of Imports and Exports, for the licensing of printing machinery to actual users. This item is also covered by Trade Plans with USSR, G.D.R. and Czechoslovakia. Following allocations of foreign exchange were made during the last four years—

General area		Rupee area	
Year	Rs. in lakhs	Year	Rs. in lakhs
1961-62	140	1961	155
1962-63	83.67	1962	175
1963-64	66.68	1963	200
..	..	1964	210

5. *Licensing Procedures*: Applications are processed by the Chief Controller of Imports and Exports and are put up to an inter-Departmental Committee which consists of the Chief Controller of Imports and Exports (Chairman), the Registrar of Newspapers for India, representatives of the Directorate General of the Technical Development, State Trading Corporation and the Controller of Printing and Stationery. Licenses are issued on the recommendation of the Committee and with the approval of the Secretaries and Ministers of Commerce and Information and Broadcasting in cases where licences for more than Rs. 5 lakhs are proposed to be issued to a party, in the case of newspaper establishments and Rs. 1,50,000 in the case of quality printers. The

applications are considered on merits, within the limited amounts of foreign exchange available. Generally, no licences are issued for imports from the General Area in cases where suitable substitutes are available from the Rupee Area. The parties to whom licences had been issued for a reasonable amount within the past two or three years and who have no need for immediate replacement of any machines are also generally excluded.

6.1. The inadequacy of printing presses, both in respect of the number as well as their out-turn, is one of the obstacles in the way of development of small newspapers and periodicals. Many witnesses have deposed before us that one of the principal causes of the bad production of small newspapers and periodicals is the lack of adequate printing facilities. The Committee has itself examined some of the printing presses where small newspapers were printed. The machinery was old and out-moded, its out-turn was slow, being only a few hundred copies an hour. This did not permit the execution of a large print order, particularly in the case of dailies. Colour and block facilities were hardly available to small newspapers. On the other hand, small newspapers have been denied the facilities of obtaining printing machinery on hire-purchase basis through the National Small Industries Corporation—they give facilities only to newspapers working on cooperative basis. To remedy this basic handicap and in the interest of development of small newspapers and periodicals, Government should make special efforts to help small newspapers in obtaining printing machinery for their requirements. One of the ways is that Government should consider the requirements of small newspapers, on a preferential basis in granting licences for import of printing machinery. We were informed by the Government that there was no specific reservation for small newspapers and periodicals in the allotment of import licences for printing machinery, but that their applications were given sympathetic consideration by the authorities responsible for the issue of import licences.

6.2. We obtained statistics of import licences issued to newspaper establishments for direct import of printing machinery during 1962-63, 1963-64 and 1964-65. We were given to understand that the State Trading Corporation is also issued import licences for obtaining machinery from the Rupee Currency Areas which they distribute to newspapers in India. Appendix XVI consolidates this information. The total quantum of imports during the three years come to Rs. 4,50,88,833 of which licences/allocations to the extent of 72 per cent were issued in favour of big newspapers numbering 51, and import licences/allocations to 81 small newspapers came to only 28 per cent. Among the large papers, the recipients of import licences were a number of chain papers. The foregoing figures do not uphold the contention that applications from small newspapers are given sympathetic consideration. We have received a large number of representations on behalf of the small newspapers that their applications for import of printing machinery have not been accepted by Government. In fact in Goa, a newspaper publisher made a complaint that his request for importing a special kind of gum for Rs. 90, for which he used to get an annual import licence, was denied in 1965 on the plea of shortage of foreign exchange. Since the Government is interested in the development of small newspapers, we recommend that 50 per cent of the current and future allocations of foreign exchange for the import of printing machinery should be set apart for the requirements of small newspapers and periodicals.

7. The Committee has also been informed of the possibility of importing rebuilt machines from foreign countries. These are second-hand machines discarded by flourishing newspapers in favour of fresh models in foreign countries. They are in good working order and can be had at comparatively lower prices than brand new machines. Government should explore the possibility of importing such machines from abroad through the State Trading Corporation. By this arrangement, there will be a saving in foreign exchange besides helping to meet the shortage of printing machinery at home.

8. It has also been represented to us that the machinery imported from the Rupee Area is not as good and efficient in performance as that available in the General Area, particularly from Japan and West Germany. While our imports have to flow from the area which the needs of foreign exchange warrant, we would recommend to Government to examine whether the machinery received from the Rupee Currency Area is as good as that from free foreign exchange sources and whether the same type of machinery could not be had cheaper from other Areas, at less expenditure of foreign exchange.

9. The Committee has also received representations from certain newspapers that State Governments should set up printing presses for the common use of newspapers and periodicals at economical rates. Some of the Governments seem to be inclined to favour this proposition. The proposal has certain merits in that small newspapers with little capital would be spared large investments on printing machinery.

10. It is understood that in some of the Government presses, spare capacity is available for doing such jobs as block-making on behalf of newspaper establishments. This possibility should also be explored by State Governments to assist small newspapers. We were informed that in a State, the spare capacity available with the Government printing press could not be fully utilized for block-making facilities for the benefit of small newspapers, as the hours of working of the printing press were not convenient to be able to serve the needs of small newspapers in time. An obvious solution is that the working hours of the staff concerned with the block-making facilities should be so arranged as to enable them to make blocks, etc., for newspapers in time.

11. *Types*: The Committee was informed of the difficulty experienced in the casting of types for printing presses owing to the cut in the imports of antimony and metal components. This further hits development of type varieties in various languages. As regards the type faces, a certain amount of research is called for, and we recommend that the Development Wing of the Ministry of Industry and Supply should examine this matter in consultation with printing interests.

12. Shortage of spare parts for the printing machinery is another handicap in the way of the development of small newspapers and periodicals. While we would recommend that import licences should be issued to the actual users for the import of spare parts for printing machinery, the State Trading Corporation should, in our opinion, set up a spare parts depot for the requirements of the Press.

13.1. The printing industry is undergoing a revolution unforeseen a few years ago. For the benefit of those responsible for the long-term development of the printing industry, we would like to quote the following from the UNESCO publication "World Press—Newspapers and News Agencies".

"Striking technological advance in the past decade have stimulated press expansion, although in the great majority of countries, few of the new techniques have yet been applied on a broad scale. Nevertheless, it seems clear that newspaper publishing now stands on the verge of the most important technical revolution in its 400-year history.

"In the field of printing itself, electronics and automation have solved many problems in production control, especially in high speed rotary presses, as well as in actual production. This is a feat which few believed possible as late as 15 years ago.

"There has been a vast improvement in rotary off-set printing, due largely to the use of photo-composition, better inking, faster etching methods, the electronic engraving of plates and electronic control of registers. Indeed, the day of conventional printing in raised type, used since the time of Gutenberg and Caxton, appeared to be numbered. Its place will probably be taken by various forms of photo composition or film-setting, that is, of printing plates prepared from photograph negatives, including both text and illustrations in the same process, with great gain in speed, versatility and economy. A major result of these advances is that the need for skilled technicians will be minimised".

13.2. We appreciate that it will take us many years to catch up with these developments but we hope that our planners would take note of these developments, in fixing their targets.

CHAPTER VIII

COMMUNICATIONS AND TRANSPORT

Newspaper is a highly competitive commodity. Speed is the essence of its work. Correspondents, editorial staff and printers have often to race against time in their anxiety to be the first with the news. When copies are printed they have to be rushed by post, road, rail or air so that they are in the hands of readers as quickly as possible. As such, newspapers require fast, cheap and dependable communication services. We, therefore, discuss communication and transport facilities for newspapers in detail in this Chapter.

2. *Postal Facilities* : For the purpose of registration for transmission at the concessional rates, of postage, a newspaper has been defined under Section 9 of the Post Office Act as follows :—

“Every publication, consisting wholly or in great part of political or other news or of articles relating thereto, or to other current topics, with or without advertisements, shall be deemed a newspaper, subject to the following conditions, namely:

- (i) that it is published in numbers at intervals of not more than thirty-one days, and
- (ii) that it has a bona fide list of subscribers”.

An extra or supplement to a newspaper, bearing the same date as the newspaper and transmitted therewith, shall be deemed to be part of the newspaper provided that no such extra or supplement shall be deemed, unless it consists wholly or in great part of matter like that of the newspaper and has the title and date of publication of the newspaper printed at the top of each page.

The Posts and Telegraphs Department, on enquiry, have informed the Committee that the legal interpretation of the term “in great part” is to the effect that the published material other than advertisements should be more than 50%. In other words, the major portion of a newspaper should be devoted to news and articles relating to them or to current topics. The Posts and Telegraphs Department have further intimated that the examination of newspapers for the purposes of registration under the Indian Post Offices Act is undertaken at the time of granting original registration. Such an examination is also made at the time of renewal every year and periodical verification of contents also takes place in the course of inspection of Post Offices etc., by visiting Officers. A random check is made in the offices of the Heads of Circles which get copies of all newspapers posted. We have not been in a position to judge how far such checks and rechecks have been effective.

3. An application for the first registration of the newspapers has to be submitted by the Publisher/Manager/Proprietor to the Head of the Postal Circle in which it is published. It should be accompanied by—

- (a) a list showing the names and addresses of at least fifty bona fide subscribers and two copies of the latest issue of the newspaper sought to be registered, and
- (b) a certificate from the District, Presidency or Sub-divisional Magistrate within whose local jurisdiction the newspaper is printed or published or the printer or the publisher resides, that :
 - (i) the declaration or declarations required by Section 5 of the Press and Registration of Books Act, 1867, has or have been made ;
 - (ii) no such declaration is required under the said Act as (the publication is not a newspaper according to the definition given in Act).

On registration, the newspaper is assigned a number by the Head of the Postal Circle or any other authority concerned. It is obligatory that all copies of the newspaper should bear this number in print at any convenient place, either on the first or on the last page. The newspaper is required to be posted at the place of publication by its proprietor, manager or publisher on the dates specified by him in advance to the postal authorities. If any change is envisaged, three days' notice is required to be given to the Post Master of the place. In cases where the publisher cannot adhere to the requirement of three days notice owing to reasons beyond his control, the Head of the Circle may, in relaxation of this provision, permit the posting of the newspaper at any time subsequent to the prescribed date provided the application for the late posting is received by him before the prescribed date of posting. The interval between the dates of publication of the issue sought to be posted late and the previous one should not in any case exceed 31 days. An issue of a newspaper has to be posted on the specified day or date except in the case of weeklies, fortnightlies, or monthlies, which may be posted on two consecutive days falling within the same week from Monday to Sunday. Copies should be posted either without a wrapper or with a wrapper with both ends open, so that it can be easily removed for inspection by the Postal authorities. It should be ensured that the registration mark is clearly visible without removing the wrapper or the envelope. The registration number is not to be printed on the wrapper. The first registration is valid upto 31st December of the calendar year following that in which it was effected. Every subsequent renewal of registration remains in force for one calendar year. Applications for renewal of registration have to be made so as to reach the officer concerned at least one month before the date of expiry of the previous registration and should be accompanied by two copies of the latest issue of the newspaper. A late fee of Rs. 5 is charged by the post office for each application for renewal received later than the last working day of the calendar month preceding the last month of the period of previous registration. Renewal in all cases is granted only when the Head of the Circle is satisfied that the conditions regarding the nature of contents, periodicity of publication and *bona fide* list of subscribers are fulfilled. In case the previous registration expires before the registration is renewed, the paper shall be prepaid at book packet rates pending renewal. In case the application for renewal is received

after the date of expiry of the previous registration, fresh enquiries as in the case of first registration are made and a fresh registration number is allotted in such cases.

4. *Packets of Newspapers* : The following conditions regulate the posting of packets containing more than one copy of the same issue of a registered newspaper :

- (a) Each packet shall contain only copies of the same registered newspaper and of the same date.
- (b) Such packets shall be posted in the same post office and on the same fixed days as in the case of single copies of that registered newspaper, and shall be addressed to the Local Agent of the registered newspaper at the place of destination.
- (c) The packets shall not be delivered at the addressee's residence but shall be handed over to the addressee or his recognised agent at the office of the destination.
- (d) The Proprietor, Manager or Publisher of the registered newspaper communicate to the office of posting the name and address of every such Local Agent and the name of the post office or mail office of destination or the Railway station at which delivery of the packet has to be effected.
- (e) The office of posting shall take steps to get the names and addresses of such local agents registered at the post office or mail office of destination or with the Railway Mail Service section by which the delivery will be effected.
- (f) The addressee or his agent shall call and take delivery of the packet at the window of the post office or rail office or from the Railway Service Van.
- (g) The sender of a packet containing more than one copy of a registered newspaper shall arrange to have the following indicated on the packet—

“To be delivered at Window”.

5. Registered newspapers (including magazines and periodicals) which are published at intervals of not more than 31 days and which post more than 500 copies at a time are permitted to post their copies without affixing postage stamps. For this purpose, an application has to be submitted by the publisher to the Head of the Circle for a licence furnishing the following particulars :

- (a) The average number of (i) single copies of the newspaper and (ii) packets containing more than one copy, per issue of the paper posted each time.
- (b) Average weight of (i) a single copy of the paper and (ii) a packet containing more than one copy of the paper to be posted each time.
- (c) Postage payable on (i) a single copy and (ii) the average postage payable on each packet containing more than one copy of the paper to be posted each time.
- (d) Total amount of average postage on all the papers (single copies and packets) which would be posted each time.
- (e) The number of days in a month on which the papers would be posted.

The publishers are required to deposit the amount equivalent to the total of one month's postage as security deposit in cash or in National Savings Certificates pledged to the Head of the Circle concerned or the amount may be covered by a guarantee from the State Bank of India. The amount of postage due on all postings has to be adjusted twice a month on the 16th for posting between the 1st and 15th of the month and 1st of the following month in respect of the postings from the 16th to the end of the month. After the newspaper has deposited the amount of the security a licence is issued by the Head of the Postal Circle authorising posting of the newspaper without pre-payment. The licensee is required to print the licence number along with the words: "licensed to post without pre-payment" below the "Registration No....." Copies of the newspaper should be handed over at the window along with an invoice in duplicate in the form prescribed for the purpose showing the details of the posting. One copy of the invoice after comparing the entries with the copies posted will be returned to the poster duly signed and date stamped. On the basis of the invoices relating to the postings during the periods, bills are prepared for recovery of the postage amounts. In the event of non-payment of a bill within a fortnight following the fortnight to which the bill relates, the posting of the paper without pre-payment of postage will immediately be stopped and the licence deemed to have been cancelled. The licence is renewable at the discretion of the Head of the Postal Circle. If at any time it is found that the security deposit already made or the bank guarantee provided is less than the payment for the preceding month, the licensee may be called upon by the post office to increase the security deposit or bank guarantee, as the case may be, in order to cover the increased amount. In case of failure to do so, the Head of the Postal Circle has the right to cancel the licence. The licence is revocable on seven days' previous notice in writing at the discretion of the Head of the Postal Circle without assigning any reason whatsoever therefor.

6. *Postal Rates* : Newspapers enjoy certain concessions in the matter of postage payable on transmission of newspapers as follows :—

Newspapers registered under the Post Office Act (single copy) :

- | | | |
|--|-------|---------|
| 1. For a weight not exceeding 100 grams | .. .. | 2 paise |
| 2. For a weight exceeding 100 grams but not exceeding 200 grams | .. .. | 3 paise |
| 3. For every additional 200 grams or part of that weight exceeding 200 grams | .. .. | 3 paise |

In the case of more than one copy of the same issue being carried in the same packet:

- | | | |
|--|-------|---------|
| 1. For a weight not exceeding 100 grams | .. .. | 3 paise |
| 2. For every additional 50 grams or fraction thereof exceeding 100 grams | .. .. | 2 paise |

Or the total amount payable as postage on the copies contained in the packet, if each such copy had been sent separately, whichever is less :

Provided that such packet shall not be delivered at any addressee's residence but shall be given to a recognised agent at the Post Office.

Book packets containing periodicals only which are registered with the Press Registrar of India.

- | | | |
|---|---------|---------|
| 1. For the first 100 grams or fraction thereof | .. .. | 8 paise |
| 2. For every additional 50 grams or fraction thereof in excess of the first 100 grams | .. .. . | 3 paise |

Air Mail

Packets (including Registered newspapers)

- | | | |
|--|---------|---------|
| Each 10 grams or part | .. .. . | 4 paise |
| (a) Each 25 grams or part (see Note below) | .. .. . | 2 paise |
| (b) Each 50 grams or part (see Note below) | .. .. . | 2 paise |

NOTE—The surcharges at (a) and (b) apply to registered newspapers if pre-paid for limited air conveyance over the routes (a) Calcutta-Gauhati, Calcutta-Silchar, Amritsar-Jammu and Amritsar-Srinagar and (b) Patna-Kathmandu and Srinagar-Leh/Kargil respectively.

7. The Postage rates applicable to registered newspapers prior to the introduction of the decimal coinage system were :—

- | | | |
|--|---------|--------|
| For a single copy weighing 10 tolas (116 grams) | .. .. . | 3 pies |
| For a single copy weighing 10-20 tolas (232 grams) | .. .. . | 6 pies |

That is, 64 single copies each weighing 116 grams could be posted for one rupee.

On conversion into the decimal coinage system, the following rates were prescribed :—

- | | | |
|--|---------|---------|
| For a single copy weighing up to 100 grams | .. .. . | 2 paise |
| For a single copy weighing 100-200 grams | .. .. . | 3 paise |

That is, 50 single copies each weighing 100 grams can be posted for one rupee.

Thus, the conversion to the decimal coinage system has resulted in a higher financial burden on newspapers, both from the point of view of the weight as well as the postage charge. It is understood that the Indian Languages Newspapers' Association had drawn attention to this hardship on small newspapers as far back as 1956.

The Committee have examined this question in detail. Most of the small newspapers weigh less than 50 grams. We, therefore, recommend that the postage rate be reduced to one paise for each single copy weighing up to 50 grams. This concession will be of considerable advantage to small newspapers and periodicals.

8. *Loss of copies in postal transit* : Representations have been made to the Committee about the loss of copies despatched through the post. Complaints are more frequent in regard to illustrated periodicals. In this connection, Committee's attention was drawn in particular to the correspondence exchanged between the publisher of an Oriya daily of Cuttack and the concerned Postal authorities with regard to the loss of copies of that daily newspaper in the post. The Postal Department investigated the allegation. They contended that there was no basis for the complaint and advised the daily newspaper that copies should be despatched by registered post. The representative of the Postal Department who appeared before the Committee gave the assurance that the Postal Department was already seized of the matter and had taken steps in that direction to stop the pilferage of copies transmitted through the post. The Committee recommends that the P. & T. Department should take effective steps to plug all loopholes to ensure that copies are delivered to the addressees without being tampered with in post.

9-1. The Committee received complaints that the Post Masters are allowing late posting of newspapers only up to three days after the prescribed date of posting. Representations were made that the newspapers which could not be posted on the prescribed date should be accepted for posting up to a week of the fixed date without prior application for relaxation. The Posts and Telegraphs Department have maintained that there is no time limit up to which a registered newspaper can be posted later than its due date of posting provided certain conditions are fulfilled. These are that an application must be made to the local Post Master three clear days before the due date of posting whenever late posting is apprehended. If three clear days notice cannot be given, an application has to be made to the Post Master General intimating why such a notice could not be given. Even this application has to reach before the due date of posting. The Post Master or the Post Master General, as the case may be, can authorise the late posting of such a newspaper on any day subsequent to the due date of posting. We would like here to cite a case which will illustrate the hardship of some of the newspapers. A newspaper, which was to have appeared on a Monday in a week, had suffered a break-down in printing arrangements on Sunday and it was, therefore, not possible for the newspaper concerned to give three clear days' notice to the Post Master. Under the rules he had to apply to the Post Master General to seek relaxation of the rule. This led to considerable delay. We recommend that where a newspaper, on account of some unforeseen circumstances, is obliged to delay the date of publication, the rule of three clear days' notice before the due date of posting should not be insisted upon. Further, the power to relax the rule should be delegated by the Post Master General to the local Post Master, so that speedy action can be taken on such applications.

9-2. In one State, a number of witnesses represented that local Post Masters permitted late posting up to three days only on grounds of the failure of the press, while delays on other grounds were not conceded. The result was that some of the publishers had to resort to a mis-statement to seek relaxation in the date of posting. The rules do not require newspapers to intimate reasons for late posting, though in actual practice, publishers are being required by the postal authorities to state the reasons for delay in posting.

It is recommended that suitable instructions may be issued by the Posts and Telegraphs Department to Post Masters to clarify the provisions of the rules and to take into consideration other delays also.

9-3. It was represented to the Committee that in the case of monthly publications, where delays in production resulted in an interval of more than 31 days between the date of last posting and the date when the delayed posting was sought to be made, the postal authorities do not permit such delays on the plea that, as per definition of a registered newspaper under the Post Office Act, they could not accept the publications coming out at longer intervals than 31 days as newspapers. The Committee recommends that the postal authorities should liberally interpret the definition and treat all periodicals which normally come out at intervals of not more than 31 days as newspapers regardless of occasional delays in their production and posting.

10. *Express Delivery* : 'Express Delivery' articles are sent out for delivery through a special messenger immediately on receipt of the mail at the office of destination. Many newspapermen, while deposing evidence before the Committee, complained against delays in this service. According to them, the ordinary postal service is sometimes better than express delivery service. This service is mainly used by newspapers and their correspondents and the Committee recommends that it should be properly organised by the postal authorities with a view to prompt delivery.

11. *Telegraphic Facilities* : The P. & T. Department accepts inland Press telegrams at Press rates subject to certain conditions such as (a) that the telegram must be addressed to a Newspaper or News agency, the name of which has been registered by the Director-General, Post and Telegraph ; (b) it must be addressed to the newspaper or news agency, by means of its registered title, and to the town at which the newspaper or news agency is registered. For the receipt of press telegram at Press rates, each authorised newspaper, periodical publication, news agency or broadcasting station may have an abbreviated address registered free of charge; (c) it must contain only intelligence which is clearly intended for publication in registered newspapers etc.

12. *Flash Press Telegrams* : This class of inland press telegrams with a higher priority over 'Express' private telegrams can be booked by any accredited press correspondent possessing a Press authority addressed to a registered newspaper or news agency. Such telegrams are limited to a maximum of 100 words excluding the name and address of the sender and are charged for as inland express private telegrams. Flash telegrams are also communicated over the telephone to any addressee who registers instructions to this effect at the local telegraph office provided such facilities exist there. Only four flash Press telegrams, prepaid or bearing, are allowed to be booked by one press correspondent on any one day. Flash telegrams are also communicated over the telephone to any addressee who registers instructions to this effect at the local Telegraph Office provided such facilities exist there.

13. Rates of Press Telegrams :

For delivery in India

Class	Unit No. of words	Unit rate	
		Rs. P.	Each additional five words
Express	50	1.50	0.13
Ordinary	50	0.75	0.07

14. *Multiple Press Telegrams* : Multiple Press messages addressed to several addresses are charged for as a single message together with a copying fee of thirtyfive paise for any number of chargeable words not exceeding 100 plus seven paise for each additional 20 words or part thereof for each address after the first provided that all the addresses are served by the telegraph office of destination. Inland Multiple Press Telegrams booked and delivered in India where the addresses are served by different telegraph offices are charged as follows :—

Telegraph Office	For the first address	For the subsequent addresses
First	As for a single inland press telegram of the same class and length.	Copying fee at the prescribed rate.
Second	At 3/4ths of the charges for a single inland press telegram of the same class and length.	Do.
Third	At 1/2 of the charges for a single inland press telegram of the same class and length.	Do.
Fourth and Subsequent	At 1/4th of the charges for a single inland press telegram of the same class and length.	Do.

The address in a press telegram includes the name of the office to which the telegram is to be transmitted, the name of the correspondent, and the name and address (if necessary) of the newspaper or news agency.

Delivery of Press Telegrams : Press telegrams of either class are sent out for delivery as soon as received, by day or by night.

15. *Press Telegrams without prepayment* : Arrangements exist whereby press telegrams may be accepted without prepayment provided that the newspaper or news agency desiring this facility obtains previous sanction from the Director-General, Posts and Telegraphs.

16. *Telegrams in Devnagari Script* : All classes of inland telegrams in Hindi or any other modern Indian language, written in Devanagari characters, can be sent to and from all telegraph offices, the names of which are given in the Telegraph Guide.

17.1. *Allotment of telegraph circuits and teleprinter machines and Rates/Rentals in force* : The Telegraph Department rent out telegraph circuits to individual users between one point and another in the same city or between different centres. The charges for such circuits in the case of individual users are Rs. 60 per mile per annum for the first 25 miles, Rs. 45 per mile per annum for the next 475 miles and Rs. 30 per mile per annum thereafter.

This covers 24 hours' usage, but for part time renting, the charges recoverable are 1/6th of the full time rental for the first hour and 1/24th for every additional hour. Newspapers and news agencies are, however, charged at the uniform rate of Rs. 30 per mile per annum irrespective of the distance. Circuits rented out for part-time use of newspapers and news agencies are charged for at the rates of 1/24th of the full time rent for every hour or part of an hour plus 10% of that amount.

17.2. The circuits rented at this concessional rate can be used only for the transmission of 'Press' messages as provided in the Indian Telegraph Rules. Recently a decision has been taken to allow newspapers and news agencies to use their leased telegraph circuits not only for the transmission of 'Press' messages but also for matters relating to their administration, advertisement and accounts at a rate equal to the Press rate plus 25% of the commercial rate. These rates, which were fixed before the War, have not been raised since and compare quite favourably with the rates in other countries. Any reduction, according to the P. & T. Department, in these rates would be uneconomical.

17.3. For use on these Telegraph circuits, the Telegraph Department rent out Teleprinter machines, if available, on annual rental of Rs. 1,000 per machine. A teleprinter factory has since been installed at Madras which is manufacturing machines. It is expected that within a few years, the production of this factory will meet all the requirements of the country both for departmental use and for the purpose of leasing out to subscribers.

17.4. At present, Teleprinter machines are available both in Roman as well as Devnagari script. The Telegraph Department have practically finalised a design for a suitable teleprinter keyboard for the Devnagari script. As on August 1, 1964, 52 Teleprinters with Devnagari keyboard were in use in the country, of which 24 machines were rented out to News Agencies, like Hindustan Samachar, and other organisations such as Press Information Bureau of the Government of India and the Director of Publicity, Bombay. Demands have been received by P. & T. Department for more of such machines which are expected to be met by Hindustan Teleprinter Ltd., shortly by import or otherwise. The rentals for Hindi machines are identical with the rentals of English machines.

17.5. Upto 1-4-64, 162 circuits were made available to newspapers and news agencies. The pending demands from Press interests were 214 on 1-4-1964. Out of these, 62 circuits have since been allotted or offered and 52 cancelled on the request of the parties concerned. On 31-1-1965, only 100 applications remained pending.

17.6. Hindustan Teleprinter Ltd., expects to turn over 2,000 teleprinter machines a year, during 1965-66 and 1966-67. The output is expected to rise to over 8,000 machines a year by the year 1971-72.

18.1. *Multi-destination Newscast service* : Apart from foreign Press telegrams sent by individual correspondents, a substantial portion of the foreign news appearing in the newspapers comes from abroad in the form of multi-destination newscasts. These newscasts are broadcast by certain foreign news agencies to be picked up by recipients who would make their own arrangements for the purpose. It has been decided by the Government of India that wireless news reception facilities from foreign news agencies should be granted only where the distribution of news within the country is effected through an Indian news agency, owned and managed by Indians, which would have full and final authority in the selection of foreign news for distribution and which would also be in a position to supply Indian news in reasonable volume to foreign news agencies with whom they have working arrangements. It has, therefore, been decided that such communication facilities should be given on the application of an Indian news agency and that it would be the responsibility of such Indian agency to ensure that the facilities so granted are used to the advantage and benefit of the country.

18.2. At present, the P.T.I. has the facility of receiving newscast service of "Reuters" and Agence France Presse at Bombay. The United News of India Ltd., has the facility of receiving at Delhi newscast service of "Deutsche Press Agentur", a news service of Hamburg (West Germany) and the "Associated Press of America". These newscasts are received through the P. & T. Wireless station.

18.3. At present the charges for receiving newscast facilities levied by the Indian Posts and Telegraphs Department are based on the time of use and not on the wordage received. The present charges are as follows :—

- | | | |
|--|----|----------------------|
| (a) For the first 6 hours or part thereof daily | .. | Rs. 25,000 per annum |
| (b) For each single period of 6 hours or part thereof over the first 6 hours daily | .. | Rs. 6,000 per annum |

These rates are applicable irrespective of the method and speed of reception for this service. For the use of this facility for part of a year pro-rata charges are levied subject to a minimum charge of 1/12th of the annual charge stated above. The chargeable period of time is computed regardless of whether the facility is availed of for a continuous period of time daily or for split periods. Over and above this charge, an accounting fee of 3% is charged on the total charges levied on time schedule basis.

19. The Committee has received numerous representations to the effect that teleprinter and telegraph circuits frequently go out of order. Particularly, complaints were made to the Committee in Srinagar that teleprinter circuits remained out of order almost half the time daily. The same is the position more or less in regard to the telegraph circuits operating in Tripura, Manipur and Assam.

We have been informed by the P. & T. Department that with the manufacture of modern type of VFT equipment within the country, the quality and quantity of telegraph circuits are gradually improving and that the P.& T. projects for laying coaxial cables on the major trunk routes and also installing micro-wave system in difficult terrains will result in considerable improvement in the telegraph service as a whole, with a corresponding effect on the Press traffic. Telex service with international facilities has already been introduced in the principal cities of India. This service is being extended to other cities and is being utilised by newspapers and news agencies also. We need hardly emphasise how important it is that teleprinter and telegraphic circuits should work efficiently. We hope that the P. & T. Department would pay special attention to setting right the genuine grievances of the present users of telegraphic and teleprinter facilities. We recommend that applications from newspapers/periodicals and news and feature agencies should be given top priority in allocation. Special concessional rate should be allowed for press connections.

20. *Collect Facilities* : Collect facilities (or received to pay) for press telegrams from and to India are available with almost all countries in the world with only a few exceptions. Collect arrangements are generally made for periods not exceeding two years, at the end of which parties have to apply for renewal.

21. *Allotment of overseas telegraph circuits and teleprinter machines* : The Overseas Communications Service provides at Bombay, Calcutta, New Delhi, Madras and Ahmedabad, overseas telegraph circuits for the exclusive full time use of the lessee, on lease, to the extent necessary facilities exist. The rentals for the Indian end of the radio circuits are as follows :—

			Rs. per annum
(a)	Full speed 66 words per minute channel	.. ..	2,85,000
(b)	Half speed 33 words per minute channel	.. ..	1,90,000
(c)	Quarter speed 16 words per minute channel	.. ..	1,14,000

A rebate of 5% on the 2nd and 10% on the 3rd and succeeding channels is offered to the same lessee. Subject to certain conditions being met, these leased channels can be shared by the lessee with other parties who have genuine pooling arrangements between the contracting parties and who have common offices for transaction of their business operations in India; a surcharge of 10% of the basic rental is made for each co-sharer, with a maximum of 37½ on each lease. (Landline extensions within India are provided by the Indian Posts and Telegraphs Department and charged for extra. Similarly, separate charges are payable to the administration at the other end also).

21.2. The Overseas Communications Service also provides wherever possible, terminal teleprinter equipment for such leased circuits at an annual rental of Rs. 1,000 per machine.

21.3. The Service will be extended to Coimbatore, Hyderabad, Bangalore, Madurai, Kanpur and Nagpur very shortly. About 24 stations are expected to be provided with Telex facilities by the end of the Third Five Year Plan. Newspaper offices can make use of the facility for quick exchange of despatches. The rental for the telex subscriber's line inclusive of rent for the terminal teleprinter machine is Rs. 1,000 per annum within the local area of a telephone exchange system. For distances beyond, scheduled additional rates apply. The telex service is available at present with the following countries:—

Aden, Argentine, Australia, Austria, Bahrain, Belgium, Bermuda, Brazil, Britain, Bulgaria, Canada, Czechoslovakia, Denmark, Ethiopia, Farce Islands, Federal Republic of Germany, Fiji, Finland, France, German Democratic Republic, Ghana, Greece, Hong Kong, Hungary, Iceland, Irish Republic, Israel, Italy, Jamaica, Japan, Kenya-Uganda-Tanganyika, Lebanon, Luxemburg, Malaysia, Malta, Mexico, Netherlands, New Zealand, Norway, Peru, Philippines, Poland, Republic of Sudan, Rumania, Spain, Sweden, Switzerland, USA, USSR, Thailand and Yugoslavia.

22.1. *Press Rates*: Overseas Telegraph Press rates are maintained at specially low rates. The rate for Press telegram with all Commonwealth countries is Rs. 0.06 paise per press word; this covers the majority of India's overseas press telegraph traffic. Press rates with non-Commonwealth destinations are usually kept at approximately 1/3rd the rates for ordinary telegrams. However, Press rates with neighbouring countries have been negotiated at special rates as follows:—

List of countries showing reduced Press rates

Country					Old Rate	Reduced Rate
					Paise	Paise
(1) Afghanistan	..	..	..	..	28	17
(2) Russia	..	..	..	..	34	22
(3) China	..	..	..	..	31	25
(4) Thailand	..	..	..	..	44	25
(5) Indonesia	..	..	..	..	41	25
(6) Japan	..	..	..	..	53	25
(7) Hanoi	..	..	..	..	34	25
(8) Egypt	..	..	..	..	31	28
(9) Iran	..	..	..	..	31	25

22.2. An important medium of news dissemination not yet adequately used by the Indian Press in contrast to the position obtaining in other countries is the facility of transmissions on a multideestination basis by leasing time for "Press Cast" transmissions. The Overseas Communications Service provides such radio transmission charges, for such transmissions are low and are reckoned on minimum economical basis.

23.1. *Telephone and Telex Connections for the Press* : Telephone connections to newspaper representatives, Press correspondents, journalists, etc. are being provided by the P. & T. Department under the 'exempted' category in O. Y. T. (Own Your Telephone) stations and "Priority" category in non-O. Y. T. stations. The heads of Circles/Districts are competent to register such requests for provision of telephone connections in these categories. We recommend that high priority should be given for the demands of telephone connections from *bona fide* Press interests. Normally it should be possible for the Department to sanction a new connection within three months from the date of application, and to instal the telephone within a period not exceeding a month from the date of sanction.

23.2. We further recommend that applications for Telex connections from *bona fide* Press interests should also be accorded high priority in the matter of sanctioning and installing of connections within the periods specified above.

24. *Telephone Trunk Calls* : A rebate of 12½ per cent is allowed on Press trunk calls which can be booked from any telephone number or Public Call Office but only to a telephone number which has been registered as a Press telephone. These calls are treated on the same footing as trunk calls from the general public. Such calls should clearly relate to matter intended for publication in a newspaper. The Committee recommend that to facilitate press traffic, the maximum duration of such calls should be raised to 12 minutes and they should be accorded priority in bookings.

TRANSPORT

25. *Railways : Freight Charges* : Parcels of newspapers offered for despatch by registered newspapers or their accredited agents for carriage by passenger or parcel trains are booked at owner's risk at the following concessional rates:—

- | | |
|--|--|
| (a) Current registered newspapers and magazines when sent from the office of issue to the agents or from them to sub-agents and unsold copies returned by the agents to their Head Office (approximately 1/3rd of the full parcel rate). | Not exceeding 2.5 Kilograms: 20P.
Exceeding 2.5 Kg. but not exceeding 5 Kg.: 30P
Exceeding 5 Kg.: 40P. |
| (b) Registered newspapers and magazines old, despatched }
otherwise than as indicated in item (a) above. | } At half parcel rates. |
| (c) Unregistered newspapers and magazines, current or old } | |
| (d) Registered Law Journals, Law Reporters, and Law Magazines. | At full parcel rates. |

26.1 *Monthly Account System* : Managements of daily and weekly newspapers are permitted to pay freight charges on the despatches of newspaper parcels through monthly bills on the weights carried to different stations and to different consignees at the same station instead of collecting the same on each parcel every day at the time of booking and issuing receipts for each parcel.

26.2. An amount equivalent to two month's average freight transactions is taken as security deposit from the newspaper managements before the facility is given. This amount is subject to revision when on a later date it is found that the freight charges exceed the deposit held. This facility is offered to newspaper

managements of standing whose freight transaction at a particular station exceeds Rs. 250 per mensem, the minimum security deposit being Rs. 1,000. In respect of firms which desire the facility at more than one station the minimum transaction of Rs. 250 is not insisted upon at the other stations but a consolidated deposit is taken into account for the entire despatches.

26.3. Newspaper parcels are tendered at the respective forwarding stations not less than half an hour before the scheduled departure of the trains by which they are intended to be despatched, together with 3 copies of the delivery list separately prepared for each train sent sufficiently in advance, say, by about 14.00 hours every day. Any shortage or excess is recorded in the original copy of the delivery sheet to be handed back to the representative of the consignor firm together with the time of arrival of newspaper parcels for each train, after despatch has been completed for the day.

26.4. If the newspaper parcels are brought to the station later than half an hour before the scheduled departure of the concerned train, no assurance can be given that the parcels will go by that particular train. The Railway staff may remark on the firm's copy of the delivery sheet that it was not possible to check the particular lot of paper parcels due to their late receipt and in such circumstances, no responsibility can be accepted for any shortage of parcels that may be reported late in such consignments. In any case, loading of parcels must be completed five minutes before the departure of the train.

26.5. Newspaper managements should return the statements duly countersigned within three days in token of the correctness of despatches effected during the month. It is the responsibility of the Station Master to get the statements back from the management duly countersigned within the period stipulated.

26.6. Station Masters of destination stations are guided by the names and addresses of the agents of the consignee furnished in the labels pasted on each newspaper parcel bundles. Changes in the names of agents or consignees should be advised by the management to the forwarding and destination stations.

This facility is confined to the publication for which previous permission is granted and the management should not enclose or despatch any other publication for which weighment facility is not given.

27. *Transport by bus service* : Representations have been made to the Committee that the distribution of small newspapers even within the State concerned is hampered to a considerable extent for want of adequate transport facilities, specially where there is no rail service, and that distribution by post takes a much longer time. In such cases bus service is the only means available in a number of districts. The Committee has been informed that the bus services have in most cases been reluctant to carry newspaper parcels. In most of the States bus services have been nationalised. The Committee recommends that State Governments should provide facilities to newspapers and periodicals for the carriage of their copies at convenient timings, by State and other licensed

buses at a concessional rate like the Railways. Such concession would be in the public interest in that if newspapers are not able to reach the distant areas in time, there is the risk of rumours and unreliable and distorted news giving rise to law and order situations and many other problems. Newspapers in border States like Himachal Pradesh, Tripura, Manipur, etc. where there is no rail service and where the post takes many days to reach require this facility the most. In Kerala, no satisfactory arrangements exist for the carriage by road of copies of newspapers published from Ernakulam to Trivandrum, the Capital of the State, and vice versa. If suitable transport could be organised by newspapers themselves, which would run at the timings convenient to them, the step will help considerably in promoting their circulations.

28. *Air facilities:* The Indian Airlines Corporation carry newspaper consignments on their aircrafts, allowing a rebate of 25 per cent on their basic freight rate. The international carriers allow a rebate of 50 per cent for newspaper shipments. The IAC have pleaded that it is not possible for them to raise the present quantum of rebate to the level of the International carriers as they have larger capacities and can afford to allow a higher rebate on commercial considerations. The IAC have also pleaded their inability to increase the amount of space allocation on their aircrafts owing to limitations on their available capacities. The Corporation, however, give credit facilities in freight charges to newspapers. These are individual arrangements concluded between a newspaper office and the Corporation depending upon the weight of the shipments and the status of the newspaper. A complaint was made before the Committee that the IAC sometimes off-load newspaper parcels indiscriminately. The Corporation stated that there is a shortage of capacity and in the event of an aircraft being disabled, it is not possible in all cases to provide a substitute aircraft of the same type and capacity. Sometimes IAC's aircraft are requisitioned on urgent Government requirements resulting in restrictions on freight and mail flights. The Committee impressed upon the representatives of the Corporation that newspapers are an essential commodity concerned with purveying news and information. Delay in the circulation of newspapers, particularly in emergencies, may give rise to rumours and unconfirmed news causing law and order problems. The Committee, therefore, recommends that newspaper consignments should, where off-loading is unavoidable, be given preferential treatment in subsequent shipments.

29. The newspaper industry is highly competitive. In order to feed their readers with the latest news, newspapers have to depute correspondents to gather news from different points where events take place. Separately we have made a recommendation that the representatives of small newspapers should be given concession for rail travels on press work. It is not unoften that the representatives of small newspapers and periodicals have to travel by air also for *bona fide* press work. We recommend that in order to facilitate the development of small newspapers, representatives of small newspapers should also be given suitable concession in air fares by the Airlines Corporation and other carriers.

30. According to the present practice, the addressees of the parcels carried by the Airlines Corporation have to call on the Cargo Office to collect them.

Sometimes air services are delayed and sometimes the parcels are not carried by the scheduled service but by a subsequent service. Unnecessary journeys and expense have to be undertaken when the cargoes do not arrive by the scheduled flights. It will greatly facilitate matters if the Indian Airlines Corporation could undertake home delivery of the parcels to the addressees without any extra charge, especially in the case of consignments of newspapers and periodicals.

31. Representations were made to the Committee about difficulties experienced by small newspapers and periodicals in the sale of their copies at railway platforms. Some of the railway stations do not have any arrangements for the sale of newspapers etc. At other stations railways have standing arrangements with certain book-stalls. The latter, it was alleged, prefer to stock those newspapers and periodicals which give them a higher commission, and are less keen to take up the sales agency of district newspapers and periodicals. Vendors other than those engaged by the authorised stall holders are not permitted to enter the railway platform for the sale of newspapers. The display arrangements of the present stall-holders are also far from satisfactory, so that small newspapers are not able to command sufficient sales at the railway stations. This is an important matter for the circulation of small newspapers and periodicals. We would recommend that the Railways should throw open to newspaper hawkers at all these stations where no book-stalls exist at present for the sale of newspapers and periodicals. Representatives of the newspapers, etc. should be permitted to enter the railway platforms when the trains arrive to hawk their copies around the compartments. Where book-stalls have already been contracted on long-term basis. Railways should insist that they should also stock local and district newspapers and periodicals. Some of these stalls do not have adequate arrangements for the sale of newspapers etc. around the compartments when the trains are parking. Railways should see to it that such arrangements are made for the convenience of the passengers.

32. At present there are no arrangements at all for the sale of newspapers in running trains. The reading habits of the public are spreading fast and arrangements for the supply of copies of newspapers would be in keeping with the spirit of the times. Such arrangements appear easy in the case of vestibule trains. However, the Railway Board should apply its mind on the question of providing facilities for the sale of newspapers and periodicals on running trains.

CHAPTER IX

NEWS SERVICES

There are four principal indigenous News Agencies operating in India at present. They are the Press Trust of India, the United News of India, the Hindustan Samachar and the India News and Feature Alliance. A brief description of these four News Agencies is given in the succeeding paragraphs.

2.1. *Press Trust of India*: Established in 1949, the news agency is ranked as the biggest news agency in Asia. It has about 50 offices within the country connected by teleprinter lines, about 32,000 kilometers in length. Its services are subscribed to by 384 parties, including about 200 newspapers.

2.2. *Constitution*: P. T. I. is a public limited company, registered under the Indian Companies Act, 1913. It has an authorised share capital of Rs. 25,00,000 of which Rs. 5,00,000 is issued and Rs. 4,17,750 is paid up. It is a non-profit sharing news agency whose profits may only be applied to the promotion of the objects of the Company, namely, to collect and transmit news and general intelligence. Clause 5 of the Memorandum of Association of the News Agency says that membership of the Company shall be restricted to the owner or owners of a newspaper or newspapers regularly published in the Union of India and subscribing to any of the news services run by the Company, and no other shall be entitled to become, or be, or remain, a member of the Company.

2.3. Under Clause 6, the Company shall at all times make every endeavour to ensure (i) that the control of the Company's news service shall at no time pass into the hands of any one interest, group or section; (ii) that the integrity, independence and freedom from bias of the news service maintained by the Company shall at all times be fully preserved, and (iii) that the conduct of the Company's news service shall be so administered that it shall supply an economic, efficient, comprehensive, unbiased and reliable news to all subscribers wherever situated without discrimination.

2.4. The voting right of shareholders is restricted to a maximum of five votes, the object being that the Agency is not dominated or seized by any group or individual to serve any sectional interests.

The management of the P. T. I. is vested in a Board of Directors and the day to day administration is carried out by a General Manager.

2.5. *Daily Wordage*: The daily wordage of the news agency service is estimated as follows:

(a) Indian sources	..	..	Between 45,000 and 50,000
(b) Foreign news agency sources—			
Reuters	..	..	Between 18,000 and 20,000
A.F.P.	..	..	Between 6,000 and 8,000
(c) From PTI's own foreign correspondents	..	..	Between 2,500 and 4,000

2.6. *Subscribers*: The subscribers of the news agency services are :

"A" Service	..	..	..	32 dailies (English—26, Indian Languages—6)
"B" Service	..	..	..	30 dailies (English—4, Indian Languages—26)
"C" Service	..	..	..	133 dailies (English—11, Indian Languages—122)

In addition, the service is subscribed by—

(i) Small periodicals	..	..	..	..	7
(ii) Others (e.g., USIS, AFP, BIS, etc.)	..	..	..	..	10
(iii) Government offices	..	..	..	..	49
(iv) Commercial Subscribers	..	..	..	..	119

The commercial subscribers pay between Rs. 3,000 and Rs. 20.83 per month depending upon the type of service received by them.

2.7. *Subscription Rates*—The subscription tariff for newspapers effective from 1st January 1962 is as follows :—

Class of Service	Basic Subscription	Teleprinter Rental	Circulation Surcharge
1	2	3	4
For English language newspapers :			
"A"	Rs. 4,000	Rs. 220 × 2	Rs. 210 per unit of 2,500 copies over 10,000 circulation.
"B"	2,200	198	Rs. 116 per unit of 2,500 copies over 10,000 circulation.
"C"	1,320	187	Rs. 70 per unit of 2,500 copies over 10,000 circulation.
For Indian Language newspapers :			
"A"	2,000	220 × 2	Rs. 105 per unit of 2,500 copies over 10,000 circulation.
"B"	1,100	198	Rs. 58 per unit of 2,500 copies over 10,000 circulation.
"C"	660	187	Rs. 35 per unit of 2,500 copies over 10,000 circulation.

1,250 copies and above in each slab of 2,500 are taken as one unit for the purpose of calculating this surcharge.

Newspapers having circulations below 5,000 copies per day are charged teleprinter rental at Rs. 110 per month. The service to the State Government is charged @ Rs. 1,500 p.m. for one teleprinter and Rs. 500 extra for each additional teleprinter.

The rate of subscription for commercial subscribers are kept uniform as far as possible but there may be variations depending upon the nature of the service, the centre at which the service is delivered etc.

2.8. *Revenues:* The revenues earned per month are as follows:

"A" Service Subscribers	Rs.
	2,35,900
"B" Do.	55,000
"C" Do.	1,30,000
Others	2,000
Commercial Firms	47,000
Government subscribers, including foreign Embassies, etc. but excluding A.I.R.	79,600
All India Radio	94,550

The language-wise breakdown of the newspaper subscription revenue is given in Table I. It will be seen that both in the matter of number of newspaper as well as in the amounts of subscription paid, English language newspapers are the largest number among the subscribers. It is followed by Hindi, which has only 36 subscribers; two to the "A" Service, two to the "B" service and 32 to the "C" service. English language subscription accounts for the highest percentage of revenue, viz., 54.7, followed by Hindi which comes to 9.9%. Of the total number of newspaper subscribers, the "C" service is subscribed to by 133 newspapers, which give a revenue of Rs. 1.30 lakhs. Against this, the "A" service is subscribed to by 32 newspapers, of which 26 are English language and six Indian language papers. The revenue derived is a little over Rs. 2 lakhs from English language newspapers and about Rs. 30,000 from the rest of the six Indian language newspapers. In other words, 32 "A" service newspapers give the news agency more than half of the revenue derived from 163 English and language newspapers taking its "B" and "C" Services.

2.9. *Volume of Service to Newspapers:* The volume of service made to newspapers is as follows:

"A" Service .. between 75,000 and 80,000 words per day

"B" Service .. between 45,000 and 50,000 words per day

"C" Service .. between 30,000 and 35,000 words per day

The service is given in English, and the agency is not in a position to supply its service in Indian languages. In the words of the news agency itself:—

“To make our service available in 14 languages would be beyond the capacity of a news agency in India. Apart from employing an army of translators, reporters and sub-editors, the cost of which would obviously have to be recovered from newspaper subscribers, technical facilities for transmission of news in several languages are not available in the country. The teleprinter system now in use is considered the speediest mode of transmission and is set to Roman script.

“In the course of years as Hindi is adopted as the national language, the system of transmission may ultimately be changed to Devnagri script. The translation in other Indian languages will still continue to present the same problem as it is now by the use of English. For instance, in one centre, the news agency may have to provide their service in three or four languages.”

2.10. *“C” Service:* The Agency considers its present “C” class service as a brief news service, taking into consideration the fact that it is an all-India agency, catering to the requirements of various newspapers in all parts of the country. To condense this service further would, according to the agency, involve the appointment of additional staff, and it would also necessitate omission of a number of news items which one subscriber or the other might consider important from his point of view. The agency says that it would, therefore, not be possible to give such a comprehensive service at a lower rate of subscription.

2.11. *Subscription Charges from Indian Language Newspapers:* The subscription charged from Indian language newspapers is 50% of that charged from newspapers in the English language. This applies both to the basic subscription, and the circulation surcharge. In places, where there are no teleprinter facilities for transmission of news, PTI provides a summary service at a monthly subscription of Rs. 440. This summary is sent by telegram through the telegraph office and the cost of the telegram has to be borne by the subscribing paper. Such a service is more costly to the newspaper than a service provided by teleprinter.

2.12. *Mofussil Papers:* The agency informed us that in order to encourage the growth of newspapers in the mofussil areas, the PTI Board had decided to provide the PTI service even to a single newspaper subscriber at a centre at the scheduled rate wherever teleprinter circuits are made available by the Telegraph Department even though the subscriptions derived from such single newspaper centres are uneconomic.

2.13. *Payment of Subscription:* Some of the newspapers are not regular in payment of their subscription to the agency. As on 31-7-1964, an amount of Rs. 50,000 was reported to be in arrears on this account.

2.14. *Efficiency of PTI Services*: PTI states that some difficulties are occasionally experienced in regard to the breakdown of the telegraph lines. The efficiency of their service, however, depends largely on the maintenance of the means of communication by the Posts and Telegraphs Department.

3. *United News of India.*: Established in 1960, the United News of India is a public limited company whose shares are limited to owners of newspapers in India. According to the UNI's Articles of Association, two persons prominent in the public life of India can be coopted as directors of the UNI without their being members of the company. The authorised capital of the UNI is Rs. 10 lakhs, of which Rs. 2,82,000 is subscribed and paid up. The UNI's annual revenue is placed at over Rs. 18 lakhs, and the expenses are stated to be about the same.

3.2. The UNI is being subscribed to by 73 newspapers, to whom it supplies its service in English. It has teleprinter connections at 18 centres in the country. The UNI also subscribes to foreign services of three news agencies viz., the Associated Press of America, the Deutsche Press Agentur of West Germany and TANJUG, Yugoslav News Agency.

3.3. The UNI's subscription rate is based on a minimum of Rs. 1,000 per month in the case of English language newspapers and Rs. 400 in the case of Indian language newspapers, with a surcharge of Rs. 100 and Rs. 50 for every additional unit of 2,500 copies above the basic circulation of 15,000 and 10,000 respectively.

4. *The Hindustan Samachar*: The Hindustan Samachar news agency which was started in 1948 as a private limited company was taken over in June 1957 by the Hindustan Samachar Cooperative Society Ltd., organised by the workers of the news agency. It has 190 shareholders.

4.2. As a multi-lingual news agency, it supplies news in Hindi, Punjabi, Urdu, Bengali, Oriya, Marathi, Gujarati and Malayalam besides English to about 100 newspapers. The average daily wordage is 7,000. Its ten offices at New Delhi, Jaipur, Lucknow, Patna, Chandigarh, Jullundur, Calcutta, Bombay, Poona and Nagpur are connected by Devnagri teleprinters. It has its offices in Gangtok and Kathmandu also. Its news services cater mostly to regional language papers.

4.3. The subscription charged from newspapers varies from Rs. 100 to Rs. 300 per month, depending upon the financial capacity of the newspaper concerned. Its gross receipts by way of subscription in 1963-64 came to Rs. 1,15,245 from newspapers and Rs. 82,000 from the State Governments. As more teleprinters become available, the News Agency's services may expand further.

5.1. *India News and Feature Alliance*: INFA was set up on November 14, 1959 as India's first nationally organised news and feature syndicate with the object of supplying both quality news and features to small and medium size newspapers at prices they can afford—material which only the big papers could hitherto secure with their large resources.

5.2. It was started as a sole proprietary concern by its founder but was converted into Durga Das (Pvt) Ltd., on June 1, 1961, with an authorised share capital of Rs. 2 lakhs, of which Rs. 40,200 is issued and subscribed. The company's turn-over for the financial year ending 1965 was Rs. 5.5 lakhs. INFA claims to be the second largest agency in India in terms of clientele and third in terms of gross revenue.

5.3. According to the information supplied by INFA, about 100 newspapers published in English and the regional languages now subscribe to its various services apart from 475 non-newspaper subscribers. The agency, which has its headquarters in New Delhi, has its offices in 15 State Capitals. It also has its full-time representatives posted in London and New York. The agency roughly provides its subscribers some 6,000 to 7,000 words a day.

5.4. INFA today offers three categories of news services (by telegram, by telex and by mail), a daily feature service in English, a Sunday Magazine service, a sports service and a regional language service. The news services are essentially specialised, providing exclusive and off-beat items. These also include newsletters from the Union Capital and the States, offering news behind the news and interpretation of latest trends. The regional language service is run today in Hindi, Telugu, Urdu, Gujarati, Marathi, Tamil, Kannada, Assamese and Malayalam.

5.5. As far as possible, each newspaper subscriber is supplied news and features in the language it desires and at a price it can afford. The charges are fixed in accordance with the financial status of the paper as prescribed under the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act.

5.6. INFA's basic feature service of one article a day for publication on the editorial page comprises the following features: Party Forum, Political Diary, Economic Highlights, Round the States, Round the World, People and Their Problems, Probing the News of the week, and Week in Parliament. The charges per month are as follows :

	Rs.
Class "A" newspapers	500
Class "B" newspapers	400
Class "C" newspapers	300
Class "D" newspapers	250
Class "E" newspapers	200

Newspapers may, however, subscribe to the full service of seven features a week or subscribe to three or two or one feature a week.

5.7. A special concession is offered to the language papers subscribing to the basic all-India service. These papers are charged per month as follows:—

	Rs.
Class "A" newspapers	400
Class "B" newspapers	300
Class "C" newspapers	200
Class "D" & Class "E" newspapers	150

As in the case of the English Press, language newspapers may subscribe to the full service or to three, two or one feature.

5-8. The charges for the news services vary from Rs. 50 per month to Rs. 600 p.m. depending upon the requirements of each paper. A concessional rate is charged from the language papers.

5-9. The regional language service consisting of three features a week is available for Rs. 15 to Rs. 30 per mensem for the weeklies and dailies respectively, while the charges for the news service in the regional language vary from Rs. 30 to Rs. 60. Thus, subscription for the various INFA services ranges from Rs. 15 p.m. to Rs. 3,000 per mensem.

5-10. INFA's regional service is tailored to the needs of the district and mofussil Press. Features are written down to the level of the district reader in a way so as to be at once comprehensible and educative. INFA offers in its regional service in Rajasthan, for instance, three features a week: 1. A Newsletter from New Delhi; 2. A Newsletter from the State Capital; and 3. An educative feature of general interest to the State. For this service, INFA charges Rs. 15 p.m. from newspapers with a circulation of less than 1,000; Rs. 20 p.m. between 1,000 and 2,000 and Rs. 25 p.m. over 2,000 circulation.

5-11. INFA representatives who appeared before the Committee stated that the regional service charges are uneconomic. The agency subsidises the regional service from its Central pool, which includes sale of service to newspapers and Governmental, commercial and diplomatic clients. INFA's claim is that its experiment is making headway, even though slowly. The odds against it are heavy because of free material made available to newspapers by all manner of foreign, including embassy sources.

5-12. INFA strives essentially to serve the Press at the grass roots and to provide a national forum. The agency has no political views of its own. Its aim is to help inform and enlighten public opinion by supplying features written by authors representing a cross section of views on matters of regional, national and international importance. It has over 90 writers whose columns INFA syndicates.

5-13. The agency claims that its service helps to promote national integration by projecting the individual States on the map of India and the country on the map of the individual States. Further, it helps to project India abroad by its link up with foreign agencies such as the North American Newspaper Alliance (NANA) of New York and Kaigai Hyron Sha of Tokyo. INFA features have been carried prominently in Japanese and American papers.

5-14. INFA also organizes special coverage of national and international events to enable the small and medium size newspapers to compete in quality with bigger newspapers. It sent its editor, for instance, to report the Conference of Heads of Non-Aligned Nations in Cairo in October 1964 and its sports editor to cover the Tokyo Olympics. During the recent Indo-Pak conflict, it produced at short notice request of some newspapers a daily commentative round-up of the war front for use prominently on the front page. INFA has also brought out a Press and Advertisers' Year Book which runs into about 800 pages. It has already published annual editions for four years.

6. In addition to the foregoing four news agencies, there are a number of other small news and feature agencies operating in different States of the country. A brief description of these agencies is given below. The list is by no means exhaustive and it is possible that there are other agencies also at work in different parts of the country.

7. *India Press Agency* : The India Press Agency (I.P.A.) of New Delhi was started in 1957. It is essentially a special correspondent service specialising in background and interpretative news coverage and exclusive sports news. It is mainly run on the initiative of a group of working journalists. It gives relatively wider coverage to trade union activities of all types and also to economic affairs. It issues regular newsletters from the States.

8. *Eastern and India News Agency* : This Agency came into being in May, 1959, under the sole guidance of the late Nikhil Maitra, its director, at Calcutta. It has its branch offices in New Delhi and Cuttack. It has specialised in news from Eastern and North-Eastern India including Sikkim, Bhutan, Nepal, NEFA, etc. It renders its service in Bengali only, though in 1963 it used to supply news in Hindi and Urdu also. The agency claims that it gives to its subscribers an average daily wordage of 5,000.

9. *Newsfeatures of India* : Newsfeatures of India, founded by a group of writers and journalists in September 1953, is amongst India's very few news agencies run on a cooperative basis serving national, provincial and suburban newspapers and periodicals with specialised news and features. According to information supplied by the agency, over 50 newspapers and periodicals subscribe to its services, which are in Hindi. Its headquarters is at Bombay.

10. *Associated News Service* : It claims to be the only regional news service in the State of Andhra Pradesh. It has correspondents at all the important places in the State. It serves six Telugu papers of Hyderabad, Vijayawada and Madras; four Urdu dailies of Hyderabad and two English dailies of Secunderabad and Hyderabad. It provides news in English and Urdu. It has 14 correspondents. It was started in 1949 with headquarters at Hyderabad.

11. *Bharat News Service* : This news agency of Hyderabad provides news in Urdu mostly relating to Hyderabad city and the Telengana region. It caters to five Urdu dailies at Hyderabad.

12. *Deccan News Service* : It is the oldest news service of Hyderabad providing news in Urdu.

13. *The Kerala Press Service* : This is stated to be the only regional news agency of Kerala. Its registered office is at Quilon. It was established in 1956. It claims to supply news regularly to about 30 dailies. It has correspondents throughout Kerala, at important news centres in India and a few honorary correspondents in foreign countries as well. It mainly supplies news in Malayalam and occasionally in English.

14. *The National Press of India* : It is a news agency catering to newspapers in Hindi only. It was established in 1937 in Lucknow. It claims that about 50 newspapers subscribe to this news agency.

15. *The Central India News Agency* : The CINA of Bhopal supplies news in English, mostly to the local English and Hindi newspapers.

16. *The United News Agency* : The U.N.A. was established in December 1962 at Hyderabad. It issues daily bulletins covering the State of Andhra Pradesh. Its rate of subscription is Rs. 20 per month and it has six subscribers.

17. *Near and Far East News (NAFEN)* : It is a private limited company registered in London in 1952. The agency claims to have clientele in Asia, Africa, Australia, America and Europe. The agency has bureaux in Delhi, Calcutta and Madras.

NAFEN puts out its services in Hindi, Urdu, Bengali and Tamil besides English. The number of its subscribers in India is 250 and it claims that 80% of them belong to the group of small newspapers and periodicals. It charges between Rs. 100 to Rs. 200 per month from language newspapers. It puts out in English about 10,000 words a day, though for language papers its service is between 3,000 to 4,000 words a day.

The agency's spokesman stated that it was operating at a considerable loss in India.

18.1 *News Services for Small Newspapers* : Of the 560 daily newspapers published in the country, as many as 469 fall under the category of small newspapers. Of these, only a very small number subscribe to the services of the four all-India News Agencies mentioned above. One of the major handicaps of the small newspapers is the want of a good news agency service that they can afford to subscribe to. The Committee has been informed by representatives of many newspapers in all States that it was not within their means to buy the news services of the PTI or UNI. The volume of news carried by even the "C" service of the PTI, containing about 30,000 to 35,000 words a day, is more than their resources in the form of machinery and staff can print. For one thing, this service is in English and for another, small newspapers have to engage a large staff to be able to read through this voluminous service, select suitable items, edit them and translate them into the particular Indian language. This entails a great deal of strain on the newspapers in terms of staff, time and money. Newspaper representatives in Raipur told the Committee that they would like to have from news agencies a news service of about 1,000—1,200 words a day, filling one to one and a half columns, preferably in Hindi or the regional language concerned. The PTI have informed the Committee of their inability to supply a service in the Indian languages, at a rate which would be within the means of small newspapers. For the same reason, UNI, too, would not be able to supply the service in the Indian languages.

18.2. Another serious deficiency in news presentation of the small newspapers is the lack of news analysis in commentary and newsy features by competent writers. This leads them often to fill space with material offered by foreign embassies or with sensational writings. Just as the Central and State Governments and AIR buy the services of news agencies on a commercial basis, they should also subscribe to news and feature agencies on a commercial basis.

19-1. *Distribution of News through All India Radio* : In our developing country what is needed is a compendium of selected news and interesting features day by day for the benefit of newspapers in their own language suited to their publication timings. At present a large number of small newspapers lift news from All India Radio news bulletins. Owing to communication difficulties, no single news agency would be able to feed small newspapers in various languages satisfactorily at a reduced cost in the near future. The extension of teleprinter lines to cover all newspaper publishing centres would take a number of years, and though the cost of transmission by teleprinter is lower than that for Press telegrams of any appreciable wordage, the teleprinter service would still mean a heavy financial burden on small newspapers. The Committee is of the opinion that the only possible way in which small newspapers can be helped, is that news and news features should be broadcast through A.I.R. at dictation speed at suitable intervals during the course of the day, to suit the needs of both the evening and morning papers.

19-2. After considering the various pros and cons of the scheme, the Committee is of the view that an Indian news agency should be entrusted by the Central Govt. with the task of preparing a 1500 words news bulletin and news feature to be broadcast twice or thrice during the course of the day by A.I.R. This material could be prepared in English by the Delhi Office of the agency concerned, and handed over to the office of A.I.R. at Delhi. The same bulletin could simultaneously be given to different regional stations of A.I.R. over the creed. The Delhi Station of A.I.R. would translate the bulletins into Hindi and broadcast them over the radio. Similarly, the other A.I.R. stations would translate the bulletins in the respective regional languages and broadcast them at dictation speed at stated times. The newspapers can pick up the bulletins through shorthand writers or by the use of tape-recorders. If the agency is prepared to give the bulletins in Indian languages, too, that would eliminate delay in translation. The aim of this scheme is that the bulletins should be prepared objectively and that there should be no Government interference in their preparation. A.I.R. should only give its free service for translation and announcements for the benefit of the small newspapers.

19-3. It was also suggested to the Committee that a small fee should be levied on the small newspapers who would make use of this service. The Committee, however, is of the opinion that collection of such a fee from small newspapers by Government would present difficulties. The newspapers, for example, can assert that they had not made use of the special bulletins of A.I.R. and that their source of news was different. Similarly, it was suggested that wireless receiving sets installed in the offices of the small newspapers should be asked to pay a special licence fee. We are of the view that small newspapers with their limited resources cannot afford to pay for such costs. The Committee, therefore, recommends that no fee should be levied on the small newspapers making use of special news broadcast service of A.I.R., at least for a period of five years, and that the fee payable by Government to the news and feature agencies be met by the Ministry of Information and Broadcasting.

19-4. The supply of news to the provincial Press through the radio is already in vogue in some countries of the world. In Afghanistan, 'Bakhtar' is the chief source of news for the Press throughout the country. Radio Kabul

uses this service in its news bulletins and dictation speed newscasts are the main source of information for the provincial press.

19-5. Similarly, in the Republic of China, NCNA (New China News Agency) is the main news agency. All NCNA's services are broadcast daily on short-wave by Radio Peking. They are picked up throughout the country directly by the newspapers themselves, and abroad by the agency's bureau in Moscow, London and Hong Kong.

19-6. In Turkey, 'Anadolu Ajansi' is the main news agency. It provides a number of services. Its most important service is the Political News Service. It includes both home and foreign despatches, and is issued three times a day in Ankara and Istanbul. The agency provides most of the news broadcasts from the Government owned stations at Ankara, Istanbul and Izmir, though the radio news bulletins are not supplied in the name of the agency but of the Directorate General of the Press. Most of the material in the radio dictation service provided by the Directorate for the provincial Press is also taken from the agency's services.

TABLE I

(CHAPTER IX, PARA 2·8)

Language-wise Newspapers Subscription Revenue of the PTI

Language	Number of Newspapers					Subscription				
	A Service	B Service	C Service	Total	Percentage	A Service	B Service	C Service	Total	Percentage
						Rs.	Rs.	Rs.	Rs.	
English	26	4	11	41	21·0	2,03,855	9,479	16,292	2,29,626	54·7
Hindi	2	2	32	36	18·5	9,500	4,394	27,887	41,781	9·9
Bengali	3	1	1	5	2·5	16,875	1,588	660	19,123	4·6
Tamil	..	3	6	9	1·6	..	4,880	8,477	13,357	3·4
Malayalam	..	..	16	16	8·2	..	..	18,895	18,895	4·2
Marathi	..	4	18	22	11·3	..	5,956	16,464	22,420	5·3
Gujarati	1	5	15	21	10·7	4,225	10,086	14,197	28,508	6·8
Telugu	..	5	3	8	4·1	..	8,926	1,815	10,741	2·6
Urdu	..	..	20	20	10·2	..	..	15,650	15,650	3·8
Punjabi	..	..	1	1	0·5	..	..	847	847	0·2
Oriya	..	..	4	4	2·0	..	..	3,633	3,633	0·9
Kannada	..	5	3	8	4·1	..	8,622	2,611	11,233	2·7
Assamese	..	1	..	1	0·5	..	1,298	..	1,298	0·3
Sindhi	..	..	1	1	0·5	..	..	882	882	0·2
Bi-lingual	..	..	2	2	1·0	..	..	1,617	1,617	0·4
Total	32	30	133	195	..	2,34,455	55,229	1,39,927	4,19,611	..

CHAPTER X

INFORMATION SERVICES

I.—Central Government—Services Provided by P.I.B.

The Press Information Bureau of the Government of India provides a number of services to newspapers and periodicals. These services consist of Press notes, Press communiques, handouts, etc. and talks with representatives of the Press across the table. The press releases are prepared and issued by the P.I.B. in 12 Indian languages besides English, from New Delhi and the Regional/Branch offices (19 in all) located in different regions in the country. The Hindi and Urdu services of the Bureau are prepared at the Headquarters in New Delhi, so also are services in English, which are supplied to English newspapers in various regions through the different Regional and Branch offices. The Bureau's services in the regional languages are, however, prepared at the centre of each language Press. Thus Regional/Branch offices serve Marathi Press from Bombay, Poona and Nagpur; Gujarati from Bombay and Ahmedabad; Tamil from Madras; Telugu from Hyderabad; Kannada from Bangalore; Malayalam from Ernakulam; Bengali from Calcutta; Assamese from Gauhati; Oriya from Cuttack; Punjabi from Jullundur and Urdu from Jullundur, Srinagar, Hyderabad and Calcutta. The Hindi unit, with headquarters at New Delhi, is linked with branch offices at Lucknow, Varanasi, Jaipur, Patna and Bhopal by Hindi teleprinters. There is also a Hindi unit in Calcutta. The Bureau also releases daily a summary service of selected news items in Manipuri for newspapers in Manipur.

2. The total number of newspapers/periodicals on the mailing list of the P.I.B. is 4,329 (English 1,145 and Indian languages 3,184). Press releases issued by the P.I.B. are delivered twice a day to newspapers and correspondents.

3.1. *Accreditation* : There are 261 Press correspondents and 46 still, movie and television cameramen accredited to the Government of India headquarters. Accreditation facilities include supply of press releases twice a day or more to accredited correspondents at their residences. The Press card and the Home Ministry's security pass give them free access to the Secretariat. Accreditation is governed by rules drawn up in consultation with the Press Accreditation Committee consisting of an equal number of nominees of the All India Newspapers Editors Conference and the Indian Federation of Working Journalists. This professional body also assesses the requirements of the newspapers and the qualifications of the correspondents proposed by them for accreditation at the headquarters of the Union Government. Accredited correspondents are eligible to rail travel at concessional rates on *bona fide* professional work.

3.2. The P.I.B. has informed the Committee that special care is taken to safeguard the interests of smaller newspapers in the matter of accreditation of correspondents. Ordinarily a minimum circulation of 10,000 is required to render a newspaper eligible to have an accredited correspondent in Delhi.

But cases where circulation does not reach this figure are also considered by the Press Accreditation Committee, having regard to the influence of the newspaper, the local need for the newspaper and the language in which it is published. Besides, two or more small newspapers can request accreditation facilities for a common correspondent. In such cases, the combined circulation of the newspapers is taken into account. In this way, newspapers which would not ordinarily be entitled to have an independent accredited correspondent can have a common representative at New Delhi. In the case of certain weeklies of local standing even such combined circulation has not been insisted on.

3.3. The Bureau arranges Press conferences and meetings with Ministers, Secretaries to the Government or official experts in the Ministries. In addition, special briefings are arranged on important occasions. The P.I.B. also assists Pressmen in the Press Gallery of Parliament; provides facilities for coverage of official meetings and conferences and tours of foreign dignitaries and delegations, and conducts parties of journalists to development projects, etc. Visiting journalists from various parts of the world are provided reasonable assistance, depending on their interests, their background and the facilities required by them.

4.1. *Conducted Tours* : The Bureau organises Press tours with a view to providing opportunities to journalists, writers, photographers, etc. to form their own impressions of the progress made under the Plans and to enable them to see as many projects as possible. The Committee was informed by the P.I.B. that it had conducted so far 41 tours up to February 1965, for Press representatives from different regions of the country. Several small newspapers and periodicals brought to the notice of the Committee that they were never included in such tours conducted either by the P.I.B. or the State Governments. The Committee recommends that the State Governments should include representatives of small newspapers in such tours and the P.I.B. should also plan its tours in such a way that in each tour there will be an adequate number of representatives of small newspapers.

4.2. It has also been brought to the notice of the Committee that in some tours organised by State Governments preference is given to representatives of the metropolitan Press over correspondents stationed in their own States and representatives of small newspapers. We are unable to appreciate this practice and would strongly urge that State newspapers, particularly small ones, should be given their due place in conducted tours sponsored by State Governments. State Governments should also endeavour to provide free transport to accredited representatives of State papers to cover important assignments in the State.

4.3. The Committee is also of the opinion that the Central and the State Governments should jointly organise tours in which press parties from one region are taken to the other region. Such tours will provide healthy informational intercourse and serve the purpose of national integration.

4.4. It was also brought to the notice of the Committee that recently when the Prime Minister went abroad, only a restricted number of press correspondents

were invited to accompany him, it being impossible to send out a large contingent because of foreign exchange difficulties. The Principal Information Officer, however, made arrangements with these Pressmen that, besides filing stories for their own papers, each correspondent should also feed four or five other papers, particularly Indian language papers, with his stories, and that this service should be supplied free of charge, with the consent of the sponsoring paper. In such cases, the representatives of news and feature agencies should adequately be represented, so that a large number of newspapers, particularly small ones, can avail of their stories. In this connection, the Committee has noted with some concern, the inadequacy of the grant placed at the disposal of the Bureau. We were informed that against the current year's allocation of Rs. 50,000, the P.I.O. had to spend away as much as Rs. 47,000 on one tour to Kutch alone. The Committee recommend a substantial increase in the Bureau's budgetary allocation to meet the requirements of such tours.

5-1. *Photo and Feature Service* : The Photo and Feature Unit of the Bureau distributes news and feature photographs to the Press, in order to supplement textual material with pictures. According to information supplied by the P.I.B., it distributed, 1,85,255 prints of 2,359 photographs during the year 1964. In addition to this, 52,169 prints, including 1,713 enlargements were supplied to Indian newspapers etc. against 2,678 specific requests.

5-2. The Press Information Bureau also releases feature articles. During 1964, they released 384 feature articles. including 176 illustrated ones, with 45,030 prints of 597 photographs. They also supplied 17,338 ebonoid blocks to meet the demand from about 1,100 recipients in 1964.

5-3. While the Bureau's services have been appreciated by a large body of newspapers and periodicals in all languages, Committee's attention has also been drawn to a few items that call for consideration on the part of the Bureau :—

1. *Mailing Lists* : Some of the representatives of newspapers, particularly in Gujarat and Hyderabad, stated that they had not been supplied with any of the Bureau's information services, in spite of repeated requests. This indicates the necessity of the P.I.B. checking its mailing lists periodically with the recipients, to make sure that those requiring its services are provided with the necessary material, while it may be withdrawn from those who do not need it.

2. Representatives of several newspapers, particularly of those published from the border areas in Tripura, Manipur and Assam, told the Committee that on certain occasions, e.g., Republic and Independence Days, the material sent by the Bureau reaches newspapers late so that proper use of it cannot be made. This is an important matter, and it is to be hoped that the Bureau will remedy the drawback where it exists.

3. The Press Information Bureau at present supplies copies of answers given to selected questions in Parliament as well as of important speeches from the Treasury Benches. This is of value to newspapers and periodicals, but a large number of them have represented that they should be supplied with a brief coverage of Parliamentary discussions in both Houses. The Committee is aware that both the Rajya Sabha and the Lok Sabha prepare a daily synopsis of the discussions in Parliament, highlighting the significant items of the day. We consider

that the Press Information Bureau should arrange with the Secretariats of the two Houses to obtain copies of these synopses for supply to all newspapers and periodicals, particularly to dailies and weeklies.

4. A large number of newspapers have spoken appreciatively of the Bureau's photographic and ebonoid block services. Some have expressed their inability to utilise all that they get. At the same time, some newspapers have represented that they are not able to make use of the photographs for want of block making facilities. This applies in particular to small newspapers and periodicals. There is a great demand for blocks from newspapers and periodicals, and the Bureau should take measures for a larger output of ebonoid blocks to meet the growing needs of small newspapers and periodicals. We recommend that the Bureau should operate a block making plant under its own auspices. We are given to understand that it is possible to have a block making plant installed in the premises of an office. In this connection, the Urdu papers printed on a Litho press have represented that what they require is charbas instead of ebonoid blocks. Charba is a proof of a block taken on a yellow "treated" paper with a special ink. It is much cheaper than a block; requires no further processing and can go into the press without involving any effort on the part of the sub-editors and others. We, therefore, recommend that the Press Information Bureau should make arrangements for the supply of charbas to such Urdu newspapers and periodicals as may want them.

5. *Feature Services*: The Bureau's feature services need to be further expanded, to cover the regional need of newspapers/periodicals. For this purpose, it is necessary that the Bureau should set up feature units at different stations to cover regional needs. Some of the newspapers have expressed a keen desire for feature services on such items as science, agriculture, industry, education, health, opportunities for training and employment etc. We recommend that the Bureau's feature services should be expanded to meet this demand.

6. *Staff*: The Committee has also noticed with concern that the staff in some of the outstation offices of the Bureau is hardly adequate to cope with the heavy demands of newspapers and periodicals. For example, the Urdu translation staff in Hyderabad and Calcutta is just enough to handle distribution of the translated material received from Delhi. No original or translation work can be undertaken locally. In Hyderabad, there is only one Assistant Information Officer. If he is on leave, even the distribution of the information services received from Delhi is likely to be dislocated. We would, therefore, recommend that the strength of the Bureau's staff in different regional offices should be reviewed and any inadequacy, where it exists, should be remedied.

7. While the Bureau has already as many as 19 Branch and Regional Offices all over the country, there are certain publication centres which are still not covered. We would recommend to Government the opening of offices at such centres as Allahabad, Rajkot, Agra, Kanpur and Aurangabad. In addition, we would also recommend the opening by the Bureau of their offices in border areas like Tripura and Manipur.

8. *Transport*: The Committee was concerned to note that none of the Bureau's offices outside Delhi are provided with transport of its own. The officers in charge who tendered evidence before the Committee drew attention

to the handicaps under which they had to operate for want of means of speedy transport in maintaining contacts with newspapers, correspondents, State Governments, etc. and coverage of the visits of important dignitaries to those places. This is a serious lacuna in the working of the Bureau and the Committee recommends that the Government should provide motor transport to the Bureau's offices, in the interest of a speedy service to newspapers and periodicals.

II.—Information Services Provided by State Governments

6.1. The Information and Publicity Departments of the State Governments also provide a number of services to newspapers. The majority of the States provide them in the form of daily Press releases, Press communiques, etc. and talks with representatives of the Press across the table. In some of the States there are still no regular press information services. In Manipur, Press material is issued about four times a week in English. There are some States which have organised services in the regional languages also. For example, Madhya Pradesh, Rajasthan, U. P., Bihar etc. issue their releases in both English and Hindi. West Bengal supplies material in English, Bengali and Hindi as well. Assam supplies releases in Khasi, Mizo and Garo tribal languages also. Where the Press material is supplied by a State Government to a newspaper/periodical in a language other than its own, the newspaper has to edit and translate it in the language concerned before use. This takes a lot of time and causes hardship and involves expense to the newspaper. There is the risk that the newspaper may not use the material altogether. On the other hand, information services from some of the foreign Embassies provide material in the respective languages in a form tailored to the requirements of small newspapers.

6.2. We are also of the opinion that Central and State Governments should supply to the newspapers and periodicals material in the languages in which they are published even though, in some cases, such languages may not be regarded as regional languages in those areas.

6.3. It was also brought to the notice of the Committee that generally the material supplied by the State Governments lacks in timeliness and quality. One of the State Governments issues its Urdu material written in hand along with carbon copies. The translation is reported to be unsatisfactory. The State Governments should review their existing machinery for issue of information services, to ensure promptness in the issue of material in an acceptable language. The U. P. Government brought to the notice of the Committee that the Information Department of the State Government had started a daily 200—250 word telegraphic news service from Lucknow regarding Governmental activities for the benefit of small dailies. This service has been welcomed by the recipient newspapers. The expenditure is estimated at Rs. 900 a month. We commend this experiment to the notice of other State Governments. It is necessary to add that such a telegraphic service should be objective and factual and should not contain comments on news and events.

6.4. In fact, the evidence submitted before the Committee makes it clear that foreign Embassies in India are more conscious of the value of publicity in small newspapers than most Government publicity departments are.

7.1. *Photo and Feature Services* : Only a few States have organised photo and feature services. There is a good deal of demand for feature articles, news letters, etc., from small newspapers. Small newspapers are not in a position to pay the writers adequately and, therefore, do not get material of the required standard. If feature articles relating to science, technology, agriculture, etc. are made available to small papers, we are of the view that they would be in a position to use the material.

7.2. Small newspapers generally would need photographs and ebonoid blocks for illustrating their publications. Some States supply photographs to newspapers but only a few States supply ebonoid blocks and that supply, too, is not regular. It was brought to the notice of the Committee that in one of the States a deposit of Rs. 5 is asked for from small newspapers as caution money for the return of the blocks issued to them, whereas no such deposit is insisted upon in the case of other papers. This is an unusual practice and the Committee feels that photographs and ebonoid blocks should be supplied free to all newspapers and periodicals without insistence on a deposit.

8.1. *Accreditation Rules* : The Rules for accreditation of Press representatives to the headquarters of the State Governments are generally the same in all the States. The correspondent of a newspaper, news agency, etc. has to fulfil the following conditions for accreditation :

- (1) His residence should be at the headquarters of the State Government concerned during his period of accreditation.
- (2) He should be a full-time journalist depending mainly on journalism for his livelihood.
- (3) At the time of application he should have spent a period of years consecutively, usually three to five years, in the profession of journalism and/or should be a person of sufficient experience and standing to be able to discharge his duties in a competent and responsible manner.

8.2. In the case of a newspaper the factors which are taken into consideration to determine accreditation are :

- (a) Nature and type of the newspaper;
- (b) Periodicity and regularity of publication. Normally accreditation is restricted to a daily or largely circulated weekly newspaper; and
- (c) The influence and circulation of the newspaper.

8.3. Nearly all the States have Press Accreditation Committees. In most of the States, the Committee consists of four representatives each of the All-India Newspaper Editors Conference and the Indian Federation of Working Journalists. The Committees recommend for accreditation those names which fulfil the conditions laid down in the Rules framed for the purpose. In several States, Press Accreditation Committees have decided not to grant accreditation to the representatives of fortnightlies, monthlies, half-yearlies and yearlies.

8.4. Normally, a newspaper or a news agency is not entitled to have more than one accredited correspondent. However, accreditation is granted up to a maximum of four correspondents and in some States up to a maximum of two at the discretion of the Director of Publicity.

8.5. A correspondent is liable to disaccreditation if :

- (a) he uses information and facilities accorded to him for non-journalistic purposes;
- (b) in the course of his duties as correspondent, he behaves in an undignified or unprofessional manner; and
- (c) he ignores or violates the conditions on which information and facilities are provided by Government or acts contrary to any provisions of these rules.

8.6. U. P. is the only State where they have separate rules for accreditation of Press Correspondents to the District administration. A Press Card is also issued to every accredited district Press correspondent. Maharashtra is also considering proposals on similar lines. In Himachal Pradesh correspondents at District headquarters are not given accreditation as they are mostly part-time journalists and are engaged in other pursuits.

9.1. *Facilities to Press Correspondents* : In most of the States a Press Room has been provided in the Secretariat with an independent telephone, and a typewriter, etc. where press correspondents visiting the Secretariat can sit and work. A copy of all the Press releases and publicity material issued by the State Publicity Department is supplied to the correspondents. In some States copies of the State Gazette are supplied to accredited correspondents free of charge. They are invited to attend all Press conferences and other public functions. Special seating arrangements are made for the Press at all public functions. They are taken out by the Publicity Directorate on tours to various development projects. Accredited correspondents in some States are also given preference in the allotment of residential accommodation. Certificates are issued to correspondents to enable them to purchase concessional railway fare coupons and thereby undertake journeys at concessional rates for *bona fide* work. In Kerala, accredited correspondents are provided free travel passes on the State Transport Buses throughout the State. In Maharashtra, facilities are given to journalists who form cooperative societies for the construction of residential houses for them. Similarly, instructions have been issued to district authorities to help local journalists to secure accommodation for Press clubs whenever such a request is made.

9.2. Correspondents of small newspapers are mostly stationed in district towns or in sub-divisional towns. It will greatly facilitate their getting information from district authorities if they are accredited to the district headquarters. Some of the newspaper representatives have represented that while the accredited correspondents at headquarters are given facilities for gathering news from official sources, there are no such arrangements for gathering news by district accredited correspondents from district sources. The Committee is of the opinion that a solution of this difficulty is that all State Governments should make arrangements for the accreditation of Press correspondents at district

headquarters. District Officers should hold Press conferences from time to time on matters of importance under their jurisdiction, to which district accredited correspondents should be invited. Facilities should also be provided for the travel of such correspondents within the district to cover important assignments. For this purpose, State Governments may issue to them free passes on State-operated and State licensed buses. We should also recommend that the Railways should allow travel at concessional rates to correspondents accredited to district headquarters for travel up to 1,000 kms., in a year, for *bona fide* journeys. These facilities will be useful instruments in enlarging the vision of the Press correspondents as well as in providing news and other informational fare to the readers of the district Press.

9.3. Priority should also be provided to the correspondents accredited to district headquarters in the matter of allotment of accommodation—offices and residential—as well as telephones.

9.4. In this connection, attention of the Committee has been drawn to a hurdle under the Accreditation Rules, which we have just discussed, whereby it is only the full time journalist who is entitled to such accreditation facilities. In the case of district papers, it is difficult to conceive the employment by a newspaper of a large number of correspondents on a whole time basis. They have, therefore, to employ persons on part time basis to gather news of the district. Many of such correspondents are engaged in other callings, such as shop-keeping, teaching etc. It is, therefore, recommended that the accreditation rules in respect of district correspondents may provide for facilities to those correspondents whose main calling is journalism. It may be noted that the rules provide for the withdrawal of accreditation facilities in the event of their mis-use.

III.—*Services Provided by Foreign Embassies in India*

10. A number of foreign Embassies in India are providing information services of different kinds to newspapers and periodicals. The services include Press releases, backgrounders, features, photographs, blocks, etc. A variety of subjects is covered in these services, such as international affairs, trade, commerce, industry, agriculture, health, science, cultural affairs, education, significant day-to-day affairs at home etc. The material supplied is neatly typed, illustrated, where necessary, and is in a presentable form. Some of the embassies supply the material in the language of the newspaper concerned. One of the foreign embassies has as many as 2,000 newspapers and periodicals on its regular mailing list. In the case of some embassies, the material is distributed from Delhi as well as from other publication centres where they have their branch offices. Some of the witnesses informed us that besides the regular stream of material which they get from foreign embassies, they are also supplied material on special subjects on request. The Committee had no means to analyse the extent of publication in newspapers and periodicals of the material emanating from foreign embassy sources, but they were given to understand that because of the presentability of the material, the vast variety of subjects covered with photographs or blocks, the promptness with which the material is supplied on special occasions on their own or on request from the

newspaper concerned, it finds ready acceptance in newspapers, particularly in periodicals. Representatives of the Urdu Press informed us that the material supplied to them was not only in their language but was also accompanied by 'Charbas' which are easier to print. The Committee believes that our home information services have a good deal to do in the way of competing with such agencies.

CHAPTER XI

TRAINING FACILITIES FOR STAFF

The standard of production of small newspapers and periodicals is generally very unsatisfactory. This may be traced, to a large extent, to the untrained and ill-equipped staff employed in their editorial, managerial and technical departments on account of their limited financial resources. Small newspapers cannot afford to employ highly qualified personnel on salaries beyond their means. They have, therefore, to carry on with staff possessing very modest or inadequate qualifications. In the words of the British Royal Commission of 1962, "the only hope of the weaker newspapers is to secure managers and editors of such enterprise and originality as will enable them to overcome the economic forces affecting their newspapers".

1.2. Unfortunately, there aren't adequate facilities in the country for imparting training to the staff of small newspapers and periodicals. In the circumstances, it is not possible to expect a good standard of production on the part of small newspapers. The Committee, therefore, feels that adequate means should be devised for the training of staff employed in small newspapers and periodicals in the different branches of production.

2. The training can be of two kinds, (a) Pre-service training, and (b) In-service training. As for pre-service training, some universities are conducting diploma/degree courses in Journalism. The statement below gives the number of students admitted and declared successful during the three years 1961 to 1963 at the various university courses :

Serial No.	University	Name of the Course	1961		1962		1963	
			No. of students admitted to the course	No. of students declared successful	No. of students admitted to the course	No. of students declared successful	No. of students admitted to the course	No. of students declared successful
1	2	3	4	5	6	7	8	9
1.	Punjab ..	Diploma in Journalism (One year) ..	87	53	26	19	26	12
2.	Madras ..	Do. ..	7	5	4	6*	5	2
						*3 ex-students.		
3.	Osmania ..	Diploma (converted to degree course. (Three Years) ..	12	4	..	4†	..	..
						†2 ex-students.		
		Degree (post-graduate (One Year) ..	..	..	19	19	21	12

1	2	3	4	5	6	7	8	9
4.	Mysore ..	Final B.A. degree examination with Journalism as major subject	10	8	13	2	10	2
5.	Nagpur ..	Diploma in Journalism (one year) ..	11	10	20	17	12	10
6.	Gujarat ..	Diploma in Journalism (Two Years)— first year .. ..	..	..	10	10	4	4
		second year .. ..	..	..	..	..	7	7
7.	Calcutta ..	Diploma in Journalism (two years) ..	75	15	71	22	75	22
				When only 25 appeared		When only 30 appeared		When only 35 appeared
8.	Poona ..	Diploma in Journalism (Two Years)						Started with effect from this year.
		Total ..	202	95	163	90	160	71

3. The Bharatiya Vidya Bhavan at Bombay started a college in 1961 providing three separate courses, each of two years' duration—(1) Journalism, (2) Advertising, Sales Promotion and Public Relations; and (3) Printing. Ordinarily, the first two courses are open only to graduates but exceptional merit may influence the admissions for a few non-graduates as well. The medium of instruction is English. Printing courses are open to those who have passed the Matriculation examination. The classes are held in the evenings. A diploma is awarded to a successful candidate in each course at the end of the second year period of training. The annual intake of the Bhavan is about 40—45 students, in the course of Journalism.

4. It will be observed from the foregoing table that the courses in Journalism at the various universities have not been effective in supplying newspapers with trained personnel. In any case, the out-turn of about 100 persons every year to serve the needs of 7,000 newspapers and periodicals in the country is wholly inadequate. Again, in the courses available at present the bias is mainly for English language journalism, and not for Indian language journalism. There is, therefore, need for a well thought out rational programme for training in journalism, particularly in the field of Indian language journalism, and other branches of newspaper production.

5.1. We are impressed by the plan now in operation in the United Kingdom, which provides for the training and education of junior journalists in newspaper offices. This scheme, which was adopted in 1952, is administered by the National Council for the Training of Journalists, which represents the principal Press organisations. The minimum educational qualification required of young entrants is a General Certificate of Education at ordinary level in English language, English literature and at least one other subject. The scheme consists of a six-month probationary period, followed by three years of basic training. The basic training consists of three years of apprenticeship

as a reporter in a newspaper office or a free-lance agency, where juniors are trained under the supervision of their editors in all aspects of the work. They also attend a local college for further education under the day-release system (whereby young employees and apprentices are released by their employers for study, usually one day a week) for studies in short-hand, English, newspaper law, government and administration, and other subjects. At the end of the three years they take the proficiency test. In June 1963, roughly 900 juniors were enrolled for the basic training scheme; the number who had passed the proficiency test was more than 1,000.

5.2. The Committee is firmly convinced that an important factor which will contribute to the improvements of standards and development of responsible journalism in the country is the quality of mind of the new entrants into the profession and the acquisition of professional technique by them.

6. The Press Council which is to be set up shortly, or the Press organisations in the country, would be well advised to constitute a National Council for Training of Journalists in different departments of newspaper production, with branches at various publication centres. The expenses of the National Council and the regional branches should be met by the Central Government. The National Council for Training of Journalists will lay down qualifications for new entrants into journalism and conclude arrangements for practical training with newspapers, periodicals and news and feature agencies.

6.2. The National Council for training of Journalists may also organise schools of training in printing for the benefit of newspaper employees and those seeking careers in newspaper establishments.

7.1. *In-service Training*: The Committee has been informed of the arrangements made by some of the big newspapers like the Times of India, the Hindu, the Statesman, etc. for imparting training to freshers in the various branches of journalism. The Times of India training course runs for one year for appointments in the various editorial departments of their numerous publications. Journalists sponsored by other newspapers are also accepted by this paper in two categories (a) those who will undergo a full year's training course, and (b) those who will go in for a six months advanced course in journalism. The trainees are recruited on a five-year contract basis and get regular salaries even during the year of training. The total starting salary is about Rs. 350 per month. Journalists sponsored by other newspapers are given stipends which are adequate for their needs. The sponsored journalists go back to their own newspaper after the training.

7.2. The Hindu of Madras affords training opportunities to two qualified young men every year. These candidates are given training in journalism in different departments and are paid stipends of Rs. 200 per month.

7.3. Mr. A.E. Charlton, Editor of the Statesman, Calcutta, who appeared as a witness informed the Committee that his newspaper is prepared to offer training opportunities to the personnel of other newspapers in the various branches of journalism.

8. *Mass Communication Institute* : The Institute of Mass Communication was opened on 15th August, 1965, as an autonomous organisation under the Ministry of Information and Broadcasting and registered under the Registration

of Societies Act. It will undertake training of the officials of the State and Central Government Information Departments and will conduct courses for the basic training to fresh entrants and in-service training to existing members of the Information Services. It will also arrange from time to time seminars on problems connected with mass communication, information and publicity, in collaboration with universities, educational and other research institutions as well as trade and industry. The Institute will also undertake research in order to provide the necessary Indian data upon which to base the Institute's teaching programme, as well as to point the way to the needed operational improvement in information work. In due course, the question of making the facilities for training and research in the institute available to the private sector will also be considered.

9. *Press Institute of India* : The Press Institute of India imparts training to journalists who are already in the profession. The courses conducted are highly professional in nature and about 60% of the time (between four and eight weeks) is spent on practical work and 40% on background discussions, reading, talks, etc. The intake is 14 to 15 trainees at a time and there are three to four members on the staff. Besides these courses, the Press Institute of India has a scheme for the exchange of personnel from smaller to bigger newspapers and the people chosen are sent to large establishments for training for two or three months. Further, the Press Institute of India has specific workshops and seminars of longer duration for working journalists, news editors, publishers, economic correspondents, photographers, etc. The Director of the Institute has intimated that special attention is paid to the needs of small and medium-sized newspapers and periodicals, which have been well represented in the courses and wherever necessary, scholarships and bursaries are given to enable the needy and really deserving persons to join this profession.

10. The attention of the Committee has also been drawn to the managerial training courses organised from time to time by the National Small Industries Organisation of the Ministry of Industry and Supply through the various small Industries Services Institutes and Extension/Production Centres. These training courses are largely of an industrial character and not exclusively for newspaper management. We would urge that the National Small Industries Organisation should launch special courses to suit the needs of small newspapers and periodicals, particularly in the field of maintenance of accounts, sales promotion, etc.

11.1. *Litho Printing and Calligraphy in Urdu* : By and large Urdu printing is still done by the litho process. The art of lithography is a delicate art and some years back atlases and maps were printed on litho artistically. But the art of Urdu printing has deteriorated a great deal since it has come to be practised by persons who have no scientific training, and who still use old chemicals in a crude way. Lithography is taught in certain polytechnic schools, and those trained have not proved competent in printing Urdu newspapers and books. As lithography is the most prevalent method of printing for the Urdu script, it is unlikely to be replaced in the near future by the offset or some other method. It is recommended that a School for the training of *katibs* should be set up at a suitable centre, under the auspices of the Government of India, to which qualified students from all States may be admitted. An

alternative may be to introduce Calligraphy as a subject in polytechnic institutes in suitable centres. The course may be of four to six months' duration. The minimum academic qualification for a candidate should be the Matriculation Examination. In view of the fact that the chances of advancement are limited, the *katibs* should be given a reasonable start. We think a minimum of Rs. 150/- per month should do.

11.2. There is scarcity of litho rotaries and offset rotaries, generally used by Urdu newspapers. These should also be included in the list of printing machines to be imported to improve printing of newspapers. The Committee further recommends that the question of standardisation of the art of Urdu calligraphy be studied by experts with a view to fixing up the measurements with the help of grapher, so that the writings of the different *katibs* do not vary too much. Such reforms may economise space, make the writings elegant and easier to read.

The ink and polished paper used by the *katibs* for litho printing also require improvement. Scientific research may also be made on this subject,

CHAPTER XII

ASSOCIATIONS OF NEWSPAPERS

A number of associations of newspapers and periodicals submitted memoranda on the terms of reference of the Committee and also deputed their representatives for oral evidence. A description of those which have supplied information about their constitution and membership, etc. is given below :

2. *The All-India Newspaper Editors Conference (AINEC)*: The All-India Newspaper Editors Conference is an organisation of newspapers and periodicals as represented by their editors with the object, *inter alia*, of safeguarding the rights of the Press in general and the freedom of publication of news and comments in particular. It was established in 1940 with headquarters in New Delhi. Any newspaper which has been in continuous publication for a period of 12 months is eligible for membership, after approval by the Credentials Committee and confirmation by the Standing Committee. Membership is also open to news agencies and feature agencies subscribing to the code of ethics, the code of conduct and the Editor's charter approved by the Conference. Its subscription varies according to the circulation of the member newspaper from Rs. 175 to Rs. 500 in the case of newspapers and from Rs. 75 to Rs. 250 in the case of periodicals. For news agencies and feature syndicates of different categories, the subscription varies between Rs. 200 and Rs. 300 per annum. A 21-member elected Standing Committee is responsible for the implementation of the Resolutions and other cognate matters. The present membership of the Conference is 248.

3. *The Indian and Eastern Newspaper Society (IENS)*: Founded in 1939, it is a body of newspaper proprietors with headquarters in New Delhi. The principal object of the Society is to promote and safeguard the business interests of its members incidental to the production of their publications and to take suitable steps in respect of such business as is affected by the action of legislatures, Governments, law courts, municipal and local bodies and associations or organisations, commercial or formed for any other purpose. Membership of the Society is open to any individual, firm or company or Trust owning and carrying on the business of publishing a newspaper in India, Burma or Ceylon or in any other country in Asia which is either one of the individuals, firms or companies which formed themselves into a body for the purpose of constituting the Society or which shall have been elected a member of the Society and has agreed to be bound by the articles, rules, bye-laws, rulings and decisions of the Society. Besides the entrance fee of Rs. 100, each member has to pay to the Society an annual subscription of Rs. 1,000. The general management and control of the business, powers and policy of the Society vests in the Executive Committee which consists of not less than 15 and not more than 40 members. The present membership of the Society is 188.

4. *Indian Federation of Working Journalists (IFWJ)*: The Indian Federation of Working Journalists is an all-India body representing journalists' trade unions. To this Federation are affiliated unions of working journalists in different States. It was founded in 1950. It aims at defending and working for the improvement of service conditions, rights and interests of journalists and promote their status professionally.

Working journalists from editors to proof readers, including free lance journalists, can become members of the constituent union in the State in which they work. The total membership of IFWJ is about 2,000. It has units in 14 States including Delhi.

5. *Indian Languages Newspapers Association (ILNA)*: It is an association of proprietors of newspapers and periodicals published in Indian languages, with headquarters in Bombay. It was founded in 1941. The object of this Association is to promote and safeguard the business interests of newspapers and periodicals published in Indian languages. Its membership is open to all language newspapers and periodicals published in Indian languages or an organisation or society of newspapers or periodicals whose aims are similar to and are not opposed to those of this Association. Its annual membership fee is Rs. 100 in the case of organisations or societies and varies according to circulations in the case of newspapers and periodicals. Its total membership at present is 220.

6. Besides the above, there are a few other associations, as well representing newspapers, which have come to the notice of the Committee. Mention may be made in this connection of the All-India Small and Medium Newspaper Editors Association. Constituted in 1964, this Association has its registered office at Kanpur and the Central Office at Delhi. Its membership is 163 mostly from U.P. and Delhi. The other associations which came to the notice of the Committee were the All-India Periodicals and Small Newspapers Advisory Committee, Delhi; the Madhya Pradesh Laghu Patrakar Sangh of Bhopal, claiming to represent 60 periodicals, mostly district weeklies; the Bihar State Small and Medium Newspapers Association of Patna, and the Gujarat State Newspapers and Periodicals Association of Ahmedabad. In Delhi, there are two other associations, called the Indian Periodical Newspapers Association and All-India Industrial Editors Council. Information regarding the constitution and membership of these organisations has not been received from them.

7. The Committee is of the opinion that to safeguard their interests, small newspapers should form regional organisations which may eventually develop into a federal form of organisation. If for any reason such organisations cannot be formed, the Committee is of the opinion that small newspapers and periodicals should join the existing newspaper organisations, and the latter should form special panels within their organisations, to look after the problems of small newspapers. However, this is a matter in which small newspapers have to take the initiative and decide what form of organisational set up would be suitable from their point of view.

CHAPTER XIII

CREDIT FACILITIES AND CONSULTANCY SERVICE

Credit Facilities: Our study of the problems of small newspapers and periodicals has established that the standard of production of small newspapers and periodicals is generally below par. Their printing is not attractive and their contents uninteresting. They are not able to attract a large volume of advertisements. For lack of enough advertisements, they are not able to build up large circulations, and for want of circulations, they are not able to get a good volume of advertisements, so that they fall into the grip of a vicious circle. They have also to face competition from other newspapers, some of which because of their large financial resources, are able to reach distant areas, cutting at the circulations of district newspapers. We have ourselves visited some of the presses printing small newspapers. They are generally slow printing machines. Only a few small newspapers have rotary machines. We are satisfied that to help the small newspapers out of their financial hardships, it is necessary that they should be provided with suitable credit facilities.

2. We have studied the working of the existing credit institutions. The National Small Industries Corporation gives assistance to small scale industrial units by supplying machines and tools on hire-purchase system. A small scale industrial unit has been defined as an industrial unit with a fixed capital investment of not more than rupees five lakhs, irrespective of the number of persons employed. A small newspaper is not recognised as a small industrial unit. The benefit of the hire-purchase scheme mentioned above is, therefore, not available to it. Printing presses are, however, eligible to avail of the benefits under this scheme, and a number of printing presses have already been provided with machines on hire-purchase terms. We have, however, been informed that by an order of the Central Government issued in January 1964, the Corporation has been directed to restrict the supply of printing machinery on hire-purchase terms to co-operative printing presses only. The co-operative presses are few in number, so it can be said that by and large the printing industry is also denied the benefits of the scheme.

3. The State Financial Corporations grant loans to industrial concerns. An industrial concern has been defined as any concern engaged in the manufacture, preservation or processing of goods. This definition also excludes newspapers from the scope of the operations of the State Financial Corporations. Printing presses, however, fall within the definition of industrial concerns.

4. The State Bank of India has a scheme for providing small scale industrial units with credit facilities both for fixed and working capital. But newspapers are not recognised as small scale industrial units and, therefore, cannot avail of the benefits under this scheme.

5. Numerous representations have been received that suitable facilities should be found for providing financial credit to small newspapers and periodicals, which is one of their crying needs. We recommend that Government

should expand the definition of small scale industrial units to include newspapers and periodicals with fixed capital investment not exceeding rupees five lakhs, which have their own printing presses or are intending to have them. The facility of receiving machinery on a hire-purchase basis through the National Small Industries Corporation would not be available to small newspapers whose fixed capital investment exceeds Rs. 5 lakhs. The State Financial Corporations can meet the needs of such papers if they are brought within their purview of operations. In fact we have learnt that in Ahmedabad the State Financial Corporation has advanced loans to a printing press, which is bringing out a daily newspaper. In other words, newspapers not owning printing presses are at a disadvantage. There is reasonable justification for extending the scope of the definition of industry to cover newspapers and periodicals. We believe the requirements of newspapers and periodicals for credit facilities would be sufficiently met if they are allowed to avail of the facilities of the existing institutions mentioned above.

6. If for any reasons it is not possible for small newspapers and periodicals to secure printing machinery under the hire-purchase scheme of the National Small Industries Corporation or long term loans from the State Financial Corporations, the only other alternative is that a separate finance corporation should be set up by the Government of India to provide credit facilities to small newspapers for buying printing machinery and newsprint and for buildings, etc.

7. *Consultancy Service* : In addition to credit facilities, small newspapers and periodicals require assistance in another direction also. This is in the matter of selection of printing machinery, occasional assistance in the removal of defects, etc. therein, maintenance of accounts in a proper manner, sales promotion, organisation of circulations, building up of advertisement revenue and general measures for economies in expenditure.

8. In this connection, the Committee's attention has been drawn to the scheme of the National Small Industries Organisation for technical guidance and assistance to small industrial units. The technical assistance programme includes advice on selection of industries, followed by guidance in the selection of machinery, factory lay-cut, selection of raw materials, designing of tools, preparation of blue-prints, planning of production, etc. Even after the units go into production, the Field Officers of the Organisation visit the factories from time to time to help remove manufacturing defects, effecting economies in fuel and raw material, etc. We are informed that as many as 16 small industries institutes are at work in different States. In addition to the Technical Officers of the Small Industries Service Institutes, foreign experts are made available to small scale units.

9. We recommend that the Government should request the National Small Industries Organisation to provide the advisory services mentioned in para 7 above to small newspapers and periodicals as well. If, for any reason, this Organisation is unable to undertake this assignment, a special organisation to serve the needs exclusively of small newspapers would be necessary. Alternatively, Government may tap some of the existing commercial firms in the line and ask them to undertake the service to small newspapers and periodicals at economical rates, their losses being under-written by Government.

CHAPTER XIV

NEWSPRINT

Newsprint is, as is well known, the staple raw material for the production of newspapers and periodicals. Their circulations will naturally be affected, if there is scarcity or uncertainty in the supply of this essential commodity. Its price, which is influenced by the world market, is a sizable factor affecting the economies of newspapers. The Press Commission had observed that newsprint, along with ink, constituted nearly one-third of the total cost in the case of English language newspapers and as much as 45 per cent. in the case of Indian language newspapers. We have also studied this question in some detail. Of the 22 daily newspapers analysed (seven English and fifteen Indian languages), the expenditure on newsprint came to 31.2 per cent; in the case of weeklies (eight in number) the percentage was 15.2 per cent. and in the case of monthlies (five in number) it shot up to 38.5 per cent. of the total expenditure.

2. Except for a small quantity manufactured indigenously, India depends for newsprint supplies largely on foreign countries. In order, therefore, to understand the newsprint problem, it is necessary first to have a glance at the newsprint question against the world canvas. According to a report "World Demand and Supply of Newsprint", published by the Newsprint Association of Canada (NAC) in November 1964, the total demand (excluding the Communist countries for which data is not available) during the year 1963 was 15,288,000 tons, and the installed capacity of the newsprint mills was 18,461,000 tons, so that the demand represented 83 per cent. of the available capacity. The total world demand for newsprint for 1964 was estimated at 16,359,000 tons, against the installed capacity of 19,106,000 tons. The forecasts for 1965 were Demand 16,918,000 tons against an installed capacity of 19,500,000 tons. Thus the production capacity of the mills exceeds the world demand for newsprint.

3. A comparative study of the newsprint position in 27 important countries has been made on the basis of the data published by NAC in respect of capacity, production, demand, imports and exports during the years 1950, 1963 and 1964 (Table I). The largest newsprint producing country is Canada with a production of 6,630,483 tons against an available capacity of 8,243,843 tons (1963), followed by the United States of America with a production of 2,218,044 tons against a capacity of 2,461,000 tons (1963). Canada is the largest newsprint exporter (6,099,562 tons in 1963), followed by Finland (907,313 tons).

4. In their Report, the Press Commission had recorded that before World War II, India imported on an average 37,000 tons of newsprint in a year. This fell to 28,000 tons in 1941-42 and to as low as 14,000 tons in the following year. There was a gradual recovery in 1944-45 when the imports rose to nearly 22,000 tons. Table II taken from the Annual Report of the Press Registrar for the year 1965 gives the quantity of newsprint imported from abroad and of indigenous productions from 1957-58 to 1964-65.

TABLE I

Comparative Study of Newsprint position in different Countries

(These figures are in standard short tons)

Country	Production Capacity			Actual Production		
	1950	1963	1964P	1950	1963	1964P
1	2	3	4	5	6	7
1. Australia	35,000	103,000	103,000	35,000	103,136	103,000
2. Austria	100,000	155,900	155,000	78,500	151,281	155,000
3. Belgium and Luxemburg ..	82,000	110,000	110,000	68,000	107,800	110,000
4. Britain	672,000	1,015,000	1,015,000	609,280	752,900	825,000
5. Canada	5,226,875	8,243,843	8,462,073	5,278,585	6,630,483	7,300,000
6. China	39,000	300,000	300,000	39,000	120,000	125,000
7. Czechoslovakia	34,000	75,000	100,000	34,000	46,340	65,000
8. German Democratic Republic	68,000	125,000	1,150,000	68,000	118,000	145,000
9. Finland	547,000	1,405,000	1,555,000	459,826	1,008,602	1,035,000
10. France	3,55,000	530,000	530,000	327,200	492,000	505,000
11. Federal Republic of Germany	207,000	255,000	240,000	187,000	225,925	220,000
12. Hungary	10,000	..	..	10,000	..	..
13. India .. ..	..	33,000	33,000	..	33,470	33,000
14. Ireland .. ..	..	12,000	14,000	..	11,000	13,000
15. Italy	100,000	470,000	530,000	94,800	400,000	410,000
16. Japan	205,000	1,366,000	1,443,000	145,281	1,131,032	1,265,000
17. Netherland	110,000	175,000	175,000	95,000	164,813	170,000
18. New Zealand .. ..	..	210,000	245,000	..	187,000	205,000
19. Norway	229,000	390,000	415,000	175,235	300,000	320,000
20. Pakistan .. ..	..	39,000	45,000	..	35,177	39,000
21. Poland	65,000	90,000	90,000	65,000	84,000	85,000
22. Rumania	33,000	55,000	55,000	33,000	54,800	55,000
23. Sweden	385,000	860,000	880,000	357,904	707,560	755,000
24. Switzerland	60,000	120,000	120,000	52,000	113,000	115,000
25. U.S.A.	992,000	2,461,000	2,469,000	1,014,703	2,218,044	2,275,000
26. U.S.S.R.	257,000	705,000	775,000	257,000	620,300	703,000
27. Yugoslavia .. ..	..	32,000	60,000	..	35,000	45,000

NOTE—Figures for 1964 estimates are preliminary. P)

TABLE I—*contd.**Comparative Study of Newsprint position in different Countries*

(These figures are in standard short tons)

Country	Demand			Exports			Imports		
	1950	1963	1964P	1950	1963	1964P	1950	1963	1964P
1	8	9	10	11	12	13	14	15	16
1. Australia	185,817	353,248	377,500	..	582	500	150,617	250,694	275,000
2. Austria	30,300	59,516	63,000	48,200	91,765	92,000	..	..	..
3. Belgium and Luxemburg ..	85,723	141,627	143,000	5,818	42,816	44,000	23,541	76,643	77,000
4. Britain	650,012	1,447,049	1,550,000	114,271	25,786	25,000	155,010	719,935	750,000
5. Canada	354,602	522,718	545,000	4,956,031	6,099,562	6,755,000	..	..	..
6. China	66,000	100,000	105,000	..	20,000	20,000	27,000	..	..
7. Czechoslovakia	22,000	35,450	45,000	12,000	15,080	20,000	..	..	..
8. German Democratic Republic	63,700	..	135,000	4,306	10,000	10,000	..	4,000	..
9. Finland	39,951	89,386	94,000	416,207	907,313	940,000	..	..	..
10. France	312,400	569,000	590,000	18,800	6,000	5,000	4,000	83,000	90,000
11. Federal Republic of Germany	229,700	678,665	697,000	..	3,645	6,000	42,700	456,385	483,000
12. Hungary	20,152	33,011	35,000	..	..	..	10,152	33,011	35,000
13. India	68,160	136,590	138,000	..	..	..	68,160	103,120	105,000
14. Ireland	28,973	50,092	52,000	..	..	..	28,973	39,092	39,000
15. Italy	96,800	412,717	417,000	6,800	2,586	4,000	8,800	15,303	11,000
16. Japan	138,636	1,124,589	1,330,000	6,750	6,695	5,000	105	182	70,000
17. Netherland	79,420	215,481	223,000	24,555	49,939	50,000	8,975	100,607	103,000
18. New Zealand	31,033	77,408	80,000	..	113,644	130,000	31,033	9,052	5,000
19. Norway	30,263	59,516	63,000	147,546	232,569	260,000	..	..	..
20. Pakistan	5,927	21,666	24,000	..	14,050	15,000	5,927	..	..
21. Poland	65,000	58,400	60,000	3,000	25,600	25,000	3,000	..	..
22. Rumania	33,000	50,800	53,000	..	4,500	2,000	..	..	500
23. Sweden	138,202	233,074	255,000	225,998	474,490	500,000	..	..	..
24. Switzerland	50,848	129,755	120,000	1,566	..	..	414	16,755	5,000
25. U.S.A.	5,921,336	7,468,057	8,050,000	43,967	118,207	105,000	4,010,261	5,368,620	5,850,000
26. U.S.S.R.	238,540	568,000	638,000	18,500	116,000	115,000	40	63,700	50,000
27. Yugoslavia	13,364	45,000	55,000	..	..	..	13,864	10,000	10,000

NOTE—Figures for 1964 estimates are preliminary.

TABLE II (in m. tonnes)

Year	Indigenous production	Quantity imported	Total
1957-58	14,371	63,501	77,872
1958-59	22,187	58,072	80,259
1959-60	22,770	75,501	98,271
1960-61	23,398	76,600	99,998
1961-62	25,270	96,066	1,21,345
1962-63	26,515	97,425	1,23,940
1963-64	30,078	95,520	1,25,598
1964-65* (Estimate)	30,000	97,500	1,27,500

*1964-65 figure of indigenous (Nepa) production is an estimate and that of import refers to the quantity of newsprint for which foreign exchange has been allocated. Figures in respect of the previous years are actuals.

5. *Sources of Supply*: India imports newsprint mainly from Canada, Poland, U.S.S.R. and the Scandinavian countries. During the last three years 1962-63, 1963-64 and 1964-65, the imports from these countries were as follows quantitatively—

	Per cent
Scandinavian Countries	33.3
Canada	30.6
U.S.S.R.	21.4
Colombo Plan	5.4
Free resources	5.6
Poland	3.7
Total	100

6. *Expenditure on Newsprint imports in relation to the total imports of all commodities*: Table III below gives the percentage of the foreign exchange allocation for newsprint in relation to that of the total imports of all commodities. While the quantum of total imports has been gradually rising year by year and within the last eight years it has nearly doubled in value, the foreign exchange allocation for the import of newsprint has not kept pace.

TABLE III

(Amount in lakhs of Rupees)

Year	Value of total imports of all commodities	Value of newsprint imported	Percentage of (c)/(b)
(a)	(b)	(c)	(d)
1955-56	774,41	666	·86%
1956-57	903,03	536	·59%
1957-58	10,35,43	558	·54%
1958-59	906,31	518	·59%
1959-60	960,75	654	·68%
1960-61	1121,62	595	·53%
1961-62	1090,06	971	·89%
1962-63	1131,48	763	·67%
1963-64	1222,85	693	·56%
1964-65	1263,31	740	·58%

(Note—This data has been supplied by the Chief Controller Imports and Exports, New Delhi).

7. *Rise in Demand for Newsprint:* On the other hand, there has been a continuing rise in the demand for newspapers, and consequently for newsprint, owing to certain developments which have taken place since Independence. Mention may be made by way of illustration, of—

- (a) rise in population from 36·1 crores in 1951 to 49·5 crores in 1965;
- (b) rise in literacy from 16·61 per cent. in 1951 to 23·7 per cent. in 1961 which is further expected to rise to 30 per cent. by the end of the Third Plan period;
- (c) increase in the number of schools, colleges and universities. The number of schools will increase from 1,90,802 in 1946-47 to 5,05,000 by the end of 1965-66. The number of colleges is expected to rise from 560 in 1946-47 to 2,700 by the end of 1965-66; and the number of universities from 17 in 1946-47 to 66 by the end of the Third Plan period;
- (d) increase in the surfaced road kilometrage from 1,45,155 in 1947 to 2,35,790 in 1961; and
- (e) rise in the national income of the order of 58·3 per cent. by the end of 1964-65 since the beginning of the first Five-Year Plan.
- (f) The continual rise in the number and circulation of newspapers as exhibited in the tables IV and V.

TABLE IV

Number and Circulation of Dailies

Year	Number of dailies on record	Number of dailies whose circulation figures are available	Total circulation available
1956*	393	269	2,908,000
1957*	446	312	3,466,000
1958*	465	373	3,854,000
1959	420	318	4,453,000
1960	465	313	4,950,000
1961	457	306	5,247,000
1962	481	414	5,838,000
1963	503	429	5,732,000
1964	514	367	5,693,000

*These figures also include "non-included category papers" such as (i) Market Reports and Bulletins, (ii) School/College Magazines, (iii) Publicity Journals/House Organs, (iv) Astrology, (v) Fiction and (vi) Miscellaneous, as per the Report of the Press Registrar.

It may be noted from the above table that the number of daily newspapers has risen from 393 in 1956 to 514 in 1964. The circulation of dailies also increased from 29,08,000 in 1956 to 56,93,000 in 1964, accounting for nearly 100 per cent. increase despite the restriction on the availability of newsprint.

The newspapers and periodicals other than dailies have also registered a progressive rise both in numbers and in circulations.

TABLE V

Number and Circulation of Newspapers and Periodicals other than Dailies

Year	No. of newspapers and periodicals other than dailies	No. of newspapers other than dailies for which circulation figures are available	Circulation figures available
(1)	(2)	(3)	(4)
1957*	5,486	3,449	94,96,000
1958*	7,651	4,177	1,15,74,000
1959	5,676	3,897	1,24,48,000
1960	5,970	4,289	1,41,50,000
1961	6,166	4,648	1,60,07,000
1962	6,916	5,238	1,73,82,000
1963	7,287	5,459	1,77,64,000
1964	7,647	4,522	1,50,51,000

*These figures also include papers of "non-included category" such as (i) Market Reports and Bulletins, (ii) School/College Magazines, (iii) Publicity Journals/House Organs, (iv) Astrology (v) Fiction and (vi) Miscellaneous, as per the Report of the Press Registrar.

8.1 *Estimates of Country's requirements of Newsprints.* So far as the estimates of the country's requirements of newsprint are concerned, the following extract from the Report of the Planning Commission—Programme of Industrial Development during the Third Five-Year Plan (page 508) is self-explanatory:—

“The demand for newsprint during the First Plan grew at an average rate of about 7.5 per cent per annum. As there was no difficulty about the supply of newsprint, the consumption also increased at the same rate. If newsprint had been available freely during the Second Plan period, it is estimated that the consumption would have increased at the same rate.

“With a rising standard of living and spread of literacy the demand for newsprint is expected to increase at a progressive rate of 10 per cent per annum during the Third Plan period. On this basis it is roughly estimated that the demand for newsprint will be of the order of 1,50,000 tons by 1965-66. The demand trend for each year of the Third Plan is given below:—

Year	Tons
1961-62	1,00,000
1962-63	1,10,000
1963-64	1,20,000
1964-65	1,35,000
1965-66	1,50,000

8.2. *Press Registrar's Estimates.* On the basis of the 1961-62 circulation and the 1957 page level, the Press Registrar estimated that for the year 1963-64 a total quantity of 1,35,000 metric tonnes (1,06,000 m. tonnes imported, costing Rs. 7.78 crores, and 29,000 m. tonnes Nepa) newsprint would be required. In his estimate for 1964-65 and 1965-66, the Press Registrar allowed a 10 per cent increase over the consumption of the previous year plus 3,000 m. tonnes for new newspapers. On this basis, the total demand of newsprint for 1964-65 was estimated at 1,52,000 m. tonnes (1,27,000 m. tonnes imported, costing Rs. 9.51 crores, and 25,000 m. tonnes Nepa) and for 1965-66 at 1,70,000 m. tonnes (1,45,000 m. tonnes imported costing Rs. 10.86 crores and 25,000 m. tonnes Nepa). The Press Registrar's estimates, which are based on actual consumption, exceed the figures given by the Planning Commission which, to a certain extent, were under estimated. There is no denying the fact that the newsprint distribution policy is highly restrictive. Far from promoting the growth of newspapers, it has been hindering their circulations. Newspapers are a source of information, instruction and entertainment, and their utility in a developing country like India need hardly be stressed. Thus, the Government's present restrictive policy on newsprint distribution comes in the way of the spread of information, education, and entertainment among the masses.

8.3. The Committee is aware that the country is in the grip of an acute shortage of foreign exchange. While defence and food requirements should get first preference, there is no reason why newspapers, which provide food for thought, should be starved. A cut in newsprint imports amounts to a cut in the spread of education, which cannot be called a progressive step in a growing democracy like ours. We, therefore, recommend that Government should review its newsprint import policy and increase the annual allocation of foreign exchange in gradual instalments.

8.4. We are of the view that small newspapers which, by and large, are powerful instruments for the communication of information and education in the rural areas should be encouraged to develop in an unrestricted manner. To meet this requirement, an increase in circulation to the tune of 20 per cent over the previous year's circulation should be allowed up to the ceiling in terms of the definition of a 'small newspaper' as given by the Committee, provided, however, that newspapers and periodicals with a circulation of less than 10,000 copies be permitted to develop up to that level without the said restriction.

9. *Newsprint Control and Present Policy.* In the succeeding paragraphs we discuss the newsprint import and distribution policy and the difficulties arising out of its implementation. Newsprint was removed from the Open General Licence in June 1955. Licences for newsprint were issued by the Port Offices of the Chief Controller of Imports and Exports till October 1957—March 1958 licencing period. From April 1958, the licensing of newsprint was centralised at the headquarters of the Chief Controller of Imports and Exports, and the Registrar of Newspapers for India was associated with the Advisory Committee from the licensing period October 1957—March 1958. The subject of newsprint was transferred from 1st October 1963, from the Ministry of Commerce to the Ministry of Information and Broadcasting.

9.2. We are of opinion that this was a correct decision. The Information and Broadcasting Ministry has detailed knowledge of the conditions of the newspaper industry, and we recommend that the subject of newsprint—import and distribution—should continue to be dealt with by that Ministry.

10. On account of the shortage of foreign exchange, newsprint is being licensed to newspapers, from the licensing period April 1958—September 1958, on the basis of the 1957 page level. Up to 1961-62, newsprint was allotted to newspapers on their actual circulations, but from 1962-63, newspapers are being allotted newsprint on the basis of the 1957 page level and April 1961—March 1962 circulations. Even on this allotment there was an overall cut of 2½ per cent in the licensing period 1962-63 and a page cut in 1963-64 in the case of newspapers having more than eight pages in 1957. In the first half of the licensing period 1963-64, the maximum page cut was 10 per cent. This page cut was, however, restored in the second half of the licensing period 1963-64, and a 20 per cent increase in circulation over April 1961—March 1962 was allowed to daily newspapers with a circulation range of 10,000 to 50,000 copies. This 20 per cent increase was allowed in 1964-65, and is being allowed in 1965-66. Existing newspapers and periodicals with a circulation of fewer than 10,000 copies in 1961-62 have been allowed to increase their circulations up to 10,000 copies or by 25

per cent of their circulation (April 1961—March 1962), whichever is less. Where the increase in circulation was permitted in 1963-64 and/or 1964-65, the 25 per cent increase, subject to a maximum circulation of 10,000 copies, will also be permitted in 1965-66 over and above that allowed in 1963-64 and/or 1964-65 and will be calculated on the circulation attained in April 1964—March 1965. Free increase in circulation was allowed in 1963-64 up to 2,500 copies, which was increased up to 5,000 copies in 1964-65. In 1965-66 this increase has been allowed even to new periodicals up to 5,000 copies of 8 pages of standard size of a daily newspaper. Except for these minor increases, newsprint is being allotted to the newspapers and periodicals on the 1957 page level and April 1961—March 1962 circulations. The newsprint policy has thus been very restrictive during the past four years.

11.1. *Newsprint Policy for 1965-66* : An attempt has been made by Government to give some concessions to new publications in the newsprint allocation policy for the licensing period 1965-66. These are enumerated below:

- (1) New periodicals will be generally allowed to develop and build up an average circulation up to a maximum of 5,000 copies of 8 pages of standard size of a daily newspaper during the first three months after the commencement of the publication. They will be granted only 50 per cent of their entitlement in imported newsprint.
- (2) New daily newspapers will be allowed generally an initial quota to develop and build up an average circulation to the maximum limit of 5,000 copies of 8 pages per publishing day during the first three months after the commencement of the publication. During these three months indigenous newsprint manufactured by Nepa Mills will normally be allotted. As a concession, this allotment may, however, on application be converted into 50 per cent Nepa and 50 per cent imported newsprint. The quantity of imported newsprint so allowed will be adjusted against the entitlement of newsprint for the subsequent months.
- (3) After three months of publication, the newspapers and periodicals will be required to produce a chartered accountant's certificate in the prescribed form to show the average page area and the number of pages printed during the first three months. Further allotment of newsprint will be made on the basis of this certificate.
- (4) Existing newspapers and periodicals which did not obtain clearance for the use of newsprint or licences/authorisations therefor till 1964-65 will be treated in the same manner as new newspapers and periodicals.
- (5) It will not be possible to allocate any quota of newsprint to newspaper chains and multiple units for publication of new periodicals and newspapers.

11.2. The Committee finds that the policy is unduly restrictive in case of new periodicals. We recommend that new periodicals should be allowed to develop and build up an average circulation up to a maximum of 10,000 copies of the size equivalent to 16 pages of the standard size of a daily newspaper, during the first year after the commencement of the publication. They should be granted their full requirements of newsprint from imported supplies.

11.3. We have been informed that the following quantities of newsprint were allotted to the undermentioned groups of newspapers during the years 1964-65 and 1965-66, covering all the newspapers belonging to these chains/groups:

(Quantity in Metric tonnes)

Name of newspaper	1964-65		1965-66	
	Imported	Nepa	Imported	Nepa
(1) Hindustan Times, New Delhi	3,759.03	1,373.50	3,928.00	482.00
(2) Statesman (New Delhi and Calcutta)	2,661.62	1,140.26	2,786.00	441.02
(3) Indian Express	9,930.01	3,737.34	12,636.34	1,442.81
(4) Hindu, Madras	2,772.97	1,079.55	2,925.42	381.21
(5) Amrit Bazar Patrika, Calcutta	3,714.33	1,590.06	3,906.00	558.38
(6) Anand Bazar Patrika, Calcutta	3,026.90	1,286.95	3,172.00	513.80
(7) Times of India, Bombay and New Delhi ..	9,892.93	2,932.85	10,261.79	1,151.09
Total	35,757.79 36.6%	13,140.51 43.8%	39,595.55 39.8%	4,970.31 33%

Of the total quantity.

Thus, the quantities of imported and Nepa newsprint issued to these chains/groups of papers account for nearly 36.6 per cent and 43.8 per cent (in 1964-65) and 39.8 per cent and 33 per cent respectively (in 1965-66) of the total quantity available to newspapers and periodicals all over the country. The circulations of these seven groups of newspapers come to 35,22,590 as against the total all-India circulation of 2,07,44,000 or 17 per cent. Thus newspapers commanding only 17 per cent of the circulation are able to obtain imported newsprint representing 36.6 per cent in 1964-65 and 39.8 per cent in 1965-66 of the country's total supply from abroad. We would recommend to Government to reconsider their present newsprint distribution policy and try to remedy the imbalance and ensure that whatever newsprint small newspapers require to meet their legitimate needs would be made available to them.

12.1. *Procedure for Newsprint Allocation*: The foreign exchange quota for newsprint comes out of the allocation of foreign exchange for the Ministry of Information and Broadcasting. The Registrar of Newspapers for India assesses the overall requirements of the industry for a licensing period. The Ministry of Information and Broadcasting is responsible for the formulation of

the policy for allocation of newsprint. All applications for newsprint from publishers have to be addressed to the Registrar of Newspapers for India, New Delhi. They are scrutinised in a cell (NPCII) in his office and the quantity to be allocated is assessed on the number of pages and the circulation of the publication. The allotment of the entitlement is usually broken up into three parts: (a) authorisation for Nepa newsprint; (b) authorisation for newsprint to be supplied through the S. T. C. and (c) recommendation to the C.C.I. & E. for the issue of an import licence under the Import Trade Control Act. The authorisation at (a) and (b) and the letter to the publisher intimating the total quantity allotted for the licensing period are sent to the publisher by the office of the Press Registrar. The Committee has been informed that where the annual entitlement of a newspaper is less than 10 tons, imported newsprint is issued, as Nepa Mills have represented that it is not possible for them to execute orders for less than 10 tons as they do not constitute a wagon-load. In the office of the C.C.I. & E., the applications are again scrutinised under the Import Trade Regulations, and in the case of licences of higher denominations, depending on the value the issue of the licences is authorised on the basis of the Registrar of Newspapers for India's recommendation, at various levels up to that of the Chief Controller.

12.2. *Policy Announcement*: The annual policy announcement in regard to newsprint imports, which takes effect from 1st April each year, is generally made three or four weeks later. This time-lag should be avoided. In the past there have been frequent changes in the newsprint policy, sometimes in the middle of the licensing period, with the result that it has not been possible for newspapers to chalk out their future plans accurately. We recommend that the broad outlines of the policy in regard to newsprint imports should be announced on a long-term basis.

12.3. *Delay in the issue of Import Licences*: The Committee has received numerous complaints from newspaper proprietors that applications for import licences are not sanctioned quickly. We have ourselves examined about a dozen instances in consultation with the Press Registrar. The minimum time taken for the issue of an import licence is six weeks, and in several cases it has exceeded 15 weeks. The Committee feels that the Press Registrar should draw up a definite drill to ensure that applications for newsprint import licences are vetted in his office within a week. Another week should suffice for the issue of a licence by the office of the Chief Controller of Imports and Exports, so that the total time taken for the issue of a licence should not exceed two to three weeks in all. Where certain enquiries have to be made, the Press Registrar should issue an advance quota representing about 50 per cent of the quota of the previous year on application by the newspapers/periodicals, so that the publishers are not put to undue hardship.

12.4. *Application forms*: A large number of small newspapers have represented before us that the application forms for issue of newsprint import licences are very cumbersome. The data asked for is so detailed that small newspapers do not have the means to collect and furnish the required information. Some newspaper representatives told the Committee that they could not

apply for newsprint quotas owing to non-availability of forms; this is particularly so in district towns. We recommend that in addition to the existing arrangements, forms should be made available to the regional offices of the Press Information Bureau, so that copies can be supplied by them to newspapers/periodicals on request.

12.5. *Supply of Sheets*: Most of the small newspapers are published on flat-bed machines requiring newsprint in sheets. According to the present licensing policy, sheets are issued to newspapers with an annual entitlement of less than 5 tonnes; to all others, import licences are issued for newsprint in reels (1965-66 import policy). The result is that the small newspapers importing newsprint from abroad have to get the reels cut into sheets before use. This puts them to extra expense and causes delay and inconvenience besides wastage. A number of small newspapers have represented to us that they are not satisfied with the existing arrangements for cutting the reels into sheets. It is recommended that the S. T. C. should make arrangements at the port towns for cutting the newsprint reels into sheets without an extra charge on the newspapers before transport to destination.

12.6. The Committee have also received representations from a large number of weeklies and periodicals originating from the districts that they had not been issued any newsprint quota in spite of the fact that they had been in existence for many years. The stand of the Press Registrar was that since these weeklies and periodicals were not given any newsprint quota in the crucial period, no newsprint quota could be issued to them, for they were treated as new periodicals to whom no newsprint quota was given. The Committee's opinion is that this policy decision was unfortunate. It drove the proprietors of small weeklies and periodicals into buying newsprint in the black market or white printing paper, which is prohibitive in cost. While the policy has since been revised granting some relief to such periodicals, it does not meet the requirements of the situation. To treat such old periodicals as new ones is unjust. The Committee recommends that they should be allotted imported newsprint to cover their full quotas.

12.7. Under the present newsprint distribution policy, no certificate from Chartered Accountant is required in the case of publications claiming circulations up to 2,000 copies, for purposes of receiving newsprint quotas. Representations have been made to the Committee that this ceiling should be raised upwards to 5,000 copies or even 10,000 copies. The Committee have sympathetically considered these representations, but owing to the shortage of foreign exchange for import of newsprint, it is not possible for them to make a recommendation for raising the present ceiling for issue of newsprint quota without an audited circulation certificate beyond the present figure of 2,000 copies, as we are of the view that if a newspaper has a circulation of more than 2,000 copies, it should be presumed to have resources to enable it to have its accounts properly maintained and audited.

13.1. *Nepa Mills*: The National Newsprint and Paper Mills Ltd., Nepa Nagar, Madhya Pradesh, is the only newsprint manufacturing concern in India

Its share capital is Rs. 490.21 lakhs, of which Rs. 255 lakhs has been provided by the Central Government, Rs. 169.73 lakhs by the Madhya Pradesh Government and Rs. 65.48 lakhs by others. Its targeted capacity is 30,000 m. tonnes a year, but the actual production reached this figure only in 1963-64. The progress of newsprint production has been as follows, according to the figures supplied by Nepa management—

Year						metric tonnes
1955-56	..	..	..	..	..	3,510
1956-57	..	..	..	..	..	13,750
1957-58	..	..	..	..	..	14,371
1958-59	..	..	..	..	..	22,187
1959-60	..	..	..	..	..	22,770
1960-61	..	..	..	..	..	23,398
1961-62	..	..	..	..	..	25,279
1962-63	..	..	..	..	..	26,515
1963-64	..	..	..	..	..	30,078

It has recently been decided to expand the capacity of the Mills to 75,000 m. tonnes at a cost of about Rs. 8 crores.

13.2. *Production Cost and Price of Nepa Newsprint* : The present production cost of Nepa newsprint is estimated at Rs. 842 per m. tonne; the sale price, which excludes excise duty and other overhead expenses, is Rs. 1050 per m. tonne; whereas the average landed cost of imported newsprint at present is of the order of Rs. 900 per m. tonne. The Nepa Mills have given the following reasons for the high production cost—

“Firstly, the Nepa newsprint is produced from the salai ground pulp, whereas the principal newsprint producing countries of the world, i.e., Canada and the Scandinavian countries, prepare newsprint from soft wood like fir, spruce and pine. When the salai wood pulp was first used in 1955 by the Nepa Mills, the newsprint produced was found to be of sub-standard quality because of very dull yellowish shade. To overcome this defect, bleaching of salai wood pulp with the chemicals, such as caustic soda, chlorine and dyes, etc., was resorted to, which added to the cost of production. Nepa is the only factory in the world using salai pulp. Normally soft wood is used in foreign countries and bleaching is not necessary.

“The expenditure per m. tonne on chemicals during the years 1958—62 is given below—

Year						Rs. per m. tonne
1958-59	..	..	..	..	..	157.97
1959-60	..	..	..	..	..	217.74
1960-61	..	..	..	..	..	192.45
1961-62	..	..	..	..	..	166.35

“Secondly, the leading newsprint producing countries, have been able to establish large units (*i.e.*, 600 to 1,000 tonnes per day capacity) because of favourable geographical and climatic conditions which are conducive to the extensive growth of soft woods. Moreover, in these countries, extensive plantations on a planned scientific basis is undertaken to sustain large paper mills. The absence of such facilities in India has been the reasons for the setting up of a small newsprint mills (capacity only 100 m. tonnes per day) at Neapanagar.

“Thirdly, the technology of development of new processes on such unconventional raw materials naturally places India at a disadvantage when compared to other countries. Moreover, most of the principal newsprint producing countries have special reduced prices for export markets.

“Fourthly, the other items of the costs of production such as power and transport etc. are increasing day by day.

“In the circumstances, therefore, it may not be quite realistic to make a comparison between the quality and price of imported and indigenous newsprint.”

13.3. In this context, the Committee endorses the recommendation of the Lok Sabha Committee on Public Undertakings regarding Nepa Mills which reads as under :—

“This Committee hopes that every effort will be made to get the tariff rates of power and steam reduced as early as possible as these items constitute about 25 per cent of the cost of production. We further feel that there is enough scope for curtailing expenditure on other items also. In view of the fact that the cost of Nepa newsprint is already very high, it is essential that the management should exercise strict control over costs by following modern methods of cost control. An expert study to bring down costs may be arranged if considered necessary.”

13.4. *Quality of Nepa Newsprint* : Numerous complaints have been made before the Committee regarding the quality of Nepa newsprint. In fact, not a single witness has spoken in favour of the quality of this manufacture. It was represented that the grammage content of the Nepa newsprint often varies, and that the paper is not able to reproduce blocks satisfactorily. On these points, the Committee sought the opinion of some of the newspapers which have been consuming Nepa newsprint. Their views are summed up below:—

1. “There is no uniformity in respect of shade, finish or grammage”.
2. “The grammage varies between 52 and 58. Satisfactory reproduction of illustrations cannot be obtained on Nepa newsprint.”
3. “On many occasions the grammage of Nepa newsprint greatly exceeds that mentioned in their specifications. The surface of Nepa newsprint is very uneven and half-tone blocks do not reproduce satisfactorily.”

4. "The Nepa newsprint was all along supplied in such an abnormal shade that nothing could be printed on it legibly. It was never supplied with a lesser grammage than 60 per sq. meter".
5. "Grammage content of Nepa newsprint varies between 53 and 60.99. Blocks, specially half-tone, are not satisfactorily reproduced on Nepa newsprint."
6. "In actual practice, there is considerable variation in the weight per sq. meter and it is generally 54 grams and above. It has poor finish; does not absorb ink well with the result that the reproduction of half tone blocks is poor. The rolls are not tightly wound"

When the attention of the Nepa Mills was drawn to these complaints, they stated (August 1964):

"Variation in gram weight : We have been trying to control this as far as possible, and for the last few months this has been quite steady ranging between 52—54 grams. We are going to improve on it and hope that the parties will have no complaints henceforward"

"Reproduction of blocks : I have not yet heard any serious complaint regarding the poor reproduction of blocks on Nepa newsprint. Poor reproduction can often be because of poor ink or poor blocks or any wrong thing at the publishers' end. Anyhow I will try to look into this matter as well".

13.5. It is obvious that the quality of Nepa newsprint is not up to the normal standard and that there is considerable room for its improvement. We may add here that good quality newsprint is essential for proper reproduction of advertisement and reading matter. We expect that the authorities of the Nepa Mills as well as Government will pay serious attention towards raising the production standard of this commodity. In this connection, it is interesting to note that the Nepa Mills incurred the following expenditure on laboratory tests and research :—

1961-62—Rs. 14,780

1962-63—Rs. 20,355

1963-64—Rs. 26,329

While it is gratifying to note that some attention in this direction has been paid in the last few years, which must have given adequate returns, the quantum of expenditure incurred is obviously inadequate and the research sections need to be strengthened considerably. Experts from abroad may be attached to various sections of the manufactory for quite some time, to examine the defects in the various stages of the manufacture of this commodity and to suggest remedial measures therefor.

13.6. The attention of the Committee has been drawn in this connection to the following recommendation made by the Planning Commission in their publication "Programme of Industrial Development" (1961—63), reading :

"The Development Council of the Planning Commission had recommended that an institute for pulp, paper and allied industries should be set up, supported by the industry and the Government to foster research, development and technology of the industry and also to co-ordinate the work done by other research organizations, on lines similar to that of the Textile Industry Research Association and the Indian Jute Mills Research Association."

We consider that this is a sound recommendation and hope that effective steps will be taken to ensure that an institute of the kind recommended comes into being as early as possible to render service to the paper making mills of the country. It may be noted that paper is the most indispensable material for the spread of literacy as well as newspaper circulation in the country.

13.7. We have seen above that Nepa newsprint cannot compare with the imported newsprint either in quality or cost. The cost factor results in a heavy burden on small newspapers and periodicals whose financial position is far from strong. We, therefore, recommend that only imported newsprint should be allotted to small newspapers and periodicals, and their requirements should have a prior charge on the total imports of newsprint in the country. It is hoped that the recommendation will be implemented as soon as possible. Pending that arrangement small newspapers will have to continue to depend on indigenous sources of supply for part of their requirements. We, therefore, proceed to examine their difficulties in obtaining indigenous supplies.

13.8. *Central Excise Duty* : The indigenous production of newsprint is subjected to an excise duty imposed by the Central Government. A concessional rate of 5 paise per kg. has been allowed for newsprint required for newspapers published at intervals of not more than one month. Newspapers have to satisfy two criteria to become eligible for this concessional excise duty, viz. the paper must be printed at regular intervals of not more than one month, and the printer/publisher should have filed a declaration under the Press and Registration of Books Act before the appropriate authority. Publications which do not fulfil these conditions are not eligible for the concessional rate.

13.9. *Difficulties of Small Newspapers* : Nepa Mills have evolved a procedure, whereunder they ask the small and new newspapers to pay full advance of the price of the newsprint indented before booking an order. The established and big newspapers, on the other hand, are allowed the facility of presentation of the documents through a bank. Complaints have been made before the Committee that small newspapers are put to a great deal of hardship as their money gets blocked unremuneratively for several months, in some cases for about 8—10 months. We consider that the Nepa Newsprint Mills, being a public sector undertaking, should regard it as an act of public service to supply quality newsprint to newspapers. Since the financial resources of the small newspapers are limited, any deposit of money against the despatch of newsprint, either in full or part value, is a hardship. We would, therefore, recommend

to the Nepa Mills that they should follow the usual procedure adopted by private firms in this matter and send documents relating to the despatch of newsprint through banks, so that money which would be otherwise useful to small newspapers is not locked up in the form of deposits.

13.10. (a) *Delay in Supply of Nepa Newsprint* : Numerous witnesses have complained about the delay in the compliance of indents placed on the Nepa Mills. In some cases, the supplies have taken so much as 8—10 months, 3-4 months being the minimum period. In this connection, the case may be cited of a Gujarati daily published from Baroda, which was given authorisation by the Press Registrar for 3.05 m. tonnes of Nepa newsprint on 9-11-1964. On 16-11-64 the newspaper received a letter from the Nepa Mills asking it to execute three contract forms and to send a demand draft for Rs. 2,000. The demand draft and the three contract forms were sent by the newspaper to the Nepa Mills on 17-12-1964. In their letter dated 23-12-1964, the Nepa Mills drew attention to certain discrepancies in the details of the size etc. and also certain deficiencies in the completion of the contracts. These forms were corrected and amended contract forms were sent by the newspaper to the Mills on 30-12-1964. In their letter dated 13-1-1965, the Nepa Mills accepted the indent, giving the delivery date "as early as possible without commitment". The newspaper followed it up with its letter of 11-2-1965 asking the Nepa Mills to state the delivery period. The replay was that the newsprint would be delivered in July 1965. The result was that the paper had to wait for about 8 months to get a small supply of 3.05 tonnes, for which an advance payment of Rs. 2,000 had to be made. The paper represented that the procedure for the acceptance of the indent had taken two months and the payment in advance of Rs. 2,000, which remained locked up unremuneratively, was a hardship on the small newspapers.

(b) Another complaint was made by a Manipuri daily of Imphal. Its requirement was 6 m. tonnes and an indent was placed on the Nepa Mills on 1-1-65. The acceptance of advice was conveyed by the Mills on 14-1-1965. No supplies were received up to the end of May 1965. In the meantime, the date of the authorisation expired on 20-5-1965. This required revalidation of the authorisation through the Registrar of Newspapers, involving a further loss of time. In any case, the supplies might not have matured before seven or eight months in this case as well.

(c) A newspaper in Hyderabad was given by the Press Registrar an authorisation of 28.29 m. tonnes of Nepa newsprint on 3rd August, 1963. The supply was not completed by the Nepa Mills within one year. A balance of 7.09 m. tonnes was left over by the 2nd August, 1964. The Mills informed the newspaper that this quantity had lapsed. Obviously, there was no fault on the part of the newspaper. The paper approached the Press Registrar for revalidation of the remaining quantity, which was agreed to, but not without further lapse of time. When this matter was taken up by the Committee with the Registrar of Newspapers, his reply was that "revalidation is done liberally where supplies are not made within the authorisation period."

(d) The Nepa Mills have reported (May 1965) that their monthly capacity is 2,500 m. tcns in reels and 100—150 m. tons in sheets. The authorisations in hand with the Mills issued by the Press Registrar were sufficient to cover

the manufacturing capacity of the Mills for about 6½ months, so that any fresh authorisations could be complied with only after that period. Cases of the kind mentioned above do not help build up respect for the authorisations issued by the Press Registrar. The latter should not go on issuing authorisations if the supplies are expected to mature after a long time. In fact, there should be close coordination between the Nepa Mills and the Press Registrar, so that the latter is kept informed for the supplies ordered and supplies made with a view to staggering fresh authorisations as far as possible. It is suggested that the Press Registrar should, in consultation with the Nepa Mills, evolve a procedure to rationalise the issue of authorisations so as to conform to the rate of production of the Mills and thus reduce the inconvenience caused to newspapers, particularly small newspapers and periodicals, to the minimum. We recommend that a certain percentage of the Mills' production (say 25%) should be set apart for meeting indents up to 100 m. tonnes.

13-11. *Transit Insurance of Nepa Newsprint*: Complaints have been made before the Committee that some of the insurance companies were unwilling to insure Nepa newsprint in transit owing to defects in reeling, packing, etc. The matter was taken up with the Nepa Mills who stated as follows :

- “(a) No case of reeling defects of Nepa newsprint has been brought to our notice by any small newspaper. We have had no complaints in this regard in the recent past.
- “(b) Packing of Nepa newsprint has now vastly improved and is capable of withstanding normal rigours of transit. It is our experience that Nepa newsprint does not get damaged unless it is subjected to rough handling, specially at the time of unloading.
- “(c) We do not cover any transit risk from our end, because Nepa newsprint is consigned under railway risk. We have, therefore, no knowledge of the difficulty, if any, being experienced by an Insurance Company in insuring Nepa newsprint consignments.
- “(d) We had recently an occasion to discuss the question of insuring Nepa newsprint consignments with the Life Insurance Corporation. We find that they are quite prepared to take up this job. Small newspapers, therefore, may contact the LIC in this matter.
- “(e) In case of newspapers desiring to get their consignment of Nepa newsprint insured against transit risk with LIC, this also can be arranged on their behalf and at their risk and cost.
- “(f) We do not know if foreign newsprint is also insured.”

We are afraid we are unable to subscribe to the statement made by the Nepa Mills regarding the packing of their reels. Some of the members of the Committee had an occasion to see some Nepa reels in the office of a newspaper in Varanasi. Most of the reels had been damaged in transit, and the damage was clearly due to insufficient packing layers over the newsprint reels. The members were also shown imported newsprint in reels of 10 to 12 layers of hard paper so that a nail could pierce through the reel only with great difficulty. It is, therefore, recommended that the Nepa Mills should re-examine their packing arrangements to ensure that the packing is sufficiently strong to stand rough handling in transit.

13.12. On the question of coverage of transit risk by some of the marine insurance companies, the committee was given to understand that most of the companies undertake transit insurance of Nepa newsprint, but that the rates charged vary according to the claims experience of the different companies. We were somewhat surprised at the variation in the rates charged. We recommend that Nepa Mills should arrange to insure all consignments of newsprint, wherever a newspaper asks for such cover. Nepa Mills will thus be enabled to secure a favourable rate because of bulk placement of this business. This insurance cover may be obtained from the General Insurance Department of Life Insurance Corporation of India or from any other General Insurance Company willing to cover the risk.

14.1. *Measure taken to augment the production of indigenous newsprint :* In order to step up the production of indigenous newsprint, Government issued licences to three commercial firms, for a total annual capacity of 1,50,000m, tonnes. One of the firms did not take effective steps for the implementation of the scheme and the licence had to be revoked. In the case of the other two, no substantial progress has been made. In addition, Government issued letters of intent to two parties for the manufacture of newsprint in Mysore and Madras respectively. These two projects also have not made any progress. Government, have, however, decided to expand the capacity of the Nepa Mills from 30,000 to 75,000 metric tonnes per annum at a cost of Rs. 8 crores. To bridge the gap between the demand and supply, we recommend that Government should consider the starting of one or more newsprint factories in the public sector.

14.2. Recently the Income-Tax Act, 1961, has been amended by inserting a new section 280 ZD by the Finance Act of 1965. It specified newsprint as one of the commodities eligible to a tax credit certificate to the extent of 25 per cent of the Central Excise Duty paid by the manufacturing unit on production in addition to its production in the base year. This has been done by Government having regard to the need for stimulating production of newsprint to meet its increasing demand in the country and the need to save foreign exchange. Tax credit in respect of additional clearances of newsprint will be calculated at the rate of 25 per cent of the excise duty payable on such additional clearances (over the level reached in the base year). It is the manufacturer of newsprint who will be entitled to this tax credit certificate. The scheme in regard to the procedure for claiming tax credit on excise duty paid on excess clearance will be notified by the Government shortly.

15. *Clearance of Newsprint at the Ports :* A case has been cited before the Committee of 67 reels of newsprint being imported from Sweden against an import licence by a newspaper in Cuttack. The consignment arrived at Calcutta port on the 29th April, 1961. Thirtyfour reels out of the 67 were received by the newspaper on 8-7-1961 in a damaged condition. Again on 12-1-1962, the newspaper received 28 under-sized reels from an exporter firm in Moscow out of the 147 reels which had reached Calcutta port in the last week of September 1961 against two import licences dated May and June 1961. These examples are cited to show the delay in the handling of newsprint consignments at the godowns of the Port Commissioners. The paper also complained about the difficulty in receiving the goods from the Port Commissioner's godown at

Shalimar Railway Station. It was stated that one truckload of the newsprint which was to be booked on Monday, the 21st December, 1964, in smalls from Shalimar to meet the immediate requirements of the paper could not reach the Station in time and that the trucks had, therefore, to go back. There was no alternative for the newspaper, in the circumstances but to get one truckload of newsprint by road transport. The cost for the newspaper for moving the consignment by road was four times that of getting it by train. The Port Commissioners have stated that strict instructions regarding careful handling of all cargo, including newsprint, are already in force and rigid supervision is exercised in this respect. The use of hooks is prohibited in the handling of newsprint but consignments of reels are not securely packed and cannot, therefore, stand any handling and are in most cases landed in a damaged condition. The Port Commissioners further say that consignments of newsprint are not quickly cleared and very often these are stored in bond for a long time, resulting in more than one handling and consequential damage. The Port Commissioners say that the remedy, therefore, lies in better packing of such consignments and quick clearance from the Ports. Supplying mills, in the interests of their own reputation, should make arrangements for secure packing of newsprint reels and the Press Registrar may, on behalf of Government, address them a suitable circular letter on this subject. We would also urge that the importers should try to take delivery from the ports as quickly as possible. The Press Registrar should intervene with the Port Commissioners to evolve a satisfactory procedure for the clearance of newsprint consignments.

16. *Rail Movement of Newsprint* : Another difficulty pointed out by a newspaper in Orissa is about the booking restrictions on the railways. Only two or three days in a week are booking days for goods from Calcutta to Cuttack. This causes hardship to newspapers. It was represented before us that newsprint is not given sufficient priority in movement by rail. Whereas printed newspapers are given the highest priority in movement, it is strange that newsprint on which newspapers are printed should not be given sufficient priority in movement. At the first meeting of the Newsprint Advisory Committee, the Government spokesman stated that next to food and defence, the Central Government gave priority for imports of newsprint. While food and defence requirements are given topmost priority in rail movement, newsprint movement does not get similar treatment. The Committee, therefore, strongly recommend that the Railway Board should issue instructions that newsprint should be treated as an essential commodity and be given "A" priority in rail movement.

17.1. *Misuse of Newsprint* : Numerous complaints have been made by witnesses that some newspapers, big and small, indulge in the black-marketing of newsprint. We have not conducted an investigation into the truth of these allegations in every individual case, as such an investigation would have been beyond our terms of reference. It was also stated before us that on account of newsprint scarcity some newspapers had been driven to buying newsprint in the black market and some witnesses said that they had to purchase newsprint in the black market because their quotas were inadequate. A representative of a daily newspaper published in Punjab told us that he had written in some

of his editorials that he had bought newsprint in the black market. He said that in spite of his frank admission in print of purchase of newsprint in the black market, the authorities took no action against him. We are of the opinion that black marketing transactions indulged in by some newspapers whether as buyers or as sellers, are reprehensible and both the Central and the State Governments should take deterrent action against such transactions.

17.2. The Committee is aware that the circulation officers of the Office of the Press Registrar have been making periodical checks of circulation claims of newspapers. The Press Registrar, in the course of his evidence, told us that the staff that he had for this purpose was not adequate. He also said that his general procedure had been to secure a reduction in the use of newsprint by getting a reduction in circulation as a result of these checks and that offenders being small newspapers he had so far not taken punitive action against them. He also stated that some of the big newspapers were also involved in such transactions. We are of the opinion that where newspapers themselves admit the existence of a black market in newsprint, there should be an investigation to locate the sources of the black market.

17.3. One of the witnesses, who is a responsible district official, stated that he was not aware that detection of the black market in newsprint was among the duties of the district authorities. In view of the uncertainty that seems to exist in some States on the subject, we would recommend that the concerned Ministry of the Government of India should issue instructions to the State Governments to detect sources of the black market in newsprint wherever it may exist and take appropriate proceedings under the law.

17.4. Another case of alleged gross misuse of newsprint has come to the notice of the Committee. A certain quota of newsprint was allotted to a new daily from Calcutta. The quota was drawn, but the publication never saw the light of day. We questioned the Press Registrar about this when he appeared before us. We understand that the matter is still being enquired into and we, therefore, refrain from further comments except to say that we are surprised to find that the name of this newspaper appears in the printed report of the Press Registrar as a running paper.

17.5. The Committee's attention was drawn also to another kind of misuse of newsprint. It appears that newspapers in a particular State were issued newsprint quotas on the basis of highly inflated claims of circulation which were authenticated by the State Government. In the course of oral evidence some of the recipients could not convince the Committee that there was adequate justification for the quotas which had been received by them. The Committee also visited some of the printing presses at which some of the newspapers in receipt of newsprint quotas were printed and the Committee was not impressed with the capacity of the press concerned to print the number of copies of papers of the order of circulation claimed by them.

18.1. *State Trading Corporation* : The State Trading Corporation have concluded agreements with the USSR and Poland for the import of newsprint

under the rupee account. The quantities imported during 1962, 1963, 1964 and contemplated during 1965 are given below :

Name of the Country	1962	1963	1964	1965
	(m. tons)	(m. tons)	(m. tons)	(m. tons)
U.S.S.R.	16,000	20,000	25,000	35,000 (Trade Plan Provision)
Poland .. .. .	..	4,000	4,000	1,500 (Trade Plan Provision)

Under the present arrangement, newspapers with entitlement exceeding 200 m. tonnes are issued licences for direct import from the rupee account countries. It is, however, not possible to afford this facility to newspapers whose annual entitlement of the rupees account is less than 200 m. tonnes in the case of imports from the USSR. They have, therefore, perforce to take newsprint from the buffer stocks of the STC, which involves payment of sales tax and also other incidental charges, to the disadvantage of the small newspapers.

18-2. The State Trading Corporation is required to maintain a rolling buffer stock of 5,000 m. tonnes in reels to help newspapers in an emergency caused by delay in shipment or by unforeseen circumstances. The STC maintain stocks in reels and standard newsprint and not in sheets or glazed newsprint. The STC claim that they are making no profit on the distribution of newsprint, and that this service is rendered by them on no profit no loss basis. The supplies are made against authorisations issued by the Press Registrar from their stocks at Madras, Cochin, Bombay and Calcutta.

18-3. *Imposts on Newsprint* : The imported newsprint is subjected to the following duties, its C.I.F. value being Rs. 690/- per metric ton :

	Rs. per metric ton	
Customs duty @ 5% per quintal	..	50
Surcharge on above @ 10%	..	5
Counter-vailing duty @ 5 paise per Kg.	..	50
Plus 10% regulatory duty on the c.i.f. value	..	69
Total	..	<u>174.00</u>

In the case of imports through the State Trading Corporation, the following is the break-down of the price fixation formula. This information pertains to the C.I.F. price on the basis of Russian newsprint reels imported for sale on ex-dock/ex-godown basis :

Particulars	per metric/ton gross price Rs. paise
1. C.I.F. Price	690·00
2. Bank charges @ 1% (including interest for 21 days) ..	6·90
3. (a) Custom Duty Rs. 105·00	} 174·00
(b) Custom Regulatory Duty Rs. 69·00	
4. Proportionate import licence and sub-licence fee ..	0·50
5. Insurance premium War S.R.C.C. risks etc., under self-insurance	0·50
6. Port Charges	9·00
7. Clearing Charges	10·00
8. Stevedoring	8·00
9. Provision for contingencies @ 1% of C.I.F. Value ..	6·90
10. Stamping Charges	0·40
11. S.T.C. Service Charges @ 1% on C.I.F. value	6·90
12. Insurance Premium at 0·35% for getting losses of Custom Duty covered under self Insurance	0·61
Proposed Ex-Dock Price ..	913·71
Godown rent for 4 months	20·00
Godown Insurance Charges	5·00
Interest @ 7½% per annum for 4 months (items 1 to 12) ..	22·84
Proposed Ex-Godown Price ..	961·55
Add sales Tax @ 6%	57·70
Plus Octroi Charges	10·00
Plus transport to destination for example, Bombay to Jaipur	75·00
Total ..	1104·25

Thus the newsprint, which costs Rs. 690 on landing at Bombay, costs a newspaper in Jaipur Rs. 1104·25.

18.4. The Committee has been informed that the import of newsprint is duty free in most countries, particularly the 10 countries leading in the consumption of imported newsprint, viz. USA, UK, GDR, Australia, Argentina, Denmark, Mexico, France, Brazil and Colombia; in the Netherlands and Belgium, the import duty is 7.3%. It is also understood that newsprint is admitted duty free in South American countries. Certain countries apply protective duty e.g., South Africa 5%, Japan 7.5% and New Zealand 10%, but these countries do not import large quantities of newsprint.

18.5. Considering the financial difficulties faced by small newspapers and periodicals, we would recommend that Government should consider giving some relief in import duty on newsprint required by small newspaper either by removing the duty altogether or by reducing it at least.

19.1. *Sales Tax on Newsprint*: The discussion in this Chapter would reveal that newspapers have to buy newsprint from the Nepa Mills in Madhya Pradesh or from the major maritime States, e.g. Kerala, Madras, Maharashtra and West Bengal if the purchase is effected through the State Trading Corporation. The result is that newspapers situated in States other than these five States would have to purchase their newsprint requirements only from one of these five States. The Central Government some time back addressed the Governments of these five States requesting them to reduce the Central Sales Tax on sales of newsprint to other States from the permissible 7% (now 10%) to the local rate on newsprint. These five State Governments accordingly reduced the Central Sales Tax on inter-State sales of newsprint as follows : Madhya Pradesh 1%, Maharashtra 5%, West Bengal 1%, Madras and Kerala 2%. The Committee was given to understand that these concessions are still in operation.

19.2. Recently, however, when fresh restrictions were placed on the import of newsprint, it was brought to the notice of the Central Government that newspapers have to rely on white printing paper to a large extent and that in many cases they have to pay tax at the rate of 10% on inter-State purchase of white printing paper. To help newspapers out of this difficulty, the Central Government have recently revised the Central Excise procedure to enable the maintenance of the *status quo* in respect of inter-State transactions so far as the purchase of white printing paper by newspapers is concerned. The Central Government have also addressed the State Governments requesting them to reduce the Central Sales Tax on inter-State sales of white printing paper from 10% to the rate prevailing in the State. While we appreciate the steps taken by the Central Government to reduce the financial burden on the newspaper industry, we would recommend that the Central and State Governments should go a step further and exempt the newsprint and white printing paper required by small newspapers and periodicals from sales tax altogether. The loss in revenue would be small, but the relief to small newspapers and periodicals would be quite considerable.

19.3. The Committee has also been informed that newsprint is subjected to octroi duty by several municipalities. In the city of Bombay it is as much as Rs. 10.00 per ton. As we have said elsewhere in this Report, newsprint is vital raw material for newspapers. Any tax or octroi duty on newsprint would

be a tax on education, which does not go well with a developing country like ours in which the growth of literacy is very essential for the success of our democracy. We, therefore, recommend that the Central and State Governments should issue instructions for the exemption of newsprint from municipal octroi or any other duty of that kind.

20.1. The State Trading Corporation has not been able to build up sizeable buffer stocks which can be relied upon by newspapers in emergency. A case may be cited of a newspaper in Orissa which was given authorisation for 52.9m. tonnes of newsprint on the STC Calcutta. The authorisation by the Press Registrar was received by the party on 2-9-1963. The newspaper requested the STC New Delhi, to issue release orders to their Calcutta Office vide their letter dated the 4th September, 1963. The release orders were issued by the Delhi Office of the STC to their Calcutta Office as follows :—

21-9-1963	40 m. tonnes.
31-10-1963	5 m. tonnes.
21-11-1963	7.5 m. tonnes.

The Calcutta Office supplied only 58 reels equivalent to 16.84 m. tonnes of newsprint, against their invoice dated 7/11th November, 1963. The representative of the newspaper at Calcutta continued to press the STC to make immediate despatch of the newsprint so that the newspaper might not be forced to suspend publication. The Manager himself visited the Calcutta Office of the STC on 27-11-1963 and took delivery of 22 reels by local delivery and despatched the same through clearing agents, and the consignment reached Orissa on 2-12-1963. It was understood that the clearing agents of the STC despatched 12 reels on 28-11-1963, but the R/R could not be despatched till 2-12-1963, as a result of which the newspaper had to incur unnecessary demurrage. As these reels could meet the newspaper's requirements for a bare four days, the manager requested the STC to despatch at least one wagon of 10 tonnes on the next booking date (2-12-1963). In other words, the supply could not be made by the STC's depot within three months of the release order. This is by no means a solitary instance, and other instances of a similar nature have also come to the notice of the Committee.

20.2. Repeated representations have been made to the Committee that the STC should open depots at important publication centres like Hyderabad, Gauhati, Bangalore, Cuttack, Rajkot, Ahmedabad, Imphal, Tripura, Nagpur etc. In endorsing these suggestions the Committee recommends that the STC should evolve some way by which bulk supplies of newsprint can be made available at the more important publication centre for newspapers to draw upon locally against authorizations issued by the competent authorities.

20.3. The Committee were informed that the STC had found a certain quantity (about 50 tonnes) of imported newsprint damaged and had sold it by inviting open tenders. This fetched them a much higher price than that of normal newsprint. The newsprint in question was imported for newspapers, and it was but proper that the tenders should have been restricted only to

newspapers and without affecting their entitlements. The newspapers lost the quantity damaged, whereas the STC earned a higher price on the transaction. It is not known whether the damage occurred while the newsprint was stocked in the godowns.

20.4. In view of the high cost of the white printing paper as well as of NEPA newsprint, we recommend that small newspapers should be spared the necessity of buying such supplies; and they should be supplied with imported newsprint only.

CHAPTER XV

ADVERTISEMENTS

In their Report, the Press Commission stated that the Central and State Governments formed an important source of advertisements to the newspapers and periodicals. The Commission called for information from the Central and various State Governments regarding their expenditure on advertisements through newspapers and periodicals. Many of the Governments maintained no centralised statistics in respect of advertisements issued by their various departments, but they collected the information, as far as they could, and supplied it to the Commission. Though the total volume of Government advertisements was not large, the importance attached to it by the Press was great according to the Commission, which opined that the appearance of Government advertisements gave a newspaper recognition of its status. That helped it not only to get advertisements from other authorities but also to increase its circulation because a number of readers would purchase such a newspaper for the sake of Government notifications and advertisements.

2. The position noticed by the Press Commission holds good to a very large extent today also. Many of the State Governments do not maintain centralised statistics in respect of the expenditure on advertisements released by their various departments, and have not, in consequence, been able to give us the figures of their advertisement expenditure. The importance attached to Government advertisements by newspapers and periodicals, particularly the small ones, continues to be as much as before, if not greater. Even today, the appearance of Government advertisements in a newspaper is considered as a token of its recognition and a means of enhancing its status and circulation. Almost all witnesses, in their written and oral evidence, underlined the heavy dependence of the newspapers and periodicals on Government advertisements for their existence. We, therefore, discuss hereunder in some detail the policies and practices of the Central and State Governments regarding release of advertisements to newspapers and periodicals.

3.1. *Advertising Policy of the Central Government* : The Directorate of Advertising and Visual Publicity functions as a central organisation for the release of all display and classified advertisements on behalf of the Government of India (except the Railways). The objectives kept in view, according to the Directorate of Advertising and Visual Publicity, in distributing Government advertisements to newspapers and periodicals are (1) to secure the widest possible coverage within the available funds, and (2) to reach the masses in all walks of life, particularly where the advertisements carry a message to the people. In selecting newspapers and periodicals for the issue of advertisements, due regard is paid to (a) effective circulation; (b) regularity of publication; (c) class of readership; (d) adherence to accepted standards of journalistic ethics and (e) other factors such as production standards and the

language and areas intended to be covered. Media particulars of all newspapers and periodicals that apply for advertisements are collected through a pro forma and recorded in the Office of the Directorate of Advertising and Visual Publicity. It has been stated by the Director of Advertising and Visual Publicity that the political affiliation of a newspaper is not taken into consideration by him while placing Government advertisements with it. However, advertisements are withheld from newspapers which indulge in virulent or persistent propaganda inciting communal hatred and violence and also from those which fall below the accepted journalistic standards and could be described as belonging to the category of the "yellow press". Government advertisements are also withheld from the papers whose writings are inimical to the basic unity and integrity of the country.

3.2. *Conditions for eligibility* : The Central Government has laid down certain conditions for newspapers to become eligible to get Government advertisements. They are (a) that the paper should have been in existence for a period exceeding six months; (b) that its average circulation per issue exceeds 1,000 copies, and (c) that it is being published regularly.

3.3. According to the Directorate of Advertising and Visual Publicity, an advertisement is meant to reach a particular class of people and cannot be treated merely as a measure of financial assistance to a newspaper. The quantum of advertising placed with a newspaper is subject to the availability of funds and the requirements of the local, regional or all India readership, and the language and area intended to be covered, bearing in mind the objectives of the campaign.

3.4. *Classification based on Circulation* : The Directorate of Advertising and Visual Publicity has classified the newspapers/periodicals into three categories on the basis of their circulation (a) small newspapers/periodicals-circulation between 1,000 to 10,000; (b) Medium newspapers/periodicals-circulation between 10,000 and 50,000 ; and (c) Leading newspapers/periodicals-circulation above 50,000.

4.1. Advertisements released by the Directorate of Advertising and Visual Publicity may, for the sake of convenience, be divided broadly into two categories; (1) Display advertisements; and (2) Classified advertisements. Display advertisements can, in general, be grouped under (1) mass campaigns (2) sales promotion and (3) announcements and notifications. These are discussed below on the basis of the information furnished by the Directorate of Advertising and Visual Publicity.

4.2. *Display Advertisements* : (i) *Mass Campaigns* : These include advertisements relating to the Five-Year Plans, Metric System, Family Planning, National Savings, Help us to Help You and the P. & T. Department's advertisements etc. Being informative and educative in content, they are meant for wide audiences drawn from all walks of life. Obviously, they attract media of all categories of newspapers and periodicals in all languages. Since the funds are limited, a certain amount of selection among newspapers and periodicals is inevitable. The Directorate of Advertising and Visual Publicity has informed the Committee that about 300 or 400 papers are included in each individual release. Since these campaigns usually consist of a series of advertisements spread throughout the year, the media list is staggered to secure

the widest possible readership coverage. It is the contention of the Directorate of Advertising and Visual Publicity that papers in the leading category cannot be ignored because of their wide and extensive readership, though a large number of small newspapers are also included in the campaign.

(ii) The Committee has received evidence from different witnesses that the educative and informative advertisements of the kind included in this category are needed more by rural audiences and they are reached primarily by district newspapers and weeklies etc. The audiences in the urban areas, among whom a good proportion of the newspapers published from metropolitan and capital towns circulate are, better educated and have other media of information available to them for enlightenment on these subjects, such as the cinema, radio, etc. The Committee, therefore, recommends that not less than 50% of the advertisement allocation set apart for such educational campaigns as are mentioned above, should be released to small newspapers which primarily circulate in the district towns and rural areas.

(iii) *Sales Promotion Advertisements* : These include advertisements for the sales promotion of handicrafts, handloom products, Premium Prize Bonds, book lists of the Directorate of Publications Division and the Publications Branch of the Works and Housing Ministry, etc. They also include advertisements regarding promotion of tourism and sales of disposals material through the Directorate General of Supplies and Disposals. We are given to understand that the expenditure allocation for such advertisements is somewhat limited, and that at the same time it is necessary that an all-India coverage should be secured for such campaigns. While conceding that commodities such as handicrafts, handlooms, disposals, tourism are addressed to the large urban areas, the campaigns for subjects like national savings and prize bonds should not only be beamed to the urban areas, but also to the semi-urban and rural areas. Leading banks have opened hundreds of branches and sub-offices in the semi-urban and rural areas. The State Bank of India has opened 1,335 branches in towns with population below one lakh. The people in the countryside have started investing money in the purchase of shares of limited companies and are going in for life policies. Rural people are also investing in national savings and defence bonds. At present, advertisements are largely confined to papers which have a circulation in the urban areas only. We recommend that not less than 50% of the advertising budget on these campaigns should be allocated to small newspapers. Further, if the advertising space for some of the releases is reduced, it should be possible to cover a larger number of small newspapers and periodicals within the same budgeted amount. The recommendation we have made will help to inculcate the habit of savings in the areas where the bulk of India's population lives.

(iv) *Announcements and Notifications* : In this category are included advertisements of scholarships of different kinds, released by the Ministry of Education, recruitment to the commissioned ranks of the Defence Services, results of prize bonds draws, etc. We are of the opinion that the scope for advertising in small newspapers for this category of campaigns is comparatively limited but we do not concede that such releases should be denied to Indian language newspapers. In fact such releases should be given to Indian language and small newspapers as extensively as possible.

(v) We have also noticed that large newspaper space is booked for recruitment advertisements of the Air Force, Army, Navy, etc., in bigger newspapers. We do not deny the need for release of such advertisements in bigger newspapers but it is a matter of fact that quite a good deal of the personnel for the Armed Forces is drawn from the rural areas which, to a very large extent, are catered for by district newspapers and periodicals. We were informed by the Director of Advertising and Visual Publicity, in the course of his oral evidence, that at times his hands were tied because of the client Departments insisting on particular media for advertising. We agree that the wishes of the client Department should be respected where possible, but the choice of the media should, by and large, be made by the Director of Advertising and Visual Publicity, who has the necessary expert knowledge of the pulling power and readership etc. of the different media. To strengthen his hands, Governments should issue a clear-cut directive to all Departments that as far as possible the recommendations of the Director of Advertising and Visual Publicity in this regard should be accepted by them. We, therefore, recommend that in such cases the quantum of space should be reduced, so that a larger number of newspapers could be accommodated within the same budget.

5.1. The following statement shows the distribution of display advertisements issued by the Directorate of Advertising and Visual Publicity between small (circulation below 10,000) and large newspapers :—

Display Advertisements : Share of small papers (circulation not exceeding 10,000) during the last three years:

Year	Kind of paper	No. of papers	Percentage	Space	Percentage	Cost	Percentage
1962-63	.. Small	885	81.2	6,98,402	48.5	9,58,291	30
	Large	205	18.8	7,47,837	51.5	22,74,872	70
	Total	1090	100	14,46,239	100	32,33,163	100
1963-64	.. Small	934	79	15,59,022	55.6	7,95,235	31
	Large	252	21	12,47,402	44.4	17,51,716	69
	Total	1,186	100	28,06,424	100	25,46,951	100
1964-65	.. Small	954	78.9	5,77,405	54.1	6,78,067	26.2
	Large	254	21.1	4,90,635	45.9	19,19,543	73.8
	Total	1,208	100	10,68,040	100	25,97,610	100

5.2. A larger number of small newspapers have been utilised for Central Government advertisements year by year and the amount of advertising space utilised stepped up from 48.5% in 1962-63 to 55.6% in 1963-64 and 54.1% in 1964-65. In terms of expenditure, small newspapers accounted for 30% of the advertising budget in 1962-63, 31% in 1963-64 and 26.2% in 1964-65. We have noticed with some concern the downward trend in advertising space as well as expenditure in 1964-65. This also shows that in spite of the

larger use of advertising space, the advertisement expenditure has not been equally proportionate, possibly due to low advertising rates of small newspapers and the steep rise in the rates of bigger papers. Our conclusion, which has been referred to elsewhere, is that these rates are uneconomical and that there is scope for their enhancement.

6. *Classified Advertisement* : Classified advertisements include advertisements of the following types : (1) Situations Vacant; (2) Tender and Auction Notices ; (3) Notifications regarding admission to educational, technical and training institutions; and (4) Statutory notices and Miscellaneous announcements. These are discussed below :

(i) *Situations Vacant* : The media lists for these advertisements are determined by the class of readership to be approached depending on the nature of the post, the qualifications prescribed, etc. For advertisements for recruitments which are of a regional or local character only, the media circulating in the area concerned are chosen.

(ii) *Tender and Auction Notices* : These are mostly of a regional or local character, requiring insertions in not more than three or four papers with larger circulations in the area intended to be covered. It has recently been decided by Government to use a larger number of papers with comparatively small circulations and secure the desired readership. Auction notices pertaining to disposal and sale of evacuee property are at present issued only to one English paper of the region as required by the Rehabilitation authorities.

(iii) *Notifications regarding admission to educational, technical, and training Institutions* : Media lists for these advertisements have to conform to all-India or regional requirements, and, therefore, are normally weighted in favour of large circulation papers, English or Indian language. The Departments placing these advertisements usually give precise instructions regarding the number of insertions of the advertisements to be secured in a small number of newspapers with large circulations on the plea that repetitive insertions in the same set of papers produce the maximum impact.

We consider that it should be possible to buy some space in district newspapers as well for advertisements of this kind in order to be able to draw candidates from the readers among whom the district newspapers circulate.

(iv) *Statutory Notices and Miscellaneous Announcements* : The Directorate of Advertising and Visual Publicity places statutory notices in a limited number of papers circulating in the area intended to be covered. It has been held that not much scope is left for the use of extensive media lists. We, however, think that this kind of advertisement can with advantage be placed in small newspapers as well, taking into consideration the area of their circulation and their readership.

(v) Small papers are also used by the Directorate of Advertising and Visual Publicity for suitable classified advertisements. Where the number of papers to be used is small, the media list is staggered and advertisements are released in suitable rotation, in order to ensure that as many papers as possible are used within the funds available. Normally, repeats of classified advertisements are avoided. If a client department asks for two or more

insertions in the same paper, the number of insertions is reduced to one and within the saving arising from the reduction in the number of insertions, additional papers are used.

7. After careful thought, the Committee has come to the conclusion that taking into consideration the pulling power, influence and the readership served by small newspapers and with a view to assisting them in development, the Central Government should so arrange their advertising that at least 50% of the expenditure on display advertising is apportioned to small newspapers and periodicals. In the case of classified advertisements, the small newspapers may be utilised to the maximum extent possible to suit the needs of a particular advertisement.

8.1. *Policy for settling Advertisement Rates* : According to the information furnished by the Director of Advertising and Visual Publicity, such factors as circulation, standing, price, and the production standard of the newspaper and the rates charged by other papers of the locality or region with comparable circulations are taken into consideration for fixing the advertisement rates by him. Weightage is, however, given to circulation since the purpose of advertising is to deliver a message to as large an audience as possible. Where a newspaper revises its rates, the guiding factor is that the circulation increase is commensurate with the rate of increase. If the revised rate does not stand this test, the paper concerned is offered a suitable rate warranted by circulation. Where the initial rate of a newspaper is found to be too low to be economical and/or much less than warranted by its circulation, its revised rate is considered not on the basis of its initially fixed rate and circulation but in relation to the prevailing market rates at the time of revision. For example, if the rate initially fixed at Rs. 2 per single column centimetre by a paper for its 5,000 circulation is raised to say, Rs. 4.00 per single column centimetre when its circulation is 7,500, the revised rate is accepted, although it is not supported by a corresponding increase in circulation, provided other comparable papers of the locality or region are charging this rate for 7,500 circulation.

8.2. For display advertisements, the rates are casual or contract depending upon the amount of space to be used by an advertiser. The rates for classified advertisements are usually higher than even the contract rates for display advertisements. However, the Directorate of Advertising and Visual Publicity negotiates and settles the minimum contract rate as a uniform flat rate for both display and classified advertisements with all papers. A further 15 per cent concession on this minimum contract rate is obtained by the Directorate of Advertising and Visual Publicity from all papers, whether or not they are members of the Indian and Eastern Newspaper Society. But in regard to classified advertisements, 15 per cent concession is charged only from papers which are not members of the Indian and Eastern Newspaper Society. This concession is claimed, because the Directorate of Advertising and Visual Publicity is the bulk user of the space for advertisements on behalf of the Government of India as a whole, and further because the classified advertisements of the Government of India are issued regularly and take up considerable space and, therefore, should be eligible for the same contract rate as for display advertisements, unlike the classified advertisements of commercial advertisers which are casual in nature.

8.3. In regard to classified advertisements, the Directorate of Advertising and Visual Publicity does not charge any commission from newspapers/periodicals which are members of the Indian and Eastern Newspaper Society, but charges 15 per cent commission from papers which are not members of the Society. Some of the witnesses have complained that this is an indirect effort on the part of Government to force newspapers to become members of the Indian and Eastern Newspaper Society against their will. We see no justification for this discrimination and recommend that no commission should be claimed from small newspapers on classified advertisements.

8.4. The quantum of advertising space purchased from small newspapers and periodicals is small and to subject their bills to a further 15 per cent cut is rather hard on them. In order to give some financial relief to small newspapers, which are really hit hard in these days of rising prices, we recommend that Government should forego the 15 per cent commission from such newspapers.

8.5. We have been informed by the Directorate of Advertising and Visual Publicity that all newspapers which are not members of the Indian and Eastern Newspaper Society, with the exception of one such paper, allow the Directorate of Advertising and Visual Publicity a 15 per cent concession on classified advertisements. As a result of this particular paper's representation to the Ministry of Information and Broadcasting, it has been decided by that Ministry that if any paper, not a member of the Indian and Eastern Newspaper Society, objects to this concession, the Directorate of Advertising and Visual Publicity may not press for it. It is to be hoped that this relaxation will be made known to all newspapers and periodicals which are not members of the Society. In fact, Government need not wait for an application to be made by such newspapers for withdrawal of the 15 per cent cut and should automatically enforce it in the case of all publications which are not members of the Indian and Eastern Newspaper Society.

9.1. *Telescopic Rates Tariff*: The Press Commission, while considering the question of newspaper advertisements in detail, had felt that Government would be justified in claiming special consideration in respect of the rates charged by newspapers for Government advertisements and could insist that the rates should follow a particular pattern without reference to the language or location of the paper. Taking into account the fact that the cost of production of a newspaper decreases with higher circulation, they had suggested a telescopic rate tariff on the following lines varying with circulation, subject to a maximum rate of Rs. 15 per s.c.i. in respect of contract display advertisements. (A telescopic rate is one where the mille rate or the rate per thousand circulation goes down as the total circulation figure goes up)

Maximum basic charge	..	Rs. 2/- per s.c.i.	
First 5,000 copies	..	Rs. -/6/- per mille per s.c.i.	
Next 5,000 copies	..	Rs. -/5/-	Do.
Next 5,000 copies	..	Rs. -/4/-	Do.
Further	..	Rs. -/2/-	Do.

(Subject to a maximum rate of Rs. 15/- per single column inch).

9-2. The maximum rates and the maximum rates per mille based on the above principle for typical circulation figures would work out as follows:—

1					2	3
Circulation					Max. rate per single Col. inch.	Max. rate per Mille
					Rs.	Rs.
5,000	..	..	..	..	3 14 0	0 12 0
10,000	..	..	..	..	5 7 0	0 8 8
15,000	..	..	..	..	6 11 0	0 7 2
20,000	..	..	..	..	7 5 0	0 5 10
30,000	..	..	..	..	8 9 0	0 4 7
40,000	..	..	..	..	9 13 0	0 3 11
50,000	..	..	..	..	11 1 0	0 3 6
60,000	..	..	..	..	12 5 0	0 3 3
70,000	..	..	..	..	13 9 0	0 3 1
80,000	..	..	..	..	14 13 0	0 3 0
81,500 and over	..	..	..	..	15 0 0	0 2 11 or less

Thus the ceiling of Rs. 15 per single column inch implied that any newspaper with a circulation exceeding 81,500 would not be entitled to any further increase in rate, however high its circulation might go. The Central Government did not find it possible to accept the Press Commission's recommendation regarding the telescopic rate tariff or the ceiling in view of the following considerations:—

- (i) Government had, through direct negotiation, already secured from a large majority of papers a uniform flat rate applicable to display and classified advertisements which was not higher than the minimum contract rate charged by the paper for commercial display advertisements.
- (ii) The permissible maximum in the telescopic tariff recommended by the Press Commission was higher than the rates of a paper in the circulation category of 50,000 to 60,000 with a few exceptions among English papers. In the group 60,000 to 70,000 the rates of the English papers were generally higher, while those of the Indian language papers with the exception of a few were generally lower than the permissible maximum.
- (iii) The Press Commission had not recommended that the principle of paying for Government advertisements at a rate not higher than the lowest commercial display rate should be abandoned and that payment should be made in all cases at the maximum rate prescribed by the Press Commission. Their recommendation amounted to this. Wherever the then existing rates, *i.e.*, the lowest commercial rates, exceed their maxima, *i.e.*, the maxima should prevail. In other words, the Press Commission's maxima represented a ceiling below which Government rates could continue to be settled at level

not higher than the lowest commercial rate. Any enhancement of the rate had, therefore, to be independently justified in relation to commercial considerations.

- (iv) The Press Commission's recommendations applied only to display advertisements whereas Government was concerned with releasing both display and classified advertisements. The only reference in the report to classified advertisements was to employment advertisements for which they had suggested a reduction in their rates charged as they were found to be excessive.
- (v) The contract rate of a newspaper generally applies to display advertisements and is a concession on the standard rate on account of use of bulk space as stipulated by an advertiser. Government was already availing itself of a flat rate not higher than the minimum contract rate for the space as required and utilized (*i.e.*, without any commitment regarding the amount of space to be used) for both display and classified advertisements. This arrangement with newspapers had ensured special consideration to Government advertisements in the form of concessional rates.
- (vi) The concessions secured by the Directorate of Advertising and Visual Publicity in the form of a uniform flat rate for both display and classified advertisements with a further 15 per cent reduction in the case of display advertisements have resulted in considerable saving to Government, although for reasons given above it has not been possible to settle rates with papers in accordance with the Press Commission's recommendations.

The adoption of the telescopic rates, as recommended by the Press Commission, was also opposed by the Indian and Eastern Newspaper Society.

9.3. The following table gives the rates of advertisements currently allowed by Directorate of Advertising and Visual publicity to some of the newspapers and periodicals. In column four have been shown the maximum rates on the basis of the recommendations of the Press Commission. It will be observed that while the bigger newspapers have been permitted to raise their rates many times over, small newspapers are being paid at rates lower than the rates recommended by the Press Commission as far back as 1954, in complete disregard of the increase in the production cost which has since taken place. Rates at present allowed by the Directorate of Advertising and Visual Publicity to small newspapers are uneconomic. They seem to have accepted these uneconomic rates for fear of losing advertisements from the Central Government. It is possible to regard this as an exploitation of the weaker financial position of small newspapers and periodicals. We therefore, recommend that the Government should revise its policy. Either the tariff fixed by the Press Commission (which needs to be revised upwards in view of the tremendous rise in prices since 1954) may be introduced in the case of all newspapers and periodicals or small newspapers may, as in the case of big newspapers, be permitted to raise their advertising rates from time to time, so as to conform to the minimum rate accepted by commercial advertisers.

Name of the paper	Circulation (1964)	Rate paid by DAVP for display advertisements	Maximum rate on the basis of recommen- dation of Press Commission
1. Paryag Patrika, Allahabad	10,392	1.70	p.cm. 2.20
2. Bharat, Allahabad	9,371	1.70	2.09
3. Maharashtra, Nagpur	4,017	0.85	1.40
4. Tarun Bharat, Nagpur	21,841	1.87	3.08
5. Nav Bharat, Nagpur	13,541	1.70	2.52
6. Yugdharma, Nagpur	3,306	0.85	1.28
7. Nizam Gazette, Hyderabad	1,920	0.68	1.08
8. Milap, Hyderabad	3,837	0.85	1.37
9. Golkanda Patrika, Hyderabad	5,276	1.02	1.55
10. Andhra Junatha, Secunderabad	5,065	0.85	1.54
11. Nav Bharat, Bhopal	4,519	1.19	1.48
12. Bhaskar, Bhopal	3,729	0.85	1.35
13. Yugdharma, Jabalpur	4,450	0.85	1.48
14. Afkar, Bhopal	1,800	0.68	1.06
15. Natun Assamiya, Gauhati	6,629	1.70	1.75
16. Pradeep, Patna	8,432	1.19	1.97
17. Awaz, Patna	9,520	1.36	2.10
18. Sathi, Patna	10,211	1.36	2.20
19. Sada-e-Am, Patna	6,783	1.02	1.77
20. Tej, Delhi	5,477	1.36	1.60
21. Al Jamiat, Delhi	3,981	0.85	1.40
22. Statesman, Calcutta	1,10,000	10.20	6.00
23. Hindu, Madras	1,37,000	11.90	6.00
24. Hindustan Times, New Delhi	1,08,340	9.78	6.00
25. Times of India, Bombay	1,40,470	11.90	6.00
26. Amrit Bazar Patrika, Calcutta	92,470	8.00	6.00
27. Indian Express, Bombay	90,295	7.01	6.00
28. Ananda Bazar Patrika, Calcutta	1,51,659	11.05	6.00

10.1. *Delay in the payment of Bills:* A large number of complaints were received by us during the course of oral evidence that there is inordinate delay in the office of the Directorate of Advertising and Visual Publicity in regard to the payment of the bills of newspapers for advertisements published by them. One of the daily newspapers has brought to our attention the fact that the Directorate of Advertising and Visual Publicity owes a sum of Rs. 49,723.35 in respect of bills covering the period 1953—1964 which has been the subject of lengthy correspondence between the two offices. The same newspaper office has bills amounting to Rs. 20,463.40 pending against the Central Railway for the period 1957—1964. The Maharashtra Government owed the paper another sum of Rs. 24,627.78 covering the period 1957—1964, and the Madhya Pradesh Government a sum of Rs. 15,050.75 covering the same period. The total amount of all these outstanding bills in respect of this paper comes to Rs. 1,09,865.28. There may be other instances of this kind as well. The Committee notes with concern the delays in the payment of such bills and wishes to impress upon Governmental authorities the harm caused to the economy of the newspapers

concerned, if they do not settle the bills in time. We would, therefore, recommend that the Directorate of Advertising and Visual Publicity and other Governmental authorities should further tighten up their machinery for the payment of advertisement bills to ensure that the bills are paid within 75 days of the date of their submission. We were informed in the oral evidence that one of the causes of the delay was that newspapers do not submit voucher copies with the bills or that sometimes voucher copies are lost and have to be sent for again. In order to obviate unnecessary delays in the Government Offices, Advertisement Managers should submit their bills complete in all respects so that no back reference is called for.

10·2. The Directorate of Advertising and Visual Publicity also informed us that quite a good deal of time is taken up in effecting payment after the bills have been passed. A contingent bill is prepared and submitted to the Treasury for scrutiny. This takes about a week or so. Another week is taken by the office in drawing the money from the Treasury in the form of a demand draft. In other words, between 10 days and a fortnight are taken in obtaining the demand draft from the Treasury. Besides the time involved, considerable clerical labour is also involved. We would strongly urge upon the Government that the Director of Advertising and Visual Publicity should be authorised to make payments by cheques issued by him to newspapers and periodicals. This would be in conformity with the practice obtaining in commercial offices. There is an arrangement whereby advertising agencies settle the bills of newspaper members of the Indian and Eastern Newspaper Society, within 75 days. On that analogy the Directorate of Advertising and Visual Publicity should also settle the advertisement bills of all newspapers within 75 days. In the case of bills held up beyond that period, a monthly statement should be submitted by the Directorate of Advertising and Visual Publicity to the Secretary of the Information and Broadcasting Ministry with reasons for the delay. We further recommend that Government should examine the question of making payments of 90 per cent of the value of the advertisement bill on submission and the remaining 10 per cent within 75 days from the date of submission of the bill.

10·3. What is said in the preceding two paragraphs applies *mutatis mutandis* to State Governments, Railways and public undertakings, in regard to settlement of advertisement bills of the newspapers. Complaints of delay on their part have also been numerous, and we would suggest that State Governments and other public authorities should gear up their bill payment machinery so that all bills are paid within 75 days of the date of submission.

10·4. The Directorate of Advertising and Visual Publicity, while issuing certain advertisements, fixes the space within which the material should be printed. Some of the representatives of small newspapers stated before the Committee that due to non-availability of variety of types with them, it was not always possible for them to cover the material within the required space. They were obliged to overstep the limit imposed but the Directorate of Advertising and Visual Publicity insisted on paying them for the prescribed space only. The grievance was that the small newspapers were put to an unnecessary hardship for no fault of their own. The Committee expect that the Directorate of Advertising and Visual Publicity would bear this grievance in mind while fixing space limits for advertisement releases.

ADVERTISING POLICY OF STATES

11.1. *Advertising Policy of States:* Almost all the States have laid down certain criteria for the release of their advertisements to newspapers, journals, etc. The rules vary from State to State but in substance there is a certain amount of uniformity of approach in them. Rajasthan is the only State which has notified its advertisement rules in the Gazette. This is a welcome procedure and the Committee would recommend similar action by other State Governments.

11.2. There is a common practice in almost all the States, *viz.*, that advertisements in the Press are released by the Director of Public Relations who is also responsible for government publicity and Press relations work. This does not conform to the recommendation of the Press Commission who said : "The Commission consider it an unsatisfactory arrangement that the Publicity Directorates in the State Governments should be made responsible for distributing Government advertisements. This work should be entrusted to some other Directorate of the State Government". The Committee also endorse the Press Commission's view that a person who is responsible for publicity and public relations should not be held responsible for placing advertisements with newspapers, otherwise it is likely to be misunderstood as an attempt at influencing the tone and policy of the recipient newspaper.

11.3. Excepting a few States, the prescribed criteria do not fix any percentage in the allotment of advertisements between English newspapers and Indian language newspapers or between big newspapers and small newspapers.

11.4. The circulation and regularity of publication of a paper are the main considerations in determining its eligibility to receive Government advertisements. The minimum standards fixed by the various States in this respect are as follows:—

State	Circulation of			Minimum period of existence
	Dailies	Weeklies	Others	
Andhra Pradesh	500	500	500	6 months.
Gujarat	2,000	750	500	
Kashmir .. ..	..	..	..	6 months.
Kerala	5,000	..	..	12 months.
Orissa	10,000*	2,000	2,000	6 months.
Rajasthan	2,000	600	400	6 months.
Uttar Pradesh	1,000	500	..	6 months.

*The criteria seems to be excessive.

11.5. It has been observed that almost all the State Governments exercise their discretion to withhold advertisements from those newspapers which indulge in writings which are scurrilous and malacious, incite communal hatred, etc., or are likely to cause breach of the peace. One of the State Governments also takes exception to writings which are deemed as incitement against Government. Another State Government has reported that where the policy of a paper becomes anti-Government that policy is examined in public interest and only then the decision to withhold Government advertisements is taken; its anti-Government policy alone is not considered a sufficient ground for withholding Government advertisements.

11.6. The percentages of advertisement expenditure on English language and Indian language newspapers incurred by some of the States during the last three years were as follows:—

State	English Papers	Indian Language Papers
	%	%
Andhra Pradesh	45	55
Assam	60	40
Himachal Pradesh	55.5	44.5
Madhya Pradesh	33	67
Madras	85	15
Orissa	36	64
Pondicherry	68	32
Punjab	13	87
Rajasthan	42	58

The Punjab Government apportions the advertisement expenditure in various newspapers as follows: English 49 per cent, Hindi 17 per cent, Urdu 17 per cent and Punjabi 17 per cent.

11.7. Most of the witnesses belonging to Indian language papers complained against the policies and practices of the Central and State Governments as favouring English newspapers against Indian language newspapers.

The following statement prepared from available data supplied by the States confirms the allegation:—

State	Percentage of the No. of English language papers to the total number of papers published in the State	Percentage of circulation of English language papers to the total circulation of the newspapers published in the State	Percentage of expenditure incurred on advertisements in English language papers with reference to the total Advtg. exp. of the State Government
Audhra Pradesh	13	32	45
Assam	18	15	60
Himachal Pradesh	0	0	55.5
Madhya Pradesh	5	4	33
Madras	22	21	85
Orissa	14	5	36
Pondicherry	15	9	68
Punjab	11	15	13
Rajasthan	2	1	42

11-8. Like the State Governments, the Central Government has also been accused of similar favouritism towards English newspapers. During the last five years (1959—64) the Central Government incurred an expenditure of Rs. 1,49,89,527 on English language newspapers as against Rs. 1,08,95,658 on Indian language newspapers. In other words, 58% of the total advertisement expenditure went to English language newspapers while they constitute 20% of the number of total papers in India and have 21% of the total circulation of all the papers in India.

11-9. Numerous representations were made by the spokesmen of newspapers in almost all States that the State Governments discriminated between newspapers in placing advertisements. One of the common allegations was that the State Government favoured newspapers which toed their editorial policy to suit the State Governments. In some States it was represented that there were group rivalries in the party in power, so that a newspaper alleged to be associated with a particular group was favoured or discriminated against according as the group in question was in power or out of power. In some States, it came out that the State Governments refused to place advertisements with a newspaper in a particular language on the ground that it was not the State language. The representatives of small newspapers in almost all States alleged that preference was given to big newspapers over small newspapers which circulate primarily in the rural areas. In view of these wide-spread complaints against advertisement distribution policies and practices of the various Governments the Committee had to pay considerable attention to this question.

12·1. As recorded by us earlier, most of the small newspapers look to the Central and State Governments for their advertisements. This is understandable for until there is a large scale production of consumer goods, the commercial advertiser will naturally continue to place most of his advertisements in newspapers emanating from the capitals or metropolitan cities. In some States, commercial enterprises have not made any significant advance. Again, most of the small newspapers, too, have failed to make any appreciable attempt to canvas local advertisements. They are thus driven to looking to the Central and State Governments for advertisement revenue. We do not feel that this is a happy state of affairs but it is a fact and the problem has, therefore, to be considered against this background. We recommend as follows :—

(i) Every State Government should frame a set of rules for the issue of their advertisements which should be notified in the Government Gazette, and any amendments thereto should also be similarly notified from time to time.

(ii) The main objective to be kept in view in the release of Government advertisements to newspapers and periodicals should be (a) to secure the widest possible coverage within the funds available, (b) to reach as wide a public as possible, particularly where advertisements carry a message to the people. Subject to these two objectives, preference should be given to small newspapers.

(iii) In selecting newspapers and periodicals, due regard should be paid to : (a) effective circulation, (b) regularity of publication, (c) class of readership, (d) journalistic code, (e) production standard, (f) language and (g) area to be covered. These are discussed in para 12·2 below.

(iv) The political affiliation of a newspaper should not influence the release of Government advertisements.

(v) The budget and the distribution of advertisements of State Government should be entrusted to a Department other than the State Information and Publicity Department.

(vi) Some of the State Governments advertise extensively in papers published outside the State. We concede that there may be adequate justification for such releases at times. For example, the Rajasthan Government may like to advertise for nurses in newspapers published in Kerala from which State a number of candidates of the required qualifications may be available. But we have come across cases where a State places a large volume of its advertising in the metropolitan papers published outside the State. The message contained in these advertisements is meant primarily for dissemination inside the State of origin. The number of copies of newspapers published from the metropolitan city circulating in the State concerned is comparatively small, whereas the advertising State has to pay for the advertisement at a high rate in relation to the total circulation figure of the newspaper. In the words of the Press Commission, the rate payable for such advertisements works out to a 'fantastic figure'.

12.2 (i) *Effective Circulation* : This is interpreted as a combination of the character, atmosphere and the quantitative coverage of a newspaper. The character of a newspaper relates to its geographical coverage, the age group and the social or economic group of its readership, and the specialised appeal it has to a particular section of people, such as women, agriculturists, students and its indirect impact on influential groups such as retailers. The character of a newspaper also covers its physical characteristics, such as size, frequency of publication, reproduction facilities, etc. The atmosphere of a newspaper is gauged, *inter alia*, by the general prestige it enjoys in its own area. This enables the advertiser to assess whether the audiences reached by a particular paper would be receptive to the subject of the advertisement.

(ii) *Regularity in Publication* : The paper should have been regularly published for a continuous period of at least six preceding months. The paper should be deemed to be a regular publication if it brings out not less than 90 per cent of its issues on due dates.

(iii) *Class of Readership* : This varies from paper to paper. We have already referred to the Press Commission's findings about the multiple readership enjoyed by district newspapers. Elsewhere, the Commission said that "multiple readership assumes special importance in connection with Government advertising as it is not concerned with the purchasing power of each reader and should be taken into account while placing advertisements".

(iv) *Journalistic Ethics* : Newspapers and periodicals indulging in writings which are (a) scurrilous, malicious or obscene, (b) calculated to harm communal harmony, or (c) strike against national integration, should be excluded from the grant of Government advertisements. Where a paper has been excluded from the media list on grounds of its writings, the case should be placed by the State Governments before a six-man Advisory Committee consisting of two representatives of Government and four representing newspapers/periodicals of different languages published in the State. The Committee should meet once in a quarter to review the cases of newspapers excluded from the media list.

(v) *Production Standards* : The standard of production has a bearing on the advertising support it gets. If a paper cannot reproduce an advertisement satisfactorily, the aim and purpose of placing it in that paper is frustrated.

(vi) *The Languages* : Preference should be given to Indian language newspaper or at least there should be no deliberate bias in favour of English papers.

(vii) Area intended to be covered.

13. Vast developments are taking place in different sectors of public activity in all States. It is necessary that people should be kept fully informed from time to time of the Government's policies and activities. Advertising is an indispensable means of evoking responsive co-operation from the people. We believe that every advertisement concerning economic and social developments etc. must make contact with enough number of people, and must hold that contact long enough to make a somewhat permanent impression. Newspapers are

an effective medium of advertising. There is thus room for expansion of the newspaper advertisement budgets of the State Governments. Small newspapers, particularly those published from the districts and circulating in the rural areas, have the potentiality of making a big contribution towards informing and enthusing the public of developmental and industrial programmes. It is but proper that this medium should be extensively utilised for reaching the masses. We may reiterate that small newspapers and periodicals circulating in rural areas have multiple readership as recorded by the Press Commission, and their choice as advertisement media need not be influenced only by the actual copies sold. We have noted with some concern that the advertising budgets of most of the State Governments are very small. In the statement below, we give figures of the total expenditure (revenue account) and the expenditure on advertisements, during 1963-64. The last column of the statement gives the percentage ratio between the total expenditure and the expenditure on advertisements. Apparently, State Governments have not fully realised the value of publicity through advertising, particularly in the Press. We recommend that the Central and State Governments should make larger allocations for expenditure on advertisements in newspapers and periodicals. We propose that it should be not less than 1% of the annual budget on revenue account of the Central/State Government expenditure.

Statement of Expenditure on advertisements incurred by the Central and some of the State Governments during 1963-64.

Serial No.	State	Total expenditure (on Revenue Account) for 1963-64	Expenditure on Advertisement during 1963-64	Percentage Ratio between columns 3 & 4
1	2	3	4	5
1	Central Govt.	18,25,34,00,000	74,58,182	·00041
2	Andhra Pradesh	1,26,74,45,000	1,75,706	·00015
3	Assam	55,56,89,000	1,67,358	·0003
4	Bihar	88,17,00,000	1,06,670	·00012
5	Madhya Pradesh	96,98,57,000	4,32,499	·00044
6	Maharashtra	1,68,77,82,000	2,39,442	·00014
7	Madras	1,34,00,07,000	3,76,792	·00028
8	Mysore	1,01,65,35,000	1,69,942	·00017
9	Orissa	71,01,23,000	62,141*	·00009
10	Punjab	1,07,30,75,000	3,03,783	·0003
11	Rajasthan	69,76,10,000	2,79,103	·0004
12	Himachal Pradesh	10,25,71,000	5,048*	·00005

*Average of last 5 years.

14. It has been brought to the notice of the Committee that while small newspapers and periodicals, which depend mainly on Government advertisements, have been denied sufficient advertisements, the space purchased in some of the bigger papers has been gradually increasing. Some of the newspapers published from metropolitan cities are devoting as much as 50 to 60

per cent of their space to advertisements in spite of a reduction in the number of pages and the size of their types. We have been further given to understand that an advertiser has generally to stand in a queue for several days before his advertisement appears in those newspapers. The disequilibrium in the distribution of advertisements among the newspapers is obvious. Some of the witnesses have suggested the imposition of some kind of restrictions on the amount of advertisement space in newspapers, which, they say, should not exceed 40 per cent of the total area of a newspaper, as recommended by the Press Commission. It will be recalled that the Central Government had, on the basis of the recommendation of the Press Commission, passed the Newspapers (Price and Page) Act 1956, and that an Order under the Act was issued to regulate the number of pages in relation to the prices of newspapers and also the amount of advertising space. The Act and the Order were, on a writ petition by a newspaper, held *ultra vires* of the Constitution by the Supreme Court in 1960. Thus, enactment of legislation to regulate prices and pages or amount of advertisement space in newspapers is repugnant to the Constitution. We have recommended elsewhere by a majority vote that a price-page schedule should be enforced under the existing laws and that the Constitution should be amended to permit enforcement of the price-page schedule. A statutory price-page schedule will lead to a more equitable distribution of advertisements in the Press.

15. The Committee has noticed that small newspapers are not usually supplied with copies of the results of university examination for publication, whereas copies thereof are supplied to big newspapers. This puts the small newspapers at a disadvantage. We recommend that the Education Ministry should be approached to request universities that copies of their examination results should be supplied by them to small newspapers also in their areas for publication.

16. A large number of newspapers bring out special supplements on occasions like Diwali, Puja holidays, Id, etc. Government should make efforts to release special advertisements to small newspapers on such occasions.

17. The Committee is not aware whether the Central or State Governments have devised any agency for the study of readers' tastes or for market research, particularly with reference to the suitability of a particular media in relation to particular commodities in a particular area. Since the Central Government itself is the biggest advertiser, it is necessary that they should set up some machinery to study the readers' tastes as well as the effect of the advertising placed by them from time to time.

18-1. *New Income Tax Rules on Advertisement Expenditure* : The Government of India, in a Gazette Extra-ordinary dated the 9th March, 1965, announced new rules setting out new limits and conditions for allowance of expenditure on advertisement, under the Income-Tax Act.

18-2. Since the new Rules could have resulted in a drastic curtailment of advertisement expenditure by firms and companies, which would have led to ruination of a large number of small and medium-size newspapers, this Committee took the matter up with the Central Government. The

following resolution adopted by the Committee was conveyed to the Finance Minister from Lucknow on 27-3-1965, where the Committee was in session then :—

“The Committee noted with concern the new Income Tax Rules in respect of allowable advertisement expenditure published by the Central Board of Direct Taxes in the Gazette of India Extraordinary, dated March 9, 1965. In the opinion of the Committee, these rules are likely to lead to a drastic curtailment of the advertisement budget of private advertisers and would automatically lead further to the exclusion of small newspapers from the advertisement programmes of such intending advertisers. In the view of the Committee, the new rules regarding allowable advertisement expenditure might well lead to the closing down of many small and regional newspapers. The Committee, therefore, appeals to the Finance Minister to withdraw the new Rules and restore *status quo* in respect of allowable advertisement expenditure”.

This was followed by a letter dated April 21, 1965 from the Chairman sent to the Finance Minister with copies endorsed to the Home Minister and the Minister for Information and Broadcasting

18.3. On representation made by the newspaper industry including the Indian Languages Newspapers Association, the Advertising Agencies Association of India, the Indian and Eastern Newspapers Society, the Indian Society of Advertisers etc., the Central Government cancelled these rules and promised to reconsider the matter afresh, for which purpose they invited representations from concerned interests. The Central Government has since circulated a revised draft for public comments. We are of the opinion that the revised rules place severe restrictions on advertising business and, when the total volume of advertising business is reduced as a result of these restrictions, small newspapers will be the first to suffer from the schedules of advertising agencies and advertisers unless there are special reasons for inserting advertisements in them.

18.4. In another chapter, we have reviewed the financial position of a number of small newspapers and periodicals. Most of them are running at a loss. Where profits accrue they are only marginal and are not substantial enough to enable the small newspapers and periodicals to develop their circulations. In such circumstances, it would appear that small newspapers and periodicals are obliged to remain small for all times. It is our strong recommendation that the expenditure incurred on advertising in small newspapers and periodicals should be exempted from any ceiling on advertisement expenditure that may be placed by Government. Any ceiling on advertising expenditure would lead to the ruination of small newspapers.

19.1. *Advertisement Policy of the Indian Railways* : Next to the Central Government (DAVP), Indian Railways are the biggest advertisers. On newspaper advertisement they incurred an expenditure of Rs. 46,48,440 in 1962-63, Rs. 43,94,207 in 1963-64 and Rs. 52,81,921 in 1964-65.

19.2. *Criteria and Policy for Placement of Advertisement in Newspapers* : The following broad principles are observed in considering the suitability of a paper for inclusion in the Railway media lists :

- (i) Whether the newspaper or periodical has completed six months of existence.
- (ii) Whether the paper is approved for Government advertisements and is included in the DAVP Media list.
- (iii) Circulation and standing of the paper and its suitability from the railway point of view.
- (iv) Availability of funds.

Each Railway maintains its own media list and generally all major newspapers and periodicals are included in that list. Once a paper is included in the Railway's media list, the frequency of issue of advertisements depends upon the nature of the message that is intended to be put across, the clientele to be reached, suitability of the medium for the particular purpose in view, availability of funds, etc. It may, however, be mentioned that 70 per cent of the railway advertisements fall under the classified advertisement category.

19.3. Railways are commercial organisations no doubt, and have, in their advertising, which is largely of the character of classified advertisements, to be guided mostly by commercial considerations. At the same time, it must be remembered that they are public utility concerns and have to be popular in addition to being useful. We, therefore, feel that the principles we have enunciated in the case of Government advertising should be applicable *mutatis mutandis* to the newspaper advertising of the Railways as well. We also feel that the same principles, with suitable changes, should be applied to the newspaper advertising of all public undertakings which in many cases are monopolistic. It would be desirable that the rules framed in this connection should be gazetted and any amendments thereto should also be notified in the Gazette from time to time for the information of all concerned.

20. *Commercial Advertisements* : In the preceding part of this Chapter, we have discussed the expenditure incurred by the Central and State Governments on advertisements in newspapers and periodicals. But a larger source of revenue for newspapers and periodicals is the commercial advertiser dealing with consumer goods as well as specialised goods.

For the first time an analysis of the advertising revenue of the newspapers and periodicals was made by the Press Commission in 1954, when they recorded:—

“Though the above analysis is of the turnover of only 34 advertising agencies, the proportion of different types of advertisements in the consumer category handled by other agencies also is expected to be roughly the same. In the case of institutional advertisements and of specialised advertising, it may be presumed that the bulk of advertising is handled by the major agencies whose turnover has been analysed. It is, therefore, our estimate that the total volume of consumer advertising handled by advertising agencies would amount to about 2½ crores and the share of different categories of

products would be roughly in the same proportion as in the consumer advertising of 1½ crores already analysed. This does not, however, include small or classified advertisements placed directly with the newspapers”.

Since then there has been no survey of the advertising in the commercial sector placed with newspapers and periodicals. We had issued a questionnaire to all newspapers and periodicals asking, *inter alia*, information about their advertising revenues during the preceding three years. Some of the newspapers with big circulations wrote in reply that they were not covered by this enquiry according to the criteria fixed by the Enquiry Committee, and refused to furnish any information. The information given by other papers in the replies received is rather inadequate; in fact, most of the newspapers have been reluctant to give information regarding their revenue figures. Our questionnaire, addressed to 92 advertising agencies, fetched replies only from nine. No definite conclusion could be drawn on the basis of the information received from them. We have, therefore, not been able to prepare an estimate of the total quantum of advertising placed in newspapers and periodicals. Recently, however, our attention has been drawn to a study made by the Research Bureau of the Economic Times of Bombay, in connection with the new Income-tax Rules. The Bureau examined the accounts of 1,200 larger and medium size companies, but only 111 of them showed separate figures in respect of advertisement expenditure. According to this assessment the total advertising expenditure in a year is 318.79 lakhs.

21.1. *Advertising Agencies* : The principal functions of an advertising agency are to give expert advice to its clients on such matters as the selection of media for advertising, market research, sales promotion, etc. Advertising agencies also undertake on behalf of their clients preparation of copy, lay-out, production of material for advertisement leaflets, folders, calendars, diaries, etc. The media units and the allied trades allow the advertising agencies 15 per cent commission on the gross rate, as their remuneration for the services rendered by them for the development of the media. The advertising agencies play an important part in the placing of commercial advertisements with small newspapers and periodicals. A questionnaire, was, therefore, framed by the Committee and addressed to 92 advertising agencies to elicit certain factual information in regard to their business. Replies were received from nine, all with headquarters at Bombay. One of the advertising agencies of Calcutta refused to answer the questionnaire, saying “We do not believe in such enquiries”. Of these nine agencies, four have no branch offices, two have branches at Calcutta, Delhi and Madras; one has a branch at New Delhi, one has a branch at Madras and one has branches at Calcutta and New Delhi.

21.2. *Year of Establishment* : The oldest agency out of the nine was established in 1928, one was established in 1931, one in 1933, four in 1943, one in 1946, two in 1948, one in 1956 and two in 1957.

21.3. *Ownership* : Five of these agencies are private limited companies, three are proprietary concerns and one is a subsidiary concern of an international agency.

21.4. *Media* : All the nine agencies have stated that they recommend small newspapers/periodicals to their principals for advertisements and their recommendations are accepted.

21.5. *Commission* : Three of the agencies have stated that they charge 15 per cent commission from the publications which are Members of the Indian and Eastern Newspaper Society. One of the agencies makes a charge of 6¼ per cent to 15 per cent from such publications. As for publications which are not Members of the Society, eight agencies charge 15 to 25 per cent commission, the remaining agency charges 20 per cent to 25 per cent commission. It has been stated by some of the agencies that they do not bargain for higher commission rates, but the publications offer higher rates of commission of their own in the interests of securing business.

21.6. *Period of Credit* : Eight of the agencies have stated that the period of credit usually allowed to them for payment by members of the Indian and Eastern Newspaper Society is 75 days; as regards the remaining agencies, a period of 60 days is allowed. The agencies have given varying periods in regard to the payment to publications which are not members of the Society. Four agencies have given the period as 90 days; one has mentioned the period as three to four months; one as 120 days and one as 60 days. One of the agencies has stated that there is no stipulated period in the case of such publications.

21.7. The following table gives the budget and expenditure of the nine advertising agencies which answered the questionnaire :

Budget and Expenditure

Serial No.	Total outlay on newspaper advtg. Rs.	Value of space utilised in English and Indian language papers Rs.	Value of Adv. in small newspapers/periodicals Rs.	Total outlay on other media Rs.
1	—	Eng. Rs. 10 lakhs I.L. Rs. 21,64,000 (Eng. 60%, Indian language 40%)	20,000	—
2	10 lakhs	Eng. 6 lakhs I.L. 4 lakhs	—	1 lakh
3	40 lakhs	—	About 4 lakhs	12 lakhs
4	5 lakhs	—	No data available	1 lakh
5	1,03,78,800	Eng. 69,31,000 I.L. 34,47,800	7,80,000	40 lakhs
6	8 lakhs	Eng. 75% I.L. 25%	50,000	3 lakhs
7	23,81,428	Eng. 10,07,177 I.L. 1,97,503 Periodicals : 6,76,808	1,05,303 in Small newspapers: 72,117 in periodicals	11,900 (Hoarding in 1962-63)
8	1 lakh	50 : 50	Not much difference	50,000
9	30 lakhs	Eng. 35,170 I.L. 28,396	—	20 lakhs

21-8. *Suggestions* : One of the agencies has pointed out that there is scope for improvement in the printing facilities of small newspapers so that advertisements may have better reproduction to the client's satisfaction, and that authentic and up to date circulation figures should be made available for media recommendation. Another agency has made the following suggestion :

“The advertisements that are channelled to a paper depend upon the circulation and the influence extended by the paper in certain socio-economic groups. Hence it should logically follow that if the newspapers/periodicals take some steps to enlarge their readership, advertisers would normally seek that particular media for publicity. We would recommend, therefore, that the newspapers/periodicals should make their editorial contents more interesting by having contributed articles (as against lifting articles not suitable for the readership from publications published abroad), special features pertaining to topical news and other items of interest to the particular class of readership. In addition, the get-up of the newspaper/periodical should be such as to invite reading. If these measures are taken in the interest of the readers of newspapers/periodicals, then we are sure that the benefit of this will be visible by increased revenue to the newspapers/periodicals”.

21-9. Useful information was provided by the Advertising Agencies Association of India and the Indian Society of Advertisers as to how the advertiser goes about choosing the right media. They pointed out that advertising investment has vast potentialities of bringing in safe and quick returns.

21-10. When an advertiser, on the recommendation of his advertising agency, considers using a small paper to reach the specific area of sales for his project, he is often reluctant to do so because of the uncertainty attached to available circulation figures. Therefore, it becomes, in our opinion, increasingly necessary for the papers to see that their circulation claims are trustworthy.

22-1. *Advertising Space* : The Press Registrar has made a detailed study of the advertising space utilised in dailies, including tri-weeklies and bi-weeklies in his 1965 report. Of the 383 publications analysed by him, 371 published advertisements in 1964 and 12 did not. The following table shows the distribution of papers according to the ratio of advertisement space :—

Percentage of total space devoted to advertisement	Number of dailies (including tri and bi-weeklies)
60 and above	1
50 to 60	9
40 to 50	42
25 to 40	144
Below 25	175

All the 175 publications with advertising space below 25 per cent are small newspapers. Of the remaining 196 newspapers, as many as 125 fall in the category of small newspapers. Of these, the quantum of space in 25 publications exceeds 40 per cent, and the remaining fall in the slab between 25 per cent and 40 per cent. The 175 newspapers with advertising space below 25 per cent can, according to accepted norms, be taken as deficient in the quantum of advertisement carried by them. Newspapers which carried advertisements in the 25 per cent to 40 per cent slab, numbering 100, are those which may be deemed to be subsisting on advertisement revenue at the margin. Thus, there are only 25 newspapers whose advertising space exceeds 40 per cent, and they can be deemed to be well placed in so far as the quantum of advertisement is concerned. In other words, out of the total number of 371 newspapers whose advertising space has been analysed, as many as 275 newspapers representing 74 per cent are deficient in the quantum of advertisements.

22.2. The analysis is quite explicit on the point that one of the major handicaps of small newspapers is the lack of sufficient advertisements placed with them.

23.1. *Sources of Revenue* : The main sources of advertising revenue of newspapers are the commercial advertisers, local cinema houses and the Central and State Governments. We have already discussed the advertising policies and practices of the Central and State Governments. As for local cinema houses, they are the main-stay of the advertising revenue of the district newspapers.

23.2. There is a widespread complaint that the national advertisers do not place advertisements in an adequate volume in small newspapers. There is some element of truth in it. On the other hand, as the production of consumer goods develops further, the national advertisers are bound to make greater use of the district newspapers and weeklies for the sale of their wares. In fact, some of the national advertisers are already making use of the columns of small newspapers for this purpose. But there are certain handicaps that small newspapers have to overcome before they are able to attract a larger volume of advertisement from national advertisers. In the succeeding paragraphs, we deal with some of these handicaps.

23.3. The first and the foremost difficulty of the small newspapers is that their printing facilities are far from adequate, if not primitive, in a number of cases. They have practically no organisational set-up for the improvement of their circulations nor do they have adequate canvassing staff for advertisements. Their main sources of news is the news broadcasts of All India Radio, and the news coverage of the district of circulation is not unoften conspicuous by its absence. Most of the small newspapers have not tapped the local industry and trade for advertising. This lack of initiative on their part is a serious obstacle in the way of strengthening their finances. No information is maintained regarding the advertising market, nor is any analysis made of the revenue earned from different sources, the products to be advertised or of the possibilities that can be probed. We have already referred to the uneconomic advertisement rates of small newspapers which are taken advantage of by the commercial and Government advertisers. The delay in the payment of bills of small newspapers acts as a freezer on their capacity to discharge their commitments. Not all the advertising agencies settle the bills of the small newspapers within 75 days.

On the other hand small newspapers have reluctantly to surrender a much higher percentage of commission to advertising agencies than newspapers which are members of the IENS. We have earlier dealt with the charge of discrimination in the case of release of advertisements by the Central and States Governments against Indian Language newspapers and periodicals. The Government advertiser, too, has not always shown a high sense of planning. There is no point in inserting National Savings advertisements largely in big newspapers, and Railways releasing campaigns against chain-pulling largely in metropolitan English language newspapers, which are read mostly by upper class urban people.

23.4. Two suggestions have been placed before the Committee which we commend for consideration by small newspapers. The first is that most of the advertising agencies operate from metropolitan cities and handle the advertising business of the national advertisers. There are hardly any agencies which handle business of a local character for service to the district newspapers and periodicals. There is, therefore, urgent need for regional advertising Agencies, i.e. those equipped to handle advertising business of small advertisers in the districts for placement in the district publications. Small newspapers and periodicals should, with the cooperation of their association, explore the possibility of the recognition of such agencies.

23.5. Another suggestion was that the district newspapers should combine and evolve a joint advertisement rate, for national advertisements which can compete favourably with the advertisement rates of the metropolitan dailies. The revenue received could be distributed among participating newspapers on the basis of their circulations. The experiment could be extended further in having joint special correspondents and business representatives.

23.6. A newspaper is a saleable commodity. Its customers are its readers. In order that it may gain and retain its popularity, it should aim at becoming attractive in presentation as well as in contents. In fact, it should develop its own distinctive features such as, news coverage, editorial and feature articles, book reviews, cartoons, strips, humour columns, reportage of local events and social engagements, etc. The factors which contribute to the presentation of the publication *inter alia* are the quality of the paper, illustrations and general get up.

23.7. A newspaper must aim at meeting the requirements of its clients, the readers. It must study their tastes and provide material accordingly. A small newspaper, whose beat is usually the district of origin or the neighbouring areas, should attempt to cater to the needs of the area of its circulation. It should specialise in the news of the district and comment on problems of the area in which it circulates. There is no bar whatsoever to a small newspaper giving national and international news and comments thereon, but it should primarily concentrate on the coverage of the news of the area of its circulation. In other words, it must develop a local character, which implies a larger budget of local news, social engagements and activities, so that its bond with its readers is strengthened. In short, the district paper should aim at becoming an organ of information, instruction and entertainment of the people of the district or the region of its circulation. A district paper need not, therefore, attempt to wear the pattern of a metropolitan paper.

23·8. As for its sources of advertisement, a district paper should tap the local sources first, such as local merchants, panchayats and zila parishads. Advertising is not popular at present with the traders in the district towns and rural areas. But as the developmental programmes percolate into the rural areas, there is bound to be a greater consciousness for advertising among the district traders and merchants. Small newspapers must therefore, take the initiative of educating the traders and the industrialists in the area about the advantages of advertising. It may at times be desirable to give free space to potential advertisers with a view to promoting goodwill. Small newspapers should offer to the local retailers a special rate, called the local advertising rate, for a customer may not like to pay for the full circulation of a paper when he aims at reaching his clients in a limited area.

23·9. There is a growing scope for classified advertisements also in the district areas. Examples of such advertisements are P.W.D. tenders, court notices, employment notices, college and school admissions, matrimonials etc.

23·10. A small newspaper should pay particular attention to rates of advertising fixed by it, which should be in conformity with the prevailing market rates of its contemporaries. For this purpose the small newspapers in the area should combine together to evolve a more or less rational pattern of rate structure. Rates may vary from paper to paper but the rationale behind the fixation of the rates should be the same. The mille rate is not always a guiding factor for an advertiser in selecting a media. If an advertiser wants to popularise its goods in a particular area, he is bound to utilize the newspaper or periodical which circulates in that area even if its advertisement rate is high.

23·11. Most of the advertising agencies do not negotiate and settle rates with newspapers individually. They accept the trade rates fixed by a newspaper. The committee has, however, been told that some advertising agencies also negotiate rates with newspapers and the case of Lintas has been mentioned as an illustration. This practice is unfair and should be discouraged as it weakens small newspapers.

23·12. The Committee has been informed that advertising agencies are charging various rates of commission from small newspapers. We have been informed by the advertising agencies that these rates are offered by small newspapers on their own with a view to securing business from the advertising agencies. We feel that this is an exploitation of the weaker limb of the Press. No newspaper should allow more than 15 per cent commission to recognised agencies and more than 10 per cent to provisionally recognised agencies.

23·13. After a newspaper has built up its prestige as a good medium of local advertising, the time would then be ripe for it to approach the national advertiser to include it in his media list. The usual technique in such matter is for the newspapers to bring out printed rate cards or folders describing their specialities as well as the areas of their circulation. Multiple readership of small newspapers circulating in the rural areas is a factor in their favour. If a small newspaper can convince a national advertiser of the potentialities of the market for his goods, this will facilitate its task.

CHAPTER XVI

PRICE-PAGE SCHEDULE

It is regretted that the Committee failed to reach unanimity on the need for introduction of a price-page schedule and on the ceiling on the space that may be consumed by advertisement in a newspaper.

2. After a prolonged discussion the following conclusions were adopted by a majority of five against four.

2.2. The majority of the Committee considers the introduction of a price-page schedule of fundamental importance to promote the growth of small newspapers. However, since the Supreme Court of India has struck down the Newspaper (Price and Page) Act, 1956 and the Daily Newspaper (Price and Page) Order 1960 issued under it as *ultra vires* of clause (1)(a) of Article 19(1) of the Constitution, the Committee recommends that the Government take steps to amend the Constitution with a view to enlarging restrictions in Clause (2) of Article 19 to make possible the enactment of the Newspaper (Price and Page) Act.

2.3. To cover the period involved in amending the Constitution, the Committee further recommends that Government should immediately formulate and enforce the schedule under the Essential Commodities Act. The Committee notes that in the existing national emergency, the fundamental rights guaranteed by the Constitution stand suspended and therefore the Supreme Court's judgment is no bar to the introduction of a statutory price-page schedule.

2.4. The Committee is of the view that the Act enabling introduction of a price-page schedule may lapse after a period of ten years from the date of the Newspaper (Price and Page) Order issued under it, unless re-enacted by a fresh law by Parliament.

2.5. The majority, also, recommends that it should be prescribed in the price-page schedule that not more than 40 per cent. of the space in a newspaper shall be occupied by advertisements.

3. The reasons which impelled the majority to formulate the conclusions mentioned above may now be stated briefly.

4. The economics of the newspaper industry functioning in the private sector differs very much from that of most other industries. It is accepted on all hands that newspapers serve as media for the free exchange of information and ideas, and the proper functioning of a parliamentary democracy requires that every individual should have equal opportunity, in so far as it can be achieved, to put forward his opinions. While in other consumer goods industries, whether a product is produced by a few or more units is not material so long as the quality of goods is satisfactory and there is no exploitation of the consumer for the benefit of a few, it is not so in the case of newspapers.

Concentration of newspaper proprietorship among a few persons, however large the circulation of their papers, is not beneficial to the effective functioning of parliamentary democracy.

5. In the case of most of the industries, it is the unit cost of production that decides the sale price. The profit margin is the result of economic and efficient management. Verily it is not so with the newspaper industry. A copy of a daily newspaper is sold below its cost of production. How much below is determined by the volume of advertisements. In India, the prevailing price of old newspapers is 88 to 100 paise per kilo. Therefore, the price that an old copy of a newspaper will bring him is, among other things, an important consideration that weighs with a normal reader in making his choice of a newspaper. Thus, a paper which gives more pages for the same price is in a position to command a huge circulation, which in turn enables it to get more advertisements. That is why there is an unmistakable tendency towards concentration of circulation of newspapers among a few big papers. What is thus considered a free newspaper economy is, in fact, restrictive, almost monopolistic in effect.

6. In most other industries, in spite of the existence of a few big units, it is possible for an entrepreneur to enter the field, because he is reasonably sure of the competition he might have to face. The market being extensive owing to the durability of a product, by and large, the big units are unable to launch a price cutting campaign. Because, in the ultimate analysis, the minimum cost of production is normally the limit to which the sale price can be cut. It is, therefore, possible for a new entrant in such industries to make a budget of his revenue and expenditure with a reasonable certainty. It is not so in the case of the newspaper industry. There are physical limitations on the market of a daily newspaper. A stale newspaper cannot be sold as a newspaper. Therefore, when a well established paper finds a new newspaper coming up, it begins giving more pages for the same price, which upsets all calculations of the latter, and its growth becomes stunted, with the result that it cannot hope to function as an effective organ of public opinion. May be, it goes out of existence. As against this, not only have newspapers started by chains not had to stop publication, but have been able to build up big circulations.

7. Competition is fair when the units function in similar circumstances. In the case of daily newspapers, which, by their very nature, do not possess a long-term reading value, the choice of a reader is governed, among other things, by the number of pages that a newspaper gives for the same price. As stated already, the net price of a newspaper copy to a reader (sale price per copy less its price as old newspaper, *i.e.*, packing paper) is governed by the volume of advertising which determines the number of pages and not the basic cost of production. Therefore, the only way to create a condition of fair competition is to fix a minimum price at which a paper of a particular size can be sold, so that the determining factor influencing circulation will not be the number of pages and the volume of advertisement, but the quality of editing, production and news. Once the orbit of competition is known, a new entrant can plan his newspaper project with reasonable confidence.

8. While the purchasing power of the people is a natural factor governing the growth of a newspaper, the volume of advertisements which at present determines it is an extraneous one. For the freedom of the press to be effective, the present degree of dependence of newspapers on advertisements, whose total volume does not grow commensurately with the rise in the number of newspapers, has to be lessened and the importance of circulation as a principal source of revenue must be enhanced. That can be achieved only by relating the maximum size of a newspaper copy to a minimum price, *i.e.*, by the introduction of a price-page schedule.

9. Both under conditions of scarce foreign exchange earnings coupled with national emergency and under normal conditions, the introduction of a statutory Price-Page Schedule is an inescapable necessity.

10. The foreign exchange earnings of the country have been falling short of her requirements for many years. Consequently, the Government of India had to restrict the use of newsprint. Accordingly, the supplies came to be rationed. But the basis adopted for the purpose was irrational, which made the distribution of newsprint inequitable. For the year 1965-66 seven chains with a total circulation of 17 per cent. have been able to get an allotment of 39.8 per cent. of the total imported and 33 per cent. of the Nepa newsprint. As has already been stated, the average number of pages per publishing day of newspapers was pegged down to the 1957 average. Although in subsequent years, some latitude was given to papers with 4 and 6 pages to step them up to 6 and 8 pages respectively, the basic injustice continued. A few big papers which took out supplements frequently in 1957 stood to gain. There are instances such as where a new newspaper was given newsprint on the basis of 8.57 pages per publishing day including its Sunday edition, while similar allotment was denied to an existing paper. The existing rationing system has therefore made it impossible for smaller papers to grow even when they have the resources to do so.

11. The foreign exchange difficulties are not likely to disappear for years to come. Nay, they are likely to become intensified. It is therefore, essential to create conditions under which every newspaper will have a fair chance of growth. The remedy is the statutory prescription of a price-page schedule.

12. Newsprint is a commodity already covered by the Essential Commodities Act, 1955. The Government has powers under the Act to lay down who can use it. The Government should, therefore, prescribe by an Order under the Act the definition of a newspaper and a periodical which alone is entitled to get imported and indigenous newsprint. A newspaper or a periodical should be defined as one which publishes advertisements not exceeding 40 per cent of the total number of pages, and adheres to the sale price per copy mentioned in the schedule attached to the Newsprint Control Order. The mechanism of a price-page schedule would enable Government to control the use of newsprint, and while doing so there would be no injustice to any newspaper, old or new. If there is acute scarcity of newsprint, the Government may reduce the pages of a newspaper for a prescribed price. If there is increased availability of newsprint, the Government may increase the number of pages for the said price. If the foreign exchange difficulties become so acute that a

drastic reduction in the number of pages is called for, the Government may restrict the maximum size of an advertisement to be published in a newspaper, and empower newspapers to increase their advertisement rates by a particular percentage so that the newspaper economy may not be unduly upset.

13. There is nothing new in this. It was all done during the Second World War. Not only that, but again from January, 1950 to September, 1952, when the prices of newsprint soared very high, although there was no dearth of newsprint, a statutory price-page schedule was introduced at the earnest request of the Indian and Eastern Newspaper Society and the Indian Languages Newspapers Association. It is thus acknowledged that a price-page schedule provides an effective mechanism for just distribution of newsprint under short supply. It is therefore strongly suggested that a price-page schedule should be prescribed under a Newsprint Control Order. Doubts have been expressed whether a price-page schedule can be lawfully prescribed in view of the Supreme Court's judgment. The majority is of the view that the judgment would not stand in the way of its introduction, because its operation would apply only to newspapers using newsprint, *i.e.*, white printing paper which contains mechanical wood pulp amounting to not less than 70 per cent. of the fibre contents, and not to newspapers as such. Further, even if the contention is right, in the existing national emergency, the fundamental rights guaranteed by the Constitution stand suspended, and therefore the Supreme Court's judgment is no bar to the introduction of a statutory price-page schedule.

14. The All India Newspaper Editors' Conference and the Indian Languages Newspapers Association in their written memoranda, besides a number of small newspapers in their evidence, strongly urged that to minimise the unfair competition from big papers, a price-page schedule should be statutorily prescribed, irrespective of the newsprint supply position or national emergency.

15. The Press Commission, which made a very thorough and comprehensive enquiry into the conditions of the Press in India, felt concerned about the unfair competition offered by a section of the daily newspapers and suggested the introduction of a "statutory price-page schedule as the most effective measure to bring about the reduction in the difference due to economic advantages or other causes and enable newcomers to start with a fair chance of achieving success." Parliament enacted legislation entitled the Newspaper (Price and Page) Act in 1956 to give effect to the recommendation of the Press Commission. It took about four years for Government to issue the Daily Newspaper (Price and Page) Order, 1960. However, both were challenged in the Supreme Court of India, which declared them *ultra vires* of the Constitution, as their operation, in its view, violated the fundamental right of freedom of speech and expression guaranteed by the Constitution. The view of the Supreme Court has no doubt to remain supreme until suitable changes in the constitutional provision are brought about by amendment of the Constitution.

16. It needs to be pointed out that since the commencement of the Constitution there has been a fundamental change in the nation's socio-economic outlook. There is thus an inevitable obligation on Government to make laws

and even to amend the Constitution—and we have done it nineteen times—to suit a social order in which monopolistic trends are not sustained. The very first item in the Preamble of the Constitution also dedicates the nation to the task of securing for all ‘justice, social, economic and political’. Since ‘the freedom of speech and expression’ guaranteed by clause (1) (a) of Article 19(1) has encouraged concentration of readership among a few newspapers, there is definitely a case for enlarging the scope of the restrictions in clause (2) of Article 19 to make possible the re-enactment of the Newspaper (Price and Page) Act and issue of Orders thereunder. The wholesome intention of the Sovereign Parliament to ensure social justice by thwarting monopolies in the Press which ultimately curtail real ‘freedom of expression of the citizen’ needs to be carried out.

CHAPTER XVII

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

CHAPTER II—*The Perspective*

1. Our recommendations in the various chapters are based on two assumptions: (i) that in view of the tendencies towards concentration of power in a few big newspapers, Government are now eager to formulate a long-term plan for a balanced development of the Press, and (ii) that the measures we are proposing would help not only towards stabilising the economy of the small papers now in existence but would also encourage the birth of new opinion forming newspapers. (Para 9).

2. A long-term plan must take into account three considerations: (1) the growth of the Press must keep pace with the growth of population and the spread of literacy; (2) the Government must play a positive role by treating small newspaper as not merely an industry like any other but as an industry essential for the growth of democracy; and (3) steps must be taken to ensure that the growth of the Press is along healthy lines. (Para 10).

3. We would urge Government to keep a strict watch on unbalanced developments in the matter of growth of chains of newspapers and concentration of readership and devise suitable measures to curb them. We note in this connection that the provisions of the Press Council Bill empower the Council to deal with such matters. (Para 18).

CHAPTER III—*The Small Newspaper/Periodical and its Definition*

4. The following criteria are recommended for classification of newspapers/periodicals as small newspapers/periodicals:

Dailies—Circulation not exceeding 20,000 copies and annual gross revenue not exceeding Rs. 12½ lakhs.

Other publications, including tri-weeklies, bi-weeklies, weeklies, fortnightlies and monthlies—Circulation not exceeding 15,000 copies and annual gross revenue not exceeding Rs. 5 lakhs.

Gross revenue in the case of a newspaper/periodical means the total of its circulation revenue (including subscription revenue) and advertisement revenue.

The foregoing definition of a small newspaper and periodical should not apply to newspapers and periodicals which belong to chains/groups of newspapers.

In the case of multiple-unit newspapers, all constituent units will be eligible for classification as a small newspaper on the basis of the criteria applicable to each individual unit.

All dailies including the seven-day edition of a daily, by whatever name called, published by a newspaper establishment in the same language from the same centre, should be taken together and treated as if they form one unit and the revenues of all such papers put together should be deemed to be the revenue of such a unit.

No minimum circulation need be prescribed for eligibility as small newspaper/periodical, but it would be open to the authorities concerned for the grant of a concession to satisfy themselves about the regularity or standard of production of the newspaper concerned.

The Press Registrar should be declared as the authority for certifying whether a newspaper/periodical answers the criteria prescribed above for classification as a small newspaper/periodical.

The above definition may be reviewed after five years in the light of circumstances then existing. (Paras 19.1 to 25)

CHAPTER V—Circulations

5. The practice so far followed in the scrutinies of circulation of newspapers undertaken by the Press Registrar has been to compare the current circulations (say, for 1963-64) on verification with the 1961-62 circulations, which is the basic year for allotment of newsprint, according to the present policy. Where the verified circulation was less than that of the basic year, the publisher has been allowed to get away on the plea that his circulation had fallen since 1961-62 (basic year) and his present circulation was so much. But the point to note is that the publisher had submitted in respect of that year (1963-64) a certificate, duly verified by a chartered accountant placing the circulation in 1963-64 at a particular figure. If this circulation is not sustained on verification, it is evident that a certain excess amount of newsprint was issued to the publisher. The Committee is of the opinion that in such cases the newspaper's current year's quota of newsprint should be reduced to that extent, besides any other effective action being taken. This practice, among other things, will serve to deter the publishers from submitting exaggerated claims.

(Para 3.2)

6. Since all circulation claims (exceeding 2,000 copies) submitted by a publisher to the Press Registrar have to be certified as correct by a chartered accountant or a qualified auditor, the latter can be deemed to be a party to any exaggerated claims that might be made, in violation of his professional code of conduct. Such cases should invariably be brought to the notice of the professional body, namely the Institute of Chartered Accountants for suitable action.

(Para 3.3)

7. The Press Registrar informed us that he was experiencing considerable difficulties in examining the circulation claims of a Calcutta daily whose publishers have failed to submit for scrutiny the necessary account books. In such cases, the advice of the Ministry of Law should be sought for putting the legal process in motion.

(Para 3.3)

8. The present proforma for ascertaining circulation figures of newspapers and periodicals is not comprehensive and it needs no strain on anyone's thinking to concede that the proforma can lend itself to easy manipulation at the hands of unscrupulous people. This proforma as well as the certificate from the chartered accountant or a qualified auditor, should be reviewed not with a view to causing undue hardship to publishers of newspapers and periodicals, but to enable the auditors to examine the relevant books to arrive at reliable circulation figures. The Press Registrar should specify the books and accounts which should be maintained by the publisher and scrutinised by an auditor. The forms and specimens of these documents, which should not be elaborate, should be prescribed. Along with the statement of information, the publisher must also submit a statement of the books and accounts maintained and submitted by him to the auditor, who should certify the documents examined by him before authenticating the publisher's claimed circulation. Each statement so received should be checked in the office of the Press Registrar before it is admitted for entry in the Press Register. The assistance of commercial auditors, who have had the experience of circulation audits, may be sought by Government in evolving revised proforma to be completed by publishers and auditors.

(Para 4)

9. In our view, the Press Registrar, before effecting a reduction in the accepted circulation of a newspaper, should issue to it a show cause notice giving reasons for the proposed reduction, and give an opportunity to the newspaper concerned to state its case. Where a newspaper challenges the conclusions of the Press Registrar, the Press Registrar should arrange a re-check of newspaper's circulation by an independent commercial auditor nominated by him. The cost of such re-check should be met by Government.

(Para 5.5)

10. It is recommended that uncertified figures should not be accepted by the Press Registrar and in such cases the letters "N. S." (not submitted) should be recorded in the Report against the name of the newspaper concerned.

(Para 5.6)

11. The Committee has noticed that some newspapers do not file their returns in time so that their circulations are not recorded in the annual report though they do supply the circulation figures to the Press Registrar at a subsequent date. In some cases, this is a cover against falling circulations. The practice needs to be plugged by suitable legal action.

(Para 5.7)

12. Under the existing rules, it is not necessary for publishers claiming circulations up to 2,000 copies to submit an auditor's certificate. Representations have been made that this limit should be raised to 5,000 copies or even to 10,000 copies. We cannot support this suggestion.

(Para 5.7)

13. Three successive issues of a Hindi fortnightly of Delhi were placed before the Committee with identical material. This seems to be a device to keep the declaration alive; obviously it is an abuse of the law and deserves to be firmly discouraged. The entitlement of newsprint in such cases can rightly be questioned.

(Para 6.1)

14. The Committee saw three publications with different titles, bearing different dates but having the same contents. At present, there is no provision under the law to deal with such cases or to prevent the issue of newsprint to them. This lacuna in the law should be removed. (Para 6·2)

15. The Committee hope that the Press Registrar will take suitable steps to ensure that all current newspapers are entered in the Register of Newspapers and included in the Annual Report. (Para 6·3)

16. Evidently, there is need for greater collaboration between the Central and State authorities to ensure that both the births and deaths of newspapers are promptly reported to the Press Registrar, so that the national Press Register is always up to date and authentic. (Para 6·4)

17. Under the law, publishers of newspapers are required to supply copies of their newspapers and periodicals, within the prescribed time limit, to the Press Registrar. Copies of newspapers published in English, Hindi and Urdu are supplied to the Press Registrar's branch office at Simla whereas copies of others are to be supplied to the branch/regional offices of the Press Information Bureau located in different centres. We have been told by several branch officers of the PIB that this duty is extraneous to their normal work and cannot be expected to be discharged properly owing, *inter alia*, to lack of adequate staff. This must be telling adversely on the maintenance of records regarding regularity of the publications as well as their commencement and closure, in the Office of the Press Registrar. The Press Registrar should go into this matter and evolve suitable machinery for maintenance of up to date statistics of newspapers for the Press Register. (Para 6·5)

18. Representations have been made about the delay in the acceptance of declarations of newspapers. The following steps are proposed to cut short the time lag in the disposal of such references by the Press Registrar—

- (a) On submitting an application to the Magistrate of his intention to file a declaration, the publisher should simultaneously forward a copy direct to the Press Registrar, who should convey clearance or otherwise of the title to the District Magistrate concerned without waiting for a formal reference from the District Magistrate. The Press Registrar should, at the same time, inform the applicant that he should contact the Magistrate. A copy of the report of the Press Registrar should be available with each District Officer or the authority dealing with declarations of newspapers, for reference, among other things, about the availability of the title applied for.
- (b) The State Governments should instruct their Information Departments or the concerned authorities to keep a watch on the publications for which declarations have been authenticated and report to the Press Registrar immediately, a paper starts publication. Moreover, they should also instruct the District Magistrate to intimate to Press Registrar immediately where the newspaper has not commenced publication within the time prescribed under Rule 5 of Section 5 of the Press and Registration of Books Act.

- (c) The publishers may, on their own, suggest more than one title in order of preference so that if one title is not available or there is an element of doubt about its availability, the second or third alternative may be found acceptable.
- (d) The Press Registrar should also enquire from the District Magistrate and the publishers concerned as to whether or not a newspaper with a particular title for which clearance had been given had come out within the prescribed period. This procedure will also help in the maintenance of up to date records in the office of the Press Registrar.
- (e) The period between the date of submission of the application for a declaration and its acceptance should not normally exceed one month.
- (f) In case where a title has been recommended to a Magistrate for a particular newspaper and the publisher had not filed any declaration, the said magistrate should inform the P. R.* about it so that the title may not remain blocked. (Para 6·6)

19. We recommend that the Press and Registration of Books Act, 1867, should be amended suitably to fix responsibility for the publication of a journal on the publisher and the editor alone and to eliminate the responsibility of the printer. (Para 6·7)

20. We would recommend that the A. B. C. should not insist in the case of small newspapers and periodicals on the banking of cash every day, as many of them have slender financial resources and do not have adequate staff facilities. (Para 8·13)

21. The following suggestions made by the Indian Languages Newspapers Association deserve adoption by the Audit Bureau of Circulation:—

- (i) The A.B.C. may fix a minimum standard which the auditors should primarily consider.
- (ii) Appointments of auditors should be made after giving due consideration to distance and time likely to be taken up in audit.
- (iii) A maximum period be fixed within which the auditors should be advised to furnish their final report.
- (iv) Personal representation should be allowed to the publisher so that the Bureau may have the other side also.
- (v) Difficulties about loans, despatch notes, local purchases should be given due allowance. (Para 8·14)

22. We recommend that in cases where the A.B.C. is satisfied that the dues are genuine, circulations passed on such claims should be admitted for the Circulation Certificate till the suits filed are disposed of by the appropriate Court of Law. (Para 8·15)

23. Small newspapers have limited resources and many of them have to depend heavily on sales. It is, therefore, necessary that publishers should pay only a reasonable percentage of commission to newspaper agents. We would recommend to the publishers to restrict the percentage of commission for copies sold by agents up to 40 per cent. A higher percentage of commission would be uneconomic for small newspapers. (Para 12)

*P.R. means Press Registrar.

24. In view of the complaints made before the Committee that the newspaper agents do not settle their dues in time, publishers may consider the possibility of maintaining on a regional basis a list of approved agents on the lines of the list of recognised advertisers maintained by the Indian and Eastern Newspapers Society. A condition for the accreditation of a newspaper agent should be that he should settle his dues to the members of the regional body within the prescribed time limit and that if he fails to settle his dues to any member of that body he will be discredited by the body with the result that he would not be entitled to receive more than 10 per cent as commission for the sale of copies of any member of the regional body. Such a sanction will enable publishers to receive their dues in time from defaulting agents. (Para 13)

CHAPTER VI—*Performance of Small Newspapers*

25. Some time is bound to elapse before the Press Council is established and its influence is felt by the entire body of the Press. We, however, hope that small newspapers and periodicals will welcome this august body when it is established and give it their whole-hearted support and respect. Small newspapers must realise that if they are to receive the continuing respect of the people, they must conduct themselves in such a manner as to deserve it. In the early stages of development of the Press, there was hardly any obscene publications in the country. It may be that we cannot quite have the same kind of sober and serious journalism which has been happily more or less the rule in India, since we live in a period of very quick changes and certain values, formerly cherished, are in the melting pot. While we are prepared to welcome changes in the tone of many of our popular journals, and even a certain amount of verve and colourfulness, there are limits which, in all decency, should not be overstepped. It is in this spirit that we make our criticisms and recommendations. (Para 7·7)

26. As regards the question of tightening up of the law of obscenity as applicable to newspapers and periodicals, we hope that as the influence of the Press Council grows, it may not be necessary to resort to legal measures in this regard. (Para 11)

27. The Committee was informed that many of the weeklies in Gajarat as well as some journals in other States publish astrological predictions. We are aware that astrological predictions have the effect of boosting sales of a newspaper, provided the writer has established a reputation for some measure of dependability. But we deprecate the publications which cause despondency and alarm in the minds of the public. Predictions, forecasting illnesses of persons in authority or possibility of external threat or internal disorder can cause alarm among the public and such predictions should find no place in the columns of journals. (Para 12·1)

28. In order to improve the production standards of small newspapers and periodicals, it is recommended that separate annual awards should be instituted for small newspapers and periodicals in each language given in Schedule VIII of the Constitution of India. There should be three cash prizes in each of the categories of dailies, weeklies and fortnightlies and monthlies together.

The value of the cash prizes should be as follows—

Periodicity	First Prize	Second Prize	Third Prize
	Rs.	Rs.	Rs.
(1) Dailies	5,000	2,000	1,000
(2) Weeklies	3,000	1,000	750
(3) Fortnightlies and Monthlies	2,000	1,000	500

State Governments may consider instituting their own State Awards in addition, for the purpose of encouraging small newspapers and periodicals published in the State concerned. (Paras 12·2 & 12·3)

CHAPTER VII—*Printing Machinery for Small Newspapers*

29. Small newspapers have been denied facilities for obtaining printing machinery on hire-purchase basis through the National Small Industries Corporation—they give facilities only to newspapers working on cooperative basis. To remedy this basic handicap and in the interest of development of small newspapers and periodicals, Government should make special efforts to help small newspapers in obtaining printing machinery for their requirements. One of the ways is that Government should consider the requirements of small newspapers, on a preferential basis, in granting licences for import of printing machinery. We were informed by Government that there was no specific reservation for small newspapers and periodicals in the allotment of import licences for printing machinery, but that their applications were given sympathetic consideration by the authorities responsible for the issue of import licences. (Para 6·1)

30. Since the Government is interested in the development of small newspapers, we recommend that 50 per cent of the current and future allocations of foreign exchange for the import of printing machinery should be set apart for the requirements of small newspapers and periodicals. (Para 6·2)

31. The Committee has been informed of the possibility of importing rebuilt machines from foreign countries. These are secondhand machines discarded by flourishing newspapers in favour of fresh models in foreign countries. They are in good working order and can be had at comparatively lower prices than brand new machinery. Government should explore the possibility of importing such machines from abroad through the STC. By this arrangement, there will be a saving in foreign exchange besides helping in meeting the shortage of printing machinery at home. (Para 7)

32. It has been represented to us that the machinery imported from the Rupee Area is not as good and efficient in performance as that available in the General Area, particularly from Japan and West Germany. While our imports have to flow from the area which the needs of foreign exchange warrant, we would recommend to Government to examine whether the machinery received from the Rupee Currency Area is as good as from free foreign exchange sources and whether the same type of machinery could not be had cheaper from other Areas, at less expenditure of foreign exchange. (Para 8)

33. The Committee has received representations from certain newspapers that State Governments should set up printing presses for the common use of newspapers and periodicals at economical rates. Some of the Governments seem to be inclined to favour this proposition. The proposal has certain merits in that small newspapers with little capital would be spared large investments on printing machinery. (Para 9)

34. It is understood that in some of the Government presses, spare capacity is available for doing such jobs as block-making on behalf of newspaper establishments. This possibility should also be explored by State Governments to assist small newspapers. We were informed that in a State, the spare capacity available with the Government Printing Press could not be fully utilized for block-making facilities for the benefit of small newspapers, as the hours of working of the printing press were not convenient to be able to serve the needs of small newspapers in time. An obvious solution is that the working hours of the staff concerned with the block-making facilities should be so arranged as to enable them to make blocks etc. for newspapers in time. (Para 10)

35. The Committee was informed of the difficulty experienced in the casting of types for printing presses owing to the cut in the imports of antimony and metal components. This further hits development of type varieties in various languages. As regards the type faces, a certain amount of research is called for, and we recommend that the Development Wing of the Ministry of Industry and Supply should examine this matter in consultation with printing interests. (Para 11)

36. Shortage of spare parts for the printing machinery is another handicap in the way of the development of small newspapers and periodicals. While we would recommend that import licences should be issued to the actual users for the import of spare parts for printing machinery, the STC should in our opinion set up a spare parts depot for the requirements of the Press. (Para 12)

CHAPTER VIII—*Communications & Transport*

37. The conversion to the decimal coinage system has resulted in a higher financial burden on newspapers, both from the point of view of the weight as well as the postal charge. It is understood that the Indian Language Newspapers Association had drawn attention to this hardship on small newspapers as far back as 1956.

The Committee have examined this question in detail. Most of the small newspapers weigh less than 50 grams. We, therefore, recommend that the postage rate be reduced to one paise for each single copy weighing up to 50 grams. This concession will be of considerable advantage to small newspapers and periodicals. (Para 7)

38. We recommend that where a newspaper, on account of some unforeseen circumstances, is obliged to delay the date of publication, the rule of three clear days notice before the due date of posting should not be insisted

upon. Further, the power to relax the rule should be delegated by the Post Master General to the local Post Master, so that speedy action can be taken on such applications. (Para 9.1)

39. It is recommended that suitable instructions may be issued by the Posts and Telegraph Department to the Post Masters to clarify the provisions of the rules with regard to delays in the date of posting of publications and to take into consideration other delays also. (Para 9.2)

40. It was represented to the Committee that in the case of monthly publications, where delays in production resulted in an interval of more than 31 days between the date of last posting and the date when the delayed posting was sought to be made, the postal authorities do not permit such delays on the plea that, as per definition of a registered newspaper under the Post Office Act, they could not accept the publications coming out at longer intervals than 31 days as newspapers. The Committee recommends that the postal authorities should liberally interpret the definition and treat all periodicals which normally come out at intervals of not more than 31 days as newspapers regardless of occasional delays in their production and posting. (Para 9.3)

41. Express Delivery service is mainly used by newspapers and their correspondents and the Committee recommends that it should be properly organised by the postal authorities with a view to prompt delivery. (Para 10)

42. We hope that the P. & T. Department would pay special attention to setting right the genuine grievances of the present users of telegraphic and teleprinter facilities. We recommend that applications from newspapers/periodicals and news and feature agencies should be given top priority in allocation. Special concessional rates should be allowed for press connections. (Para 19)

43. Telephone connections to newspaper representatives, Press correspondents, journalists, etc. are being provided by the P. & T. Department under the 'exempted' category in O. Y. T. (Own Your Telephone) stations and "Priority" category in non-OYT stations. The heads of Circles/Districts are competent to register such requests for provision of telephone connections in these categories. We recommend that high priority should be given for the demands of telephone connections from *bona fide* Press interests. Normally it should be possible for the Department to sanction a new connection within three months from the date of application, and to instal the telephone within a period not exceeding a month from the date of sanction. (Para 23.1)

44. We further recommend that applications for Telex connections from *bona fide* Press interests should also be accorded high priority in the matter of sanctioning and installing of connections within the periods specified above. (Para 23.2)

45. A rebate of 12½% is allowed on Press trunk calls which can be booked from any telephone number or Public Call Office but only to a telephone number which has been registered as a Press telephone. These calls are treated on

the same footing as trunk calls from the general public. Such calls should clearly relate to matter intended for publication in a newspaper. The Committee recommends that to facilitate press traffic the maximum duration of such calls should be raised to 12 minutes, and they should be accorded priority in bookings. (Para 24)

46. Newspapers are an essential commodity concerned with purveying news and information. Delay in the circulation of newspapers, particularly in emergencies, may give rise to rumours and unconfirmed news causing law and order problems. The Committee, therefore, recommends that newspaper consignments should, where off-loading is unavoidable, be given preferential treatment in subsequent shipments by the I.A.C. (Para 28)

47. We recommend that in order to facilitate the development of small newspapers, representatives of small newspapers should also be given suitable concession in air fares by the Airlines Corporation and other carriers. (Para 29)

48. It will greatly facilitate matters if the Indian Airlines Corporation could undertake home delivery of the parcels to the addressees without any extra charge, especially in the case of consignments of newspapers and periodicals. (Para 30)

49. We recommend that the Railways should throw open to newspaper hawkers all those stations where no bookstalls exist at present for the sale of newspapers and periodicals. Representatives of the newspapers, etc. should be permitted to enter the railway platforms when the trains arrive, to hawk their copies around the compartments. Where bookstalls have already been contracted on long-term basis, Railways should insist that they should also stock local and district newspapers and periodicals. Some of these stalls do not have adequate arrangements for the sale of newspapers etc. around the compartments when the trains are parking. Railways should see to it that such arrangements are made for the convenience of the passengers. (Para 31)

50. At present there are no arrangements at all for the sale of newspapers in running trains. The reading habits of the public are spreading fast and arrangements for the supply of copies of newspapers would be in keeping with the spirit of the times. Such arrangements appear easy in the case of vestibule trains. However, the Railway Board should apply its mind on the question of providing facilities for the sale of newspapers and periodicals on running trains. (Para 32)

CHAPTER IX—*News Services*

51. The Committee is of the view that an Indian news agency should be entrusted by the Central Govt. with the task of preparing a 1,500 word news bulletin and news feature to be broadcast thrice during the course of the day by A.I.R. This material could be prepared in English, by the Delhi Office of the agency concerned, and handed over to the office of AIR at Delhi. The

same bulletin could simultaneously be given to different regional stations of AIR over the creed. The Delhi Station of AIR would translate the bulletins into Hindi and broadcast them over the radio. Similarly, the other AIR stations would translate the bulletins in the respective regional languages and broadcast them at dictation speed at stated times. The newspapers can pick up the bulletins through shorthand writers or by the use of tape-recorders. If the agency is prepared to give the bulletins in Indian languages too, that would eliminate delay in translation. The aim of this scheme is that the bulletins should be prepared objectively and that there should be no Government interference in their preparation. AIR should only give its free service for translation and announcements for the benefit of the small newspapers.

(Para 19·2)

52. It was also suggested to the Committee that a small fee should be levied on the small newspapers who would make use of this service. The Committee, however, is of the opinion that the collection of such a fee from small newspapers by Government would present difficulties. The newspapers, for example, can assert that they had not made use of the special bulletins of AIR and that their source of news was different. Similarly, it was suggested that wireless receiving sets installed in the offices of the small newspapers should be asked to pay a special licence fee. We are of the view that small newspapers with their limited resources cannot afford to pay for such costs. The Committee, therefore, recommends that no fee should be levied on the small newspapers making use of special news broadcast service of AIR, at least for a period of five years, and that the fee payable by Government to the news and feature agencies be met by the Ministry of Information and Broadcasting.

(Para 19·3)

CHAPTER X—*Information Services*

53. The Committee recommends that the State Governments should include representatives of small newspapers in conducted tours and the Press Information Bureau should also plan its tours in such a way that in each tour there is an adequate number of representatives from small newspapers.

(Para 4·1)

54. It has been brought to the notice of the Committee that in some tours organised by State Governments preference is given to representatives of the metropolitan Press over correspondents stationed in their own State and representatives of small newspapers. We are unable to appreciate this practice and would strongly urge that State newspapers, particularly small ones, should be given their due place in conducted tours sponsored by State Governments. State Governments should also endeavour to provide free transport to accredited representatives of State papers to cover important events in the State.

(Para 4·2)

55. The Committee is of the opinion that the Central and the State Governments should jointly organise tours in which press parties from one

region are taken to the other region. Such tours will provide healthy informational intercourse and serve the purpose of national integration. (Para 4-3)

56. It was brought to the notice of the Committee that recently when the Prime Minister went abroad, only a limited number of press correspondents were invited to accompany him, it being impossible to send out a large contingent because of foreign exchange difficulties. The Principal Information Officer, however, made arrangements with these Pressmen that, besides filing stories for their own papers, each correspondent should also feed four or five other papers, particularly Indian language papers, with his stories, and that this service should be supplied free of charge, with the consent of the sponsoring paper. In such cases, the representatives of news and feature agencies should be adequately represented, so that a large number of newspapers, particularly small ones can avail of their stories. In this connection, the Committee has noted with some concern the inadequacy of the grant placed at the disposal of the Bureau. We were informed that against the current year's allocation, of Rs. 50,000, the P.I.O. had to spend away as much as Rs. 47,000 on one tour to Kutch alone. The Committee recommends a substantial increase in the Bureau's budgetary allocation to meet the requirements of such tours.

(Para 4-4)

57. Press Information Bureau should check its mailing lists periodically with the recipients, to make sure that those requiring its services are provided with the necessary material, while it may be withdrawn from those who do not need it.

(Para 5-3)

58. Representatives of several newspapers, particularly of those published from the border areas in Tripura, Manipur and Assam, told the Committee that on certain occasions, e.g. Republic and Independence Days, the material sent by the Bureau reaches newspapers late so that proper use of it cannot be made. This is an important matter, and it is to be hoped that the Bureau will remedy the drawback where it exists.

(Para 5-3)

59. The Committee is aware that both the Rajya Sabha and the Lok Sabha prepare a daily synopsis of the discussions in Parliament, highlighting the significant items of the day. We consider that the Press Information Bureau should arrange with the Secretariat of the two Houses to obtain copies of these synopses for supply to small newspapers and periodicals, particularly to dailies and weeklies.

(Para 5-3)

60. There is a great demand for blocks from newspapers and periodicals, and the Bureau should adopt measures for a larger output of ebonoid blocks to meet the growing needs of small newspapers and periodicals. We recommend that the Bureau should operate a block-making plant under its own auspices. We are given to understand that it is possible to have a block making plant installed in the premises of an office. In this connection, the Urdu papers printed on a litho press have represented that what they require is charbas instead of ebonoid blocks. Charba is a proof of a block taken on a yellow "treated" paper with a special ink. It is much cheaper than an ebonoid block; requires no further

processing and can go into the press without involving any effort on the part of the sub-editors and others. We, therefore, recommend that the Press Information Bureau should make arrangements for the supply of charbas to such Urdu newspapers and periodicals, as may want them. (Para 5·3)

61. *Feature Services* : The Bureau's feature services need to be further expanded, to cover the regional needs of newspapers/periodicals. For this purpose, it is necessary that the Bureau should set up feature units at different stations to cover regional needs. Some of the newspapers have expressed a keen desire for a feature service on such items as science, agriculture, industry, education, health, opportunities for training and employment, etc. We recommend that the Bureau's feature services should be expanded to meet this demand. (Para 5·3)

62. We would recommend that the strength of the Bureau's staff in different regional offices should be reviewed and any inadequacy, where it exists, should be remedied. (Para 5·3)

63. We would recommend to Government the opening of offices of the Press Information Bureau at such centres as Allahabad, Hubli, Rajkot, Agra, Kanpur and Aurangabad. In addition, we would also recommend the opening by the Bureau of their offices in border areas like Tripura and Manipur. (Para 5·3)

64. The Committee recommends that Government should provide motor transport to the Bureau's offices, in the interests of speedy service to newspapers and periodicals. (Para 5·3)

65. We are of the opinion that Central and State Governments should supply to the newspapers and periodicals material in the languages in which they are published even though, in some cases, such languages may not be regarded as regional languages in those areas. (Para 6·2)

66. The State Governments should review their existing machinery for the issue of information services, to ensure promptness in the issue of material in an acceptable language. The U. P. Government brought to the notice of the Committee that the Information Department of the State Government had started a daily 200—250 word telegraphic news service from Lucknow regarding governmental activities, for the benefit of small dailies. This service has been welcomed by the recipient newspapers. The expenditure is estimated at Rs. 900 a month. We commend this experiment to the notice of other State Governments. It is necessary to add that such a telegraphic service should be objective and factual and should not contain comments on news and events. (Para 6·3)

67. The evidence submitted before the Committee makes it clear that foreign Embassies in India are more conscious of the value of publicity in small newspapers than most Government publicity departments are. (Para 6·4)

68. *Photo and Feature Services* : Only a few States have organised photo and feature services. There is a good deal of demand for feature articles, news letters, etc. from small newspapers. Small newspapers are not in a position to

pay the writers adequately and, therefore, do not get material of the required standard. If feature articles relating to science, technology, agriculture, etc. are made available to small papers, we are of the view that they would be in a position to use the material. (Para 7-1)

69. Some States supply photographs to newspapers but only a few States supply ebonoid blocks and that supply, too, is not regular. It was brought to the notice of the Committee that in one of the States a deposit of Rs. 5 is asked for from small newspapers as caution money for the return of blocks issued to them, whereas no such deposit is insisted upon in the case of other papers. This is an unusual practice and the Committee feels that photographs and ebonoid blocks should be supplied free to all newspapers and periodicals. (Para 7-2)

70. The Committee is of the opinion that all State Governments should make arrangements for the accreditation of Press correspondents at district headquarters. District Officers should hold Press conferences from time to time on matters of importance under their jurisdiction, to which district accredited correspondents should be invited. Facilities should also be provided for the travel of such correspondents within the district to cover important assignments. For this purpose, State Governments may issue to them free passes on State-operated and State licensed buses. We would also recommend that the Railways should allow travel at concessional rates to correspondents accredited to district headquarters for travel up to 1,000 kms. in a year for *bona fide* journeys. These facilities will be useful instruments in enlarging the vision of the Press correspondents as well as in providing news and other informational fare to the readers of the district Press. (Para 9-2)

71. Priority should be accorded to the correspondents accredited to district headquarters in the matter of allotment of accommodation—offices and residential—as well as telephones. (Para 9-3)

72. It is recommended that the accreditation rules in respect of district correspondents may provide for facilities to those correspondents whose main calling is journalism. It may be noted that the rules provide for the withdrawal of accreditation facilities in the event of their misuse. (Para 9-4)

73. The Committee believes that our home information services have a good deal to do in the way of competing with the services provided by foreign embassies operating in India. (Para 10)

CHAPTER XI—*Training Facilities for Staff*

74. *Staff Training* : Unfortunately, there aren't adequate facilities in the country for imparting training to the staff of small newspapers and periodicals. In the circumstances, it is not possible to expect a good standard of production on the part of small newspapers. The Committee, therefore, feels that adequate means should be devised for the training of staff employed in small newspapers and periodicals in the different branches of production. (Para 1-2)

75. The Committee is firmly convinced that the greatest single factor which will contribute to the improvements of standards and development of responsible journalism in the country is the quality of mind of the new entrants into the profession, and the acquisition of professional technique by them. (Para 5·2)

76. The Press Council which is to be set up shortly, or the Press organisations in the country, would be well-advised to constitute a National Council for training of journalists in different departments of newspaper production, with branches at various publications centres. The expenses of the National Council and its regional branches should be met by the Central Government. The National Council for Training of Journalists will lay down qualifications for new entrants into journalism and conclude arrangements for practical training with newspapers, periodicals and news and feature agencies. (Para 6)

77. The National Council for training of Journalists may also organise schools of training in printing for the benefit of newspaper employees and those seeking careers in newspaper establishments. (Para 6·2)

78. We would urge that the National Small Industries Organisation should launch special courses to suit the needs of small newspapers and periodicals, particularly in the field of maintenance of accounts, sales promotion etc. (Para 10)

79. *Katibs* : It is recommended that a school for the training of *Katibs* should be set up at a suitable centre, under the auspices of the Government of India, to which qualified students from all states may be admitted. An alternative may be to introduce calligraphy as a subject in polytechnic institute in suitable centres. The course may be of four to six months duration. The minimum academic qualification for a candidate should be the Matriculation Examination. In view of the fact that the chances of advancement are limited, the *Katibs* should be given a reasonable start. We think a minimum of Rs. 150 per month should do. (Para 11)

CHAPTER XII—*Association of Newspapers*

80. The Committee is of opinion that to safeguard their interests small newspapers should form regional organisations which may eventually develop into a federal form of organisation. If for any reason such organisations cannot be formed, the Committee is of opinion that small newspapers and periodicals should join the existing newspaper organisations, and the latter should form special panels within their organisations, to look after the problems of small newspapers. However, this is a matter in which small newspapers have to take the initiative and decide what form of organisational set up would be suitable from their point of view. (Para 7)

CHAPTER XIII—*Credit Facilities and Consultancy Services*

81. We recommend that Government should expand the definition of small scale industrial units to include newspapers and periodicals with fixed capital investment not exceeding rupees five lakhs, which have their own printing presses or are intending to have them. The facility of receiving machinery on a hire-purchase basis through the National Small Industries Corporation, would not be available to small newspapers whose fixed capital investment exceeds Rs. 5 lakhs. The State Financial Corporations can meet the needs of such papers if they are brought within their purview of operations. In fact we have learnt that in Ahmedabad the State Financial Corporation has advanced loans to a printing Press, which is bringing out a daily newspaper. In other words, newspapers not owning printing presses are at a disadvantage. There is a reasonable justification for extending the scope of the definition of the term 'industry' to cover newspapers and periodicals. We believe that the requirements of newspapers and periodicals for credit facilities would be sufficiently met if they are allowed to avail of the facilities of the existing institutions mentioned above. (Para 5)

82. If for any reasons, it is not possible for small newspapers and periodicals to secure printing machinery under the hire-purchase scheme of the National Small Industries Corporation or long term loans from the State Financial Corporations, the only other alternative is that a separate finance corporation should be set up by the Government of India to provide credit facilities to small newspapers for buying printing machinery and newsprint and for buildings, etc. (Para 6)

83. We recommend that the Government should request the National Small Industries Organisation to provide the small newspapers and periodicals advisory services in regard to selection of printing-machinery, occasional assistance in the removal of defects etc. therein, maintenance of accounts in a proper manner, sales promotion, organisation of circulations, building up of advertisement revenue and general measures for economies in expenditure. If, for any reasons, this Organisation is unable to undertake this assignment, a special organisation to serve exclusively the needs of small newspapers would be necessary. Alternatively, Government may tap some of the existing commercial firms in the line and ask them to undertake the service to small newspapers and periodicals at economical rates, their losses being under-written by Government. (Paras 7 and 9)

CHAPTER XIV—*Newsprint*

84. There is no denying the fact that the newsprint distribution policy is highly restrictive. Far from promoting the growth of newspapers, it has been hindering their circulations. Newspapers are a source of information, instruction and entertainment, and their utility in a developing country like India need hardly be stressed. Thus, the Government's present restrictive policy on newsprint distribution comes in the way of the spread of information, education and entertainment among the masses. (Para 8.2)

85. We recommend that Government should review its newsprint import policy and increase the annual allocation of foreign exchange in gradual instalments. (Para 8.3)

86. We are of the view that small newspapers which, by and large, are powerful instruments for the communication of information and education to the rural areas, should be encouraged to develop in an unrestricted manner. To meet this requirement, an increase in circulation to the tune of 20 per cent over the previous year's circulation should be allowed up to the ceiling in terms of the definition of a 'small newspaper' as given by the Committee, provided, however, that newspapers and periodicals with a circulation of less than 10,000 copies be permitted to develop up to that level without the said restriction. (Para 8.4)

87. The Information and Broadcasting Ministry has detailed knowledge of the conditions of the newspaper industry, and we recommend that the subject of newsprint—import and distribution—should continue to be dealt with by that Ministry. (Para 9.2)

88. The Committee finds that the policy is unduly restrictive in the case of new periodicals. We recommend that new periodicals should be allowed to develop and build up an average circulation up to a maximum of 10,000 copies of the size equivalent to 16 pages of the standard size of a daily newspaper, during the first year after the commencement of the publication. They should be granted their full requirements of newsprint from imported supplies. (Para 11.2)

89. *Policy Announcement:* The annual policy announcement in regard to newsprint imports, which takes effect from 1st April each year, is generally made three or four weeks later. This time-lag should be avoided. In the past there have been frequent changes in the newsprint policy, sometime in the middle of the licensing period, with the result that it has not been possible for newspapers to chalk out their future plans accurately. We recommend that the broad outlines of the policy in regard to newsprint imports should be announced on a long-term basis. (Para 12.2)

90. *Delay in the issue of Import Licences:* The Committee has received numerous complaints from newspaper proprietors that applications for import licences are not sanctioned quickly. We have ourselves examined about a dozen instances in consultation with the Press Registrar. The minimum time taken for the issue of an import licence is six weeks, and in several cases it has exceeded 15 weeks. The Committee feel that the Press Registrar should draw up a definite drill to ensure that applications for newsprint import licences are vetted in his office within a week. Another week should suffice for the issue of the licence by the office of the Chief Controller of Imports and Exports so that the time taken for the issue of a licence should not exceed two to three weeks in all. Where certain enquiries have to be made, the Press Registrar should issue an advance quota representing 50% of the quota of the previous year on application by the newspaper/periodical, so that the publisher is not put to undue hardship. (Para 12.3)

91. *Application Forms* : A large number of small newspapers have represented before us that application forms for issue of newsprint import licences are very cumbersome. The data asked for is so detailed that small newspapers do not have the means to collect and furnish the required information. Some newspapers representatives told the Committee that they could not apply for newsprint quotas owing to non-availability of forms ; this is particularly so in district towns. We recommend that, in addition to the existing arrangements, forms should be made available to the regional offices of the Press Information Bureau, so that copies can be supplied by them to newspapers/periodicals on request. (Para 12.4)

92. It is recommended that the State Trading Corporation should make arrangements at the port towns for cutting the reels into sheets without an extra charge on the newspapers before transport to destination. (Para 12.5)

93. The Committee have received representations from a large number of weeklies and periodicals originating from the districts that they had not been issued any newsprint quota in spite of the fact that they had been in existence for many years. The stand of the Press Registrar was that since these weeklies and periodicals were not given any newsprint quota in the crucial period, no newsprint quota could be issued to them, for they were treated as new periodicals to whom no newsprint quota was given. The Committee's opinion is that this policy decision was unfortunate. It drove the proprietors of small weeklies and periodicals into buying newsprint in the black market or white printing paper, which is prohibitive in cost. While the policy has since been revised granting some relief to such periodicals, it does not meet the requirements of the situation. To treat such old periodicals as new ones is unjust. The Committee recommends that they should be allotted imported newsprint to cover their full quotas. (Para 12.6)

94. Under the present newsprint distribution policy, no certificate from a Chartered Accountant is required in the case of publications claiming circulations up to 2,000 copies, for purposes of receiving newsprint quotas. Representations have been made to the Committee that this ceiling should be raised upwards to 5,000 copies or even 10,000 copies. The Committee have sympathetically considered these representations, but owing to the shortage of foreign exchange for import of newsprint, it is not possible for them to make a recommendation for raising the present ceiling for issue of newsprint quota without an audited circulation certificate beyond the present figures of 2,000 copies, as we are of the view that if a newspaper has a circulation of more than 2,000 copies, it should be presumed to have resources to enable it to have its accounts properly maintained and audited. (Para 12.7)

95. The Committee endorses the recommendations of the Lok Sabha Committee on Public Undertakings regarding Nepa Mills which reads as under :

"This Committee hope that every effort will be made to get the tariff rates of power and steam reduced as early as possible as these items constitute about 25 per cent of the cost of production. We further feel that there is enough scope for curtailing expenditure on other items also. In view of the fact that the cost of Nepa newsprint is already very high, it is essential that the management should

exercise strict control over costs by following modern methods of cost control. An expert study to bring down costs may be arranged if considered necessary.” (Para 13.3)

96. It is obvious that the quality of Nepa newsprint is not up to the normal standard and that there is considerable room for its improvement. We may add here that good quality newsprint is essential for proper reproduction of advertisement and reading matter. We expect that the authorities of the Nepa Mills as well as Government will pay serious attention towards raising the production standard of this commodity. In this connection it is interesting to note that the Nepa Mills incurred the following expenditure on laboratory tests and research :

1961-62	Rs. 14,780
1962-63	Rs. 20,355
1963-64	Rs. 26,329

While it is gratifying to note that some attention in this direction has been paid in the last few years, which must have given adequate returns, the quantum of expenditure incurred is obviously inadequate and the research sections need to be strengthened considerably. Experts from abroad may be attached to various sections of the manufactory for quite some time, to examine the defects in the various stages of the manufacture of this commodity and to suggest remedial measures therefor. (Para 13.5)

97. The attention of the Committee has been drawn in this connection to the following recommendation made by the Planning Commission in their publication “Programme of Industrial Development” (1961—63) reading :

“The Development Council of the Planning Commission had recommended that an institute for pulp, paper and allied industries should be set up, supported by the industry and the Government to foster research, development and technology of the industry and also to co-ordinate the work done by other research organisations, on lines similar to that of the Textile Industry Research Association and the Indian Jute Mills Research Association.”

We consider that this is a sound recommendation and hope that effective steps will be taken to ensure that an institute of the kind recommended comes into being as early as possible to render service to the paper making mills of the country. It may be noted that paper is the most indispensable material for the spread of literacy as well as newspaper circulation in the country.

(Para 13.6)

98. We have seen above that Nepa newsprint cannot compare with the imported newsprint either in quality or cost. The cost factor results in a heavy burden on small newspapers and periodicals whose financial position is far from strong. We, therefore, recommend that only imported newsprint should be allotted to small newspapers and periodicals, and their requirements should have a prior charge on the total imports of newsprint in the country. It is hoped that the recommendation will be implemented as soon as possible. Pending that arrangement, small newspapers will have to continue to depend on indigenous sources of supply for part of their requirements.

(Para 13.7)

99. We consider that the Nepa Newsprint Mills, being a public sector undertaking, should regard it as an act of public service to supply quality newsprint to newspapers. Since the financial resources of the small newspapers are limited, any deposit of money against the despatch of newsprint, either in full or part value, is hardship. We would, therefore, recommend to the Nepa Mills that they should follow the usual procedure adopted by private firms in this matter and send documents relating to the despatch of newsprint through banks, so that money which would be otherwise useful to small newspapers is not locked up in the form of deposits. (Para 13·9)

100. The Nepa Mills have reported (May 1965) that their monthly capacity is 2,500 m. tons in reels and 100—150 m. tons in sheets. The authorisations in hand with the Mills issued by the Press Registrar were sufficient to cover the manufacturing capacity of the Mills for about 6½ months, so that any fresh authorisations could be complied with only after that period. Cases of the kind mentioned above do not help build up respect for the authorisations issued by the Press Registrar. The latter should not go on issuing authorisations, if the supplies are expected to mature after a long time. In fact, there should be close coordination between the Nepa Mills and the Press Registrar, so that the latter is kept informed of the supplies ordered and supplies made, with a view to staggering fresh authorisations as far as possible. It is suggested that the Press Registrar should, in consultation with the Nepa Mills, evolve a procedure to rationalise the issue of authorisations, so as to conform to the rate of production of the Mills and thus reduce the inconvenience caused to newspapers, particularly small newspapers and periodicals to the minimum. We recommend that a certain percentage of the Mills' production (say 25%) should be set apart for meeting indents up to 100 metric tonnes. (Para 13·10 (d))

101. It is recommended that the Nepa Mills should re-examine their packing arrangements to ensure that the packing is sufficiently strong to stand rough handling in transit. (Para 13·11)

102. We recommend that Nepa Mills should arrange to insure all consignments of newsprint, wherever a newspaper asks for such cover. Nepa Mills will thus be enabled to secure a favourable rate because of bulk placement of business. This insurance cover may be obtained from the General Insurance Department of Life Insurance Corporation of India or from any other General Insurance Company willing to cover the risk. (Para 13·12)

103. We recommend that in order to bridge the gap between the demand and the supply of newsprint, Government should consider the starting of one or more newsprint factories in the public sector. (Para 14·1)

104. Supplying Mills, in the interests of their own reputation, should make arrangements for secure packing of newsprint reels, and the Press Registrar may, on behalf of Government, address them a suitable circular letter on this subject. We would also urge that the importers should try to take delivery from the ports as quickly as possible. The Press Registrar should intervene with the Port Commissioners to evolve a satisfactory procedure for the clearance of newsprint consignments. (Para 15)

105. The Committee strongly recommends that the Railway Board should issue instructions that newsprint should be treated as an essential commodity and be given "A" priority in rail movement. (Para 16)

106. We are of the opinion that black marketing transactions indulged in by some newspapers whether as buyers or as sellers, are reprehensible and both the Central and the State Governments should take deterrent action against such transactions. (Para 17·1)

107. We are of the opinion that where newspapers themselves admit the existence of black market in newsprint, there should be an investigation to locate the sources of the black market. (Para 17·2)

108. One of the witnesses, who is a responsible district official, stated that he was not aware that detection of the black market in newsprint was among the duties of the district authorities. In view of the uncertainty that seems to exist in some States on the subject, we would recommend that the concerned Ministry of the Government of India should issue instructions to the State Governments to detect sources of the blackmarket in newsprint, wherever it may exist and take appropriate proceedings under the law. (Para 17·3)

109. Another case of alleged gross misuse of newsprint has come to the notice of the Committee. A certain quota of newsprint was allotted to a new daily from Calcutta. The quota was drawn, but the publication never saw the light of the day. We questioned the Press Registrar about this when he appeared before us. We understand that the matter is still being enquired into and we, therefore, refrain from further comments, except to say that we are surprised to find that the name of this newspaper appears in the printed report of the Press Registrar as a running paper. (Para 17·4)

110. Considering the financial difficulties faced by small newspapers and periodicals, we would recommend that Government should consider giving some relief in import duty on newsprint required by small newspaper either by removing the duty altogether or by reducing it at least. (Para 18·5)

111. While we appreciate the steps taken by the Central Government to reduce the financial burden on the newspaper industry, we would recommend that the Central and State Governments should go a step further and exempt the newsprint and white printing paper required by small newspapers and periodicals from sales tax altogether. The loss in revenue would be small, but the relief to small newspapers and periodicals would be quite considerable. (Para 19·2)

112. We recommend that the Central and State Governments should issue instructions for the exemption of newsprint from municipal octroi or any other duty of that kind. (Para 19·3)

113. Repeated representations have been made to the Committee that the State Trading Corporation should open depots at important publication centres like Hyderabad, Gauhati, Bangalore, Cuttack, Rajkot, Ahmedabad, Imphal, Tripura, Nagpur, etc. In endorsing these suggestions the Committee recommends

that the STC should evolve some way by which bulk supplies of newsprint can be made available at the more important publications centres for newspapers to draw upon locally against authorisations issued by the competent authorities.

(Para 20·2)

114. In view of the high cost of white printing paper as well as of Nepa newsprint, we recommend that small newspapers should be spared the necessity of buying such supplies ; and they should be supplied with imported newsprint only.

(Para 20·4)

CHAPTER XV—*Advertisements*

DISPLAY ADVERTISEMENTS OF THE CENTRAL GOVERNMENT

115. *Mass Campaigns* : The Committee recommends that not less than 50% of the advertisement allocation set apart for mass educational campaigns should be released to small newspapers which primarily circulate in the district towns and rural areas.

(Para 4·2 (ii))

116. *Sales Promotion Advertisements* : We recommend that not less than 50% of the advertising budget on these campaigns should be allocated to the small newspapers. Further, if the advertising space for some of the releases is reduced, it should be possible to cover a larger number of small newspapers and periodicals within the same budgetted amount.

(Para 4·2 (iii))

117. *Announcements and Notifications* : We are of the opinion that the scope for advertising in small newspapers for this category of campaigns is comparatively limited, but we do not concede that such releases should be denied to Indian language newspapers. In fact such releases should be given to Indian language and small newspapers as extensively as possible.

(Para 4·2 (iv)).

118. *Defence Recruitment Advertisements* : We agree that the wishes of the client Department should be respected where possible, but the choice of the media should, by and large, be made by the Director of Advertising and Visual Publicity, who has the necessary expert knowledge of the pulling power and readership etc. of the different media. To strengthen his hands, Government should issue a clear-cut directive to all Departments that, as far as possible, the recommendations of the Director of Advertising and Visual Publicity in this regard should be accepted by them.

We, therefore, recommend that in such cases the quantum of space should be reduced, so that a larger number of newspapers could be accommodated within the same budget.

(Para 4·2 (v))

119. *Notifications regarding Admission to Educational, Technical and Training Institutes* : We consider that it should be possible to buy some space in district newspapers as well for advertisements of this kind in order to be able of draw candidates from the readers among whom the district newspapers circulate.

(Para 6) (iii)

120. *Statutory Notices and Miscellaneous Announcements*: We think that advertisements of this kind can with advantage be placed in small newspapers as well, taking into consideration the area of their circulation and their readership. (Para 6 (iv))

121. After careful thought, the Committee has come to the conclusion that taking into consideration the pulling power, influence and the readership served by small newspapers, and with a view to assisting them in development, the Central Government should so arrange their advertising that at least 50 per cent of the expenditure on display is apportioned to small newspapers and periodicals. In the case of classified advertisements, the small newspapers may be utilised to the maximum extent possible to suit the needs of a particular advertisement. (Para 7)

122. *Advertisement Tariff*: We recommend that the Government should revise its policy. Either the tariff fixed by the Press Commission (which needs to be revised upwards in view of the tremendous rise in prices since 1954) may be introduced in the case of all newspapers and periodicals or small newspapers may, as in the case of big newspapers, be permitted to raise their advertising rates from time to time, so as to conform to the minimum rate accepted by commercial advertisers. (Para 9·3)

123. *Payment of Advertising Bills by DAVP*: We would recommend that the Directorate of Advertising and Visual Publicity and other Governmental authorities should further tighten up their machinery for the payment of advertisement bills to ensure that the bills are paid within 75 days of the date of their submission. We were informed in the oral evidence that one of the causes of the delay was that newspapers do not submit voucher copies with the bills or that sometimes voucher copies are lost and have to be sent for again. In order to obviate unnecessary delays in the Government offices, Advertisement Managers should submit their bills complete in all respects so that no back reference is called for. (Para 10·1)

124. We would strongly urge upon the Government that the Director of Advertising and Visual Publicity should be authorised to make payments by cheques issued by him to newspapers and periodicals. This would be in conformity with the practice obtaining in commercial offices. There is an arrangement whereby advertising agencies settle the bills of newspapers, which are members of the Indian and Eastern Newspaper Society, within 75 days. On that analogy the Directorate of Advertising and Visual Publicity should also settle advertisement bills of all newspapers within 75 days. In the case of bills held up beyond that period, a monthly statement should be submitted by the Directorate of Advertising and Visual Publicity to the Secretary of the Information and Broadcasting Ministry with reasons for the delay. We further recommend that Government should examine the question of making payments of 90 per cent of the value of the advertisement bill on submission and the remaining 10 per cent within 75 days from the date of submission of the bills.

What is said in the preceding two paragraphs applies *mutatis mutandis* to State Governments, Railways and Public Undertakings as well, in regard to

the settlement of advertisement bills of the newspapers. Complaints of delay on their part have also been numerous, and we would suggest that State Governments and other public authorities would gear up their bill payment machinery so that all bills are paid within 75 days of the date of submission.

(Paras 10·2 and 10·3)

125. The Directorate of Advertising and Visual Publicity, while issuing certain advertisements, fixes the space within which the material should be printed. Some of the representatives of small newspapers stated before the Committee that due to non-availability of variety of types with them, it was not always possible for them to cover the material within the required space. They were obliged to overstep the limit imposed, but the Directorate of Advertising and Visual Publicity insisted on paying them for the prescribed space only. The grievance was that the small newspapers were put to an unnecessary hardship for no fault of their own. The Committee expects that the Directorate of Advertising and Visual Publicity would bear this grievance in mind while fixing space limits for advertisement releases.

(Para 10·4)

126. *Criteria for Selection of Advertisement Media by Central and State Governments:* We recommend as follows:—

- (i) Every State Government should frame a set of rules for the issue of their advertisements which should be notified in the Government Gazette, and any amendments thereto should also be similarly notified from time to time.
- (ii) The main objective to be kept in view in the release of Government advertisements to newspapers and periodicals should be (a) to secure the widest possible coverage within the funds available; (b) to reach as wide a public as possible, particularly where advertisements carry a message to the people. Subject to these two objectives, preference should be given to small newspapers.
- (iii) In selecting newspapers and periodicals due regard should be paid to : (a) effective circulation; (b) regularity of publication; (c) class of readership; (d) journalistic code; (e) production standard; (f) language; and (g) area to be covered.
- (iv) The political affiliation of a newspaper should not influence the release of Government advertisements.
- (v) The budget and the distribution of advertisements of State Government should be entrusted to a Department other than the State Information and Publicity Department.
- (vi) Some of the State Governments advertise extensively in papers published outside the State. We concede that there may be adequate justification for such releases at times. For example, the Rajasthan Government may like to advertise for nurses in newspapers published in Kerala, from which State a number of candidates of the required qualifications may be available. But we have come across cases where a State places a large volume of its advertising in the metropolitan papers published outside the State. The message contained in these advertisements is meant primarily for dissemination inside the State of origin. The number of copies of newspapers published

from the metropolitan city circulating in the State concerned is comparatively small, whereas the advertising State has to pay for the advertisement at a high rate in relation to the total circulation figure of the newspaper. In the words of the Press Commission, the rate payable for such advertisements works out to a 'fantastic figure'.

(Para 12·1)

127. *Advertising Allocation of Central and State Governments*: We recommend that the Central and State Governments should make larger allocations for expenditure on advertisements in newspapers and periodicals. We propose that it should be not less than .1 per cent of the annual budget on revenue account of the Central/State Government expenditure.

(Para 13)

128. The Committee has noticed that small newspapers are not usually supplied with copies of the results of university examinations for publication, whereas copies thereof are supplied to big newspapers. This puts the small newspapers at a disadvantage. We recommend that the Education Ministry should be approached to request universities that copies of their examination results should be supplied by them to small newspapers also in their areas for publication.

(Para 15)

129. A large number of newspapers bring out special supplements on occasions like Diwali, Puja holidays, Id, etc. Government should make efforts to release special advertisements to small newspapers on such occasions.

(Para 16)

130. Since the Central Government itself is the biggest advertiser, it is necessary that they should set up some machinery to study the readers' tastes as well as the effect of the advertising placed by them from time to time.

(Para 17)

131. *New Income Tax Rules Regarding Advertisement Expenditure* : It is our strong recommendation that the expenditure incurred on advertising in small newspapers and periodicals should be exempted from any ceiling on advertisement expenditure that may be placed by Government. Any ceiling on advertising expenditure would lead to the ruination of small newspapers.

(Para 18·4)

132. *Advertisements of Railways and Public Undertakings* : Railways are commercial organisations no doubt, and have, in their advertising, which is largely of the character of classified advertisements, to be guided mostly by commercial considerations. At the same time, it must be remembered that they are public utility concerns and have to be popular in addition to being useful. We, therefore, feel that the principles we have enunciated in the case of Government advertising should be applicable *mutatis mutandis* to the newspaper advertising of the Railways as well. We also feel that the same principles, with suitable changes, should also be applied to the newspaper advertising of all public undertakings which in many cases are monopolistic. It would be desirable that the rules framed in this connection should be gazetted and any amendments thereto should also be notified in the Gazette from time to time for the information of all concerned.

(Para 19·3)

133. Two suggestions have been placed before the Committee which we recommend for consideration by small newspapers. The first is that most of the advertising agencies operate from metropolitan cities and handle the advertising business of the national advertisers. There are hardly any agencies which handle business of a local character for service to the district newspapers and periodicals. There is, therefore, urgent need for regional advertising agencies, *i.e.*, those equipped to handle advertising business of small advertisers in the districts for placement in the district publications. Small newspapers and periodicals should, with the cooperation of their associations, explore the possibility of the recognition of such agencies. (Para 23·4)

134. Another suggestion was that the district newspapers should combine and evolve a joint advertisement rate, for national advertisements, which can compete favourably with the advertisement rates of the metropolitan dailies. The revenue received could be distributed among participating newspapers on the basis of their circulations. The experiment could be extended further in having joint special correspondents and business representatives. (Para 23·5)

135. A newspaper is a saleable commodity. Its customers are its readers. In order that it may gain and retain its popularity, it should aim at becoming attractive in presentation as well as in contents. In fact, it should develop its own distinctive features such as, news coverage, editorial and feature articles, book reviews, cartoons, strips, humour columns, reportage of local events and social engagements, etc. The factors which contribute to the presentation of the publication *inter alia* are the quality of the paper, illustrations and general get up. (Para 23·6)

136. A newspaper must aim at meeting the requirements of its clients, the readers. It must study their tastes and provide material accordingly. A small newspaper, whose beat is usually the district of origin or the neighbouring areas, should attempt to cater to the needs of the area of its circulation. It should specialise in the news of the district and comments on problems of the area in which it circulates. There is no bar whatsoever to a small newspaper giving national and international news and comments thereon, but it should primarily concentrate on the coverage of the news of the area of its circulation. In other words, it must develop a local character, which implies a larger budget of local news, social engagements and activities, so that its bond with its readers is strengthened. In short, the district paper should aim at becoming an organ of information, instruction and entertainment of the people of the district or the region of its circulation. A district paper need not, therefore, attempt to wear the pattern of a metropolitan paper. (Para 23·7)

137. As for its sources of advertisement, a district paper should tap the local sources first such as local merchants, panchayats and Zila Parishads. Advertising is not popular at present with the traders in the district towns and rural areas. But as the development programmes percolate into the rural areas, there is bound to be a greater consciousness for advertising among the district traders and merchants. Small newspapers must, therefore, take the initiative of educating the traders and the industrialists in the area about the advantages of advertising. It may at times be desirable to give free space to

potential advertisers with a view to promoting goodwill. Small newspapers should offer to the local retailers a special rate, called the local advertising rate, for a customer may not like to pay for the full circulation of a paper when he aims at reaching his clients in a limited area. (Para 23·8)

138. There is a growing scope for classified advertisements also in the district areas. Examples of such advertisements are P. W. D. tenders, court notices, employment notices, college and school admissions, matrimonials etc. (Para 23·9)

139. Most of the advertising agencies do not negotiate and settle rates with newspapers individually. They accept the trade rates fixed by a newspaper. The Committee has, however, been told that some advertising agencies also negotiate rates with newspapers and the case of Lintas has been mentioned as an illustration. This practice is unfair and should be discouraged as it weakens small newspapers. (Para 23·11)

140. The Committee has been informed that advertising agencies are charging various rates of commission from small newspapers. We have been informed by the advertising agencies that these rates are offered by small newspapers on their own with a view to securing business from the advertising agencies. We feel that this is an exploitation of the weaker limb of the Press. No newspaper should allow more than 15 per cent commission to recognised agencies and more than 10 per cent to provisionally recognised agencies. (Para 23·12)

141. After a newspaper has built up its prestige as a good medium of local advertising, the time would then be ripe for it to approach the national advertiser to include it in his media list. The usual technique in such matter is for the newspapers to bring out printed rate cards or folders describing their specialities as well as the area of their circulation. Multiple readership of small newspapers circulating in the rural areas is a factor in their favour. If a small newspaper can convince a national advertiser of the potentialities of the market for his goods, this will facilitate its task. (Para 23·13)

CHAPTER XVI—Price-Page Schedule

142. The majority of the Committee considers the introduction of a price-page schedule of fundamental importance to promote the growth of small newspapers. However, since the Supreme Court of India has struck down the Newspaper (Price and Page) Act, 1956 and the Daily Newspaper (Price and Page) Order, 1960 issued under it as *ultra vires* of clause (1)(a) of Article 19(1) of the Constitution, the Committee recommends that the Government take steps to amend the Constitution with a view to enlarging restrictions in Clause (2) of Article 19 to make possible the enactment of the Newspaper (Price and Page) Act. (Para 2·2)

143. To cover the period involved in amending the Constitution, the Committee further recommends that Government should immediately formulate and enforce the schedule under the Essential Commodities Act. The Committee

notes that in the existing national emergency, the fundamental rights guaranteed by the Constitution stand suspended and therefore the Supreme Court's judgement is no bar to the introduction of a statutory price-page schedule.
(Para 2·3)

144. The Committee is of the view that the Act enabling introduction of a price-page schedule may lapse after a period of ten years from the date of the Newspaper (Price and Page) Order issued under it, unless re-enacted by a fresh law by Parliament.
(Para 2·4)

145. The majority, also, recommends that it should be prescribed in the price-page schedule that not more than 40 per cent of the space in the newspaper shall be occupied by advertisements.
(Para 2·5)

*(Sd.) R. R. DIWAKAR, M. P.—*Chairman.*

*(Sd.) A. D. MANI, M. P.—*Vice-Chairman.*

(Sd.) A. R. BHAT—*Member.*

(Sd.) JOACHIM ALVA, M. P.—*Member.*

(Sd.) HIREN MUKERJEE, M. P.—*Member.*

†*(Sd.) PREMNARAYEN INDARNARAYEN—*Member.*

†(Sd.) DURGA DAS—*Member.*

*(Sd.) HAYAT ULLAH ANSARI—*Member.*

*(Sd.) M. YUNUS DEHLVI—*Member.*

D. R. KHANNA,

Secretary,

NEW DELHI,

The 30th September, 1965.

* Subject to minutes of dissent.

† Shri Durga Das has submitted a supplementary note in regard to Chapter II and Shri Premanarayan Indarnarayan in regard to Chapter XV.

MINUTES OF DISSENT

CHAPTER XVI—*Price-Page Schedule*

I—By Shri R. R. Diwakar, M.P.

I am of opinion that the idea of Price-Page Schedule arose during times of emergency and scarcity of newsprint in England during war time.

What may be good for times of emergency and during scarcity period should not be looked upon as something which is necessary for all times.

Therefore, while I am for a Price-Page Schedule during an emergency when there is extreme scarcity of newsprint, I cannot think in terms of a permanent law to that effect on the Statute Book.

This could be achieved, we were authoritatively told, by those who know about the law of the matter by bringing into force Price-Page Schedule under the Essential Commodities Act. But the majority in this Committee felt that an amendment of the Constitution was necessary and that it should be a permanent fixture.

An amendment of the Constitution in this behalf involves not merely newspapers and periodicals but opens a floodgate of the problem of freedom of expression through other possible media including the graphic arts.

Though the Constitution has been amended several times for the purpose of achieving the good of the public, to amend the Constitution in connection with the freedom of expression through newspapers is, in my opinion, like giving a handle to the Government to exercise the curb on other media of expression also. The logic would be, if there can be a curb on newspapers and periodicals, why not on books, cinema, radio, painting and what not.

Another danger in amending the Constitution for this purpose would be in the nature of enabling a Government even to use the law for its own purpose as all Governments are prone to.

We cannot say what party or what kind of Government may come into power after every five-yearly elections. It is, therefore, better to be cautious in giving a handle to the Government to use it for purposes of control of the right to express and the right to propagate through expression.

Of course, voluntary Price-Page Schedule is always welcome. If that does not happen the Essential Commodities Act may be brought into operation and Price-Page Schedule may be enforced during the emergency and when there is extreme scarcity of newsprint. But to amend the Constitution for this purpose, specially that part of the Constitution which guarantees freedom of expression, would not be wise in the interest of fundamental rights.

I do not think that the proportion of advertisements to reading matter in newspapers and periodicals goes necessarily with the Price-Page Schedule. That is a question quite apart. There could be a Price Page Schedule without this curb on advertisement space. There can equally be a curb on advertisement space without the Price-Page Schedule. I do not understand why they should necessarily be linked up with each other.

I certainly look forward to a time which should not be far far away, when enough newsprint would either be imported or manufactured in India. Then the very basis which has persuaded the majority of the Committee to try to put the Price-Page Schedule permanently on the Statute Book is knocked off. To continue that kind of curb even afterwards would not be in the interest of the growth of even small newspapers because we must remember that there will always be not only big newspapers and small newspapers but among the small newspapers there would be smaller newspapers and so on. Groups of smaller newspapers are already thinking in those terms. There would, therefore, be no end to such emergent steps, for all time to come. As an emergent measure, yes, but as a permanent measure, no.

II—By Shri A. D. Mani, M.P.

1. I am sorry that I have to dissent from the views of the majority on the Committee on the question of a Price-Page schedule. I was a member of the Press Commission which had recommended the enforcement of a Price-Page Schedule as the most effective measure to bring about a reduction in the difference due to economic conditions and other causes and enable newcomers to start with a fair chance of achieving success. After the Press Commission submitted its report in 1954, the Government of India in 1960 issued the Daily Newspapers (Price and Page) Order. This Order was successfully challenged in the Sakal case by the Sakal newspaper and the Supreme Court held the view that the said Order was *ultra vires* of Article 19(1) (ii) and was repugnant to the Constitution. The question arises whose view should prevail now, that of the Press Commission or the Supreme Court of India. My answer is clear and without reservation. The Supreme Court's judgement should prevail.

2. In my view, the opinion of the Supreme Court should be accepted and the tendency to amend the Articles of the Constitution to get over legal difficulties created by the judgements of the Supreme Court should be deprecated. The majority on the Committee argues that since the commencement of the Constitution, there has been a fundamental change in the nation's socio-economic outlook and that there is an obligation on Government to make laws and to amend the Constitution and that this has been done nineteen times to suit a social order in which monopolistic trends are not sustained. The majority also argues that the first item in the preamble of the Constitution also dedicates the nation to the task of securing to all justice, social, economic and political.

3. While it is true that the Constitution has been amended nineteen times, it should be stated in fairness that there has been criticism in Parliament and outside about the haste and manner in which the Constitution has been amended. It is to be noted that Article 19(1) (ii) which relates to freedom of expression has been amended only once. There is no point in stirring up clouds of argument about social justice and claiming that a particular suggestion of doubtful validity, after the Supreme Court's judgement in the Sakal case

should be regarded as justice. Justice to whom—to the small newspaper or to the community or to all? The argument of the majority that the present state of the Press has encouraged the trend to monopoly is yet to be proved by statistical evidence. It would have been desirable for the Committee to have pointed out in what manner monopolies have been created in the country. It is because concentration of ownership in the U.K. had led to distortion of news that the Royal Commission of the U.K. had commented on these trends. In my humble view such a situation has not arisen yet in India. Before coming to conclusion on this subject, the majority on the Committee should have permitted the Press Council, which is proposed to be set up by Government and which in terms of the provisions of the Bill, as approved by the Rajya Sabha, is empowered to consider trends of monopolies and concentration, to survey the subject before making a grave recommendation relating to the amendment of the Constitution.

4. It is noteworthy that the majority on the Committee has not sought to answer the points raised by the Supreme Court in the case *Sakal papers vs. Union of India*. The general practice when a suggestion is made to amend the Constitution to get over the obstacles of a judgement of the Supreme Court, is for the person advocating such a step to argue why the Supreme Court's judgement is not in public interest and why the Constitution should be amended. The Supreme Court said in its judgement in the *Sakal* case:

- (A) "It may well be within the power of the State to place, in the interest of the general public, restrictions upon the right of a citizen to carry on business but it is not open to the State to achieve this object by directly and immediately curtailing any other freedom of that citizen guaranteed by the Constitution and which is not susceptible of abridgement on the same grounds as are set out in cl. (6) of Art. 19. Therefore, the right of freedom of speech cannot be taken away with the object of placing restrictions on the business activities of a citizen. Freedom of speech can be restricted only in the interests of the security of the State, friendly relations with foreign States, public order, decency or morality or in relation to contempt of court, defamation or incitement to an offence. It cannot, like the freedom to carry on business, be curtailed in the interest of the general public. If a law directly affecting it is challenged, it is no answer that the restrictions enacted by it are justifiable under cls. (3) to (6). For, the scheme of Art. 19 is to enumerate different freedoms separately and then to specify the extent of restrictions to which they may be subjected and the objects for securing which this could be done. A citizen is entitled to enjoy each and everyone of the freedoms together and cl. (1) does not prefer one freedom to another. That is the plain meaning of this clause. It follows from this that the State cannot make a law which directly restricts one freedom even for securing the better enjoyment of another freedom. All the greater reason, therefore, for holding that the State cannot directly restrict one freedom by placing an otherwise permissible restriction on another freedom.

“The impugned law (*i.e.*, Price-Page Schedule), far from being one which merely interferes with the right of freedom of speech incidentally, does so directly though it seeks to achieve the end by purporting to regulate the business aspect of a newspaper. Such a course is not permissible and the courts must be ever vigilant in guarding perhaps the most precious of all the freedoms guaranteed by our Constitution. The reason for this is obvious. The freedom of speech and expression of opinion is of a paramount importance under a democratic Constitution which envisages changes in the composition of legislatures and governments and must be preserved. No doubt, the law in question was made upon the recommendation of the Press Commission but since its object is to affect directly the right of circulation of newspapers which would necessarily undermine their power to influence public opinion, it cannot but be regarded as a dangerous weapon which is capable of being used against democracy itself.”

5. The majority on the Committee goes on to argue that as the waste of newsprint is about 88 or 100 paise per kilo, there is an unmistakable tendency towards concentration of circulation of newspapers among a few big papers. It cannot be proved that a large number of persons purchase newspapers with a larger number of pages to get a return by the sale of waste paper. Since the Press Commission reported, there has been no systematic and scientific study of the reading habits of people and the Committee has not conducted such a study during the seventeen months it has been in existence. The fact of the matter is that readership has grown enormously during the last fifteen years since the Press Commission reported, particularly in the metropolitan cities, and there is an eagerness amounting to hunger for newspapers. It is a fact that in some of the metropolitan cities after 9 a.m. the morning editions of certain popular newspapers are not available. A large number of persons purchase these newspapers for news and other reading material primarily and not primarily for recovering the cost of the purchase by selling it as waste paper. This is the position that exists today.

6. In para 5 of the Committee's recommendations on Price-Page Schedule, it is argued that in other industries it is possible for an entrepreneur to enter a new field because he can be reasonably sure of the competition he may have to face. The market being extensive owing to the durability of the product, by and large the big units are unable to launch a price cutting campaign. These are questionable assumptions. The pharmaceutical industry has clearly established that it is the low price of the product that largely secures the market for it and that a concern which can effect economies as a result of a large turnover is in a position to offer its products at the most economical prices. What is true of the pharmaceutical and other industries is also true of the newspaper industry and other industries. The economies of a large turnover are always there in the case of the newspapers with large circulations and these large circulations are to be found largely in the four metropolitan cities because in these cities there is a built-in readership on account of the larger population in the cities and an advertisement market which no small newspaper can hope to have owing to geographical limitations. I have had experience

of newspapers in Nagpur and Bhopal which are primarily small newspapers' regions and my experience shows that whatever effort may be made by newspapers in this region, they cannot go beyond a certain optimum circulation and that even in respect of advertisement revenue, their chances of competing with big newspapers of metropolitan cities are limited on account of the fact that the consumer market in this region is restricted. It is also noteworthy that throughout the enquiry that the Committee conducted, it came across no case of a newspaper having been forced to close down on account of other newspapers publishing more pages at a lower price. It may also be stated that during the course of the enquiry, though hundreds of witnesses were examined, the question of an amendment of the Constitution under Article 19(1)(ii) was never specifically discussed with any of the witnesses from the public who appeared before the Committee. It is true that some witnesses including the representatives of the Indian Language Newspapers Association had made reference to a statutory Price-Page schedule. The Committee examined Chief Ministers and Government officials and distinguished public men and it would have been desirable for the members who now take the view that the Constitution should be amended to have examined the witnesses on the question of the amendment to Article 19(1)(ii). In a sense of the term the decision of the Committee to make a recommendation for the amendment of the Constitution is based on absence of evidence. If the Committee had shown as a result of a statistical study and analysis of evidence that a certain point of view which could have been presented and should have been presented in public interest was not allowed to be presented on account of the larger number of pages which a big newspaper was in a position to print at what the Committee considered a low price, then the question could have been considered whether the number of pages that the big newspapers published had resulted in the shutting out of a valid point of view. No case has come before the Committee in the evidence that has been led before it by hundreds of witnesses in many cities and towns that a point of view which a publisher wanted to present could not be presented on account of a big newspaper publishing a larger number of pages at a lower price, than what a small newspaper could afford to print. If it could have been shown that small newspapers had set up a superior standard of performance in the matter of serving public interest than big newspapers and that they would be in a position to increase the quality of their performance, if they were given statutory protection in the form of an amendment to the Constitution, that position also could have been understood. A reference to the chapter on the performance of small newspaper clearly shows that a section of the small newspapers has been indulging in objectionable writings of a defamatory and sometimes obscene nature. No attempt has been made by the majority on the Committee to assess in terms of number the papers which have set up a good standard of performance and those which have indulged in objectionable publications. Such a study is necessary to consider the justifiability of a serious Constitutional amendment.

7. It will be seen from the architecture of Article 19(1) (ii) of the Constitution that it is based on the design of security of the State, friendly relations with foreign states, public order, decency or morality or contempt of court, defamation or incitement to offence. No other consideration has been allowed

to creep into this clause. If this Article of the Constitution is to be amended, it can be only on the grounds of grave reasons affecting the security of the state or decency or morality and if it is amended now as suggested by the majority on the Committee to provide for a price-page schedule, whose utility is yet to be conclusively demonstrated as a comprehensive remedy for the difficulties of small newspapers, then India would have the dubious distinction of being the only country in the world having a constitution with the right of a price-page schedule as a part of its fundamental right of freedom of expression. If an amendment of the Constitution of Article 19(2) is to be considered as suggested by the Committee, the Article itself would be open to any other amendments which may be suggested on other grounds in respect of other matters. The doors will then be opened to further abridgement of fundamental rights of citizens. The doors to amendment of this most precious freedom should always remain closed in the interest of democracy.

8. It is interesting to note that the Committee in part 4 of the Chapter on Price-Page Schedule has recommended that the Act enabling introduction of a price-page schedule may lapse after a period of ten years from the date of a Newspaper (Price and Page) Order issued under it unless it is re-enacted by a fresh law by Parliament. On the basis of the elaborate arguments advanced by the Committee for the enactment of such a law, it would appear that in their view a price-page schedule is necessary for all times because imbalances in newspaper economy would continue in the future also and that for safeguarding the availability of opportunity for new units to come into the field, a price page statutory order is permanently necessary. The fact that it is suggested that the Act should be in force only for a period of ten years and that Parliament should reconsider the matter later and that such an Act shall expire if it is not re-enacted by Parliament clearly suggests that the Committee has in view an experiment which it wants to be conducted under an amendment of the Constitution. If it is going to be an experiment and if the success of the experiment cannot be forecast with certainty, is it necessary for the Constitution to be amended under Article 19 (1) (ii). Article 19(1) (ii) is certainly not meant for experiments of this character and the very suggestion of such an act for a limited period of ten years in the first instance suggests the palpable weakness of a case for a price-page schedule as a part of the restrictions which may be imposed under the Constitution on fundamental rights by a Constitutional amendment.

9. It would have been desirable for those who hold the majority view on the Committee to have submitted a draft of the amendment to Article 19 (1)(ii) which they have in view. The general practice for those who wish to amend the Articles of the Constitution is to submit a draft amendment so that the wording of the draft amendment may be properly scrutinised. If the majority had favoured the Committee with a draft amendment, the minority on the Committee would have had an opportunity of expressing their views on the draft amendment. The question is being raised in a pointed manner here because any amendment to Article 19 (1) (ii) dealing with printed matter will *ipso facto* apply to other forms of printed matter besides newspapers and periodicals. There are books and pamphlets, there are big publishing houses in the metropolitan cities, there are small publishing houses in other parts of the country

The economies of the larger publishing houses in the metropolitan cities help them to sell books at lower prices than those published by small publishing houses which have to content themselves with only printing a limited number of copies of publications at a higher cost than big publishing houses. Why should small newspapers alone be protected in the form of a constitutional amendment? Does not the idea of social justice to which the majority of the Committee has made a reference apply to books and pamphlets also? If the price of books is to be based not on their quality but on the number of pages they print, should it be necessary, for example, for a History of India, to be sold at a fixed price of Rs. 2/- per 200 pages or Rs. 4/- for 300 pages? Would not any such regulation of the trade in books make a mockery of freedom of expression? Further why should the equalisation of opportunity in the matter of a rigid price control be limited only to newspapers? The majority on the Committee has quoted in para 16 one of the objectives of the Preamble of the Constitution namely justice, social, economic and political. It is possible to quote other objectives set out in the Preamble and one of them is equality of status and opportunity. Similarly, units in other industries also complain that they do not have equality of opportunity with bigger units of the same industry on account of the economies that bigger units are able to secure in their financial operation owing to a larger turnover. If justice is to be done to small newspapers by putting restrictions on the sale price of big newspapers, would it be unreasonable to ask that other constitutional amendments should be made to ensure a price-fixing machinery for all categories of manufacture which is for sale so that equality of opportunity enshrined in the Constitution can be achieved?

10. The Committee, as has been stated above, has not submitted a draft and the entire question has been left largely to the initiative of Government to amend the articles of the Constitution.

11. The Committee goes on to argue that the foreign exchange earnings of the country have been falling and the basis of restrictions imposed by Government for the use of newsprint are irrational. It is true that newspapers belonging to a chain having a circulation of 17% have been able to get an allotment of 39.8% of imported newsprint and 33% of NEPA newsprint, but such newsprint has been allotted to them not because of the ownership of these newspapers but because they have extensive circulations. Is an extensive circulation for a newspaper to be treated as a ground for abridgement of fundamental rights? In this connection attention is drawn to para 8 (2) of the Committee's definition of a small newspaper where the Committee says that the revenue of a newspaper is dependent upon many factors such as standard of production of the paper, its periodicity, editorial policy, competition with other papers, its acceptability as a media of advertisement, etc. It will be seen, therefore, that circulations depend not only on the number of pages but on many other factors.

12. In the case of newspapers published in the metropolitan areas where there are opportunities of building substantial national circulations, newspapers are in a position to engage better trained staff and have opportunities of raising more revenue from advertisements. It is on the basis of all these

factors that such institutions have built up large circulations. Can newsprint be refused to them or the use of newsprint restricted in their case to favour another group of newspapers because they do not have the same facilities? These are questions which affect fundamental rights as enshrined in the Constitution and as adumbrated by the Supreme Court in the Sakal case.

13. It will be conceded that foreign exchange difficulties would always be there for years to come. It is not possible to look into the future too far ahead but one can see that for another fifteen years, the foreign exchange difficulties would be of a formidable character in our country till our economy has passed the take-off stage. Even as it is, the present newsprint distribution policy acts as a check on indiscriminate publication of a number of pages. The limitation of quotas itself acts as checks and Government does not give quotas to newspaper chains to start newspapers. Small newspapers have certainly a very effective part to play in building up public opinion and that is serving the needs of the population in the mofussil areas of the country which can not be served effectively by national newspapers published in metropolitan areas. Small newspapers should get all the assistance from Government that they can. The Committee has recommended that all of them should get imported newsprint and that the duty on newsprint should be reduced in their case or waived altogether. A certain percentage of Government advertising of a general display character is also proposed to be reserved for them according to one of the recommendations of the Committee. It is possible, if Government wants to conserve foreign exchange, for them to tell the newspapers of the country that in view of the gravity of the foreign exchange situation they would like them to co-operate in restricting the number of pages that they can print and that if they also reach voluntarily an agreement in respect of the price of newspapers, Government would welcome such a move. Government also can tell the newspapers of the country that if they failed to reach an agreement on the question of the number of pages as well as on prices, Government would be compelled to give newsprint only to small newspapers leaving the big newspapers to buy the much more expensive white printing paper. These methods of controlling distribution of newsprint are not open to objection.

14. In a matter like freedom of expression, it is always desirable to promote voluntary agreement as was done in the U.K. during the War years when a price-page schedule was maintained on the basis of voluntary acceptance by newspapers. The dangerous remedy of the use of the Essential Commodities Act in respect of newspapers which the majority has recommended is one which should be avoided. The Committee makes detailed recommendations about how the Government should act to control the use of newsprint. It is suggested that an order should be issued prescribing the definition of a newspaper which alone is entitled to get imported and (mark the words which follow) indigenous newsprint and that newspaper should be defined as one which published advertisement not exceeding 40% of the total number of pages and adhering to the sale price per copy mentioned in the schedule attached to the Newsprint Control Order.

15. The Press Commission had recommended the division of reading and advertisement matter on the basis of 60 : 40 but that was in 1954. Conditions have vastly changed since then and on account of the higher wage and

financial burdens that the newspapers have to bear as a result of the decisions of Wage Boards for Journalists, the Customs regulatory duty, higher cost of newsprint and other raw materials the fact is that even for a small newspaper, if it is to break even in financial operation, advertisements and reading matter may have to be on the basis of 50 : 50. It would be in the interests of caution for all concerned not to insist on a rigid proportion fixed i.e. by the Press Commission, 11 years ago, when the financial and wage burdens, mentioned above, were not in existence. It may be of interest in this connection to make a reference to the statistics contained in the chapter on the definition of a small newspaper. Briefly it may be stated as per para 13 that the financial operation of 22 establishments running 19 single daily newspapers, one newspaper running two dailies, one in English and one in Oriya and another newspaper publishing a daily in Malayalam and a Malayalam weekly were studied. The Committee comes to the conclusion, "It can be concluded that none of the dailies studied above were capable of self-sufficient growth and cannot be called as economically viable units".

16. In para 15 the Committee comments that as for the revenue of the dailies, English dailies earned more than 50% of the total revenue from advertisements. In the case of a multiple unit paper, it was as high as 75% for each unit separately.

17. In para 5 of the same Chapter the Committee suggests : "Considerable evidence has been led before us that the financial burdens on the newspapers have been gradually rising, besides the substantial increases in the costs of newsprint, printing charges, ink, establishment expenditure as a result, *inter alia*, of the recommendations of the Wage Board, etc. In addition, the recommendations of the Bonus Commission will throw further burdens on the newspapers". If the Committee has recognised that these have led to greater burdens on newspapers than in the past it was possible for the majority of the Committee to have made at least a study of the financial working of the 22 dailies, whose statistics were available to the Committee and to have established that a price-page schedule and the fixation of advertisement matter at 40% would have stabilised their economies. It may be stated here that it is the small newspapers which would lose along with big newspapers if the percentage of advertising material in a newspaper is fixed at 40%. If a small newspaper's economy is to be stabilised it would not be possible for Government to depend on the old war time formula of 3 paise per page. The economy of a small newspaper can be placed only on the basis of perhaps, 6 pies per page which means a six-page paper would cost 3 annas. Can the reader afford to pay such a price ?

18. The Committee has also made a novel suggestion that in case foreign exchange difficulties become so acute and a drastic reduction of the number of pages is called for, Government should restrict the size of an advertisement to be published in a paper and empower newspapers to increase their advertisements rates by a particular percentage so that the newspaper economy may not be upset. The suggestion that Government should fix the maximum size of an advertisement is dangerous because an advertisement is a message and if the size of advertisement matter is to be limited by statutory restriction the ambit of that restriction may in law also apply to other forms of messages.

For example, under such a restriction it may be open to Government also to prescribe the length of a leading article. Even such an enabling provision is open to serious objection. These are grave and serious encroachments on freedom of expression as guaranteed to the citizens under the Constitution, and if these suggestions are accepted, India would be the loser because among the nations of Asia we have shown by Government's example and by the pronouncements of our judiciary that we regard the fundamental freedom under Article 19 as sacred. It must be conceded that even during the emergency, Government has shown a remarkable and lively awareness of the need for the preservation of Article 19 (1) (ii) and no unfair restrictions have been imposed on the Press. It will be a regrettable development if in the interests of protecting the economy of a certain category of newspapers, Government were to abridge the right of other papers to enjoy the same freedom on the ground of rectifying alleged imbalances in competition between small and big newspapers.

19. The Committee has not shown anywhere in their report that by taking such drastic steps there would be a diversion of advertisements from big to small newspapers. From the evidence that was tendered before the Committee by the Indian Society of Advertisers and the Advertising Agencies Association of India, it was clear that the scope for advertisement in small newspapers was limited. Recently, the Central Board of Revenue has published rules relating to the maximum allowable advertisement expenditure for purposes of income-tax and under these rules it is reported that the maximum size for an advertisement should be not more than half a page. This itself is a kind of restriction. It is, however, not open to objection on constitutional grounds. It is left to an advertiser to take one page of advertising in a newspaper and allow the cost of half a page to be borne in this account on which no income-tax concession can be claimed by him. If the Committee's suggestion is accepted, I fear there would be a diversion of advertising revenue from small newspapers to other forms of publicity like posters and cinema slides.

20. I respect the conviction and earnestness of the majority of the Committee in recommending a constitutional amendment under Article 19(1)(ii) for enabling a price-page schedule to be enforced and for a special Act to be enacted to fix a price-page schedule and for action to be taken under the Essential Commodities Act. It is always possible on such a vital matter affecting the freedom of the citizens for other persons to hold a diametrically opposite view. In conclusion, I may state that the recommendations of the Committee on price-page schedule are based in the first instance on insufficient evidence and on absence of scientifically analysed and tested data regarding the possible effects of such a schedule on the economy of newspapers; the recommendations, if accepted by Government, would send up the cost of living of the citizens in respect of their resources to buy newspapers; the citizen who has a stake in the matter has not been properly heard and readers' views have not been ascertained; the recommendations also would lead to serious restrictions being placed on the fundamental rights of citizens which are wholly uncalled for; they would further amount to acceptance in principle of the Government's right to interfere, influence, and control the economy of newspapers; once that principle is conceded, it may be possible for the Governments of the future to extend the

field of interference to bring into existence a state-controlled Press and such a Press would undermine democracy in the country. On these grounds, I regret I cannot be a party to these recommendations.

III—By Shri M. Yunus Dehvi.

1. On the question of the introduction of a Price-Page Schedule and restrictions on the ratio of reading matter to advertising in a newspaper, there was considerable divergence of opinion amongst members of the Committee. The majority view has been stated in the report and I have had the benefit of reading the minute of dissent by Shri A.D. Mani on this subject. I agree with Shri Mani and adopt his arguments, except where he proposes a "voluntary" Price-Page Schedule and goes on to suggest that the Government also can tell the newspapers of the country and if they fail to reach agreement on the question, Government would be compelled to give newsprint only to small newspapers leaving the other newspapers to buy the much more expensive white printing paper. In my note, therefore, I shall try to avoid repeating what Shri A. D. Mani has already so ably put forward.

2. There are certain other portions of the report where I have not been able to convince my colleagues on the Committee of my way of thinking. Towards the end of the Committee's deliberations the Committee was working at a very fast pace and in the final meeting at Delhi the thought uppermost in the minds of members was that the report must be signed well before the last date given to us by the Government. In the final stage, not much time could be devoted to points which were considered not fundamental to the report. I, therefore, proceed to put down my points of view on some of these matters.

3. The majority view on the Price-Page Schedule seems to argue that the introduction of curbs on the minimum price that should be charged for a maximum number of pages will benefit small newspapers and the proposed Schedule is an end which justifies whatever means are used to attain that end. The majority seems to have brushed away the judgement of the Supreme Court against such a Schedule as an inconvenient legal technicality which can be put out of the way by a simple amendment of the Constitution.

4. The majority of the Committee cannot be said to have justified the end, much less to have justified the means to that end. There has been no evidence before the Committee that during the period a Price-Page Schedule was in operation in England and during the short period it was imposed in India before being struck down by the Supreme Court as *ultra vires* of the constitutional guarantees of Freedom of Expression, it helped the growth of small newspapers. Shri A. R. Bhat, the chief exponent of the Price-Page Schedule, told the Committee that the restrictions when they were enforced in India had the effect of reducing the circulations of some of the bigger metropolitan papers and of restricting normal growth in the circulations of some other newspapers of the same class. In my view it was not one of the functions of this Committee to work for restraints on the growth of any section of the Indian

Press or even to recommend the growth of one section of the Press *at the cost of* the normal development of another section. Ours is a developing country and acceleration in the growth of one section of the Press can be achieved out of the additional growth potential instead of circulation or advertisement revenues being diverted by statute, as it were, from one section of the Press to the other. Small newspapers in our country can best be helped by securing for them an honourable place on the national scene and a growing readership out of the millions of new readers who were being created by our growing educational institutions, and by the increasing prosperity, and with increasing circulation more advertisement revenue will also tend to flow to these newspapers.

5. The growth of circulations is at present severely restricted by the scarcity of newsprint. This would mean that there is a demand for newspapers which can be met by small newspapers if they are provided enough newsprint for their growth. The Committee has already recommended in Chapter XIV of our report that small newspapers should be given unrestricted amounts of imported newsprint for their growth up to 10,000 copies circulation and thereafter they should be provided imported newsprint for a 20% annual rate of growth enabling them to reach a circulation of 20,000 copies. The Committee has taken note of the present scarcity of foreign exchange and has not recommended any additional imports to meet the above requirements of free growth of circulations in the small newspapers' sector. The Committee has recommended that this requirement should be a first charge on the total imports of newsprint in the country. It will follow that the big papers will be forced to make good this diversion of supplies from the total pool of imported newsprint supplies from Nepa and with white printing paper which is very expensive. The big papers will, therefore, be bearing a fair portion of the social cost of the advancement of small newspapers. If the above quoted recommendations of the Committee as regards the supply of only imported newsprint to small newspapers are implemented, small newspapers will not need any artificial props like the proposed Price-Page Schedule to support them.

6. The majority of the Committee have recommended that the Price-Page Schedule be introduced on a statutory basis for a period of 10 years. It is difficult to see how the need for such a Schedule, if the same exists today, will disappear at the end of that period, unless the majority of the Committee also wish to put a ban on the starting of newspapers in the country. There will always be small newspapers who will lay their claim on similar protection for themselves.

7. The majority of the Committee have recommended that the Government take steps to amend Constitution with a view to "enlarging restrictions under clause (1) (2) of Article 19". Actually what the majority wants is a curtailment of the Freedom of Expression guaranteed under article 19(1)(a) and that, too, for the purpose of eliminating or restricting business competition between one section of the Press and the other. Curtailment of the freedom of expression as recommended by the majority is fraught with serious dangers of mis-use in the hands of a Government which may not be so interested in defending and maintaining democracy in the country as the present one.

8. Majority of the Committee have even sought to take advantage of the suspension of Fundamental Rights in view of the present national emergency. It will be unfair for any Government to take advantage of such suspension for purposes other than the defence and security of the country, however laudable such purposes may appear to be.

9. The majority of the Committee have based their case for a Price-Page Schedule on the terms that competition in the newspaper field is mainly in respect of price. They have failed to give due consideration to other factors like service, quality, speed, the views that a paper expresses and the general presentation of its news.

10. Majority of the Committee have also made a novel suggestion that the Government should prescribe by an order under the Essential Commodities Act, 1955, the definition of a newspaper as one which does not contain more than 40% advertising and which adheres to the price as controlled by the proposed schedule. In the view of the majority, newspapers not meeting these two requirements should cease to be regarded as newspapers and should forfeit their right to allocation of imported and indigenous newsprint. On the same analogy, perhaps, it may also be open to the Government to control the amount of time per day a living human being in the country should spend on prayer, labour, refreshment and sleep and prescribe the ratio of time spent on each such purpose. Anybody who chooses to vary the prescribed allocation of time should cease to be regarded as a living human being and should not be given his share of cereals, both imported and indigenous, since these are also covered by the Essential Commodities Act. The unfortunate citizen thus deprived of his rations can still be said to be able to subsist by eating leaves and roots or milk and eggs, all of which may be said to be available, although the same may be unsuitable as main items of diet, or may be too expensive for him to afford.

11. The majority of the Committee have also recommended that advertisements in a newspaper should not exceed 40% of the total space. On this point it may be relevant to quote the Supreme Court's findings in the Sakal case: "If the area for advertisement is curtailed the price of the newspaper will be forced up. If that happens, the circulation will inevitably go down. This would be no remote but a direct consequence of curtailment of advertisement". In fact there may be sufficient force in an advertiser's arguing that such curtailment will be an abridgement of his Freedom of Expression and an unreasonable restriction on his right to trade. I would, however, restrict myself to an examination of the question as it affects the Press and its rights. It should be observed that according to the Registrar of Newspapers for India, there were 10 newspapers which had used in 1964 more than 49% for their space for advertising. Four of these were not only small but very small newspapers namely the *Hindu*, Meerut, the *Vafadar*, Surat, the *Doctor*, Amritsar, and the *Ngasi*, Imphal, all of which maintain as 50 : 50 ratio between advertising and reading space. It would be correct to assume that reduction of advertisement space in these cases would lead to curtailment of revenue.

12. A fundamental desire of the Committee has been to help small newspapers reach the stage of their development when they grow into big newspapers. The economy of a big newspaper cannot be sustained if it is not allowed to carry sufficient advertising. The recommendation of the majority to take away a part of the growing newspaper's possible advertisement revenue will throw it back into ranks of small newspapers and will defeat the very purpose of the committee.

13. The advocates of Price-Page Schedule generally arouse the fear of growth of monopolies in the Press and seek to justify the Price-Page Schedule as a counterblast to such monopolistic tendencies. The Registrar of Newspapers for India has in its report for 1965 found only 14 cases of language-region "Monopolies" in circulations of daily newspapers. Out of these "monopolistic" papers, half (or 7) are small papers, generally published in a language other than the main language of the region concerned. Thus the *Hindustan* is a Sindhi daily published from Maharashtra, the *Sot* is a Konkani daily from Goa, both enjoying 100% of the total circulation of all papers in the Language-Region. The *Natun Asamiya* enjoys 78%, the *Nakhind Times* 72.1%, the *Sathi* Urdu daily from Bihar 57.3%, *Siasat* Urdu daily from Andhra 54.2%, *Praja Tantra* Manipuri daily from Manipur 50.7% of the total circulation of all papers in language-region. None of the very big newspapers are seen to enjoy a monopolistic position in any language-region except the Indian Express, Vijayawada, and Chittoor, which accounts for a combined 62.9% of circulation in the English Language in Andhra and *Nav Bharat Times* which enjoys 60.4% of total circulation of Hindi dailies in Delhi. These figures tend to dispel any serious danger of a rise of monopolies and particularly of monopolies amongst the big papers, which could be used to argue the case for such a drastic measure as an abridgement of the Freedom of Expression.

14. In Chapter XV of our Report, dealing with Advertisements, the Committee has commented on the study of advertising space conducted by the Press Registrar. The Committee has observed that "Newspapers which carried advertisements in the 25% to 40% slab, numbering 100, are those which may be deemed to be subsisting on advertisement revenue on the margin". I fail to reconcile the view of the majority of the committee that 40% is not merely not the subsistence margin level, but is the optimum level of space that should be permitted to be occupied by advertisements, with the unanimous view of the entire committee quoted by me.

15. In view of the foregoing, I am totally opposed to the introduction of a Price-Page Schedule, even one brought in under the Essential Supplies Act or on a so-called "voluntary" basis. I also do not find any valid grounds for a restriction on advertising space or on the size of individual advertising announcements.

IV—By Shri Premnarayan Indarnarayan

The Committee discussed the pros and cons of the advisability of introducing the Price-Page Schedule for the development of the Small Newspapers economy. The Committee was unanimous in principle that suitable measures

be evolved to assist the growth of the small newspapers, but differed 5 for to 4 against, as to whether it should be done at the cost of amending Article 19 of the Constitution, which guarantees the right of free expression to all citizens.

I feel that the question must be looked at mainly from two angles. First, it would seriously endanger the entire concept of free expression. To belong to a democratic society is the pride of every freedom loving Indian. Upon this rock the Constitution of our Country was built to give every one, rich or poor, great or small, the freedom of expressing his thoughts and consequently also the freedom of selecting the message or means of communications.

In a developing economy, under a democratic framework, which grants to every one the opportunity of growth, to amend, therefore, the cardinal principles of our Constitution to meet the needs only of the small newspapers, would deny not only the larger papers the freedom to propagate their views but set off a chain reaction that would ultimately be detrimental to the small newspapers as well.

Secondly, it offers little promise of having the desired effect of promoting the development of the small papers. If a big paper is compelled to raise its selling price, advertising space costs would shoot up and consequently the advertiser would have to be more selective in his choice of media. As advertisers use big papers to sell in a competitive market—this would further reduce the available funds for small papers. Thus, the Price-Page Schedule would defeat the very purpose for which it was created.

In the light of these considerations we must ask the pertinent question: Would this, then, provide the panacea we are seeking? Would it solve the multiple problems that face the small newspapers today? If it does, at what tremendous cost to our democratic way of life? Can we sacrifice our ideals which we cherish to provide temporary support which, in succeeding years, may prove detrimental to all concerned? Further, if once the Constitution is amended, it would lead to other amendments, removing the very foundation of our Constitution.

It may be argued that the Press Commission, after due consideration, recommended the introduction of the Price-Page Schedule. Later the Government of India also enacted it. In support of my views mentioned above, I would like to quote a few selected passages from the historic judgement of the Supreme Court. The country's highest judicial body, after very careful examination, pronounced that the Price-Page Schedule was *ultra vires*. It is now indisputable that if the Price-Page Schedule were to be implemented after the judgement of the Supreme Court, it would definitely mean amending a fundamental principle of a democratic society and this to every free thinking person would be repugnant.

The Supreme Court stated as follows :—

“The right to propagate one's idea is inherent in the conception of freedom of speech and expression.

For the purpose of propagating his ideas every citizen has a right to publish them, to disseminate them and to circulate them. He is entitled to do so either by word of mouth or by writing. The right guaranteed thus extends, subject to any law competent under Article 19(2) not merely to the matter which he is entitled to circulate, but also to the volume of circulation”.

“We may add that the fixation of a minimum price for the number of pages which a newspaper is entitled to publish is obviously not for ensuring a reasonable price to the buyers of newspapers but for expressly cutting down the volume of circulation of some newspapers by making the price so unattractively high for a class of its readers as is likely to deter it from purchasing such newspapers”.

It is abundantly clear from the above that introduction of the Price-Page Schedule would make serious inroads into the lives of so many thousands of people and cut at the very roots of our democratic system and sound its death knell.

The Supreme Court further stated :—

“The freedom of a newspaper to publish any number of pages or to circulate it to any number of persons is each an integral part of the freedom of speech and expression. A restraint placed upon either of them would be a direct infringement of the right of freedom of speech and expression”.

In view of the opinion of the Supreme Court which guards our constitutional heritage and preserves the sacred tenets of freedom, how can we bring our freedom into jeopardy by the introduction of this schedule.

The Supreme Court also ruled as follows :—

“Again, section 3(1) of the Act in so far as it permits the allocation of space to advertisements also directly effects freedom of circulation. If the area for advertisements is curtailed the price of the newspaper will be forced up. If that happens, the circulation will inevitably go down”.

Therefore it follows that to allocate the quantum of advertising space also infringes on the personal freedom of the advertiser and the newspaper and as stated above would increase the cost of the paper, decreasing in turn its circulation.

The Supreme Court has further outlined the very grave consequences that would accrue from the introduction of the Price-Page Schedule stating:—

“that the State cannot make a law which directly restricts one freedom even for securing the better enjoyment of another freedom. All the greater reason, therefore, for holding that the State cannot directly restrict one freedom by placing an otherwise permissible restriction on another freedom”.

It would be interesting to note that the Supreme Court specifically took note of the need of the small newspapers when stating:—

“It was said that one of its objects is to give some kind of protection to small or newly started newspapers and, therefore, the Act is good.

Such an object may be desirable but for attaining it the State cannot make inroads on the right of other newspapers which article 19(1) (a) guarantees to them. There may be other ways of helping them and it is for the State to search for them but the one they have chosen falls foul of the Constitution”.

The Government has set up this Committee with the specific purpose of finding out other ways and means of helping the development of the small papers.

The Committee during the course of its enquiry has recommended after careful consideration various means of assisting the small newspapers to stabilise and to grow. It is hoped that these will be implemented without recourse to the far reaching effects of Constitutional amendments, which, as outlined above, would have serious repercussions. Another solution may lie in the suggestion of the present Minister of Information and Broadcasting that the Price-Page Schedule be implemented on a voluntary basis. I feel that this should be given a fair trial. If within a year the situation does not improve, the Essential Commodities Act could be enforced. However, there is good scope for the small newspapers to develop in the light of this Committee's recommendations in the healthy atmosphere of a democratic society and take their place as oracles of influence in due course.

By Shri M. Yunus Dehlvi

(1) CHAPTER III—*The Small Newspaper/Periodical and its Definition*

The Committee has recommended that the definition of small newspaper and periodical should not apply to newspapers and periodicals which belong to chains/groups of newspapers, at the same time holding that in the case of multiple unit papers all constituent units may be eligible for classification as small newspapers on the basis of the criteria laid down in the definition of small newspaper being applicable to each individual unit. It is difficult for me to see the logic of treating chains and groups differently from multiple units.

2. The *NAV BHARAT* Hindi daily published under the same ownership from Indore, Bhopal, Ujjain, Gwalior and Agra would be entitled to have each one of the units classified as a small newspaper on the basis of its 1964 circulation and subject to the revenue ceiling not being crossed in each case, whereas the *Ajit*, Punjabi Daily of Jullundur, will be excluded from all benefits recommended by the Committee for the sole “crime” of also publishing a small Punjabi Monthly, although the total circulation of both the papers is

not more than 9,238. Similarly, it is difficult to see how, for example, the *NAVAJYOTI*, Hindi daily from Jaipur and Ajmer, can be regarded as a small newspaper while enjoying the benefit of common advertising tariff and common news agency subscription, but will cease to be a small newspaper if one of the two editions brings about a change in its name, while retaining all other common features.

3. Having decided that in case of multiple units, each constituent unit should be classed as a small newspaper on the basis of its own circulation and revenue, it was logically inescapable for the Committee to admit newspapers which are parts of chains or groups to the same benefits.

4. The undue restrictions placed by the Committee on newspapers which are parts of chains/groups by denying them the status of small newspapers, will act to the detriment of the growth of small newspapers, many of whom tend to take advantage of economies of group or chain operation in order to improve their chances of survival.

5. The danger, real or imaginary, that enlarging the scope of the definition of small newspapers to include papers which are part of chains/groups will mean that papers which are really parts of huge combines will take advantage of whatever concessions such classification entitles them to, should not have deterred the Committee unduly. If a newspaper chain, however large as a whole, starts a newspaper in an area, language or subject where there is need for one and where only a small-scale operation can be practical, it should be encouraged and should rank for whatever concessions other small newspapers get. In other words, the ownership or parentage of a newspaper should not determine whether it is small or big. This can be determined only with reference to the circulation and revenue of an individual newspaper. In practice also, it will be seen that the bigger chains and groups having heavier overheads will not find it worth their while to start newspaper operations in areas, languages or subjects which cannot assure them, in a reasonably short time, circulations over 20,000 copies or annual gross revenues of over Rs. 12,50,000.

6. In my opinion, therefore, newspapers and periodicals belonging to groups and chains should qualify for classification as small newspapers or periodicals on the basis of the performance of each one separately.

(ii) CHAPTER XIV—*Newsprint*

The Committee has recommended that the State Trading Corporation should concert arrangements at port-towns for cutting reels into sheets, without extra charge to the newspapers, before shipment to destination. In my view, the State Trading Corporation cannot be expected to have newsprint in reels converted to sheets at its own cost. The STC handling of newsprint leaves much to be desired, but the Committee has not been fair in recommending a heavy financial burden on the STC without considering or indicating how the STC can bear this cost without passing it on either to its other customers or to the tax-payer in general in the shape of trading losses.

2. The STC already has some arrangements with its contractors for conversion of newsprint reels into sheets. It has been stated in evidence that such conversion is unsatisfactory in regard to uniformity of size, cleanness of edges and neatness of pile. It is also found to be wanting in the quality of packing materials and methods used. Sufficient evidence was placed before the Committee to show that import of reels for subsequent conversion in the country into sheets is not an economic proposition and its effects in the form of savings of foreign exchange are doubtful and, in any case, negligible. The £7 or £8 that has to be paid extra per tonne for supplies in sheets is not very much, considering that in the case of reels we have to pay for the core, wrapping, packing, etc., at the same price as for newsprint, whereas the price for sheets is quoted net.

3. When reels are received, they are found to be generally damaged on the top side and a few inches of the outer diameter have to be torn off as wastage. Again, cutting into sheets entails conversion waste which turns into newsprint dust or small trimmings. In the mills, the dust and trimmings are put back into pulp, but in India they are of no use.

4. Both sheet-users and reel-users have their own types of waste. The reel-user bearing more of his wastage in transit and the sheet-user bearing more of his wastage on the machine and while folding. When reels are imported and converted for sheet-use, the sheet-user bears both the high transit waste of reels and the high on-machine waste of sheets. No allowance seems to have been made by the Government for this double wastage. Sheet-users are generally small newspapers and they should be suitably compensated for quantities lost by import of reels.

5. In my view the import of reels for sheet-users is not economic and should not be resorted to.

(iii) CHAPTER VIII—*Communications and Transport*

In describing the postal facilities available to newspapers, the Committee quotes the Posts and Telegraphs Department on the legal interpretation of the term "in great part" to the effect that the published material therein other than advertisements should be more than 50 per cent. The definition of a newspaper as given in the Post Office Act has been subject to several legal actions and the Committee has not studied the judgements in those cases. There was evidence before the Committee that some newspapers have been advised that the words "in great part" do not necessarily mean the same as "in greater part" and that only the latter term can be said to signify more than 50 per cent. While the Committee has not given its comment on the explanation given by the Posts and Telegraphs Department, I believe in fairness to newspapers who hold different views, the Committee should have mentioned their interpretations as well.

2. Similarly, when describing postal rates for the transmission of registered newspapers, the Committee uses the terminology which has been, for some time past, used by the Posts & Telegraphs Department and says that "newspapers

enjoy certain concessions in the matter of postage payable on transmission of newspapers". In my view there is hardly any justification for calling these rates as concessional; they are merely "the" rates at which the Post Office transmits registered newspapers, and just as we do not say that post cards are carried at a concessional rate compared to letters or that inland letters are carried at a concessional rate compared to letters or that inland letters are carried at a concessional rate, we cannot speak of a concessional rate for newspapers. The Post Office is a public utility department, providing different types of services for different charges. The rate for transmission of registered newspapers is certainly lower than that for first class mail, but they are carried by the Post Office under certain restrictions. They have to be posted in bulk, on specified dates, at specified Post Offices, and are liable to be detained at any Post Office, whether of origin, destination or anywhere in between if the load of work so demands. First class mail suffers no such handicaps. Naturally, therefore, first class mail pays a higher rate and newspapers pay a lower rate. I am not prepared to call this a "concession" because of the danger that a concession can be withheld or withdrawn from any single recipient or any class of recipients at the will of the person or department giving that concession. I consider a lower postage rate for newspapers a matter of right and not a matter of concession.

By Shri Hayat Ullah Ansari

CHAPTER III—*The small Newspaper/Periodical and its Definition.*

If we want to help the small newspapers we should not be too generous in raising the ceiling of the dailies too high and thus bring too many papers within the scope, otherwise the little amount of facilities which the Government can afford will be distributed in a very large circle and they will become quite insignificant.

Luckily there are certain physical conditions which denote what the ceiling should be.

There is a turning point in the life of a daily. It is when it crosses the circulation of 10,000 copies, because then it has to switch over its printing from a flat bed machine to rotary and accordingly has to bring many changes in its set-up. There are very few papers which can afford to invest so much money when required and bring out such changes without government help. So we have to fix the ceiling above a circulation of 10,000 copies daily.

After considering the evidence I have come to the conclusion that if a paper is well managed and well edited, it can become self-supporting at a circulation of 15,000. Therefore, I would recommend that as far as dailies are concerned, the ceiling should be fixed at 15,000 copies or the income suggested by the Committee.

SUPPLEMENTARY NOTE BY SHRI JOACHIM ALVA IN REGARD TO THE CHAPTER ON ADVERTISEMENTS

The Report of the Enquiry Committee on Small Newspapers analyses the various ills and the maladies from which small newspapers are suffering, and also makes certain recommendations for their remedy. Some of these recommendations are meant for immediate application; others are long-term measures. In this note I want to draw attention to certain unfair practices which the advertising agencies are following.

Advertisements are an indispensable source of revenue for newspapers. In fact, a newspaper is the only commodity in the world which is sold at below its production cost, the difference being made up largely by the advertisement revenue. There are two sources of advertisement revenue for Indian newspapers (1) advertisements from the Central and State Governments and Government undertakings, and (2) those from the commercial advertisers. The Report deals at length with the question of advertising by Government departments. In regard to the advertisements by commercial advertisers, it has been made out that the commercial advertiser is not making use of the small newspapers and periodicals because he is interested mostly in his commercial returns. I concede that this may be so, but we have to see what part is played by the advertising agencies which handle most of the advertising budget of the national advertisers. The big advertising agencies, especially the foreign ones have never lifted their finger to assist small newspapers. Evidence has been placed before us that some of the advertising agencies negotiate and settle rates with small newspapers at lower than the trade rates. We are told that this is the practice with some of the advertising agencies, including one of the principal advertising agencies which advertises its wares all over the country. I am afraid I see no justification for the advertising agencies to negotiate a rate at lower than the trade rate.

Lintas is well known in Indian journalism for bargaining rates. It is altogether an unhealthy practice and Lintas with thick international business associations should have been the last agency in India to indulge in such practices. Lever Brothers is the world's largest trading agency. It has enormous resources at its disposal. But Lever Brothers have lavishly poured money on the advertising world of India and pushed up its sales. Competition has been unfair and still for the last several years their advertising agency meant to advertise Lever Brothers products is now slowly entering into the trade by accepting other advertisers who should go to real Indian advertising firms.

Sometime or other Government will have to institute an enquiry into the history and conduct, policies and practices of the advertising agencies, especially of the foreign ones in India. If Government had respected the resolution moved by Shrimati Violet Alva in the Rajya Sabha nearly or over a decade ago and which was unanimously accepted by the House and also by the Government that Government advertising should be handled only by Indian advertising agencies, many of the objections could have been removed but today the Government of India or the public sector bodies are utilising foreign agencies for advertising especially Hindustan Steel and Air India. It is time that Parliament looked into this matter.

One is compelled to criticise methods followed by the Directorate of Advertising of the Government of India. They must not follow any practices which were first made respectable by the foreign advertising agencies in India. Government must accept the rates of newspapers as laid down in their advertisement cards or schedule—nothing less and nothing more—Government should not bargain and how can Government put down evil practices followed by other agencies especially the foreign ones, if Government itself does not come out of it all with irreproachable conduct.

We have further been told by the advertising agencies that small newspapers themselves offer lower rates to canvass business. What justification is there for the advertising agencies demanding or even accepting offers for lower advertising rates. It is an exploitation of the weaker limb of society.

Not only that, small Newspapers are made to pay a higher commission, in some cases 25 per cent. or more. Whereas the bigger newspapers which are members of the Indian and Eastern Newspaper Society have to pay only 15 per cent. commission, small newspapers which cannot afford to pay even the membership fee of the Society, are called upon to part with as much as 25 per cent. commission.

Advertising agencies do not pay small newspapers in time. In some cases, they hold up their bills for as long as five or six months. This is certainly very hard on small newspapers with poor resources and living from hand to mouth. We were also told that at times when a small newspaper was hard pressed for funds, the advertising agencies offer to make the payment at 10 per cent. or 15 per cent. rebate over the billed amount. This is further exploitation. This is possible because the advertising agencies, which control most of the commercial advertising, are a very well knit, tight, organised body. It is distressing to know that Government has not so far stepped in. We do not know whether this matter has come to the notice of the Advertising Council whose function *inter alia* is to regulate the code of ethics in advertising. Some of the maladies of small newspapers can be redressed satisfactorily if only the advertising agencies learn to behave in a proper manner.

SUPPLEMENTARY NOTE BY SHRI PREMNARAYEN INDARNARAYEN IN REGARD TO THE CHAPTER ON ADVERTISEMENTS

I would like to state at the outset that this is not a note of dissent but merely to clarify any misunderstanding or misapprehension that may arise regarding the national advertiser. I would like to make it clear that I am generally in agreement with my colleagues on the various recommendations made by the Committee. In our Report on page 180 para 23·2 it has been stated: "There is a widespread complaint that the national advertisers do not place advertisements in an adequate volume in small newspapers for advertisement. There is some element of truth in it".

In fairness to the advertising profession and above all in the interest of the small newspapers themselves, I would like to elucidate as to why the national advertiser places a larger volume of advertising with the bigger papers in comparison to the smaller ones. In this connection it would be necessary to examine the *modus operandi* of the advertiser and the advertising agencies on the selection of media.

The commercial advertiser advertises for commercial gains. He does it for selling his wares and for increasing his market. The advertiser in consultation with his advertising agency has therefore to determine where the buyer of his products will be found. In order to do so he has to take into account various marketing factors, such as income groups, buying habits, standard of living and other aspects of both his ready and potential market.

These and other relevant questions have to be carefully examined and properly assessed to determine the right market for the product and the suitability of the media to provide quick and economical access to that market. The selection of media would vary from product to product and area to area. In fact, in several cases the media would vary in different marketing areas even for the same product.

Therefore various effective vehicles of communication have to be examined to arrive at a judicious selection of media which involves items such as press, cinema, hoardings, posters, point of sale, dealer aids, stickers, etc.

The cost of all these media constitutes the advertising budget of a manufacturer. He must break down his budget to cover each need adequately and each media must assure a safe economical return. The advertising agency as consultants have to recommend with due analysis the best medium for promoting the sales of its clients' products. They determine the media *ie.*, cinema, outdoor or press—either one or a combination—that will afford the safest investment for their client. The bulk of advertising generally is channelled through the Press in India mainly because it usually affords the cheapest means of advertising and reaching the largest audience.

However, no advertiser can afford to use all the papers. It has been estimated that it would cost Rs. 5 lakhs a year for one insertion a month in only 4 or 5 papers in each State.

Thus, he has to ascertain which papers will give him the most readers for his product. Metropolitan towns provide the most fertile markets for consumer

products. The purchasing power and buying habits of the people are found here in much higher percentage than in the semi-urban and rural market with comparatively limited potential. Therefore, the advertiser employs metropolitan papers as the medium to tap his market.

Due to these factors more advertisements flow into the columns of the bigger papers. However, at this point, I would like to strike a note of optimism for the small newspapers. As a result of the planned economic development, the so far stagnant rural sector is gradually catching up with the changing and growing urban sector. The transformation is more pronounced in the regions surrounding the projects under the five year plans.

Small newspapers have been benefited from such development in the sense that the volume of advertisements placed in such papers has definitely increased during the last 5 years and will continue to do so at a faster rate in the near future as the impact of economic development penetrates deeper into the rural sectors.

Further, the buying habits will inevitably change as townships grow and distances are reduced by means of better roads and rail links, facilitating travel of the people from rural areas to cities. Therefore, small newspapers in the near future can be assured of a bigger volume of advertising support from national advertisers. However, I would like to repeat the advice given by the Committee to the small newspapers. They should take steps to make their format more presentable, provide adequate marketing data, besides, as suggested in our report, they should tap local advertisers and sell to them the importance of advertising. In short, they must build up their image as influential Community organs by catering to the needs of the local people, and highlighting local events, State development schemes, thus identifying themselves with the region of their circulation.

It may be contended that Government spends public money and therefore also has to be selective in its choice of media. This is true; but the public funds have to be utilised for public benefit. The objectives of the majority of the Government campaigns are primarily to inform and educate the masses about its plans, programmes and activities. Therefore, the Government has to beam its message at the maximum number of people and to all sections of the population—unlike the commercial advertiser who has to reach only a specific section of the population. The bulk of India's population stays in the rural areas, and it is this section which needs to be told in greater measure than done hitherto about the projects and the social and economic developments. The small paper will be an ideal vehicle for mass communication in the rural areas for such campaigns.

Finally, I would like to reiterate, what is stated in our report, to stress that the advertising budgets of the Central and State Governments should be considerably stepped up in keeping with the higher outlays on the five year plan, on the one hand, and on the other, the task of reaching the millions spread over a vast area. It is time that the Government should step up its advertising to bring about an awareness of the economic and social revolution taking place in the country and to generate in the masses an enthusiasm for participating in a greater measure in the nation's progress.

SUPPLEMENTARY NOTE BY SHRI DURGA DAS

This brief note is intended as a supplement to the Report. The key to our thinking is to be found in the second chapter of the Report headed "Perspective". This note is by way of a pendant to it, recording as it does observations and conclusions distilled from my professional experience spread over forty-six years.

A lesson I have learnt and cherished all through this long association with Journalism is one that Mr. K.C. Roy, the pioneer of news agency work and political commentary in this country, always dinned into the ears of his principal aides: Help the small newspapers to equate themselves with the more prosperous (in those days the Anglo-Indian). The giant Indian papers of today, it must be remembered, were then modest organisations, and they were given assistance by the A.P. I. by way of lower tariffs as well as syndicated political news and comments at a low cost, which its senior staff supplied to such newspapers as the Hindu of Madras, The Amrita Bazar Patrika of Calcutta, The Tribune of Lahore (now Ambala), The Leader of Allahabad, The Hindustan Times of Delhi, and the now defunct Bombay Chronicle and the Indian Nation of Patna.

Circumstances have changed considerably, of course, but the need for helping the small newspapers of today is even more pressing than it was in the "twenties".

It is unfortunate, in this context, that the Governments in India perhaps unconsciously show a bias in favour of the big newspapers, the metropolitan Press and foreign correspondents. This is a hang-over from the days of British rule when the cream of everything was reserved for the giant Anglo-Indian papers. Today, for instance, when a party of journalists is assembled for coverage of important events, whether outside or inside the country, it is the representatives of the mammoth papers and the leading news agencies who are included at all costs. The claims of the smaller units are very often brushed aside. I speak from experience, for I have been on both sides of the fence.

There is yet another matter in which our Governments tend to cling to the tradition of favouring the section of the Press which toes the Government line. The consequences of this are obvious. Such discrimination affects the professional and economic interests of the journals and journalists concerned.

By and large, politicians in free India do not seem fully to appreciate the role of the Press as the medium for free and unfettered debate in a democratic society. This attitude may be traced to historical reasons. It has to be borne in mind that during the struggle for independence the Press was their most powerful ally; it gave them a build-up in the national interest and often newspapermen gave legislators the stimulus and inspiration for matters to be ventilated in their respective legislative forums.

With the advent of independence the Press assumed the more natural role in a free society of assessing events and policies on their merits. This was not always in conformity with the thinking of politicians. Here was something that those in power did not take kindly to. Besides, newspapermen, for their part, had begun to look upon their vocation as a career, not as a mission, as in the golden days of the freedom struggle.

Whatever the reasons, the fact remains that, on the one hand, politicians do not hold journalists in the esteem they are normally entitled to ; and, on the other, newspapermen have begun freely to question the professional competence of some of our politicians. This is an unhappy state of affairs.

Apart from these psychological factors is the economic one, the continuous struggle for higher wages and other privileges has also tended to sharpen the division of the Press into rival groups—the proprietary interests versus the working journalists. This struggle has tended to weaken the profession as a whole vis-a-vis the politician.

Against this background it is not surprising that the development of the Press as a vital medium of mass communication should have suffered neglect at the hands of our Planners.

Given this attitude of laissez faire, it is small wonder that the viable units in the country's Press became increasingly stronger and the struggling ones increasingly weaker.

The situation was worsened by Government's restrictive policies in regard to newsprint, import of machinery and allocation of funds for advertisement. Worse than widening the gulf between the giants and the weaklings, it encouraged irresponsible journalism.

Granting that the balanced progress of the Press as a whole is imperative for the healthy growth of democracy, the obligation that devolves on the authorities, from the head of the Government to those at the district and Panchayat level, to assist the development of small newspapers becomes crystal clear. For this what is needed on the part of the authorities is, first, a cooperative attitude, in spite of differences of outlook, and then an unremitting effort to ensure that the Press gets the tools it cannot do without, and the journalists the training that equips them for their chosen profession.

It is imperative for the purpose of fostering this cooperation that politicians should lay aside much of the unhelpful thinking that now prevails in relation to the Press. This would serve to remove the wall between the politician and the journalist who are both engaged in a common endeavour—to keep their ears to the ground, to reflect and mould the views of the mass of the electorate and of the growing newspaper-reading public.

The Bill to set up a Press Council has come none too soon. Much, however, will depend on how the body is manned and on how it functions. It will be helped enormously if professional organisations are encouraged to broaden the base of their membership and become live bodies instead of subsisting as many do largely on paper.

Another lacuna in the Indian Press is our failure to organise global news and feature services as a national enterprise. How much this lapse has cost us is evident from the manner in which India's image suffered during the Indo-Pak conflict of August-September 1965. Slanted despatches by foreign agencies and correspondents presented India in a very poor light; Pakistan, the aggressor, being projected as the innocent victim.

There is much to do and so little time to do it in. Imaginative leadership can help fill the wide gaps in the armoury of an India fighting the battle on the public relations front.

The imperatives to be clearly borne in mind are obvious. Journalism it should be realised, provides the forum for cross fertilization of ideas in a democracy. On the one side, it keeps Government informed about what is happening in the country and about the trends of public opinion; on the other, it enlightens the people about Governmental measures for their welfare and security.

The success of the measures advocated by the Committee will depend on the equation leaders of public life establish with journalists and the depth of communication between the people and their chosen representatives this helps to promote.

Indian democracy has just cut its teeth. It will need a free and vigorous Press to help it attain maturity. The small newspapers, comprising as they do nearly 90 per cent. of all publications, must constitute the main instrument of this transformation.

SUPPLEMENTARY NOTE BY SHRI HAYAT ULLAH ANSARI IN
REGARD TO CHAPTER ON TRAINING FACILITIES FOR STAFF

The Enquiry Committee on Small Newspapers has recommended that facilities of training of Katibs should be provided in the Polytechnic Schools and that training in Urdu calligraphy should be standardised. I feel that this point requires some elaboration.

Urdu calligraphy was standardised centuries back when the problems of printing and newspapers were not known. They took the breadth of the nib as a unit and fixed the dimensions of the letters through it. Now if we replace that measurement by graph-paper it would be more helpful as the writings of different Katibs would not look much different from each other.

There is also a problem of the joints of the letters. The joints in vogue make the lines go up above and down below too much. Sometimes 'Meem' goes down below so much as to encroach upon the next line and likewise sometimes the 'markaz' goes so high that it touches the line above. If suitable changes are made in the joints they will make the lines of Urdu writing look better and would occupy less space.

APPENDIX I

Chapter I, Para 6·1)

ENQUIRY COMMITTEE ON SMALL NEWSPAPERS
C/o MINISTRY OF INFORMATION AND BROADCASTING

Central Secretariat
North Block,
New Delhi,
August 25, 1964

No. 1/6/64-ECSN

Sir,

As you may be aware, the Government of India in the Ministry of Information and Broadcasting have appointed an Enquiry Committee on Small Newspapers to enquire into the present conditions of small newspapers and periodicals in the country and to make recommendations on the steps to be taken by Government for the development of such newspapers/periodicals. A copy of the Government of India Resolution dated the 12th May 1964 is attached.

2. The Enquiry Committee on Small Newspapers have, for the purpose of their enquiry, defined small newspapers/periodicals as follows :—

DAILIES (INCLUDING BI-WEEKLIES AND TRI-WEEKLIES)

- (i) Newspapers with circulations upto 15,000 copies published from towns with population exceeding 3 lakhs ;
- (ii) Newspapers with circulations upto 10,000 copies published from centres with population less than 3 lakhs.

PERIODICALS

Weeklies, fortnightlies and monthlies with circulations upto 5,000 copies.

3. The Enquiry Committee have drafted a Questionnaire, a copy of which is enclosed. The Committee will be grateful if you would be so kind as to study the Questionnaire and to give answers to the questions therein as comprehensively as possible. The documents asked for therein may also kindly be supplied, if available. You may answer such of the questions as you are able to do on the basis of facts and information available—known to you. You are requested, in particular, to offer your comments on the definition of small newspapers and periodicals as proposed by the Enquiry Committee. If you have any alternative suggestions to make, you may kindly forward them with full justification.

4. The information received in response to the Questionnaire will be treated as *confidential*, and Government have already been informed of it.

5. If in addition to furnishing information in response to the Questionnaire, you would also like to tender oral evidence before the Enquiry Committee, you may kindly indicate this fact.

6. Since the Enquiry Committee is working to a tight time schedule, it would be appreciated if your information is sent to the Secretary, Enquiry Committee on Small Newspapers, at the above mentioned address, so as to reach him not later than September 30, 1964. Two copies of your replies may please be supplied, if possible.

Thanking you for your kind cooperation.

Yours faithfully,

(D. R. KHANNA)

Secretary

No. 28/2/64-IP.

GOVERNMENT OF INDIA

MINISTRY OF INFORMATION AND BROADCASTING

New Delhi, the 12th May, 1964

RESOLUTION

The question of making an enquiry into the difficulties and problems facing small newspapers, especially those published in the languages mentioned in the VIII Schedule to the Constitution of India, with a view to ameliorating their position, has been engaging the attention of the Government of India for some time. The Government of India have now decided to set up an Enquiry Committee on Small Newspapers, consisting of non-officials, to make an investigation into the matter and to advise Government on the measures to be taken for assisting the small newspapers published in various languages.

2. In pursuance of the above decision, the Government are pleased to appoint the following persons as Members of the Enquiry Committee:—

Chairman

1. Shri R. R. Diwakar, M. P.

Vice-Chairman

2. Shri A. D. Mani, M.P.

Members

3. Shri A. R. Bhat, President, Indian Languages Newspapers Association, Bombay.
4. Shri Joachim Alva, M.P.
5. Prof. Hiren Mukerjee, M.P.
- *6. Shri Benarsi Das Chaturvedi.
7. Shri Premnarayen Indernarayan, President, Advertising Agencies Association of India, Bombay.
8. Shri Durga Das, India News and Feature Alliance, New Delhi.
9. Shri Hayat Ullah Ansari, Qaumi Awaz , Lucknow.

3. The Committee shall enquire into the present conditions of small newspapers and periodicals in the country and make recommendations on the steps to be taken by Government for the development of such newspapers.

4. The Chairman will have power to co-opt additional members and to invite such officials and non-officials to attend the meetings of the Committee as he considers necessary.

5. Membership of this Committee will be honorary, but non-official members will be entitled to travelling and daily allowances in accordance with the Ministry of Finance, Department of Expenditure O.M. No. 6/26/E.IV/59, dated September 5, 1960 as amended from time to time.

6. The Committee will meet as often as considered necessary. The headquarters of the Committee will be New Delhi, but the Committee may visit such other places as it deems fit.

7. The Committee will evolve its own procedure.

8. The Committee will commence its work as soon as possible and submit its report to Government within six months.

ORDER

Ordered that a copy of this Resolution be published in the Gazette of India for general information.

Sd. NAGENDRA SINGH,
Special Secretary to the Govt. of India.

*Since resigned. Replaced by Shri M. Yunus Dehlvi, Editor, Shama, New Delhi.

ENQUIRY COMMITTEE ON SMALL NEWSPAPERS

APPOINTED BY

MINISTRY OF INFORMATION AND BROADCASTING

Central Secretariat, North Block, New Delhi.

QUESTIONNAIRE

Addressed to Newspapers and Periodicals

A. GENERAL INFORMATION

1. Name of the Newspaper/Periodical (in block letters).
2. Place where published and territory of circulation.
3. Name of the press at which the publication is printed.
4. Language of the publication.
5. Periodicity—
 - (a) daily/tri-weekly/bi-weekly/weekly/fortnightly/monthly.
 - (b) if a daily, total number of publishing days during the week.
6. General nature of the contents of the publication.
7. Date of establishment and whether it has been continuously published.
8. Has the publication any branch office for collection of advertisement and/or sale of the newspaper/periodical ?

B. CONTENT

1. Average area in square inches of a page of the publication.
2. (i) Average number of columns in a page.
(ii) Average height of columns in a page.
3. What is the average number of pages including supplement, if any, per issue ?
4. What has been the average number of pages per publishing day during the years 1957 and 1963 ?
5. Give reasons for variation or lack of variation in the average number of pages per publishing day during the period 1957—1963.

C. FINANCIAL POSITION

1. Name(s) and address(es) of the owner(s) who has/have a controlling interest in the newspaper/periodical.

2. Please attach copies of (i) audited Balance Sheets, and (ii) audited Trading and Profit and Loss Account of your establishment (in respect of units in India in the case of foreign news agencies) as in the specimen forms in Appendices I and II or in the form as near thereto as possible for the years 1961, 1962 and 1963.

3. Please give the following particulars :

- (i) Cash paid-up capital at the start of the newspaper/periodical.
- (ii) Present paid-up capital, showing separately capitalisation of reserves (including free bonus shares), if any, during the years 1961, 1962 and 1963.

4. Has the publication been economically viable during the last five years/ during the period of its existence, if shorter. If not, what, in your opinion, are the factors which militate against it and what steps, in your opinion, should be taken by Government to help small newspapers and periodicals in the matter of attaining economic viability ?

5. Please mention difficulties (including financial), if any, experienced by you—

- (a) on starting the newspaper/periodical ;
- (b) in running it.

D. PRINTING MACHINERY

Please supply the following information in respect of printing, composing and other types of machinery in use, if the press is owned by the newspaper/periodical itself.

1. Name of the department.
2. Details of machinery available.
3. Year of manufacture.
4. Year of purchase and cost.
5. Year of installation.
6. Maker's name.
7. Present condition of the machinery.
8. What part of the production capacity is used for the production of the newspaper/periodical ?
9. What are your present requirements of different types of printing machinery (a) for replacement, and (b) for development ?
10. Did you apply for an import licence for printing machinery required for replacement and/or development for your press ? Information for 1961, 1962 and 1963 may be given.
11. Were you issued an import licence? If so, for what value and when during 1961, 1962, 1963 ?

12. Did you utilise the import licence granted to you ?

13. If you were unable to utilise the import licence in full or in part, please indicate reasons for non-utilisation, including difficulties, financial or otherwise, if any.

14. Do the premises housing the newspaper/periodical and the equipment used by it belong to the newspaper/periodical ?

15. If the premises are not owned by the newspaper/periodical, what is the monthly rent paid ?

16. Does the press undertake other work, that is, work other than printing etc. of the newspaper/periodical ?

17. If it does undertake other work, please fill in the following table :—

Other Work	Turnover			Remarks if any
	1961 Rs.	1962 Rs.	1963 Rs.	
(i) Other newspaper(s) printed				
(ii) Other periodical(s) printed				
(iii) Work other than those at (i) and (ii) above				

18. If the newspaper/periodical is not printed at its own press, please—

- (a) give the name and address of the press ;
- (b) the name and address of its proprietor ;
- (c) the average monthly bill for printing charges during 1961, 1962 and 1963;
- (d) give a description of the machinery as in questions (1) to (7) in this part ;
- (e) mention difficulties, if any, experienced in this arrangement.

E. NEWS SERVICE

1. Do you subscribe to the service of a news agency ? If so, please name the agency/agencies.

2. Category of service subscribed to.

3. Monthly subscription.

4. Amount paid for such services during the years 1961, 1962 and 1963.

5. (a) Do you maintain any staff correspondents and/or stringers ?

(b) (i) If so, how many ?

(ii) Which are the stations where they are posted ?

6. Do you find the news service of the news agency/agencies useful? If not, what, in your opinion, are the shortcomings, if any? What remedial measures would you suggest?

7. What arrangement do you have for translation of the news services in the language of the paper? What betterment in this field would you suggest?

8. Would you prefer to have news service in your own language or in Hindi, if *that* is not the language of your paper?

9. What, in your opinion, should be done at Government level to improve news services to small newspapers and periodicals, particularly in Indian languages?

10. Please state the expenditure on the maintenance of staff correspondents/stringers.

11. (a) Do you receive any information services from Central/State Governments? Please describe the nature of such services.

(b) Please state whether you find that the services meet your requirements. If not, please indicate their shortcomings.

12. (a) Do you receive any information services from foreign embassies in India and have they offered any assistance to your paper? If so, please indicate the names of the embassies from which you receive the services and the nature of assistance offered.

(b) Do you find them useful? What use do you make of these services in your regular issues or special supplements?

13. Do you make use of any other source of news service, e.g., news bulletins of AIR and do you acknowledge the source? Has any objection been raised to your using AIR bulletins?

14. Do you own a teleprinter circuit? If so, please indicate the circuit(s) allotted to you? What is your experience of working of the teleprinter circuit(s).

15. (a) Do you subscribe to any feature (including comics and cartoon strips) services of feature syndicates—Indian or foreign? What was the subscription paid in 1961, 1962 and 1963?

(b) If so, please name the syndicate(s), the nature of the articles received and state whether you find the services useful.

16. Do you receive feature articles from Central/State Governments? If so, do you find them useful?

17. What, in your opinion, should be done at Government level to help expansion of the feature services in the country?

F. PHOTO SERVICES

1. Is your newspaper/periodical illustrated?

2. Do you maintain your own staff photographers? If you do, please say whether they are employed on whole time/part-time basis.

3. Please indicate the stations where such photographers are located.

4. Do you have a complete photographic dark room? Is photographic material like films, etc. easily available to you at controlled rates? Do you get an import licence for these requisite materials? If you had applied in the past, on what grounds was your application rejected?

5. Do you receive photographs from private photo agencies? If so, name the agency/agencies and state whether you find their services useful.

6. Do you receive photographs from Central/State Governments? If so, do you find them useful?

7. Do you receive photographs from foreign embassies in India? If so, please give the names of the embassies and state whether you find them useful.

8. What, in your opinion, should be done at Government level to improve the facilities in this regard?

G. BLOCK MAKING FACILITIES

1. Have you got your own block processing facilities? If not, what is the reason for not having such facilities?

2. Do you get blocks from Central/State Governments? If so, do you find them useful?

3. Do you receive blocks from foreign embassy sources and do they request you to publish them on payment? If so, name these sources and indicate whether you find them useful.

4. What steps, in your opinion, should be taken at Government level to improve block processing facilities for small newspapers/periodicals?

H. EDITORIAL AND NEWS CONTENT

1. What is the proportion of material—national, state and local news—which you publish in your paper and what are their sources?

2. Does your paper take up local problems for editorial comments? If so, how often?

3. Has your paper been able to effect improvement in matters of public interest in your region by publishing news and comments, in your paper?

4. What is the nature of supplements issued by you on occasions like the Republic Day, Independence Day and Diwali?

5. Do you get any co-operation from district, local or the Union Government in producing special numbers or by offers of financial aid in any shape or form?

6. Do you issue supplements to cover functions of local significance? If so, what is the percentage of space devoted to these supplements?

7. How many supplements were issued by your paper in 1961, 1962 and 1963?

8. Do you cover in your paper proceedings of local authorities like Zila Parishads, Municipalities, and Panchayats ?

9. (a) What have been the significant changes, in your opinion, in public taste during the last five years ?

(b) Do your readers have a preference for a certain type of material, say, short story, literary articles, magazine features, book reviews and news of sensational character ?

10. Have the printer and publisher of your paper been prosecuted in a court of law for libel ? If so, on how many occasions during 1958—63 and with what result in each year ?

11. Has your paper been subject to a ban in respect of receipt of advertisements from Central/State Governments or Public Sector undertakings for any period during 1958—1963 ?

I. CIRCULATION

1. Average number of copies printed per publishing day as on 31st December 1963.

2. Average number of copies sold (*i.e.* the number of copies for which the agents of the publishers have accepted responsibility to pay) per publishing day as on 31st December 1963.

3. Average number of copies distributed free (including complimentary, voucher, exchange, bonus, sample and office copies) per publishing day.

4. Retail selling price per copy—

(a) If the newspaper is for free distribution, please state that it is for 'free distribution'.

(b) If it has only annual subscription and no retail price, please state the annual subscription.

5. (a) Does your newspaper suffer from competition from other newspapers published in the same region or a different region?

(b) What is the nature of this competition, if any ?

(c) If this competition, according to your opinion, is not fair, please suggest what remedies are called for at Government level ?

6. (a) Are you a member of ABC ? If not, why not ?

(b) Have you ever applied for membership of ABC and, if so, with what results ?

7. If you are a member of ABC, do you find the rules and procedures of ABC satisfactory from your point of view ? Please give reasons for your opinion.

8. Please indicate increase in average circulation during the period 1959 to 1963.

9. Please indicate the area within which bulk of the copies published are sold (say within the radius of 75 miles from place of publication).

10. To what extent the territory covered by your newspaper/periodical has increased during the last five years ?

11. What is the potential for the growth of newspapers/periodicals in rural areas under the impact of the Five Year Plans and democratic decentralisation?

12. What are the impediments in the way of the growth of newspapers/periodicals originating in and/or circulating in rural areas?

13. What measures have you taken to increase circulation during the last five years ?

14. What are your means of communication for the distribution of newspaper/periodical ?

15. Does your newspaper/periodical have rail/postal facilities in the matter of distribution ? If not, please give reasons.

16. What measures, do you think Government should take to improve rail/postal/telegraph/teleprinter facilities for small newspapers/periodicals ?

17. What steps at Government level would you recommend to help small newspapers/periodicals develop their circulation ? Please draw attention to impediments that stand in the way and suggest remedies.

J. DISTRIBUTION/SALES

1. What are the arrangements for the distribution/sales of the newspaper/periodical ?

2. What are the recognised trade terms for distribution to:

Agents

Hawkers

City retailers

Suburban retailers

Railway bookstalls.

3. What would you regard as the maximum commission which a small newspaper/periodical can afford to pay an agent, consistent with the economics of its operation ?

4. Has the newspaper/periodical any sole selling agent or special agents ? If so, has the newspaper/periodical any direct or indirect financial interest in the agency ? Could you suggest any improvement in the agency system ?

K. ADVERTISEMENTS

1. What was the average advertisement space per issue of the newspaper/periodical during 1961, 1962 and 1963 ?

2. Please give the following particulars for 1961, 1962 and 1963 :

(a) gross advertisement revenues including commission,

(b) net advertisement revenue,

(c) circulation revenue—

- (i) income from subscribers
- (ii) income from agents
- (iii) retail sales.

3. What were the advertising bad debts written off every year during the three years 1961, 1962 and 1963 ?

4. Do advertisers—Government and non-Government—settle your advertisement bills within 75 days of submission? If there are any delays, please indicate reasons thereof.

5. What suggestions would you like to make for early settlement of advertisement bills of newspapers/periodicals?

6. Please give details of your advertisement tariff for 1964.

7. Please state rates of commission you pay to advertising agents and canvassers.

8. Do you allow rebate to your advertisers? If so, state the rates and conditions.

9. What is the value of advertisement received by you separately from Central/State Governments, Zila Parishads, Municipalities, Panchayats, commercial houses, etc. during 1961, 1962 and 1963 ?

10. Please indicate the average proportion of advertising space to the total space in your newspaper/periodical during 1961, 1962 and 1963 ?

11. What is the value of total advertising space which was rejected in 1963 by advertisers and advertising agencies owing to—

- (a) faulty reproduction of advertisements, and
- (b) poor reproduction of advertisements.

12. Are advertisements in your paper subjected to any tax by a local authority ?

13. How many 'make good' insertions were given by your newspaper/periodical in 1963 ?

14. What, in your opinion, should be the criteria for the selection of media of advertisements by Central/State Governments, local bodies, commercial houses, etc.

15. Do you accept material for which payment or other consideration is received though not published as advertisements in the newspaper/periodical? What was the number of such offers in 1963 ?

16. What do you consider as an economic mille rate for newspapers with less than 10,000 circulation and what in your opinion should be the reduction in the mille rate after the circulation rises beyond 10,000 ?

17. Are different rates of advertisement justifiable for English and Indian language newspapers with approximately the same circulation and published from the same centre and circulating in the same region ?

18. What are your views on the relationship between mill rate and the cost of production of a newspaper/periodical?

L. PAPER SUPPLY

1. Please indicate the quantity of paper consumed by your newspaper/periodical during 1961, 1962 and 1963 of—

(a) newsprint, (b) news-glaze, (c) white printing paper, (d) art paper, (e) any other.

2. Please give reasons for variation, if any, in the figures in answer to (1) above.

3. From where do you purchase—

(a) newsprint, (b) news-glaze, (c) white printing paper, (d) art paper, (e) any other, if used?

4. What difficulties, if any, do you experience in obtaining supplies of paper?

5. Has the supply been regular, satisfactory and adequate? Is the price reasonable? Please give reasons for your reply.

6. Please state what steps should be taken at Government level to ensure regular and adequate supply of (a) newsprint, (b) news-glaze, (c) white printing paper, (d) art paper, (e) any other paper, at reasonable cost.

7. Please comment on the irregularity and inadequacy of the supplies during 1961, 1962 and 1963 giving reasons.

8. What quantity of NEPA newsprint did you use in 1961, 1962 and 1963? What is your experience of the quality of this newsprint?

M. STAFF

1. Please give information about the number of posts, pay scales, allowances, if any, and other amenities allowed in respect of your staff employed in the various departments such as news collection, editing, printing, advertisements, managerial, etc.

2. Is the staff employed qualified for the posts to which they are appointed?

3. How do you select your staff?

4. Do you find any difficulties in the recruitment of qualified staff? If so, please enumerate them.

5. What steps, do you think, should be taken at Government level to improve the quality and quantity of staff in the various departments of a newspaper/periodical?

N. CRITERIA

The Enquiry Committee on Small Newspapers has tentatively laid down the following criteria for the definition of a small newspaper/periodical ?
DAILIES (including bi-weeklies and tri-weeklies)—

- (i) Newspapers with circulations up to 15,000 copies published from towns with population exceeding 3 lakhs ; and
- (ii) Newspapers with circulations up to 10,000 copies, published from centres with population less than 3 lakhs.

PERIODICALS

Weeklies, fortnightlies and monthlies with circulations up to 5,000 copies.

Do you think the above criteria are satisfactory ? If not, please give reasons. What changes, if any, in the criteria would you recommend ? Please give reasons for your answer.

O. MISCELLANEOUS

Are there any other matters which are not covered by the foregoing questions which you would like to place before the Committee for their consideration ? Please enumerate them with such details and data as may be available.

DECLARATION

I do hereby certify that the facts given above are true to the best of my knowledge and belief.

Verified this _____ day of _____ 1964 at _____

Signature of the Proprietor/Managing Director/
Managing Editor/Trustee/Manager.

APPENDIX I

Balance sheet of _____ Ltd./Private Ltd. as on _____

*Liabilities**Assets*Share capital

Authorised

Issued

Subscribed

Reserves & SurplusSecured Loans

(Loans and advances from
Banks against securities)

Unsecured Loan

from Directors/Partners
from others

Current Liabilities and ProvisionsA. *Sundry Creditors*

Subscription received in advance

B. *Provisions*

Provisions for taxation etc.

Other Liabilities

Fixed Assets

(at cost less depreciation)

1. Goodwill

2. Land and Building

3. Plant and Machinery

4. Furniture and fittings

5. Motor cars, vans,
motorcycles, bicycles, etc.

6. Franking machine

7. Electric fittings

8. Typewriters

9. Cameras, etc.

Current Assets, Loans and AdvancesA. *Current Assets*

1. Stocks of paper/newsprints

(a) Imported

(b) Indigenous

2. Stocks of types, zinc, etc.

3. Stocks of printing material

4. Stocks of stationery

B. *Loans and Advances*

Advances recoverable

Security deposits

Profit and Loss Account

Profit and Loss Account as
per last balance sheet.

Add loss for the year.

APPENDIX II

Name _____ Trading and Profit and Loss Account for the year
ended _____

<u>Particulars</u>	<u>Amount</u>	<u>Particulars</u>	<u>Amount</u>
To opening stock		By sales subscription	
To Purchases :		By Advertisement receipts	
Paper, ink blocks, other materials.		By Printing, processing and other revenue	
To Electricity and water		By Miscellaneous income	
To salaries and wages :		By interest on investments	
Editorial staff		By closing stock	
Managerial staff		By net loss transferred to balance sheet,	
Press staff			
To Provident Fund contributions			
To purchase of and repairs to plant and machinery			
To printing charges :			
Block making			
Type casting, etc.			
To Honorarium to writers			
To Employees, State Insurance and other insurance			
To Rent, repairs to building, taxes			
To Postage, telegrams, telephones, etc.			
To Freight, cartage, etc.			
To Remuneration to Managing Director & Directors			
To Miscellaneous expenses			
To Depreciation on fixed assets			
To Bad Debts			
To Net Profit transferred to balance sheet.			

ON INDIA GOVERNMENT SERVICE

To

From :

Secretary,
Enquiry Committee
on Small Newspapers,
C/o Ministry of Information
and Broadcasting, New Delhi-1.

APPENDIX II

(CHAPTER I, PARA 6.2)

ENQUIRY COMMITTEE ON SMALL NEWSPAPERS:
 APPOINTED BY
 MINISTRY OF INFORMATION AND BROADCASTING:
 CENTRAL SECRETARIAT, NORTH BLOCK, NEW DELHI.

QUESTIONNAIRE

Addressed to News Agencies

1. Name of the news agency.
2. Place where the headquarters office is situated.
3. Place(s) where branch office(s) is/are situated.
 - (a) in India,
 - (b) abroad.
4. Date of establishment.
5. Ownership, management and control: Please indicate the name(s) of the person(s) who has/have a controlling interest in the news agency.
6. Please indicate the total wordage of service separately for categories of news services : (i) Indian sources, (ii) foreign associates as on 31st December 1963 and 1st July 1964.
7. Please furnish a list of your paid subscribers together with the rate of subscription for each subscriber.
8. Please indicate :
 - (i) various categories of subscribers and the total monthly amount contributed by them.
 - (ii) various categories of service provided by you.
 - (iii) rates of subscription for each service, whether the rate has been uniform for all subscribers.
 - (iv) average daily wordage in each category of service.
 - (v) total subscription realised for each category of service in 1963 from—
 - (a) newspapers;
 - (b) commercial firms;
 - (c) government departments, excluding All India Radio;
 - (d) All India Radio;
 - (e) other subscribers.

9. Please indicate the basis of your tariff for various services.

10. Do you supply service in Indian languages ?

11. If not, are you in a position to offer this service in Indian languages? If the answer is in the negative, what are the difficulties and what steps, in your opinion, should be taken by Government to meet these difficulties ?

12. Are you in a position to give a brief condensed news service to small newspapers/periodicals at lower rates ?

13. Have there been delays on the part of your subscribers in the payment of subscriptions for news service made to them ? If the answer is in the affirmative, please indicate broadly the categories of subscribers who have been largely responsible for delays in settlement of subscription bills.

14. How do you distribute your news ?

(a) by post;

(b) by telegram;

(c) by wireless;

(d) by cable;

(e) by teleprinter;

(f) by other means.

Have you experienced any difficulties in regard to (a) to (f) above and what improvements would you suggest ?

15. Please attach copies of balance sheets, trading and profit and loss accounts of your Agency for the years 1961, 1962 and 1963.

16. If there are difficulties and problems in the matter of supply of news services to small newspapers/periodicals, not covered by the above mentioned questions, you are requested kindly to enumerate them.

DECLARATION

I do hereby certify that the facts given above are true to the best of my knowledge and belief.

Verified this _____ day of _____ 1964
at _____.

Signature of Proprietor/Managing
Director/Trustee/Manager.

APPENDIX III

(CHAPTER I, PARA 6·2)

ENQUIRY COMMITTEE ON SMALL NEWSPAPERS

APPOINTED BY

MINISTRY OF INFORMATION AND BROADCASTING

CENTRAL SECRETARIAT, NORTH BLOCK, NEW DELHI

QUESTIONNAIRE

Addressed to Photo Agencies

1. Name of the Photo Agency.
2. Places where the headquarters office is situated,
3. Places where branch offices are situated:
 - (a) in India,
 - (b) abroad.
4. Date of establishment.
5. Particulars of ownership, management and control.
6. What type of clientele do you have among:
 - (a) newspapers and periodicals,
 - (b) embassies,
 - (c) firms,
 - (d) others.
7. Do you charge them uniform rate for the same service ?
8. What are the categories of subjects on which you distribute photos ?
 - (a) *News photos*—
 - (i) Indian,
 - (ii) Foreign.
 - (b) *Feature photos*—
 - (i) Indian,
 - (ii) Foreign.
9. What is the average number of copies of photographs distributed by you daily ?
10. What was the gross revenue derived from the supply of photographs in 1961, 1962 and 1963, separately ?

11. If outsiders supply photographs to you for further circulation, please state—

(a) who are they,

(b) how many photographs were accepted from them during 1963, and

(c) what payments were made to them by you and whether in Indian currency or foreign exchange.

12. Please attach copies of balance sheet and trading and profit and loss accounts for the years 1961, 1962 and 1963.

13. If there are any other matters which are not covered by the foregoing questions and which you would like to place before the Committee for their consideration, please enumerate them with such details and data as may be available.

DECLARATION

I do hereby certify that the facts given above are true to the best of my knowledge and belief.

Verified this _____ day of _____ 1964 at _____

Signature of Proprietor/Managing
Director/General Manager/Manager.

APPENDIX IV
 (CHAPTER I, PARA 6·2)
 ENQUIRY COMMITTEE ON SMALL NEWSPAPERS
 APPOINTED BY
 MINISTRY OF INFORMATION AND BROADCASTING
 CENTRAL SECRETARIAT, NORTH BLOCK, NEW DELHI
 QUESTIONNAIRE

Addressed to Advertising Agencies

1. Name of the Advertising Agency.
2. Where are the headquarters of the Agency situated ?
3. Place(s) where branch office(s) is/are situated.
4. Date of establishment.
5. Ownership, management and control.
6. Do you recommend small newspapers/periodicals to your principals for advertisement, and if so, whether your recommendations are accepted ?
7. What were the bad debts in respect of your accounts with your principals during 1961, 1962 and 1963 ?
8. What are the Agency's rates of commission for (a) members of the Indian and Eastern Newspapers Society, and (b) others, in respect of advertisements placed in newspapers/periodicals ? If there is any difference between (a) and (b), please state the considerations therefor.
9. What is the period of credit usually allowed to your agency for payment by members of the I.E.N.S. and by non-members of the I.E.N.S. ?
10. Within what period after submission of the bills, does your agency make payments to newspapers/periodicals who are not members of the I.E.N.S. ?
11. What is your total outlay on newspaper advertising ?
12. What is your total outlay on other media of advertisement ?
13. What is the total value of the advertisement space purchased by you in newspapers of circulation upto 10,000 and in periodicals upto 5,000 ?
14. What is the total value of the advertisement space utilised in English language and Indian language newspapers/periodicals ?
15. What is the total turn-over in other media ?
16. What was the total budget of your agency for booking of advertisement space in newspapers in 1961, 1962 and 1963 ?
17. Are there any other matters which are not covered by the foregoing questions which you would like to place before the Committee for their consideration ? Please enumerate them with such details and data as may be available.

DECLARATION

I do hereby certify that the facts given above are true to the best of my knowledge and belief.

Verified this _____ day of _____ 1964
at _____.

Signature of Proprietor/Managing
Director/Trustee/Manager.

APPENDIX V

(CHAPTER I, PARA 6·2)

ENQUIRY COMMITTEE ON SMALL NEWSPAPERS

APPOINTED BY

MINISTRY OF INFORMATION AND BROADCASTING

CENTRAL SECRETARIAT, NORTH BLOCK, NEW DELHI

QUESTIONNAIRE

Addressed to Feature Syndicates

1. Name of the Feature Syndicate.
2. Place where the headquarters office is situated.
3. Places where branch offices are situated :
 - (a) in India,
 - (b) abroad.
4. Date of establishment.
5. Ownership, management and control.
6. Please describe the categories of subjects :
 - (a) foreign,
 - (b) Indian (of national and state interest).
 on which you distribute features and articles to the Press.
7. What is the average daily wordage of matter distributed by you to the Press ?
8. Please state the gross revenue derived from the supply of articles/features sold by you in 1961, 1962 and 1963, separately.
9. What categories of subscribers do you have? Do you charge them uniform rate for the same service?
10. If outsiders supply articles and features to you for further circulation, please state—
 - (a) how many writers supplied articles/features in 1963;
 - (b) what payment you made to them.
11. Please attach copies of balance-sheet and trading and profit and loss accounts of the feature syndicate for the years 1961, 1962 and 1963.
12. Are there any other matters which are not covered by the foregoing questions which you would like to place before the Committee for their consideration? Please enumerate them with such details and data as may be available.

DECLARATION

I do hereby certify that the facts given above are true to the best of my knowledge and belief.

Verified this _____ day of _____ 1964
at _____.

Signature of Proprietor/Managing
Director/Trustee/Manager.

APPENDIX VI

(Chapter I, Para 9)

(List of towns visited)

Serial No.	Place of meeting	Dates of meeting
1	Srinagar	27th and 28th October 1964
2	Jammu	30th October, 1964
3	Jullundur	21st November, 1964
4	Ludhiana	22nd November, 1964
5	Jaipur	11th and 12th December, 1964
6	Nagpur	27th December, 1964
7	Raipur	28th December, 1964
8	Bhilai	29th December, 1964
9	Bangalore	12th and 13th January, 1965
10	Trivandrum	15th January, 1965
11	Madras	17th and 18th January, 1965
12	Cuttack	31st January and 1st February, 1965
13	Hyderabad	7th and 8th February, 1965
14	Bhopal	6th and 7th March, 1965
15	Agra	14th March, 1965
16	Lucknow	27th and 28th March, 1965
17	Varanasi	29th and 30th March, 1965
18	Patna	31st March and 1st April, 1965
19	Bombay	17th and 18th April, 1965
20	Poona	19th April, 1965
21	Ahmedabad	21st and 22nd April, 1965
22	Rajkot	23rd April, 1965
23	Bhuj	24th April, 1965
24	Calcutta	15th, 16th and 17th May, 1965
25	Gauhati	18th May, 1965
26	Shillong	19th May, 1965
27	Agartala	21st May, 1965
28	Imphal	22nd May, 1965
29	Delhi	17th to 25th June, 1965
30	Pondicherry	11th August, 1965
31	Goa	14th August, 1965

APPENDIX VII

(Chapter I, Para 9)

(List of Witnesses who appeared before the Enquiry Committee on Small Newspapers)

Serial No.	Name of Witness/Witnesses	On behalf of
SRINAGAR (October 27-28, 1964)		
1	Shri Sanaullah	Aftab, Srinagar.
2	Shri Triloki Nath	Daily Martand, Srinagar.
3	Shri Shyamlal Sharma	Desh, Srinagar.
4	Shri G.R. Arif	Hamdrad, Srinagar (Bi-weekly).
5	Shri G. R. Arif	Hamdrad, Srinagar (Weekly).
6	Shri Moti Lal	Young Kashmir, Srinagar.
7	Shri Mubarak Shah Qadri	Rebnuma, Srinagar.
8	Shri S.A. Shamim	Ayeena, Srinagar.
9	Shri Mohiudin	Rahbar, Srinagar.
10	Shri Tasir	Muhafiz, Srinagar.
11	Maulvi Mohammed Noor-ud-Din	Muslim, Srinagar.
12	Shri S. N. Razdan	Prakash, Srinagar.
13	Shri Tirath Kashmiri	Jyoti, Srinagar.
14	Shri Shafi Shamnani	Zamindar, Srinagar.
15	Editor	Sartaj, Baramula.
16	Lala Sham Lal Saraf, M.P. .. ..	.. ..
17	Shri G. D. Sharma	Director of Information, J. & K. Govt.
18	Shri P.R. Chona	D. P. I. O., P.I.B., Srinagar.
19	Shri Chaudhury	Director of Tele-communications, Srinagar.
20	Shri N.L. Wattal	Khidmat, Srinagar.
21	Shri S. Banerji	Divisional Commissioner, Srinagar.
22	Shri A. M. Tariq	Minister for Information and Tourism, J. & K. Govt.
JAMMU (October 30, 1964)		
1	Shri Mulk Raj Saraf	Correspondent, Hindustan Times, Jammu.
2	Shri V. I. K. Sareen	Correspondent, Indian Express, Jammu.
3	Syed Nazir Hassan Samnani	Sandesh, Jammu.
4	Shri A. N. Malhotra	Ujala, Jammu.
5	Shri Ravindra Chaudhuri	President of the Chamber of Commerce, Jammu.
6	Major V.P. Puri	Incharge, P.I.B. Office at Jammu.
7	Representative	Sharda, Jammu.
8	Do.	Kashmir Sandesh.
9	Do.	Young Organiser.
10	Do.	Adarsh.
11	Do.	Raftar.
12	Do.	Inkshaaf.
13	Do.	Chand.
14	Do.	Sach.
15	Do.	Kashmir Transport.
16	Do.	Kashmir Times.
17	Do.	Aman.
18	Shri Gopal Datt Mengi, M.P. .. ..	.. ..
19	Thakur Sehdev Singh	District Magistrate.
20	Shri Bharat Bhushan	Divisional Commissioner.

Serial No.	Name of Witness/Witnesses	On behalf of
JULLUNDUR (November 21, 1964)		
1	Shri Sadhu Singh Hamdard ..	Ajit, Jullundur.
2	Shri Shadi Singh ..	Akali Patrika, Jullundur.
3	Shri Mohan Singh ..	Jathedar, Jullundur.
4	Shri Jagjit Singh Anand ..	Nawan Zamana, Jullundur.
5	Shri Karam Singh Zakhmi ..	Quami Dard, Jullundur.
6	Editor	Ranjit, Patiala.
7	Shri Ram Kishen ..	Chief Minister, Punjab.
8	Shri Kewal Puri ..	Hindi Milap and Urdu Milap, Jullundur.
9	Shri Mohar Singh ..	Daily Prabhat, Jullundur.
10	Shri Lalit Mohan ..	Vir Pratap, Jullundur.
11	Shri Virendra ..	Pratap, Jullundur.
12	Shri Pritam Ziai ..	Pradeep, Jullundur.
13	Shri Romesh	Hindi Samachar, Jullundur.
14	Shri R. K. Sharma ..	Hindustan, Jullundur.
15	Shri Vijay Sethi ..	Punjab Gazette, Jullundur.
16	Shri Sardara Singh ..	Punjab Cooperation, Jullundur.
17	Shri L.R. Bailey ..	Bheem Patrika, Jullundur.
18	Shri T. S. Bagi ..	Azad Bharat, Jullundur.
19	Shri Ishar Singh ..	Socialist, Jullundur.
20	Shri Onkar Singh ..	Touchstone, Jullundur.
21	Editor	Quomi Swatantra, Amritsar.
22	Shri Krishan Lal Dhal ..	Hindu, Jullundur.
23	Shri Tarlok Singh ..	Hani, Jullundur.
24	Shri K.L. Virmani ..	Trade Observer, Jullundur.
25	Shri Brij Lal ..	Motor Transport Worker, Jullundur.
26	Shri Avtar Singh ..	Sada Jug, Jullundur.
27	Shri Harbhajan Singh Gill ..	Guru Vidya, Jullundur.
28	Shri Surinderjeet Singh Surjeet ..	Siyasi Duniya, Jullundur.
29	Shri Bhajan Singh ..	Working Journalist.
30	Shri Gianendar	Do.
31	Shri Naranjan Singh Parwana ..	Do.
32	Shri Devgun	Do.
33	Shri R. P. Garg ..	Chief Parliamentary Secretary, Punjab.
34	Shri H.C. Khanna ..	Director of Information and Publicity, Punjab Government.
35	Shri Rajendra Sareen ..	Deputy Director of Information and Publicity, Punjab Govt.
36	Shri H.K. Mittoo ..	Director of Publicity, Himachal Pradesh Govt.
37	Shri K. Darshan ..	Itfaq, Amritsar.
38	Shri Harbhajan Lal ..	Amritsar Udyog, Amritsar.
39	Shri R.D. Somani ..	Post Master, Jullundur.

Serial No.	Name of Witness/Witnesses	On behalf of
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LUDHIANA (November 22, 1964)

1	Shri Balwant Rai Ahluwalia	.. President, District Bar Association, Ludhiana.
2	Shri K.K. Adya	.. .. President, Hosiery Manufacturers' Federation, Ludhiana.
3	Shri T. R. Mohindra	.. .. Samaj, Ludhiana.
4	Shri K. Sharma	.. .. Agitator, Ludhiana.
5	Shri Amar D. Bhatia	.. .. Tarjuman, Ludhiana.
6	Shri Babu Ram Sharma	.. .. Sadaquat, Ludhiana.
7	Shri Paras Ram Tyagi	.. .. Rohjan, Ludhiana.
8	Shri R. Diwan	.. .. Evening News, Ludhiana.
9	Shri H.S. Piara	.. .. Daily Ghair Janab Dar, Ludhiana.
10	Shri Murari Lal Nirmal	.. .. Sadai Waqt, Ludhiana.
11	Shri R. N. Kaul	.. .. Social Observer, Ludhiana.
12	Shri Nand Lal Ahuja	.. .. Desh Punjab, Ludhiana.
13	Shri V.D. Dugal	.. .. Mazdoor Sandesh, Ludhiana.
14	Shri M. S. Kalyan	.. .. Upkar, Ludhiana.
15	Shri J.S. Sharma	.. .. Nazrana, Ludhiana.
16	Shri Jagdish Anand	.. .. Swatantar Bharat, Ludhiana.
17	Shri Inderjit Singh Ahluwalia	.. .. Ludhiana Samachar, Ludhiana.
18	Shri Ude Chand	.. .. Hoshiar, Ludhiana.
19	Shri Balwant Singh Taj	.. .. Nirbhay Yodha, Ludhiana.
20	Representative	.. .. Tribune, Ambala Cantt.
21	Editor	.. .. Hind Samachar, Ludhiana.
22	Shri Inderjit Sood	.. .. Working Journalist.
23	Shri B. K. Chum	.. .. Working Journalist.
24	Shri K. S. Chawla	.. .. Working Journalist.

JAIPUR (December 11 and 12, 1964)

1	Shri Dinesh Khare	.. .. Rashtrdoot, Jaipur.
2	Shri Vipin Prasad	.. .. Mashal, Jaipur.
3	Shri K.C. Kutish	.. .. Rajasthan Patrika, Jaipur.
4	Shri Ram Kumar Rai	.. .. Rajasthan Times, Alwar.
5	Shri Vedi Singh Chauhan	.. .. Udai Bhanu, Dholpur.
6	Shri Subhash Modi	.. .. Alwar Patrika, Alwar.
7	Shri Ram Singh	.. .. Rajasthan Krishi Samachar, Jaipur.
8	Shri Vishnu Sharma Aruvesha	.. .. Adhikar, Jaipur.
9	Shri V. N. Kak	.. .. Representative of the Readers of Newspapers in Jaipur.
10	Shri Ajneshwar Prasad Sharma Praja Sewak, Jodhpur.

Serial No.	Name of Witness/Witnesses	On behalf of
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JAIPUR—*contd.*

11	Shri Nanakram Issrani	Matrabhoomi, Ajmer.
12	Shri Kamal Nain	Seema Sandesh, Ganganagar.
13	Shri Bhuvanendra Barua	Jagran, Ajmer.
14	Shri Madan Mohan Lal Gupta	Darbar, Ajmer.
15	Editor	Indian Holiday, Jaipur.
16	Shri Bhanwar Sethi	Paigam, Jaipur.
17	Editor	Nav Jyoti, Jaipur.
18	Representative	Chamber of Commerce, Jaipur.
19	Shri T. N. Kaul	Staff Correspondent, Times of India.
20	Shri Chhabra	I.F.W.J., Rajasthan Branch.
21	Shri D.D. Bhardwaj	Correspondent, Statesman.
22	Shri A.S. Narayanan	Correspondent, P.T.I.
23	Shri Anusuya Prasad	Correspondent, Navjyoti.
24	Shri Adityendra Chaturvedi	Correspondent, Nav Bharat Times.
25	Shri Hari Dutt Pathak	Correspondent, Hindustan Samachar.
26	Shri Kailash Mishra	Correspondent, Rashtradoot.
27	Editor	Lokvani, Jaipur.
28	Shri R.S. Bhat	Director of Public Relations, Rajasthan Govt.

NAGPUR (December 27, 1964)

1	Shri A.G. Sheorey	Managing Editor and Publisher, Nagpur Times, Nagpur.
2	Representative	Rashtra Doot, Nagpur.
3	Shri Nand Kishore	Nav Prabhat, Nagpur.
4	Representative	Tarun Bharat, Nagpur.
5	Representative	Maharashtra, Nagpur.
6	Shri A. Subramaniam	Hitavada, Nagpur
7	Shri D'Souza, A.J.	Hitavada, Nagpur.
8	Shri N. Rajan	Hitavada, Nagpur.
9	Representative	Udayam, Nagpur.
10	Representative	Parivartan, Sanskrit Monthly.
11	Shri B. R. Mandlekar	Advocate, Supreme Court, Nagpur.
12	Shri S. Bannerji	Working Journalist.
13	Shri Rajan	Working Journalist.
14	Shri R.G. Maheshwari	Nav Bharat, Nagpur.
15	Shri Vyas	} The Vidharbha Daily Newspapers Association, Nagpur.
16	Shri Subramaniam	
17	Representative of Tarun Bharat	

Serial No.	Name of Witness/Witnesses	On behalf of
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RAIPUR (December 28, 1964)

1	Representative Mahakoshal, Raipur.
2	Representative Nai Duniya, Raipur.
3	Representative	.. .. Nava Bharat, Raipur.
4	Representative	.. .. Yug Dharma, Raipur.
5	Representative	.. .. Samachar Darpan, Raipur.
6	Representative	.. .. Raipur News, Raipur.
7	Representative	.. .. Guide, Raipur.
8	Shri S. Shukla	.. .. District Publicity Officer.
9	Shri K. D. Jha	.. .. Do.
10	Shri B. R. Saxena	.. .. Vice-Chancellor, Raipur University.
11	Shri Kapur	.. .. Collector, Raipur.

DURG (December 28-12-64)

1	Shri P.C. Bhawe	.. .. District Collector, Durg.
2	Shri Inderjeet Singh	.. .. General Manager, Bhilai Steel Project, Bhilai.

BANGALORE (January 12 & 13, 1965)

1	Shri T.A. Pampopothy	.. .. Janavani, Bangalore.
2	Shri K. R. Acharya	.. .. Representative of Rashtra Bandhu and President of Journalists Association, Bangalore.
3	Shri S.S. Iyengar	.. .. Pratinidhi, Hassan.
4	Shri Krishnagiri Govinda Rao	.. .. Hithavani, Mercara.
5	Shri A.G. Deshpande	.. .. Sandesh, Belgaum.
6	Shri Vithaldas Nandalike	.. .. Lokavani, Raichur.
7	Shri H.A. Medi	.. .. Kannadiga, Hubli.
8	Shri B. S. Gopala Krishna	.. .. Shakthi, Mercara.
9	Shri Usman Azad	.. .. Nasheman, Bangalore.
10	Shri V. S. Murthy	.. .. Varthaprapancha Weekly, Bangalore.
11	Shri Ramachandra Rao	.. .. Prajavani, Bangalore.
12	Shri Khadri Shamanna	.. .. Secretary, I.F.W.J.
13	Shri M.A.N. Iyengar	.. .. A.I.O., P.I.B., Bangalore.
14	Shri R. Sharma	.. .. Journalists' Association, Mysore.
15	Shri Agaram Rangiah	.. .. Sadhvi, Mysore and also President of the Mysore Journalists Association.
16	Shri G. Nanjundaiah	.. .. Former Joint Director of Information and Publicity, Govt. of Mysore.
17	Shri Venkataraman	.. .. Deputy Secretary, Home Deptt., Govt. of Mysore.
18	Shri S.C. Patil	.. .. Director of Information, Govt. of Mysore.
19	Shri Abdul Hadi Raffat	.. .. Daily Azad, Bangalore.
20	Shri Mahmoo Ayaz	.. .. Daily Salar, Bangalore.
21	Representative	.. .. Pasban, Bangalore.
22	Shri B.S. Mani	.. .. Dinasadur, Bangalore. President, Mysore State Journalists' Association

Serial No.	Name of Witness/Witnesses	On behalf of
TRIVANDRUM (January 15, 1965)		
1	Shri Krishna Pillai	Kerala Janatha, Trivandrum.
2	Shri R. Venugopal	Kesri, Calicut.
3	Shri Narayan Nair	Deshabandhu, Trivandrum.
4	Shri K.A. Damodra Menon	Thaikkadu, Trivandrum.
5	Shri C.G. Kesavan	Kerala Press Service, Quilon.
6	Shri K. M. Augustine	Dhinangal, Trivandrum.
7	Shri John	Malayala Manorama, Trivandrum.
8	Shri K. Bhaskaran Nair	News Agent for Times of India and Matrubhumi, etc.
9	Shri R. V. Iyer	Regional Field Publicity Officer.
10	Shri M.A. Kuruvilla	A.I.O., P.I.B., Ernakulam.
11	Shri M. Devakaran	Director of Public Relations, Govt. of Kerala, Trivandrum.

MADRAS (January 17 and 18, 1965)

1	Shri Abdul Latif Faruqi	Editor, 'Musalman', Madras.
2	Shri K. Ramaiah	Advertising Manager, 'Musalman', Madras.
3	Shri C.L. Fazlullah	Publisher, 'Musalman', Madras.
4	Shri S.M. Narayanan	Sangam, Madras.
5	Shri M. Rajan	Engalnadu, Madras.
6	Dr. C.P. Ramaswami Ayyar	Former Member of Press Commission.
7	Shri C.G.K. Reddy	Hindu, Madras.
8	Shri A.G. Venkatachari	
9	Shri S.C. Joseph	Professor of Journalism, Madras University.
10	Shri R. Kulandaivalu	Director of Information and Publicity, Govt. of Madras.
11	Shri V. B. Prasad	D.P.I.O., P.I.B., Madras.

CUTTACK (January 31 and February 1, 1965)

1	Shri A. N. Khosla	Governor of Orissa, Bhubaneswar.
2	Shri Vishwanath	Utkal Barta, Berhampur.
3	Shri Pooranchand Maitra	Krushak, Cuttack.
4	Shri Ram Hari Mishra	Utakalik, Cuttack.
5	Representative	Khurda Samachar, Khurda.
6	Shri Mahanti	Reason, Cuttack.
7	Shri Bansidhar Bhuian	Jan Sahitya, Cuttack.
8	Shri D.P. Tripathi	Labour Commissioner, Orissa Govt.
9	Shri C.S. Mahapatra	Working Journalists' Association.

Serial No.	Name of Witness/Witnesses	On behalf of
CUTTACK—contd.		
10	Shri S. B. Mishra	Director of Public Relations and Tourism, Govt. of Orissa.
11	Shri G. K. Das	A.I.O., P.I.B., Cuttack.
12	Shri Radhanath Rath	Samaj, Cuttack.
13	Dr. P. Parija	Vice-Chancellor, Utkal University.
14	Shri J.B. Patnaik	Prajatantra and Eastern Times, Cuttack.
15	Shri J. K. Das	Ganatantra, Cuttack.
16	Shri S. Mahanty	Kalinga, Cuttack.
17	Shri B. N. Kar	} Matrubhumi, Cuttack.
18	Shri N. Das	
19	Shri R. K. Samantrai	Krushak, Cuttack.

HYDERABAD (February 7-8, 1965)

1	Shri K.R. Pattabiram	Deccan Chronicle, Hyderabad.
2	Shri K.R. Govindarajan	Andhra Bhoomi, Hyderabad.
3	Shri K.S. Subrahmanyam	Andhra Janatha, Hyderabad.
4	Shri G.S.R. Anjanelu	Samacharam, Rajahmundry.
5	Representative	Andhra Janatha, Hyderabad.
6	Representative	Andhra Bhoomi, Hyderabad.
7	Representative	Deccan Chronicle, Hyderabad.
8	Representative	Samacharam, Rajahmundry.
9	Shri S.M. Turab	United News Agency.
10	Shri S.B. Amar	
11	Shri Ram Chhatwal	Panchsheel, Hyderabad.
12	Ch. Abdul Rehman	Bange-Sahar, Hyderabad.
13	Shri A. Sudhakar Rao	} Yuva, Hyderabad.
14	Shri Hanumant Rao	
15	Shri C.N. Acharaya	Bal Bandhu, Hyderabad.
16	Representative	Zarb-E-Kaleem.
17	Shri Ram Chaitwal	Panchsheel, Hyderabad.
18	Shri Raheem Fareyadi	Alamgir, Hyderabad.
19	Shri Anwar Adeeb	Raftar-e-Siasat, Hyderabad.
20	Shri Malik Mohd. Ali Khan	Andhra Panch, Hyderabad.
21	Shri Gulam Ali Khan	Subhe-Zindgi, Hyderabad.
22	Shri Chowdri Abdul Rahman	Bange-Sahar, Hyderabad.
23	Shri Imamuddin Fila	Mizrab, Hyderabad.
24	Shri Naheed Osmani	Tranga, Hyderabad.
25	Shri Abdul Subhan	Zarb-e-Kaleem, Hyderabad.
26	Shri Khadri Khateeb	Hamdam, Hyderabad.
27	Shri Saliha Altaf	Khatoon-e-Deccan, Hyderabad.

Serial No.	Name of Witness/Witnesses	On behalf of
HYDERABAD—contd.		
28	Shri Sayeed Siddiqui	Karwan, Hyderabad.
29	Shri S.S. Qaiser	Khaksar, Hyderabad.
30	Shri Hakim Sayed Habibuddin Nawaz	Ritz, Hyderabad.
31	Shri S. Samsuddin	Sahifa, Hyderabad.
32	Shri Khwaja Nasiruddin Hassan Naiyer	Parwaz, Hyderabad.
33	Shri Azim Beg Barlas	Itafaq, Hyderabad.
34	Shri Jahangir Ali Ansari	Sanat, Hyderabad.
35	Shri Peerzada Jhousmohiuddin Qadri	Irshad, Hyderabad.
36	Shri Yousaf Nazer	Flimaiya, Hyderabad.
37	Shri Anwar Hashim	Shakar, Hyderabad.
38	Shri Abid Ansari	Praja, Hyderabad.
39	Shri Abid Ali	Praja Weekly, Nizamabad.
40	Shri S.G. Sheorey	Andhra Reporter, Hyderabad.
41	Shri Rao	Mahatma, Vijayawada.
42	Shri Mohd. Usman	Filmi Duniya, Hyderabad.
43	Shri Salauddin Nayazi	Khatoon-e-Deccan, Hyderabad.
44	Shri Suleman Arab	Saba, Hyderabad.
45	Shri Vikar Khalil	Sabras, Hyderabad.
46	Shri R.I. Kaushik	Madhuvanti, Hyderabad.
47	Shri B. Nageshwara Rao Chowdhri	} Andhra Pradesh Working Journalists Association, Hyderabad.
48	Shri G.S. Wardhachari	
49	Shri S.A. Govindarajan	Osmania University, Hyderabad, (Head of Deptt. of Journalism).
50	Shri Raza Ali	Associated News Agency.
51	Shri Latif Usman & Others	United News Agency.
52	Khwaja Nasuruldin Hassan	Parwaz.
53	Shri Anwar Hashmi	Shakar.
54	Shri Shamsuddin	Zahim.
55	Shri B.A. Oza	Hindi Samachar Sangrahalaya.
56	Shri A.R. Khan	Gharelu Raj.
57	Shri Abdul Sabhan	Jamiat-Ulma-e-Hind, Hyderabad.
58	Shri D.N. Bhanot	Milap.
59	Shri Abid Ali	Siasat
60	Shri Ramachandra Rao	Director of Publicity, Hyderabad.
61	Shri Vasudev Rao	Masheer-e-Deccan.
62	Shri J. Nanamalvar	Guntur Patrika.
63	Shri Wahid-ul-Rehman	Rehnuma-e-Deccan.
64	Shri M.S. Sharma	Krisbak Patrika.
65	Shri C.V.H. Rao	Journalist, Hyderabad.
66	Shri M. Ayubi	A.J.O., P.I.B., Hyderabad.

Serial No.	Name of Witness/Witnesses	On behalf of
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BHOPAL (March 6-7, 1965)

1	Shri Maheshwari Madhya Pradesh Chronicle, Bhopal.
2	Shri V.R. Gopaldaswami } Representatives, Hitavada, Bhopal.
3	Shri Yeshwant Argarey }
4	Shri R.M. Joshi ..	.. Correspondent, INFA, Bhopal.
5	Shri M.G. Vaidya ..	.. Correspondent, Patriot, Bhopal.
6	Shri Biswajit Sen Gupta ..	.. Correspondent, PTI, Bhopal.
7	Shri Rameshwar Nath Sund ..	.. Correspondent, Hitavada, Bhopal.
8	Shri Ishtiaq Arif ..	.. Representative, Afkar, Bhopal.
9	Shri S. Qamarul Hasan ..	.. Representative, Nadeem, Bhopal.
10	Shri V.C. Tandon ..	.. Representative, Heavy Electricals, Bhopal.
11	Shri P.C. Malhotra ..	.. Principal, Hamidia College, Bhopal.
12	Shri B.P. Tiwari ..	.. A.I.O., P.I.B., Bhopal.
13	Shri V.D. Mishra 'Tarangi' ..	.. M.P. Laghu Samachar Patra Sangh, Bhopal.
14	Shri B.P. Tewari ..	.. M.P. Laghu Samachar Patra Sangh, Bhopal.
15	Shri D.D. Purohit ..	.. Nai Duniya, Indore.
16	Shri R.C. Agarwal ..	.. Bhaskar, Bhopal.
17	Shri B.D. Vajpaya ..	.. Yug Dharma, Jabalpur.
18	Shri M.C. Bondriya ..	.. Krishak Jagat, Bhopal.
19	Shri P.N. Telang ..	.. Chetna, Bhopal.
20	Shri L.K. Shukla ..	.. Vindyachal, Rewa.
21	Shri Dinesh Awasthi ..	.. Sputnik, Indore.
22	Labour Commissioner ..	.. Madhya Pradesh Govt., Bhopal.
23	Shri H. N. Agnihotri ..	.. Director of Publicity, Madhya Pradesh Government.
24	Shri D.V. Lele ..	.. President, Working Journalists' Association, Bhopal.
25	Shrimati Bimla Sharma ..	.. Chairman, C.S.W.B., Bhopal.

AGRA (March 14, 1965)

1	Shri S.K.D. Paliwal ..	.. Sainik, Agra.
2	Representative ..	.. Sainik, Agra.
3	Representative ..	.. Sainik, Agra.
4	Shri Gauri Shankar Agrawal ..	.. Aj Ka Hangama, Agra.
5	Shri Ram Bharosey Lal Rathaur ..	.. Amar Ujala, Agra.
6	Representative ..	.. Swarajya Times, Agra.
7	Shri Tota Ram Sharma ..	.. Nagrik, Hathras.
8	Shri B.D. Chaurasia ..	.. Arun Bharat, Agra.
9	Representative ..	.. Arun Bharat, Agra.
10	Shri Jagdish Pal Varshney ..	.. Desh Ratar, Agra.
11	Representative ..	.. Desh Ratan, Agra.
12	Shri Siya Ram Singh Fauzdar ..	.. Dehati, Agra.
13	Dr. Ghulam Rassool Chaori ..	.. Ehasas, Agra.
14	Shri Prem Dutt Paliwal ..	.. Yuvak, Agra.
15	Shri J.S. Mehra ..	.. Neeharika, Agra.
16	Shri Hari Shankar Sharma Vimal ..	.. Aj-Ka-Yug, Agra.
17	Shri S.S. Mehra ..	.. Vigyan Lok, Agra.
18	Shri R.S. Johri ..	.. District Magistrate, Agra.
19	Shri K.K.S. Bhal District Information Officer, Agra.

Serial No.	Name of Witness/Witnesses	On behalf of
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LUCKNOW (March 27 and 28, 1965)

1	Shri M. Chalapathi Rao Editor, National Herald, Lucknow.
2	Shri C.P. Arren ..	.. Pioneer, Lucknow.
3	Shri Y.B. Tripathi ..	.. Swatantra Bharat, Lucknow.
4	Shri Jawala Prasad Chaturvedi ..	} Tarun Bharat, Lucknow.
5	Representative ..	
6	Representative ..	
7	Shri B.R. Agrawala ..	.. Saptahik Vichar, Kanpur.
8	Shri Upendra Chaturvedi ..	.. Viplav, Lakhimpur Kheri.
9	Shri Narayan Goswami ..	.. Arya Mitra, Lucknow.
10	Shri Baikunth Nath Mishra ..	.. Vichar Doot, Lucknow.
11	Shri Prakash Chandra Gupta ..	.. Virendra, Lucknow.
12	Shri Ishrat Ali Sadiqqi, Qaumi Awaz, Lucknow ..	} U.P. Working Journalists' Union, Lucknow.
13	Shri Chandrodaya Dixit, Pioneer, Lucknow ..	
14	Shri Ram Dulara Trivedi, Tankar, Kanpur ..	
15	Shri Raj Vallabh Ojha, Navajivan, Lucknow ..	
16	Shri Upendra Vajpeyi, General Secretary U.P. Working Journalists Union ..	
17	Dr. A.V. Rao ..		.. Vice Chancellor, Lucknow University.
18	Shri Vijay Kumar Mishra ..	.. National Press of India, Lucknow.
19	Shri G.K. Joshi ..	.. Director of Information, U.P. Government.
20	Shri S.C. Joshi ..	.. Asstt. Director of Information, U.P. Govt.
21	Shri A. Chab ..	.. Secretary to the U.P. Govt., Lucknow.
22	Shri T.R. Chaturvedi ..	.. A.I.O., P.I.B. Lucknow.
23	Shri S.S. Mehta ..	.. Leader, Allahabad.
24	Shri Ram Krishan Dwivedi ..	.. Vishwanitra, Kanpur.
25	Shri Awadesh Suman ..	.. Subhash Weekly, Sitapur.
26	Representative ..	.. Paigham, Kanpur.
27	Shri Uma Shankar Dixit, M.P. ..	.. National Herald & Qaumi Awaz, Lucknow.

VARANASI (March 29 and 30, 1965)

1	Shri Vishwanath Prasad ..	.. Aj, Varanasi.
2	Shri Baldev Das ..	.. Sansar.
3	Shri Raj Kumar ..	.. Banaras, Varanasi.
4	Shri Bhagwandas Arora ..	.. Gandiva, Varanasi
5	Representative ..	.. Sanskrit Patrika, Varanasi.
6	Shri Kamalakant Misra ..	.. Gramvasi, Mirzapur.
7	Shri Ishwar Chander ..	.. Gorakhpur Gazette, Gorakhpur.
8	Shri Kanhya Singh ..	.. Deval, Azamgarh.
9	Shri Prabhu Nath Mishra ..	.. Vihan, Ballia.
10	Shri Ram Sunder Singh Yug Satya, Varanasi.

Serial No.	Name of Witness/Witnesses	On behalf of
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VARANASI—contd.

11	Shri Sri Krishna Datta Bhatta ..	} Bhoodan Yojna, Varanasi.
12	Shri Vikram Bhai ..	
13	Shri Sharad Kumar ..	Suno Suno, Varanasi.
14	Shri Devi Prasad ..	Chitra Vani, Varanasi.
15	Shri Sri Prakasa (Ex-Governor) ..	
16	Shri Ram Chander Narhari Bapat ..	
17	Shri Govind Narain ..	Surya-Ude, Varanasi.
18	Shri Qazim Rizvi ..	Working Journalist, Varanasi.
19	Dr. B.S. Mehta ..	Apka Swasthya, Varanasi.
20	Smt. Vidya Devi ..	Arya Mahila, Varanasi.
21	Shri Shiv Prasad ..	Secretary, Nagri Pracharni Sabha.
22	Shri Krishan Deo Prashad Gour, Alias Bedhab Banarsi ..	

PATNA (March 31 and April 1, 1965)

1	Dr. Sachin Sen ..	Indian Nation, Patna.
2	Shri Gitesh Sharma ..	Bharat Mail, Patna.
3	Shri Guru Prasad Uppal ..	Awaz, Patna.
4	Shri Bhanu Nandan Singh ..	Pradeep, Patna.
5	Shri A.K. Tiwari ..	Pradeep, Patna.
6	Shri Dinesh Prasad Singh ..	Nav Rashtra, Patna.
7	Shri Tripat Narain Jha ..	Vishwamitra, Patna.
8	Shri Rizvi Haider ..	} Sada-e-Aam, Patna.
9	Shri Mohd. Natin Khan ..	
10	Shah Intisham Ali ..	} Sathi, Patna.
11	Mohd. Allaud-Din ..	
12	Shri Shambhu Nath Jha ..	Searchlight, Patna.
13	Representative ..	Patna Times, Patna.
14	Shri Shivendra Narain ..	Jyotsna, Patna.
15	Shri Tapeswar Sharma ..	Pragati, Patna.
16	Shri Braj Shankar Varma ..	} Uttar Bihar, Muzaffarpur.
17	Shri R.S. Sinha ..	
18	Shri R.B. Jha ..	
19	Shri T.J.S. George ..	Searchlight, Patna.
20	Shri R.N. Sahay ..	National Life Line, Patna.
21	Shri Mujeeb-ul-Hassan ..	Roshni, Urdu.
22	Shri Ayun Haza ..	Eshara, Urdu Monthly.
23	Shri Ram Asre Prasad ..	Nepal Sandesh, Hindi Nepali Monthly.
24	Shri Braj Nandan ..	Janashakti, Patna.
25	Shri Hasan Omar Farid ..	Qaumi Tanzeem.
26	Representative ..	Subah-e-Nau.
27	Shri Mani Ram Gupta ..	Chhota Nagpur Express, Hazaribagh.
28	Shri Hira Prasad Chaturvedi ..	} Bihar Working Journalists' Union, Patna.
29	Shri Gopal Krishna Prasad ..	
30	Shri A.P. Kesari ..	Hindustan Samachar (News Agency), Patna.
31	Shri Radhey Shyam Sharma ..	Pradeep, Patna.

Serial No.	Name of Witness/Witnesses	On behalf of
PATNA—contd.		
32	Shri M.K. Mukerji	Secretary, Bihar Govt., Patna.
33	Shri M. Sinha	Deputy Secy., Bihar Govt., Patna.
34	Shri C.B. Prasad	D.P.R., Bihar Govt., Patna.
35	Shri M.M. Khan	Asstt. Director, Bihar Govt. Patna.
36	Representative	Naqeeb, Patna.
37	Shri J.N. Sinha	A.I.O., P.I.B., Patna.
BOMBAY (April 17-18, 1965)		
1	Shri T.P. Pithavala	Free Press Journal Group and Janashakt Bombay.
2	Shri H. Khan	Ajmal, Bombay.
3	Shri S.P. Shukla	Vikrant, Bombay.
4	Shri P.L. Sharma	Zamana, Akola.
5	Shri J.C. Jain	Eve's Weekly Private Ltd., Bombay.
6	Shri P.K. Roy	General Manager, Times of India Group, Bombay.
7	Representative	} Times of India Group of papers, Bombay.
8	Representative	
9	Shri Dattaprasamma S. Katdare	Vasant Magazine, Bombay.
10	Shri R.S. Johar	Ranjit Daily, Bombay.
11	Shri Sunder Rajan	Deputy Secretary, Maharashtra Govt.
12	Shri Y.H. Pitke	Director of Information, Maharashtra Govt.
13	Shri I.R. Mathur	Deputy Director (Publicity), Maharashtra Govt., Bombay.
14	Shri M.A. Desai	Messrs. M.A. Desai & Co., Newsprint Agent, Bombay.
15	Mr. Joseph John	Principal, Bhavan's College of Journalism, Advertising & Printing, Bombay.
16	Shri G. Ramachandran	General Manager, P.T.I., Bombay.
17	Shri Ratilal Sheth	Janambhoomi, Bombay.
18	Shri Shiv Kumar	Audit Bureau of Circulation, Bombay.
19	Representative	Indian Languages Newspapers Association, Bombay.
20	Shri S.A. Ayyer	Spl. Representative of I.N.F.A., Bombay.
21	Shri R.V. Murthy	President, Press Guild of India, Bombay.
POONA (April 19, 1965)		
1	Shri Vasant Kane	Sandhya, Poona.
2	Representative	Tarun Bharat, Poona.
3	Shri Neelkant Jadhav	Poona Herald, Poona.
4	Dr. Krishnan	Sunshine, Poona.
5	Representative	Hamari Baat, Poona and Rashtrawani, Poona.
6	Representative	Akhand Bharat, Poona.
7	Representative	Sampada, Poona.
8	Shri N.V. Gadgil	Vice-Chancellor, Poona University.
9	Dr. N.B. Parulekar	Sakal, Poona.
10	Shri Baburao Thakur	President, Marathi Patrakar Parishad, Poona.

Serial No.	Name of Witness/Witnesses	On behalf of
AHMEDABAD (April 21-22, 1965)		
1	Representative	Swatantra Sarjan, Ahmedabad.
2	Representative	Jai Hind, Ahmedabad.
3	Representative	Prabhat, Ahmedabad.
4	Shri Ramanlal Chotalal Seth	Janasatta, Ahmedabad.
5	Shri Shantilal A. Shah ..	Gujarat Smachar, Ahmedabad.
6	Shri Prataprin T. Shah ..	Suarashtra Samachar, Bhavanagar.
7	Shri Harshad Parikh ..	President, Small Newspapers Editors Conference.
8	Shri Digant Oza ..	Vice President, Small Newspapers Editors' Conference.
9	Shri J.A. Thakar ..	General Secretary, Small Newspapers Editors Conference.
10	Shri J.A. Shah ..	General Secretary, Small Newspapers Editors Conference.
11	Shri J.A. Subodh ..	Tamanna, Ahmedabad.
12	Shri Ramanlal Nanalal Shah	Baljivan, Ahmedabad.
13	Shri Jivan A. Thakur ..	Jangan & Rail Journal, Ahmedabad.
14	Shri Rachubhai Rawat ..	Kumar, Ahmedabad.
15	Shri Bhupal Vadodaria ..	Representative, I.N.F.A., Ahmedabad.
16	Shri L.A. Trivedi ..	Prakash, Amreli.
17	Shri Hariprasad Vyas ..	} Topic, Ahmedabad.
18	Shri Prabodh Raval ..	
19	Dr. D.P. Thakur ..	Gujarat University, Ahmedabad.
20	Shri R.B. Patel ..	A.I.O., P.I.B., Ahmedabad.
21	Shri M.H. Shah ..	Director of Information, Gujarat.
22	Shri Nagin Parshad ..	State Finance Corporation, Ahmedabad.
23	Shri Choudury ..	Representative of the Working Journalists' Ahmedabad.

RAJKOT (April 23, 1965)

1	Representative	Jai Hind, Rajkot.
2	Editor	Nutan Saurashtra, Rajkot.
3	Representative	Phulchhab, Rajkot.
4	Representative	Sawdhan, Rajkot.
5	Editor	Adhiyapan, Rajkot.
6	Representative	Jeewan Prakash, Rajkot.
7	Representative	Swatantra Shikshak, Rajkot.
8	Representative	Sahakar, Rajkot.

BHUUJ (April 24, 1965)

1	Shri Anjaria	Editor, Kutch Mitra, Bhuj.
2	Representative	Press Trust of India.
3	Correspondent	All India Radio.
4	Correspondent	Indian Express.
5	Correspondent	Times of India.

Serial No.	Name of Witness/Witnesses	On behalf of
CALCUTTA (May 15-17, 1965)		
1	Shri S.K. Roy	Lokasevak, Calcutta.
2	Shri A. Bose	Paigam, Calcutta.
3	Shri Ahmed Sayeed Maliabadi ..	Azad Hind, Calcutta.
4	Shri Lakhbir Singh	Desh Darpan, Calcutta.
5	Shri R.A. Gupta	Sanmarg.
6	Prof. Hira Lal Chopra	Rozana Hind, Calcutta.
7	Shri H.R. Sadiq	Aab-shaar, Calcutta.
8	Shri B. Das Gupta	} Compass, Calcutta.
9	Representative	
10	Shri D.N. Varma	Representative of INFA, Calcutta.
11	Shri S.C. Roy	Director, U.N.I., Calcutta.
12	Shri Durgesh Banerjee	Behala, Calcutta.
13	Shri Mata Pal Singh	Alok, Calcutta.
14	Shri Sustal Mukerjee	Sanbitti, Calcutta.
15	Representative	Howrah Barta, Calcutta.
16	Shri Adhir Banerji	} IFWJ, Calcutta.
17	Shri P.R. Ganguli	
18	Shri Chandrama Sharma	
19	Shri Khurram Khalil	
20	Shri Sunil Ghosh	
21	Shri P. Das Gupta	Bihar Weekly, Calcutta.
22	Shri A.K. Barman	All-India Periodicals Council, Calcutta.
23	Shri Biren Roy	Highlights, Calcutta.
24	Shri Farnest T. Martin	General Manager, Linotype and Machinery Ltd., Calcutta.
25	Shri Balasubramaniam	Linotype Machinery Ltd., Calcutta.
26	Shri Provash Sen Gupta	} Representatives, Small Newspapers Association, Calcutta.
27	Shri Chandidas Roy	
28	Shrimati Ira Maitra	Children's Home, Calcutta.
29	Shri Dwijendra Nath Mukerjee ..	Economic Studies & Arthak Prasanga, Calcutta.
30	Shri Tarun Mitra	Gandhi Vichar Parishad, Calcutta.
31	Shri G.K. Bhattacharyya	Secretary and Head of the Department of Journalism, University of Calcutta, Calcutta.
32	Shri Sudhansu Basu	Hindusthan Standard, Calcutta.
33	Shri A. E. Charlton	Statesman, Calcutta.
34	Shri P. S. Mathur	Director of Information, Govt. of West Bengal, Calcutta.
35	Shri B.P. Mathur	D.P.I.O., Calcutta.
36	Miss. Maya Banerjee	Aikya, Calcutta.

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GAUHATI (May 18, 1965)

1	Shri R. C. Barua ..	Assam Tribune, Gauhati.
2	Shri B. K. Das ..	} Managing Directors, Asom Batori, Gauhati.
3	Shri D. K. Das ..	
4	Shri C. P. Siakia ..	Editor, Asom Batori, Gauhati.
5	Dr. N. K. Bezbaraua ..	Natun Asamiya, Gauhati.
6	Shri Puran Chand Sharma ..	Ganatantra Weekly.
7	Shri B. N. Gupta ..	Akela, Hindi Weekly.
8	Shri Uma Shankar Mishra ..	Desh Hit, Hindi Weekly.
9	Shri Puran Narayan Singh ..	Mahajati, Tezpur.
10	Shri P.C. Chaudhuri ..	Alok, Gauhati.
11	Shri S. C. Kakati ..	} "Assam Bani" & "Assam Tribune", Gauhati.
12	Shri P. G. Barua ..	
13	Shri G. K. Talukdar ..	Deepak, Gauhati.
14	Shri Shiv Prasad Barua ..	"Navadhan" and Bardai Shila", Gauhati.
15	Shri Vijay Kumar ..	Indian Reformer, Gauhati.
16	Shri Chhagan Lal Jain ..	Purv Jyoti, Gauhati.
17	Representative ..	Yug Dharma.
18	Shri S. C. Kakati ..	Working Journalists Association, Gauhati.

SHILLONG (May 19, 1965)

1	Shri H. N. Dutta ..	Democratic Review, Shillong.
2	Shri Pravin Kumar Chaudhury ..	Frontier Times, Shillong.
3	Shri Kumar Sarun ..	"U Nongsian Hima" (Nation Builder), Shillong.
4	Shri P. N. Chaudhry ..	Shillong Times, Shillong.
5	Representative ..	Mother Highland.
6	Shri M. Ram Nath ..	"P. T. I.", Shillong.
7	Shri Sinha ..	Hindustan Samachar, Shillong.
8	Shri L.S.D. Basai ..	"U Khin Ka Ri".
9	Shri Sharma ..	Janambhoomi, Jorhat.
10	Shri P. M. Balen ..	} Association of Journalists, Shillong.
11	Shri Shimpy ..	
12	Shri Bhuyan ..	Director of Information and Public Relations, Govt. of Assam, Shillong.

AGARTALA (May 21, 1965)

1	Shri Sen Gupta ..	Minister for Development, Govt. of Tripura, Agartala.
2	Shri D. Sen Gupta ..	Ganaraj, Bengali.
3	Shri S. K. Choudhuri ..	Principal, M.B.B. College, Agartala.
4	Shri Romesh Chander Bhattacharya ..	President of the Bar Association, Agartala.
5	Shri Jatendra Chander Paul ..	Editor, Jagran, Agartala.
6	Shri K. Talapatra ..	Editor, Manish, Agartala.
7	Shri K. N. Chakarvarty ..	Editor, Rudra Bina, Agartala.
8	Shri Dev Roy ..	Sewak, Agartala.
9	Shri Anil Bhattacharya ..	Samachar, Agartala.
10	Shri Mohan Lal Roy ..	Editor, Nagri, Agartala.
11	Shri Inder Mohan Dev Nath ..	Vivek, Agartala.
12	Shri S. C. Bhattacharya ..	P.R.O., Govt. of Tripura, Agartala.
13	Shri Bhattacharya ..	Editor, Niaya Dhandh, Agartala.

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4	Shri C. P. Siakia	Editor, Asom Batori, Gauhati.
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8	Shri Uma Shankar Mishra	Desh Hit, Hindi Weekly.
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11	Shri S. C. Kakati	} "Assam Bani" & "Assam Tribune", Gauhati.
12	Shri P. G. Barua	
13	Shri G. K. Talukdar	Deepak, Gauhati.
14	Shri Shiv Prasad Barua	"Navadhan" and Bardai Shila", Gauhati.
15	Shri Vijay Kumar	Indian Reformer, Gauhati.
16	Shri Chhagan Lal Jain	Purv Jyoti, Gauhati.
17	Representative	Yug Dharma.
18	Shri S. C. Kakati	Working Journalists Association, Gauhati.

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3	Shri Kumar Sarun	"U Nongsian Hima" (Nation Builder), Shillong.
4	Shri P. N. Chaudhry	Shillong Times, Shillong.
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6	Shri M. Ram Nath	"P. T. I. ", Shillong.
7	Shri Sinha	Hindustan Samachar, Shillong.
8	Shri L.S.D. Basai	"U Khin Ka Ri".
9	Shri Sharma	Janambhoomi, Jorhat.
10	Shri P. M. Balen	} Association of Journalists, Shillong.
11	Shri Shimpy	
12	Shri Bhuyan	Director of Information and Public Relations, Govt. of Assam, Shillong.

AGARTALA (May 21, 1965)

1	Shri Sen Gupta	Minister for Development, Govt. of Tripura, Agartala.
2	Shri D. Sen Gupta	Ganaraj, Bengali.
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4	Shri Romesh Chander Bhattacharya	President of the Bar Association, Agartala.
5	Shri Jatendra Chander Paul	Editor, Jagran, Agartala.
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7	Shri K. N. Chakarvarty	Editor, Rudra Bina, Agartala.
8	Shri Dev Roy	Sewak, Agartala.
9	Shri Anil Bhattacharya	Samachar, Agartala.
10	Shri Mohan Lal Roy	Editor, Nagri, Agartala.
11	Shri Inder Mohan Dev Nath	Vivek, Agartala.
12	Shri S. C. Bhattacharya	P.R.O., Govt. of Tripura, Agartala.
13	Shri Bhattacharya	Editor, Niaya Dhandh, Agartala.

Serial No.	Name of Witne-s/Witnesses	On behalf of
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IMPHAL (May 22, 1965)

1	Representative	Press Trust of India.
2	Shri S. L. Lunneh	Simlemal.
3	Shri Joychandra Singh	Prajatantra.
4	Shri Khphian Megh Chandra	Khallao.
5	Shri I. Thompok Singh	Inoba Samaj, Imphal.
6	Shri L.T. Singh	Principal, Govt. Women's College, Imphal.
7	Shri M.P. Sinha	Principal, D.M. College, Imphal.
8	Shri Kunj Bihari Singh	Nagsi Daily.
9	Shri S. Gopendra Sharma	Publicity Officer, Govt. of Manipur, Imphal.
10	Shri V.G. Mongia	Development Commissioner.

DELHI (June 17-25, 1965)

1	Shri Sita Ram Gunthe	Patriot and Link, New Delhi.
2	Shri V. P. Rastogi	Chitra Shala, New Delhi.
3	Shri Amar Bharati	Nawan Hindustan, New Delhi,
4	Shri R.P. Nayar	Shankar's Weekly, New Delhi.
5	Shri K. Balakrishnan Nayer	Flame, New Delhi.
6	Shri Brij Bhushan	Organiser, New Delhi.
7	Shri S. Sen Gupta, J.S.	Social Security Deptt., G.O.I., New Delhi.
8	Shri M.L. Bhardwaj	Director of Advertising and Visual Publicity, New Delhi.
9	Shri M. V. Desai	Director of News Services, All India Radio, New Delhi.
10	Shri L.C. Jain, Genl. Secy.	Indian Cooperative Union Ltd., New Delhi.
11	Shri R. P. Puri	Central News Agency, New Delhi.
12	Shri L.R. Nair	Principal Information Officer, Press Information Bureau, New Delhi.
13	Shri A.G. Sheorey	} All India Newspapers Editors Conference.
14	Shri Inder Jit	
15	Mrs. Mukul Banerjee	
16	Shri S. Thiruvengkatachari	All India Radio, New Delhi.
17	Shri Prem Narain	} J. N. Singh & Co., New Delhi.
18	Shri Ranbir Singh	
19	Shri Inder Jit	} India News and Feature Alliance.
20	Shri U. Bhaskar Rao	
21	Shri R. K. Ram	} State Trading Corporation, New Delhi.
22	Shri Bhopinder Singh	
23	Shri K.B. Madan	Chartered Accountant, New Delhi.
24	Shri E. L. Sankar	} Controller, Imports and Exports, New Delhi.
25	Shri M.P. Rustogi	
26	Shri P. R. Misra	Arun, Hindi Monthly & Weekly, Moradabad.
27	Shri Ranganathan	} Posts and Telegraph Department, New Delhi.
28	Shri S.R. Banerjee	
29	Shri J.P. Singh	} Central Board of Direct Taxes.
30	Shri S.A.L. Narayana Row	
31	Shri G.R. Desai	
32	Shri K.L. Nanjappa	} National Small Industries Corporation Ltd.
33	Shri Baldev Singh	

Serial No.	Name of Witness/Witnesses	On behalf of
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DELHI—contd.

34	Shri Ajit Raj Surana M/s. Indo-European Machinery Co. (P) Ltd., New Delhi.
35	Shri P. Raghbeer ..	.. M/s. J. Mahabeer and Co., New Delhi.
36	Shri U.S. Mohan Rao ..	.. Director, Publications Division, Delhi.
37	Shri Chanderkant Sha ..	.. } Press Association.
38	Shri Amrit Satwik }
39	Shri Jagdish Chaturvedi }
40	Shri B.P. Agarwal ..	.. Hindustan Samachar, New Delhi.
41	Shri A. N. Jha ..	.. Secy. Ministry of I. & B., New Delhi.
42	Shri Ahmed ..	.. } Advertising Agencies Association of India.
43	Shri H.C. Jain }
44	Shri K. Rangachari ..	.. Statesman, New Delhi.
45	Shri A. K. Jain ..	.. Nav Bharat Times, New Delhi.
46	Shri J. L. Gupta ..	.. Tej, Delhi.
47	Shri Kuldip Nayag ..	.. United News of India, New Delhi.
48	Shri B. K.R. Kabad ..	.. Hindustan Times, New Delhi.
49	Shri Syed Ahmed Hashmi ..	.. } Aljamiat, Urdu Daily, Delhi.
50	Shri Aziz Ahmed }
51	Shri K. Narendra ..	.. Pratap, Urdu Daily, Delhi.
52	Shri K. Parmeswaran ..	.. Ministry of Railways, New Delhi.
53	Shri Khushtar Grami ..	.. Biswin Sadi, Delhi.
54	Shri Madan Mohan ..	.. Savera, Urdu Daily, Delhi.
55	Shri Vishwa Nath ..	.. Sarita, Delhi.
56	Shri V. B. Gupta ..	.. M/s. S. P. Chopra & Co. Chartered Accountants, New Delhi.
57	Shri Sanghiana ..	.. Nepa Mills, Nepanagar.
58	Brig. R. Streenivasan ..	.. Registrar of Newspapers for India, New Delhi.
59	Mr. E.A. Howe ..	.. N.A. F.E.N., New Delhi.
60	Shri J. N. Sahni ..	.. Printers House, New Delhi.
61	Shri Mathur ..	.. } Indian Airlines Corporation, New Delhi.
62	Shri Jamalabad }
63	Mr. Smallwood ..	.. British Information Service, New Delhi.
64	Shri Rama Krishna ..	.. } Posts and Telegraph Department.
65	Shri A.V. Sheshana }
66	Mr. Fitzhugh Turner ..	.. U.S.I.S., New Delhi.
67	Smt. K. Lakshmi Raghu Ramiak ..	.. All India Women's Conference, New Delhi.
68	Shri B.N. Lokur ..	.. Secretary, Ministry of Law, New Delhi.
69	Shri R.N. Shaidda ..	.. Deputy Director, Public Relations, Delhi Administration, Delhi.
70	Shri Prafullarattan Ganguli ..	.. } Representatives of Indian Federation of Working Journalists, New Delhi.
71	Shri Dewan Dwarka Khosla }
72	Shri B.R. Premi }
73	Shri A. P. Raj banshi }
74	Shri T.N. Singh ..	.. Minister for Industry and Supply and Former Member of Press Commission.

Serial No.	Name of Witness/Witnesses	On behalf of
DELHI—concl'd.		
75	Shri Frem Chand Varma	..
76	Shri Anand Sharma ..	..
77	Shri N. H. Ansari ..	..
78	Sardar Sant Singh ..	..
79	Shri R.C. Gupta ..	..
80	Shri Rama Shankar ..	..
81	Miss Mehta ..	..
82	Shri Hari Shankar ..	..
83	Shri Ishwar Prasad ..	..
84	Shri Kamal Gupta ..	..
85	Shri Motilal Arya ..	..
86	Shri D.N. Shukla ..	..
87	Shri S.N. Chopra ..	..
88	Shri T.G. Gurmani ..	..
PONDICHERRY (August 11, 1965)		
1	Dr. N. Ranganathan ..	.. Swathanthiram, Pondicherry.
2	Shri D. Munissamy ..	.. Ma-Nilam, Pondicherry.
3	Shri S. Vijayaraghavan ..	.. Correspondent, Karaikal.
4	Shri R. Ramasrinivasa ..	.. Social Worker, Karaikal.
5	Shri Hari Poddar ..	.. Mother India, Pondicherry.
6	Shri K. J. Somasundram	.. Chief Secretary to the Govt. of Pondicherry.
GOA (August 14, 1965)		
1	Shri Antonio De Menezes	.. Diario De Noite, Goa.
2	Shri Alvaro D'Costa ..	.. Diario De, Goa.
3	Shri Kasbekar ..	..
4	Shri Lambert Mascernese	.. } Nav Hind Times, Panjim.
5	Dr. De Costa ..	..
6	Miss Gomez ..	.. } O Horaldo, Panjim.
7	Shri S.B. Mutkekar ..	.. Gomantak, Panjim.
8	Shri Pradhan ..	.. Gomantwani, Margao.
9	Shri V.G. Deshpande ..	.. Gomantak, Panjim.
10	Shri Chandrakant Kesri ..	.. Rashtramat, Margao.
11	Shri V. Carvallio ..	.. Sot, Margao.
12	Shri Janardhan Shinkre ..	.. Pradeep, Panjim.
13	Father J.Pereira ..	.. Vauradeancho Ixtt, Goa.
14	Shri Jose Baptista Caitano Vas	.. Projecho Ader, Margao.
15	Shri N.M. Tendulakar ..	.. A Vanguarda, Margao.
16	Father Da Silva ..	.. Boletim Ecclesiastico Arquidiocese De Goa, Goa.
17	Shri Manohar L. Sardesai	.. Novem Goem, Margao.
18	Representative ..	.. Mandavi, Goa.
19	Commander U. Narsingh	.. Secretary, Information and Tourism Govt. of Goa, Daman and Diu, Goa.
20	Shri B. Saldhana ..	.. Correspondent, P.T.I.
21	Shri Madan Mohan ..	.. Correspondent, Hindu.
22	Shri L.S. Bandare ..	.. Correspondent, U.N.I.
23	Shri Barve ..	.. Correspondent, Hindustan Samachar.

APPENDIX VIII

(Chapter I, Para 12)

(Copy of letter dated 22nd December 1964 from the Chairman, Enquiry Committee on Small Newspapers, to the Ministry of Labour and Employment regarding Bonus Commission Report).

“On the basis of the facts which have become available to the Committee so far, it would appear that while good many of the small newspapers and periodicals would not be affected by the Bill, it is not unlikely that there may be a sizeable number of newspaper establishments which would come under the purview of the Bill, making it obligatory on them to pay bonus to their employees at the prescribed rates. On the basis of the information that has become available to the Committee so far, most of the small newspapers are not economically viable and hardly earn any profits to be shared with the employees. While the Committee would support fully the principle of payment of bonus linked with the profits earned as a result of the contribution of labour, the Committee is afraid that if bonus is to be paid even when there is no profit, it will be a further hardship on small newspapers. The Enquiry Committee propose to study the financial position of small newspapers/periodicals. It is, therefore, requested that pending Government’s consideration on the Committee’s report, the application of the Bill to the establishments of small newspapers and periodicals (as defined provisionally), may be exempted from the provisions of the Bill. It is hoped that this recommendation will be sympathetically considered, and the Committee will be informed of the Government’s decision in the matter at an early date”.

APPENDIX IX

(Chapter I, Para 12)

(Copy of letter dated 8th February 1965 from the Ministry of Labour and Employment to Enquiry Committee on Small Newspapers regarding Bonus Commission Report).

“With reference to your letter No. 1/50/64-ECOSN dated the 22nd December, 1964, on the above subject, I am directed to say that in para 17-18 of their report the Bonus Commission have recommended that the general Bonus formula proposed by them should not be applied to small units employing less than 20 persons except those which are factories as defined in the Factory Act. This is a unanimous recommendation of the Commission and has been accepted by the Government. Necessary provisions on these lines have been made in the tentative draft bill on the subject. The Bill is yet to be introduced in the Parliament. The tentative draft was placed before the Standing Labour Committee and later before a sub-committee and it has been decided that Government should finalise the legislation, keeping in view that comments might be received from Employers and Workers organisations.

2. The small newspapers may have their difficulties like smaller units of other industry. This aspect of the matter was considered by the Commission, and hence it has made the recommendation that units employing less than 20 workers should be exempted. This criterion for exemption is being applied to all the industries, and if an exception is made in favour of the newspaper industry it will be difficult to resist similar requests from other industries for special treatment. In the circumstances, the proposal made in your letter under reference is not acceptable”.

APPENDIX X

(Chapter I, Para 13)

(Resolution adopted at the meeting at Lucknow on 27th March 1965 and telegraphed to the Finance Minister on the same date, regarding restrictions on Expenditure on Advertisements).

“The Committee notes with concern the new Income-tax Rules in respect of allowable advertisement expenditure published by the Central Board of Direct Taxes in the Gazette of India Extraordinary dated March 9, 1965. In the opinion of the Committee, these rules are likely to lead to a drastic curtailment of the advertisement budgets of private advertisers and would automatically lead further to the exclusion of small newspapers from the advertisement programme of such intending advertisers. In the view of the Committee, the new rules regarding allowable advertisements expenditure might well lead to the closing down of many small and regional newspapers.

The Committee, therefore, appeals to the Finance Minister to withdraw the new Rules and restore *status quo* in respect of allowable advertisement expenditure”.

APPENDIX XI

(Chapter I, Para 13)

(Copy of letter dated 21st April 1965 addressed to the Finance Minister regarding restrictions on Expenditure on Advertisements).

“During the course of our enquiry, we have received several hundred written memoranda and have also interviewed over 400 witnesses from the States of Jammu and Kashmir, Punjab, Rajasthan, Uttar Pradesh, Bihar, Orissa, Madhya Pradesh, Andhra Pradesh, Kerala, Madras, Mysore, and Maharashtra. On the basis of this evidence, we have found that it is only in recent years that advertising campaigns have been extended to small newspapers and periodicals, published mainly from mofussil areas, which has resulted in serving the local consumer market. We have also found that if there is any ceiling placed on advertisement expenditure in newspapers and periodicals, advertising interests will be compelled to use only the big newspapers of India for their advertisement allotments, and small newspapers and periodicals would be left out altogether. From the evidence that we have before us, it is clear that a large majority of small newspapers are not economically viable units; and if these organs of public opinion are to become viable units, they should get an increasing measure of commercial and Government advertising. Then alone the development of small newspapers in India is possible.

“My colleagues in the Committee have requested me to convey to you the opinion of the Committee that any ceiling placed on advertisement expenditure in newspapers and periodicals at the present stage of the development of the Press in India would destroy the possibility of the emergence and continuance of healthy organs of public opinion, specially in the mofussil areas, which are so necessary for the effective functioning of the democratic system in India.

“As you doubtless know, advertisement revenue is a substantial as well as an indispensable part of the economy of newspapers, and such revenue enables the newspaper to serve its readers by selling its copies at a price lower than its actual cost of production. In fact, newspaper is the only commodity in the world which is sold at a price lower than its cost of production in the interest of free flow of information and opinion. Advertising revenue, therefore, has a vital bearing on the freedom of expression and information.

“I trust that the views of the Committee would be taken into consideration by Government in arriving at a final decision on the subject”.

APPENDIX XII

(Chapter I, Para 16)

(Copy of condolence Resolution adopted at the first meeting on 1st June 1964 on the passing away of Shri Jawaharlal Nehru).

“The Enquiry Committee on Small Newspapers, at its first meeting held at New Delhi, on 1st June, 1964, places on record its profound grief at the passing away of Shri Jawaharlal Nehru, Prime Minister of India, valiant fighter for freedom, maker of modern India, dynamic force for world peace, thinker and author of international repute, friend of journalists and champion of the freedom of the press and information. His death creates a great national void which it may be difficult to fill. May God give us strength to bear this loss with fortitude and courage to live up to his ideals”.

APPENDIX XIII

(Chapter I, Para 7.2)

Analysis of Replies to the Questionnaires

To elicit basic information relating to the terms of reference of the enquiry, the Committee prepared five sets of questionnaires addressed to : (1) newspapers and periodicals, (2) news agencies, (3) advertising agencies, (4) photo agencies and (5) feature syndicates. They were distributed to the addressees towards the end of August 1964 for reply by the 30th September 1964. The time limit was, however, extended first by a month and later by another month ending 30th November 1964. Details of the distribution and the replies received are given in the succeeding paragraphs.

2.1. *Questionnaire addressed to Newspapers/Periodicals*—This questionnaire was distributed as follows:

1. Publishers of newspapers/periodicals	..	..	..	..	..	6,172
2. Indian and Eastern Newspaper Society	..	..	..	..	..	50
3. All India Newspapers Editors' Conference	..	..	..	..	..	249
4. Indian Federation of Working Journalists	..	..	..	..	..	18
5. Indian Languages Newspapers Association	..	..	..	..	..	33
6. Prominent Journalists	..	..	..	..	..	23
7. Federation of Indian Chambers of Commerce and Industry	..	..	..	..	..	178
8. Sahitya Akademi Award Winners	..	..	..	..	..	65
9. University Grants Commission and Vice-Chancellors	..	..	..	..	..	78
10. Members of Parliament	..	..	..	..	..	750
11. Members of Vidhan Sabha and Vidhan Parishads	..	..	..	..	..	1,631
12. Selected Men of letters	..	..	..	..	..	129
13. Chief Secretaries (5 copies each)	..	..	..	..	..	120
14. Directors of Information of State Govts. (5 copies each)	..	..	..	..	..	120
15. Schools of Journalism	..	..	..	..	..	8
16. Mayors of Corporations	..	..	..	..	..	8
17. Dealers in Printing Machinery and Newsprint	..	..	..	..	..	15
18. Miscellaneous	..	..	..	..	..	429
					Total	10,088

2.2. The questionnaire relating to newspapers was sent to all publishers of daily newspapers, tri-weeklies, bi-weeklies, weeklies, fortnightlies and monthlies irrespective of the fact whether or not any of them came within the provisional definition of the term "small newspapers" prescribed by the Committee. Copies were, however, not sent to publishers of market reports, school/college magazines, house organs/publicity journals, journals of astrology, serialized fiction, advertisement bulletins, crossword bulletins, law reports, price lists, community papers, association journals, publishers' journals, Government and semi-Government publications, embassy publications, U.N. bulletins, shorthand exercises, papers distributed free, racing calendars, educational guides and publications of religious nature.

2.3. Some of the newspapers having higher circulations than the ceilings prescribed in the provisional definition for small newspapers/periodicals wrote in reply that they were not covered by this enquiry according to the criteria fixed by the Enquiry Committee. They were, however, informed in reply that the Committee would greatly value their views for guidance on the various matters included in their terms of reference. But there was poor response to this request. The following table gives the number of replies received to the questionnaire State-wise.

State	Number Despatched	Replies Received	Percentage of replies received
1	2	3	4
1. Andhra Pradesh	377	34	9.02
2. Assam	63	6	9.52
3. Bihar	161	12	7.45
4. Jammu and Kashmir	53	16	30.19
5. Gujarat	338	15	4.44
6. Kerala	316	21	6.64
7. Madhya Pradesh	229	22	10.00
8. Madras	585	34	5.81
9. Maharashtra	864	35	4.05
10. Mysore	313	22	7.00
11. Orissa	65	7	10.77
12. Punjab	433	31	7.16
13. Rajasthan	258	12	4.65
14. Uttar Pradesh	873	56	6.41
15. West Bengal	730	41	5.61
16. Delhi	464	24	5.17
17. Other Union Territories	60	5	8.33
Total	6,173	393	6.37

2.4. The replies received are dealt with item-wise below :

A. GENERAL INFORMATION

The newspapers/periodicals were asked about their periodicity. Out of the total of 393 replies received, 174 (44.27 per cent.) were from monthlies, 124 (31.56 per cent.) from weeklies, 48 (12.21 per cent.) from fortnightlies, 43 (10.94 per cent.) from dailies and 4 (1.02 per cent.) from bi-weeklies. No reply was received from any tri-weekly.

To the question "Has the publication any branch office for collection of advertisements and for sale of newspaper/periodical?", 313 newspapers/periodicals or 79.64 per cent. of the replies received answered the question.

Of this number, 254 (81·15 per cent.) replied in the negative and only 59 (18·85 per cent.) newspapers/periodicals replied in the affirmative. There was not a single reply in the affirmative from the States of Gujarat, Madras and Mysore.

B. FINANCIAL POSITION

To the question "Has the publication been economically viable during the last five years/during the period of its existence if shorter?", 173 newspaper establishments or 44·02 per cent. out of the replies received answered the question. Of this number, 138 (79·77 per cent.) replies were in the negative and only 35 (20·23 per cent.) in the affirmative. There was not a single reply in the affirmative from the States of Bihar, M.P., Maharashtra, Orissa, Punjab, Rajasthan and the Union Territories except Delhi.

C. PRINTING MACHINERY

Of the 104 people who replied to the question "Did you apply for an import licence for printing machinery?", 86 (82·69 per cent.) said that they *did not* and only 18 (17·31 per cent.) said that they *did*. There were no replies from Jammu and Kashmir and Rajasthan.

To the question whether they were issued an import licence, of the 27 publishers who replied, 17 (62·96 per cent.) said "No" and 10 (37·04 per cent.) said "Yes". There were no replies from Jammu and Kashmir, Kerala, Rajasthan, U.P. and Union Territories except Delhi.

The publishers were asked: "Do the premises housing the newspaper/periodical belong to it?", 150 or 38·17 per cent. of the replies answered this question. The majority (66·67 per cent.) of the replies were in the negative and only 33·33 per cent. replied in the affirmative. In Jammu and Kashmir there was not a single reply in the affirmative, whereas in Assam and Bihar the replies were equally divided. In West Bengal out of 14 replies 13 were in the negative and only one in the affirmative.

The publishers were asked: "Does the equipment used by the newspaper belong to it?" Of the 78 replies, 71·80 per cent. were in the negative and only 28·20 per cent. in the affirmative. There was not a single reply in the affirmative from the States of Jammu and Kashmir, Gujarat, Kerala, M.P., Punjab, West Bengal and Delhi. No reply to the question was received from Union Territories except Delhi. The replies from Mysore and Rajasthan were equally divided.

To the question: "Does the press undertake other work, that is, work other than printing etc. of the newspaper/periodical?", 89 replies were received. Of this number, 62·92 per cent. were in the affirmative and 37·08 per cent. in the negative. In the States of Andhra Pradesh, Mysore, Punjab and Rajasthan there were more replies in the negative than in the affirmative whereas in the States of Assam, Bihar, Jammu and Kashmir, Gujarat and Delhi there was not a single reply in the negative.

To find the printing facilities available with them the publishers were asked, "Is the newspaper/periodical printed at its own press?", 266 publishers (or 67·68 per cent. of the replies received) answered this question. 181 (68·05 per cent.) replies were in the negative and 85 (31·95 per cent.) in the affirmative. There was not a single reply in the affirmative from the States of Jammu and Kashmir and Gujarat and not a single reply in the negative from Orissa. There were more replies in the affirmative from the States of M.P. and Orissa. Replies from the States of Assam, Maharashtra and Rajasthan were equally divided.

D. NEWS SERVICE

The majority of the replies (84·52 per cent) were in the negative to the question "Do you subscribe to the services of a news agency?" Only 15·48 per cent replied in the affirmative out of the 239 who replied to this question. There was not a single reply in the affirmative from the States of Assam and Jammu and Kashmir. In Orissa, however, two replies were in the negative and only one in the affirmative.

The publishers who said that they were subscribing to a news agency service were asked to give the name of the agency. Out of 71 who replied, 35·21 per cent. said they were subscribing to the P.T.I., 21·12 per cent. to the Hindustan Samachar, 9·87 per cent. to the U.N.I. and 33·80 per cent. to other news agencies. Publishers from Assam and Jammu and Kashmir were not subscribing to any agency service. The number of those subscribing to the P.T.I., the U.N.I. and the Hindustan Samachar service was equal in the Punjab.

To the question "Do you maintain any staff correspondents?", 175 publishers replied. Out of this 53·72 per cent. replies were in the negative and 46·28 per cent. in the affirmative. There was not a single reply in the affirmative from States of Gujarat and Madras. There were more replies in the affirmative than negative in the States of Bihar, Jammu and Kashmir, Assam, M. P., Orissa, U. P. and Delhi.

The publishers were asked "Would you prefer to have news service in your own language?" Out of 102 who replied 96·08 per cent. said 'Yes' and only 3·92 per cent. said 'No'. The replies in the negative were from the States of Andhra Pradesh, Maharashtra, Punjab and Rajasthan. No publisher from Bihar preferred to answer this question.

The publishers were also asked to give their preference for having the news services in Hindi. Out of 53 who answered 96·23 per cent replied in the affirmative and only 3·77 per cent in the negative. The replies in the negative were from the States of Andhra Pradesh and Madras. The largest number of replies in the affirmative was from U. P. and M. P. In the replies from Madras, the opinion was equally divided.

To the question "Do you receive information services from Central Government?", 117 (63·24 per cent.) replies were in the affirmative and 68 (36·76 per cent.) in the negative, out of the 185 publishers who replied. There was no reply in the negative from the States of Assam, Bihar and Orissa. The

replies from Andhra Pradesh and Union Territories except Delhi were equally divided. There were more replies in the negative than affirmative in the States of Kerala and Maharashtra.

As regards receipt of information services supplied to newspapers/periodicals by State Governments, out of 138 replies 70·29 per cent answered in the affirmative and 29·71 per cent. in the negative. There was no reply in the negative from the States of Assam, Bihar, Gujarat, Mysore, Orissa and Union Territories except Delhi. There were more replies in the negative than affirmative from the States of Andhra Pradesh, Kerala and Delhi.

The publishers were asked to State whether the news services provided to them by the Central and State Governments were meeting their requirements. Out of the 86 replies, 54·65 per cent. were in the negative and 45·35 per cent. in the affirmative. There was no reply in the affirmative from the States of Kerala, Orissa and Union Territories except Delhi and no reply in the negative from Rajasthan. The opinion was, however equally divided in the States of Andhra Pradesh, Gujarat, Maharashtra and the Union Territory of Delhi.

To the question "Do you receive any information services from foreign embassies in India?", replies were received from 222 publishers. Of these 161 (72·52 per cent.) were in affirmative and only 61 (27·48 per cent.) in the negative. There were no replies in the negative from the States of Assam, Bihar and Orissa. The number was, however, equally divided in Gujarat.

It is interesting to note that some of the publishers who had said that they were not receiving any information services either from the Central or State Governments had mentioned that they were getting information services from foreign embassies.

The publishers were also asked to give the names of embassies from whom they were receiving information services. The replies received out of 393 were as follows :—

U.S.I.S.	..	..	111	Hungary	..	..	7
U.S.S.R.	..	..	104	Belgium	..	..	4
B.I.S.	..	..	71	Czechoslovakia	..	..	3
West Germany	..	..	45	Communist China	..	..	2
U.A.R.	..	..	18	Yugoslavia	..	..	1
Pakistan	..	..	8	Others	..	..	5
France	..	..	7				
East Germany	..	..	7				
					Total	..	393

To the question "Do you receive feature articles from Central/State Governments?", 182 replies were received. 53·85 per cent. replies were in the affirmative and 46·15 per cent. in the negative. There were no replies in the negative from the States of Assam and Orissa. There were more replies in the negative than affirmative from the States of Andhra Pradesh, Madras, Maharashtra, Rajasthan, West Bengal, Delhi and other Union Territories.

The publishers were also asked if they found the feature articles received from the Central/State Governments useful. Out of the 67 replies, 88·06 per cent. were in the affirmative and only 11·94 per cent in the negative. The negative replies were from the States of Andhra Pradesh, Bihar, Madras, Maharashtra, Punjab and West Bengal.

E. PHOTO SERVICE

To the question "Is your newspaper/periodical illustrated?", 244 publishers replied. Of them 55·74 per cent. replied in the affirmative and 44·26 per cent. in the negative. There were more replies in the negative than affirmative in the States of Bihar, Jammu and Kashmir, Gujarat, Orissa, Rajasthan and Union Territories.

Out of the 171 publishers who replied to the question "Do you maintain your own staff photographers?", 151 (88·31 per cent.) replied in the negative and only 20 (11·69 per cent.) replied in the affirmative. There was not a single reply in the affirmative in the States of Bihar, Gujarat, Kerala, Mysore, Rajasthan, U. P. and Union Territories other than Delhi.

F. BLOCK MAKING FACILITIES

The publishers were asked to say whether they owned block making facilities and whether they were supplied blocks by the Central/State Governments. 231 publishers or 58·77 per cent. replied to the question. Of this 94·81 per cent. answered in the negative and 5·19 per cent. in the affirmative. On the question of newspapers having their own block making facilities all the replies from the States of Assam, Bihar, Jammu and Kashmir, Gujarat, Kerala, M. P., Madras, Mysore, Rajasthan, West Bengal and the Union Territory of Delhi were in the negative. As regards supply of blocks by the Central/State Governments to newspapers there were more replies in the affirmative from the States of Assam, Gujarat, M. P., Maharashtra, Orissa and U. P. The replies were equally divided in the States of Mysore, Rajasthan and Union Territories except Delhi.

The Publishers were asked if they found the blocks received from the Central/State Governments useful. Out of the 43 replies received, 88·37 per cent. were in the affirmative and only 11·63 per cent. in the negative. There were no replies to the question from the States of Kerala, Rajasthan and Union Territories. The replies in the negative were more from the States of Punjab, Mysore and Madras.

G. CIRCULATION

The publishers were asked "Does your paper have Rail facilities?" Out of 128 or 32·57 per cent. of the replies received, 99 (77·34 per cent.) were in the affirmative and 29 (22·66 per cent.) in the negative. Jammu and Kashmir was the only State from where there was no reply in the affirmative. There were no negative replies from Assam, Gujarat, Kerala, Madras, Orissa, Rajasthan and Union Territories other than Delhi. From Bihar and Mysore there were more replies in the negative than in the affirmative.

As regards postal facilities, out of the 270 replies received, 92·59 per cent. said that they enjoyed postal facilities and 7·41 per cent. replied in the negative.

H. ADVERTISEMENTS

The publishers were asked "Do advertisers settle bills within 75 days of your submission?" Out of the 171 publishers who replied, 59·06 per cent. said "No" and 40·94 per cent. said "Yes". There was no reply in the negative from the State of Jammu and Kashmir. There were more replies in the affirmative than negative from the States of Andhra Pradesh, Jammu and Kashmir, Kerala, Punjab, Rajasthan and other Union Territories except Delhi. The opinion was equally divided in the States of Gujarat, Mysore and Orissa. It may be recalled here that a large number of the publishers who replied to this question had complained that their advertisement bills relating to Government Departments were never settled within 75 days of their submission.

Out of the 93 publishers who replied to the question, 55·91 per cent. said that they were receiving advertisements from the Central Government and 44·09 per cent. replied in the negative. There was no reply in the negative from the States of Bihar, Gujarat, Kerala, M. P., Orissa and Union Territories.

As regards advertisements from the State Governments, out of 104 replies, 62·50 per cent. were in the affirmative and 37·50 per cent. in the negative.

Similarly, out of 63 publishers, 44·44 per cent. said that they were receiving advertisements from Zila Parishads and 55·56 per cent. replied in the negative. There were no replies from the States of Bihar, Orissa, Punjab and Union Territories other than Delhi.

As regards getting advertisements from 'Municipalities', out of 66 publishers who replied, 53·03 per cent. answered in the negative and 46·97 per cent. in the affirmative. There were no replies at all from the States of Bihar, Orissa and Union Territories other than Delhi.

Out of the 56 replies received about getting advertisements from Panchayats, 51·79 per cent. were in the negative and 48·21 per cent. in the affirmative. No publisher replied to this question in the States of Bihar, Orissa and Union Territories other than Delhi.

The publishers were asked "Are advertisements in your paper subject to any local tax?" Out of the 151 replies, 99·34 per cent. were in the negative and only ·66 per cent. in the affirmative. Maharashtra was the only State where out of 17 replies 16 were in the negative and only one in the affirmative. There was, however, no reply from the State of Gujarat.

To the question "Are, in your opinion, different rates of advertisement justifiable for English and Indian language newspapers?", 125 replies were received, 71·20 per cent. in the negative and 28·80 per cent. in the affirmative. There were no replies in the affirmative from the States of Bihar and Rajasthan

and no reply in the negative from the State of Gujarat. The replies in the affirmative were more than the negative from the States of Jammu and Kashmir and Gujarat. The opinion was, however, equally divided in Orissa and the Union Territory of Delhi.

I. PAPER SUPPLY

Replies to the question "Has the paper supply been regular?", have been equally divided. Out of the 94 replies received, there were more replies in the affirmative from the States of Andhra Pradesh, Bihar, Jammu and Kashmir, Maharashtra, Mysore, Punjab and the Union Territory of Delhi. There were no replies from the States of Rajasthan, Assam and Union Territories other than Delhi.

To the question "Has the paper supply been satisfactory?", the majority of the publishers replied in the negative. Out of 73 replies 60·28 per cent. said "No" and 39·72 per cent. said "Yes". There were no replies from the States of Assam, Jammu and Kashmir, Rajasthan and Union Territories other than Delhi.

Similarly to the question "Has the paper supply been adequate?" Out of the 66 replies received 68·18 per cent. were in the negative and 31·82 per cent. in the affirmative. There was not a single reply in the affirmative from the States of Assam, Jammu and Kashmir, Gujarat, Kerala, M. P., Madras, Maharashtra, Mysore, Rajasthan and Union Territories other than Delhi.

To the question "Is the price reasonable?", out of the 103 replies received, 64·08 per cent. were in the negative and 35·92 per cent. in the affirmative. There were no replies from the States of Orissa, Rajasthan and Union Territories other than Delhi. There were more replies in the affirmative from the States of Bihar and Punjab. The replies were, however, equally divided from the States of Gujarat, M. P., Mysore and Delhi.

The Publishers were asked whether they were using NEPA newsprint. Out of the 116 replies, 56·03 per cent. were in the negative and 43·97 per cent. in the affirmative. There were more replies in the affirmative from the States of Bihar, Kerala, Maharashtra, Mysore and Orissa, Punjab and U. P. No reply was received from the State of Gujarat.

J. STAFF

To the question, "Is the staff employed by you qualified for the job?", 119 replies were received. Of these, 82·35 per cent. said "Yes" and 17·65 per cent. said "No". From M. P., the number of negative replies was more than those in the affirmative. There were no replies in the negative from the States of Assam, Bihar, Jammu and Kashmir, Mysore, Orissa and Rajasthan.

The majority (68·23 per cent) of the publishers out of the 107 who replied stated that they did not have any difficulty in recruitment of qualified staff. 31·77 per cent. publishers said that they had difficulties in this respect. There was not a single reply in the affirmative from the States of Assam and Madras.

K. CRITERIA

The publishers were asked whether the criteria laid down by the Enquiry Committee for the definition of small newspapers/periodicals was satisfactory. Out of the total replies received, 41·73 per cent. replied to this question. 117 or 71·34 per cent. replied in the affirmative and 47 or 28·65 per cent. in the negative. There were no replies in the negative from the States of Bihar, Maharashtra, Rajasthan and Union Territories other than Delhi. From West Bengal the replies in the negative were more than those in the affirmative. The opinion in M. P. was, however, equally divided.

3. *Other Questionnaires*—The following table gives the figures of the number of questionnaires despatched, replies received and the percentage of the replies received to the number despatched.

	Number Despatched	Replies received	Percentage of replies received
1. News Agencies	5	3	60·00
2. Advertising Agencies	92	9	9·79
3. Photo Agencies	12	2	16·66
4. Feature Syndicates	3	..	..
Total	112	14	12·50

The replies received from the news agencies have been included in the Chapter on "News Services" and those received from the advertising agencies have been incorporated in the Chapter on "Advertisements".

4. *Photo Agencies*—A Questionnaire was addressed to 12 Photo Agencies in Delhi out of which only two replied to the questions. Both are proprietary concerns, with headquarters at Delhi, and have newspapers and periodicals as their clients. Their charges vary according to the standing of the recipient newspapers. The daily supply averaged between 10 and 15 copies of photographs. The gross revenue of one of the agencies from the supply of photographs to the Press during the years 1961, 1962 and 1963 was Rs. 2,372; Rs. 1,259 and Rs. 526 respectively. The corresponding figures of the other agency were Rs. 4,778; Rs. 5,000 and Rs. 5,171 respectively. One of the agencies stated that the free supply of photographs to newspapers by the Press Information Bureau was adversely affecting its business, and suggested that the free supply by the Bureau should be stopped.

APPENDIX XIV

(Chapter III, Para 26-7)

(Table showing the number and Ownership of Small Dailies, including bi-weeklies and tri-weeklies, State-wise).

State	Circulation						Ownership				
	Not avail-able	0 to 2,000	2,001 to 5,000	5,001 to 10,000	10,001 and above	Total	Ind.	Prop. Pr. Ltd.	Pub. Ltd.	Trust	
1	2	3	4	5	6	7	8	9	10	11	12
1. Andhra Pradesh	16	7	3	4	2	32	24	4	..	3	1
2. Assam ..	2	1	..	1	2	6	2	2	1	1	..
3. Bihar ..	2	1	..	7	1	11	6	..	2	3	..
4. Gujarat ..	3	8	5	3	5	24	13	4	..	4	3
5. Kerala ..	11	..	5	11	8	35	21	7	2	5	..
6. Madhya Pradesh	16	14	15	10	2	57	43	5	4	4	1
7. Madras ..	2	3	3	3	6	17	5	8	..	4	..
8. Maharashtra	16	13	17	13	13	72	31	18	6	10	7
9. Mysore ..	10	22	5	5	3	45	39	5	1	..	1
10. Orissa ..	1	..	1	..	2	4	..	4	..	..	..
11. Punjab ..	13	4	6	4	3	30	21	3	..	3	3
12. Rajasthan ..	7	6	1	2	..	16	13	3	..	..	..
13. Uttar Pradesh	23	30	11	17	6	87	59	15	2	9	3
14. West Bengal	5	3	6	1	3	18	7	3	5	3	..
15. Delhi ..	2	4	4	4	..	14	7	5	1	1	..
16. Manipur ..	1	4	..	..	..	5	2	3	..	..	..
17. Tripura ..	1	2	..	..	..	3	3	..	..	..	..
18. A. & N. Islands	1	..	..	..	..	1	1	..	..	..	..
19. Goa, Daman & Diu	..	3	4	2	..	9	4	4	1	..	..
Total ..	132	125	86	87	56	486	300	93	25	50	18

APPENDIX XV

(Chapter VI, Para 2)

I. *Newspaper Analysis (Poona)*

Five Marathi and two English dailies of Poona published during the week 17th February, 1965 to 23rd February, 1965 (both days inclusive) were examined for analysis of their contents. All the seven dailies came out regularly during this period. The sizes of the above newspapers varied between $50 \times 32\frac{1}{2}$ cm. and 57×41 cm. Four papers during the week carried six pages and three papers four pages daily on week days, but the Sunday issues consisted of 8—10 pages. Four papers had eight columns, two papers seven columns and one paper six columns. The total number of columns on week days varied between 24 and 48, but on Sundays the number went upto 64 and 80 in all the seven dailies, with printable space varying between 7,728 and 19,952 column centimeters. All the seven dailies subscribed to the PTI service; in addition three of them also subscribed to the service of NAFEN and one each to the service of the Hindustan Samachar and the United News of India. Six out of the seven papers had their own printing presses.

Newsprint : All the seven papers were using imported newsprint, though four of them stated that they were using NEPA newsprint also.

Advertisement Space : Advertisements from commercial sources varied between 12% and 36% of the total space, in four out of the six papers. The next item in the order of space utilization was cinema advertisements ranging between 5% and 29%. State Government advertisements came next with space varying between .65% to 2.47%. Three of the papers did not get any advertisement from the Central Government, in other three the percentage of space did not exceed 1.34. Two of the papers did not publish any national advertisements; in other four, the space booked was less than 1%. One paper did not carry court notices, while three had no advertisements from local authorities. But the percentage of space in either case fell short of 2%. The overall space for advertising in the six newspapers varied between 19.2% and 48.67% of the total space.

News : Four papers devoted major portion of their space to news of local and district importance, which varied between 9.41 and 21.18% of the total space of the paper. Two papers devoted 13.73% and 26.46% of their total space for news items of national importance. One paper, however, gave first preference to sports items which accounted for 16.40% of the total space. In other papers, the space for this type of news varied between 0.82% and 7.5%. News of state importance varied between 2.36% and 5.15% and of international importance between 1.73% and 8.74% of the total space, commercial and market news occupied between 0.14% and 2.20% space. The space devoted to films, sex and crime was less than 2% in all the papers.

Editorials : Out of the total space, between 2 to 5 per cent was devoted to editorials but one paper was devoting more than 10% of its total space to editorials. Three per cent to five per cent of the total space was devoted to photos

blocks, cartoons, strips, etc. Six papers devoted between 10 to 20 per cent space to features and fiction, and one paper devoted only 2% of its space for this purpose. Readers' correspondence occupied 1.50% to about 4.50 % of the total space. Radio programmes, local engagements, book reviews, etc. occupied 2 to 4% space. Generally, papers did not devote any space to humour columns or poems. Only one paper published humour columns and one poem. Space used for titles etc. occupied between 1 to 3.50%.

News Presentation : The news presentation was assessed to be generally objective and there were very few items which could be classed as sensational.

Subjects of Editorials: The editorials mostly related to national subjects. The next preference was for State subjects. Subjects of local interest were noticed by all papers, except one, but in a less number than the national and state subjects. Five dailies also wrote editorials on international subjects.

II. Newspaper Analysis (Jullundur—Urdu Dailies)

Five Urdu dailies of Jullundur were examined for purposes of analysis of contents. All the papers were regularly published during the week under review. The size of all the papers was practically the same 38×50 cm. and all of them had seven columns in a page. Three papers carried 8 pages and two carried six pages on week days. On Sundays two papers carried 12 pages, two eight pages and one 10 pages. The total number of columns varied between 350 and 392 and the total area of the newspapers varied between 15,750 column cm. and 17,640 column cm.

Printing Press and Newsprint : Four newspapers have their own printing presses. Four papers used Nepa and imported newsprint and one white printing paper.

News Agencies: Three papers replied that they subscribe to all news agencies and two did not reply to the question.

Advertisement Space : Advertisements from commercial sources varying between 8% and 23.8% of the total space dominated in all the Urdu dailies. The next item in order of space utilisation was cinema advertisements ranging between 1.6% and 4.5%. State Government advertisements came next with space varying between .4% to 7%. Two dailies, however, did not publish any State Government advertisement. Two papers did not publish any advertisements from the Central Government; in other three the percentage of space did not exceed 2.1%. One paper did not get any national advertisement; in other four the space booked was less than 1.2%. One paper did not carry court notices, while three had no advertisements of local authorities. But the percentage of space in either case fell short of even 1%. The overall space for advertising in the five dailies varied between 13% and 32% of the total space.

News : Two papers devoted major portion of their space to news of national importance which varied between 9·86% and 15·9%. Two papers devoted 10·4% and 11·7% of their total space for news items of local and district importance. One paper, however, gave first preference to State news which accounted for 14·9% of the total space. In other papers, the space for this type of news varied between 6·43% and 14·5%. News of international importance varied between 3·46% and 8·3% and of commercial and market importance between 4% and 2·3%. News relating to sports was not published in three dailies; one daily gave 0·03% of the total space to this item. The space devoted to films, sex and crime was less than 2% in all the dailies.

Editorials : Out of the total space, between 3·8% to 6·25% was devoted to editorials by the newspapers. The space devoted to photo blocks, cartoons, strips, etc. varied between 6% to 15%, though in one case the total space devoted for this purpose was only 1·3%. The space devoted to fiction and features varied between 10 to 22 per cent. The total space devoted for this purpose was more than 15% in four dailies. Very little space was devoted by the above papers for radio programmes, local engagements, book reviews, humour columns, poems etc. It was not more than 2·13% in any of the newspapers.

News Presentation : The news presentation was found to be generally objective and there were very few items which could be classified as sensational.

Subjects of Editorials : The editorials mostly related to national subjects. The next preference was for State subjects. Subjects of local interest were noticed by all papers. All papers wrote editorials on international subjects.

III. Newspaper Analysis (Jullundur—Punjabi Dailies)

Five Punjabi dailies of Jullundur were examined for analysis of contents. All the papers were regularly published during the week under review. The sizes of all the papers were practically the same, viz. 50×38 cm., except of one which was 50×30 cm. All the papers had seven columns in a page. Four papers during the week carried 6 pages on week days and six to eight pages on Sundays. The total number of columns in the papers varied between 588 and 252 and total printable space varied between 11,340 and 26,550 column cms. Four out of five newspapers had their own printing presses. All the papers stated that they were using both NEPA and imported newsprint. All the five newspapers subscribed to the UNI and Hindustan Samachar services, and one paper subscribed to the P.T.I., in addition.

Advertisement space : Advertisements from commercial sources varying between 19·65% to 30·4% of the total space, dominated in four out of the five papers. The next item in the order of space utilization was cinema advertisements ranging between 54% and 1·9% and State Government advertisements ranging between 25% and 1·2%. Not a single paper published national advertisements and only one out of the five received Central Government advertisements. None of the five received advertisements of local authorities and only

two out of the five got court notices. Their percentage of space on this account was less than one. The overall space for advertising in four out of the five newspapers varied between 20% to 33%. One paper got only 4.32 per cent. advertisement space.

News: All the five papers devoted major portion of their space to news of State importance, which varied between 8.54% and 18.29% of the total space of the paper. News of national importance varied between 5.86% and 16.84 %, and of local and district importance between 4.78% and 9.52%. Not a single paper published any commercial and market news. News relating to sports was published only by one paper, which devoted .71% of the total space. The space devoted to films, sex and crime was less than 3.75% in all the papers.

Editorials : Out of the total space 1.5 to 3% was devoted to editorials. Space devoted to photo blocks, illustrations, cartoons and strips varied between 1% to 3%. No paper, however, published any cartoons or strips. Only three papers published material under "Readers' correspondence" but the space devoted was between .3% and .8%. Radio programmes, local engagements, book reviews were published by one paper, which devoted .1% of its total area on such items. Humour columns were published by all the newspapers and four devoted to this item between .3% to .9% of the total space, and one paper gave 2.4% of its total area to this column. Practically all the Punjabi dailies devoted some space to poems, varying between 2% to 6%. Space used for titles etc. varied between 1% to 2% of the total area. Space used for other purposes by the Punjabi dailies was about 1%.

News Presentation : The news presentation was assessed to be generally informative. Four papers out of the five did not publish any sensational news. Only one paper devoted 755 col. cms., to sensational news items. There was not a single item in all the five papers, which could be called as prone to blackmail.

Subjects of Editorials: The editorials mostly related to State subjects. The next preference was for national subjects. Subjects of international importance were given the third preference. Only two papers out of the five took up local subjects for their editorial comments.

APPENDIX XVI

(Chapter VII, Para 6-2)

Statement showing the licences issued to newspaper establishments for direct import of printing machinery and also the quantity imported by State Trading Corporation from the Rupee Currency Area and allotted to newspapers, during the period 1962-63, 1963-64 and 1964-65.

Serial No.	Name of the newspaper or firm	C.I.F. Value in Ra.	
		Licences issued by C.C.I. & E.	Released through STC
1	The Aj, Varanasi	8,70,000	
2	All India Reporters Ltd., Nagpur	5,57,493	18,237
3	Amrita Bazar Patrika, Calcutta	10,29,280	
4	Ananda Bazar Patrika, Calcutta	14,45,000	11,750
5	Andhra Prabha Ltd., Vijayawada	17,46,100	
6	Ananda Vikatan, Madras	8,50,000	
7	Assam Tribune, Gauhati	8,62,890	46,633
8	Assam Batori, Gauhati	57,250	
9	Associated Journals Ltd., Lucknow	11,18,747	
10	Allahabad Law Journals, Allahabad	2,67,000	
11	Andhra Patrika, Vijayawada	19,38,500	
12	Basumati Private Ltd., Calcutta	1,20,000	
13	Bharathan Publication Ltd., Madras	1,35,160	
14	Bhartiya Vidya Bhavan, Bombay	2,18,000	
15	Bombay Samachar, Bombay	1,77,430	3,803
16	Bombay Chronicle, Bombay	23,080	
17	Colour Publications Pvt. Ltd., Bombay	1,01,272	
18	Cinema Masika, Kottayam	30,000	
19	Cine Kadir, Madras	1,72,836	
20	Chandamama, Madras	3,37,355	50,450
21	Current Events, Dehra Dun	26,400	
22	Delhi Printing Publishing Co. Ltd., New Delhi	2,35,200	
23	Daily Pratap, Jullundur	57,535	
24	Dainik Bhaskar, Bhopal	36,000	
25	Deccan Chronicle, Secunderabad	2,77,500	
26	Dinamalar, Tirunelveli	1,15,000	
27	Daily Thanthi, Madras	6,87,000	
28	Daily Hindi Milap, Jullundur	4,54,754	
29	Deepika, Kottayam	15,640	
30	Express Newspapers Ltd., New Delhi	5,57,200	
31	Film Politics, Bombay	1,25,000	
32	Free India Periodical, Madras	22,667	
33	Golcha Investment Private Ltd., Bombay	10,22,380	
34	Gujarat Samachar, Ahmedabad	3,27,345	
35	Gujaratmitra & Gujarat Darpan, Surat	4,48,179	
36	Gavakari Printing Press, Manmad	6,81,000	
37	Gavakari, Nasik	73,000	1,26,685
38	Gopali and Co., Madras	7,850	
39	Gita Press, Gorakhpur	2,75,000	

Serial No.	Name of the newspaper or firm	C.I.F. Value in Rs.	
		Licences issued by C.C.I.&F.	Released through STC
40	Gomantic, Goa	1,73,242	
41	The Hindu, Madras	2,61,580	9,989
42	Hitawada, Nagpur	43,000	
43	Hindustan Times, New Delhi	15,22,505	7,598
44	Indian Express (Madurai) Ltd., Madurai	3,80,400	1,12,987
45	Indian Express Newspapers (Bombay) Ltd., Bombay	2,07,810	31,146
46	Indian National Press (Bombay) Pvt. Ltd., Bombay	2,87,568	
47	Indian Architect, New Delhi	3,813	
48	International Trade Promotion Review, Ernakulam	37,500	
49	Indian Construction News, Calcutta	62,570	
50	Indore Samachar, Indore City	94,900	
51	Inquilab Daily, Bombay	20,000	1,82,287
52	Janasevak Karayalaya Ltd., Calcutta	7,65,794	
53	Janasatta, Ahmedabad	2,50,000	
54	Jai Goa Publications, Panjim	3,65,200	
55	Jagran Daily, Kanpur	1,31,645	
56	Jagran Press, Jhansi	95,000	
57	Janapragati, Bangalore	35,150	
58	Jagat Hindi Monthly, Delhi	97,500	
59	Kalaimagal Office, Madras	53,750	
60	Kesari & Maharatha Office, Poona	1,03,000	
61	Kaliaram, Madras	16,000	
62	Kerala Kaumudi, Trivandrum	5,45,563	
63	Khemraj Shrikrishandas, Bombay	1,83,235	
64	Kirloskar Brothers Ltd., Poona	2,40,000	
65	Kumudam & Kalkandu, Madras	3,16,500	
66	Kovai Malai Murasu, Madras	4,00,000	
67	Krishna Patrika, Hyderabad	34,400	
68	Loksatta, Baroda	5,40,613	
69	Madhya Pradesh Chronicle, Bhopal	1,88,000	
70	Malayala Manorama, Kottayam	7,91,715	
71	Maharashtra Paper Pvt. Ltd., Bombay	6,78,243	
72	Mathrubhumi Printing and Publishing Co. Ltd., Kozhikode	8,90,184	
73	Mysore Press Pvt. Ltd., Bangalore	41,790	
74	The Mail (Associated Journals Pvt. Ltd.), Madras	87,477	
75	Mallige, Bangalore	71,790	
76	Mysindia, Bangalore	41,790	
77	Malabar Mail, Ernakulam	1,96,256	
78	Navakeralam, Trivandrum	36,000	
79	Newspaper Publishers Pvt. Ltd., Mangalore	1,03,750	
80	New Prabhat Publicity Co., Ahmedabad	60,940	
81	Newspaper & Publication Pvt. Ltd., Patna	6,75,303	
82	Navhind Times, Nagpur	1,24,535	
83	Nav Yug Press, Delhi	1,02,986	
84	Nai Dunia, Indore City	2,91,000	48,200
85	Navashakthi, Madras	4,00,000	
86	Natun Asamiya, Gauhati	1,81,527	

Serial No.	Name of the newspaper or firm	C.I.F. Value in Rs	
		Licences issued by C.C.I. & E.	Released through STC
87	Naradar, Madras	15,150	
88	Printers (Mysore) Pvt. Ltd., Bangalore	1,33,000	
89	Pioneer Ltd., Lucknow	7,81,806	
90	Pionari, Bombay	27,500	
91	People Publishing House, Bombay	60,000	
92	Photoflash, New Delhi	2,082	
93	Pradeep Daily, Goa	55,234	
94	Rajasthan Patrika, Jaipur	53,000	
95	Rashtrdoot, Jaipur	80,000	
96	Statesman Ltd., Calcutta/New Delhi	3,33,042	2,850
97	Sandesh Ltd., Ahmedabad	11,98,000	
98	States People Pvt. Ltd., Bombay, Surat, Rajkot	8,01,678	56,750
99	Swadeshmitran Ltd., Madras	7,61,434	11,750
100	Sakal Papers Ltd., Poona	91,350	
101	Samaj, Cuttack	10,60,000	24,580
102	Sanj Vartman (Eve's Weekly) Bombay	6,95,804	3,200
103	Shanker's Weekly, Delhi	43,790	
104	Samyukta Karnatak, Hubli, Bangalore	1,90,150	
105	St. Francis Xavir Society, Pilar (Goa)	65,000	
106	Thanjai Malai, Murasu, Madras	4,46,347	
107	The Times of India, Bombay/New Delhi	33,73,000	31,148
108	Tarun Bharat, Nagpur-Poona	54,161	
109	Tej Daily, Delhi	3,75,000	
110	Tainadu, Bangalore	5,42,055	
111	The Tribune, Ambala	17,78,234	
112	United India Periodicals (P) Ltd., New Delhi	2,04,612	
113	Vishwamitra, Calcutta	77,200	
114	Vit Milap Press, Jullundur	1,33,797	
115	Vaaraantari Rani, Madras	6,67,755	
116	Vyapari, Madras	13,800	
117	Vasant Private Ltd., Bombay	4,214	
118	Worker's Friend Weekly, Goa	56,395	
119	Arun Monthly, Moradabad		3,200
120	Daily Amar Ujala, Agra		45,000
121	The Hindustan, Bombay		45,000
122	New Age, Weekly, New Delhi		14,000
123	Rani (Weekly), Madras		5,600
124	Rajasthan Weekly, Jodhpur		2,850
125	Rajasthan Law, Weekly, Jodhpur		14,718
126	Vir Milap Hyderabad		4,214
127	Sports Writers Publication, Delhi.		1,40,995
128	Indian Express, New Delhi		34,993
129	Swaraj Marathi Weekly, Bombay		3,200
130	Swaraj (Bombay Paper Ltd.), Poona		49,029
131	Children Book Trust, New Delhi		25,000
132	Thorns (P) Ltd., Calcutta		14,950
		4,39,06,007	1,18,82,831